Netherlands WASH SDG programme
Evaluation Report

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CREATING IMPACT

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Contents

List of abbreviations

BCC	Behaviour Change Communication
CBO	Community-Based Organisation
CLTS	Community led Total Sanitation
CSOs	Civil Society Organisation
DGIS	Directoraat Generaal Internationale Samenwerking
EKN	Embassy of the Kingdom of the Netherlands
FIETS	Financial, institutional, environmental, technological and social sustainability principles
FSTP	Faecal Sludge Treatment Plant
GESI	Gender Equality and Social Inclusion
HCF	Health Care Facility
HWWS	Hand Washing with Soap
IGG	Inclusive Green Growth Department
JMP	WHO/UNICEF Joint Monitoring Programme for WASH
KPI	Key Performance Indicator
LGI	Local Government Institute
LKD	Learning and Knowledge Development
LTO	Long-term Outcome
M&E	Monitoring and Evaluation
MFI	Micro Finance Institution
MHM	Menstrual Hygiene and Management
MoFA	Ministry of Foreign Affairs of the Netherlands
MIS	Management Information System
MoU	Memorandum of Understanding
MTR	Mid Term Review
NGO	Non-Governmental Organisation
O&M	Operation and Maintenance
PMEL	Participatory Monitoring, Evaluation and Learning.
PPP	Public private partnerships
SC	Steering Committee
SCCC	Sustainability Clause, Compact and Check
SDG	Sustainable Development Goals
SEGs	Socially Excluded Groups
SME	Small and Medium-size Enterprises
SO	Specific Objective
SP	Sub Programme
TC	Technical Committee
ToC	Theory of Change
ToR	Terms of Reference
WAI	WASH Alliance International (under the coordination of Simavi)
WASH	Water, Sanitation and Hygiene

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Executive Summary

The WASH SDG Programme

The WASH SDG Consortium is formed by the Dutch partners of the WASH Alliance International (WAI), SNV and Plan International Netherlands. The Dutch partners of the WASH Alliance are Simavi (lead), Amref, Akvo, RAIN (as a brand of Aidenvironment), WASTE (Via Nedworc-STIP), IRC, Wetlands International, PRACTICA Foundation and RUAF (now Hivos). Each consortium member was implementing in 5 different countries. WAI, with its secretariat in Simavi, is the overall coordinating party between partners and countries. In each country, one of the partners took the lead and did the national coordination.

The programme, with a total budget of € 59 million, was implemented in 7 countries: low-income countries (Ethiopia, Uganda, Zambia) and lower-middle-income countries (Bangladesh, Indonesia, Nepal, Tanzania). The WASH SDG Consortium deliberately worked at the sub-national level because it is believed that the realisation of WASH access and rights can happen at this level.

The 14 (originally 15) sub-programmes were implemented in 73 sub-national locations. The selected locations have a total population of more than 9.5 million people. In most countries, a mix of urban and rural populations was targeted.

The programme's primary goal was to sustainably improve access to and use of safe drinking water for at least 450,000 people, sanitation for at least 2 million people, and improve the hygiene behaviours of 1.6 million people before the end of 2022 (because of extension, this is now 31 March 2023).

The WASH SDG programme's specific objectives were:

1. Increased demand for improved WASH facilities and practices through improved behaviour change interventions,
2. Improved quality of service provision, leading to increased availability and affordability of WASH products and services, which contributes to sustainable and equitable access to WASH,
3. Strengthened WASH governance and institutional framework in the sector, leading to governments enabling efficient and effective delivery of inclusive and sustainable WASH services, contributing to sustainable and equitable access to WASH.

The final project proposal for the "Netherlands WASH SDG Programme" was submitted on the 16th of March 2017. The inception phase lasted from July 2017 till June 2018. Implementation started in July 2018, and the MTR took place from mid-2020 to mid-2021. The COVID-19 pandemic interfered with implementation, but the programme remained operational, despite delays and adjustments. The programme was planned until the end of 2022 but has been (budget neutral) extended until 30th of June 2023.

The evaluation

The purpose of this endline evaluation is to

1. Assess effectiveness, efficiency, relevance, coherence, sustainability of the programme & the added value of the consortium,
2. Give input to IGG's decision on whether to continue with this programme,
3. Provide an accountability mechanism to the Netherlands Parliament and the general public.

This end-line evaluation provided the WASH SDG consortium members and their partners with an independent, comprehensive assessment of the programme against criteria laid out by the Organisation for Economic Cooperation and Development's Development Assistance Committee (OECD DAC): Relevance, Coherence, Effectiveness, Efficiency, System strengthening and sustainability. Additionally, this evaluation reviewed the Added value of the consortium.

The evaluation covers the programme starting date till September 1st, 2022. Three countries were selected for in-depth analysis: Bangladesh, Ethiopia, and Zambia. Field visits took place in October 2022. In each country, one week of programme visit was in an international/national consultant combination, and one week was done by the national consultant alone. The NGOs provided support for the visits. Findings were reported in a data collection matrix and discussed in a joint analysis workshop on the 9th of November 2022.

The multi-disciplinary evaluation team consisted of eight members: a team leader/WASH systems expert, an organisation and partnership development expert, a WASH economist, a support and evaluation expert, as well as national experts with additional expertise: Bangladesh (WASH institutional strengthening), Ethiopia (2 experts: public health and environmental protection), Zambia (behaviour change and health psychology).

Conclusions

A programme of the scale of WASH SDG consists of a lot of "bricks" (sub programmes). Bricks in seven different countries, in urban and rural areas, from 3 leading organisations. The idea has always been that these bricks together should form a beautiful "building" (an aligned programme with added value). A building that, in turn should be an attractive addition to the WASH landscape.

Our evaluation shows that the bricks were produced and worked with varying degrees of success and effectiveness, but the building never materialised. Was this due to the lack of a supervisor, an architect, or a bricklayer because the focus was on the bricks and not on the building? Or was it because ambitions were bigger than the funds available? We can conclude that it has been due to a combination of all these.

The key conclusions in the report are:

Conclusions on relevance

- Since WASH SDG choose to focus on System Strengthening and strategically invests in infrastructure (depending per country), the impact should be seen more as indirect contributions.
- The programme objectives and approaches did support national and sub-national government policies.
- The programme strengthened institutional WASH (mainly in schools and public spaces). This was not covered in the objectives, which focus on household coverage, LGIs and CSOs.

Conclusions on coherence

- Overall, programme activities were coordinated and aligned with government structures, especially at sub-national level. For all sub-programmes, MoUs were signed with local authorities for coordination and cooperation. Those authorities received support and training through the programme.

Conclusions on effectiveness towards long-term outcomes

- The data from the mid-term review show that progress has been made. Yet, the data from the different partners is not always easy to compare as different partners use different definitions for sanitation and hygiene instead of the internationally accepted WHO/UNICEF JMP definition.

Conclusions effectiveness towards intermediate outcomes.

- Progress towards intermediate objectives has been mixed depending on sub-programme and organisation.
- The sub-programmes that rely for a large part on a community development approach (i.e. working directly with target communities) appear to have progressed more than those working predominantly through an (indirect) institutional development approach.
- Gender Equality as cross-cutting issue is widely considered and largely integrated into the various sub-programmes. Nevertheless, progress towards the inclusion of SEGs remains a challenge. Climate resilience has gained in prominence after the MTR, but progress in creating climate-resilient WASH systems remains limited.

Conclusions on efficiency

- The project shows significant variation in budget efficiency (spending as a share of the budget). The COVID-19 pandemic had an impact on programme implementation, and spending, but it did so very unevenly among sub-programmes and countries; and even more so on the components of the sub-programmes.
- From the start, the programme has had issues with working on budget and time. The variation in budget efficiency shows problems with the quality of the planning. This lack of adequate planning has resulted in delays and hence higher programme costs.
- The overhead costs vary, and they are not necessarily kept to a minimum. Different partners use different methods to determine their overhead costs. They are not necessarily kept to a minimum because of (i) the project's design with a large number of relatively small sub-programmes, which are relatively more costly; (ii) sub-programme delays and the increase of overhead costs; and (iii) the different overhead arrangements for different partners.
- M&E costs in this programme are high, especially as the current way of organizing M&E is not resulting in an efficient monitoring tool. Because programme-wide progress data based on the joint monitoring framework becomes available only once in a while, the programme teams cannot easily adjust when needed. Moreover, the small project size and the high dependence on surveys make this an expensive programme to monitor.

Conclusions on functioning / added value of the consortium

- In its original proposal and inception report, the consortium has developed a complete strategic framework, illustrating joint ambitions, pathways of change, operating principles, expectations in terms of task distribution and complementarities of partners.
- A relatively light central governance structure has been designed put in place for a programme of this size (€ 59 million in seven countries) with responsibilities that are largely limited to providing guidance, facilitating learning and consolidating reports in compliance with contractual obligations. Operational responsibilities for planning, budgeting, implementation and reporting (i.e. the entire primary process of the programme) are largely delegated to the sub-programme level, which limits administrative procedures as operational decision-making and actual implementation are closely connected.
- The consortium operates as a group of largely independent sub-programmes without deliberately pursuing and showing substantial progress in becoming a mature strategic partnership including DGIS. The consortium's significant balanced spread budgetary allocation for learning could have helped in this, but its use has been limited, mostly postponed till the end and somewhat narrow without considering the development/evolution of the consortium itself as a learning priority.

Conclusions system strengthening and sustainability

- The sustainability clause was never legally formalised, but within the official proposal of March 2017 a commitment was made for long-term sustainability. In interviews with key

programme staff, there was no confidence that this sustainability would be realised, except for some learning results. A sustainability check was undertaken only once in the period evaluated, and it remains unclear what happened with the follow-up to the management responses.

- Not all IRC building blocks are getting the same or balanced attention, hence achieving sustainable results through system strengthening remains work-in-progress with varying results per sub-programme. Substantial efforts are made in institutional development, in facilitating planning processes with the government, and advocating for more and predictable public and private financing of WASH investments. Less convincing are the efforts towards water resource management, improved monitoring, regulation and accountability of the financing and results of WASH spending. Attention for policy & regulation and infrastructure varies per sub-programme, which can largely be explained by differences in local contexts and needs.

Recommendations

The evaluation team recommends against continuation of the programme in its current set-up with many different sub-programmes, largely independently run by separate organisations.

The sub-programmes performances differ significantly and the continuation of each of them will have to be (independently) justified by its own merit/organisation/potential source of financing. The valuable exchange of learnings and experiences between prominent Dutch-based organisations in the international WASH sector can, for example, be facilitated through a DGIS supported knowledge platform as is the case in other sectors, without all working under one jointly managed programme.

If, however, DGIS /IGG and the consortium choose to continue as one programme into a next phase, we would recommend the following:

Adapt programme design to reflect a true strategic partnership approach:

- Redesign the programme making truly use of the complementarities of each partner and linking them to related or complementary Netherlands-financed programmes.
- Work towards stronger internal cohesion of sub-programmes, which do not only share an overall objective and a generic Theory of Change, but are mutually reinforcing.
- Determine a maximum number of sub-programmes with a minimum (budgetary) size as too many small sub-programmes affect programme efficiency.
- Ensure a clear and comprehensive template for programme design is understood and agreed before starting the formulation of a new programme.

Pursue a mature strategic partnership, including IGG/DGIS:

- Develop a vision and goals for the consortium as an entity in itself (what kind of partnership do you want to be, including clarity on the role IGG/DGIS as strategic partner) and develop a dedicated trajectory to stimulate the consortium's evolution towards a mature WASH partnership, ideally with the help of an external learning facilitator.
- Eliminate the two levels of partners in WAI to ensure a wider and more equal partnership, and also increase accountability across partners. Also, only include partners with in-country capacity.
- Where possible, involve NL-embassy staff as representative of the ministry, as a strategic partner that can introduce and facilitate discussions with government and others when needed or for quality control activities.
- Strengthen the financial structure of the partnership by agreeing on similar overhead arrangements and rates.

Streamline and strengthen the central governance function:

- To improve strategic steering and mutual accountability among partners and sub-programmes, the programme should strengthen and empower the central governance arrangement of the consortium (in particular the TC and day-to-day coordinating staff) with a more explicit mandate to supervise and steer/direct to overall programme performance based on jointly agreed quality assurance and risk management, and reporting processes.
- The TC needs to have a global and diverse set-up. This implies leaving delegation to in-country implementing partners in place, but having more transparent joint planning, budgeting and (quality and progress) control procedures.

Improve Planning and M&E:

- Adapt the ToC to become actor-based and behaviour oriented (i.e. clearly illustrating what behaviour of which actors the programme aims to influence).
- Ensure ToC and programme design clearly include system strengthening as part of its pathways of change towards sustainable improvement, using an agreed sustainability framework.
- Improve operational planning by
  o adopting a detailed universal planning tool, that is being used by all partners, and that is used by the TC to supervise programme implementation. This planning tool should be detailed enough to help programme implementation.
  o involving government partners in the details and considerations of the planning process to increase joint ownership and transparency.
  o introducing adaptive planning practices and procedures through which rapid rearrangements of sub-programmes is made possible when required by major / sudden changes in circumstances.
  o including a risk section, where the major risks are laid out and include a risk assessment/management and contingency plan to deal with the major risks identified.
- Adapt the M&E system so it enables more regular (e.g. annual or more frequent) reflection on programme-wide progress towards outcomes, whilst ensuring that all partners work with the same M&E methods and reporting formats.

Strengthen and expand learning & knowledge development to implementation processes:

- Make sure state-of-the-art knowledge on WASH, related to the quality of services, behaviour change programming, sustainable financing etc. is being applied at the implementation level. If the knowledge is not present, high quality self-learning or group learning activities should be mandatory.
- Apply broader learning and innovation efforts concentrating on the primary implementation processes. I.e. develop a clear and deliberate link between identifying implementation bottlenecks / challenges and a needs-based learning agenda that directs learning and exchange efforts.

1   Introduction

1.1   Purpose and scope of the evaluation

The purpose of this endline evaluation is to

1) Assess effectiveness, efficiency, relevance, coherence, sustainability of the programme & the added value of the consortium,
2) Give input to IGG's decision on whether to continue with this programme,
3) Provide an accountability mechanism to the Netherlands Parliament and the general public.

This end-line evaluation will provide the WASH SDG consortium members and their partners with an independent, comprehensive assessment of the programme against criteria laid out by the Organisation for Economic Cooperation and Development's Development Assistance Committee (OECD DAC):

- Effectiveness
- Efficiency
- Relevance
- Coherence
- System strengthening and sustainability

Additionally, this evaluation will review the

- added value of the consortium.

The research methodology can be found in chapter 3.

1.2   Deviations from the Terms of Reference

No mayor deviations from the Terms of Reference (ToR) were made except for the distinguishing between programme-efficiency and process-efficiency. The methodology as proposed in the inception report has been fully followed with some additional tasks related to data collection and verification.

1.3   Structure of the report

The report starts with a programme and methodology description. Followed by a chapter of findings in line with the evaluation questions. The report describes further the conclusion and recommendations towards the client IGG/DGIS.

2 Programme description

2.1 ToC and Results Framework of the programme

The strategic objectives and intermediate outcome areas are presented in the programme's ToC as follows:
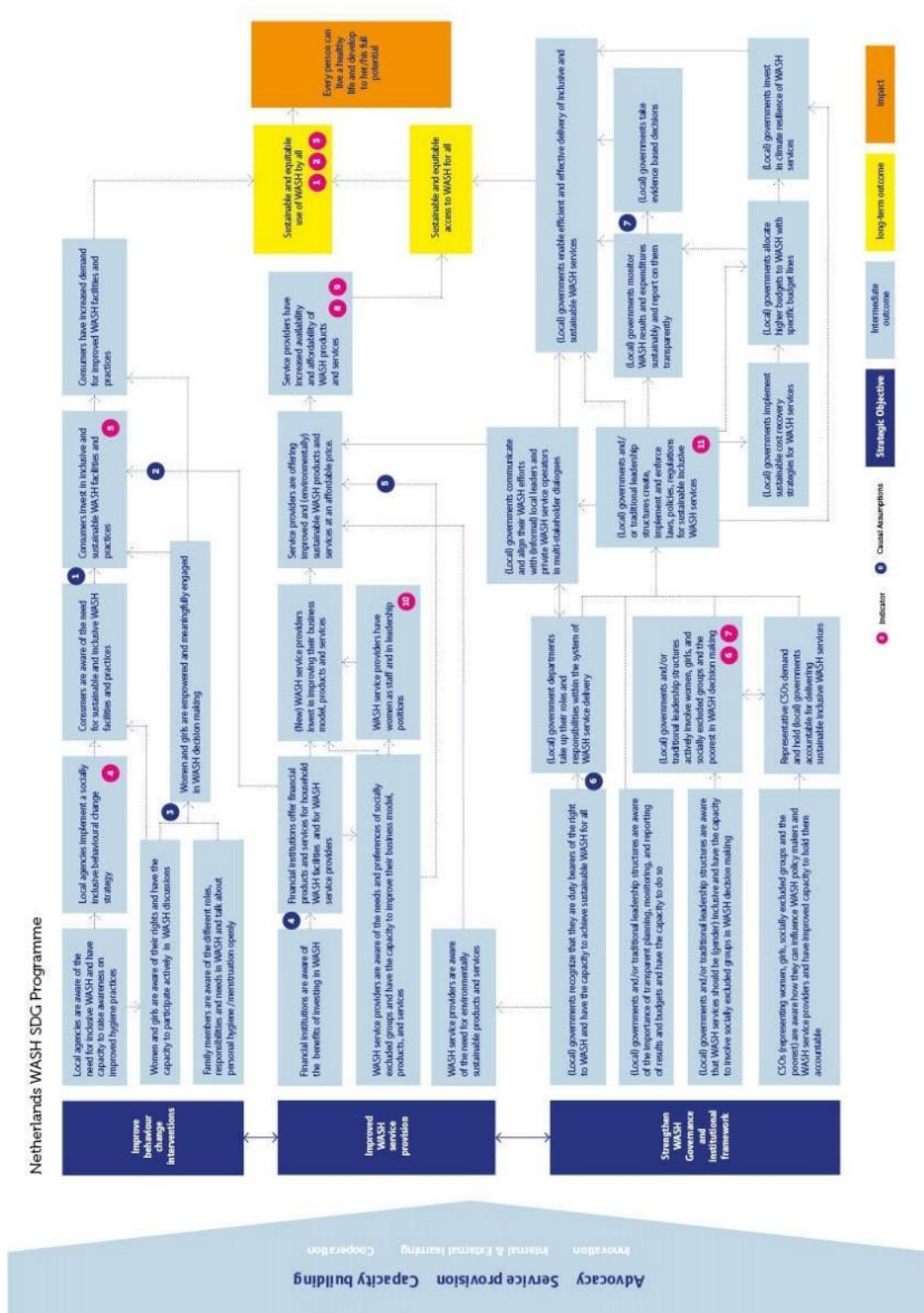

Figure 1 Theory of Change of the WASH SDG programme

2.2 Facts and figures about the programme

The WASH SDG Consortium is formed by the Dutch partners of the WASH Alliance International (WAI), SNV and Plan International Netherlands. The Dutch partners of the WASH Alliance are Simavi (lead), Amref, Akvo, RAIN (as a brand of Aidenvironment), WASTE (Via Nedworc-STIP), IRC, Wetlands International, PRACTICA Foundation and RUAF (now Hivos). Each consortium member is implementing in 5 different countries. WAI, with Simavi as its lead, is the overall coordinating party between partners and countries. Simavi conducted global programme management under the guidance of a steering committee of representatives from Simavi, Plan, and SNV, supported by a Technical Committee, with representation from Plan, SNV and WAI (Simavi and Amref). In each country, one of the partners is taking the lead and doing the national coordination.

The programme, with a total budget of € 59 million, was implemented in 7 countries: low-income countries (Ethiopia, Uganda, Zambia) and lower-middle income countries (Bangladesh, Indonesia, Nepal, Tanzania). The WASH SDG Consortium intentionally worked at the sub-national level because it is believed that at this level the realisation of WASH access and rights can happen.

The 14 (originally 15)[1] sub-programmes were implemented in 73 sub-national locations. The selected locations have a total population of more than 9.5 million people. In most countries, a mix of urban and rural population was targeted.

The programme's primary goal was to sustainably improve access to and use of safe drinking water for at least 450,000 people, sanitation for at least 2 million people, and improve the hygiene behaviours of 1.6 million people before the end of 2022 (because of extension, this is now 31 March 2023).

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The final project proposal for the "Netherlands WASH SDG Programme" was submitted on March 16, 2017. The inception phase lasted from July 2017 till June 2018. Implementation started in July 2018 and the MTR took place from mid-2020 to mid-2021. The COVID-19 pandemic interfered with implementation, but the programme remained operational, despite delays and adjustments. The programme runs until 31-12-2022, but has started a budget-neutral extension for the period 1/1/2023 -30/6/2023. The evaluation will cover the period from the programme's starting date till September 1st, 2022.

The programme approach was based on a group of shared principles aiming for sustainable WASH:

- Area-wide approach focusing on full coverage, social inclusion and sustained services for also the poorest wealth quintiles.
- Access for All to reach universal coverage.
- Government-led with a focus on local government strengthening for long-term sustainability.
- Private sector engagement for affordable supply and services.
- Integrated results for full WASH services through the programme or linked with others.
- Change in social norms and sustainable behavioural change.

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[1] The WAI sub-programme in Serengeti, Tanzania was finalised by 2020.

- Gender equality and social inclusion.
- Water-secure WASH delivery with a focus on environmental sustainability.
- Climate resilient WASH services.
- System's change.

In Annex A, we present a short overview of the programme's fundamentals per continent and National coverage data (WHO/UNICEF JMP[2], 2020) as well as the sub-programme locations.

Countries in Asia: Bangladesh, Indonesia, and Nepal. For all these countries coverage rates for basic water supply were high (> 90%). Basic sanitation access ranged between 54 and 86%. Hygiene facilities were available in between 58 and 94% of the households. Hence, infrastructural demands existed, but were not as high as in the African countries of the programme. Activities in the three countries focused on establishing systems for service delivery and ensuring its sustainability while increasing access of vulnerable groups (like households in remote or extremely poor areas, women, girls, elderly, people with disabilities and ethnic minorities).

Countries in Africa: Ethiopia, Tanzania, Uganda and Zambia. For all these countries, coverage rates for basic water supply were challenging, hovering between 50 and 65%. Basic sanitation access rates ranged between 9% and 32%. At the same time, hygiene facilities were available in between 8 and 53% of the households. Local disparities were huge, and the NGOs focused on those areas with low coverage rates. Infrastructural demands were very high but were not directly implemented at a substantial scale by this programme. Activities in the four countries focused on vulnerable groups and addressed system change.

Figure 2 WASH SDG Consortium countries of implementation

3 Methodology

3.1 Approach in addressing the evaluation criteria.

The ToR included six evaluation criteria: relevance, coherence, effectiveness, efficiency, functioning / added value of the consortium, and system strengthening and sustainability. Under each criteria a specific set of evaluation questions was formulated.

The first set of research questions are related to *relevance and coherence* to determine whether the programme has maintained its relevance over the years. They are directly linked to the programme's design and what has happened since. Due to the COVID-19 pandemic, the programme took longer to implement, whereas that same pandemic (and its economic and social consequences) may have changed the programme's relevance. The second set of research questions relates to effectiveness, followed by questions related to efficiency and added value, whereby we distinguish between *'programme-efficiency'* and *'process-efficiency'*. In programme efficiency, we focus on the efficient performance of the programme in ensuring that the consortium delivers the results in a cost-efficient manner. In process efficiency, we focus on the efficient functioning and added value of the consortium. The final set of research questions centres around WASH system strengthening and sustainability in the localities where the programme has been active.

During the inception phase, an evaluation matrix was developed detailing the methodological design to address the various evaluation questions (see Annex B, the inception report and chapter 4). Below the methodological approach per evaluation criteria is summarised.

Relevance – is the programme doing the right things?

The evaluation questions under "relevance" in the ToR reflect two key dimensions. The first dimension of relevance assesses whether the programme has been operationalised at the country level according to DGIS policies. A second dimension investigates the extent to which the programme responds to the needs and priorities of the targeted (direct) beneficiaries at the 35 sub-programmes. Special attention was paid to relevance in the context of system strengthening by looking at how priority needs in system strengthening have been identified in project design and monitored during implementation.

In both cases, desk-study and interviews were conducted to understand and assess the alignment of projects to the broader and WASH-specific DGIS policy and the original WASH SDG programme objectives as well as the needs of targeted (direct) beneficiaries as reflected in existing national WASH policies and programmes.

Coherence – how well does the programme fit with other interventions?

Coherence investigates how well the programme is aligned with (1) the relevant national policy framework(s) and (2) the broader Dutch-funded cooperation framework in the programme countries. The first coherence question was addressed in conjunction with the second relevance question related to the alignment/embeddedness of country-specific sub-programmes with the needs as specified in broader national policy/programme frameworks. The second question relates to coherence with other Dutch-funded/supported interventions and was addressed by looking at the complementarity of selected country-specific sub-programmes within the context of the broader package of Dutch-funded interventions in the country / region.

In both cases, desk-study and interviews were conducted to understand and assess the alignment of sub-programmes to national policy frameworks and the broader Dutch-funded cooperation framework in visited programme countries.

Effectiveness – Is the programme achieving its objectives?

The essence here is measuring the extent to which progress can be observed towards the intermediate and long-term outcomes as reflected in the programme's ToC, and how this progress plausibly relates to the efforts made by the programme.

Assessing progress towards long-term outcomes, started from the MTR results which mapped progress in access to safe drinking water, sanitation, and hygiene practices at mid-line through household surveys. To obtain insight into what has happened since the MTR, we crosschecked data with the WASH/CLTS committees and authorities (in rural areas) and water utilities, authorities and WASH/CLTS committees (in urban areas) to determine the progress in providing WASH services to the population in their service areas.

Being cognisant of the COVID pandemic and the impact this may have had on achieving results, the mid-term results was supplemented with information of field visits to determine whether further progress had been made, while they were also used to calibrate the results on the ground. The field visits have been used to triangulate results with third-party sources, if available.

To measure **effectiveness at the intermediate outcome level** (i.e., the programme's effect on its direct target groups), the evaluation started from the MTR results under indicators 4 to 11 of the programme's M&E framework.

Table 1 Indicator 4 to 11 to measure progress towards intermediate outcomes.

Intermediate outcomes related to Strategic objective 1. Increased behaviour change interventions	4	Level of effective demand-creation strategies by local agencies within their areas/jurisdiction/programme
	5	% of households that have invested in WASH facilities in their household or contributing user fees to WASH services during the last year.
	6	Level of participation of women and girls in decision-making about WASH activities in the communities
	7	Level of participation of socially excluded groups in decision-making about WASH activities in the communities
Intermediate outcomes related to Strategic objective 2. Improved WASH service provision	8	Level of outreach and suitability of WASH products and services for consumers at the bottom of the pyramid
	9	% of WASH businesses in the intervention area that indicate that their sales went up significantly;
	10	% and # of women WASH entrepreneurs
Intermediate outcomes related to Strategic objective 3. Strengthened WASH governance and institutional framework	11	Level of strength of WASH sector policies and regulations

Recognising that these indicator measurements might not do full justice to the programme's achievements, we enriched the MTR findings with primary data collection through desk study of annual reports and visits to three selected programme countries. This means that we mapped and analysed the effects of selected sub-programme on the capacity / awareness and practices of the following key target actors:

- SO 1: local (governmental and non-governmental) change agents and WASH consumers.
- SO 2: (semi-)private WASH service providers and financial institutes.
- SO 3: (local) authorities / traditional leaders and CBOs taking part in policy dialogue.

In practice, this meant that we complemented already documented intermediate outcome data with primary data about signs of progress towards intermediate outcomes. The same data sources were also used to collect information about the factors that explain the observed (lack of) progress, with particular attention being paid to the inclusion of cross-cutting issues.

Programme Efficiency – How well are resources being used?

The ToR presents a broad interpretation of efficiency, broken down into seven evaluation questions, that looked into both the financial/economic elements of efficiency but also the efficiency in the organisation of the programme. In response, we distinguished '*programme-efficiency*' and '*process-efficiency*'. In assessing programme efficiency, we focused on the efficient performance of the programme in ensuring inputs are deployed at reasonable costs and within budget to generate the outcomes that the programme envisioned to achieve.

Functioning / added value of the consortium.

In assessing process efficiency, we focused on the efficient functioning and added value of the consortium using the Capacity Works model as framework for analysis[3]. This model is specifically developed to assess the success of a cooperation system (i.e., a group of independent organisations jointly pursuing a common goal) based on five key factors: strategy, cooperation, steering structure, processes, and learning and innovation.

System strengthening and sustainability – will benefits last?

This is the research question where all components evaluated come together. The ToR combined system strengthening with sustainability, assuming that the programme's contribution towards WASH system strengthening is a strong indicator of the sustainability of the programme's results. The evaluation was requested to use the IRC building block system as framework for analysis as this would be more in line with current international practices/model used for system strengthening. In practice, this means that outcome achievements as mapped and analysed during the effectiveness measurement were categorised using IRC's nine WASH Systems building blocks (see figure 3).

It is acknowledged that the consortium has used the FIETS model as framework for assessing progress towards system strengthening. Nevertheless, halfway implementation the IGG/DGIS demanded for the use of the IRC model, as this model is more widely used in the sector and more comprehensive in specifying institutional dimensions to be addressed when pursuing system strengthening (i.e., specifying policy & legislation, planning, task distribution, regulation, and accountability).

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[3] Cooperation management for Practitioners, managing social change with Capacity Works, GiZ GmbH, 2014

Figure 3 IRC Systems Building Blocks

This categorisation provided insight into the extent the programme's efforts are complete, and results show progress in pursuing system strengthening[4]. This assessment was undertaken in the knowledge that the programme design does not have to contribute to all building blocks and that programme was developed on the principle that governments are responsible for the creation of a suitable WASH infrastructure[5]. The programme's major focus was to enable and capacitate duty bearers to do so.

3.2   Process steps and timeframe

This evaluation started in July 2022 and was finalised by 31 January 2023 according to the workplan illustrated below.

Table 2 Workplan final evaluation

	Evaluation activities
Inception *Aug-Sept 2022*	• Kick off meetings with representatives of IGG/DGIS. • Initial review of programme documents • Kick-off meeting with Technical Committee and MEL experts • Draft inception report including: • Methodological design • Workplan, including task distribution and timeline. • Collecting feedback on the Inception Report and approval by IOB • Final inception report
Deliverable	Inception Report September 15, 2022

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[4] Progress towards a stronger local WASH cooperation system in the areas of the programme's operations was also assessed using the Capacity Works model as analytic framework.
[5] Results related to the development and maintenance of WASH infrastructure will therefore be treated as outcomes (beyond the programme's sphere of control) rather than outputs (within the programme's sphere of control)

Data collection *Sept-Oct 2022*	NL-based: • Preparation data collection, Development of data collection tools and reporting templates. • Planning of country visits with national consultants and (national) coordinators. • Desk review of M&E information and other documents. Meetings with key stakeholders: • Steering Committee • Technical Assistance Board WAI • National Coordinators (all countries) Country visits to Bangladesh, Ethiopia, and Zambia: (5 days each country) • Kick-off meetings with government staff (both at national and sub-national level), embassy staff in Bangladesh and Ethiopia, sector partners and/or WASH TWGs. • Field visits, including observations and organised meetings at the sub-national level. • Final consultation, fact-checking and debriefing meetings with, as a minimum, consortium and embassy staff in Bangladesh and Ethiopia as well as other relevant partners. • Field visit at a different location and when possible different organisations by the national consultants. (Additional 5 days)
Data analysis, Reporting, presentation, dissemination *Nov 2022-Jan 2023*	• Initial analysis. • Global validation/feedback meeting with Technical Committee/DGIS. • Draft report. • Discussion and consolidated comments on the draft report. • Final presentation of evaluation results and recommendations. • Final report and executive summary.
Deliverable	Draft report December 1, 2022
Deliverable	Final Report January 31, 2023

The WASH SGD programme is expected to be finalised by 31 March 2023, with a formal end in June 2023; therefore, the evaluation takes place while the programme has not yet been finalised. Any activities undertaken after September 1st, 2022, are not considered by the evaluation (except for some financial data provided in January 2023), which includes the important endline measurement of the 11 indicators undertaken in the first quarter of 2023.

As mentioned, a detailed methodological design was elaborated and agreed upon with IGG/DGIS as reflected in the evaluation's inception report. Data collection included a mix of methods, including desk-study, (online and face-to-face) interviews, group meetings, focus group discussions and direct observations related to the six sub-programmes that were visited.

Interviews were undertaken at different levels (see Annex C) and more than 45 documents were consulted (see annex D). We held consultations with four representatives from the Netherlands Ministry Foreign Affairs & Embassies. Interviews with the SDG consortium at Netherlands level included the following groups:

- Steering Committee (3)
- Technical committee (5)
- Consortium coordinator (1)
- M&E experts (3)
- Programme and Portfolio managers (6)
- Finance manager (1)

Country level interviews with 14 Country Coordinators and Sub-programme leads took place, face to face in the case study countries and online with the other countries.

Throughout the evaluation process, the evaluation maintained close and regular contact and had meetings with ICG/DGIS to ensure that initial findings, observations and conclusions would be useful for their future considerations and decision-making vis-à-vis the programme.

Each country visit was concluded by a debriefing with relevant country staff and for Bangladesh with online and for Ethiopia (Plan) and Zambia (SNV) on-site participation from NL-based programme staff (SNV global WASH SDG coordinator is based in Zambia) to check and deepen understanding of findings.

Following the completion of the data collection process, an overall sense-making workshop was organised with the Technical Committee, M&E officers and online participation of relevant staff based in programme countries as well as the full evaluation team on November 24th 2022. In this workshop findings were validated and jointly analysed to allow programme staff the opportunity to provide additional inputs and corrections. This workshop contributed to the formulation of conclusions and recommendations of the evaluation. The consortium was also given the opportunity to provide additional data for incorporation in the draft report.

3.3   Limitations in conducting the evaluations.

The programme takes place through 15 sub-programmes in seven different countries. The evaluation concerns the programme as a whole, but due to time and financial constraints only six sub-programmes in three countries could be visited for in-depth data and information collection. The selection of these three countries was carefully undertaken during the inception process making use of a number of criteria that were set in consultation with the IGG/DGIS[6].

However, the sub-programmes are all adapted to, and take place in, very different local contexts, which puts limitations to the findings in the country visits. As a result, those have not been used as generalisation of findings for the programme as a whole.

Where country selection was done by the evaluation team and IGG/DGIS in the inception phase, SPs visited were given a high level of freedom in the selection of locations to be visited and people to be met, as long as a comprehensive overview of their programme work was shared during the visit.

Initially, the consortium agreed with IGG/DGIS to use the FIETS model as analytical framework for monitoring and reporting on progress towards systemic change. IGG/DGIS promoted the use of the IRC building blocks model from around 2019 onwards. The evaluation team was requested to use the IRC building blocks model for assessing progress towards systematic change, as this model was considered to be more comprehensive and widely used within the sector. This complicates comparison of the evaluation findings because the consortium's own monitoring results are structured according to the FIETS model. Nevertheless, the analysis according to the IRC model has given the evaluation team a good insight in the sustainability dimensions that have gotten more and lesser attention.

The Intermediate and Long-Term Outcomes (LTOs) of the programme are measured at baseline, mid-line and end-line. At the time of the evaluation (Q 3 and 4, 2022), the end-line measurement was not available yet, while the mid-line results dated from early 2021. The IGG/DGIS requested the evaluation team to assess progress since the MTR. To make this possible, different yet less comparable data collection methods, had to be used be use for assessing progress since the MTR as time and resources would not allow for a data collection exercise that would be easily comparable with the mid-line measurement. We collected data from other sources (such as local governments, WASH committees and utilities) where possible, including the data the consortium presented in January 2023.

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[6] Page 26, Inception report for the Evaluation Netherlands WASH SDG programme.

4 Findings

4.1 Relevance

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Evaluation questions being addressed:

- Match with Dutch WASH policy and its original ToC.
- Relevance to local context / needs of target beneficiaries.

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The Netherlands WASH strategy 2016-2030 has committed to providing 30 million people with sustainable access to safe water and 50 million with sustainable access to improved sanitation as part of the achievement of SDG 6. It also stated that:

"Indirectly, however, Dutch funding will help provide access and improved service delivery for a much greater number, by driving change in the sector through better governance, mobilisation of domestic resources (financial and human) in target countries, addressing key human rights principles like equality, and through transparency, participation, accountability and sustainability, and stimulating innovation and supporting learning at all levels."

Since WASH SDG consortium choose to focus on system strengthening and strategically invest in infrastructure (depending per country), the impact should be seen more as indirect contributions., as quoted above. This is being translated into the programme through its focus on behaviour change interventions, quality service provision, and strengthening of WASH governance and institutional frameworks.

The aim for 15 years of sustainability will be discussed under the sustainability findings. Innovation of WASH, which is also considered necessary in the Strategy, has been somewhat limited and only a fraction of the innovation fund was used by the end of 2021 (although all remaining funds were used in 2022). Decision was made to reduce the focus on innovation and use funds that were originally dedicated to innovation for project coverage and covid response. Plan and WAI, and to a lesser extend SNV, had a clear focus on GESI. But especially in rural areas, approaches were applied which are no longer considered state-of-the-art in the global WASH community, such as the applied MHM approaches in schools and the sanitary pad production activities.

The ToC has been central in the programme design and implementation, ensuring that all three specific objectives were covered. The shared principles were (partly) followed, with limited emphasis on water security, environmental sustainability, and climate resilience (mainly undertaken by WAI-partner Wetlands International and to a certain extend by SNV).

Overall, the programme can be considered relevant for the context. Needs are high in all locations with a significantly underserved population and a lack of capacity at a local authority level. The programme addressed this through capacity development activities where there was mostly, but not always, a focus on the lowest-income areas as well as the unserved areas.

While local government officials were part of the planning stages of the project and involved in the decision on locations to work in (Indonesia, Uganda, Tanzania, Nepal), communities and their traditional leaders were often seen as beneficiaries, people to be empowered, and not as full-fledged stakeholders involved in assessment and planning (as observed in Ethiopia and Zambia).

4.2 Coherence

> Evaluation questions being addressed:
>
> - Alignment with national policy frameworks.
> - Coherence with other NL-funded interventions (e.g. WaterWorx or Blue Deal).

As was observed during the country visits in Bangladesh, Ethiopia and Zambia, programme activities were all coordinated and aligned with government structures and policies, particularly at the sub-programme level. The same information was collected through interviews with the programme representatives in the other four countries (except for SNV Indonesia). All sub-programmes signed Memoranda of Understanding (MoU) with the (local) authorities. Capacities were strengthened through training and development and e.g. Plan staff in Zambia is actually based within the District council offices. Relationships are well established. Many of the NGO staff (as found in the countries visited) are former government officials and have easy access to the government's WASH institutions. This is an advantage but also sometimes causes situations where government ask for more and NGO staff finds it difficult to say no to people they have worked with in the past.

Where government guidelines exist, the NGOs are aware of them. Unfortunately, sometimes they decide to not fully implement them because of budget limitations/too high coverage planned for the budget available. E.g. Plan Ethiopia staff admitted that they did not fully follow the government's WASH in Schools guidelines. They decided to build less facilities than the already very low rates requested by the Government. Building a lower amount than is needed means that children will continue to go for open defecation, minimalizing the health impact the programme is aiming for.

Of the three countries visited, two (Bangladesh and Ethiopia) have a Dutch Embassy. Both embassies are not actively involved in the WASH SDG programme, because they are primarily managed from by IGG/DGIS in the Netherlands. Their WASH focal points told the evaluation team that they are aware of its existence without knowing the details. If more involved, they could have played an active role in coordinating activities. Some interaction with Netherlands financed programmes exists where approaches are being discussed and exchanged e.g. the WaterWorx programme (implemented through Dutch water utilities) undertakes activities in all programme countries except for Nepal, but mostly in other cities than the Programme. Especially the urban sub-programmes could have benefitted from more cooperation with them. Other Dutch-financed programmes do not actively and substantially link with WASH SDG (according to what has been reported). Potential cooperation could have been: innovation and PPP with Aqua for All, rural water supply with Blue Deal, USDP2 for capacity strengthening in Indonesia and the Orange Corner for business development.

4.3 Effectiveness

Evaluation questions being addressed:

- What has been progress towards long term outcomes (indicator 1–3) according to consortium's own monitoring efforts (notably MTR) and how valid / reliable do we consider these measurements to be?
- What have been signs of progress towards long term outcomes since the MTR?
- What has been progress towards intermediate outcomes (indicator 4 - 11) according to consortium's own monitoring efforts (notably MTR and latest annual report)?
- What have been (other) signs of progress towards intermediate outcomes since the MTR under each to the three strategic objectives?
- What are explanatory factors for (lack of) progress?
- How are cross-cutting issues addressed and what effect did this have?

4.3.1 What has been progress towards long term outcomes (indicator 1–3) according to consortium's own monitoring efforts (notably MTR) and how valid/reliable do we consider these measurements to be?

The program has committed to sustainably improve the access to and use of WASH services. The long-term outcome indicators are defined as; to increase access to and use of safe drinking water to almost 450,000 people, while 2 million people will get access to sanitation and another 1.7 million will have gained improved hygiene behaviours. These outcomes were clarified during implementation to include safely managed, basic and limited access to WASH services.

Table 3 Targets Outcome Indicators from MT assessments

Indicators	Baseline	Mid-Term Review	Change between baseline and mid-term	Target		To be implemented by early 2021 and March 2023
				Proposal	Inception Report	
Water						
Safely managed	438,896	478,400	39,504			
Basic	1,379,368	1,402,408	23,040			
Limited		98,191	98,191			
Total Water Supply	**1,818,264**	**1,978,999**	**160,735**	**450,000**	**449,800**	**289,065**
Sanitation						
Safely managed	824,637	1,518,289	693,652			
Basic	3,328,328	3,929,834	601,506			
Limited	68,097	49,875	(18,222)			
Total Sanitation	**4,221,062**	**5,497,998**	**1,276,936**	**2,000,000**	**2,126,100**	**849,164**
Hygiene						
Basic	1,384,892	4,610,305	3,225,413			
Limited	53,128	88,824	35,696			
Total Hygiene	**1,438,020**	**4,699,129**	**3,261,109**	**2,000,000**	**1,677,100**	**achieved**

The programme's long-term outcome indicators are the SDG WASH indicators which have been defined by the WHO-UNICEF Joint Monitoring Programme (JMP). The JMP data are collected through household surveys, censuses, and administrative reports. The consortium has developed large household surveys, which are combined with focus group discussions. So far, the partners have rolled out the household surveys twice – at baseline and mid-term (mostly 2020, and in many sub-programmes spilling over into 2021). The end-survey is planned for early 2023. This

may be rather early, especially for the SNV sub-programmes in Bangladesh and Zambia, where most of the faecal sludge facilities are not yet fully operational.

Although the household surveys are well-designed, there are major challenges. A first challenge is that each partner has used (slightly) different surveys and conducts the surveys differently. For instance, SNV Bangladesh uses a definition of sanitation[7] that is different from the SDG measurements. As such, the sanitation data cannot directly be compared with the data from Plan and WAI. As the SDG indicators are the same for each partner, this would have been an early win in collaboration between the various partners of the consortium. Yet, once each partner has conducted its survey in its own manner, it is difficult to make changes as subsequent data becomes too difficult to compare over time when changes are made to the survey methodology.

It also turns out to be difficult to triangulate the data with other information sources. There may be several factors in play here. The first factor is that the consortium (similarly like the JMP monitoring methodology) uses cross-section analyses and is not following up households that were earlier interviewed. A second factor is that the COVID-19 pandemic may have made it more difficult to conduct surveys as it made access to households more challenging especially in places where lockdowns were in place. The reports do not provide information on the importance of missing values for the specific variables, so it is not possible to comment on the impact of the pandemic on the household surveys. Having insight in the missing variables would also have helped to determine the reliability of the data.

A third challenge relates to the impact of changes in the population to be served by the project. In many places, population growth is positive.[8] When calculating the midline WASH coverage rates, different partners report the data differently. In the case of WAI, only percentages are presented. The other partners use population data that do not change over time. As the areas where the consortium is working most likely have positive population growth rates (and sometimes high population growth rates), the midline data may at times underestimate actual progress. Finally, Plan and WAI use relatively small survey samples.[9] These smaller sample sizes may work well, under homogeneous populations, and when missing values are not an issue, but may be less effective in settings where this is not the case.

The Programme has a Results Framework that makes it very difficult to track progress. [10] The way the Results Framework is designed, all indicators – whether long-term or intermediate – are measured at only three times during project implementation: at baseline, mid-term and at the end of the project. The programme mostly lacks the tools to at least monitor annually. As such, adjustments to the programs, if necessary, can only be made relatively late. This has hampered programme implementation. In addition, this way of organising outcome monitoring is a relatively costly way of measuring project progress, especially since the sub programmes are relatively small.

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[7] SNV uses a different definition of the various levels of service than the other partners do; they include levels as improved toilet with fly management, and environmentally safe.

[8] In Plan's Zambia sub-programme, the Chongwe Kafue service area was redefined. This resulted in some areas being reclassified as urban, while Chongwe town was dropped from the programme.

[9] In the case of SNV, the sample sizes are very large as they want representativeness at the ward level.

[10] After submitting the draft evaluation, the evaluation team received monitoring data from the consortium. The quality of the monitoring is uneven between the partners. Plan has the most systematic monitoring system in place. Yet, the frameworks' internal consistency needs improvement. The internal consistency with the data also needs attention.

4.3.2   What have been signs of progress towards long term outcomes, since the MTR?

At the request of IGG/DGIS, the evaluation team developed proxies for measuring the access to WASH where data was available. We only focused on the three countries where the country visits could be used to collect additional data. The proxies were collected in communities, utilities, and local government agencies by the evaluation team during the field visits and the follow up visits (in Ethiopia).

BANGLADESH

Table 4 Targets Outcome Indicators for Bangladesh

Bangladesh	Water		Sanitation		Hygiene	
	Rural	Urban	Rural	Urban	Rural	Urban
Proposal	30,000	100,000	45,000	290,000	45,000	330,000
Inception Report	95,600	42,800	65,000	192,000	65,000	65,900
Midline Report WAI WASH Alliance		122,830		194,910		88,920

Source: WASH SDG Proposal (dated March 2017), WASH SDG Inception Report (July 2018) and Midline Assessments

Bangladesh - WAI

In the areas where WAI is working, we depended on data collected every six months using social mapping/WASH community mapping. These data were used in the areas where WAI is working and were initiated in early 2019. As the mid-line survey was conducted at the end of 2020-early 2021, we are comparing data from the period July to December 2020 with that of 2022. Access to WASH services has improved.

Between 2020 and the mid-term and the most recent social mapping covering June 2022, the sub-programme was able to significantly increase the number of people getting access to WASH services. Between December 2020 and June 2022, almost 54,000 households gained access to water services, 60,000 to sanitation services, and another 46,000 to at least basic hygiene facilities – for a total of 158,823 households.

The improvement showed relatively few people in that period moving up the ladder as the small decrease in the number of households with limited services suggests. And hence, the sub-programme was able to include more households which before 2020 had access to unimproved services. Assuming an average household size of 4.76, this translates to 755,996 people benefiting from improved WASH services by June 2022.

The sub-programme worked in both municipalities and unions. The progress in WASH services was measured both in urban (municipalities) and rural (unions) areas. Yet, a significant part of the progress in municipalities was about upgrading WASH services for those households which had already improved services (when defined as to include also limited services). In rural areas, it was mainly about moving households away from unimproved WASH services.

The WAI programme is likely to meet its targets. Triangulation is not very straightforward as long-term outcome targets have been changing during project implementation and were mostly downwardly adjusted. The

Figure 4 Example of community mapping, WAI, Bangladesh

WAI programme in Bangladesh was able to meet– and often significantly exceed them – independent of the set of targets used[11].

Table 5 Bangladesh: Access to WASH in Barguna and Sathkira unions, municipalities and Patharghata municipality

Indicator	Drinking Water			Sanitation			Hygiene		
	Jan-Jun 2019	Jul-Dec 2020	Jan-Jun 2022	Jan-Jun 2019	Jul-Dec 2020	Jan-Jun 2022	Jan-Jun 2019	Jul-Dec 2020	Jan-Jun 2022
Total Access									
Safely managed	16%	23%	23%	14%	21%	22%			
Basic	34%	63%	67%	27%	41%	55%	53%	69%	74%
Limited	38%	11%	9%	28%	21%	12%	24%	17%	14%
Total	**88%**	**98%**	**99%**	**69%**	**83%**	**89%**	**77%**	**86%**	**87%**
Households Serviced									
Safely managed	18,106	27,061	39,958	16,695	23,943	37,930			
Basic	39,740	72,938	113,544	30,659	47,689	93,440	60,694	79,805	125,386
Limited	43,567	12,467	14,691	31,910	24,394	20,549	27,865	19,681	23,523
Total Households Served	**101,413**	**112,466**	**168,193**	**79,264**	**96,026**	**151,919**	**88,559**	**99,485**	**148,909**
Population Served									
Safely managed	86,214	128,855	190,266	79,496	114,008	180,609	-	-	-
Basic	189,228	347,305	540,656	145,987	227,078	444,928	289,003	380,001	597,044
Limited	207,450	59,363	69,953	151,944	116,155	97,847	132,683	93,713	112,007
Total Population Served	**482,892**	**535,523**	**800,875**	**377,427**	**457,241**	**723,384**	**421,686**	**473,714**	**709,052**
Increase in people served									
- JMP			455,480			400,054			308,041
- DGIS			317,982			345,957			287,366
Country Target									
Proposal			130,000			335,000			375,000
Inception Report			138,400			257,000			130,900
Mid term Assessment		736,317	859,147		435,070	629,980		458,047	546,467

Source: WAI social mapping

Bangladesh - SNV

SNV is working on faecal sludge management in three cities, where progress in making the faecal sludge facility operational is still far from complete. The municipal information system collects information about faecal sludge collected, but the data is not being considered reliable because the data are not systematically collected or inputted into the IMIS system. The data in the MIS system that was provided to the evaluation team has not been updated since January 2022. Before that date, the input data were highly variable on a month-to-month basis.

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[11] The evaluation team was not able to explain the gap between the data collected through the social mapping exercise and the mid-term assessment for drinking water access where the data diverge quite significantly.

ETHIOPIA

Table 6 Targets Outcome Indicators for Ethiopia

Ethiopia	Water		Sanitation		Hygiene	
	Rural	Urban	Rural	Urban	Rural	Urban
Proposal	100,000	30,000	340,000	30,000	590,000	30,000
Inception Report	133,900	20,000	244,500	30,000	150,400	17,500

Source: WASH SDG Proposal (dated March 2017) and WASH SDG Inception Report (July 2018)

Ethiopia - Plan

Local Government in the area in which Plan was operating noted that 12 water points were provided in Bahir Dar Zuria, similar to the numbers provided by Plan. (30 systems of which 12 in Bahir Dar and another 18 in Lasta woreda (which will benefit 27,777 people). However, the local government noted that 2 of the 12 water systems in Bahir Dar Zuria were not operational because of theft of parts of the installation of the solar pump operated system.

The capacity of these water systems looks rather large for the number of people served. It is not clear whether this is linked to overdesign, or whether Plan team foresees a large increase in future demand for these systems in this woreda (despite the relatively low population growth rate in Bahir Dar Zuria), or low uptake of the water systems. In 2019 (Ethiopian calendar year 2012), water supply systems serving only 110 households (assuming the households within a 1.5 km radius are also included) have access to about 400 litres per capita per day[12] (lcd).
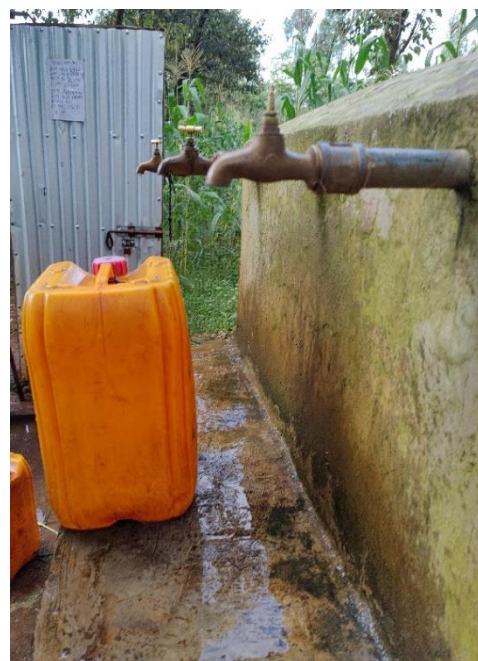
Figure 5 constructed water point, Bahir Dar, Plan, Ethiopia

Table 7 Bahir Dar Zuria Woreda Health Office Register

Bahar Dar Zuria	2019	2020	2021
Total households in Health Office Register	24,513	24,456	26,157
Total households in Health Office Register with improved latrines	13,013	15,018	20,242
Population in BDZ	211,404	213,941	216,508
Number of households in BDZ	47,294	47,861	48,436
Total population covered	27.5%	31.4%	41.8%
Midline data		4.5%	

Sanitation coverage (as defined by the Health Office Register) increased to 41.8 percent in 2021 – significantly higher than what the mid-term review registered in 2020. It would point to an increase of 23,323 people since the mid-term assessment (and 32,364 people since 2019)[13].

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[12] Normally about 50 liters per capita per day is considered enough for a community water point connection.

[13] Data from the midline assessment suggests that access to sanitation declined between baseline and mid-term assessment in the Plan service area.

Ethiopia - WAI

Despite a significant investment in setting up a WASH management information system by the WASH Alliance, data in this monitoring system is still incomplete. Based on the data of field visits, WAI constructed 16 water points – 8 in each woreda, whereas WAI mentioned that prior to the construction of these 16 water points another 21 water points were constructed. This resulted in an increase in water access in Shashamane from 68 percent at baseline to 71 percent in Shashamane in 2021. There is no baseline for Arsi Negele. Yet, according to WAI's monitoring data 42 systems were constructed or rehabilitated (or 37 depending on the source[14]) benefiting 87,527 people with access to safe water. These data are relatively high in comparison to those of Plan which also works in rural Ethiopia[15].

Data on sanitation is much more complicated to come by. The Woreda Health Office noted that in Shashamane, 15 out of 28 kebeles had become open defecation free. In Arsi Negele, the Woreda Health Office noted that because of the work of WAI 3 out of 38 kebeles became open defecation free. This adds up to 18 kebeles being open defecation free in the two targeted areas and is slightly lower than the numbers that WAI uses in its monitoring data (which mentions 20 kebeles as ODF). During the field visits, health extension workers and members of the woreda water and energy office noted that WAI's monitoring data the construction of 2,623 household latrines (equivalent to 13,115 people gaining access to improved sanitation. In addition, 150 households in Shashamane were served by a wetland built by the consortium, ensuring that they benefited from an improvement in their sanitation service. Yet, sanitation improvements have been hindered by the high price of cement, whereas many households struggle to pay for soap.

The inception report set the country targets set for Ethiopia for water supply at 153,900 and sanitation at 274,500. It is with the data available hard to determine whether they are going to be met. The maximum number of people that have been reached with safe drinking water supplies is 115,304 or (74 percent of the Inception Report target). Yet, the data from the woreda's office suggest that this may be a too optimistic assessment because of several systems that are not operating. As for sanitation, the number of households with improved latrines is 7,229 in Bahir Dar and 2,623 in the area where WAI was operating. Data from Lasta is missing, and the data from WAI suggests results from 2018 onward. However, the objective of 274,500 seems very ambitious with improvements in Bahir Dar very modest, while progress in the WAI area was about 61,146 people by early 2021, according to the mid-term assessment.

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[14] The output monitoring tables sent in January 2023 include 39 water systems constructed and 3 rehabilitated, but the comments on the draft report notes the construction of 37 water points.

[15] The high numbers of access compared to Plan may be the result of a very different type of system being built or different design criteria. Wetlands noted it built 4 water kiosk, with a total number of people benefiting at 3,500 or about 875 people per kiosk.

ZAMBIA

Table 8 Targets Outcome Indicators for Zambia

Zambia	Water		Sanitation		Hygiene	
	Rural	**Urban**	**Rural**	**Urban**	**Rural**	**Urban**
Proposal	-	-	40,000	210,000	40,000	260,000
Inception Report	5,300	-	21,400	217,500	26,000	259,400
Midline Assessment Plan - inception report target	5,300		41,600		85,400	
Midline Assessment Plan - revised target	5,300		31,977		59,546	

Source: WASH SDG Proposal (dated March 2017), WASH SDG Inception Report (July 2018) and Midline Assessments

Zambia – Plan

Although Plan did not originally include water supply in its work programme, the Inception Report includes a target for drinking water supply. The local government noted that under the WASH-SDG programme 57 wells were drilled and another 34 have been rehabilitated. Theoretically, these wells could have impacted access to drinking water supply for 22,750 people. Yet, the evaluation team was not able to verify how this impacted access to water supply as a baseline is missing, and hence it is not possible to determine whether more people actually obtained improved access, or whether people with improved access were benefiting from a higher level of service.

The data we collected for the Plan executed sub-programme is mostly originating from local government agencies, and only pertains to Chongwe. The evaluation team did not manage to collect data on sanitation access in Kafue.

In Chongwe, access to sanitation, seems to have increased slightly between the mid-term review and the current date. Excluding the town of Chongwe, improved sanitation (i.e., access to an adequate toilet) stood at 50.9 percent in 2022. According to the midline assessment, this was about 47.4 percent, which would point to an increase in improved sanitation. Yet, the improvement is very small and, depending on the population, would be concerning at most about 3,000 people[16]. Open defecation seems to have increased from 2020 onward. The mid-term assessment mentioned only 1.5 percent of the households having to rely on this method. In 2022, the local government agency claimed 12 percent of the household were resorting to open defecation. This suggest that the financial crisis may have had a big impact on sanitation access, with the gap between those that have and those that have not access to improved sanitation services has been widening.

However, triangulating this data is complicated as the population data for the two sources differ. The local agency states 76,015 people compared to 86,136 as mentioned by the mid-term assessment. Hence, these data sets must be used with major caution as we cannot explain the difference in population present in rural Chongwe. It is possible that the local government agency does not include all villages in which Plan is working.

It is not possible with the available information to determine whether the water supply target has been met. Yet. sanitation coverage increased to 50.9 percent in 2022, this means that the number of people having seen an increase in access since the mid-line assessment amounts to, at most, 3,015 (depending on the population data used). The midline assessment assumed that most of the target was met and hence it was upwardly revised, after it was first downwardly adjusted. In the period up to the midline assessment, Plan provided 21,149 people with access

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[16] Plan uses a population of 86,136, but the data provided by the local government was 76,015.

to basic and safely managed sanitation, this result was mainly the effect of people with access to limited service gaining access to higher levels of service. At the same time, access to limited service or more declined, suggesting that part of the population was using unimproved services. Since the midline assessment, at most 76 percent of the most recent target had been achieved by late 2022.

Zambia - SNV

SNV is working on faecal sludge management, with a minimum number of subscribers to the FSM emptying service. Faecal sludge treatment capacity[17] seems to not have increased since the mid-term assessment. Additional treatment facilities were still under construction at the time the evaluation team visited Zambia.

Water and sanitation access may have improved which increases the market in which SNV could operate once the sub-programme becomes operational. In some of the towns in Chambeshi where SNV is operating, the African Development Bank has funded an integrated small towns water supply and sanitation project.[18] As such, some progress may have been made in the WASH access indicators. But the data from the utility department of the four towns in Chambeshi province show that progress has been very limited since 2020. The percentage of people using improved sanitation access (including pit latrines) has not changed since 2020, but the absolute number of people benefiting from sanitation access has increased because of population growth.

Table 9 Sanitation Coverage in Chambeshi province

Chambeshi Province	2018	2019	2020	2021	2022	Change between 2018-2022
Kasama	38,891	40,128	41,371	42,613	43,924	5,033
Mbala	10,750	11,092	11,434	11,776	12,717	1,967
Mpulungu	4,030	4,155	4,286	4,418	4,583	553
Nakonde	7,399	7,632	7,872	8,111	8,504	1,105
Total Population with Access to Sanitation	**61,070**	**63,007**	**64,963**	**66,918**	**69,728**	**8,658**
Total Population	878,886	914,123	950,883	989,239	1,029,264	150,378
Septic Tanks	6,769	6,983	7,200	7,417	7,675	906
Pit Latrines	3,945	4,071	4,197	4,323	4,558	613
Total	*10,714*	*11,054*	*11,397*	*11,740*	*12,233*	*1,519*

Source: data from NAWASCO

The fifth town in which SNV is working is in Kabwe (Lukanga Water and Sanitation Utility) provides domestic sewer connections, which have increased over time. Data from the field visits were less complete here as we only were able to collect data on sewer connections. Although this information is useful, sewer connections are an alternative for faecal sludge management, and as such not the market in which SNV operates. The population served by improved sanitation (sewer connections or septic tank has increased since implementation of the project started in

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[17] These data were provided by the departments of the Chambeshi water and sanitation company. The utility does not consider pit latrines as an improved source of sanitation, unlike the definition used in the WASH_SDG evaluation. Also note that the utility in many cases only reports on its service area – which may be significantly smaller than the actual town size.

[18] The AfDB project is covering 3 provinces and 12 towns and has a total funding of USD 150 million. The funding of the project is mostly geared to water supply, but also has a sanitation component (including faecal sludge management). The small towns included in this project that are also part of the SNV sub-programme are Kasama, Mbala and Nakonde.

July 2018. Both the number of sewer connections and septic tanks have increased over that period. The data we were able to collect for Kabwe only entailed sewer connections. The utility was not able to provide the evaluation team with septic tank data. NAWASCO's annual report included an increase in sanitation, including septic tanks. These data correspond with the data provided by SNV showing that sanitation coverage increased from 55 percent in 2020 to 57 percent in 2021. The total increase in sanitation services (including sewer coverage) was slightly over 45,142 people (of which 23,627 to sewer connections and the remainder (21,515 people gained access to septic tanks). The share of septic tanks has declined. since July 2018. The share of sewer connections increased over the same period, suggesting that there has been some substitution with households using septic tanks moving to sewer connections. Access to septic tanks saw a drop in 2020 (possibly due to the financial crisis), but access rates for this type of service recovered fast in 2021.

Table 10 Sanitation Coverage in Lukanga province

Lukanga	2018	2019	2020	2021	2022	Change 2018-2021
Sewer connections	10,989	12,305	14,985	15,134	NA	4,145
Septic tanks	28,683	30,273	29,614	32,458	NA	3,775
Population with sewer connections	62,639	70,139	85,417	86,265	NA	23,627
Population with septic tanks	163,494	172,557	168,799	185,010	NA	21,515
Total Population with access to sanitation	**226,133**	**242,696**	**254,216**	**271,275**	**NA**	**45,142**
Total Population	436,515	444,913	456,494	473,128	NA	36,613
Kabwe						
Sewer connections	7,016	9,176	9,610	9,870	10,020	3,004
Total population with sewer connections	39,991	52,303	54,777	56,259	57,114	17,123

Source: Kabwe data from field visits, Lukanga data from NAWASCO Annual Reports

The urban sanitation target, which was mostly linked to SNV, is unlikely to be met by the end of the programme. Most progress was made in Lukanga, but at least half of that progress was linked to an increase in sewer connections, which is essentially cutting into SNV meeting its objectives.

Figure 6 Faecal sludge removal by private emptiers and drying beds in Kabwe, SNV, Zambia

Conclusions on Long-Term outcome indicators

The evaluation team collected data during the field visits on proxies for how much progress the consortium had made in achieving the targeted outcomes. Because of time and funding constraints this data collection used proxies to determine whether progress had been made.

The data collected show that according to the data collection exercise during and after the field visits by the consultants of the evaluation team, progress has been made between 2020 and 2022. Yet, progress has been widely uneven between the different partners and sub-programmes. Access to WASH services in the service areas of WAI Bangladesh was very good, but the progress in the sub-programmes in Ethiopia and Zambia (Plan) was much more uneven and seem to be less impressive. SNV in Bangladesh and Zambia saw little improvement as works are still on-going.

Access to WASH services in the service areas of WAI Bangladesh was very good. The programme has met its inception report targets by mid-2022. It is also close to achieving the original Bangladesh country targets (that includes targets for SNV as well); only at the level of hygiene it has not reached its original target yet. Improving access to safely managed drinking water services is moving slower in Bangladesh. WAI's improvements in access to water supply and sanitation is mostly the result of improvements in access to basic WASH services, whereas SNV's focus on safely managed sanitation services has not yet yielded much result in terms of improvements in access, as the works to enable safely managed sludge management are still on-going.

In Ethiopia, progress has been made. The consortium looks to be more effective in water supply – albeit that data from the local governments suggests that not all systems that have been constructed or rehabilitated are functional. In the case of Bahir Dar Zuria, woreda officials noted that 2 of the 12 water systems were not functional. In the case of WAI, the data provided from the different sources does not match and hence it is difficult to assess what precisely has happened. Construction of latrines is in both programmes mostly limited to public institutions like schools and health posts.

Sanitation access has increased, but many of those interviewed noted the high cost of cement and soap, which may have an adverse impact on achieving the sanitation and hygiene goals especially as progress between 2018 and early 2021 (midline assessment) was rather modest. Plan Zambia focused on serving people in rural areas. Access to water supply may have increased, as new wells were drilled, and other wells rehabilitated. But in the absence of baseline data, it is impossible to tell how much of the people benefiting from this groundwater drilling constitute an access in improved water supply services. In the most optimistic scenario, all those benefiting from the drilling of wells used unimproved sources before the project intervention. In the most pessimistic scenario, people are benefiting from an increase in service levels (less travel time, less wait time (as the local government noted that many wells were overused), increased availability of water, and/or improved water quality). In the case of sanitation, the increase in population served is at most 3,015 between mid-term assessment and late 2022.

The SNV's programme in Zambia has not yet resulted in a major expansion of safely managed sanitation through FSM (commensurate with the targets set for urban WASH in Zambia). Access to sanitation has also been slow in expanding, especially In Chambeshi province. In the four towns in Chambeshi where SNV is operating, the population with access to improved sanitation (septic tanks and pit latrines – the latter also to be included as the DGIS definition of improved access is more inclusive than that of the Government of Zambia) increased with less than 9,000 people from 2018 to 2022. In the Lukanga water and sanitation company that includes Kabwe, increases in improved sanitation (other than access to sewer connections), increased by 21,515 people between 2018 and 2021.

4.3.3 What has been progress towards intermediate outcomes (indicator 4 - 11) according to consortium's own monitoring efforts (notably MTR and latest annual report)?

The programme pursued its long-term outcomes through three strategic objectives. The programme's Theory of Change illustrated that the three strategic objectives were to be achieved through a range of interconnected intermediate outcomes. These intermediate outcomes primarily related to increased capacity / awareness and subsequently changed performance / behaviour of various key WASH actors.[19]

To ensure uniformity in measuring progress towards intermediate outcomes, the programme has formulated eight indicators on which all sub-programmes would report (see table 1 in chapter 3). These eight indicators were measured and reported upon at baseline, and mid-term and will be at end-line, while some sub-programmes added context-specific indicators for their own monitoring purposes. Sub-programmes have been using different data collection methods to measure these eight indicators, which leads to measurements that can be aggregated but not compared[20]. This allowed for the aggregation of results from the 15 sub-programmes in the seven programme countries, which resulted in a programme-wide summary of progress up to 31 March 2021 as reported in the MTR report (see figure 7).

Looking at the MTR status, it appears the programme has made strongest progress in enabling local agencies to implement effective demand-creation strategies (indicator 4), and in advocating for a strong WASH sector policies and regulations at sub-national level (indicator 11). Explanatory factors for (differences in) progress reportedly relate to the strength of (often already existing) relations with local (govt and non-govt) agencies undertaking demand-creation efforts and with local policy-making authorities (e.g. municipal councils). This illustrates that most lead partners have been building on their existing connections and experiences with local government and non-governmental WASH actors to shape their respective sub-programmes.

In the same MTR report, least progress was reported related to the participation of SEGs (indicator 7), availability of WASH products and services for the bottom of the pyramid (indicator 8), and an improved WASH market (indicator 9).

Concerning indicator 7, alliance partners admit to struggle with the socio-cultural challenge of ensuring that marginalised groups are recognised and listened to in WASH policy and planning processes. Subsequently, the alliance committed intensified its learning and implementation efforts towards GESI.

Concerning indicators 8 and 9, in 2021 only five of the 15 sub-programmes reported to be on track in creating a more vibrant WASH services and product market that also serves people in the lowest wealth quintile of targeted communities. It appears that active engagement of the private sector as important player in local WASH systems has not been easy, even more so during the Covid pandemic, especially since connections and experiences with the private sector are less extensive than those with local government and CSOs, who have always been natural partners. This seems to apply to both urban and rural sanitation programmes, even though private sector engagement takes very different shapes. In urban areas, the programme's focus appears to be on mobilising private sector in the collection, transportation and treatment of faecal sludge, while in rural areas MSMEs are being stimulated and capacitated to engage in selling (low-cost) WASH products (e.g. latrine slabs, sanitary pads) and services for households.

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[19] SO1 local (governmental and non-governmental) change agents and WASH consumers; SO2 (semi-)private WASH service providers and financial institutes; SO3 (local) authorities / traditional leaders and CBOs.
[20] Measuring the same indicator in different sub-programmes in different ways makes that measurement results between sub-programmes cannot be compared but can provide useful insights in trends per sub-programme when applied consistently over time.

Outcome	Result area:		Bangladesh		Ethiopia		Indonesia		Nepal			Tanzania		Uganda		Zambia	
	Indicators		Bangladesh Urban sanitation SP	Bangladesh WASH Alliance SP	Ethiopia WASH Alliance SP	Bahir Dar Zuria and Lasta SP	WINNER SP	WASH SDGs for Sustainable and inclusive cities SP (i)	Nepal 4 city sanitation SP	Sindhuli Sansuri SP	Nepal WASH Alliance SP	Arusha Shinyanga urban sanitation SP	FINISH SP	Uganda WASH Alliance SP	Kamuli Buyende Nebbi SP	Chambeshi Lukanga sanitation SP	Chongwe Kafue SP
SO 1. Increased behaviour change interventions	4	% of local agencies that have implemented effective demand-creation strategies within their areas/jurisdiction/programme															
	5	% of households that invested in WASH facilities in their household or contributed user fees to WASH services during the last year.															
	6	Level of participation of women and girls in decision making about WASH activities in the communities															
	7	Level of participation of socially excluded groups in decision making about WASH activities in the communities															
SO 2. Improved WASH service provision	8	Outreach and suitability of WASH products and services for consumers at the bottom of the pyramid															
	9	% of WASH businesses in the intervention area that indicate that their sales went up significantly;															
	10	% and # of women WASH entrepreneurs (iii)															
SO 3. Strengthened WASH governance and institutional framework	11	Level of strength of WASH sector policies and regulations															

Figure 7 Overview of progress towards intermediate outcomes at mid-term

Source: SDG WASH Programme Mid-term Review, 2021.

There is no clear connection between progress on these indicators and the development status of a programme country. Densely populated lower middle-income countries like Bangladesh and Indonesia with a rapidly growing private sector, do not score significantly better than low-income countries like Ethiopia or Uganda[21]. This, however, can be partially, explained by the fact that the MTR reports on *relative* progress, rather than absolute increases in # of enterprises or turnover, with each sub-programme setting its own benchmark and rating system. Besides, the MTR report refers to the COVID-19 pandemic as explanatory factor for the limited progress, even though the contradicting argument could be made that the COVID-19 pandemic would have stimulated demand for hygiene products and safer sanitation.

A final observation from the MTR report relates to the increase of female WASH entrepreneurs (indicator 10), whereby six out of 15 sub-programmes indicate that this indicator is not applicable. These concern mostly SNV-led sub-programmes as these concentrate on stimulating private sector engagement in general and do not focus specifically on women-led enterprises. This is somewhat remarkable in light of the rationale given by other sub-programmes that do deliberately work and report on this (i.e., stimulating female entrepreneurship helps increase the status of women which benefits their recognition in WASH policy and planning processes, and female entrepreneurs make the accessibility of WASH products and services (e.g. sanitary pads) easier for other women).

When looking at progress towards intermediate outcomes after the MTR, the evaluation has reviewed documented output data in the annual reports. Output data is presented different for each sub-programme and, as can be expected by its label, covers outputs (e.g. nr of workshops, meetings, etc.) and reach (number of schools, people). This makes output data suitable for assessing deliverables according to plans but less useful for gaining a systematic and comprehensive overview of progress towards intermediate outcomes and reach.

The latest available annual report (2021)[22] summarises highlights per strategic objective and provides a detailed progress update for all sub-programmes, structured according to each SP's own work programme. Progress is presented per strategic objective and (again) provides a rather comprehensive insight in what each programme has done (activities completed) and delivered (outputs). The overview is less extensive and consistent in reporting effects beyond those deliverables (immediate and intermediate outcomes), but certainly several examples can be found of results that go beyond the SP's own sphere of control. In addition, the evaluation conducted a series of interviews with programme staff from (non-visited) programme countries in which a range of examples also illustrated progress towards intermediate outcomes under the three strategic objectives as summarized in table 11.

In addition, the consortium shared the results of a comparison of local WASH budgets in intervention and non-intervention areas related to 5 sub-programmes[23]. This comparison shows that WASH budgets of local governments have increased significantly more in intervention areas as compared to non-interventions with a timeline that is logically related to programme implementation. As this information became available in January 2023, the evaluation has not been able to verify this comparison by its own data collection, nor has it been able to assess the rigour of the methodology used, but when looking purely at the results presented a compelling case for the programme contribution to increasing local WASH budgets can be made.

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[21]Among the seven programme countries, Indonesia (112) and Bangladesh (135) rank highest on the GNI/capita list (2020), while Ethiopia (169) and Uganda (174) rank lowest, source: World Bank.
[22] Annex B, Annual report 2021, 30 June 2022.
[23] Comparison of local WASH budgets in intervention and non-intervention areas, annex 4 to the comments on the draft evaluation report, January 2023.

Table 11 Examples of outcome-level results in non-visited programme countries reported in annual report 2021 and during interviews with programme staff.

Strategic Objective 1	Strategic Objective 2	Strategic Objective 3
• Local governmental and NGO partners roll out BCC campaigns (various countries). **Nepal** • Toll-free rumour hot line to track myths about MHM and HWWS operational. • Sanitation in the city has been put higher on the agenda despite its intangible results. • Schools advocate for budget allocation for upgrading latrines. • 43% women leadership in institutions, schools, and committees • Group of young female community volunteers conduct outreach to local government. • Former project WASH mobiliser (female) was elected as mayor. **Uganda** • Less sharing of sanitation facilities with HCF. • Pregnant women use latrine, even though cultural beliefs of risk of foetus falling in.	• Operation of public toilets outsourced (various countries) **Indonesia** • Partnership with private sector to promote water filters. • Female WASH entrepreneurs making toilets and menstrual pad business. **Nepal** • FSTP in Surkhet operational and taken over by municipality. **Uganda** • Procurement waivers to allow local contractors undertake O&M of water structures. • Increased gender and disability friendly latrines operational in schools • WASH businesses established. • Partner opened a microfinance organisation. • Schools mobilise contributions monthly, instead of ad hoc when something has broken down, as such 20% of budget is committed to WASH repairs and maintenance. • Service providers form associations, attract credit. **Tanzania** • Treatment plant, utilities fully manage, attract additional investments.	**Indonesia** • Development plans mainstreamed to safely managed sanitation KPIs and commitment to continue replication of ODF strategy, MHM materials. • Government convinced of the usefulness of WASH entrepreneurs. **Nepal** • Drinking water act endorsed in Barahataal community. • 5 municipalities started data collection to develop WASH plans. • Endorsement of city development plans, by-laws approved. • Municipalities more accessible digitally, open to remote collaboration. **Uganda** • Town councils signed by-laws and are increasing WASH budget from locally generated revenues. • Government adopted gender inclusive design of latrines. • Attitude of district changed, from a relief attitude towards self-reliance. Convinced software is important, next to hardware. • Gov put waivers for procurement procedures to allow local contractors to do maintenance of water structures. • Gov gives space for private sector to promote and display products and services. **Tanzania** • City council members changed mindset, convinced FS management is a solution instead of sewer. • Government conducts national sanitation awareness campaigns and improves messages to fit urban setting.

Note: Most country reports also include outcomes that follow from infrastructural investments. However, such investments often related to pilot-plants, sanitary facilities in public schools / health care centres, and occasionally water supply in place with severe shortages in resources or are obliged (Ethiopia).

The three country visits have further added to our findings about progress and challenges towards intermediate outcomes (i.e. effects beyond the control of programme interventions). The most important of these findings are summarized in the table 12 below.

Table 12 selected key intermediate outcome findings from country-visits.

		Bangladesh	Ethiopia	Zambia
SO1	**Signs of progress**			
		• Local partners (NGOs and LGIs) are undertaking demand-creation interventions. • Social mapping demonstrates demand-increase following community-oriented BC interventions. • GESI is visibly integrated in BCC interventions.	• The local government is working in collaboration at creating demand for WASH services both in Bahir Dar Zuria and West Arsi Zone in Oromia. • Multi-stakeholder WASH steering committee led by local government has been mobilizing domestic resources to ensure the functionality and sustainability of water systems. • GESI is demonstrated in local development of water supply systems.	• Influenced communities to demand for water from the local authorities • Identified water needs in communities based on water mapping. • Implementation of town-specific BCC strategy • Affordable and safely managed FSM integration in WASH planning in towns (still small scale) • GESI in all BCC interventions.
	Remaining Challenges			
		• Public partners (CC and LGIs) yet to embrace and independently pursue BC interventions. • Effects of BCC in urban setting to be determined. • Climate resilience remains to be integrated and operationalized widely.	• BCC needs more attention as the system strengthening activities are primarily visible in water supply services. • GESI in BCC requires further research/attention / improvement. • Climate resilient WASH is exemplary at a small scale in Negele Arsi but not adopted in other sub-programme.	• Weak stakeholder coordination by local authorities • Staff attrition • Inadequate use of data for decision making • Climate adaptation and mitigation remains to be integrated in existing frameworks
SO2	**Signs of progress**			
		• Over 300 entrepreneurs capacitated and organised in business associations to boost their WASH services (approx. 1/3rd female). • Significant increase in (revolving) WASH loans between FY 2020 and 202224 with full repayment. • OHS arrangements for toilet emptiers improved (incl. insurance coverage and registration (WAI)).	• About 14 SMEs were organised having 84 members from which 50% are young women and person with disability, who are also shareholders in SMEs that provide WASH products to West Arsi Zone and nearby towns. • The TEVAT Collage in Bahir Dar is training and supporting two SMEs established by Plan. • Siinqe Bank started a small loan provision for Sanitation[25.] New WASH financial services are planned and approval is expected from the higher level management of Siinqe Bank	• Masons trained and emptiers formalised and certified in urban areas. • Establishment of sanitation savings groups. • 20 female community members trained in sanitary pad-making. • Exploration of different financing mechanism of FSM to ensure inclusivity (pro-poor). • 1st pilot of desludging scheduled.

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[24] ASA branch in Barguna municipality reports that the number of WASH loans to households increased from 108 to 288 per year with total loan amount increasing from 1,404,000 to 4,320,000 BDT and number of loans to entrepreneurs increased from 12 to 27 with total loan amount increasing from 790,000 to 2,480,000 BDT.
[25] So far 85 households in Shashemene town access a small WASH loan.

		Bangladesh	Ethiopia	Zambia
		• City government contributions to construct FSTPs. • Masons trained and certified in WASH construction. • Private contracting for faecal sludge management in urban areas in advanced stages.		
	Remaining challenges			
		• Social security emptiers in urban areas. • FSTPs still to become operational, delayed by change in decision makers. • Scale of WASH loans remains small.	• Business Development and marketing services new SMEs require further attention to sustain their businesses. • Significant price increases for construction materials (e.g. cement) require loan amounts to be increased (= more risk and less accessible).	• Tariff-setting / renumeration of emptiers. • Only 4 of 10 emptiers trained are operating. • FSM still to become operational. • Partnership with private sector still to be grown to ensure effective and financially viable engagement. • Sensitization of communities to use savings for household sanitation needs.
SO3	**Signs of progress**			
		• Opening of dedicated WASH desks[26] • Revitalization of coordination mechanisms and WASH standing committees (incl. balanced female representation) • UP and City councils openly pledge support to intensified WASH efforts. Increasing allocation of public funds for WASH. • Increase use of open budgeting and increasing WASH budget allocation	• WASH Master Plan is available for effective governance and future interventions in both districts. • WASHCos are undertaking periodic meetings and monitoring to ensure the functionality of water facilities. • Increased annual budget allocation by local authorities for WASH activities (from 150,000 to 3.5 million Et Birr or app. € 3,000 to € 70,000). • Furthermore, an in-kind contribution of Generators, pipes and pumps and accessories by both district governments shows increased leverage from stakeholders. • Legal bylaws were discussed and approved by key stakeholders, WASHCOs and the steering committee members.	• Dedicated WASH desks at the district level. • Sanitation plans integrated in district development plans. • Establishment of District-WASHE committees, including female participation. • Engagement of civic, religious and traditional leaders to support social inclusion in WASH. • Contribution to national WASH NGO forum and national WASH technical working groups engaged in national policy dialogue.
	Remaining challenges			
		• SEGs considered but not fully on board in WASH related consultative mechanisms.	• System strengthening and sustainability needs to be revisited in Bahir Dar. • Limited database management and information on Sanitation and Hygiene.	• District WASHE members not at necessary decision-making level. • WASH budget 2023 reduced, inadequate

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[26] Referenced as 'best practice' in the operation and maintenance guideline for Water Supply and Sanitation in Rural Areas, Local Government Division, Bangladesh, June 2022

	Bangladesh	Ethiopia	Zambia
	• No separate public budget lines for WASH (complicates tracking of WASH budget allocations). • Sustainable and predictable public budget allocations that also cover 'softer' parts of WASH (e.g. BCC, labour conditions emptiers).	• MHM and institutional WASH needs to be addressed and strengthened. • Bahir Dar Zuria local govt. has not allocated WASH budget yet (like in other programme areas). • Land allocated for wetland construction is not certified and vulnerable to future land claims.	public investment in WASH sector. • Little leadership / ownership at national level, continued heavy reliance on external donors. • Inadequate infrastructure to support quality WASH service delivery. • Poor monitoring of WASH efforts. System has been dysfunctional for several years (from digitalised to manual).

The findings from the desk-study, interviews and country visits illustrate that in all countries (varied) progress towards intermediate outcomes is made. In generalizing these findings per Strategic Objective, the following can be observed:

Under SO 1 (demand-creation) there is significant progress visible in increasing demand-creation efforts by local government and non-government actors, including empowering local communities to communicate their WASH needs to local authorities. In many sub-programmes, evidence was found of increased awareness about the importance of safe water and sanitation facilities and practices, which in some countries is combined with demonstrated evidence of an increased willingness of households to investment in WASH. The integration of GESI in demand-creation work has been relatively successful, in particular in increasing female employment and more involvement of women and girls in WASH-related decision-making (although not yet equal to men). Nevertheless, some issues remain in certain sub-programmes before full progress is achieved and sustained across the board, while climate resilience remains a broader challenge.

Under SO2 (WASH services) progress is visible in the capacity development of local WASH service providers, and a start has been made in WASH loan provision in collaboration with local MFIs. Also signs of increasing public-private cooperation are visible, where local authorities (intend to) engage private sector in the construction, operations and / or maintenance of WASH infrastructure. This is still happening at relatively small scale, and the question remains whether and when this will be sufficient to initiate a broader change process towards the creation of a local sustainable market for WASH services (understanding that there will be a stagnation for latrine construction when coverage rates get high). In addition, private sector engagement is hampered by all kind of practicalities, which are however typical in formalising and organising a newly emerging business sector.

Under SO 3 (WASH governance) a variety of institutional arrangements can be observed that are meant to regulate better performing WASH governance (e.g. WASH desks, establishment or revival of dedicated multi-stakeholder WASH committees). In addition, the majority of sub-programmes demonstrate that WASH is becoming more prominent in local planning processes that are increasingly inclusive and combined with rising public WASH budgets. Challenges appear to be rather context specific, ranging from continuing budget constraints, underperforming institutional structures, to limitations in transparency and difficulties in achieving social inclusion.

These findings confirm that progress towards intermediate outcomes is made under all three SOs, that challenges remain, and it is difficult to determine objectively whether the pace and scale of this progress has been as expected / desired. Nevertheless, local project partners in

general express satisfaction with progress, especially considering the complications caused by the COVID-19 pandemic.

Figure 9 Promotion of plastic latrine slabs. Storage for locally trained masons. Plan, Ethiopia.

Figure 8 Only 1 out of 3 sewing machines is in use for sanitary pad production. Plan, Ethiopia

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Box 1: Validity of Theory of Change from immediate to intermediate and long term outcomes.

In the two effectiveness sub-chapters above, the evaluation presented its findings concerning progress towards Long Term and Intermediate Outcome. Here, we reflect on the extent to which these findings confirm the expected causality as presented in the three pathways of the programme's ToC. In doing so, we distinguish three levels of results as already mentioned in the inception report[27]: 1) increased awareness/capacity (immediate outcomes), 2) initial behaviour change (e.g., increasing investments or demand = intermediate outcomes), and 3) improved access to safe drinking water, sanitation, and hygiene practices (= long term outcomes).

Concerning the validity of pathway 1 (improved behaviour change interventions), we see most programmes showing examples of increased awareness among targeted communities about the importance of safe water, sanitation, and hygiene. In some countries (Bangladesh, Ethiopia, Nepal), programme staff also report increased household investments in WASH, which would illustrate that the causality from immediate to intermediate outcomes gets confirmed, particular in sub-programmes that incorporate a strong and direct community development approach. As observed during country visits and in case studies conducted in two Plan-led sub-programmes[28] (see annex E), it is also in these types of sub-programmes where the causality between intermediate outcomes (increased household investment and/or demand for safe water and sanitation) and long-term outcomes becomes most visible although for Ethiopia there were also still subsidies for household toilets and water facilities.

Concerning the validity of pathway 2 (improved WASH service provision), we see a wide variety of WASH service providers being mobilised, capacitated and organised (e.g. toilet constructors,

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[27] On page 18 of the inception report, we announce the distinction between immediate (= change in awareness / capacity) and intermediate outcomes (= initial behavioural change).

[28] Consortium's comments on the draft evaluation report, Annex 3: Case studies comparing WASH service levels in intervention and non-intervention areas, December 2022.

public toilet operators, water purifiers, sanitary pad producers, emptiers, collectors, masons, treatment plant constructors and operators, etc.). This has resulted in a significant increase in the number of enterprises in programme areas offering a variety of WASH services. In Bangladesh, Ethiopia, Uganda and Zambia, we see similar results concerning financial service providers, be it at a smaller scale. This illustrates, that the assumed causality from capacity building (immediate outcome) to actual provision of WASH services (intermediate outcomes) holds in the sub-programmes, where this is a deliberate part of the interventions. The contribution of this pathway to the long-term outcomes is less obvious, as the scale of these results remains modest in light of the population to be served (and not always monitors), while this contribution is also less direct than in pathway 1. The two comparative case studies by Plan mention improved WASH service provision as part of the programmatic interventions, but do not include an analysis that demonstrates the significance of the contribution of these interventions to the long-term outcomes.

Concerning pathway 3 (strengthened WASH governance/institutions), we see wide-spread examples of increased awareness at local council / government level about their role in securing access to (hardware) and facilitate the use of (software) safe water, sanitation and hygiene. This increased awareness influences behaviour in many different ways (increased prominence in local planning, budget allocations and investments, active involvement in awareness campaigns) illustrating that also here the expected causality between immediate and intermediate outcomes gets manifested. The extent to which these intermediate outcomes contribute to the long-term outcomes seems to differ, depending on the nature of the sub-programme. Especially in sub-programmes, where local policy influencing is undertaken in tandem with and support of a substantial community development effort, we observed clear signs of progress at long term outcome level, even though the relative contribution of the community development component versus the institutional development aspects of the sub-programme could not be established[29].

Sub-programmes that rely primarily on institutional development at local government level, without a heavy and direct community development effort, are less convincing in demonstrating progress towards long term outcomes. This may be explained by the fact that these sub-programmes pursue a longer and more complex change process before having impact at community level, which is where the long term outcomes become visible. This concerns for instance urban sanitation programmes, where impact on the population through increased access to safe Water and Sanitation only becomes possible when the infrastructure (e.g. treatment plant, septic tanks that are not connected to open sewer) has been put in place and all related processes (awareness campaign, emptying, collection, transportation, billing and payments) are operational and complied with.

Even though the more direct community development oriented sub-programmes may lead to quicker results at long term outcome level, that does not necessarily make them better. These interventions rely more strongly on the efforts of the consortium member and/or their local implementing partners, which may affect the sustainability of their results. In contrast, the more institutional development oriented sub-programmes rely more strongly on their local government counterparts along with their implementing (private) partners. This may make that progress towards long term outcomes is more complicated and takes more time, but also more sustainable once the journey towards these long term outcomes has been completed.

4.3.4 What are explanatory factors for (lack of) progress?

Following the inventory of progress towards intermediate outcomes, through desk-study and interviews the evaluation identified a range of factors that reportedly helped or hindered this progress. This resulted in the following:

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[29] Such a contribution analysis has also not been part of the two Plan case studies.

Helping factors:

- Good reputation and network with local government, private sector, and targeted communities => holistic approach addressing government, private sector and community needs.
- Working with networks of various complementary NGOs that slowly but increasingly work together.
- Trust in own approach.
- Demonstration effect of improved WASH facilities, particular in community development interventions.
- Established links to Micro Finance Mechanisms and Institutions,
- Sustainability compacts, forces more long-term thinking about expected results and commitments.
- Delegated authority for planning and implementation to coordinators of sub-programmes = planning and management decision making close to implementation level.

Hindering factors:

- Limited programmatic oversight and strategic steering of implementing partners based on reported quality and pace of progress towards outcomes. Annual reports present accomplishments per sub-programme containing a mix of activities, outputs, and signs of progress towards outcomes, as well as an update of global achievements against the three strategic objectives. However, systematic reporting and analysis of progress towards intermediate outcomes that are meant to bridge programmatic interventions with their ultimate goals according to the 8 agreed indicators is limited to the MTR.
- Relatively loose guidance and requirements for planning and budgeting, including cost control.
- Limited links to MFIs.
- Staff changes in own organisation as well as in counterpart LGIs,
- Larger contextual complications (climate change, COVID, political interference)
- Limited public funds, social stigma (gender roles)
- Limited use of state-of-the-art knowledge on WASH methodologies and approaches, especially for rural implementation.
- No assessment/research component attached to implementation methodologies both at urban and rural level.
- Business model / financial viability of WASH service provision not systematically and consistently assessed and supported across programme countries.

These helping and hindering factors reflect a typical dilemma in programme management. I.e., the delegated authority and reliance on in-country programme management certainly facilitates the quality of operational decision making at sub-programme level. However, at the same time, this goes at the expense of having central oversight (not necessarily NL-based), which complicates strategic steering at the overall programme level and (partly) explains the relatively hands-off approach in budget and cost management.

4.3.5   How are cross-cutting issues addressed and what effect did this have?

Gender Equality is specifically integrated in the programme proposal document and approach. Ample examples can be found of GE being a core element / consideration in the planning and management of sub-programme activities under each of the three strategic objectives. This includes, among others:

- WASH BCC plans in urban and rural settings specifically target women and girls.
- Increased application of the participation ladder for monitoring of progress of gender equality in WASH governance.
- The deliberate stimulation of female entrepreneurship to support the status of women and increasing accessibility of WASH hygiene products for women.
- The consistent insistence of ensuring adequate women representation in WASH governance committees.
- Deliberate attention for MHM needs, in particular when working to improve WASH facilities in schools.

Despite these positive signs, also some cases were mentioned where GESI was not adequately or consistently integrated. This concerned some behavioural change interventions related to MHM, the limited role women play when they are part of governance committees, or efforts towards private sector engagement with or without specific attention for female entrepreneurship development.

In addition, the exchange of experience on GESI is the most frequently mentioned example of cross-learning among consortium partners, for which a deliberate learning process has been designed and implemented with the help of an external facilitator / expert. The results of this process were reportedly well-received and appreciated by programme staff interviewed.

As this learning process covers both Gender Equality and Social Inclusion, it is remarkable that the progress and successes in social inclusion (i.e. reaching SEGs) is less widely and convincingly reported upon. Certainly, examples of efforts / best practices towards social inclusion could be found, including dedicated efforts to reach people with disabilities in Zambia and Ethiopia. Despite these examples, the MTR flagged the extent to which the poorest / most marginalised segments of society were being reached as a concern. Since then, this concern has been addressed in the management response to the MTR and in subsequent planning processes. However, many sub-programmes confirm that putting this in practice remains a challenge, as identifying and reaching SEGs, who by definition are less visible and outspoken, is difficult for any external support programme. Teaming up with other programmes, that may work more locally or have longer standing relations, like the UNDP project to improve livelihoods for the urban poor in Bangladesh, is seen as a positive example to face this challenge.

Finally, climate resilience and environmental sustainability are mentioned as key points of attention in the original programme document, but the signs of this being successfully translated in operational action are limited, which was also flagged during the MTR. Again, some examples of efforts in this direction can be found, for instance in the choice of project locations in Bangladesh, Indonesia, Tanzania, Uganda and Nepal that are prone to floods/ cyclones, earthquakes or draught. Nevertheless, project staff express that more knowledge, tools and research on this is needed (e.g. on integrated water management and ground-water pollution of sanitation facilities), while more can and should be done towards climate resilient, environmental conscious WASH facilities. Overall, this is one of the key focus areas for the year(s) to come.

4.4 Programme efficiency

Evaluation questions being addressed:

- Have the right inputs been deployed at the lowest possible cost?
- Have outputs/outcomes been achieved within the planned period and budget?
- Have overhead costs been kept at a minimum?
- Have outcomes been achieved economically?

4.4.1 Have the right inputs been deployed at the lowest possible cost?

It is not easy to determine whether the inputs have been deployed at the lowest possible costs. The Annual Plans do not provide data at the activity and output level in sufficient details, which makes it difficult to get insight in costs. The Programme serves a large set of countries and types of sub-programmes where costs may vary significantly. Hence, it is not always possible to determine whether the inputs have been deployed at the lowest possible costs. Because of the character of the Program that is mostly focused on creating an enabling environment – and as most sub-programmes do not fund infrastructure works, most of the expenditure is therefore essentially staff or staff-related expenditures.

As most of the costs of the Programme, are staff or staff-related costs, non-staff expenditures are relatively small. As most non-staff related expenditures were small, it is likely that most of the procurement processes would be shopping procedures[30]. As the partners have established and approved procurement procedures, it may be assumed that the inputs were procured at the least costs.

4.4.2 Have outputs/outcomes been achieved within the planned period and budget?

The programme has underspent since implementation started in July 2018. The tables in the Annual Reports of the consortium show that the program spent Euro 38.4 million between 2018 and 2021, against an implementation budget of Euro 53.6 million. Hence, the budget efficiency (defined as actual spending as share of (adjusted) budget) was 72 percent, while 78 percent of implementation time had passed by that time. These overall figures, however, do not show the variation between subprograms and sub-programme components.

The underspending is mostly the result of underspending in the global costs, especially global learning, and innovation. Only 51 percent of the global costs were spent by the end of 2021 when one year of implementation was left. The three components making up the global costs showed some overspending of global consortium coordination (85 percent), but significant underspending for global learning (29 percent) and the innovation fund. The spending in the global learning component may have been adversely affected by the COVID-19 pandemic and the subsequent shift to online learning instead of conducting learning events on location. Hence, the underspending in the learning component is likely a combination of cost savings and delays and/or postponements in learning activities.

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[30] In those sub-programmes where infrastructure was constructed, the size of the contracts may have included other procurement processes. Yet, even when infrastructure was implemented, the contracts were likely to be of limited sizes (due to the fragmentation of countries and sub-programmes), each sub-programme was relatively small in size.

Table 13 Programme Budget and Spending Compared

Programme Budget	Programme Budget Proposal	Programme Budget Inception Report	Programme Budget Inception Report with reallocations	Actual Programme Expenditures 2018-2021	Budget efficiency as per Inception Report incl. reallocations
DIRECT COSTS					
Strategic objective behavioural change	15,254,609	13,691,443	13,931,624	10,277,405	74%
Strategic objective WASH service provision	12,726,531	13,091,603	13,321,256	10,918,896	82%
Strategic objective governance	9,037,722	9,088,978	9,150,156	6,653,998	73%
PME&L	8,381,882	7,231,816	7,624,363	4,721,704	62%
Country Program Management and Coordination	3,662,931	4,501,431	4,526,579	3,467,360	77%
Innovation Funds to Country Budgets	-	-	635,026	392,645	62%
Total direct costs	*49,063,675*	*47,605,271*	*49,189,004*	*36,432,008*	*74%*
GLOBAL COSTS					
Global Consortium Coordination	650,000	650,000	507,927	432,224	85%
Global Learning and Knowledge Management	1,770,000	1,770,000	1,729,606	502,221	29%
Innovation Fund (excluding country budgets)*	1,410,000	1,410,000	157,957	46,831	30%
Indirect Costs		1,697,895	1,522,270	1,026,257	
Total Global Costs	*3,830,000*	*5,527,895*	*3,917,760*	*2,007,533*	*51%*
TOTAL EXPENDITURE	52,893,675	53,133,166	53,106,764	38,439,541	72%
Other Costs		-			
Sustainability checks **	840,000	840,000	465,000		
TOTAL EXPENDITURE FOR IMPLEMENTATION	53,733,675	53,973,166	53,571,764	38,439,541	72%
Inception Report ***	4,566,325	4,560,695	4,560,695	4,560,695	100%
Sustainability checks afer programme closing ****	700,000	466,139	867,541		
TOTAL PROGRAMME COSTS	59,000,000	59,000,000	59,000,000	43,000,236	73%

Source: Data provided by consortium in January 2023 based on audited reports.
Notes:
* The innovation budget is split across global costs and direct program costs after the reallocation of 2020.
** Sustainability checks are split between those undertaken during programme implementation and those that are conducted after the closing of the programme
*** Inception Report Costs were provided by the consortium in January 2023 and are audited costs.
**** These costs are the difference between the other costs and total Programme cost of Euro 59 million. As such they are induced from the table.

Part of the innovation funds were reallocated to country budgets (Indonesia, Nepal, and Uganda). This was following a reduction of the original budget by Euro 600,000 (the original programme budget was Euro 1.4 million). The reallocation of Euro 600,000 was used - with IGG's approval for a COVID response. As a result, only one round of innovation proposals was agreed upon. Despite all these reallocations the slimmed-down innovation budget is still underspending. When including the reallocations in the total innovation budget, the total spending for innovation (whether allocated globally or nationally) added up to 55 percent of the reallocated total innovation budget by the end of 2021.

The direct program spending between 2018 and 2021 was Euro 36.4 million which was equivalent to 74 percent of the total available direct programme budget. The direct programme costs are made up of costs directly linked to the strategic objectives, but also includes PM&EL, country program coordination and national innovation budgets. The budget efficiency varies significantly between partners, countries and sub-programmes, and by year.

Table 14 Budget Efficiency

Subprogramme	Country	2018	2019	2020	2021	Total 2018-2021
Ethiopia Bahir Dar Zuria and Lasta SP	Ethiopia	142%	88%	60%	77%	90%
Sindhuli Sunsari SP	Nepal	150%	135%	46%	75%	86%
Nusa Tenggara (WINNER) SP	Indonesia	84%	118%	88%	72%	89%
Kamuli Buyende Nebbi SP	Uganda	106%	65%	57%	76%	69%
Chongwe Kafue SP	Zambia	112%	171%	20%	74%	100%
All Plan Sub-programmes		*114%*	*107%*	*85%*	*77%*	*85%*
Bangladesh Urban sanitation SP	Bangladesh	90%	82%	68%	84%	78%
Sustainable and inclusive cities SP	Indonesia	120%	107%	87%	76%	86%
Nepal 4 city sanitation SP	Nepal	110%	76%	67%	81%	79%
Arusha Shinyanga urban sanitation SP	Tanzania	96%	98%	70%	80%	81%
Chambeshi Lukanga sanitation SP	Zambia	78%	92%	97%	77%	83%
All SNV Sub-programmes (including indirect costs)		*98%*	*90%*	*70%*	*82%*	*81%*
Bangladesh WASH Alliance SP	Bangladesh	106%	92%	85%	76%	86%
Ethiopia WASH Alliance SP	Ethiopia	82%	91%	84%	88%	87%
Nepal WASH Alliance SP	Nepal	88%	51%	78%	92%	76%
Tanzania FINISH SP	Tanzania	92%	101%	133%	0%	108%
Uganda WASH Alliance SP	Uganda	118%	84%	103%	80%	93%
All WAI Sub-programmes		*99%*	*82%*	*90%*	*82%*	*87%*

Source: Data provided by WASH-SDG Consortium in January 2023.
Note: the total average has been recalculated as the column for SNV was the same as the 2021 data.
For this recalculation the evaluation team used the Table 10 data.

The COVID-19 pandemic impacted programme implementation, and hence spending, as in many sub-programmes budget efficiency declined in 2020, but it did so very unevenly. In some sub-programmes, the budget efficiency improved in the year of the pandemic. Equally, in the same country, the impact of the pandemic could be rather different in terms of budget spending even though the country environment regarding COVID-19 protocols were likely to be similar. Hence, the variation is not only due to the pandemic, but has been a more systematic feature of project implementation.

Table 14 shows the variation in budget efficiency over the years. Some variation is normal, as situations can change, and some activities need to be reprogrammed. Zambia went through a financial crisis, whereas some woredas were affected by Ethiopia's civil war. But the variation in this programme is very high and it occurs everywhere – not only in Ethiopia and Zambia. The large variations in budget efficiency can therefore not only be explained by the pandemic that mostly occurred in 2020 and 2021. Before the pandemic, the variation in budget efficiency was also very high among different sub-programmes and by year of implementation. In 2018, the budget efficiency ranged from a low 78 percent to a high 150 percent. In 2021, the differences were declining with a gap of 20 percent points from a low72 percent in Indonesia (the FINISH project in Tanzania was phased out and hence ended up with a zero percent which we have therefore excluded) and a high 92 percent in Nepal.

The programme has had difficulties to work on budget and time. The variation in budget efficiency shows overall a slow and rather long start, the impact of the COVID pandemic and in 2021 finally some improvement. It should be noted that the data at the sub-programme level are highly aggregated, showing a large variation. The variation at component level is even higher, which suggests that the consortium's ability to plan its activities, even though it is finally improving in 2021, has been less effective in the earlier years of the programme implementation.

The annual plans are not necessarily used as a tool to manage the sub-programmes. As the issue of a large variation between what is planned and what is spent is still prevalent in the fourth year of programme implementation, planning can still improve, suggesting supervision in programme management can be improved. The quality of planning is amongst others reflected in the Annual Plan where details are often lacking. The Annual Plan consists of the definition of activities that are vaguely worded. The Annual Plans contain activities, such as "Construction and rehabilitation of water points", "BCC implementation" and "Engagement with vulnerable areas".

At the time an annual plan is defined, one should have a good idea of the 'what, where, when, and how' of the activity planned. For instance, what type of water points will be constructed, where they will be constructed, how many water points will be constructed, the estimated costs and the number of people for which the water point is built. Or alternatively, when the plan is to engage with vulnerable areas, it should be clear months before the budget year starts, what type of activities precisely will be undertaken over the year to engage these vulnerable areas, where these areas are located, the number of people that you expect to reach, etc. as many of these activities are coordinated with government partners and community stakeholders. The consortium provided the evaluation team with more monitoring data in January 2023, especially Plan whose approach looks more systematic. It might be helpful in future projects to provide clients with these more detailed annual plans including monitoring information to give them more insight in the program.

The impact of the lack of detailed planning can contribute to delays, and hence higher programme costs. These higher costs can be the result of a change in prices and labour costs over time. During the field visits, the evaluation team was told several times that the input costs were much higher (as global inflation is much higher since the COVID 19-pandemic). Examples were provided such as the increase in the cost of cement and its impact on building latrines, and the challenges to buy soap in Ethiopia. The implementation delays can result in higher implementation costs (and hence also in higher overhead costs).

4.4.3   Have overhead costs been kept at a minimum?

The overhead costs vary significantly between partners. The different partners use different methods to determine their overhead costs. In the case of SNV, there is a standard percentage added to both the direct costs (6.5 percent) and indirect costs (8.5 percent of total costs)[31]. The other partner organizations do not use standard percentages. SNV's overhead is significantly higher than that of the other two organizations. We find that SNV charged 13.6 percent of the actual spending of its sub-programmes to overhead (defined here as country programme management and coordination plus global consortium coordination which added up to Euro 4.9 million over the years 2081- 2021). WAI uses the lowest overhead margin of 10.1 percent of actual expenditure. The overhead cost of Plan are 10.9 percent – slightly higher than that of WAI – which is to be expected as the sub-programmes of Plan are substantially smaller in size than that of the two other partners. As Plan and WAI calculate the actual overhead costs, the share of their overhead costs varies compared to that of SNV which uses a standard percentage. Smaller programmes have higher overhead costs as can be expected.

Overhead costs have not necessarily been kept to a minimum. There are three main reasons for higher overhead costs; (i) programme design; (ii) sub-programme delays; and (iii) different overhead arrangements for different partners.

Programme design is not optimal to achieve maximum efficiency. Smaller sub-programmes are relatively more costly to manage. Separating a programme in too many sub-programmes is not a strategy to use if you are looking for efficiencies in programme implementation. It can increase overhead costs.

A second factor that plays a role is implementation delays. These have a price tag, as overhead expenditures tend to decline much less rapidly than overall sub-programme expenditure. A significant part of overhead costs is staff expenditures and hence mostly of a fixed nature, whereas programmes must be managed independent of their progress. Because of the implementation delays, overhead (country program management and coordination and global

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[31] In the calculation of the overhead costs, we have included the indirect costs in the SNV overall overhead costs.

consortium coordination plus the indirect costs of SNV) increased from 11.5 percent according to the budget to 12.8 percent of actual expenditures between 2018 and 2021. According to the information from the consortium, the budget-neutral extension will increase the overhead costs by Euro 328,000[32].

A third factor is the different overhead arrangements between partners. Similar-sized partners in the programme have different overhead arrangements. In the case of WAI, country programme overhead made-up 10.6 percent of actual expenditures for WAI compared to 13.6 percent for SNV. If both partners would have had similar arrangements, the overhead costs could have been lower than what was actually paid (this is without taking the implementation delays into consideration).

Table 15 Share of Overhead Cost in Total Budget and Actual Expenditures

Subprogramme	Country	Overhead Costs		Spending		Share of Overhead	
		Adjusted Budget	Actual Expenditure	Adjusted Budget	Actual Expenditure	Adjusted Budget	Actual Expenditure
Ethiopia Bahir Dar Zuria and Lasta SP	Ethiopia	190,352	210,135	2,073,862	1,865,378	9.2%	11.3%
Sindhuli Sunsari SP	Nepal	178,513	188,987	1,475,118	1,270,923	12.1%	14.9%
Nusa Tenggara (WINNER) SP	Indonesia	180,478	195,394	2,407,609	2,152,452	7.5%	9.1%
Kamuli Buyende Nebbi SP	Uganda	187,969	162,792	2,481,150	1,705,116	7.6%	9.5%
Chongwe Kafue SP	Zambia	144,620	167,327	981,895	981,343	14.7%	17.1%
All Plan Sub-programmes		*881,932*	*924,635*	*9,419,634*	*7,975,212*	*9.4%*	*11.6%*
Bangladesh Urban sanitation SP	Bangladesh	440,929	334,839	3,277,628	2,556,803	13.5%	13.1%
Sustainable and inclusive cities SP	Indonesia	421,628	394,330	3,317,572	2,844,676	12.7%	13.9%
Nepal 4 city sanitation SP	Nepal	484,347	388,229	3,595,782	2,850,720	13.5%	13.6%
Arusha Shinyanga urban sanitation SP	Tanzania	495,722	398,139	3,679,696	2,989,069	13.5%	13.3%
Chambeshi Lukanga sanitation SP	Zambia	471,982	404,522	3,504,547	2,912,239	13.5%	13.9%
All SNV Sub-programmes (including indirect costs)		*2,314,608*	*1,920,059*	*17,375,225*	*14,153,507*	*13.3%*	*13.6%*
Bangladesh WASH Alliance SP	Bangladesh	329,466	292,157	4,565,529	3,908,764	7.2%	7.5%
Ethiopia WASH Alliance SP	Ethiopia	555,178	599,508	4,505,703	3,921,731	12.3%	15.3%
Nepal WASH Alliance SP	Nepal	274,324	316,627	3,143,473	2,397,575	8.7%	13.2%
Tanzania FINISH SP	Tanzania	23,397	22,882	306,319	330,375	7.6%	6.9%
Uganda WASH Alliance SP*	Uganda	536,711	397,815	4,957,273	4,751,168	10.8%	8.4%
All WAI Sub-programmes **		**1,719,076**	**1,628,989**	**17,478,297**	**15,309,613**	**9.8%**	**10.6%**
TOTAL SUB-PROGRAMMES		*4,915,616*	*4,473,683*	*44,273,156*	*37,438,332*	*11.1%*	*11.9%*
Global Programme coordination ***		507,927	432,224	507,927	432,224		
Other Global Spending ****				2,352,563	549,051		
Total Programme under Implementation*		**5,423,543**	**4,905,907**	**47,133,646**	**38,419,607**	**11.5%**	**12.8%**

Source: Data provided by the consortium in January 2023
Notes:
* The Uganda programme costs between different sources provided did not match, and neither did the total cost of WAI, which the evaluation team corrected for;
**The WAI total programme costs do not total the total of its five sub-programmes for which the evaluation team has corrected (see note*)
***Global Programme Coordination budget did not coincide with data provided in other Tables provided by consortium
****Other Global Spending budget did not coincide with data provided in other Tables provided by consortium

4.4.4 Have outcomes been achieved economically?

It is not possible to determine what are the costs of the outcomes achieved, and hence whether these outcomes were achieved economically. In Section 4.3.1, it was shown that progress towards long-term outcomes have been achieved since the mid-term review – albeit very uneven across countries and sub-programmes. At the same time, the programme is still on-going. Moreover, the financial and monitoring information provided is often lacking the level of disaggregation needed to determine what the costs of the outcomes are. Finally, the impact of the pandemic, supply problems and high inflation makes this even more of a fraught exercise. Yet, this does not mean that nothing can be said about how (financially) efficient the way the consortium was operating.

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[32] The WASH_SDG consortium noted in its comments to the evaluation report that the overhead costs will increase with Euro 328,000 -mostly for country coordination (Euro 171,000) and global coordination (Euro 122,000) and some Euro 34,000 in indirect costs.

The evaluation team found several factors that have affected the efficiency in which the programme has been delivered, related to project design and project implementation.

Project Design

Project design is critical for a successful program. The current design has challenges that makes implementation more complex.

- *The number and size of sub-programmes*

The programme of Euro 59 million is spread over 7 countries and 15 sub-programmes (by 2021, 14 sub-programmes). Sub-programme spending by 2021 varies from Euro 0.9 million in Zambia (Plan[33]) to Euro 3.9 million in Bangladesh (WAI). Smaller projects are more costly to manage. As the various sub-programmes are (mostly) very different in nature, cooperation is not reducing these costs significantly. If one of the targets of the programme is to reduce cost inefficiencies, reducing the number of small projects is a first step. The types of sub-programmes implemented are also highly varied. The question is how coherent such a programme is – with so much different types of sub-programmes, and in how this variety in sub-programmes affect the ease with which to collaborate.

- *The role of small consortium partners*

The WASH Alliance was the only one which worked with smaller Dutch partners. The other two partners did not provide the evaluation team with evidence they worked with smaller Dutch-based partners. AMREF received the most funds through WAI which it spent in Ethiopia, Tanzania (the program was completed in 2021) and Uganda. The remaining smaller Dutch partners had spent Euro 4.17 million by December 2021. Most of the spending of these smaller partners was concentrated in Ethiopia and Uganda.

The budget agreements signed between WAI and the smaller partners in Ethiopia which were shared with the evaluation team are not very detailed as to what precisely the smaller partners were going to implement. When triangulating data from Table 16 with data received from WAI regarding the deliverables and budgets of the different partners in Ethiopia, we find that by December 2021, 87 percent of budgets assigned to the seven smaller partners had been used. We found that three partners that spent funds during the Inception Phase did not provide a follow-up in the Implementation Phase.

The costs of the smaller partners seem to be rather high. Overhead costs are differently accounted for between the different partners. Using specific expertise may require input from Dutch staff, but in the Ethiopia budget and deliverables agreements suggest significant variation in costing practices between partners. Costing of different items might require more details. For instance, IRC budgeted subsequent sustainability checks in Ethiopia at a significantly higher cost than the first sustainability check.[34]

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[33] One of the sub-programmes in Tanzania funded under the WASH Alliance has not been reported on since 2021. By 2020, it had spent Euro 0.33 million. During the interviews, it was mentioned that only a very small budget was assigned to Tanzania, and that by the end of 2020 the project was finalized.

[34] This is usually contrary to using new tools that tend to make the first one more expensive than the subsequent use of the tools. In the Ethiopia agreements with WAI, the baseline sustainability check was put into the budget at Euro 13,250; the midline sustainability check at Euro 20,468 and the endline sustainability check at Euro 31,384.

Table 16 Spending by Smaller Partners under WAI

TOTAL PERIOD						
WAI Partners	Bangladesh	Ethiopia	Nepal	Tanzania	Uganda	Total
Aidenvironment/RAIN	106,230	43,075	138,331	-	557,672	845,308
Akvo	173,272	132,373	285,322	-	224,228	815,195
IRC	28,043	351,884	-	-	107,949	487,876
Practica	72,830	14,075	141,244	-	217,742	445,891
RUAF/Hivos	143,345	13,000	84,137	-	99,277	339,759
WASTE	86,607	560,343	32,411	100,000	28,707	808,068
Wetlands	-	404,638	-	-	30,807	435,445
Total Smaller Dutch Partners	610,327	1,519,388	681,445	100,000	1,266,382	4,177,542
Amref		2,870,603		249,528	917,251	4,037,382
Total partners	610,327	4,389,991	681,445	349,528	2,183,633	8,214,924

PERIOD JUN 2017 - JUN 2018						
WAI Partners	Bangladesh	Ethiopia	Nepal	Tanzania	Uganda	Total
Aidenvironment/RAIN	23,744	43,075	68,247	-	65,803	200,869
Akvo	34,742	39,746	46,128	-	38,093	158,709
IRC	602	9,880	-	-	16,850	27,332
Practica	31,638	14,075	11,904	-	13,632	71,249
RUAF/Hivos	33,996	13,000	23,600	-	31,269	101,865
WASTE	-	70,430	2,250	-	-	72,680
Wetlands	-	33,443	-	-	30,807	64,250
Total Smaller Dutch Partners	124,722	223,649	152,129	-	196,454	696,954
Amref *		1,002,193		79,620	195,236	1,277,049
Total partners	124,722	1,225,842	152,129	79,620	391,690	1,974,003

PERIOD JUL2018 - DEC 2021						
WAI Partners	Bangladesh	Ethiopia	Nepal	Tanzania	Uganda	Total
Aidenvironment/RAIN	82,486	-	70,084	-	491,869	644,439
Akvo	138,530	92,627	239,194	-	186,135	656,486
IRC	27,441	342,004	-	-	91,099	460,544
Practica	41,192	-	129,340	-	204,110	374,642
RUAF/Hivos	109,349	-	60,537	-	68,008	237,894
WASTE	86,607	489,913	30,161	100,000	28,707	735,388
Wetlands	-	371,195	-	-	-	371,195
Total Smaller Dutch Partners	485,605	1,295,739	529,316	100,000	1,069,928	3,480,588
Amref	-	1,868,410	-	169,908	722,015	2,760,333
Total partners	485,605	3,164,149	529,316	269,908	1,791,943	6,240,921

Source: WAI
Note:
*AMREF inception report data are from June 2017 – December 2018 and hence include some of the implementation period. Hence, there is by assigning them fully to the inception report an overestimation of the AMREF inception phase costs and an underestimation of AMREF's costs in the implementation phase.

The coordination between partners is not optimal. In the case of Ethiopia, there are three smaller partners which all spent a large part of their spending on strengthening water governance. It is not clear to the evaluation team how all these activities fit together and how the partners are coordinating all this at the woreda and regional level. During the field visits, the evaluation team learned that AKVO, the expert on data management, was working with IRC on local information systems. Yet, the MIS platforms are not operational. As the Government in Ethiopia has general issues with the setup of information/monitoring systems, and many donors have been not successful in this area, the question arises how well the collaboration between the partners has been and how much of the assessments undertaken at consortium level were discussed between the various partners.

Dutch expertise may be useful, but the way it is organized in this Programme suggests inefficiencies. These inefficiencies are mostly related to lack of comparability in planning and budgeting, insufficient coordination between the various activities in the same sub-programmes, and variation in overhead cost calculations.

- *M&E Costs*

M&E costs in this programme are very high. On average, the programme spent about 12.5 percent om PMEL. This is probably an underestimation, because looking into the details of the annual plans, the evaluation came across activities that may also contain M&E or learning elements. It is especially high as the programme is hard pressed to provide easy insight in how the programme is progressing at any given time as all the long-term and intermediate outcome indicators are collected at too few intervals. Because the programme lacks a M&E framework that reports on a more regular basis, it essentially lacks sufficient tools to determine whether the programme is on track. Moreover, the dependence on (household) surveys for all 11 (outcome and intermediate) indicators means that the costs of monitoring the programme's progress are high. Surveying is a relatively expensive monitoring method, and one that requires highly skilled expertise.

The variation in M&E costs between sub-programmes is very stark. It ranges from about 7 percent to almost 20 percent per sub-programme. Plan, who runs much smaller sub-programmes and has a total spending about half of that of the other two partners by 2021, spends 16 percent of its budget on PMEL; WAI only 10.5 percent. SNV spent 13 percent of its budget on PMEL over that same period.

Smaller projects are more expensive to monitor. M&E costs are very high in this program, and they weigh more heavily on smaller sub-programmes than larger sub-programmes. Most of the M&E in this programme is linked to large-scale surveys.

Project Implementation

Project implementation is a challenge in this programme. Budget efficiency rates show substantial variation across sub-programmes. While within sub-programmes, the different sub-programme components show even more variation.

Programme and sub-programme preparation of activities requires more upfront planning and monitoring. It is not that the programme does not have Annual Plans, it does. The current planning tool (as laid out in the Annual Plans) is not very tightly defined, which results in major flexibility in implementation. Yet, too much flexibility is working against the programme as it results in project delays and cost overruns. Hence, planning needs to be improved upon, whereas programme management needs to also monitor in how far plans are implemented and take action when delays occur. More details of the challenges on annual planning are discussed in Section 4.4.1. The planning process should also have procedures in place when there are significant changes to the sub-programmes. For instance, the Chongwe – Kafue sub-programme (Zambia) experienced a change of the service area (with Chongwe town excluded). This is likely to impact results. In several sub-programmes, infrastructure activities take place, while these changes are visible in the annual plan but are barely discussed in the Annual Report. This may be also explaining the relative frequent adjustments of targets, which lose their significance when they are being changed too frequently.

Data on the impact of the programme's leverage are still very limited. In the original proposal, the consortium estimated a leverage of Euro 59 million. Most of these funds would be originating from households through investments in WASH and the payment of tariffs (estimated at Euro 41 million), while private sector investment in WASH would generate Euro 13 million. National and local governments would add another Euro 4 million, and the consortium partners another Euro 3 million. The data that the consortium presented to the evaluation team is still a work in progress. Household and private sector data must come from the surveys that are conducted in 2020 and the endline survey planned for early 2023. Data that are now included mostly refer to

the provision of land for the construction of faecal sludge facilities and public WASH facilities. As for government funding, the current methodology measures in an Annex provided at least the before and after situation, which suggests that the government budgets for WASH have increased in localities where the consortium is operating. .[35] SNV also mentioned donor funding from the AfDB in Zambia. The sanitation investments were originally for sewage systems, this has been partly replanned for FSTPs due to the example shown by SNV.
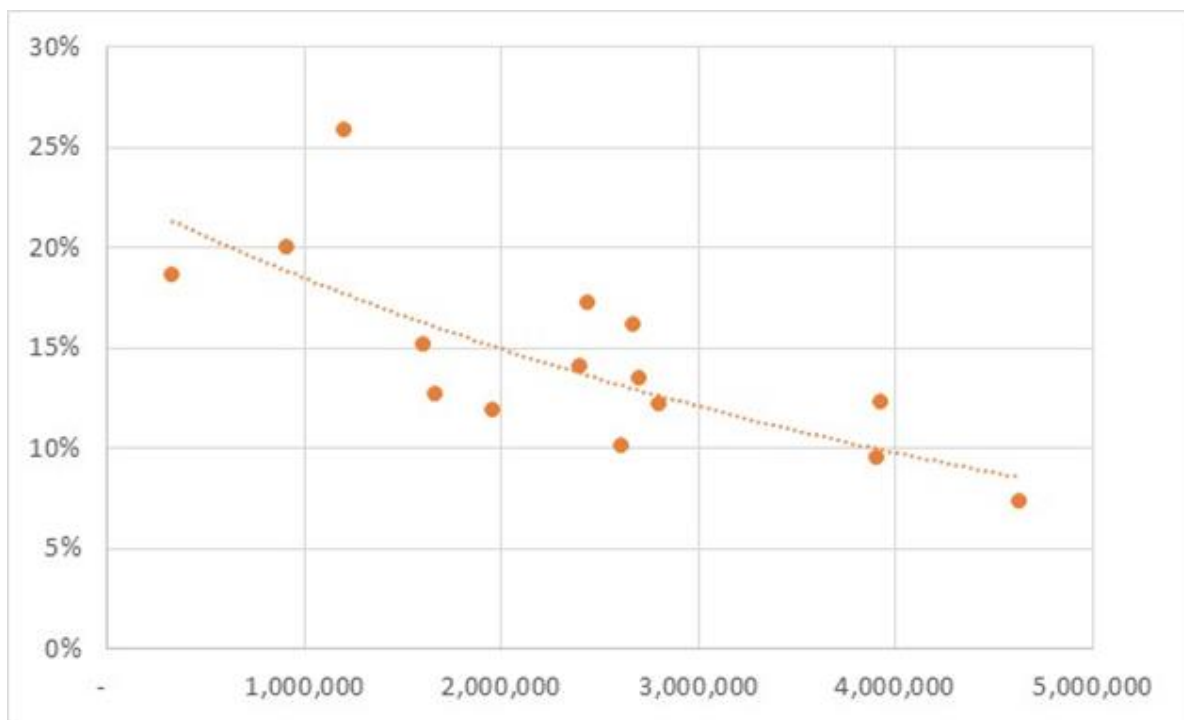
Figure 10 Project Size and M&E spending (as share of total spending)

Conclusions

Efficiency has not been a major consideration in the design and implementation of this project. The project has not found it easy to deliver on time and on budget. The COVID-19 pandemic has played a role but is not the only reason for this result. Basic project management processes need to be significantly strengthened, especially regarding planning and monitoring.

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[35] With and without situation is better as the economic and political country context may give rise to a change in government spending independent of the impact of the Consortium's programme.

4.5   Functioning and added value of consortium

Evaluation questions being addressed:

- Has the consortium functioned effectively (i.e. making use of complementary qualities, decisions at right level, avoiding bureaucracy and duplication, conflict resolution) => Capacity works model success factors.
- What has been the added value of working through a consortium (as opposed to working through three or more separate programmes).

As agreed during inception, the evaluation has combined questions related to the efficient functioning and the added value of the consortium and used the Capacity Works model the structure its findings and analysis. This means that the consortium is seen as cooperation system, in which multiple partners work together towards a common goal (i.e. the programme objectives), whereby its performance is determined by five success factors: strategy, cooperation, steering structure, processes and learning & innovation. Below we describe how the consortium as a whole is organised and (co-)operates according to these five factors.

Strategy (is there a clear and plausible orientation towards positive results?)

The full proposal of the Netherlands WASH SDG programme (March 2017) serves as the consortium's strategic framework. This programme framework presents an overall vision, the expected reach of people through a theory of change with three strategic objectives / pathways based on 10 shared principles. Progress towards these strategic objectives was to be monitored by an agreed set of 11 long term and intermediate outcome indicators at baseline, mid-term and at the end of the programme. In this document the FIETS model, originating from WAI, was introduced as joint framework for managing progress towards sustainable results. This joint strategy is subsequently broken down into seven country programmes, based on a centrally agreed distribution of the overall programme budget among the lead partners.

During inception, the lead partners identified 15 sub-programmes that were worked out based on country specific context analysis and adapted ToCs. The 15 sub-programmes that evolved from this are quite different in nature, reflecting a response to identified needs fitting the interest, track record and/or comparative strengths of the respective lead partners and locations. From here onwards, the sub-programmes have proceeded with implementation relative independently as the quite stark differences in approach. The MTR was the first formal moment of reflection at the overall programme level, illustrating that regular strategic steering primarily takes place at sub-programme level and independently for each consortium member.

Cooperation (who are cooperating in what way towards positive results?)

The main cooperating partners are the lead partners (SNV, Plan International and WAI) in charge of one or more sub-programmes. This cooperation was initially agreed upon with DGIS to ensure that the most prominent Dutch Non-Governmental WASH actors would not be excluded from contributing through a competitive bidding process. Cooperation was most obvious in joint overall programming and reporting, while programme implementation remained largely separate, despite signs of increasing sharing of experiences and tools, particular in GESI. The programme proposal, however, explicitly presented complementarities and added value of the three lead partners, which have not been used to develop joint operational plans but as basis for shaping separate sub-programmes fitting the specific capabilities of each lead partner.

Most interviewees report a gradually increasing quality of cooperation among the lead partners, as the partners get more familiar with each other, and the mutual trust and appreciation of each other's qualities grows. Cooperation of the less prominent partners of the WAI consortium remains occasional and is, with some exceptions, largely limited to Simavi and Amref as leader /

member of the WAI. This illustrates an under-utilization of the less prominent WAI partners explained by procurement rules, in particular in primary implementation processes, who themselves are not represented in the consortium's governance structure, which makes it more difficult for them to argue a full use of their potential. DGIS/IGG positions itself primarily as donor towards which the consortium is accountable, and less as partner with whom regular strategic cooperation can/needs to be sought.

Steering structure (how is governance organised to ensure positive results?)

For a € 59 million programme operating in seven countries, the consortium has a relatively light global, overarching steering structure consisting of a Steering Committee (SC), a Technical Committee (TC), and a Consortium Programme Coordinator (CPC). DGIS has chosen not to be part of this steering structure. At country level, each sub-programme is managed by a designated project manager / coordinator of the lead partner, while one of the lead partners will also operate as country lead / coordinator. The SC, consisting of the CEOs of the three lead partners[36], focuses on defining and steering the overall strategic direction of the programme, carries overall accountability towards DGIS/IGG (including approval of annual plans and budgets) and is responsible for alignment and synergy among partners. The TC, consisting of senior experts of each lead partner (including AMREF), develops guidelines and structures to manage the joint learning agenda, the innovation fund and basic agreements on results definition and management, while supporting and advising the CPC as needed. The CPC coordinates on a daily basis the overall planning, monitoring and reporting of programme activities and results, in particular through the consolidation of annual plans and reports.

Communication with country level happens through the country coordinator who regularly consults with the project manager / coordinator of the other lead partner(s). This implies a steering structure of 5 levels from SC to sub-programme coordinator with most of the operational responsibilities delegated to the lowest (sub-programme level). Within this steering structure it is assumed that Simavi operates on behalf of the eight WAI partners, which reflects a distinction of two levels of partners whose interests are not equally represented within the consortium, while Simavi has to manoeuvre between its own and the WAI partner's interest.

Processes (how are key processes organised to ensure positive results?)

As mentioned before, operational planning and implementation processes are largely separate, while there is no obligation for SNV and Plan to involve any of the other WAI partners in their implementation. Joint processes particularly include 1) consolidated annual planning / budgeting and reporting to DGIS for accountability purposes, and 2) learning and knowledge development processes. Monitoring processes are based on a joint monitoring framework, but carried out separately tailored to the specifics of the sub-programmes. Each sub-programmes applies procurement procedures following the standards of the lead partner. The separation in sub-programmes also explains that no specific joint processes have been put in place to ensure consistent quality assurance or conflict resolution.

In its proposal and inception report, the consortium furthermore made a joint commitment to *leverage 1:1* matching funds, mostly through household and private sector investments and to a lesser extend through government contributions. The inception report does not provide further details about how this process will be organized, managed and reported upon. In the annual reports, we do see several references to increased public, private and/or household investments in WASH services, including references to cooperation with other development partners. However, the extent to which these references concern funds that are indeed secured and leveraged by the programme – i.e. would not have been invested without the programme – or in line with the consortium's targets is not reflected in the annual / MTR reports.

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[36] With Simavi representing all WAI partners.

Learning and innovation (how is learning capacity used to arrive at positive results?)

With a budget allocation of € 3,180,000 (5.3% of total) in its original proposal, the consortium has made learning & innovation an important priority from the beginning, to be managed by a separate programme officer to be appointed by the lead partner (Simavi). Nevertheless, learning and innovation efforts started slower than expected with only 15% of the Learning & Knowledge Development (LKD) and 1% of the Innovation Fund (IF) budget being used during inception to shape the consortium's learning agenda and innovation fund arrangements. At the same time, the management of the LKD and IF was transferred to the CPC, and different experts were mobilised to support the programme's LKD efforts. The programme officer position initially remained vacant, but has been filled since 2022 by an AMID trainee. From 2019 onwards, a gradual increase in learning & innovation efforts can be observed with LKD initially focusing on facilitating cooperation (facilitated by PiP), GESI (facilitated by external consultants) and Sustainability Checks (led by IRC). During 2020 and 2021 LKD efforts were severely constrained by the Covid pandemic, which made that all learning exchange had to take place online, which is less costly but also often has less impact.

LKD on GESI has since led to a range of learning results, including the creation and regular exchange among a Community of Practice (CoP) of GESI related challenges and experiences. Besides, various knowledge papers have been produced on practising GESI within a WASH context and contributions were made to the Stockholm Water Week in 2019 and 2021. In interviews with global and in-country programme staff, the GESI learning trajectory was often referred to as the most prominent and successful learning process.

The SCCC learning trajectory focused on how the sustainability checks are best used to inform programme planning towards sustainable results was launched in 2019 as well. Following an initial internal analysis to formulate a clear learning question, this process focused on three sub-programmes in Ethiopia, Indonesia and Uganda and resulted in the consortium hosting a session on sustainability compacts during the Stockholm Water Week 2021. The main results of this learning process are however expected from 2022 onwards when the results of the Sustainability checks in 2021 are being included in the consortium's operational planning and action. In interviews taking place in the 3rd quarter of 2022, however, this learning process was much less frequently referred to than the GESI processes, which illustrates a relatively limited internalisation of the result of this learning process.

In the annual report 2021, WASH and climate is introduced as a third learning priority, partly triggered by the MTR, also resulting in a session at the Stockholm World Water Week 2021. In interviews, it is confirmed that this is widely regarded as a highly relevant learning priority, but also that it is too soon to expect substantial learning results to be visible in outcomes.

Another response from interviews indicates that despite these increasing consortium-wide learning efforts, learning between sub-programmes led by the same organisation was felt to be easier than between different organisations in the same country. The relatively slow start of LKD processes, the COVID pandemic and the, larger than expected, complexity of organising learning across different organisations explain that by the end of the 2021, still only € 502,000 (39%) of the LKD budget 2018 – 2021 was spent.

Besides LKD, the original proposal included the establishment of an Innovation Fund (IF) with the aim to "complement and enhance the impact of the consortium's programme and to increase the catalytic effects or spin-off beyond this programme"[37]. With an initial budget allocation of € 1.4 million, which over time increased to € 1.6 million and later reduced to € 1.0 million following a reallocation of € 600,000 for Covid response, the IF was meant to fund innovative non-governmental WASH projects in the range of € 50,000 to € 200,000. By the end of 2021, three projects have been funded with a total expenditure of € 310,000, which means that the IF has

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[37] Chapter 6.2 (p. 35) of full proposal Netherlands WASH SDG Programme, March 2017.

operated at much smaller scale than originally intended. The COVID-19 pandemic has played an important role in this, as this has slowed down the implementation of the three selected innovation projects and triggered the earlier mentioned reallocation of funds.. Nevertheless, the overall expenditure of only € 2,000 by the end of 2019 (i.e. 2 years into the programme before the Covid pandemic) illustrates that getting the IF going at scale has proved to be more complicated than expected.

4.6 System strengthening and sustainability

Evaluation questions being addressed:

- To what extent has the programme worked on system strengthening?
- To what extent has the programme achieved sustainable results (through system strengthening)?
- What is the spin-off between system strengthening and results?

4.6.1 To what extent has the programme worked on system strengthening?

The programme's WASH *system strengthening approach* touches upon a combination of public, private and citizen's priorities. It recognises that the governments (from national to local) are primarily in charge of WASH service delivery and has evolved from an understanding that service delivery alone, without support to strengthen government leadership and accountability and citizens' voice, will fail to reach everyone with sustainable, high-quality WASH services (UNICEF, 2021). Programmes can strengthen the WASH sector by building or strengthening the system by addressing some or all the elements that are foundational for improving and sustaining WASH service delivery

In 2012, a report of the Policy and Operations Evaluation Department (IOB), an independent evaluation service of the Ministry of Foreign Affairs of the Netherlands, highlighted the challenges faced by the Netherlands WASH-funded programmes. The overall conclusion was that more attention should be paid to systems strengthening to increase the programme's sustainability beyond its finalisation. To address this a comprehensive and inclusive methodology with focus on sustainability was developed.

The methodology consists of and has been applied in the programme as follows:

- <u>A contract with a sustainability clause</u>: In the WASH SDG Programme, 15 years have been stipulated as the sustainability period (as mentioned in the Dutch WASH Strategy 2016-2030). This was not legally formalised because of restrictions under Dutch law, but one can still expect a commitment from the consortium partners to achieve this.
- <u>A sustainability compact</u> is an article within a memorandum of understanding between the grant recipient and national (or subnational) authorities regarding the implementation of the Sustainability Clause (at least 15 years sustainability). In principle, the compact helps to identify the main risks to the sustainability of the programme outcomes and the necessary conditions that need to be in place which will address these risks. The compact also sets out the roles and responsibilities of all actors responsible for realising each situation and the timeline and milestones for each condition.

In the inception phase, Outcome indicators 4 to 11 were defined and became part of the agreements/MoUs signed with local stakeholders. All the subnational authorities have signed MoUs, as well as the sustainability compact. At the national level, 10 out of the 15 MoUs have been signed with the national government.

- <u>A sustainability check</u>: carried out every two years on the performance of the WASH services as well as the system's strength with a national, subnational, or programme-based scope. The check is followed by a management response stating how and by whom the possible gaps will be addressed. Later it was agreed that this check will only be done at mid-term and at the end of the programme, which makes that the sustainability check so far was only undertaken once in 2020-2021. It found very critical areas in environmental and financial sustainability. The management responses were compiled and up to a certain extent implemented.
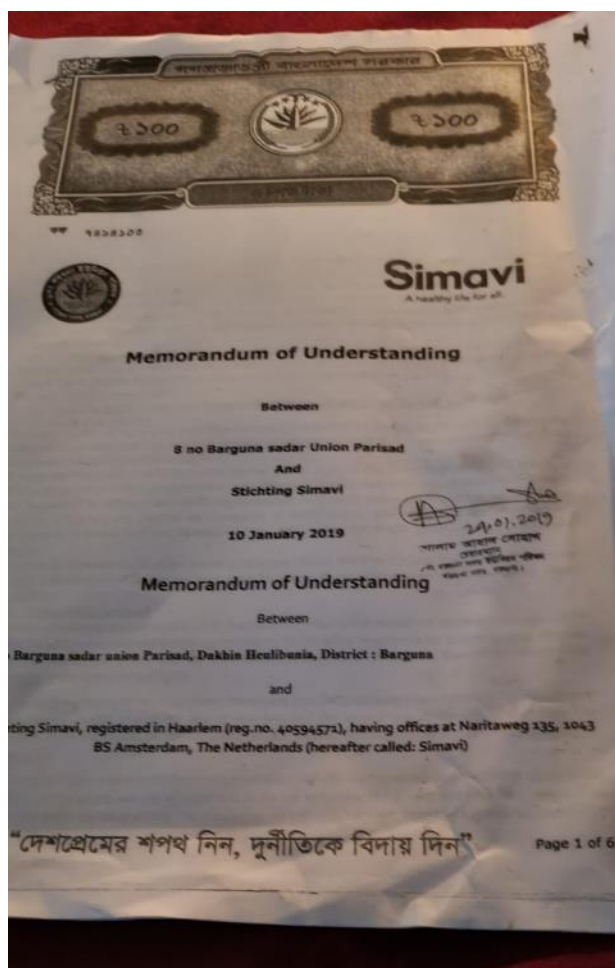
Figure 11 Example of MoU, WAI, Bangladesh

The WASH *system strengthening approach* was a significant development, making clear that expansion of WASH coverage is less of a priority than ensuring WASH sustainability. At the same time, the Netherlands WASH Strategy 2016-2030 made a global commitment to increase water and sanitation coverage. While understanding the importance, finding a balance between the two (sustainability vs coverage) has been a constant struggle during implementation for both the NGOs and DGIS/IGG. In the MTR it was felt that the56 balance had gone too much into the direction of coverage. During the country visits and the presentation of programmes (in country) in October 2022, this disbalance between sustainability and coverage was not brought up as an issue.

The combination of system strengthening with sustainability comes from the assumption that the programme's performance in / contribution towards system strengthening will be a strong indication of the extent to which achieved benefits/results (are likely to) last. In line with this, the consortium used the FIETS model (as previously used by WAI) as management framework, which suggests working on a combination of Financial, Institutional, Environmental, Technological and Social aspects when pursuing sustainable results through system strengthening. This model was used primarily for monitoring and but also for planning purposes at the inception phase. The model was used to shape and analyse findings of the sustainability check that took place in 2021.

In addition, the MTR report of Fonseca (2021) observes that the various consortium partners use different models in planning and monitoring performance in system strengthening. In this context, the MTR report also refers to the nine building blocks model that IRC, being one of the consortium partners has developed and promotes. The MTR does not recommend the use of a particular model, but it does recommend a more structured and consistent approach to capacity strengthening or formalised training across the consortium staff on the system strengthening approach basics and its practical implementation. It is not clear to the evaluation team to what extent this indeed has happened, apart from the fact that the consortium continues to perceive the FIETS model as its commonly agreed model for system strengthening.

This more elaborate IRC model, however, appears to be the current international preferred model for WASH systems strengthening, which causes DGIS/IGG to insist that the evaluation uses this model in its assessment of sustainability.[38] In response to this, the evaluation proceeded to

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[38] As already observed in the MTR, adopting a WASH system-strengthening approach does not mean that all the partners should work on all the nine system's Building Blocks, as the capacity to address them all depends on capacity, funding and government policies. However, it does mean that the partners are expected to engage with its complexity and closely collaborate with others to address the system bottlenecks at the local and national levels.

review outcome achievements according to the nine WASH system building blocks of the IRC model. However, it is clear to the evaluation team that the model was never used for programme development.

It is not easy to get a complete overview of the application of building blocks at this stage as activities and results are not categorised as such, while a significant part of the budget has yet to be spent, and many of those activities focus on sustainability. Nevertheless, from the desk-study and in particular the country visits, we observe that building blocks are being addressed (see also chapter 4.3.2 on progress towards intermediate objectives). This illustrates that effort and progress is made under the three interrelated strategic objectives. These objectives together already illustrate a relatively broad systems thinking in programme design, with SO 1 meant to stimulate the demand for and appropriate use of inclusive, functional, and sustainable WASH services. SO2 is about improving WASH service provision and engaging the private sector (as WASH Service provider or financer) as well as ensuring sustainable financing of functional WASH infrastructure and services (concentrating on two of the nine building blocks). SO3 in turn focuses on WASH governance and in design creates space for the coverage of most if not all the nine building blocks. Below, we present an overview of the extent to which these building blocks indeed appear to be covered by the programme's activities. In the subsequent sub-chapter, we present our findings in terms of actual progress towards WASH system strengthening, using the Capacity Works model as analytical framework.

4.6.2 To what extent has the programme achieved sustainable results (through system strengthening)?

Looking specifically at how the programme addresses the nine building blocks, the following can be observed:

1. Institutions: coordination, roles, responsibilities, capacity, sector mechanisms.

All organisations and sub-programmes understand the importance of interacting with WASH service-related authorities. This is also reflected in the MoUs which have been signed Links with national authorities are more robust in smaller countries than in bigger countries. E.g. in Zambia, SNV has good relationships and frequent meetings at the national level, but in Ethiopia this is less frequent for Plan. In Bangladesh, both consortium members are recognised as established non-governmental players and regularly consulted in national WASH policy dialogues.

All local government stakeholders asked are "happy" with the programme.

For the SPs visited, almost all local NGO employees once started their careers as government staff. This certainly helps in communication and making appointments and alignments, but it also has a negative aspect of potential favoritism.

Together with the WASH authorities, programmes are being developed and, where possible institutional gaps addressed through capacity-building activities or some logistical support. It is not easy to measure this impact. Also because staff turnover has been reported to be high in most countries.

Relationships with traditional leaders in rural areas, who can influence the opinion of the community's population and sustainability through tariff collection, maintenance and education, are not self-evident in the programme (e,g as mentioned by Plan Zambia).

Except for in schools, young people were not involved except when work had to be done. They could have achieved more creativity and innovation in the programme if they had been involved.

In all countries, coordination platforms for WASH actors exist. They generally are important factors for policy influencing. All organisations are part of them, but the participation differs depending on personal interests and possibilities.

2. Policy and Legislation: defines the vision on WASH and determines the legal framework.

This is not covered by the programme (except for onsite sanitation by SNV) but is typically done in the interaction between the government and the UN, World Bank, Development Banks, or a major WASH donor. Generally, new policies and legislations are being discussed and validated in the different national coordination platforms for WASH actors. Since there is not always active participation, programme staff do frequently not contribute to the discussion. Generally, programme staff is aware of existing policies.

Plan Ethiopia staff decided that the WASH in School standards were too costly (which they were not according to the evaluators) and decided to not fully implement them (if you implement half, the health impact will be limited since part of the pupils still have to go for OD).

The programme also supported the development of policy papers and master plans at the sub-programme level (IRC, Ethiopia).

In Bangladesh, partners feel that a sound national WASH policy and legislative framework is largely in place, and the challenge is getting local authorities to become aware and active in implementing these frameworks, which is exactly what the sub-programmes are doing.

3. Finance: Funding, the roles of different actors in providing finance, effective mechanisms for long-term financial procurement and channels for getting the money where it is needed.

As was found in the sustainability checks, financial sustainability is a weak component of the programme. Even though MoUs have been signed, financial commitments from government partners in e.g. Ethiopia and Zambia are limited, delayed or non-existing. Sometimes because of relocation of budgets due to the pandemic (all), bankruptcy of the government (Zambia) or a conflict (Ethiopia). This creates a situation where expenses which were supposed to be covered by the government are now being covered by the programme to avoid delays in implementation (Ethiopia). This is less related to water systems than to sanitation and hygiene. In Bangladesh, progress is being made in advocating for more (transparent) public WASH spending, which reportedly resulted in substantial increases in tax revenues. In addition, public-private-partnerships are being promoted and supported to ensure financially sustainable and accessible WASH services. This includes sub-contracts for the O&M of FSTPs but also enabling SMEs to engage in local low-cost WASH services, along with getting MFIs to start issuing WASH loans to local enterprises and households.

Community contributions that are supposed to be collected through WASH Committees or related entities are often but not always collected periodically, leading to a lack of funds when repairs must be made. Plan Ethiopia decided to also cover those costs.

Figure 12 Bookkeeping by chairperson of Village Banking in rural area, Plan, Zambia

Village banking pilots for WASH exist but need to be structurally monitored for efficiency and usage.

4. Regulation and Accountability: formal regulatory mechanisms and enforcement processes.

Limited actions, related to the programme, could be found on this in Ethiopia and Zambia (except for SNV Zambia). In Bangladesh, some efforts were found of local partners advocating for 'open budgeting' so that the local authorities in rural areas could be held accountable for their public WASH spendings. However, no signs of local government being held to account for finances spent or results achieved could be found.

5. Monitoring: a systematic way of analysing data to use it for action and decision-making at multiple levels.

Even though significant budgets have been used in the programme for monitoring, up-to-date data on the implementation achievements are difficult to find. Most of all, because they simply are not being collected except through costly household surveys during three points in the implementation: the baseline, midline and upon completion. This has shown to not be enough to take corrective actions when needed. Also, the MIS system set up by AKVO in Ethiopia did not collect more data than the data collected at midline and provided by the partners. In Bangladesh the absence of the effective monitoring of the WASH plans of local authorities was mentioned as one of the biggest remaining challenges.

6. Planning: the foundation for sustainable services.

Planning can be conceived as planning by authorities and planning for the programme. Where possible and asked for, sub-programmes fitted within and supported the local WASH plans. As has been described under the efficiency findings, programme planning has not been streamlined among different organisations, and significant fluctuations exist between planned expenditures and actual expenditures. This can be seen as an indicator that planning is not done efficiently (even before the pandemic). Inaccurate planning always leads to under-expenditure and delays, which is what has happened in the programme.

Some organisations report on outcomes, some on activity level and others do not specify. For the evaluators, it does not always seem clear who is in charge of planning sub-programmes, and above all, who is responsible for its implementation. Also, getting the information on planned outputs/activities was a long process. And even then, it did not provide the details one should be expected to be provided for an end-evaluation.

Particularly SNV was slow in the actual reaching of beneficiaries E.g., in Kabwe, Zambia actual implementation only started in Q3 of 2022.

7. Infrastructure: is the essential physical component that delivers the WASH service.

The programme design assumed that infrastructural investments and service provision would be financed through leverage provided by households, the private sector, governments and co-financing by consortium partners. This has happened for households and the private sector and, up to a certain extent governments (more in Asia than Africa). So rather than providing infrastructure, e.g. masons and toilet slab producers were trained. Or in the case of SNV, faecal sludge removers were supplied with materials and protective gear for their safe removal business.

In water-scarce areas in, e.g. Ethiopia, water needs were so high that the programme invested in community water supply schemes. Also, subsidised household toilets, public toilets and school WASH facilities were being constructed. During field visits, issues of quality of design and construction and quality control upon handing over were observed. Providing infrastructure can be justified under certain circumstances, but when not solidly planned, it can lead to random interventions. In line with the original programme design, in Bangladesh, no real investments in infrastructure were observed, except in occasions where a pilot-facility was created for demonstration purposes.

8. Water Resource Management: the adequate supply of fresh water.

Although the organisations are aware the importance, this has not been given high priority in the programme development. This happened because of a lack of practical skills to assess the situation or because institutional connections are not there/too political. Wetland International undertook a small-scale project in Ethiopia, but it is unclear how well this is connected with the institutions.

9. Learning and Adaptation: the ability to adept based on experience and changing circumstances.

As an essential characteristic of any robust system related to the programme, learning and adaptation have been considered critical for the whole programme. It focussed on staff members and capacity development for important partners in government and private sector. Many staff members mentioned the global GESI training as well as training on climate resilience/environmental protection. Certainly, the COVID-19 pandemic has affected learning and informal (on-the-job) training. On the other hand, because of the rapid layout of online learning channels, more staff could participate than originally planned through meetings on location.

At the end of 2021, just 39% of the global learning budget had been used. Of course, the low expenditure can be contributed to the shift from location training to online training, but the programme was already at the end of its 3rd year of implementation when the pandemic started. One would have expected that most of the learning budget would be used in the first two years of implementation to ensure that all staff and their important partners understood the main concepts of the programme.

Learning is not only about learning from what is being provided by the programme. A WASH professional can also be expected to be part of other learning platforms to ensure that they know the most state-of-the-art insights. Looking at the programme designs, outdated methodologies are being applied. Examples are the use of government promoted CLTS approach in Zambia, where ODF is no longer the main challenge or implementation of MHM based on "male" assumptions without researching needs and demands.

As mentioned earlier, it is difficult to get a complete overview of the programme's sustainability efforts and with that the actual coverage of the nine building blocks of the IRC's system strengthening model. It appears that quite some efforts are made in institutional development, in facilitating planning processes, and advocating for more and predictable public and private financing of WASH investments. Less convincing are efforts towards an water resource management, improved monitoring, regulation and accountability of the financing and results of WASH spending. Attention for policy & regulation and infrastructure seems to vary per sub-programme, which can largely be explained by differences in local contexts and needs.

Overall, it is clear that not all building blocks are getting the same or balanced attention, hence achieving sustainable results through system strengthening remains work-in-progress.

4.6.3 Progress towards a functional WASH cooperation system at sub-national level.

Despite their many differences, the sub-programmes share the common objective of establishing a functional and inclusive WASH cooperation system in their areas of operations. As illustrated above, all sub-programmes have made, varying, efforts to influence local government, private sector and CSOs/NGOs to work together in improving access to better WASH services for the local population, without leaving anyone behind.

This sub-chapter zooms in on the effects of those efforts in terms of progress towards the creation of an improved WASH cooperation system in the localities visited by the evaluation in Bangladesh, Ethiopia, and Zambia. In doing so, the evaluation considers the sub-programmes as temporary external process facilitators and not as parts of the cooperation system itself. Using the five success factors of the Capacity Works programme to describe the current state of the visited local WASH cooperation systems, we observe the following:

Local WASH Strategy

Sub-programmes recognise local government as the lead entity to develop local WASH policies and plans. In most sub-programmes, we see:

- advocacy efforts to influence local councils to put and keep WASH high on the local development agenda and allocate adequate and transparent public resources. Often these efforts include encouraging and supporting the establishment / revival of more inclusive WASH committees to ensure a broader set of voices is being heard in WASH related decision-making. In a country like Bangladesh this means encouraging the actual implementation of already existing national regulations concerning public budgeting and representation of women, which makes the advocacy case more compelling.
- capacity building efforts of local officials to develop and operationalise local WASH polices and plans, and do so in a more inclusive manner, involving relevant inputs from civil society and in some cases private sector. E.g. in Ethiopia, IRC was involved in supporting the development of local Master plans.
- capacity building efforts of civil society representatives, though not always successfully including SEGs, to better articulate their WASH needs to local authorities, using more systematic approaches like social mapping.

Progress in creating an inclusive WASH cooperation system that independently is willing and able to develop a local WASH strategy differs per sub-programme. In Bangladesh, we see the WAI programme having made substantial progress in Barguna municipality and surrounding Upazillas. In Ethiopia and Zambia, this progress is less obvious, in particular due to constraints in local public resources, which is referred to as clear bottleneck in the development of feasible local WASH plans. Nevertheless, the WAI programme in Ethiopia does report some progress by local governments increasingly allocating budget and in-kind contributions to their WASH plans.

Cooperation of local WASH players

A functional and sustainable WASH cooperation system requires cooperation among local politicians, government staff, private entrepreneurs and legitimate representatives of diverse civil society groups. We see sub-programmes dealing with all these players, but often quite separately dealing with the specific capacity development needs of each player. This is complemented by advocacy efforts to work more closely together, with progress in Bangladesh most clearly visible in a rural setting between local authorities and civil society organisations. In urban settings, progress appears most strongly in capacity development of city governments but less in cooperation with others, apart from undertaking BC interventions targeting the local population and efforts to subcontract private sector. Progress in involving private sector mostly relates to increasing their role as supplier of WASH products and services, which is often complicated by practical issues like: skills training, access to finance for start-ups, tariff setting, occupational health protection and insurances. Attention for and progress in private sector engagement in local WASH planning and management is limited, as there is no established tradition to do so.

Local WASH Steering structure

WASH steering structures are embedded in existing institutionalised governance arrangements, hence vary from country to country depending on their political system and institutional structures. In most democracies, however, this means that decisions related to public WASH policies and plans are taken by elected representatives / councils of the population based on proposals from local officials. In some countries, specific national regulations exist that prescribe the representation of particular groups (e.g. women or ethnic minorities) in local councils. This means that the influence of sub-programmes in shaping an adequate WASH steering structure is often limited to advocating compliance with national policies and regulations related to WASH and citizen participation. In Bangladesh, both sub-programmes are seen to make such advocacy efforts targeting the formal WASH steering structures that are formally in place. In Ethiopia and Zambia, we see the formal existence of interdisciplinary WASH committees, but also references to weak institutional arrangements (unclarity of task distribution / conflict between different district departments) that cannot be controlled but certainly affect the progress of the sub-programmes.

Local WASH processes

Similar to the steering structure, the formal governance processes related to WASH policies and plans are largely institutionalised following national regulations and therefore difficult to change at local level (besides advocating for compliance as mentioned earlier). Nevertheless, the sub-programmes do have influence on the processes by which policies and plans are operationalised. In Bangladesh, we see the WAI programme introducing processes with local communities to identify and communicate WASH needs and priorities to local authorities. In Zambia, government financed Environmental Health Technicians are the link between district authorities and communities.

Many of these interventions aim to improve operational WASH processes but were only introduced recently. This means that local counterparts have accepted to go along and try out these new or adapted processes, but it is too early to conclude whether these changed processes will be continued by the local WASH cooperation system after closure of the sub-programme.

Joint learning & innovation of local WASH players

The introduction of joint learning & innovation (L&I) processes is often seen as a sign of a maturing cooperation system, as joint planning and cooperation in agreed processes are often the first issues to be addressed by an emerging cooperation system. Given that local WASH cooperation systems in the sub-programme's areas of operations are all still under development, it is not so surprising that it is difficult to find examples where local WASH players initiate learning & innovation in cooperation. Main exceptions to this are the sub-programmes themselves, which basically all represent L&I efforts that are meant to benefit the local WASH cooperation systems So far, most of these L&I efforts target particular WASH players and less the WASH cooperation system as a whole.

4.6.4 What is the spin-off between system strengthening and results?

The 'spin-off' effects of this broader approach are the increased intensity in contacts and cooperation between authorities and organisations (e.g. local government staff taking part in district WASH committees, monitoring and social mapping exercises) as well as increased understanding and trust between local government and contractors. Focusing on sufficient and transparent public WASH funds (as part of the system approach) creates more confidence about what is done with taxpayers' money. Another spin-off effect in Bangladesh is the increased awareness/attention to the status and working conditions of emptiers (incl. health insurance), who fall between the cracks because they are mostly 'self-employed day labourers'. In a school in Bahir Dar, Ethiopia, teachers took on the WASH challenges and found funding for expansion of WASH services in their school.

5 Conclusions

A programme of the scale of WASH SDG consists of a lot of "bricks" (sub programmes). Bricks in seven different countries, in urban and rural areas, from 3 leading organisations. The idea has always been that these bricks together should form a beautiful "building" (an aligned programme with added value). A building that in turn should be an attractive addition to the WASH landscape.

Our evaluation shows that the bricks were produced and worked with varying degrees of success and effectiveness, but the building never materialised. Was this due to the lack of a supervisor, an architect, or a bricklayer because the focus was on the bricks and not on the building? Or was it because ambitions were bigger than the funds available? We can conclude that it has been due to a combination of all these. This chapter presents the conclusions and recommendations of the evaluation, based on the findings presented in chapter 4.

Conclusions on relevance

- The programme followed the Netherlands WASH Strategy 2016-2030 in its objective of increasing WASH coverage in the intervention locations. Since WASH SDG choose to focus on System Strengthening and strategically invests in infrastructure (depending per country), the impact should be seen more as indirect contributions.
- The programme objectives and approaches did support national and sub-national government policies.
- The programme strengthened institutional WASH including in schools and public spaces. This was not covered in the objectives, which focus on household coverage, LGIs and CSOs.

Conclusions on coherence

- Overall, programme activities were coordinated and aligned with government structures, especially at sub-national level. For all sub-programmes, MoUs were signed with local authorities for coordination and cooperation. Those authorities received support and training through the programme.
- Government WASH guidelines are known but not always fully applied because of pressure to implement or budget constraints.
- There was no substantial and structured link between WASH SDG and other Netherlands-financed programmes.
- Since IGG/DGIS in the Netherlands was managing the programme, the Dutch Embassies in Bangladesh and Ethiopia were aware of the programme but hardly involved.

Conclusions on effectiveness towards long-term outcomes

- The data from the mid-term review show that progress has made. Yet, the data from the different partners is not always easy to compare as different partners use different definitions for sanitation and hygiene instead of using the internationally accepted WHO/UNICEF JMP definition.
- Access to sanitation and hygiene has shown more progress than water supply. Between 2020 and 2022, more progress has been made since the mid-term review according to a rapid field data collection exercise by local consultants of the evaluation team. Yet, progress has been uneven between the different partners and sub-programmes. SNV in Bangladesh and Zambia saw little progress as works needed before the desired long-term outcomes can be expected are still on-going. Access to WASH services in the service areas of WAI Bangladesh was very good, but the progress in the sub-programmes in Ethiopia and Zambia (Plan) was much more uneven and seem to be relatively limited.

Conclusions effectiveness towards intermediate outcomes.

- Progress towards intermediate objectives has been mixed depending on sub-programme and organisation. Strongest progress has been made where lead partners can build on existing networks and experiences (i.e. SO1, enabling local partners to implement demand-creation strategies with several sub-programmes at mid-term showing effects on household demands for, and investment in, improved WASH service, and SO3, strengthening more inclusive local WASH policies and plans). In pathways where this is less the case (i.e. So2, creating viable WASH services and financing based on public-private cooperation) progress towards increasing private sector engagement in WASH services and financing is visible but at modest scale and not always convincingly viable on the longer run. Practical issues further complicate the regulation and formulization of a local WASH business sector. The varied attention for female entrepreneurship in pursuing improved WASH service provision, with 40% of the sub-programmes not reporting on this, seems a missed opportunity, especially as sub-programmes that do deliberately work on this, do so for clear reasons (increasing social status, accessibility).

- According to its ToC, the programme consists of three complementary pathways that largely rely on awareness / capacity building (= immediate outcomes) to influence behaviour of key WASH actors (= intermediate outcomes), which in turn impacts access to safe water and sanitation at community level (= long term outcomes). Effectiveness findings demonstrate that the assumed causality from immediate to intermediate outcomes is visible in most sub-programmes and holds in all three pathways of change. The causality from intermediate outcomes to long term outcomes is less widely demonstrated across sub-programmes and most obvious in pathway 1 given the relatively direct impact of increased household investment and demand on access to safe water and sanitation. This causality is less convincing in pathway 2 because of the relatively limited scale of results. In pathway 3 this causality remains to be proven in particular in sub-programmes that rely heavily on institutional development processes that have not been completed. The relative significance of each pathway could not be established but lead agencies remain convinced that all three pathways in combination are needed for sustainable systemic change.

- The sub-programmes that rely for a large part on a community development approach (i.e. working directly with target communities) appear to have progressed more than those working predominantly through an (indirect) institutional development approach. This can be explained by the longer and more complex change processes and political dynamics being faced when relying strongly on an institutional development approach. There appears to be, however, no clear recognition of this difference in overall programmatic supervision and quality assurance, as there is little deliberate and visible managerial action to mitigate and control risks in line with the complexity of a sub-programme. Instead, programme management is delegated to individual sub-programmes who largely rely on the experience of the respective lead partner without clear mutual accountability arrangements among sub-programmes or lead partners.

- Gender Equality as cross-cutting issue is widely considered and largely integrated in the various sub-programmes, with the exception of the earlier mentioned diversity in attention for female entrepreneurship. Notwithstanding these achievements, still some instances were flagged where GE would have deserved more attention in BC efforts. Also MHM interventions, particularly in schools, seem to have been developed without solid consultation of girls and women. Social Inclusion has been at the centre of the consortium's learning efforts since 2019, and even got more dedicated attention after the MTR. Nevertheless, progress towards the inclusion of SEGs remains a challenge as many sub-programmes still struggle with the practical challenges of reaching SEGs and creating truly inclusive WASH systems. Climate resilience has gained in prominence after the MTR, and currently learning and research efforts on this are on-going, but progress in creating climate resilient WASH systems remains limited.

Conclusions on efficiency

- The project shows significant variation in budget efficiency (spending as a share of budget). The COVID-19 pandemic had an impact on programme implementation, and spending, but it did so unevenly among sub-programmes and countries, and even more so on the components of the sub-programmes.
- From the start, the programme has had issues to work on budget and time. The variation in budget efficiency shows problems with the quality of the planning. The impact of this lack of adequate planning has resulted in delays, and hence higher programme costs.
- The overhead costs vary, and they are not necessarily kept to a minimum. Different partners use different methods to determine their overhead costs. They are not necessarily kept to a minimum because of (i) the project's design with a large number of relatively small sub-programmes, which are relatively more costly; (ii) sub-programme delays and the increase of overhead costs; and (iii) the different overhead arrangements for different partners.
- The use of two categories of partners (3 main and 8 smaller partners) results in less than optimal coordination. While Dutch expertise may be useful, the way it is organized in this Programme suggests inefficiencies. These are mostly related to lack of comparability in planning and budgeting, insufficient coordination, large variation in fees between organizations and a general lack of managing these various smaller partners in a larger sub-programme.
- M&E costs in this programme are high, especially as the current way of organizing M&E is not resulting in an efficient monitoring tool. Because programme-wide progress data based on the joint monitoring framework becomes available only once in a while, the programme teams cannot easily adjust when needed. Moreover, the small project size and the high dependence on surveys make this an expensive programme to monitor.

Conclusions on functioning / added value of the consortium

- In its original proposal and inception report the consortium has developed a complete strategic framework, illustrating joint ambitions, pathways of change, operating principles, expectations in terms of task distribution and complementarities of partners. In addition, a relatively light central governance structure has been put in place for a programme of this size (€ 59 million in seven countries) with responsibilities that are largely limited to providing guidance, facilitating learning and consolidating reports in compliance with contractual obligations. Operational responsibilities for planning, budgeting, implementation and reporting (i.e. the entire primary process of the programme) are largely delegated to sub-programme level, which limits administrative procedures as operational decision-making and actual implementation are closely connected.
- This is an understandable and logical arrangement at the outset, especially given that the consortium started out as an "arranged but preferred" partnership of diverse WASH-focussed organisations which each have their own approach, expertise and experience. The downside of these delegated arrangements is that all sub-programmes operate separately and independently with varying levels of quality and success and little incentive for synergies to grow together. This separation minimizes risks of duplication and need for operational coordination and cooperation, which explains that no cases of conflict have been reported. These arrangements furthermore make that the complementary qualities of 'secondary WAI-partners remain underutilised. Their involvement is sometimes visible in learning and support processes, but less in primary implementation processes where it counts most, as this is decided at sub-programme level based on pragmatic efficiency rather than strategic partnership considerations.
- DGIS has chosen to remain separate from the consortium, acting more as contractor than partner, which has affected communication, mutual understanding and clarity of expectations.

- The consortium operates as a group of largely independent sub-programmes without deliberately pursuing progress in becoming a strategic partnership including DGIS. The consortium's significant budgetary allocation for learning could have helped in this, but its use has been limited, mostly postponed due to the COVID pandemic till the end and somewhat narrow without many clear efforts towards the development/evolution of the consortium itself as a learning priority. There is certainly some added value in working through the consortium instead of through three separate programmes. There was some and gradually increasing exchange and capacity development and joint advocacy in upward policy dialogue, but there was the potential for much more. A further added value lies in the limited transaction and management costs of the ministry, having to deal with only one instead of three contract partners.

Conclusions system strengthening and sustainability

- The sustainability clause was never legally formalised, but within the official proposal of March 2017 a commitment was made for long-term sustainability. In interviews with key programme staff, there was no confidence that this sustainability would be realised, except for some learning results. A sustainability check was undertaken only once in the period evaluated, and it remains unclear what happened with the follow-up to the management responses.
- Two methodologies for system strengthening and sustainability were used. The consortium applied FIETS (financial, institutional, environmental, technical, and social sustainability) approach while DGIS/IGG halfway implementation shifted to the IRC Building Blocks. This created confusion and discussion, but did not affect implementation or this evaluation.
- Not all IRC building blocks are getting the same or balanced attention, hence achieving sustainable results through system strengthening remains work-in-progress with varying results per sub-programme. Substantial efforts are made in institutional development, in facilitating planning processes with the government, and advocating for more and predictable public and private financing of WASH investments. Less convincing are the efforts towards water resource management, improved monitoring, regulation and accountability of the financing and results of WASH spending. Attention for policy & regulation and infrastructure varies per sub-programme, which can largely be explained by differences in local contexts and needs.

In summary, the evaluation concludes that the programme as a whole has been relevant and sub-programme were aligned to local government policies and needs, though coordination with broader Dutch-funded WASH interventions remained limited. Effectiveness towards sustainable long-term outcomes of the programme as a whole is difficult to judge as this differs strongly per sub-programme who find themselves in varying stages of their anticipated pathways of change. This difference can be explained by the variety in context and nature of the sub-programmes, but certainly also by the limited overall programmatic steering to manage and mitigate those differences. The fragmentation of the overall programme into 15 very different sub-programmes, largely independently managed by various organisations, has also clearly affected programme efficiency. These complexities make that the evaluation is not convinced of the added value of working as one programme through a large and diverse consortium with unequal membership and DGIS/IGG keeping its distance.

6 Recommendations

The evaluation team recommends against continuation of the programme in its current set-up with many different sub-programmes, largely independently run by separate organisations.

The sub-programmes performances differ significantly and the continuation of each of them will have to be (independently) justified by its own merit/organisation/potential source of financing. The valuable exchange of learnings and experiences between prominent Dutch-based organisations in the international WASH sector can, for example, be facilitated through a DGIS supported knowledge platform as is the case in other sectors, without all working under one jointly managed programme.

If, however, DGIS /IGG and the consortium choose to continue as one programme into a next phase, we would recommend the following:

Adapt programme design to reflect a true strategic partnership approach:

- Redesign the programme (overall and at country level), making truly use of the complementarities of each partner (e.g. SNV = knowledge management, Simavi = process facilitator, PLAN = GE expert; and similarly for the different smaller partners), linking them to related / complementary Netherlands financed programmes like WaterWorx, Blue Deal, Agua for All and Orange Corners.

- Work towards stronger internal cohesion of sub-programmes, which do not only share an overall objective and a generic Theory of Change, but are mutually reinforcing. The programme design should make sure that sub-programmes and their activities are interlinked and cover similar / complementary issues to strengthen cooperation and joint implementation and learning.

- Determine a maximum number of sub-programmes with a minimum (budgetary) size, as too many small sub-programmes affect programme efficiency.

- Ensure a clear and comprehensive template for programme design is understood and agreed before starting the formulation of a new programme.

Pursue a mature strategic partnership, including IGG/DGIS:

- Develop a vision and goals for the consortium as an entity in itself (what kind of partnership do you want to be, including clarity on the role IGG/DGIS as strategic partner) and develop a dedicated trajectory to stimulate the consortium's evolution towards a mature WASH partnerships, ideally with the help of an external learning facilitator.

- Eliminate the two levels of partners in WAI to ensure a wider and more equal partnership, and also increase accountability across partners. Also, only include partners with in-country capacity and not partners who have to fly in from another country (like e.g. Akvo in Ethiopia), who can be always be contracted on a needs basis.

- Where possible, involve NL-embassy staff as representative of the ministry, as a strategic partner that can introduce and facilitate discussions with government and others when needed or for quality control activities.

- Strengthen the financial structure of the partnership by agreeing on similar overhead arrangements and rates.

Streamline and strengthen the central governance function:

- To improve strategic steering and mutual accountability among partners and sub-programmes, the programme should strengthen and empower the central governance arrangement of the consortium (in particular the TC and day-to-day coordinating staff) with a more explicit mandate to supervise and steer/direct to overall programme performance based on jointly agreed quality assurance and risk management, and reporting processes.

- The TC needs to have a global and diverse set-up. This implies leaving delegation to in-country implementing partners in place, but having more transparent joint planning, budgeting and (quality and progress) control procedures.

Improve Planning and M&E

- Adapt the ToC to become actor-based and behaviour oriented (i.e. clearly illustrating what behaviour of which actors the programme aims to influence) and by using e.g. the COM-B model as universal change pathway. This means articulating what change in capability, opportunities, and motivation is pursued per target actor, as a precondition for behaviour change that is needed to progress towards the long term outcomes.

- Ensure ToC and programme design clearly include system strengthening as part of its pathways of change towards sustainable improvement, using an agreed sustainability framework.

- Improve operational planning by
  - adopting a detailed universal planning tool, that is being used by all partners, and that is used by the TC to supervise programme implementation. This planning tool should be detailed enough to help programme implementation.
  - involving government partners in the details and considerations of the planning process to increase joint ownership and transparency.
  - introducing adaptive planning practices and procedures through which rapid rearrangements of sub-programmes is made possible when required by major / sudden changes in circumstances.
  - including a risk section, where the major risks are laid out and include a risk assessment/management and contingency plan to deal with the major risks identified.

- Adapt the M&E system so it enables more regular (e.g. annual or more frequent) reflection on programme-wide progress towards outcomes, whilst ensuring that all partners work with the same M&E methods and reporting formats. In redesigning the M&E system, carefully consider and address the different information needs of sub-programme management, the TC and DGIS/IGG.

- Use the consortium's expertise and experience for strengthening of the local government in the development of functional M&E systems to monitor progress towards improved and sustainable WASH systems in the areas under their authority.

- Integrate the current separate sustainability checks into the regular M&E framework to avoid having two parallel reporting processes on progress and sustainability (which are supposed to be closely linked and interrelated).

- Simplify reporting focused around the M&E framework, tailored to different information needs of project managers, SC/TC, and DGIS/IGG, while also reporting major changes that can affect project implementation.

Strengthen and expand learning & knowledge development to implementation processes:

- Make sure state-of-the-art knowledge on WASH, related to the quality of services, behaviour change programming, sustainable financing etc. is being applied at the implementation level. If the knowledge is not present, high quality self-learning or group learning activities should be mandatory.

- Apply broader learning and innovation efforts concentrating on the primary implementation processes. I.e., develop a clear and deliberate link between identifying implementation bottlenecks / challenges and a needs-based learning agenda that directs learning and exchange efforts.
    - o In addition, continue learning and innovation on Social Inclusion and Climate Resilient WASH, and focus on how to operationalise these elements in practice.
    - o Re-introduce the original envisaged learning officer to stimulate and monitor these learning and knowledge development processes.

Annexes:

A Countries and subprogrammes

B Evaluation Matrix

C List of People Consulted

D List of Documents consulted

E Field visit programmes Zambia Ethiopia and Bangladesh

Europe

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Annex A: Countries and sub-programmes

Bangladesh

Lead consortium partner	SNV
Other consortium partners	WAI
Budget	8,532,320 (16%)
Subprogrammes	2
Locations / programme coverage	10 (8 urban, 2 rural)
Total population (inception)	1,163,200 (55% rural)
Target water: inception/midline	138,400/149,900
Target sanitation: inception/midline	257,000/313,836
Target hygiene: inception/midline	130,900/964,719
Household access to • Drinking water • Sanitation service • Hygiene facilities	At least Basic service status (2020): • 98 % • 54% • 58%

Ethiopia

Lead consortium partner	WAI
Other consortium partners	Plan
Budget	8,270,375 (15%)
Subprogrammes	2
Locations / programme coverage	6 (2 urban, 4 rural)
Total population (inception)	1,103,400 (80% rural)
Target water: inception/midline	153,900/145,100
Target sanitation: inception/midline	274,500/231,600
Target hygiene: inception/midline	167,900/142,100
Household access to • Drinking water • Sanitation service • Hygiene facilities	At least Basic service status (2020): • 50% • 9% • 8%

Indonesia

Lead consortium partner	Plan
Other consortium partners	SNV
Budget	6,075,295 (11%)
Subprogrammes	2
Locations / programme coverage	7 (4 urban, 3 rural)
Total population (inception)	3,566,100 (36% rural)
Target water: inception/midline	n/a
Target sanitation: inception/midline	641,000/641,000
Target hygiene: inception/midline	574,900/575,200
Household access to • Drinking water • Sanitation service • Hygiene facilities	At least Basic service status (2020): • 92% • 86% • 94%

Nepal

Lead consortium partner	SNV
Other consortium partners	WAI, Plan
Budget	11,159,295 (21%)
Subprogrammes	3
Locations / programme coverage	10 (6 urban, 4 rural)
Total population (inception)	950,200 (52% rural)
Target water: inception/midline	65,800/54,400
Target sanitation: inception/midline	225,300/172,200
Target hygiene: inception/midline	197,300/192,400
Household access to • Drinking water • Sanitation service • Hygiene facilities	At least Basic service status (2020): • 90% • 77% • 62%

Tanzania

Lead consortium partner	SNV
Other consortium partners	WAI
Budget	4,756,920 (9%)
Subprogrammes	2
Locations / programme coverage	3 (2 urban, 1 rural)
Total population (inception)	811,600 (11% rural)
Target water: inception/midline	n/a
Target sanitation: inception/midline	210,000/210,000
Target hygiene: inception/midline	170,000/170,000
Household access to • Drinking water • Sanitation service • Hygiene facilities	Basic status coverage • 61% • 31% • 48%

Uganda

Lead consortium partner	WAI
Other consortium partners	Plan
Budget	8,870,375 (17%)
Subprogrammes	2
Locations / programme coverage	5 (1 urban, 4 rural)
Total population (inception)	650,400 (95% rural)
Target water: inception/midline	86,400/86,400
Target sanitation: inception/midline	279,400/156,100
Target hygiene: inception/midline	150,700/115,100
Household access to • Drinking water • Sanitation service • Hygiene facilities	Basic status coverage • 57% • 20% • 53%

Zambia

Lead consortium partner	SNV
Other consortium partners	Plan (Budget of 937,000)
Budget	5,965,420 (11%)
Subprogrammes	2
Locations / programme coverage	8 (7 urban, 1 rural)
Total population (inception)	677,800 (13% rural)
Target water: inception/midline	5,300/5,300
Target sanitation: inception/midline	238,900/229,200
Target hygiene: inception/midline	285,400/259,600
Household access to • Drinking water • Sanitation service • Hygiene facilities	Basic status coverage: • 65% • 32% • 18%

Rural or Urban

	Plan	**SNV**	**WAI**
Bangladesh		Urban (lead)	Urban/rural
Ethiopia	Rural		Urban/rural (lead)
Indonesia	Urban/rural (lead)	Urban	
Nepal	Rural	Urban (lead)	Urban/rural
Tanzania		Urban (lead)	Rural (until Dec 2020)
Uganda	Rural		Urban/rural (lead)
Zambia	Urban/rural	Urban (lead)	

Sub-Programme Locations

Country	Sub-programme title	Location	rural / (peri) urban	Programme population (# of people)	Sub-programme lead
Bangladesh Lead: SNV # SP.: 2 # Locations: 10	Bangladesh Urban sanitation SP	Jessore	urban	221,700	SNV
		Benapole	urban	40,100	
	Bangladesh WASH Alliance SP	Sadar Upazila, Barguna	rural	288,000	Simavi/WAI
		Sadar Upazila, Satkhira	rural	350,700	
		Satkhira Municipality	urban	149,500	
		Kolaroa Municipality	urban	35,400	
		Barguna Municipality	urban	32,200	
		Betagi Municipality	urban	10,200	
		Amtali Municipality	urban	18,200	
		Patharghata Municipality	urban	17,200	
Ethiopia Lead: WAI # SP.: 2 # Locations: 6	Ethiopia WASH Alliance SP	Arsi Negele (urban)	urban	69,600	WAI
		Arsi Negele (rural)	rural	258,600	
		Shashemene Zuria (urban)	urban	147,800	
		Shashemene Zuria (rural)	rural	261,600	
	Ethiopia Bahir Dar Zuria Lasta SP	Bahirdar Zuria Woreda	rural	218,600	Plan
		Lasta Woreda	rural	147,200	
Indonesia Lead: Plan # SP.: 2 # Locations: 7	Nusa Tenggara (WINNER) SP	Malaka	rural	180,400	Plan
		Belu	rural	206,800	
		Mataram	urban	450,200	
		Lombok Tengah	rural	912,900	
	Sustainable and inclusive cities SP	Bandar Lampung	urban	997,700	SNV
		Metro	urban	158,400	
		Tasikmalaya	urban	659,700	
Nepal Lead: SNV # SP.: 3 # Locations: 10	Nepal 4 city sanitation SP	Birendranagar	urban	116,200	SNV
		Nepalgunj	urban	165,000	
		Khadak municipality (Saptari)	urban	38,700	
		Chandannath municipality (Jumla)	urban	21,000	
	Sindhuli Sunsari SP	Sindhuli	rural	109,700	Plan
		Sunsari	rural	233,100	
	Nepal WASH Alliance SP	Biajanath rural municipality	rural	109,600	WAI
		Barahatal rural municipality	rural	41,400	

Country	Sub-programme title	Location	rural / (peri) urban	Programme population (# of people)	Sub-programme lead
		Kohalpur municipality	urban	88,700	
		Bheriganga municipality	urban	26,800	
Tanzania Lead: SNV # SP.: 2 # Locations: 3	Arusha Shinyanga urban sanitation SP	Arusha	urban	535,100	SNV
		Shinyanga	urban	189,000	
	FINISH SP	Serengeti district	rural	87,500	WAI
Uganda Lead: WAI # SP.: 2 # Locations: 5	Uganda WASH Alliance SP	Agago (rural)	rural	209,700	WAI
		Agago (urban)	urban	30,700	
	Kamuli Buyende Nebbi SP	Nebbi	rural	36,900	Plan
		Kamuli	rural	50,000	
		Buyende	rural	323,100	
Zambia Lead: SNV # SP.: 2 # Locations: 9	Chambeshi Lukanga sanitation SP	Kabwe	urban	223,000	SNV
		Kasama	urban	151,400	
		Mbala	urban	27,600	
		Mpulungu	urban	56,000	
		Nakonde	urban	56,900	
	Chongwe Kafue SP	Chongwe (rural)	rural	87,600	Plan
		Chongwe (urban)	urban	15,900	
		Kafue (urban)	urban	59,400	

Annex B: Evaluation Matrix

Programme relevance		
Evaluation question	**Sub-question / issues**	**Data collection method and sources**
1. To what extent does the intervention strategy match the Dutch policy and its original ToC?	*For the programme as a whole.* • What are the main objectives of the DGIS WASH policy under which the programme was funded? • How have these objectives been translated into the Programme's ToC and design? • To what extent are sub-programmes and country plans aligned to the overall programme design and the relevant DGIS policy framework?	*For the programme as a whole.* • Desk-study of DGIS policy documents, programme documents including ToC, and country-specific programming/planning documents. • Interviews with DGIS/EKN staff and representatives of the various lead agencies.
2. To what extent is the intervention strategy relevant to the local context/needs of targeted beneficiaries (specifically women and Socially Excluded Groups)?	*In the three selected countries only.* • Have country-specific sub-programmes been developed in the context of broader national policy/programme frameworks based on sound and transparent needs assessments? • To what extent are (the various intervention strategies within) country-specific sub-programmes aligned to / embedded in these broader national policy/programme frameworks? • In what way have country-specific sub-programmes identified and been adapted to the specific context and needs in the locations where they operate? • In what way have the specific needs of women and Socially Excluded Groups been considered and taken into account during programme design and implementation? • What have been the effects of this on programme design and decision-making during programme implementation?	*In the three selected focus countries only.* • Desk-study of relevant broader national policy/programme documents and country-specific programming documents. • Interviews with country and sub-programme leads, and relevant external stakeholders (including government, national technical working groups on WASH • Interviews with other development partners active in at locations where the Consortium is working, including data collection on the type of funding these development partners provided/provide between 2017 and 2023. • Consultation meetings with representatives of the various target groups threatened to be left behind in development, such as women, the elderly and people with disabilities.

Programme coherence		
Evaluation question	**Sub-question / issues**	**Data collection method and sources**
1. To what extent are the interventions / sub-	This issue is closely related and will be examined in conjunction with relevance question 2. We will	

programmes coherent with the country's WASH policies and context?	look at the alignment of sub-programmes with objectives/needs reflected in national WASH policies and programmes.	
2. Are the interventions / sub-programmes coherent with other Netherlands interventions and policies?	*In the three selected countries only:* • What does the portfolio of NL-supported interventions relevant to the WASH sector look like? • Is there evidence demonstrating efforts towards coherence in Multi-Annual Strategic Plans or during programme design and/or implementation (e.g., explicit references to other interventions in embassy plans or programme documents)? • How do the selected country-specific sub-programmes relate to other Dutch-funded interventions in terms of complementarity? • Are there any signs of relevant gaps or overlap in Dutch-supported WASH programming in the country?	*Related to the three selected countries only;* • Desk-study of Multi-Annual Strategic Plans (MASPs) of embassies, relevant DGIS policies and programme documents. • Interviews with the Water team at IGG, EKNs in Bangladesh and Ethiopia, and country and sub-programme leads.

Programme effectiveness		
Evaluation question	**Sub-question / issues**	**Data collection method and sources**
1. To what extent have the intended outcomes been achieved (per target group defined for each sub-programme)?	For long-term outcomes: • How have the documented results related to indicators 1 -3 been measured? • Are these results valid and credible based on standard practices for such measurements in the WASH sector? • To what extent is the programme's contribution to these results well-argued and plausible? For immediate and intermediate outcomes? • What signs of progress towards outcomes can be observed from reported results and during country visits? • To what extent is this progress aligned with the programme's intentions? • Are there any other (unintended) results that could be observed?	Mid-term assessment of indicators measurements and variance analysis, supplemented by ground-truthing through field visits, and where available, the use of third-party data. Programme plans and monitoring reports (Group) interviews with key informants representing relevant programme partners and the various stakeholders
2. What are the main determinants for the results achieved?	• What explains the progress made related to each of the result areas (Long-Term outcomes and outcomes related to the three strategic objectives)? • To what extent are these explanatory factors internal and/or external to the programme? • How significant has the programme been in contributing to its intended outcomes?	
3. How are cross-cutting issues addressed and did this lead to better outcomes?		

Programme efficiency		
Evaluation question	**Sub-question / issues**	**Data collection method and sources**
1. Have the right inputs	*In the three selected countries only*	Desk study of procurement methods and

Programme efficiency		
Evaluation question	**Sub-question / issues**	**Data collection method and sources**
been deployed at the lowest possible cost?	• Have procurement processes been organised and applied to ensure optimal price-quality ratio?	financial reports. Key informant interviews with relevant programme/finance staff of various consortium partners.
4. Have overhead costs been kept at a minimum?	• What were the overhead costs for the various subprogrammes? • How do these subprogramme overhead costs compare amongst consortium members? • How do the overhead costs of the various subprogrammes compare to other projects/programmes? • What explains variation, if any?	Desk study of operational plans and reports (monitoring reports, annual reports and (sub)programme audits) Key informant interviews with relevant programme/finance staff of the consortium partners.
7a. Have outputs/intermediate outcomes been achieved within the planned period and within budget (main focus on strategic objective 2)?	*In the three selected countries only.* • To what extent were selected outputs/intermediate outcomes[1] delivered according to plan and budget? • What explains variance? • How far the programme has been able to: 1. increase the financial performance of WASH service providers? 2. develop new and affordable WASH products and services (including financial services)? • What explains the progress in the development of more cost-effective WASH services? • Were there significant differences between countries, and what explains these differences?	Desk study of operational plans and reports and interviews with programme staff. Analysis of (audited) financial statements and operational data of a sample of programme beneficiaries that have participated in the programme to assess the change in their financial and operational performance during the period of implementation. The team will use utility benchmarks like IBNET (www.ib-net.org) where necessary and available to compare this performance. (This analysis will also inform the study of the sustainability of the WASH service providers). Analysis of uptake rates and affordability of the various WASH products and services (including financial services) in a sample of subprogrammes through analysing (i) programme monitoring documentation, supplemented by (ii) field visits to factcheck experiences on the ground, while also getting information on who is benefiting from access to these new products and services.
7b. Have outcomes been achieved economically?	*In the three selected countries only* • What are the costs per person with access to water services? • What is the cost per person with access to sanitation facilities? • What is the cost per person for hygiene facilities?	Data will come from different sources, including but not limited to: • operational plans and reports (monitoring reports, annual reports and (sub)programme audits) at a sufficiently disaggregated level to allow for cost allocation to different programme activities • local price and cost data during the

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[1] We suggest to focus on strategic objective 2 as this covers the most capital-intensive outputs.

Programme efficiency		
Evaluation question	**Sub-question / issues**	**Data collection method and sources**
		implementation period
		• data on consumer time and input (through field visits)
		• where appropriate, data on other input not captured in programme documentation (cost to the government, utility, etc.)
		• where data is available, check project data with benchmarks

Evaluation questions (process) efficiency	Evaluation questions added value of the consortium.
2. Have activities been conducted most effectively?	1. Have consortium partners worked together in a way that was most beneficial to reach programme targets?
3. Have decisions been made at the right level, and has bureaucracy been avoided as far as possible? How efficient was the decision-making structure in the programme (on project, country and consortium level)?	2. What is the added value of the cooperation between the various partners in the programme countries and the Netherlands?
5. Has duplication been avoided?	3, 4 and 6 Has the knowledge and experience of all partners (including the small specialist partners) been used optimally?
6. Have conflicts during implementation been prevented or solved?	5. To what extent is it true that due to the composition of the Consortium (different approaches and specialisations present in the consortium), better work on system strengthening and quantitative results could be done?

Process efficiency using the Capacity Works model		
Success factor	**Sub-questions / link to Evaluation Questions in ToR.**	**Data collection methods and sources.**
1. **Strategy**	How has efficiency in the shaping and use of strategies at the programme and sub-programme level been ensured? Were strategies developed jointly, and do strategy processes and results reflect a recognition of the complementary quality of partners in the consortium?	Desk study of the strategic programme, planning documents and reports (including consortium agreements / MoUs / PME manuals), country-specific ToCs and operational plans and reports at the country level.
2. **Cooperation**	How has the consortium ensured healthy and efficient cooperation among its members (i.e., providing clarity about/space for complementary contributions and dealing with individual interests and disagreements)? How do partners qualify the cooperative dynamics within the consortium (balance in give-and-take, efforts to call in the expertise of others, clarity versus flexibility, exchange of experiences / joint learning)?	Interviews and possibly a survey with relevant representatives of the consortium members (e.g., national coordinators, technical committee members).
3. **Steering structure**	How have programme management responsibilities been organised and distributed to ensure adequate and efficient operational decision-making? In what way do management and steering structures take complementary qualities into account, and how has this influenced the quality of decision-making?	
4. **Processes**	How have planning, delivery and monitoring processes been organised to ensure the efficient implementation of programme activities (including pursuing coherence and avoiding duplication with other interventions)?	

Process efficiency using the Capacity Works model		
Success factor	**Sub-questions / link to Evaluation Questions in ToR.**	**Data collection methods and sources.**
	In what way have complementary qualities been used in implementation and monitoring processes, and how has this influenced the results of these processes, particularly related to systems strengthening)?	
5. **Learning & Innovation**	How does the consortium demonstrate learning and innovation towards improved efficiency in programme delivery, and how has this evolved? To what extent are complementary qualities used to stimulate learning and innovation processes at the overall programme and country level?	

Sustainability		
Evaluation question	**Sub-questions**	**Data collection methods and sources.**
	To what extent has the programme worked on system strengthening? To what extent has a reinforced system led to sustainability of the results? To what extent are the results sustainable (i.e., will the results be sustainable once the programme is concluded)? What is the spin-off between system reinforcement and results?	

Annex C: lists of people consulted

Online data collection sources			
Location	**Organisation**	**Name**	**position / responsibility**
Netherlands Ministry Foreign Affairs	DGIS	Karin Roelofs	Head Environment and Water Division
		Brecht Paardekoper	Senior Advisor, IGG water cluster
Technical committee	WAI/Simavi	Geerte van der Meijden	WASH SDG Coordinator
	WAI/ Amref	Saskia Geling	WAI tech assistance board
	PLAN	Mascha Singeling	Senior WASH Expert
	SNV	Sharon Roose	Senior WASH Advisor
	WAI/Amref	José Sluijs-Doyle	Portfolio Manager
Multi country	SNV	Rajeev Munankami	WASH SDG Multi-Country Programme Manager SNV
Steering committee	WAI/Simavi	Dieneke van der Wijk	Managing Director
	Plan	Geertje Hollenberg	Program Director Plan NL
	SNV	Megan Ritchie	Global Managing Director
M&E experts	WAI/Simavi	Camilo Antillon	MEL
	Plan	Mark vd Boom	MEL
	Amref	Maarten Kuijpers	MEL
Finance expert	Simavi	Connie de Vries	Finance
Bangladesh	Simavi	Alok Kumar Majumder	Country Coordinator-WAI
	SNV	Shahidul Islam	Project Manager
Ethiopia	WAI/Amref	Jacqueline Eckhardt Gerritsen	Portfolio Manager (NL)
	WAI	Tamene Chaka	Ethiopia Country lead
	Plan	Jantien Bult	Portfolio Manager (NL)
	Plan	Fisseha Atalie	Project Coordinator
	Akvo	Franky Li	Programme Manager and WASH Specialist
Indonesia	Plan	Herie Ferdian	Indonesia Country lead
Nepal	SNV	Ami Reza	Nepal Country lead & country director
	Plan	Durga Uprety	nepal sub programme
	Simavi	Mingma Sherpa	nepal sub programme
Tanzania	SNV	Olivier Germain	Tanzania Country lead
Uganda	Simavi	Rashidah Kulanyi	Uganda Country lead
	Simavi	Sandra van Soelen	
	Plan	Samual Kiiza	Uganda subprogramme lead
Zambia	SNV	Maria Carreiro	Zambia Country lead
	Plan	Sanford Cheelo	Zambia subprogramme
	Plan	Gerdien Seegers	Portfolio Manager (NL)

Bangladesh data collection sources			
Location	**Organisation**	**Name**	**Position/responsibility**
Dhaka	Simavi	Alok Kumar Majumder	Country Coordinator-WAI
		Brechje Oonk	Public Affairs Officer
	SNV	Ismene Stalpers	Country Director
		Shahidul Islam	Project Manager

		Plaban Gongopaddhay	Knowledge Management & Communication Advisor
		Augustin Sarker	Country Operations Manager
	Embassy of the Kingdom of the Netherlands	Folkert G.J. de Jager	First Secretary Water Management & Food Security
	UNICEF	Md Shofiqul Alam	WASH Specialist Water, Sanitation and Hygiene (WASH) Section
		Md. Monirul Alam	WASH Specialist, Water, Sanitation and Hygiene (WASH)
	Public Private Partnership Authority, GoB	Muhammad Ibrahim	Chief Executive Officer (Secretary)
	Policy Support Branch, Local Government Division, GoB	Md Kamal Hossain	Joint Secretary
		S.M. Moniruzzaman	National Consultant (Sector Coordination), WASH Sector Development, Policy & Advocacy Component.
	Department of Public Health Engineering	Tushar Mohon Shadhu Khan	Addl.Chief Engineer(Planning)
		Md. Saifur Rahman	Superintending Engineer, (Ground water)
		Shafiqul Hasan	Project Director and Co-Chair, CWIS-FSM Support Cell
		Dr. Abdullah Al-Muyeed	Chief Operating Officer, Cities Support Unit, CWIS-FSM Support Cell
		Sanjoy Mukherjee	CWIS-FSM Support Cell
	Bangladesh University of Engineering and Technology (BUET)	Dr. Muhammad Ashraf Ali	Professor of Civil Engineering and Director ITN-BUET
	ITN-BUET	Alauddin Ahmed	Project Manager
		Mohammad Imtiaz Sharif	Training Specialist
		Md. Azizur Rahman	Assistant Director (Research)
Online	WaterAid Bangladesh	Partha Hefaz Shaikh	Director – Policy and Advocacy
	SKS Foundation	Joseph Halder	Director- Advocacy & Communication
	Village Education Resource Centre	Md. Masud Hassan	Director
	Development Organisation of the Rural poor - DORP	Mohammad Zobair Hasan	Deputy Executive Director (DED)
	Practival Action Bangladesh	Mehrab Ul Goni	Manager - Advocacy & Partnership
	NGO Forum for Public Health	Kazi Monir	Coordinator, BWIN
Barguna	Simavi	Shamsur Rahaman	MEL officer
	Practical Action	Aminul Islam Sohan	Project Coordinator
		Gulshan Ara Mary,	MCO, WAI WASH SDG Project
		Prodip Chandra Karmaker	Municipal coordination Officer
	DORP	Partha Sarathi Kuntal	Program Coordinator
	Hope for the Poorest	Wahidur Rahman	Project manager
		Md. Shariful Islam Khan	Town Coordinator
	Barguna Municipality	ADV.Kamrul Ahsan Moharaj	Mayor
		Mohammmad Masum Billah	Exicutive Engineer
		Md. Abul Kalam Azad	Poura Nirbahi Officer (PNO)
		Md. Rezaul Karim	Assistant Engineer

		MD. Kamal Hossen,	Social Dev.Officer,
		All counsellor of the municipality	
		FGD Mothers of Mother group - Community Based Monitoring	
		FGD Mothers of Mother group - Social Map Reviewed	
		FGD Mothers of Mother group - Maitha Chowkider Para	
	Barguna Sadar Union	Abdul Kuddus Alo Akand	Union Parishad Chairman
		Mst. Asma begum	123 Ward member
		Siddiqure Rahman	President of WASH standing committee
	Upazila Parishad	Md. Monirul Islam	Upazila Chairman
	Barguna sadar Upazila	Shamima Sultana Munni	Upazila Vice Chairman
	Barguna Sadar	Bivas kumar das	Youth development officer
	ASHA (MFI)	Md. Mosharref Hossain	District Manager
	Insaf Pure Drinking Water	Ms. Shamsunnahar	Entrepreneur, & president Barguna Women WASH Business Association
	M/S Arafat Enterprise	Md. Monirul Islam (Alhaj)	Sanitation Entrepreneur & president Barguna WASH Business Association
Gazipur	SNV	Merelin Keka Adhikari	Capacity Building and Training Advisor
		Md. Ariful Islam	Behaviour Change Communication Advisor
		Md. Ruhul Amin Munshi	City Coordinator
		Md. Tanvir Ahamed Chowdhury	Sanitation Business Advisor
	LIUPC Project, UNDP	Mahbubur Rahman Sardar	Town Manager
	Gazipur City Corporation	Md. Akbar Hossain	Additional Chief Engineer
		Md. Amirul Islam	Superindenting Engineer
		Md. Moinul Islam	Chief Planning Officer
		Sanjida Haque	Urban Planner
		Sumana Sharmin	Urban Planner
		Md. Abdul Hamid	Social Development Officer / Public Relation Officer
Jashore	Jashore Paurashava	Md. Mukhlesur Rahman	Assistant Engineer (Civil)
		Sultana Sazia	Town Planner
		Taslima Akhter	Social Development Officer
	SNV	Sardar Lutful Kabir	City Coordinator
		Rahmatullah Faruque	Sanitation Planning Advisor
		Md. Sumon Ali	Sanitation Engineering Advisor
Benapole	Benapole Paurashava	Md. Mosharof Hossain	Executive Engineer
		Md. Saiful Islam	Pouro Nirbahi Officer
		Md. Abu Shied	Assistant Engineer (Civil)
	Kishoree Sanitary Napkin, Satkhira	Rabeya Parvin	Napkin Entrepreneur
		Bristi Khatun	Sanitary napkin worker
Jhenaidah	AID Foundation	Tarikul Islam Palash	Founder & CEO
		Milon Roy	FSM Project Manager
Satkhira	Kolaroa Municipality	Md. Moniruzzaman	Mayor

		Md. Shahidur Islam	Assist. Engineer
		Rafiqul Islam	Councilor, 03 n0. Word
	Satkhira Municipality	Md. Ziaur Rahman	Social Development Officer, Satkhira Municipality
		Idris Ali	Conservency inspector
	ASHA (MFI)	Md. Shohidul Islam	District Manager
		Md. Rezaul Islam	Assistant Branch manager
	A karim Girls High School	Md. Aminur Rahman, & other teacher	Assistant Head Teacher
		Girls students of Class Six	Students
	Practical Action	Shahnaz Pervin Mina	Municipal coordination Officer
	HP	Mrinal Kumar Sarkar	Town Coordinator
	UTTARAN	Hasina Parvin	Project coordinator
		Sk. Rushayed Ullah	Project Officer (Technical & Advocacy)

ETHIOPIA data collection sources			
Location	**Organisation**	**Name**	**Position/responsiblity**
Addis Ababa	BBBC	Endalkachew Bogale	Program manager
	IRH WASH	Gezahegn Lemecho	System
	AMREF	Tamene Chala	NC
	AMREF	Samuel Girima	DM
	WAZFO	Mohammed Bone	NGOs team
	Embassy of the Kingdom of the Netherlands	Jelmer van Veen	First Secretary for Water Affairs
	UNICEF	Kitka Goyol	Chief WASH
Shashemene	SWSSSE	Temesegen Wakejera	Sanitation team
	THO	Nurhusen Bargecho	WASH FOCAK
	Municipal	Maseresha Merie	Focal person
	W/A/ADMIN	Abdo Kebato	WASH focal
West Arsi Zone	W/A/ADMIN	Musitefa Abune	NGO focal
	WAZHO	Aliye Dedecho	WASH NTD
Bahir Dar Zuria Woreda	Plan international Ethiopia, Head Office	Feseha Atase	Project Coordinator
	Plan international Ethiopia, District Office	Ashenafi Zewedu	Monitoring and Evaluation Expert
	Finance and Investment office	Asefaw Salehu	Project Focal Person
	Energy and Water Resource Bureau	Gashaye Temesegen	WASH Focal Person
	Education bureau	Bitaw Hunegaw	WASH Focal Person
	Administration office	Setegn Kase	WASH Focal Person
	Women, children and social affairs office	Sewalem Teshome	WASH Focal Person
	TVET college	Muluken Mekonen	WASH Focal Person

| | Health bureau | Shebabaw Abera | Sanitation and Hygiene Expert |

ZAMBIA data collection sources			
Location	**Organisation**	**Name**	**Position/responsibility**
Lusaka	UNICEF ZAMBIA	Ms. Gloria Nyam Gyang	WASH Specialist
		Kitka Goyol	Chief Ethiopia
		Ms Charity Tuseko Sindano	
	National Water Supply and Sanitation Council (NWASCO)	Mr.Kasenga Hara	Technical Eng.
		Mr. Lloyd Beensi	Technical Inspector (Sanitation)
	The Zambia NGO WASH FORUM	Ms.Bubala Muyovwe-Mumba	National coordinator
	Lukanga Water Supply and Sanitation Company Limited (LgWSC)	Ms. Nangoma N Twaambo	Commercial and Business Development Manager
Kafue	Kafue Town Council	Mr Samson Mwanza	Rural Water & Sanitation Coordinator
	Kafue Health Facility	Racheal Malambo	EHT
	FGD District Water, Sanitation and Hygiene Education Committee (DWASHE)		
	FGD Traditional Leaders, Community Champions, Village Banking Committee EHT Shyala and SHN Shyala		
	FGD 4 Schools & WASH Clubs		
	FGD Twatasha Disabled and OVC's		
Chongwe	Chongwe Municipal Council District	Hector Hamazongo Beene	Environmental Planner/Ag. Rural Water Supply sanitation co-ordinator
	Chongwe Health Facility - EHT		
	FGD Twatasha Disabled and OVC's		
	FGD Schools and WASH Clubs		
	FGD 3 District Water, Sanitation and Hygiene Education Committee (DWASHE)		
	FGD Entrepreneurs – Pad making and Latrine Masons		
Kabwe FGD	SNV, Municipal Council and DWASHE members		
	Luangwa and Kamushanga Community		
	Municipal Council - District Water, Sanitation and Hygiene Education Committee (DWASHE)		
	Twikatane Environmental services - Emptiers		
	SEG- ZAPD		
	Clients - Subscribers to the Scheduled desludging		
	Community		

Annex D: List of documents consulted

Policies
1. 2012: Policy review (beleidsdoorlichting) 'Van infrastructuur naar duurzame impact: beleidsdoorlichting van de Nederlandse bijdrage aan drinkwater en sanitaire voorzieningen (1990-2011)'
2. 2017: Dutch - DGIS WASH strategy 2016-2030.

Project Proposal, Inception report, BEMO
3. 16 March 2017 - full proposal Netherlands WASH SDG programme
4. 31 July 2018- Inception report WASH SDG programme
5. BEMO WASH SDG Consortium Final 24 mei

Annual plans
6. 2018 Annual plan WASH SDG programme
7. 2019 Annual plan WASH SDG programme – AP narrative report
8. 2020 Annual plan WASH SDG programme - AP narrative report
9. 2021 Annual plan WASH SDG programme – AP narrative final
10. 2022 Annual plan WASH SDG programme – final

Annual reports
11. 2017 Annual report
12. 2018 Annual report
13. 2019 Annual report – AR digital
14. 2020 Annual report – AR, LR with navigation
15. 2021 Annual report – with navigation, 30 June

Mid Term Report
16. Midterm review WASH SDG 2021
17. MTR report Bangladesh
18. MTR report Ethiopia
19. MTR report Indonesia
20. MTR report Nepal
21. MTR report Tanzania
22. MTR report Uganda
23. MTR report Zambia
24. MTR-AN (annexes)
    a. Monitoring and Evaluation guideline (word)
    b. Terms of Reference MTR (updated Dec 2020 – covid adaptations)
    c. Terms of Reference Midline Assessment (Jan 21, 2020)
    d. WASH Indicators (excel)
    e. Practitioner note series: Partnership Accountability, by Ken Caplan, June 2005
    f. WASH SDG Programme - GESI Mid-Term temperature check: Synthesis Report
25. Sustainability checks for all countries
26. Revised sustainability checks for Ethiopia, Indonesia
27. Management response MTR
    a. 30-09-2021,
        i. from steering committee
        ii. Annexes
    b. 31-10-2021 SNV, Indonesia Sustainable and Inclusive cities sub-programme
28. Progress to Midline and contribution WASH SDG
29. Mid-Term evaluation WASH SDG programme: a focus on systemic change and sustainability by Catarina Fonseca, Dec 2021

M&E

30. WASH SDG Outcomes 1-3 Dashboard
31. ME guidelines WASH SDG - midline update
32. Leverage households WASH SDG
33. Leverage public private WASH SDG
34. Annex 4 Comparison of local WASH budgets
35. Annex 3 Case studies
36. Annex 2 corrected tables (finance)

Output data

37. Plan Ethiopia output data
38. Plan Indonesia output data
39. Plan Nepal output data
40. Plan Uganda output data
41. SNV Bangladesh output data
42. SNV Indonesia output data
43. SNV Zambia output data
44. WAI Bangladesh output data
45. WAI Ethiopia output data
46. WAI Nepal output data

Other

47. Understanding the WASH system and its building block, IRC Working Paper, Angela Huston and Patrick Moriarty.

Annex E

Field Visit Zambia
Week 3-7 October 2022: National and International Consultant

Day	Activities
Day1 **(Oct 3rd)**	@ Plan's Office, Plot 87A Kabulonga Rd, Lusaka Meetings with Programme Leads and Consortium Partners (both Plan and SNV). Kick-off meetings with national government staff and WASH coordination groups NWASCO NGO WASH Forum
Day 2 **(Oct 4th)**	Field visits to programme locations and meetings and discussions with sub-national government staff focused on Strengthening WASH governance and institutional framework (strategic objective 3). (Kafue) •Rural water supply and sanitation coordinator (Council Kafue) and DWASHE •Road bridge – U/CLTS. Racheal EHT-Kafue mission, Village section
Day 3 **(Oct 5th)**	Field visit to observe and discuss improved hygiene behaviour change interventions (strategic objective 1) (Chongwe) •Rural water supply and sanitation Coordinator (Council Chongwe) and DWASHE •Kanakantapa – impact of CLTS among community members/GESI sensitization (visiting some HH). •Speak to EHT Shyala and SHN Shyala •Speak to village head Shyala
Day 4 **(Oct 6th)**	Depart 06am: Travel from Lusaka to Kabwe (3.5 hours) – morning Strengthening WASH governance and institutional framework (strategic objective 3). (Kabwe) Meeting with Kabwe Local Authority/District WASH multi-stakeholder platform - tentative Meeting with CU Lukanga – tentative Field visit in Kabwe to observe and discuss Improved WASH Service provision (strategic objective 2) Meeting with emptiers supported by the SP Witness an emptying process and interact with the serviced HH Meeting with Ministry of Water Development and Sanitation - tentative
Day 5 **(Oct 7th)**	Departure at 06am to Lusaka Final consultation, fact-checking and debriefing meeting with, as a minimum, the country leads and other relevant partners.

Week 10-14 October: National Consultant

Day	Activities
Day 8 **(Oct 10th)**	Travel from Lusaka to Kabwe (3.5 hours) – morning Field visit to observe and discuss *improved hygiene behaviour change interventions (strategic objective 1)* (Kabwe) Luangwa – planned area, middle income, 1 FGD Kamushanga – peri-urban, low income, 1 FGD
Day 9 **(Oct 11th)**	*Tentative slot for CU or LA if not possible on the 6th October* 1 dedicated FGD with people with disabilities, likely in Kamushanga Travel from Kabwe to Lusaka (3.5 hours)
Day 10 **(Oct 12th)**	Field visit to Chongwe to observe and discuss *Improved WASH Service provision.* •Mutamino – visit to Households, speak to village head EHT and Champions • Meet RWSS and Water affairs to provide responses for data collection/requested • Target schools- Nangongwe and Twatasha (WinS, MHM and WASH clubs including Hand washing • Meeting DEBS • 10 beneficiaries of pad making training • Prepare IEC materials
Day 11 **(Oct 13th)**	Final interviews with stakeholders in Lusaka • Meet local authority management (RWSS representing management) • Meet RWSS and Water affairs to provide responses for data collection/requested • Target schools- Kapete and Shiyala (WinS, MHM and WASH clubs including Hand washing) • Meeting DEBS • 10 beneficiaries of pad making training • Prepare IEC materials Second debriefing to the Consortium team

Field Visit Ethiopia

Week 10-14 October 2022: National and International Consultant

	National level Kick off meeting	National government staff; program leads and consortium partners	Addis Ababa	9:30am-12:30pm	Ameref
	Meeting at Netherlands Embassy	Jelmer van Veen	Addis Ababa		MDF
	Meeting and discussion on strengthening WASH governance and institutional frame work(objective3)	District Government WASH Program support offices (water, health and Education, ,women, children & Social affair)	Bahir Dar (@ hotel venue)	9:00am-12:30pm	Amhara Progrm Area
	Lunch		Bahir Dar	1pm-2:00pm	APA
	Field Visit				
	Field visit to lactation 1 (targeted kebele) on improved hygiene behavior change interventions(objective1	• Program target schools(MHM, peer to peer and WASH Club students, and teachers) • Few HH will be visited on improved HH latrine practice	Bahir Dar Zuria Target kebele	9:00 am-12:30 pm	Amhara Program Area
	Lunch		Bahir Dar	1:00 pm=2:30pm	APA
	Field Visit				
	Field visit to Location2 (Targeted kebele 2) to observe and discuss *Improved WASH Service provision(objective 2)*	WASH service beneficiary communities, WASHCOs and sanitation marketing groups	Bahir Dar Zuria Target communities	9:00 am:-12:30 pm	Amhara Program Area
	Lunch		Bahir Dar	1:00 pm-2:30pm	
	Sanitation marketing group and local sanitary pad producers	SanMark group members and local sanitary pad producer group	Bahir Dar Zuria target kebele	2:30 - 5:00 pm	
	National level interview, consultation, fact checking and debriefing	Country Leads and EKN staff	Addis Ababa	?	Ameref

Week 16-21 October: National Consultant

	10am	- Travel to Hawassa and stay the night		
Monday: 17/5/22	9:00am-12:00pm	- Visit Water Supply facilities (Obenso Jelo Kebele-Shashemene) and discussion with - Visit Market center for improved sanitation products - Interview with WASHCO, SMEs and community leaders on water facility management, improved sanitation products and current ODF progress respectively	Amref	Samuel
	12:00pm-2:00pm	- Lunch and travel to Arsi Negelle	Amref	
	2:00pm-3:30pm	- Interview Negele Arsi district government staffs		Samuel/Gezahegn/Redwan
	3:30pm-5:00pm	- Interview with SMEs (led by women group) and community leaders at sanitation Market center and at Ali Wayo Kebele(Negelle Arsi) on sanitation products and current ODF progress respectively		Samuel
	5:00pm-6:00pm	- Travel back to Hawassa and stay the night		
Tuesday: 18/10/22	9:00am-10:30am	- Interview with zonal level government representatives at Shashemene	Amref	Samuel and Gezahegn
	11:00am-12:30am	- Interview with Shashamane town water supply and sewerage enterprise and municipality	BBBC	Lemi/Endalkachew
	12:30-2:00pm	Lunch		
	2:00pm-4:30pm	- Interview & visit households at Arada Kebele at Shashamene - Interview households & visit Wet land Construction at o5 Kebele at Shashamene	BBBC	Endalkachew/Lemi
Wednesday: 19/10/22	9:00-12:30	- Interview with Shashemene water and finance office representatives	Amref/IRC/BBBC/WI	Samuel/Gezahegn/Lemi/Endalkachew
	12:30-2:00pm	Lunch		
	2:00-4:00pm	- Interview with MFIs (Sinke Bank) at Shashamane	BBBC	Endalkachew/Lemi
Thursday20/10/22	9:00pm-11:00pm	- Interview CBOs and visit catchment restoration sites at Negelle Arsi	WI	Alebachew/Redwan
	11:30am-12:30pm	- Interview Abijata-Shalla Lakes National Park	WI	Alebachew/Redwan
	12:30-2:00pm	Travel back & lunch at Shashamene		

	2:00pm-5:00pm	-	Debriefing and fact checking of the field visit and interviews conducted (at Shashemene Amref Office)	MDF	Helema
			Stay the night at Hawassa		
Friday 21/10/22	9:00am-11:00am	-	Travel back to Addis	Amref	Tamene

Table 1. Tentative timeline for the data verification

Area	No. Of Days for data Verification	Institutions and Stakeholders	Communities	Remark
Shashamane	2 (Oct. 25 and 26)	- Health - Water - Education - Women and Children affairs - District finance - Schools	Local communities composed of Women, PWD and WASH-CO members and SME's supported by WASH SDG	
Negelle Arsi	2 (Oct. 27 and 28)			
Total	4 (Oct 25- Oct. 28)			

Field Visit Bangladesh

Week 23-27 October 2022: National and International Consultant

- Day 1 (Sunday): introductory meeting with SNV and WAI, CSO meeting (on-line), meeting with EKN, meeting with DPHE, LGD-PSB and ITN BUET. Travel to Barguna via Barisal (fly and vehicle)
- Day 2 and 3: Visit Barguna. Travel back from Barguna in the afternoon of Monday 25 October; We propose after returning from Borguna on Tuesday 25 Oct, your directly go to Gazipur and stay overnight there. There is a good resort (Chuti), max 15-minute drive from the City Corporation office. It will save two-hour travel time next morning. I will pick you up from the Airport and travel to Gazipur. It will take approx. an hour. We will arrange vehicle and book accommodation. Hope you agree.
- Day 4 (Wednesday): Visit Gazipur City and return to Dhaka in the afternoon. Night halt Dhaka.
- Day 5 (Thursday): Meeting with Unicef and PPP Authority in the morning, debriefing in the afternoon. A closing dinner - Evaluation team, WAI, SNV, EKN .

Week 30 October-1 November: National Consultant

Day 1 -3: SNV in Jashore, Jhenaidah, Benapole and Satkhira

Day 3: Wai Satlhira

(list of people interviewed in seperate Annex)

WASH SDG Bangladesh Country Programme

Draft Schedule for External Evaluation of WASH SDG Programme from DGIS
Duration: 23 – 27 October 2022

Evaluation Team:
Mr. Mike Zuijderduijn, Managing Director & Senior Evaluator, MDF Netherlands office.
Mr Md. Naziruzzaman (Shyamal), PEng. National Consultant.

Sub-programmes:
Bangladesh Urban Sanitation Sub-programme (SNV Netherland Development Organisation)
Bangladesh WASH Alliance Sub-programme (Simavi/WAI)

Programme flow:

Date	Time	Description	Required participants & Location
23 October	8.00-8:30	Partners get acquainted and check programmatic arrangements	Mike Naziruzzaman, Shahid and Alok at SNV office, House 11, Road 72, Gulshan 2, Dhaka
	8.30-9.15	Online meeting with CSO networks members	Online Zoom Meeting, WAI will arrange (SWA, BWIN, FANSA, FSM Network, WaterAid)
	9.15-9.30	Travel to EKN	
	9.30 – 10.30	Meeting with Mr. Folkert de Jager, First Secretary, Embassy of Netherlands. (Arranged by MDF)	Mike, Naziruzzaman, Shahid and Alok at Embassy of Netherlands. Road 90, Gulshan-2, Dhaka.
	10:30-11:30	Travel to DPHE Building	Mike, Naziruzzaman, Shahid and Alok at Capt Mansur Ali Sarani, Kakrail
	11.30-13.00	Meeting with DPHE Addl Chief Engineer and CWIS Support Cell, and LGD Joint Secretary/ Adviser- Policy Support Branch	Mike, Nazir, Shahid and Alok at DPHE and PSB.
	13.00-13.20	Travel to ITN- BUET.	
	13:20-14:00	Meeting with Director/ Manager ITN BUET	Mike, Naziruzzaman, Shahid and Alok At Palashi, BUET
	14.00-15:30	Travel to Dhaka domestic airport	
	15:30-17.15	Airport for Barisal.	Air Ticket Booked
	17.15-19.30	Travel from Barishal to Barguna	By road transport. Micro Bus Arranged
	19.30-20:00	Check in RDF	RDF, Barguna 3 Rooms booked
	20:00	Dinner meeting with WAI partners	Partners colleagues, Barguna

Date	Time	Description	Required participants & Location
24 October	8.00-9.00	Breakfast @ RDF	
	9.00-9.30	Travel to Barguna Sadar UP	
	9.30-10.30	Meeting with Union Parishad (Demonstrate Inclusive and Gender based Monitoring tools, WASH Desk, multiyear plan, open budget)	Barguna sadar UP, Barguna Sadar
	10.30-11.00	Travel to Barguna Municipality	
	11.00-12.00	Meeting with Municipality Authority (Mayor, Secretary, SDO, Secretary, Councillors)	Barguna Municipality
	12.00-13.00	Meeting/FGD with Government Officials at Barguna.	DPHE, Education department, Health, Social welfare, cooperatives, youth development etc. Maximum 6-8 participants.
	13.00-14.00	Lunch	
	1400-15:00	Focus group Discussion with community mother group & demonstrate Community based monitoring & social mapping for behavioural change	CSO/WASH group (Barguna municipality). People of 8-10 will be joined from mother group for FGD.
	15.00-15.30	Travel to Meeting venue	
	15.30-16:30	Meeting/ interview with WASH Entrepreneurs, MFI (Divisional Manager-ASA, MFI), Women Entrepreneurs, WASH Business association.	Barguna. Can conduct KII with Entrepreneurs and MFI.
	16.30-17.00	Travel	
	17.00-17.30	Demonstrate Pit emptying technology & any others WASH structure	Barguna Can conduct KII with pit emptier
	17.30-18.00	Back to Hotel	
	18.00-19.00	Consultant team meeting (Mike & Naziruzzaman)	RDF
	20:00	Dinner	RDF
25 October	8.00-8.30	Breakfast @ RDF	
	8.30-9.00	Travel to Ayla High School	
	9.00-10.00	School program WASH education, MHM corner etc.	Ayla High School, Barguna Sadar
	10.00-10.15	Travel to FGD	

Date	Time	Description	Required participants & Location
	10.15-11.15	Focus Group Discussion among Community mothers group meeting in Barguna.	CSO engagement, Youth engagement.
	11.45-13.00	Community mothers group meeting / Revolving fund. Conduction FGD	Rupnagar, Fuljhuri Union, Betagi
	13.00-14.00	Back to Hotel Lunch & Check out	1.00-2.00
	14:00-16:30	Barguna to Barisal Airport	By Micro Bus (Arranged by WAI)
	17.40-18:20	Barisal to Dhaka	By Air (Arranged by WAI)
	18.30-19:45	Dhaka Airport to Gazipur Chuti Resort	SNV will arrange pick up and drop to Chut Resort. Shahid will join.
26 October	9:00 – 16:00	Visit Gazipur City Corporation (GCC): - Meeting with SNV team - Meeting GCC Wastewater Management Committee - Visit Community sanitation interventions and meeting - Visit piloting alternative containment system and FSTP construction	Mike, Naziruzzaman and Shahidul
	16:00-18:00	Travel to Dhaka	Dhaka Hotel (MDF to arrange)
27 October	9.00-12.00	Meeting with UNICEF and PPP Authority.	Mike, Naziruzzaman, Shahid and Alok at Agargaon, Dhaka
	12.00-13.00	Travel to WAI/SNV office	
	13.00-14.00	Lunch	
	14.00-15.00	Meeting among two consultants and preparation for debriefing.	
	15.00-17:00	Debriefing with SNV and WAI and Way forward.	If needed, we can stay more to finish debriefing and way forward.
	19:00	Closing dinner	SNV will arrange

Note:
1. MDF will arrange hotel for Mike in Dhaka.
2. WAI will arrange air tickets, hotel, micro bus for field trip and domestic airport drop and pick up.
3. SNV will arrange transportation and other logistics for 26 October to visit Gazipur.
4. SNV will arrange internal transport within Dhaka on 23rd and 27th October.
5. Mr. Naziruzzaman will continue visiting programme areas from 30 October to 1 November. SNV will coordinate and arrange logistics.