

GOVERNMENT OF LIBERIA



Liberia WASH Compact Review Report

This report is a review of the Government of Liberia's commitment to the principles of the Sanitation and Water for All (SWA) partnership as outlined in the Liberia WASH compact.

3/12/2012

This review which is the second was commissioned by the National Water Sanitation and Hygiene Promotion Committee (NWSHPC) under the Ministry of Public Works, Liberia and was carried out by WaterAid and the UNDP Water Governance Facility at SIWI.

Authors:

Apollos Nwafor, Lotten Hubendick, Clare Battle and Momo Kamara



Assessment of the Liberia WASH Compact

Contents

List of Acronyms	5
Executive Summary	6
Background	6
Methodology.....	7
1. Establish and Strengthen Institutional Capacity.....	7
1.1 Appoint National Water Resources and Sanitation Board (NWRSB)	7
1.2 Operationalize required institutions.....	8
1.3 Mandate assessment and strengthening of county-level structures within existing policies	12
Learning points	12
2. Service provision priorities and equity	13
2.1 Mandate implementation of WASH standards and regulation protocols	13
2.2 Mainstream WASH in the educational system	13
2.3 Ensure policies have a strong emphasis on governance supported community-led approaches to sanitation and hygiene promotion	14
2.4 Ensure equitable access	14
Learning Points	14
3. Data and monitoring and evaluation gaps	15
3.1 Establishing monitoring mechanisms.....	15
3.2. National budget has clearly defined budget lines	15
3.3 Sharing of WASH information internally and externally	16
3.4 Review carried out and reports presented	17
Learning Points	17
4. Financing mechanisms	17
4.1 Establish a detailed, prioritised Sector Investment Plan.....	17
4.2 Deliver on previous financial commitments.....	18
4.3 Establish a WASH pooled Funding Mechanism	18
Learning Points	20
5. Cross Cutting	20
Learning Points	21

General Reflections	21
Strengthened Coordination & Dialogue.....	21
Bottlenecks Remain Around Specific Commitments	22
Information Flow Issues	22
Shift from Humanitarian to Development Approach	23
Role of Donors and the International Community	23
Learning Points	23
Conclusions & Recommendations	24
Recommendations for taking forward the current compact	24
Annex 1: List of Interviewees	26
Annex 2: Progress against Roadmap of Actions to Implement Compact	27

List of Acronyms

AfDB	-	African Development Bank
CLTS	-	Community Led Total Sanitation
CSOs	-	Civil Society Organizations
DCMHYP	-	Directorate of Community Mobilization and Hygiene Promotion
ECOWAS	-	Economic Community of West African States
EPA	-	Environment Protection Agency
GoL	-	Government of Liberia
IWRM	-	Integrated Water Resources Management
JMP	-	WHO/UNICEF Joint Monitoring Programme for Water Supply and Sanitation
LISGIS	-	Liberia Institute of Statistics and Geo-Information Services
LWSC	-	Liberia Water and Sewerage Corporation
MDGs	-	Millennium Development Goals
MoG&D	-	Ministry of Gender and Development
MoLME	-	Ministry of Lands, Mines and Energy
MoE	-	Ministry of Education
MoF	-	Ministry of Finance
MoHSW	-	Ministry of Health and Social Welfare
MoPW	-	Ministry of Public Works
MoPEA	-	Ministry of Planning and Economic Affairs
NGO	-	Non-Governmental Organization
NWSHPC	-	National Water, Sanitation and Hygiene Promotion Committee
NWRSB	-	National Water Resources and Sanitation Board
NWSSP	-	National Water Supply and Sanitation Policy
RWSSP	-	Rural Water Supply and Sanitation Programme (AFDB)
SIWI	-	Stockholm International Water Institute
SWA	-	Sanitation and Water for All
UNDP	-	United Nations Development Program
UNICEF	-	United Nations Children Fund
USAID	-	United States Agency for International Development
WASH	-	Water, Sanitation and Hygiene
WSP	-	World Bank Water and Sanitation Program
WSSC	-	Water Supply and Sanitation Commission

Executive Summary

The Liberia WASH Compact was developed as a result of the Joint Mission held in Monrovia in April 2011, supported by the Government of Liberia and the Sanitation and Water for All Partnership. Through the Compact the Government, with the support of development partners and civil society, outlined a series of commitments to ensure equitable and sustainable delivery of water and sanitation services for all Liberians. Commitments were arranged around four key thematic areas, for delivery over a two-year time period.

A preliminary review of progress against the Compact commitments was made in September 2011. This second review was conducted by WaterAid and the UNDP Water Governance Facility at SIWI in October 2012.

To date the Compact has increased coordination and provided a focus for the work of sector stakeholders. In particular, the National Water, Sanitation and Hygiene Promotion Committee was established shortly after the Joint Mission, and its meetings have provided a forum for discussion and mutual accountability. Information sharing has also been improved through the development of a dedicated website, and a move towards standardised data reporting by NGOs. A WASH Sector Capacity Development Plan 2012-17 has been developed, and will feed into the Sector Investment Plan due to be finalised in late 2012.

However, progress in other areas remains disappointing. The President's approval of the Compact was not secured until January 2012 – 10 months after the Joint Mission – and this has had consequences for the achievement of many commitments outlined in the document. Similarly, inability to secure the establishment of the Water Supply and Sanitation Commission has been a major bottleneck, and progress on other commitments to establish institutional capacity (such as the appointment of the National Water Resources and Sanitation Board) has also been slow.

These institutional delays have had implications for other areas of the Compact, which have suffered from a lack of attention and prioritisation as a result of the continued focus on governance and funding issues. In particular, there has been relatively little work to take forward monitoring and evaluation commitments, and cross cutting issues such as gender equity and environmental concern have also received little attention.

Whilst the Compact has increased coordination and dialogue within the sector, it is clear that concrete progress against the majority of Compact commitments has been undermined by significant challenges, and the majority of target dates have not been met. Renewed lobbying will be required to generate the political will needed to drive forward progress in outstanding areas, particularly among higher levels of Government. Donors and NGOs must also take responsibility for ensuring their support is aligned behind the priorities laid out in the Compact and the Sector Strategic Plan, and should utilise national and international opportunities to encourage progress against the Compact commitments.

Background

Following the 2010 Sanitation and Water for All (SWA) High Level Meeting in Washington DC, the Government of Liberia (GoL) invited SWA Partners in a Joint Mission to accelerate the progress of WASH coverage in Liberia. After the Joint Mission, which took place in April 2011, the Liberia WASH Compact was developed jointly by representatives of the government, civil society, development partners, UN agencies and the private sector. The Compact was endorsed by Madam Ellen Johnson Sirleaf, President of Liberia, in January 2012.

The Compact is a two-year action plan that maps out four priority areas which will ensure that the citizens of Liberia have access to safe, clean water and improved sanitation facilities. It is based on four key goals: (1) Establish and strengthen institutional capacity (2) Ensure equity and prioritised service provision (3) Develop a monitoring system and (4) Improve sector financing mechanisms.

During the Joint Mission it was agreed that the progress of the Compact implementation should be reviewed periodically in order to capture learning and to ensure the progress remained on track. The first review was carried out in September 2011. This review is the second; it both looks back over the 18 month period since the 2011 Joint Mission, and makes suggestions for the strategic direction of the sector going forward.

Methodology

The review was conducted by WaterAid and the UNDP Water Governance Facility at SIWI, between the 15th and the 24th of October in Monrovia. Over 20 persons who have been involved in the development and implementation of the Compact were interviewed. The interviews focused on progress of the Compact implementation, bottlenecks and recommendations on ways forward.

The preliminary findings of this review were presented at the national post-Sanitation and Water for All High Level Meeting meeting in Monrovia on the 30th of October.

1. Establish and Strengthen Institutional Capacity

The Liberia Water Supply and Sanitation Policy¹ from 2009 identified several areas that need to be addressed to overcome the fragmented governance structure in the WASH sector. These areas are also included in the 2007 Integrated Water Resources Management (IWRM) Policy² formulated by the Government of Liberia, which suggested that a single institutional structure is established to drive the WASH sector in Liberia. The IWRM policy also acknowledged that the long-term objective of the proposed institutional structure is the establishment of a Ministry of Water Resources and Sanitation in the country. In line with these policies, the Compact defined the steps that need to be taken in order to establish and strengthen the institutional capacity in the sector.

1.1 Appoint National Water Resources and Sanitation Board (NWRSB)

Once established, the National Water Resources and Sanitation Board (NWRSB) will be responsible for providing oversight on WASH sector policy, strategy, planning, technical support and coordination. It will be the supervisory arm for the National Water Supply, Sanitation and Hygiene Promotion Committee (NWSHPC), which will serve as the technical support arm to the Board. The Board will also provide oversight to the Water Supply and Sanitation Commission (WSSC), once it is

¹ <http://www.mopea.gov.lr/doc/WSS%20Policy%20Final%20Draft.pdf>

² http://www.lr.undp.org/Documents/PDF/Draft_Integrated_Water_Resource.pdf

established. The NWRSB will be made up of the highest level of representation per ministry/agency and donor partners will also be represented as observational members, although they will not have voting rights. The Board will report to the President.

According to the Roadmap of Actions included in the Compact, the Board was supposed to be established by an executive order by the end of July 2011. During the review process, interviewees suggested that an executive order was not necessary as the Board had previously existed prior to the civil war; it is therefore only necessary to reconstitute, rather than establish, the NWRSB. However, subsequent arguments have suggested that the executive order used to establish the Board only lasted for one year, meaning that there still a need for the Board to be re-established either by an executive order or by an act of legislation. There is an urgent need for clarity on this point; the authors of this report did not see any EO or act establishing the Board, but there was confirmation that it had previously existed.

The target date for operationalising the NWRSB has been missed, and Board members have yet been appointed. Whilst the Board has to be officially appointed by the President, it is expected that as chair of the Board, the Ministry of Lands Mines and Energy (MoLME) will put forward appointees for approval³. Each line Ministry is expected to designate a focal person as a permanent member, to ensure consistent high-level participation. The MoLME is also responsible for driving the process in making the Board operational; so far this has been slow, partly because of the change of Minister at the MoLME. A maiden board meeting was convened by MoLME in early October 2012 to discuss the establishment of the Board and the selection of permanent members, however due to problems with the invitations a quorum was not reached and the meeting had to be postponed; the meeting has now been rescheduled for November this year.

The delay in reconstituting or reestablishing the NWRSB has had implications for other areas of the Compact, in particular the establishment of the Water Supply and Sanitation Commission, the case for which would be strengthened by a united Board which could spearhead a collective effort from all relevant line Minsters.

1.2 Operationalize required institutions

National Water, Sanitation and Hygiene Promotion Committee (NWSHPC)

The National Water, Sanitation, and Hygiene Promotion Committee is made up of line ministries, service agencies, development partners, civil society and members of the private sector. The Committee is intended to operationalize sector policy, including providing coordination for water supply and sanitation activities, as well as development and facilitation of the sector strategies. The Committee should also provide technical support and be the operational arm of the National Water Resources and Sanitation Board, when the Board is established.

After the development of the Compact, stakeholders focused on getting the Committee operational. The Committee was operationalised in May 2011 and was institutionalized by the Ministry of Public Works in January 2012 with the appointment of a National Coordinator and a dedicated office. The Committee initially met twice per month and now meets monthly, with attendance from the major

³ The composition of the NWRSB will require careful consideration within the sector; a key criticism of the previous Board was that it was too large and unwieldy to be effective.

stakeholders in the sector. It has been very successful in bringing stakeholders together and has become the key coordinating entity for the sector.

A 2012 agenda for the Committee was developed in November 2011, in accordance with the deliverables of the Compact. However, along the way certain issues have been given priority, so not all areas of the Compact have been addressed in a systematic way. Discussions have focused predominantly on governance and funding issues, whilst other areas seen as less of a priority by those partners who take an active role have been somewhat sidelined.

Financial resources for the National Water, Sanitation and Hygiene Promotion Committee were secured from UNICEF, for a one year period, incorporating the salary for a National Coordinator and a Monitoring and Evaluation Specialist at the Committee. The Liberia WASH Consortium also committed funds for the operation of a Committee vehicle. However, there is a liquidation issue within the MoPW, and because of this UNICEF has not been able to disburse funds to the Committee as planned. There is confusion with regards to how the Committee is currently being funded and concern about its sustainability going forward.

Due to these funding issues, there are currently no other staff employed by the Committee secretariat apart from the National Coordinator. Monitoring and Evaluation staff has been involved on a voluntary basis. Apart from strengthening the monitoring capacities of the Committee, the National Coordinator has also expressed the need to strengthen the advocacy capacity of the Committee. Currently the advocacy for the sector is mainly driven by civil society organisations, but the Committee itself would benefit from someone with a strong background in cross-sectoral dialogue and policy issues.

The limited capacity of the Secretariat has also contributed to the slow progress in a number of areas of the Compact, as the Committee does not currently have the capacity to carry out the large number of commitments for which it was made responsible.

Water Supply and Sanitation Commission (WSSC)

The Water Supply and Sanitation Commission (WSSC) is the regulatory agency that should be responsible for regulation of tariffs, licenses, Public Private Partnerships, service standards, and water laws compliance – in order to ensure that water and sanitation services are provided in an efficient, fair and sustainable manner. The institution should act as an arbiter between various interests, namely those of customers, politicians and service providers, and therefore needs to have autonomy from policy makers and accountability to regulated entities and customers. This means that it cannot report into any of the line ministries in the WASH sector and instead needs to report directly into the Presidency. Despite having a target date of June 2012, the WSSC has not yet been established; hence there is currently no regulatory agency for the water and sanitation sector in Liberia.

As is mentioned in the Compact review from September 2011, the establishment of the Commission requires either an Executive Order signed by the President (which would allow for the creation of the Commission on a temporary basis for one year renewable for another one year only.), or a request via the National Legislature (which once approved by the President would lead to the creation of the Commission on a permanent basis). An Executive Order to establish the Commission

was prepared by UNDP GoAL WASH after the Joint Mission, but this has not yet been signed. Civil society organisations are also trying to work through legislators and have advocated for establishment of the WSSC in front of the parliament. An Act is currently before the House, and will be considered for a first reading when the House returns from recess in 2013; however, this legislation would still require the signature of the president.

The establishment of the WSSC is seen by most of the respondents as the key outstanding commitment needed to drive progress in the sector. The absence of a functioning regulatory agency has led to continued fragmentation of roles and responsibilities within the sector, and has stifled the development of a vibrant private sector in water and sanitation services. National and international civil society organisations have carried out several advocacy campaigns to get the WSSC established, but progress has proved difficult, partly because of the turnover of high-level staff at the MoPW and MoLME.

Various explanations for the delay have been put forward, including concerns around the sustainability of funding the Commission and the lack of concrete commitments from donors, but many respondents were of the opinion that there is no good reason why it has taken time for the executive order to be signed. Feedback does suggest that problems with the flow of information have led to confusion and uncertainty around the WSSC's intended role and function. This might be partially explained by the WSSC's name – in many respects it is not actually a *Commission*, and this title masks the WSSC's regulatory function. It has been suggested that the name be changed to Water Supply and Sanitation Regulatory Commission (WSSRC), in order to differentiate itself from other Commissions; introducing such a change now may bring confusion, but could be done in the next round of policy document reviews. Ideally this entity should ultimately be called the Liberia Water Supply and Sanitation Regulation Agency, in accordance with recognised global terms.

There are small signs of progress; the Minister of Public Works has now promised to lead the process, and the Mayor of Monrovia, Mary Broh, has also suggested she will raise the issue with the President. As an interim arrangement there has been an agreement by the UNDP National Project Board⁴, headed by the Ministry of Planning and Economic Affairs, to set up a secretariat for the WSSC, to allow work to begin even while the Executive Order/Legislation for the WSSC remains unsigned. The UNDP GoAL WASH project has been able to secure funding for the secretariat for one year. The funds are sufficient to recruit the two principal positions – a secretariat coordinator and coordinator for regulation – and the support structure that is needed to get the secretariat operational. These positions would then be absorbed within the WSSC, once the Executive Order is signed and it is formally established. UNDP GoAL WASH project has assisted in developing the job descriptions for these positions, as well as the Terms of References for the key consultancies needed for the development of departmental plans for the WSSC. The recruitment process should be driven by the MoLME, and it is unclear why this has not yet started; debate over whether candidates should be recruited externally or reassigned internally appears to be causing some delay.

Rural Water Supply and Sanitation Bureau (RWSSB)

⁴ The National Project Board is a national board set up by the government of Liberia to coordinate the work of the UNDP Liberia Country Office. The board is headed by Ministry of Planning and Economic Affairs and meets quarterly.

In line with the Water Supply and Sanitation Policy, the Compact stipulates that the existing Rural Water Supply and Sanitation Program should be elevated to the status of a bureau. The Rural Water Supply and Sanitation Bureau is intended to coordinate and ensure rural water supply and sanitation services with a focus on hardware delivery. Other roles will be to enforce service delivery standards in the sector and monitor and co-ordinate activities in rural water supply and sanitation. Raising the Rural Water Supply and Sanitation division to a bureau is an intermediary step to pave the ground for creation of a WASH ministry. By elevating the existing Rural Water Supply division at the Ministry of Public Works to a bureau status it will have more profile within the Ministry of Public Works, as well as its own budget line, which it is hoped will facilitate resource mobilisation. The revised target date for the creation of the Bureau was May 2012, but little progress has been made, and no particular individual within the MoPW has been identified to lead the process of getting the Bureau established.

Changing the institutional structure of MoPW will require an act. Previously the entire new institutional structure outlined in the Compact was all part of one package, but the NWSHPC and WSSC have since been drawn out and taken forward in isolation, and it is not clear how the formation of the Bureau is now being taken forward.

Directorate of Community Mobilization and Hygiene Promotion (DCMHyP):

The Directorate of Community Mobilization and Hygiene Promotion should be formed from the existing Division of Environmental and Occupational Health, within the Ministry of Health and Social Welfare (MoHSW), by raising the division to the status of a directorate. The main responsibilities of the directorate will be to provide demand generation for water and sanitation, community mobilization expertise and hygiene promotion, thus complementing the RWSSB with software support. It will also conduct quality water testing.

The target date for the establishment of the DCMHyP was April 2013, and so far little progress has been made. According to the Division of Environmental and Occupational Health one challenge is that the division currently has six mandates, but only one – i.e. the one that is focused on WASH – is supposed to be raised to a directorate. The director of the division is therefore concerned about the implications for other work areas and the overall structure of the division. Another challenge is the political will and competing priorities within the MoHSW, especially as the Division does currently not have an own budget line. There has also been a failure to keep the Minister adequately informed of the institutional changes required by the WASH Compact.

As part of the Governance Reform Process, the MoHSW is also currently undergoing its own restructuring process, led by the Governance Commission⁵. There has also been an externally supported functional review of the Ministry. The conclusions of the Governance Commission might reduce the size and mandate of MoHSW. Whether this will have a consequence on the formation of the planned directorate is not clear at the moment. The National Water Resources and Sanitation Board will also be integral in helping push for the division to be raised to a directorate.

⁵ The entire Government is working on restructuring its various departments through the Governance Reform Process, launched in 2011.

1.3 Mandate assessment and strengthening of county-level structures within existing policies

This part of the Compact was intended to assess country level structures in order to strengthen them. Strengthening may entail increasing authority through regulatory or legal changes, capacity building and training efforts.

A Capacity Development Task Force was set up in May 2011. The taskforce developed the Terms of Reference and work plan for a consultant to carry out an assessment of the sector capacity needs and develop a capacity building plan. The capacity development needs assessment was carried out July to October 2012. The assessment was undertaken by a small team from UNICEF and WSP, with the support and involvement of members of the Capacity Development Task Force (CD-TF) of the National Water, Sanitation and Hygiene Promotion Committee (NWSHPC). It identified the needs of the key ministries and agencies including the Ministry of Public Works (MoPW), Ministry of Lands, Mines and Energy (MoLME), Ministry of Health and Social Welfare (MoHSW), Ministry of Education (MoE) and the Liberia Water and Sewer Corporation (LWSC) as well as other ministries and sector partners. However, the Ministry of Gender & Development appears to have only been involved in the latter stages of this process, and has not had time to provide substantive input.

The findings from the capacity development needs assessment have been used to develop a WASH Sector Capacity Development Plan, 2012-17, with costing and a monitoring, reporting and evaluation framework. The plan includes interventions which will result in short, medium and longer term impacts, with a focus on building capacity for service delivery against the sector strategic plan. The recommendations consider issues of succession of staff, improving the educational and training institutions for sector professionals in Liberia and improving institutional systems and processes for strengthened GoL leadership, all with the aim of reducing the inputs and support from external actors over the longer term. The Plan also includes proposals for corresponding capacity development in key education/training institutions responsible for educating/training the current and future WASH sector professionals.

Implementation of the Capacity Development Plan has not yet started, but the costing has been incorporated into the Sector Investment Plan (See 4.1). Implementation of the Plan will be dependent on the mobilisation of sufficient funding.

Learning points

- The National Water Resources and Sanitation Board has a key role to play in driving forward other areas of the WASH Compact. The need for an Executive Order or Act must be clarified immediately and appropriate actions taken. Once the establishment of the Board is confirmed, MoLME should write to the President suggesting appointees as soon as possible.
- Failure to establish the WSSC is a key bottleneck to progress in the sector. Stakeholders should continue and renew advocacy efforts in this area, using all available channels. In the meantime the two principal positions for the WSSC secretariat should be recruited immediately; if progress continues to stall, it may be necessary to consider reallocating responsibility for the recruitment process.
- In the next round of policy document reviews the name of the WSSC may be reviewed to reflect its true function as a regulatory agency of Government.
- There is a need to look again at the best way to achieve the institutional changes necessary to establish the RWSSB and DCMHyP, taking into consideration the conclusions of the

Governance Commission. This should include consideration of whether it would be appropriate to reincorporate the WSSC, RWSSB and DCMHyP into one act or rather ensure that the Commission's report to the president reflects these institutions and provide a legal backing for them.

- Clarification is needed regarding the funding of the NWSHPC. A yearly financial plan for the Committee and a ToR for the National Coordinator should be developed. In the meantime MoPW should liquidate funds from previous year immediately, to enable UNICEF funding to be channelled to the Committee, and secure its future in the medium term.
- The strengthening of country level structures will be dependent on the mobilisation of funding for the implementation of the capacity development plan.

2. Service provision priorities and equity

According to the Joint Monitoring Program for Water Supply and Sanitation, Liberia is one of the countries that is not on track to achieve the Millennium Development Goals by 2015; current coverage rates for water and sanitation are only 73% and 18% respectively⁶. A significant effort is therefore required to ensure equity and prioritised service provision.

Although service provision has been the major focus of INGOs since the Compact was developed, it is unclear to what extent this has been tied to the Compact, and without corresponding work on Themes 1 (capacity development) and 3 (monitoring), the impact of this work is unclear. Getting access numbers up is still a significant challenge, and it is likely that big changes in service provision will not come until a better understanding of priorities and key service providers is in place. This will be critical, as for many – particularly service providers such as the Liberia Water and Sewer Corporation and public private partnerships – the Compact will only be considered to be working when there are physical changes on the ground to show for it.

2.1 Mandate implementation of WASH standards and regulation protocols

Following the preliminary review of the Compact in September 2011, the responsibility for the creation and dissemination of technical guidelines of WASH standards and regulation protocols was transferred from WSSC to the NWSHPC. The guidelines are currently available online via the Liberia WASH Portal, although the full extent of dissemination is unclear.

2.2 Mainstream WASH in the educational system

Although not involved in the initial development of the Compact, the Ministry of Education has since begun to attend meetings of the NWSHPC, and good work has been started looking at how the school curriculum can be updated to include WASH. The Compact was significant in improving coordination to bring together the Ministry of Education and Ministry of Health to jointly review the health area of the curriculum and provide input. A team is now working to provide materials to the next curriculum review, which will take place in 2016 (following a review in 2010-11, the curriculum will now not be reviewed again for five years).

Due to the timings of the curriculum review process, the 2013 deadline set in the Compact is unfeasible. This is a result of the fact that the Ministry of Education was not involved in the initial Compact development process, and the discrepancy in timelines was therefore not realised until after the Compact has been finalised. In the meantime, the MoE will focus on developing a teaching

⁶ JMP 2012

aid, which can then be incorporated into the curriculum at the next review. However this delay in fully integrating WASH is a significant challenge.

There is also a need to carry out an assessment of schools, as teachers may lack the capacity and experience to teach WASH issues, even once a curriculum has been developed. Similarly, there will be a need for routine monitoring visitations to ensure the teaching aids – and later the curriculum – are being used. At present there are no provisions within the Compact to ensure the curriculum is implemented once it has been updated, and there are major capacity constraints within the Ministry of Education which may affect implementation.

2.3 Ensure policies have a strong emphasis on governance supported community-led approaches to sanitation and hygiene promotion

The inclusion of community-led approaches into sanitation policies was found to have been completed ahead of schedule during the September 2011 review, with the promotion of Community-Led Total Sanitation (CLTS) or the social marketing of sanitation included in the Sector Strategic Plan. The impact appears to have been slow but steady – whilst in 2009 there were previously less than 10 Open Defecation Free (ODF) communities in Liberia, there are now more than 50. Progress has been slow due to doubts about the impact of this approach, and the time taken to overcome the reluctance of communities; the Compact was key in giving the approach the profile and value it needed to accelerate implementation.

However, the nature and duration of funding and reporting requirements from donors has been an impediment to the wider rollout of the approach. Typically there is a requirement to utilise money and report every six months, and it is not possible to achieve ODF declaration within this time frame; this has encouraged service providers to ‘take the easy way out’ and continue with the direct construction of latrines. Multiyear funding would be more suitable, but the transition from a humanitarian to a developmental approach has been slow. However there are promising signs; following their commitment at the Sanitation and Water for All High Level Meeting in April 2012, the Dutch Government has begun to provide money for five years, recognising the greater sustainability of the Community-Led Total Sanitation approach. USAID is also providing multi-annual funding through their iWASH programme and a multi-annual DFID programme will start in early 2013.

2.4 Ensure equitable access

Progress towards ensuring equitable access to water and sanitation is unclear at this stage; the Ministry of Gender WASH focal point has not seen any communication on the extent of progress in ensuring equitable access.

Learning Points

- All stakeholders (including the Ministry of Gender and Ministry of Education) should have been involved from the very beginning of the development of the Compact to ensure realistic targets that were synchronised with existing schedules and timelines.
- Steps must be put in place to ensure the WASH school curriculum is implemented once it has been developed; there is no provision for this within the current Compact.
- Donors and NGOs must take responsibility for ensuring their support is aligned behind the priorities laid out in the Compact and the Sector Strategic Plan, and is delivered in a way that enables the GoL to move towards community-led approaches to sanitation and hygiene promotion.

- Work to improve service provision must be carried out in parallel with work on other areas of the Sector Strategic Plan (particularly institutional capacity building and data monitoring), to ensure any increases in service provision are sustainable and measurable.

3. Data and monitoring and evaluation gaps

Inadequate and conflicting data has made it difficult to improve targeting, track the flow of funds and monitor progress in the WASH sector in Liberia. A robust system of accountability based on accurate information is therefore needed.

The majority of objectives under this area have been the responsibility of the NWSHPC Secretariat. Due to capacity constraints within the Secretariat and a lack of prioritisation of this area by partners, there has been relatively little work to take this forward. A culture of using data is currently absent, meaning that the lack of data is not seen as a significant problem, and this area of the Compact has received little attention.

Whilst the indicators in the Compact are quite vague, more detailed activities in this area were outlined in the Sector Strategic Plan. The objective is to establish a centralised 'WASH information centre', and with this in mind WaterAid supported the training of 10 data analysts in August 2012. However, the budget for the data centre remains unfunded⁷, and in the absence of a dedicated WASH data centre these individuals have since returned to their previous positions within associated line ministries.

3.1 Establishing monitoring mechanisms

3.1a Monitoring & Evaluation Framework developed

The development of indicators for use in a monitoring and evaluation framework was intended to be done collectively by the NWSHPC; as a result no budget for this work was included in the Sector Strategic Plan. No one is leading on this at present. To date there have also not been any discussions on getting WASH questions into the wider surveys carried out by the Liberia Institute of Statistics and Geo-Information Services (LISGIS).

3.1b Centralized and decentralized database operational

The Liberia WASH website was established in July 2011, with support from WSP. The website is hosted by an independent online company, with an annual subscription fee of \$150. The NWSHPC has been due to take of the on-going maintenance of the databases and website since early 2012, however the handover – recommended in the September 2011 Compact Review – has not yet been carried out, in part due to difficulties in arranging payment of the subscription fee, which requires a credit card. Until this is resolved NWSHPC cannot take over the subscription and receive the password needed to maintain the website.

3.2. National budget has clearly defined budget lines

As part of its move towards a Medium-Term Expenditure Framework (MTEF) process, GoL has made major changes in the way the budget is done:

- There has been a move from single to multiyear budgeting (rolling 3-year budget).
- The country's budget is now largely project based, with only limited allocations for operational support.

⁷ Funding issues under this theme are linked to the failure of the MoPW to liquidate previous funds and thus secure the release of additional UNICEF funding, as outlined in more detail under 1.2.

Understanding of this new approach is still weak. Its implication for the WASH sector, in particular the Government's commitment to define clear budget lines for water and sanitation within the national budget, is unclear.

There has been some suggestion that under the MTEF approach the MoF will no longer be using budget lines, and therefore to continue to focus on the creation of disaggregated budget lines for WASH would be unproductive. The suggestion is that instead the emphasis should be on pushing to ensure big water and sanitation projects are put forward, and passed through the Project Management process successfully. Such a shift would have implications not only for the commitment outlined in the Compact, but also the commitments made by the GoL through various international fora such as the Sharm El Sheikh declaration and the SWA Sector Ministers Statement. However, there are also those who feel that it is still worth pushing for projects to be categorised under water and sanitation headings.

The NSWHP must immediately seek to clarify this issue, by establishing from the Ministry of Finance whether it is still possible under the new framework to identify budget allocations and spending to water and sanitation, for both capital and recurrent budgets/spending. Whilst there is a need to listen to the MoF in regards to how this is done to ensure the Compact is not pushing for the impossible, GoL must find a way to ensure that the structure of budgets are refined and disaggregated in a way that makes available data on WASH spending.

3.3 Sharing of WASH information internally and externally

3.3a Freely accessible WASH Website established

The Liberia WASH website continues to provide a means through which communications from meetings and policy documents can be shared – it has been particularly useful in enabling civil society to share documents with citizens, and thus raise awareness. Due to the delay in paying for the subscription and getting the password, documents must be sent by the NSWHP Coordinator to WSP in order to be uploaded on the website.

3.3b System developed to disseminate and update data

As outlined in the previous review, water point mapping was carried out in 2011, and provided a critical baseline for the sector. This information has been shared widely and made available on the WASH Liberia website. It has been utilised by Committee members, allowing them to work together to avoid duplication and to carry out quick impact projects to rehabilitate water points based on the data available.

However, further work to update this mapping was not well planned, and the data is now nearly two years old. The intention was that the water point mapping updating would be carried out every 3 months, enabling the measurement of progress against commitments under Theme 2 on service provision. However, this has not come to fruition due to lack of budget and clear dedicated staff; the regular submission of data by smartphone leading to monthly updates has also not yet been achieved.

In the meantime, a WASH reporting template has been developed for use by NGOs, with Partners reporting service provision activities every three months for the last year. The submission of information through paper reporting is useful, but does not provide the same level of detail as was intended to be gathered through the use of smartphones. Furthermore, whilst donors report their

financial commitments to the Department of Aid Management, there are currently no donors who provide information on what has been done on the ground in terms of delivering water and sanitation services. As a result, the information gathered by the Committee on service provision is incomplete, representing only the work undertaken by NGOs. There is also a risk that the data gathered is not used, due to the absence of a dedicated individual within the NWSHPC Secretariat responsible for continuous monitoring and analysis.

3.4 Review carried out and reports presented

The need for review of the commitments in the Compact is fulfilled by the review carried out in September 2011, and by this report carried out in October 2012. This later review has taken place seven months after the target date of March 2012, as it was felt there had been insufficient progress between October and March to warrant a second review so soon after the first.

Learning Points

- There is a need to ensure importance of monitoring and evaluation is recognised, and that this area of the Compact receives adequate attention in NWSHPC meetings even if not prioritised by Partners. It would have been useful to include, clearer more precise indicators for the establishment of monitoring mechanisms, so that progress was easier to assess and the necessary steps were clear to all partners.
- The absence of a streamlined reporting system for updating the water point mapping has limited the value of this important tool. Efforts must be made to improve reporting – including the submission of information on WASH service provision activities by both NGOs and donors on a 3 monthly basis - and the possibility of another full mapping in around 2015 should be considered.
- The NWSHPC should seek immediate clarification from MoF regarding the identification of budget allocations and spending to water and sanitation under the new Medium Term Expenditure Framework.
- The effectiveness of information and data sharing could be increased by the NWSHPC taking over the subscription and maintenance of the Liberia WASH website. This will build the capacity (learning by doing) of NWSHPC Secretariat staff to maintain and upload data and documents to the databases and website.

4. Financing mechanisms

Government of Liberia spending on WASH has been insufficient but also unclear and difficult to track; the Compact therefore outlined a number of steps to improve sector financing mechanisms and increase investment in order to achieve the water supply and sanitation MDGs.

4.1 Establish a detailed, prioritised Sector Investment Plan

Based on the WASH Sector Strategic Plan, a Sector Investment Plan (SIP) for WASH is currently being finalised, and is expected to be launched in early 2013, covering the five year period to 2017. The target date of March 2012 has been missed by a considerable margin, due to delays within AfDB, who had originally agreed to include the development of the SIP in their Rural Water Supply and Sanitation Programme study, which is yet to start. In November 2011, WSP and AfDB agreed that the SIP would be picked up by WSP to prevent further delays.

The Sector Investment Plan will reflect the current gaps in the sector, and act as a basis for attracting additional financing from Government and donors around clear priorities and work areas. To this

purpose, plans are currently being developed to use the Sector Investment Plan as the basis for a resource mobilisation workshop in early 2013. However, the objectives and structure of this workshop have not yet been articulated, and the benefit remains somewhat unclear. Representatives of both AfDB and USAID have raised concerns around the ability of their organisations to mobilise additional funds or make additional commitments at such a meeting, due to resource constraints and planning cycles. It is possible that other partners may be able to step forward - such as the private sector and non-traditional donors in the Middle East - but the NWSHPC must research these possibilities carefully before proceeding, in order to ensure any meeting has a clear and realistic added value for the sector.

A number of respondents felt the value of the meeting would be increased if it was structured less as a pledging conference, and more as a review of what has been achieved so far and discussion of the way forward, drawing on both the Sector Investment Plan and this Compact Review. However, it will be essential to ensure that any resource mobilisation process is fully owned by Government; the NWSHPC must therefore drill down into the concerns raised below regarding the current ambivalence towards additional donor funding, and ensure any hesitation from within Government is listened to.

4.2 Deliver on previous financial commitments

By signing the eThekweni Declaration at the AfricaSan Conference held in Durban in February 2008, the Government of Liberia made a commitment to allocate 0.5% of its GDP to sanitation. With the WASH Compact, the GoL committed to fully delivering on this commitment by March 2012. However, this target has not been met, and there is little evidence of a significant improvement in the GoL's budgetary support to the WASH sector. The Government has used budgetary constraints to explain the lack of progress in many other areas of the Compact, such as establishment of the Water Supply and Sanitation Commission. This is despite the clear economic implications of continued fragmentation within the sector, and the fact that a number of donors are ready to commit their own resources.

The Ministry of Finance (MoF) has argued that – despite the signing of the Compact - WASH is currently not among the top priorities of the Government, which is instead prioritizing energy, roads and agriculture, technical and vocational training, human capacity and empowerment of domestic private sector. The MoF has also raised the issue of sustainability, arguing that there is currently too heavy a reliance on external support in many areas of the Compact, particularly the establishment of the WSCC. This may lead to the raising of expectations which the Government itself will be unable to sustain once external funding comes to an end. The cost of any activities undertaken as a result of the Compact therefore needs to be something the Government itself can own financially, to ensure sustainability in the long run. Taken in conjunction with parallel demands to see more concrete donor commitments towards implementing the Compact, this indicates that there is on-going confusion around whether or not the Government wishes to see additional donor funding for institutional capacity building in the WASH Sector.

4.3 Establish a WASH pooled Funding Mechanism

The WASH Compact outlined plans for a WASH pooled funding mechanism as an intermediary modality to strengthen the financial management of the sector and resolve existing fragmentation, ultimately leading to a transition towards budget support. The target date for the establishment of

the pooled fund was March 2013 and therefore has not yet been reached; however further details of the fund have not been articulated⁸, and it seems unlikely that the 2013 deadline will be met.

There has also been no progress towards the regular reporting of financial commitments of development partners in order to increase accountability and demonstrate to GoL the commitment of development partners – as recommended in the September 2011 Compact Review - and the Taskforce to identify possible options for achieving this was never set up. However, responses suggest that development partners are already submitting similar reports to the Aid Management Office; it is therefore unclear whether there is still a need for an additional initiative within the WASH sector, or whether it would be more efficient to focus on improving the extraction and flow of information between the Aid Management Office and the NWSHPC and NWRSB.

The original idea of a pooled fund in the WASH sector stemmed from the experience of the Liberian health sector, in which a pooled fund was seen to be working well. However, this success has largely been attributed to the clear lead of the Ministry of Health, and the individual contribution of the current Minister. Whilst some WASH donors such as IrishAid have been heavily involved in the health pooled fund, others such as USAID and AfDB are only now beginning to explore engagement with pooled funding for the first time, through institutional support to the Ministry of Finance. There is therefore still a degree of uncertainty around the use of pooled fund, with donors feeling there is a need to pause and reflect, both through closer study of the experience in the health sector, and through observation of the new initiative within the Ministry of Finance, in order to get a better understanding of the lessons to be learnt and the requirements for the success of pooled funds.

The lack of progress towards a pooled fund is also attributed to the continued fragmentation within the WASH sector, due in part to slow progress on the institutional capacity reforms outlined in the Compact. The number of ministries involved is likely to make the design and operation of a pooled funding mechanism extremely complex, and as long as there is no proper governance system in the sector the use of funds will remain inefficient. One development partner has therefore suggested that they would want to see a clear demonstration of good coordination and working relationships around a WASH pooled fund before they were willing to contribute funds; such a process would require a far greater time horizon than allowed by the Compact.

It is also unclear which donors would be prepared to contribute resources through a WASH pooled fund mechanism; for AfDB and USAID current funds are earmarked for rural water and sanitation and service delivery, meaning a contribution could only be made to a pooled fund if additional resources were made available. Budget uncertainty is also affecting the predictability of funding, with IrishAid currently unable to predict funding for more than one year. There is scepticism that a pooled fund would have any effect on the overall amount of money invested in the sector.

It is thus clear that since the Compact was developed much thought has to be given to the setting up of a pool fund, with feedback suggesting that a pool fund is not necessarily the most appropriate funding mechanism for the sector. However, the need to centralise financial contributions remains, with splintered spending undermining the efficient allocation and tracking of funds. As key stakeholders responsible for this target, development partners should come together to discuss how to make progress in this area, and work together with Government to clearly articulate the

⁸ Details of the pooled fund were to be included post July 2011

conditions and changes needed in order for the pooled fund mechanisms to become established and operational. There are currently plans for the AfDB RWSSP study to incorporate research to determine most efficient common financing mechanism for the sector; UNDP GoAL WASH project is also planning a sector-specific assessment of the feasibility of pooled funding to facilitate this process.

Learning Points

- The NWSHPC should work with the MoF to ensure the MTEF process, and the implications of this for the funding of the Sector Investment Plan, are fully understood.
- NWSHPC should engage with the MoF to clarify whether or not it wishes to see an increase in donor support for institutional capacity building, and ensure the existing financial commitments of development partners are accurately communicated.
- GoL should honour its national and international financial commitments by allocating 0.5% GDP to the WASH sector and articulating a clear plan for financing the strengthening of institutional capacity in the WASH Sector.
- Development partners should come together to discuss how to accelerate progress towards a common financing mechanism for the WASH sector, and work together with Government to clearly articulate the conditions and changes needed in order for the pooled fund – or alternative mechanism - to become established and operational.

5. Cross Cutting

In addition to the four main commitment areas, certain action points which cut across all commitments were identified and included in the Compact. However, these issues appear not to have been prioritised, and whilst no specific target dates were set for many of these themes – most are intended to be ‘on-going’ – the progress made in some areas is disappointing.

- **Capacity Building and Strengthening:** the Capacity Development Plan has been developed, and incorporates issues such as gender balance, and consideration of vulnerable groups. *[See 1.3]*
- **Resource Mobilisation:** the intention of the NWSHPC is to use the Sector Strategic Plan and Sector Investment Plan to mobilise resources, possibly through a conference in early 2013 *[See 2.2]*
- **Gender Equity and inclusion:** Finding an entry point for the Compact within the Ministry of Gender and Development (MoG&D) proved difficult, and therefore whilst the MoG&D has now become involved and started to attend NWSHPC meetings, the Ministry had not previously been represented during the development of the Compact. As a result the gender commitments outlined in the Compact were developed by other stakeholders without the involvement of MoG&D, and do not seem to have been taken up or owned (although the Sector Strategic Plan does highlight gender equity). There is on-going concern that the Ministry is not included as much as it should be on issues within its mandate. Although inclusion of physically disabled and children was also included as an area of activity under this heading, there were no specific indicators outlined in this area and it is difficult to assess progress.
- **Environmental Concern:** There has been little serious discussion on this theme. Although not stated in the Compact, it was expected that the Environmental Protection Agency would drive progress in this area. However, although EPA have a position on the NWSHPC they

have not been coming to meetings; it has recently been identified that this is due to the Head of Agency being listed as the agency contact point for the Committee. Other individuals at a more appropriate level have now been identified, including the Climate Change focal point, and it is hoped that there will be better engagement going forwards.

- **Humanitarian Activities:** With the winding down of the UN Mission and Liberia's transition from a post-conflict to a fragile state, it is felt that emergency preparedness is no longer necessary, and the commitment has therefore received little attention.

Learning Points

- Steps are necessary to ensure cross cutting issues receive adequate attention and are not sidelined. This may have been easier to achieve if more specific milestones and target dates had been outlined, in order to encourage greater accountability.
- All stakeholders - including MoG&D, MoE and EPA - should be involved from the beginning to ensure realistic targets. Going forward, whoever is responsible for coordination should ensure that the relevant Ministry is involved in all relevant areas of the Compact and the Sector Strategic Plan.
- Steps should be taken to ensure inclusion of physically disabled and children are adequately addressed within the Compact; this may require addition of specific indicators to measure progress in this area.

General Reflections

Strengthened Coordination & Dialogue

The feedback gathered from stakeholders indicates that the Liberia WASH Compact has had a significant impact on coordination and dialogue within the sector. Although cooperation among stakeholders predates the development of the Compact, it is clear that the level of coordination is much improved and strengthened, with greater respect and understanding between collaborators. In particular the NWSHPC meetings are seen as productive and useful, fostering greater accountability among respective sector partners.

This reputation appears to have spread beyond the confines of sector, with the WASH sector recognised by development partners for its high levels of collaboration and inclusive dialogue. The Compact has also encouraged new actors - such as NGOs working on youth and disability - to get more involved in the WASH sector.

The WASH Compact has been central to these developments, pulling the sector together around a clear agenda and increasing enthusiasm. It has proved a vital accountability tool, with clearly designated responsibilities, deliverables and timelines providing a strong basis for advocacy on WASH issues. The fact the Compact was signed by the President is central to the weight it now carries. The individual passion and commitment of key individuals has also been vital, with core people playing an essential role in driving progress.

However, there is still room for improvement and some key sector partners have been less involved than hoped. The MoHSW was involved in development of Compact but has been less active in implementation, whilst AfDB (the lead financing donor in the sector) has also not been very active in NWSHPC meetings (although it is hoped this will change in the future once a new staff member has been recruited). Similarly IrishAid have not been actively involved in Committee meetings, and yet

have expressed a desire to see sector stakeholders working together better. Ensuring these partners are brought into the dialogue process and understand how the Committee works will be essential to raising awareness of the progress that has already been made, and strengthening coordination further. NWSHPC could also look at the possibility of bringing in new donors such as DFID, although this could prove challenging as their programme is managed out of Freetown.

Bottlenecks Remain Around Specific Commitments

Whilst the Compact has been an effective tool at strengthening dialogue, concrete progress against the majority of Compact commitments has been undermined by significant challenges, and initial expectations have given way to frustration around on-going delays. Many respondents saw this as echoing similar trends in the past, where good documents or promises have been let down by weak implementation.

This appears to be predominantly down to a continued lack of political will, with WASH not among the six priority areas which are the current focus of Government. Even those Government Ministers who played a significant role during the 2011 Joint Mission are seen to be doing little to take commitments forward; in particular the lack of support from the Minister of Planning & Finance – who chaired the Joint Mission and thus was expected to play a strong role in implementing the Compact - is seen as a major challenge. Whilst horizontally there is agreement within the sector, efforts to move things up the political ladder have therefore faltered. Without reinforcement from the Ministerial level of the line ministries, it is hard to generate momentum. Similarly there is a need for a wider base of support within the legislature, in order to establish a broader range of champions among both political parties.

Information Flow Issues

Weaknesses in the flow of information around the WASH Compact, in particular ensuring that senior members of Government have an understanding of what is required and why, are apparent in a number of areas. Many respondents discussed the fact that Ministers are not getting the full picture and hence do not understand the importance of the Compact commitments; as they are in turn responsible for briefing the President on what is in the document and what needs to be done, this has had considerable knock-on effects. In part these challenges stem from the high turnover of Ministers (for example at the MoLME), meaning that it is necessary to continually restate and reemphasise the importance of the Compact – and in particular the institutions it requires. The absence of a dedicated channel for communicating with the President on WASH issues is also a challenge; often opportunities for dialogue with the President will focus on other more concrete areas of a Ministry's portfolio (such as roads), rather than WASH.

As well as improving the targeting of information so that individuals with the power to drive progress understand the Compact's importance, there may also be benefits in reviewing some of the messages used. Despite the evidence available, there is still a lack of understanding around the central importance of WASH in ensuring economic viability, and the economic losses that result from a lack of services. The economic impact of WASH therefore needs to be much more prominent in messaging. This is particularly relevant around issues such as the WSSC, where the economic burden has been a major sticking point. Similarly, highlighting the links between the WASH Compact and the GoL's current priority areas – such as the importance of the WSSC in mobilising the domestic private

water sector – may help generate traction, and overcome the ‘saturation’ to WASH messages reported by some Ministers.

Shift from Humanitarian to Development Approach

Liberia is currently undergoing a significant transition, with the EU reclassifying the country as a fragile – rather than post-conflict – state, and with Government and donors alike moving from a humanitarian to a development approach. This shift has significant implications for the WASH Compact, and the evolving mandate of different stakeholder groups.

There is some hope that the EU reclassification will bring in more resources for the sector and that the country will now see the arrival of more INGOs with a development perspective, who will bring stability and long term strategy to the WASH Consortium. However, at the moment most of NGOs in WASH Consortium remain disaster/humanitarian based, with a focus on emergency organisations and a lack of long term thinking. Service delivery therefore remains the emphasis of most INGOs and some donors, with less focus on advocacy and building up institutional capacity. It will be important that the NWSHPC takes stock of the implications of these dynamics for the Compact, and the WASH sector more broadly.

Role of Donors and the International Community

Whilst primary responsibility for the majority of commitments outlined in the WASH Compact lies with the Government of Liberia, the document is intended to represent a joint commitment to the sector from both GoL and development partners. As such the lack of proactive engagement on the part of bilateral donors in particular is somewhat disappointing, and there is little evidence of donors in-country following up on the Compact at the highest levels. Some felt that the absence of clearly articulated concrete commitments from donors in the Compact, and the lack of any formal endorsement of the Compact from the development partner side, has made it harder to hold non-government partners to account for their role in implementing the Compact. This has made it possible for GoL representatives to use the apparent lack of commitment from development partners to stall progress in the sector.

Respondents also emphasised the important role of development partners at the international level, with the Liberian WASH sector increasingly getting more high level attention at fora such as Stockholm Water Week and the Sanitation and Water for All High Level Meeting. In one way these are seen as an important opportunity to bring the Minister of Finance closer to the activities in the WASH sector, but there is also concern among CSOs that there is little verification of commitments made on the international stage, and that international partners are not doing enough to support and encourage concrete progress against the Compact deliverables. This is highlighted by the fact that the Liberia WASH Compact is often pointed to as a success story, while key commitments such as the establishment of the WSSC remain unimplemented.

Learning Points

- The economic impact of WASH needs to be more prominent in advocacy messaging. Stakeholders should focus on strategic messaging that links the Compact to existing government priorities and reaches policy makers at all levels.
- There is a need to take stock of the implications of the transition from a humanitarian to development approach for the Compact, and the sector more broadly.

- Development partners should utilise national and international opportunities to encourage progress against Compact commitments, through a framework of mutual accountability.

Conclusions & Recommendations

Since its development in May 2011, the Liberia WASH Compact has come to be recognized as the most important document in the sector, and the WASH sector in turn has become recognized as a good example of stakeholder collaboration and dialogue. However, whilst the Compact is clearly relevant, its effectiveness has been hampered by a lack of high level political will. Progress has therefore been slow and the majority of commitments are yet to be delivered, well beyond the intended target dates.

Rather than developing a new Compact, partners should therefore focus on accelerating the implementation of existing commitments, and rebuilding the momentum within the sector. Whilst there is likely to be limited added value in revising the target dates of all commitments, it may be useful for the NWSHPC to take stock of the sequencing of activities, to ensure that potential bottlenecks are identified in advance, and that those areas of the Compact that can be taken forward are not slowed down by delays elsewhere. A more detailed breakdown of responsibilities among both government actors and other sector partners (including donors) may also help to strengthen mutual accountability within the sector.

Recommendations

1. Advocacy to establish the Water Supply and Sanitation Commission should continue using all available channels.
2. The NWSHPC has made good progress, but there is a need for the human resource capacity of NWSHPC Secretariat to be strengthened. Steps must also be taken to ensure the long term financial sustainability of the Committee.
3. The NWSHPC should ensure all areas of the Compact are addressed, not just those prioritised by active partners. In particular, more attention should be devoted to monitoring and cross cutting issues.
4. The NWSHPC should consider carefully how best to take the Sector Investment Plan forward, and ensure any resource mobilisation workshop has clear and realistic objectives, and is fully owned by Government.
5. The Government should ensure the MTEF process is clearly understood within the WASH sector, and – if necessary – provide capacity development to support full participation in the new budget processes. Financial commitments to water and sanitation should be clearly embedded within the MTEF framework.
6. The NWSHPC should continue to push for clear identification of budget allocations and spending to water and sanitation, and encourage the submission of water and sanitation projects under the new budget framework.
7. The idea of a WASH pooled fund should be revisited, with GoL and donors working closely together to ensure harmonisation of funding in the sector, either through a pooled fund or an alternative route.
8. Information dissemination around the Compact should be improved, utilising strategic messaging that focuses on the economic case for WASH and links WASH with existing government priorities.

9. The GoL's push to encourage a private sector development approach to WASH should be supported by the development of a PPP policy, to provide a clear framework for engagement.
10. NGOs should continue to coordinate among themselves to support the implementation of all areas of the Sector Strategic Plan and the Compact.
11. International partners played an important role in the early stages of the Compact, both through the initial engagement of SWA and in the lobbying for the Compact to be signed. International partners must continue to play an active role, ensuring that the Government of Liberia is held accountable at the international level for commitments made through the WASH Compact.

Annex 1: List of Interviewees

1. Hon George Yarngo; Assistant Minister; Ministry of Public Works
2. Mrs Zoe Kanneh; School WASH Coordinator; Ministry of Education
3. Moses Massah; Program Manager, Energy & Environment Unit; UNDP
4. Mrs Joelle Gordon; President; African Rain
5. Mr Clarence Momo; Special Project Engineer; Liberia Water & Sewer Corporation
6. Mrs Margaret Kilo; Resident Rep; African Development Bank
7. Hon. Mary Broh; Mayor; City Government of Monrovia
8. A. Ndebehwolie Borlay; Director for Policy; Ministry of Gender
9. Alistair Short; Country Director; Concern Worldwide
10. Carine Gachen; Programme Advisor; Irish Aid
11. Saye Gwarkolo; Assistant Minister, technical services; Ministry of Lands, Mines and Energy
12. Salifu Sledge; Country Director; Oxfam Liberia
13. Lillian Best; Special Assistant to Minister; Ministry of Finance / Planning & Economic Affairs
14. Chantal Richey; former Senior Technical Advisor UNDP
15. Randolph Augustin; Health Team Leader and Augustine Mulbah, PA/AOR I-WASH; USAID
16. Abdul Koroma; National Coordinator; NWSHPC
17. WASH CSO Network
 - a. Timothy Kpel; Youth & Disabled WASH Network
 - b. A. Saydee Momo; LINNK / CSOs Net
 - c. John. Y. Jukon; LINNK / Chairman
 - d. Joseph T. Flomo Jr.; Youth & Disabled WASH Network
 - e. D. Sopon Weah II; WASH R&E
 - f. Robertetta Rose; Consortium / Oxfam
 - g. Augustine N. Myers; WASH R&E
 - h. Prince D. Kreplah; WASH-NET

Annex 2: Progress against Roadmap of Actions to Implement Compact

	Target Date	Progress	Notes
1. Institutional Capacity			
1.1 Appoint National Water Resources and Sanitation Board (NWRSB)			
1.1a Executive order for NWRSB issued	End Jul 2011 (revised to March 2012)	—	Lack of clarity on whether EO is necessary. Board members not yet appointed
1.2 Operationalise required institutions			
1.2a Executive Orders issued; NWSHPC established	15 May 2011 (revised to March 2012)	— / ✓	EO for WSSC not yet issued / NWSHPC established in May 2011
1.2b Functions of various structures clarified	Mid June 2011	✓	
1.2c WSSC created	June 2012	—	Reliant on issuing of an Executive Order / Act
1.2d RWSS Bureau established	May 2011	—	
1.2e DCMHyP established	2 years	—	
1.3 Mandate assessment and strengthening of country-level structures within existing policies			
1.3a Capacity building task force for WASH established	Immediately	✓	Task Force disbanded after completion of assessment
1.3b Assessment carried out	Immediately	✓	
1.3c Capacity building plan developed and implemented	On-going	•	Capacity Building Plan developed but not yet implemented
2. Service Provision Priorities & Equity			
2.1 Mandate implementation of WASH standards and regional protocols			
2.1a Technical guidelines disseminated	Jan 2012	•	Responsibility transferred to NWSHPC in absence of WSSC
2.2 Mainstream WASH in the educational system			
2.2a School curriculum updated to include WASH	Jan 2013	•	Target date will not be met as next curriculum review is not scheduled until 2016
2.3 Ensure policies have a strong emphasis on government supported community-led approaches to sanitation and hygiene			
2.3a Policies include community-led approaches	Dec 2011	✓	
2.3b Directorate formed	2 years	—	
2.4 Ensure equitable access			
Key to Table: ✓ = achieved • = some progress — = little progress ? = progress unknown			

2.4a Sector Investment Plan includes priority areas	Mar 2012	✓	Sector Investment Plan currently being finalised
2.4b Gender mainstreamed	Ongoing	•	
3. Data and monitoring and evaluation gaps			
3.1 Establish monitoring mechanisms			
3.1a M&E framework developed	March 2012	•	
3.1b Centralised and decentralised database operational	March 2012	•	
3.1c Minutes of county coordination meetings shared	Jan 2012; ongoing	•	
3.2 Refine and disaggregate the structure of budgets (MoF)			
3.2a National budget has clearly defined budget lines	March 2012	—	MTEF process deemed this unfeasible
3.3 Commit to GoL sharing of WASH data / information (LISGIS) internally and externally			
3.3a Freely accessible Liberia WASH Website established with relevant WASH data/information posted and updated on a regular basis	May 2011	✓	Website established, but not updated on a regular basis
3.3b System developed to disseminate and update data	Dec 2011	•	
3.4 Institute reviews of commitments in the Compact			
3.4a Reviews carried out and reports presented	Sept 2011 / March 2012	✓	
4. Financing Mechanisms			
4.1 Establish detailed, prioritised Sector Investment Plan			
4.1a Sector Investment Plan developed	March 2012	✓	To be finalised Dec 2012/Jan 2013
4.2 Deliver on GoL'S previous financial commitments			
4.2a Commitment of 0.5% of GDP for sanitation	March 2012	—	
4.2b Further commitments identified and delivered	July 2012	—	
4.3 Establish a WASH pooled fund mechanism			
4.3a pooled fund established	March 2013	—	
5. Cross Cutting			
5.1 Capacity building and strengthening			
5.1a Equitable capacity building plan developed, addressing government, private sector and CSOs in line with the national capacity building strategy	March 2012	✓	
Key to Table: ✓ = achieved • = some progress — = little progress ? = progress unknown			

5.1b Sufficient funds allocated in the budget for meeting the capacity building plan – and progress reporting on this	March 2012	•	Funds not yet allocated; Capacity Building Plan will be included in Sector Investment Plan
5.2 Resource mobilisation			
5.2a Joint review & reporting – strengthening mutual obligations and accountability	From May 2011	✓	
5.2b Coordination mechanisms – monitoring of outcomes	Ongoing	?	
5.3 Gender equity and relevant to the physically disabled and children			
5.3a Build capacity at all levels to increase gender awareness and skills and ensure women trained in WASH related fields	Ongoing	•	
5.3b Gender analysis used to facilitate WASH planning, implementation and monitoring to ensure equitable access to water and sanitation	Ongoing	•	
5.3c Collection and use of gender disaggregated data in all WASH monitoring	Ongoing	—	
5.3d Ensure gender balanced representation in decision making at the community level (target 50%) and at board management and technical levels (target 30%)	Ongoing	—	
5.4 Environmental concern			
5.4a National environmental policy- all WASH activates are in line with the policy, and environmentally sustainable – ensure consultation with environmental expertise	Ongoing	?	
5.4b The environmental impact of all projects to be considered at planning stages	Ongoing	?	
5.4c National Adaptation Plan for Climate Change (NAPA) – adaptation and resilience criteria (e.g. technology choices) developed	Ongoing	?	
5.4d Monitoring of environmental data such as water levels, rainfall, river flow, water quality etc	Ongoing	?	
5.5 Humanitarian activities			
5.5a Emergency preparedness plan developed – guidelines, standards, stockpiles etc	Ongoing	—	
Key to Table: ✓ = achieved • = some progress — = little progress ? = progress unknown			

Key to Table: ✓ = achieved • = some progress — = little progress ? = progress unknown