



**Improving the quality and utilisation  
of MDG monitoring data  
at national and sub-national level**

*Report of Workshop held on  
24 February 2005  
Accra, Ghana*

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## Table of Content

|  |    |
|--|----|
| Table of Content.....  | 1  |
| List of acronyms.....  | 1  |
| Summary.....   | 2  |
| 1 Introduction.....  | 3  |
| 2 Background.....  | 3  |
| 3 Workshop participants, objectives and methodology.....             | 3  |
| 4 Results.....   | 5  |
| 4.1 Key issues.....  | 5  |
| 4.2 The Working Groups: different stakeholders, different views..... | 5  |
| 4.3 Strategies and activities: the way forward.....                  | 7  |
| 4.3.1 Framework for monitoring.....                                  | 7  |
| 4.3.2 Definitions.....   | 7  |
| 4.3.3 Sustainability.....  | 8  |
| 4.3.4 Data collection method and disaggregating.....                 | 8  |
| 4.3.5 Building capacity.....   | 8  |
| 4.3.6 Civil society involvement.....                                 | 8  |
| 4.3.7 Coordination.....  | 9  |
| 5 Conclusion and recommendations.....                                | 9  |
| Annex 1: Overview Paper.....   | 11 |
| Annex 2: Workshop Programme.....                                     | 17 |
| Annex 3: list of participants.....                                   | 18 |
| Annex 4: Presentations.....  | 18 |
| Annex 5: Results from brainstorm on key issues.....                  | 36 |
| Annex 6: Working group outputs.....                                  | 39 |
| Annex 7: Strategies and activities.....                              | 44 |

## List of acronyms

|        |   |  |
|--------|---|--|
| AfDB   | - | African Development Bank                                   |
| APR    | - | Annual Progress Report                                     |
| CIDA   | - | Canadian International Development Agency                  |
| CWSA   | - | Community Water and Sanitation Agency                      |
| CWSS   | - | Community Water Supply and Sanitation                      |
| DANIDA | - | Danish International Development Agency                    |
| DFID   | - | Department for International Development                   |
| EU     | - | European Union   |
| GPRS   | - | Ghana Poverty Reduction Strategy                           |
| GSS    | - | Ghana Statistical Service                                  |
| IRC    | - | International Water and Sanitation Centre, The Netherlands |
| JMP    | - | Joint Monitoring Programme                                 |
| KfW    | - | Kreditanstalt für Wiederaufbau                             |
| M&E    | - | Monitoring and Evaluation                                  |
| NDPC   | - | National Development Planning Commission                   |
| MDGs   | - | Millennium Development Goals                               |
| TREND  | - | Training Research and Networking for Development Group     |
| UNICEF | - | United Nations Children's Fund                             |
| UNDP   | - | United Nations Development Programme                       |

## Summary

Based on extensive literature review studies, IRC and TREND supporting the DFID-financed WELL project developed a draft country position paper focusing on aspects of validity and utility in monitoring the MDGs in Ghana and including an overview of promising methodologies to improve use and effectiveness of the MDGs monitoring in the country. As a follow-up to this draft country position paper, a workshop was organized jointly by IRC and TREND on 24 February 2005, titled “Improving the quality and utilisation of MDG monitoring data at national and sub-national level”.

Key decisions that emerged from the plenary discussions and workgroups during the workshop on the way forward for enhancing sector monitoring included the establishment of a central institution (Monitoring Unit ), harmonisation of data collection procedures, tools, indicators and definitions through the set-up of a technical committee, go beyond just monitoring coverage or implementation data, including sustainability aspects as well, disaggregating the data, include civil society and improve stakeholder coordination.

At the workshop there were no concrete steps taken to follow-up on the conclusions and recommendations. It is therefore suggested that this report is used by the various sector platforms/fora (such as MWH and its agencies, Mole Conference, CONIWAS, donor coordination group, etc.) and institutions (such as the Resource Centre Network Ghana, training institutions and universities) to take these challenges, strategies and actions up.

## **1 Introduction**

A 1-day workshop titled “Improving the quality and utilisation of MDG monitoring data at national and sub-national level” was held on 24 February 2005 at the Novotel, Accra, Ghana. This report will start by giving an overview of the background of the workshop. This will be followed by an introduction to the participants, the objectives of the workshop and the methodology used. The results of the workshop are presented in 3 parts, covering the 3 phases of the workshop: the identification of key issues, the working groups and the way forward. The final part of the report contains the conclusions and recommendations

## **2 Background**

Monitoring is very important in tracking the progress made in the achievement of the national, regional and district goals and the international MDGs. Monitoring would provide the framework for advocacy especially in the international front and in providing the necessary data base for planning, priority setting and targeting resources to the poorer sections of communities. To this end, IRC and TREND supporting the DFID-financed WELL project, are carrying out activities with the aim of contributing to the effective monitoring of the Millennium Development Goals in Ghana.

As one element of the WELL activities, IRC and TREND prepared a draft country position paper based on extensive literature review studies. The draft position paper focuses on aspects of validity and utility in monitoring the MDGs in Ghana and includes an overview of promising methodologies to improve use and effectiveness of the MDGs monitoring in the country.

As a follow-up to the draft country position paper, this workshop was organized jointly by IRC and TREND on 24 February. The workshop provided a forum for wide range consultations with relevant stakeholders to review the country paper and to make constructive suggestions and recommendations for strategies and actions towards improving MDGs monitoring and use of monitoring data in Ghana, both at the national and sub-national level.

## **3 Workshop participants, objectives and methodology**

The context and framework for monitoring the MDGs in Ghana, which has been captured in an Overview Paper by IRC/TREND, was circulated before the workshop to all participants (see Annex 1)

The workshop, of which the programme can be found in Annex 2 brought together representatives from relevant organizations that have a stake in collection, analysis and use of data in the water and sanitation sector, policy makers at the national, regional and district level, and representatives from national and international institutions involved in the MDGs’ monitoring, including donor organisations and civil society. The list of participants can be found in Annex 3.

The workshop was opened by a word of welcome by Dr. Stephen Duah-Yentumi, an Assistant Resident Representative and the UNDP Sustainable Development Advisor. In his speech Dr. Stephan Duah-Yentumi stressed on the importance of sustainable water management. He considered water and sanitation as basic human rights, which are strongly related to other human rights like health, education and work. The recognition of water as a human right by the UN has given a major boost in efforts to achieve the targets for the water and sanitation Millennium Development Goals. He however, lamentated that Sub-Saharan Africa seems to be lacking behind in achieving the goals. In Ghana, the UNDP works with government

and civil society and other agencies on expanding partnerships. One of its initiatives is the dialogue on effective water governance, which serves as a place for increasing information exchange and cooperation among stakeholders. Dr. Stephan Duah-Yentumi expressed that he believed that this is exactly what this workshop is about as well. He disclosed that the government of Ghana/UNDP Country Cooperation Framework covering the period 2006-2010 will focus on developing partnerships with civil society organisations and donors for the provision of water services in terms of delivery, efficiency, effectiveness, equity and financial sustainability to meet the MDG targets in water and sanitation in Ghana. The speech was concluded by the expression of hope that the outcome of the workshop would be a renewed support of the collective resolve to meet the challenges of achieving the MDGs.

This inspiring work of welcome was followed by the introduction to the objectives of the workshop, which were the following:

1. To create a forum for stakeholders at the national and sub national level to discuss on key issues in the present sector and MDG monitoring in Ghana;
2. To identify strategies for improving the MDG monitoring methodology, data, analysis;
3. To identify strategies for improving the use of monitoring results in providing sustained water and sanitation services to the poor;
4. To create a forum for the discussion of national and sub-national processes for data collection on the achievements of the MDGs and for its use to inform and improve policy, strategy, planning, priority setting and resource allocation;
5. To create a platform for enhancing the MDGs monitoring processes currently carried out by the JMP.

IRC/TREND set the tempo and deliberations of the workshop by presenting global perspective and country perspective to the MDGs monitoring process. These presentations can be found in the Annex 4. Furthermore, a presentation had been planned by the NDPC. Due to unforeseen circumstances, this presentation had to be cancelled at the last moment. However, the outline of this presentation on the process overview and the challenges of M&E of the implementation of the GPRS can be found in Annex 4 as well.

In a plenary brainstorming session following these presentations, participants were given four cards and asked to write down key issue related to monitoring, which were collected and clustered into several main issues on the wall.

The participants were divided into 4 groups, according to the type of organization each participant represented: a civil society group, a donor group, a regional and district level agency group, and a national agencies group. Each group was asked to look closer into 4 or 5 of the before identified issues and to present its findings to the plenary group.

This was followed by a plenary session on strategies and actions to deal with the identified issues, based on the findings from the 4 groups.

## 4 Results

### 4.1 Key issues

The participants identified many issues related to monitoring the MDGs, which were clustered into the following key categories:

- Framework for monitoring
- Definitions and Indicators
- Collection Method/Data – Sustainability beyond coverage
- Disaggregation /Breakdown of Data
- Coordination of monitoring
- Capacity for monitoring
- Civil Society Involvement

The complete result of the brainstorm gives a comprehensive overview of what the underlying issues are in each of these categories (see Annex 5). This is useful for further planning strategies and actions.

There was a remark that there is no consistent water policy and that the place of sanitation in the institutional set-up is not very clear. Water and sanitation policies do exist, but these have not been clearly adopted or translated into strategies. A policy is not supposed to give an elaborate framework for monitoring, but strategies should be in place how to translate policies into concrete actions. However, it was decided that a discussion about a coherent policy would be beyond the scope of the workshop and would therefore not be further discussed during the workshop.

Regarding civil society involvement, a representative from CWSA stated that there is a need for the districts to have a clear overview of NGO activities at the district level. At the moment this is often lacking in some districts. District Authorities are in many cases not consulted by NGOs and they appear not to have the mandate to control NGOs' activities. According to the CWSA representative, it should be mandatory by law for NGOS to furnish districts with information on their activities

### 4.2 The Working Groups: different stakeholders, different views

The different stakeholder groups discussed 4 to 5 of the above mentioned issues, which they presented back to the plenary group. These presentations can be found in Annex 6.

#### Group 1: civil society

The NGO/CBO group looked at the issues of sustainability, civil society involvement, desegregation of data and capacity building.

On the issue of *sustainability*, the NGO/CBO group stressed the importance to look beyond coverage, including water quality, user satisfaction, functionality and frequency of breakdown, availability and costs of maintenance and spare parts. The group also stressed the point that these characteristics are not static, but change over time, which should be taken into account in the design of an M&E system.

Concerning the *role of NGOs and CBOs*, the NGO/CBO group was of the opinion that they have expertise in monitoring and can provide support at different levels. The group perceived roles in the planning of M&E systems to include validation of data, dissemination of results and giving feedback based on the monitoring data to the community. Furthermore, NGOs could provide technical

assistance. The group stressed the importance of building upon each others work, not duplicating it.

Besides the lack of geographical *disaggregation of data* at the district and community levels, the NGO/CBO group saw the need for the disaggregation of data based on socio-economic status. Since this is likely to change over time, regular monitoring of this will be needed.

Related to the issue of *capacity building*, the NGO/CBO group expressed willingness to provide assistance in training, technical assistance and logistic support at all levels.

### **Group 2: Donors**

The donor group focused on the following issues: the framework for monitoring, data collection system, stakeholder coordination and disaggregation of data.

The group highlighted the importance of a one lead agency that would define and harmonize the indicators and the data collection system for monitoring for urban and rural areas, for both quantitative as well as qualitative data. The donor group saw the need for a strong and robust monitoring unit within the Water Directorate which could take on this role and serve as a one-stop centre where reliable up-to-date information on water and sanitation could be obtained.

### **Group 3: Regional / District Level Agencies.**

The group consisting of representatives from CWSA at regional and district levels<sup>1</sup> looked at the issues of the framework for monitoring, sustainability, data collection, the disaggregation of data and the role of civil society.

Related to the *framework* and *data collection*, the group gave a detailed overview of what should be monitored, which data should be collected, how and when this should be done, which tools should be used and what the data should be used for.

From its experience on the ground, the group expressed that O&M of facilities and capacity of local institutions are critical issues related to *sustainability*, which should be monitored.

Concerning the role of the *civil society*, the group expressed that it is important that civil society and NGOs activities are executed in line with the District Water and Sanitation Plans in the various districts. The group recognized that the community could be involved in planning and implementation of projects.

The group saw the need to *disaggregate* data according to demography, geography (National, Regional, District, Council) and socio-economical factors (poverty).

### **Group 4: National Agencies**

This work group, consisting of representatives from the national level agencies like CWSA, GWCL, GSS and MLGRD, explored the following issues: framework for monitoring, harmonisation of definitions, stakeholder coordination and capacity building.

Regarding the *framework* for monitoring, the group feels that monitoring should be coordinated by institutions at national level, with offices at regional level

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<sup>1</sup> It should be noted that these staff came from Danida-supported regions and districts, which have a comprehensive monitoring system in place.

taking care of monitoring at that level. Regulations should be in place to coordinate the monitoring activities of these agencies. Furthermore, frequent stakeholders meetings and/or fora should be considered to improve coordination of monitoring by different stakeholders.

Frequent *stakeholder coordination* is necessary according to the group. To monitor the progress, there should be an institution or a unit that can coordinate, validate and share all information that comes from all agencies (like Ghana Info). This coordination unit will need resources in order to be able to do its job. Furthermore, a feedback mechanism which feeds back the information to the grassroots (district and community) level, which is mostly lacking at the moment, is considered important by the group.

At the moment, the *definitions* in use are considered inadequate. There should be a technical committee, which should critically review definitions. This committee should have a clear ToR, with benchmarks and goals, indicators and measuring tools. The definitions should include aspects like sustainability, functionality etc.

Regarding *capacity building*, the group recognises that training of the Technical Committee and the Coordinating Unit will be needed. M&E training is needed at all level. Resources should be available for training and for the monitoring work itself.

### **4.3 Strategies and activities: the way forward**

From the results of the group work, strategies and activities related to the identified key issues were extracted (see Annex 7 for an overview).

#### **4.3.1 Framework for monitoring**

Different stakeholders from different levels should be involved in monitoring. Various data come from various stakeholders. There should be a forum for harmonization and validation of the data, in which all these stakeholders are represented. However, for consistency reasons this should be coordinated and regulated. Therefore there is the need for a *centrally located monitoring body* (which was especially promoted by the donor group), which would be responsible for coordination, validation and feed-back to the districts. This central institution should also harmonise the monitoring structures (when to monitor, who to monitor and what and in what way to monitor).

The *use of data* is very important. What will the data be used for at different levels should be the basis of the *framework*. Monitoring data should be used for planning and for allocating resources. Furthermore the data should be used to see whether there is a problem with the *functioning, use and management of the systems* and to take *immediate action* accordingly. The framework should be able to track the progress of sector.

#### **4.3.2 Definitions**

It was generally acknowledged that harmonisation of collection procedures, tools, indicators and definitions are needed for consistency in monitoring. The proposed strategy to achieve this is reviewing and formulating definitions by a technical commission.

A technical committee should be set up to look at benchmarking, indicators and definitions. The output would be agreed standard definitions, which should as much as possible reflect international definitions/standards (e.g. the Joint Monitoring Programme).



### **4.3.3 Sustainability**

The importance of including sustainability issues in monitoring, that is, going beyond just monitoring coverage, is especially promoted by the civil society group and the regional / district level agencies group.

Key sustainability components should be checked, including the functioning of the technical system, the management system and support structures at district and regional level.

Activities related to this strategy are defining key factors/elements (e.g. functioning, use, motivation, supply change, management, motivation, willingness to pay) that contribute to sustainability. These key factors might differ among different system (surface water, piped system, hand pump systems etc).

### **4.3.4 Data collection method and disaggregating**

The strategy is to make better use of the data. Disaggregating the data will help in allocating resources and focussing the planning and investments, e.g. on the underserved/unserved poor.

Activities that could be undertaken include assessing whether the data that is currently being collected is sufficient. The data collection forms might have to be modified accordingly. Data collection should be designed in order to allow for disaggregation (collection and analysis of data by geological area and socio-economic status). Communities can be involved in participatory data collection.

Accommodating poverty issues is important. Poverty indicators need to be collected as part of the baseline. However, the poverty level will change over time and this should be taken into account. An activity that can be done within this strategy is to revisit baseline data to find out whether improvements have occurred after the intervention.

### **4.3.5 Building capacity**

The strategy is to have monitoring capacity at every level: from WATSAN Committees at village level to the Monitoring Unit at national level. Capacity building at district level and regional level is important, since they implement and should be able to monitor in order to follow-up. Furthermore, it was suggested to use the capacity of NGOs in monitoring and to use the mandate of the civil society to link with the communities.

Activities that are to be undertaken are training needs assessments and providing training and refresher courses (at community level, district, regional and national level) to bring the newly acquired capacities into practice, resources (logistics).

### **4.3.6 Civil society involvement**

NGOs also provide water supply and sanitation services and should therefore be involved in monitoring.

Activities that could be undertaken are to identify the presence and capacities of NGOs in districts and to identify their roles and tasks in M&E.

Care should be taken that no parallel institutional set-up is created, next to the district. Synergy between NGOs, public and private sector is important. In Volta region, MOM<sup>2</sup> focus persons are in place. It is important to build on existing capacities.

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<sup>2</sup> MOM = Monitoring of Operation and Maintenance

### **4.3.7 Coordination**

Coordination of resources and capacities will enable service providers, including WATSAN committees to ensure sustainability.

There was general consensus that one of the first activities should be the establishment of the already mentioned Monitoring Unit in the Water Directorate. The Water Directorate should bring together monitoring data from both urban as well as rural water supply.

At the moment monitoring on sanitation is very limited in scope. It does not look into waste dumping etc., but only at latrine coverage. There are however plans to change this (“forms for it have been developed”), which will require establishment of coordination for sanitation at DA level.

## **5 Conclusion and recommendations**

Monitoring of water services in general and more specifically MDG monitoring are considered key issues to the water and sanitation sector in Ghana. The results of the workshop would therefore augment and inform various stakeholders on the way forward for enhancing monitoring and evaluation of the sector. The Mole Conference organised by independent NGOs in the water and sanitation sector intends to deliberate on the subject in this year’s conference to be held in June. The output would also strengthen the ongoing efforts by the Water Directorate of the MWH at establishing monitoring systems at the district level.

Key decisions that emerged from the workshop on the way forward for enhancing sector monitoring included:

*The need for the establishment of a central institution (Monitoring Unit) to be located within the Water Directorate of the MWH to coordinate the monitoring activities of the different stakeholders at different levels that are or should be involved in monitoring. This Monitoring Unit would provide the forum for harmonization and validation of the data, and one-stop centre for obtaining information on progress in the water and sector. The Monitoring Unit would also harmonise the monitoring structures (when to monitor, who to monitor and what and in what way to monitor).*

It was generally acknowledged that harmonisation of data collection procedures, tools, indicators and definitions are needed for consistency in monitoring and the avoidance of great variability in data from different sources. The set-up of a *technical committee*, which would look at benchmarking, indicators and definitions taking into considerations international standards, is needed to achieve this.

It was also generally agreed by participants of the workshop that there is the need for monitoring data to go beyond just monitoring coverage or implementation data. *Sustainability aspects* in monitoring such as functionality of systems, water quality, water use, functioning of WATSAN Committees should be given attention in monitoring.

It was recognised that to make to make better use of the monitoring data, *disaggregating the data* will help in sub-national planning in allocating resources and focussing/targeting on the underserved/unserved poor. To this end, data collection instruments should be designed in order to allow for disaggregation (collection and analysis of data by geological area and social economic status).

The fact that *civil society* has an important role to play in the monitoring process was acknowledged. However, it was recognised that, their role should be complementary and not parallel to already existing systems.

Related to the civil society is the need for better *stakeholder coordination* which was stressed by many of the participants. This task could also be taken up by the central Monitoring Unit and its affiliations at district level.

At the workshop there were no concrete steps taken to follow-up on the conclusions and recommendations. It is therefore suggested that this report is used by the various sector platforms/fora (such as MWH and its agencies, Mole Conference, CONIWAS, donor coordination group, etc.) and institutions (such as the Resource Centre Network Ghana, training institutions and universities) to take these challenges, strategies and actions up. It is expected that this workshop exercise and the short summary report have triggered enough momentum to have concrete activities and outputs for effective monitoring at sub-national level linked to national level.

## Annex 1: Overview Paper

### Strategies to improve the monitoring the MDGs: Ghana

*K. Shordt, IRC, the Netherlands and Bernard Akanbang, TREND, Ghana*

(This paper is a shorter version of a paper on the same subject for Ghana and Tamil Nadu)

#### Summary

High quality and easily available data will improve the ability of governments and civil society to work toward development goals. It also helps avoid the selective application of statistics and the use of inaccurate socio-economic information which can undermine efforts to establish a general consensus on the way forward for national development. Data is meant to be used. This implies that it must be valid, address the important issues and be “user-friendly”, with implications and meaning that are obvious for non-researchers. For the Millennium Development Goals, data about water and sanitation focus somewhat narrowly on coverage with improved facilities<sup>3</sup>. A major challenge is to monitor – and to use monitoring information-- for pro-poor rather than pro-growth policies and strategies. These issues are examined in the following paragraphs from the perspective of Ghana.

In both Ghana —as in many other countries -- data is needed to help answer the questions: What will it take to attain the MDGs? What data do we need and will we use at different levels?

Four strategies are recommended, each of which has been tested and shown to be effective. These are:

- **Rationalize the definitions** within each nation/state, for example to variables such as “access”. Reference is made to Government of Uganda experience (WEDC)
- **Apply quantified participatory monitoring** which can be used to check traditional MDG data collection, to provide the information usually missing from the MDGs about functionality, costs, use, management, transparency. The approach was originally developed and tested in 15 countries by WSP and IRC. It is also useful for improving local management and for improving current programmes.
- **Undertake mapping by geography and poverty levels** with examples here drawn from WaterAid in Malawi and IRC in India. This approach is very useful for identifying effective strategies, increasing coverage that is poverty-sensitive. It can also be used for allocating funds.
- **Involve NGOs, CSOs** and their networks to improve the collection and use of data using strategies such as those above. In Ghana, there are many dedicated and highly qualified institutions that should be involved in monitoring progress toward achieving the MDGs... and helping all stakeholders to act on the results of that monitoring.

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<sup>3</sup> “OED Reach”. 22 July 2004.

## Measuring and using MDG in Ghana

The Government of Ghana has committed itself to a Poverty Reduction Strategy, as well as to achieving the MDGs. Ghana has extensive data bases, with many national and sub-national surveys and monitoring activities.

**Reliability of information:** The many large surveys in Ghana have their own objectives, their own definitions and sponsors. Therefore it may not be surprising – although it is not particularly helpful— to see the variations in the data. For example, estimates for rural access to improved water services for the year 2000 varied from 40% to 62%. Different estimates can lead to different programming and allocation of resources.

**Table 1. Estimates of coverage for water and sanitation from various sources, Ghana**

| Source   | WHO-UNICEF <sup>4</sup>   | UN Statistics Division <sup>5</sup> | UNDP-Ghana <sup>6</sup> | World Bank/Ghana <sup>7</sup> | Gov. of Ghana/World Bank <sup>8</sup> |             | UN Millennium Project <sup>9</sup> |
|--|---------------------------|-------------------------------------|-------------------------|-------------------------------|---------------------------------------|-------------|------------------------------------|
| <b>Document title or project</b>                       | Joint Monitoring Program* | MDG Targets on website              | MDG Country Report      | Ghana Living Standards Survey | Core Welfare Indicator Questionnaire  |             | Interim Report and Case Studies    |
| <b>Year to which data applies</b>                      | 2000                      | 2000                                | 1998                    | 1998/99                       | 1997/1998                             | 2003        | 2000                               |
| <b>Access to improved/safe water sources (total %)</b> |                           | <b>73</b>                           | <b>74</b>               | <b>61</b>                     | <b>48</b>                             |             |                                    |
| <b>Rural %</b>   | <b>62</b>                 | <b>62</b>                           |                         | <b>48</b>                     | <b>40</b>                             | <b>46.4</b> | <b>40</b>                          |
| <b>Urban %</b>   | <b>91</b>                 | <b>91</b>                           |                         | <b>79</b>                     | <b>63</b>                             |             | <b>70</b>                          |
| <b>Access to improved sanitation (total %)</b>         |                           | <b>72</b>                           |                         | <b>78</b>                     |                                       |             |                                    |
| <b>Rural %</b>   | <b>70</b>                 | <b>70</b>                           |                         | <b>70</b>                     | <b>46</b>                             | <b>55</b>   | <b>44</b>                          |
| <b>Urban %</b>   | <b>74</b>                 | <b>74</b>                           |                         | <b>91</b>                     |                                       |             | <b>71</b>                          |

**Definitions:** There is a need to review definitions, targets and indicators. The MDG targets focus on *sustained access to safe drinking water and sanitation*. However, the big surveys in Ghana (and in most other nations) do not monitor this. They measure *distance to improved facilities*. We often find that facilities have improved, but that are not safe.

<sup>4</sup> WHO-UNICEF Joint Monitoring Program (JMP) sanitation and water data. This also shows graphs with linear estimations. [http://www.wssinfo.org/en/pdf/country/ghana\\_water1.pdf](http://www.wssinfo.org/en/pdf/country/ghana_water1.pdf)

<sup>5</sup> UN Statistics Division. [http://millenniumindicators.un.org/unsd/mi/mi\\_series\\_list.asp](http://millenniumindicators.un.org/unsd/mi/mi_series_list.asp) This shows the JMP data.

<sup>6</sup> UNDP and Government of Ghana. MDG Country Report (2003). Includes a preface by the Government. Still in draft form. [http://www.undp.org/mdg/ghana\\_report.pdf](http://www.undp.org/mdg/ghana_report.pdf)

<sup>7</sup> [http://www4.worldbank.org/afr/stats/StdFiles/bulletin01\\_gha\\_1998.pdf](http://www4.worldbank.org/afr/stats/StdFiles/bulletin01_gha_1998.pdf)

<sup>8</sup> Government of Ghana/ World Bank Ghana: Poverty Reduction Strategy Paper Annual Progress: 2003. <http://www.imf.org/external/pubs/ft/scr/2004/cr04207.pdf>

<sup>9</sup> UN Millennium Project. Millennium development goals needs assessment: Country case studies of Bangladesh, Cambodia, Ghana, Tanzania and Uganda, 17 January 2004. Pages 60-67 deal with water and sanitation. There is an interesting case study for Ghana on pp 132-153 done by Ernest Aryeety and Michael Nimu, Institute of Social Statistics and Economic Research, Ghana. The data given here for Ghana is very different from MDG data of the UN Statistics Division. [http://www.unmillenniumproject.org/documents/mp\\_ccspaper\\_jan1704.pdf](http://www.unmillenniumproject.org/documents/mp_ccspaper_jan1704.pdf)

**Use of information:** Data is meant to be used to improve the situation, and not primarily as a tool for seeking extra funding. For example, the MDG data should tell for each district (and community) what proportion of the poorest 10%, 20% or 30% of the population have access to safe water and sanitation. However, Mr. Kofi Asante-Frimpong, Programme Director of the National Poverty Reduction Programme put the problem this way: *Aggregated data at the national level and national indicators ... do not, reveal differences ...in terms of geographical areas or social groups. They are therefore inadequate for more local level decision-making. The District Assemblies responsible for local level development generally lack detailed or up-to-date statistical data about poverty within the districts*<sup>10</sup>.

**Insufficient depth of indicators:** In general, existing data for the MDGs and the GPRS only talk about physical access. Data is not provided for important issues such as functionality, sustainability, O&M, use and behaviours essential so that water and sanitation facilities have an impact. Emphasizing this point, one report<sup>11</sup> about urban areas states:

*Although the Ghana Living Standards Survey (GLSS-nr. 4) estimated that 80% of all urban residents and 100% of those living in Accra had access to piped water... these are misleading statistics.... Underlying all these figures is the daily reality of interrupted availability, long lines, and high prices, because even when households have piped water, supply is not constant.*

About toilets and latrines, the report says: *Government statistics understate the severity of this problem. In 1998–99, for example, 78% of all urban families, including those in urban Accra, were said to have access to a toilet or latrine; however, this finding had more to do with the GLSS 4's definition of "access" as living within a certain distance of a public latrine or toilet than it did with use.... Long queues, significant user fees and unhygienic conditions at public latrines make going to the toilet a daily problem for those living in urban slums.*

*'The public toilets in Accra are dehumanizing.'*—Government engineer

*'Just entering the public toilets in our neighbourhood will make you sick.'*—Young mother of two in Kumasi slum

**Quality of analysis:** Another area that deserves greater support is the quality of the analysis. Even from similar data, different conclusions sometimes seem to have been drawn. For example, according to the Millennium Project report said Ghana is “off track” but the Government/WB Annual Progress Report of the GRSP said Ghana is “on track” in the development of rural water supply. Both reports use the same data.

## Institutional setting

Observers indicate that Ghana has the capacity to monitor the progress toward achieving the MDGs with quality and depth, provided that there is adequate commitment, capacity building and support from both government and donors.

**GSS (Ghana Statistical Service):** The GSS has received some support for capacity development. However, continuing challenges are: (a) Obtaining sufficient financial support; (b) Limited capacity to do detailed poverty analysis; and (c) Being required to report on slightly different indicators for many parallel programmes, such as the Millennium Development Goals, the Ghana Poverty Reduction Strategy and MDBS (Multi Donor Budget Support)<sup>12</sup>. The GSS and the Planning Commission developed plans for disseminating information and organizing a network with ten sectoral statistics working groups. Information about the activities of these activities seems to have faded after 2003, however.

<sup>10</sup> Kofi Asante-Frimpong. *Commentary on an assessment of poverty reducing policies and programmes*. 6 p. 2003? Ghana.

<sup>11</sup> Patricia Taylor with Carla Rull Boussem, Joan Awunyo-Akaba, John Nelson. Activity Report 114 Ghana Urban Health Assessment. December 2002. Prepared for USAID Mission to Ghana by Environmental Health Project.

<sup>12</sup> World Bank: IDA/IFC: Country-Assistance Strategy of the World Bank Group for the Republic of Ghana, Feb. 2004  
<http://siteresources.worldbank.org/GHANAEXTN/Resources/CASGhana.pdf>  
<http://www.undp.org/dpa/frontpagearchive/2004/february/25feb04/>

**Civil society and non-government organizations:** Several stakeholders support—mainly verbally—the involvement of civil society including non-governmental organizations in monitoring development goals. The great need is to involve NGOs, CSOs and their networks to improve the collection and use of data. Thus, the National Development Planning Commission said: *By having access to monitoring and evaluation results, civil society organizations can generate participatory review of the poverty reduction efforts that should increase accountability and transparency of public resource allocation and utilization.*<sup>13</sup> Commenting on this statement, World Bank staff concurred that CSOs should be involved: *in the monitoring and evaluation of program implementation, although it could also have usefully elaborated on the instances where this collaboration will be sought.*<sup>14</sup> The next section does just this.

## Strategies and tools for moving ahead

The situation demands action if, in the spirit of the MDGs, the water and sanitation programmes and their strategies are really going to benefit poor people. It is possible, of course to make many recommendations. However a few recommendations are identified here, based on strategies that have been tested and proven effective. These deal with: (1) definitions, (2) break down the data by geography and poverty levels; (3) Quantified Information Assessment (QIA); and (4) strengthening institutions and their involvement. We believe each of these might be useful in both Ghana and Tamil Nadu. At minimum, each recommendation deserves to be considered.

### Rationalizing the definitions

There is a need to standardize definitions currently used. The idea is to ensure a core of definitions that are comparable within Ghana for indicators such as “access” and “sustained”. This can be undertaken by systematically bringing together the relevant stakeholders in different government departments and civil society within Ghana to harmonize their efforts.

The efforts of WEDC (Water, Engineering and Development Centre) working with colleagues in Uganda could be most instructive here. Within the Government of Uganda, meetings were held to facilitate the harmonization of definitions between departments within the Government of Uganda<sup>15</sup>. Thus, for example, if one department measures access based on a maximum distance of 200 metres to a water point, while another uses 1000 metres or time (15 minute walk) as the criteria, then their data, quite obviously, can not be compared.

### MPA/QIA quantified participatory monitoring

A second approach improving MDG monitoring is a flexible strategy called **Quantified Information Appraisal (QIA)**. The QIA (then called “MPA”) was developed by the Water and Sanitation Program (WSP) of the World Bank and IRC<sup>16</sup> in more than 15 countries. These are sets of protocols that quantify participatory monitoring and provide a flexible set of management tools for community and district/county monitoring. It also gives the usually ‘missing’ MDG monitoring information about functionality, costs, use, management, transparency and shows how strategies and programmes can be made more effective.

This is done through participatory monitoring that can involve stakeholders such as children, community members, implementers and district personnel. They can be

<sup>13</sup> National Development Planning Commission. Ghana. In its Poverty Reduction Strategy 2003. Annual progress report published March 2004 <http://www.imf.org/external/pubs/ft/scr/2004/cr04207.pdf>

<sup>14</sup> International Monetary Fund. Ghana: Joint Staff Assessment of the Poverty Reduction Strategy Paper Annual. Progress Report. July 2004. Report No. 04/208 <http://www.imf.org/external/pubs/ft/scr/2004/cr04208.pdf>

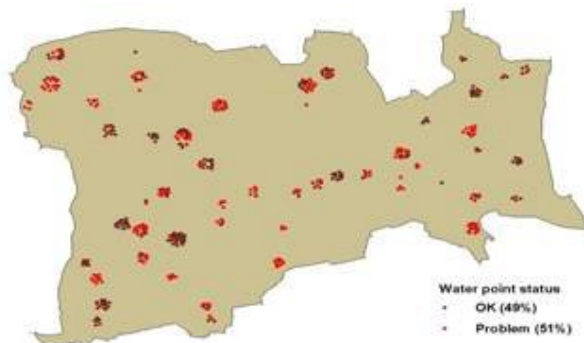
<sup>15</sup> Water utility partnership for capacity building in Africa. Page 10. <http://www.wupafrica.org/Annualreport2002English.pdf>.

<sup>16</sup> <http://www.wsp.org/pdfs/mpa%202003.pdf>

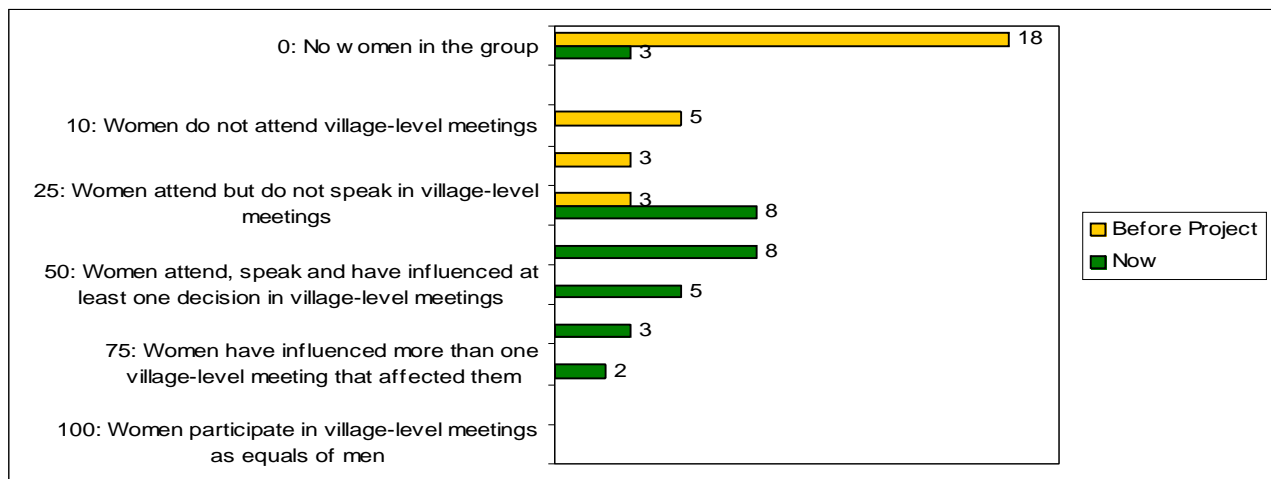
involved in collecting, discussing and validating, analysing and/or using the monitoring information. This participatory or qualitative information is quantified using simple data sheets and standard computer programmes.

The package uses standard participatory tools (such as transect walks, focus group discussions, ranking, social mapping, pocket voting) for monitoring. The package then converts this information into numbers using a range of standardised scoring methods that give comparable results across a large sample of stakeholder groups. The QIA is designed for both one-time assessment and continuous monitoring.

The QIA monitors a sample of communities and districts/provinces/counties in a country. If the samples are taken as suggested, then this can be used to give regional or national data as well as district and local information. The findings can be made user-friendly by visualizing them using GIS diagrams, charts, webs and so on. Here are some examples:



**Figure 1. GIS representation of water point functioning**



**Figure 1. women's participation at meetings before and after projects (Benchmark is 50)**

### Mapping by geography and poverty levels

This is another strategy that can help address some of the problems of MDG monitoring. Piped water systems: In India in the 1990s, an NGO (SEUF, Socio-economic units foundation) organized the production of as-laid maps with the local government and community members. The houses on the maps were shown by economic level. During



the production of the maps, site selection was done with householders to improve access to the current piped water schemes. Using these maps, selective extensions were designed for the piped water system, providing maximum coverage at relatively little increase in costs of the water schemes<sup>17</sup>. Coverage increased by about 45% in a piped scheme for 360,000 people and 40% in a scheme for 220,000 people. The capacity of the schemes had been designed for full coverage, but, as often happens, the distribution nets were insufficient. In this example, the costs of the extensions were very small (less than 4% the cost of the original estimates). About 200,000 more people (most of whom were poor and living off roads) gained access to these 2 piped water schemes.

Point water sources: More recently, for monitoring the MDGs, WaterAid has worked with governments and NGOs to develop assessments by mapping in Tanzania, Zambia and Malawi. These combine data from GPS (geographic positioning system) technologies and household surveys. WaterAid is shown here about: *monitoring the MDG Goals in Malawi 2002*<sup>18</sup>

*The process of halving the proportion of people without access to safe water by 2015 and reaching the Millennium Development Goal is only meaningful if there is good baseline information from which to start measuring...However, the present study shows.... that the actual number of water points may be 67% higher than MoWD (government) estimates is in itself an indicator of the problems Malawi faces in correctly assessing the needs to achieve the MDG goal.*

*It was found that targeting resources has not been pro-poor. Unserved communities seem to be repeatedly ignored, while better-served communities seem continually to benefit. The work has enabled us to calculate that the 42% of the population are currently unserved by a functioning improved community water point. The target for the MDG is therefore to reduce this proportion to 21% by 2015. By building in expected population growth rates the paper calculates that the minimum number of water points needed to achieve the goal nationally is 13,700 (or an average of 1144 per year for the next twelve years from 2003 to 2015). In hardware terms alone this would cost around US\$55 million over the next twelve years.*

*Five different resource allocation strategies were modelled and their cost and effectiveness at reaching the MDG assessed. From this work it was found that if the resource allocation is effectively targeted at the unserved areas, the MDG would be achievable even if the level of investment fell to 30% of what it has been over the last five years. However, if the work is not targeted, reaching the MDG will be both expensive and possibly unachievable.*

In summary, these strategies are recommended to government in cooperation with civil society institutions, as ways of helping monitoring activities to better serve the spirit of the Millennium Development Goals.

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<sup>17</sup> For more information contact SEUF (Mr. James Varghese) at [seufhq@sify.in](mailto:seufhq@sify.in) or IRC (Kathleen Shordt) at [shordt@irc.nl](mailto:shordt@irc.nl)

<sup>18</sup> See WaterAid: [http://www.wateraid.org.uk/documents/Mlwi\\_Part2b\\_Table\\_Contents.pdf](http://www.wateraid.org.uk/documents/Mlwi_Part2b_Table_Contents.pdf)

## Annex 2: Workshop Programme

“Improving the quality and utilisation of MDG monitoring data at national and sub-national level”

M.C.: Mr. Vincent Tay  
Facilitator: Mr. Jo Smet

| Time      | Session   | Facilitator  |
|-----------|---|--|
| 9.00 am   | Opening prayer<br>Workshop Opening Address<br><br>Self introductions<br>Workshop Objectives and Expectations<br>Introduction to the programme | Mr. Vincent Tay<br>Dr. Stephen Duah-Yintumi (UNDP)<br>MC<br>Mr. Vincent Tay<br>Mr. Vincent Tay |
| 9.45 am   | Setting the scene: MDGs monitoring - Global perspective<br>- Ghanaian perspective<br>- NDPC<br><br>Questions/Inputs                           | Ms. Tunde Adegoke<br>Mr. Bernard Akambang<br>Mr. Jerry Odotei<br>Mr. Vincent Tay/Mr. Jo Smet   |
| 10: 45 am | 1 <sup>st</sup> Snack Break   |  |
| 11:00 am  | Intro on key issues for effective monitoring (brainstorm)<br>Plenary discussions on emerging issues   | Mr. Vincent Tay/Mr. Jo Smet  |
| 11.45 am  | Feedback on key monitoring issues and working groups briefing   | Mr. Jo Smet / Mr. Bernard Akambang   |
| 12.00 am  | Working group sessions (4 working groups)   | Mr. Vincent Tay/Mr. Jo Smet  |
| 1.00 pm   | Lunch Break   | -  |
| 1:45 pm   | Feedback from working groups (5 min presentation)<br>Synthesis of Outcomes  | Mr. Jo Smet / Mr. Bernard Akambang   |
| 2:30 pm   | Plenary discussions on concrete steps/strategies for effectively monitoring the MDGs  | Mr. Vincent Tay/Mr. Jo Smet  |
| 3.30 pm   | The Way-Forward: blocks for Strategy Plan and Actions possibly including info-sharing, learning and capacity building                         | Mr. Bernard Akambang / Mr. Vincent Tay   |
| 3.55 pm   | Closing prayer  | Mr. Bernard Akambang   |
| 4.00 pm   | Snack and Departure by guests   | -  |

### Annex 3: list of participants

| Name                    | Organisation        | e-mail   |
|-------------------------|---------------------|--|
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|                         |                     |  |

**M & E OF THE  
IMPLEMENTATION OF THE  
GPRS**  
**THE ANNUAL PROGRESS  
REPORT  
PROCESS OVERVIEW &  
CHALLENGES**

*J.E.O ODOTEI NDPC*

1

**OUTLINE OF PRESENTATION**

- THE ANNUAL PROGRESS REPORT.
- M&E APPROACH OVERVIEW
- APR PRODUCTION PROCESS.
- CRITICAL ISSUES AND CHALLENGES

2

**PURPOSE OF THE ANNUAL  
PROGRESS REPORT**

- Provides a framework for the systematic review of the implementation and ex-post impact assessment.
- Provides a platform for monitoring and evaluation of targets, outcomes and policy impact (using carefully selected indicators).
- Identifies critical weaknesses and potential bottlenecks likely to hinder achievement of goals and objectives of the GPRS and, proposes policy recommendations to help address those concerns.

3

**Purpose of the APR, cont'd**

- Used to inform all key policy and budgetary decisions both at the national and district levels.
- Used to comment on status of the GPRS-based triggers and targets for assessing performance in donor support programmes and emerging initiatives (PRSC, MDBS, PRGF, MDG, MCA, NEPAD, etc).

4

## M& E APPROACH OVERVIEW

- PURPOSE:
- Establish effective feedback mechanism to generate periodic information on the status of policies as reflected in the programmes and projects being implemented.
- OBJECTIVES:
- To track key indicators overtime and determine changes resulting from implementation.
- To ensure that corrective action can be taken before, during and after policy implementation to attained the desired impact.

5

## M & E Objectives (Cont'd)

- Provide evidence based approach to recommendations that feed into policy decision making process which are consequently funded through the national budget.
- Provide a demand driven approach involving key stakeholders in a participatory manner.
- To ensure the participation of a wide range stakeholders, including beneficiaries, CSOs, Development Partners and policy makers in evaluating progress of implementation.

6

## GPRS MONITORING & EVALUATION PLAN

- The monitoring and evaluation process used to develop the APR is based on an M&E plan developed alongside the formulation of the GPRS.
- The M&E plan provides for a process based on a framework of 52 core indicators ie. Input-process-output-outcome-impact framework.
- The M&E division of the NDPC represent the hub on which the process will revolve maintaining strong links with the Ministry of Finance, GSS and the office of the President.
- Ministries, Departments and Agencies are expected to feed information to NDPC and NDPC to feed back issues to MDAs in a continuing dialogue.

7

## GPRS M&E PLAN (Cont'd)

- Civil society will be involved in expenditure tracking, participatory M&E and provide support to M&E at regional and district levels.
- The set of indicators are tracked based on the five thematic areas of the GPRS:
  1. Macro economic stability
  2. Production & gainful employment

8

## GPRS M&E PLAN (Cont'd)

3. Human resource development and provision of basic services
4. Governance
5. Special programmes for the Vulnerable and excluded.

9

## GPRS M&E PLAN(Cont,d)

- All stakeholders represented in the governance of the process as Technical Committee members or in National Inter-Agency Poverty Monitoring Groups.
- Participatory M&E
- PSIAs.

10

## APR PRODUCTION PROCESS

- REQUEST FOR APR- Formal request for APR is made to the M&E division by the Director-General of the NDPC
- SETTING UP OF THEMATIC TEAMS- Based on the agreed TOR APR M&E Teams are set up with thematic focus. For 2002 & 2003 APR, four teams were set up as follows:
  1. Macro economy, Production & Gainful Employment
  2. Human resource and Basic Services
  3. Governance, Vulnerability and Exclusion
  4. Decentralized M&E of District Assemblies

11

## APR PROCESS(Cont,d)

- FRAME OF REFERENCE- A frame of reference (FOR) matrix is established and used as basis to co-ordinate the development of each APR- summary of all national and donor supported programs to be considered. Confirms the content of the APR.
- DESIGN OF DATA COLLECTION INSTRUMENT & INFORMATION NEEDS.

12

## APR PROCESS (Cont,d)

- DATA COLLECTION AND ANALYSIS-Data collected for the APR process serves the needs of MDAs, Devpt. Partners, Researchers,CSOs, and eliminate duplication.
- COMPILLATION AND VALIDATION OF REPORT- Data collected from the various MDAs are analysed by the thematic group experts and reports prepared. Poverty monitoring groups meet to discuss draft reports with emphasis on the policy recommendations. Draft submitted to the DG and other stakeholders for review and final report prepared and submitted for publication and dissemination.

13

## APR PROCESS (Cont,d)

- INSTITUTIONAL ARRANGEMENTS- The institutional arrangements are clearly specified in the M&E plan. This is designed to facilitate active participation of stakeholders and to ensure that policy recommendations are relevant and contribute to policy formulation and resource allocation and geared towards poverty reduction and wealth creation.

14

## KEY STAKEHOLDERS

- Stakeholders involved in the process include: MDAs, Regional Coordinating Councils, District Assemblies, Development Partners and Civil Society Organisations. Specific stakeholders with distinct roles and responsibilities include: Director-General,M&E Division, MIS Unit, MDAs, Regional Economic Planner, District Economic Planner, National Inter-Agency Monitoring Group, Regional Poverty Monitoring Groups.

15

## KEY CHALLENGES

- In addition to the fundamental issues that border on institutional capacity constraints, prominent challenges among others include:
  - Lack of reliable base-line reference.
  - Availability and asses to quality and timely data.
  - Methodological issues.

16

## CHALLENGES (Cont,d)

- whether the expectations of all stakeholders would be met by the report.

17

## GPRS M&E PLAN (Cont'd)

- All stakeholders will be represented in the governance of the M&E process, either sitting on the Technical

18



**Monitoring  
the Millennium Development Goals  
for water and sanitation**

1

**United Nations Millennium Declaration**

- September 2000, 147 heads of State and Government, and 189 nations
- *The Declaration* calls for: halving, by the year 2015, the number of people who live on less than one dollar a day.
- Millennium Development Goals (MDGs) are:
  - 8 goals with
  - 18 targets
  - 48 indicators

2

**MDG Goals**

- Goal 1. Eradicate extreme poverty and hunger
- Goal 2. Achieve universal primary education
- Goal 3. Promote gender equality and empower women
- Goal 4. Reduce child mortality
- Goal 5. Improve maternal health
- Goal 6. Combat HIV/AIDS, malaria and other diseases
- Goal 7. Ensure environmental sustainability**
- Goal 8. Develop a global partnership for development

3

**Goal 7. Ensure environmental sustainability**

**Target 9:** Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources  
Indicator: No specific indicator

**Target 10:** **Halve by 2015 the proportion of people without sustainable access to safe drinking water and basic sanitation**

Indicator: [Proportion of population with sustainable access to an improved water source and improved sanitation, urban and rural \(UNICEF - WHO\)](#)

**Target 11:** By 2020 to have achieved a significant improvement in the lives of at least 100 million slum dwellers

Indicator: [Proportion of households with access to secure tenure \(UN-HABITAT\)](#)

## Topic 1 Where do we stand now?

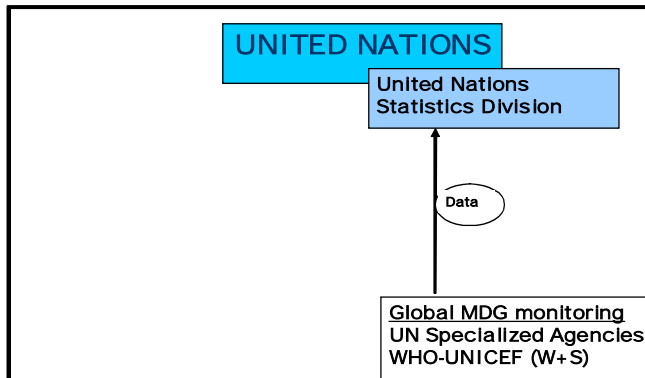
- Monitoring system- inputs and outputs
- Challenges

5

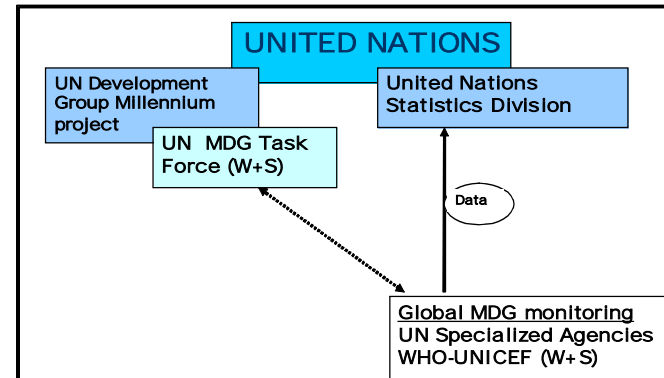
## Two parallel and complementary monitoring systems

- global MDG monitoring
- national MDG monitoring.

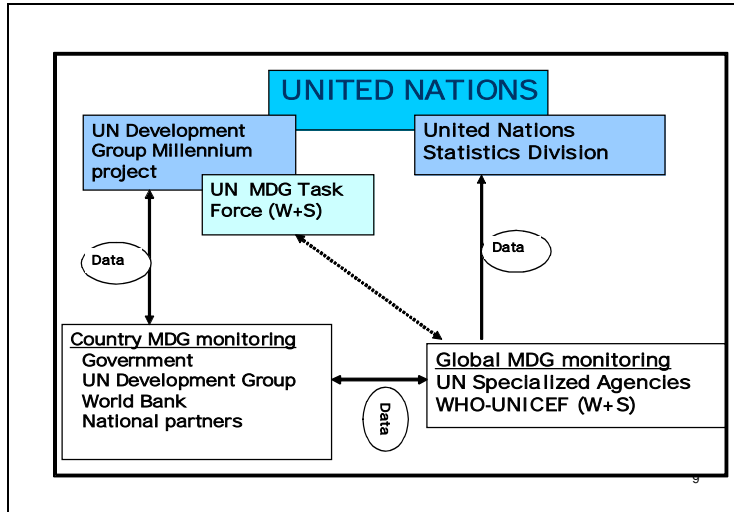
6



7



8



*International*

## Data input to monitoring MDGs for water and sanitation

### WHO-UNICEF Joint Monitoring Programme (JMP)

- 1 Assessment questionnaires (WHO + UNICEF staff)
- 2 Household surveys
  - Demographic Health Surveys (USAID)
  - Multiple Indicator Cluster Surveys (UNICEF)
  - Census/international population data

10

*National*

## Data input to monitoring MDGs for water and sanitation

### Existing surveys

WHO-UNICEF Joint Monitoring Programme  
 Demographic Health Surveys  
 Multiple Indicator Cluster Surveys  
 Census/international population data

### And sometimes

Poverty Reduction Strategy Papers and  
 Living Standards Measurement Study (World Bank)  
 National Human Development Reports (UNDP)

research and data collection from research institutions and NGOs

11

## Outputs global

|                | Population with sustainable access to an improved water source |      |           |      | Population with access to improved sanitation (%) |      |
|----------------|--|------|-----------|------|---|------|
|                | Rural (%)  |      | Urban (%) |      | 1990  | 2000 |
|                | 1990   | 2000 | 1990      | 2000 |   |      |
| <b>Bolivia</b> | 47   | 64   | 91        | 95   | 52  | 70   |
| <b>India</b>   | 61   | 79   | 88        | 95   | 16  | 28   |
| <b>Malawi</b>  | 43   | 44   | 90        | 95   | 73  | 76   |

12

## Outputs: Assessment of statistics

Example of country self-assessment

|  |      |
|--|------|
| Data gathering capacity  | Fair |
| Quality of recent survey information   | Fair |
| Statistical tracking capacities  | Weak |
| Statistical analysis capacities  | Weak |
| Capacity to integrate statistical analysis into policy, planning and resource allocation | Weak |
| Monitoring and evaluation mechanisms   | Fair |

13

## Challenges

14

## Challenges at global level

- *Definition of indicators*
- *Quality of data*
- *Baselines*
- *Timeliness*

15

## Challenge: Definitions of indicators

*safe* or *improved* drinking water?

*sustainable* access not measured

Variety of definitions among countries

16

## Challenge: Data quality

quality of questionnaire

question validity. Not triangulated, validated

limited information: missing topics such as seasonality, social access, sustainable systems

sampling?

17

## Challenge: Baselines

Baseline data from government providers, not consumers.

Bias possible:

- Omissions
- Based on amount constructed

18

## Topic 2

**What are objectives of MDG monitoring?**

**Elements for improvement of existing MDG monitoring initiatives**

20

## Challenge: Timeliness

Household surveys: 3 to 5 years

Census: 10 years with > 1 year for analysis

19

## Monitoring MDGs: objectives

- *Track progress*
- *Advocacy for public and leaders*

*Also, to some extent*

- *Set national goals and formulate policies*
- *Target resource allocation*

*and new*

- *Improve national and international statistics*

21

## Elements for improving current MDG monitoring initiatives

1. **Make use of current experience in monitoring**
2. **Improve JMP mechanisms and definitions**
3. Improving sharing of information and standardization at country level
4. Tracking change of main sector development
5. Improve terminology and definitions
6. Improve quality of data and analysis
7. **Combine qualitative and quantitative data**
8. Strengthen statistics capacities at country level

22

## 1: Make use of current experience in monitoring

There is a large body of experience to draw upon. Make use of this to meet challenges.

Four examples:

23

## Example 1: Monitoring Vision 21 objectives

Comprehensive, careful definitions  
Includes some dimensions of use  
Interesting, lower-cost approach to sampling

Developed by: WSSCC + London School of Hygiene and Tropical Medicine

24

## Example 2: Method of participatory assessment

Quantifies qualitative data  
Monitors access, equity and sustainability issues  
Validity of data  
Can check/validate data from current monitoring approaches (triangulation)

Also called *Quantified Information Appraisal (QIS)*  
Developed by Water + Sanitation Program of World Bank and IRC

25

## Example 3: Other MDG assessments

Geographic information (GIS) and household surveys

Monitors equity and sustainability issues

Example: MDG monitoring in Malawi showed drinking water development is not pro-poor. Unserved continue to remain unserved.

Developed by WaterAid in Malawi, Tanzania, Zambia

26

## Example 4: resources for improving national statistics capacity

- Partnership in Statistics for development in the 21st Century (PARIS21):
  - advocacy, self-assessments, indicator development)
- Trust fund for Statistical Capacity Building (World Bank)
  - support for country projects

27

## 2: Improve JMP mechanisms and definitions

- Elements:
  - Definitions
  - Scope of monitoring indicators with complementary studies
  - Dissemination and use internationally
- possible platforms: WSSCC Monitoring Task Force and JMP

28

## Recommendation 7: Combine qualitative and quantitative data

- Validate quantitative data and sampling in current household surveys
- Identify issues behind figures
- Equity issues, gender issues
- Processes for action planning

possible platforms: UN MDG Task Force, UN Development Group, UNICEF/WHO, government beginning in selected countries

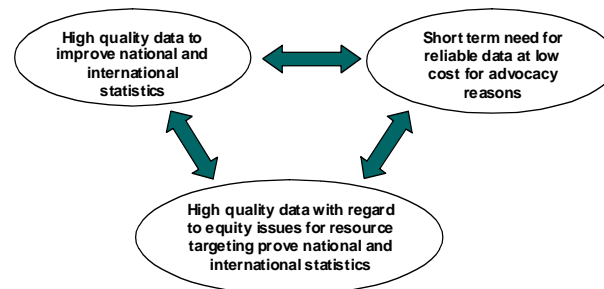
29

## Improving current MDG monitoring initiatives

1. Make use of current experience in monitoring
2. Improve JMP mechanisms and definitions
3. Improving sharing of information and standardization at country level
4. Tracking change of main sector development
5. Improve terminology and definitions
6. Improve quality of data and analysis
7. Combine qualitative and quantitative data
8. Strengthen statistics capacities at country level

30

## Where should we go from here?



31



## MDGs Monitoring in Water and Sanitation

Experiences from Ghana

1

## Ghana signed MDGs Declaration

- MDGs serve as veritable anchor for GPRS
- Half by the year 2015 the proportion of people without sustainable access to safe water and sanitation
- Achieve 85 percent coverage in water and sanitation by 2015

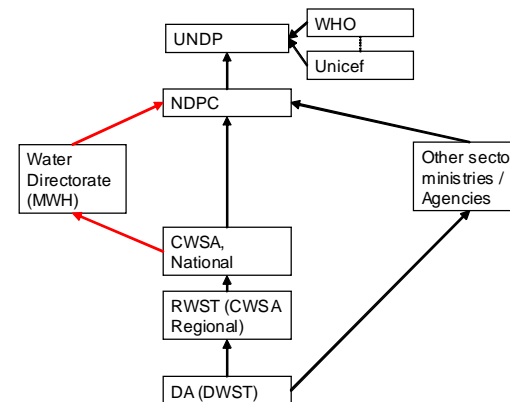
2

## Where are we?

- Monitoring system- inputs and outputs
- Challenges

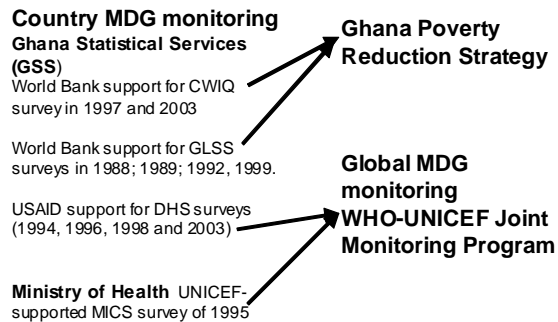
3

## Framework for MDG monitoring



4

## Major survey data in Ghana



5

## Other sources of MDG data

- Annual Progress Report on the Poverty Reduction Strategy Paper
- National Human Development Reports (UNDP)

6

## Output: Using MDG Data

- **Improvement in current strategies**
- **Public Advocacy:** to launch national campaign
- *Targeting problem areas*
- Supporting the implementation of poverty reduction strategy
- Attracting Donor support
- Preparation of investment plans
- Other uses
  - Determining the effort needed to attain the targets
  - Seeking general consensus on national development

7

## Data from Ghana: great variability

| Source   | WHO-UNICEF               | UN Statistics Division | UNDP-Ghana         | World Bank/Ghana              | Gov. of Ghana/World Bank | UN Millennium Project           |      |
|--|--------------------------|------------------------|--------------------|-------------------------------|--------------------------|---------------------------------|------|
| Document title or project                      | Joint Monitoring Program | MDG Targets on website | MDG Country Report | Ghana Living Standards Survey | CWIQ                     | Interim Report and Case Studies |      |
| Year to which data applies                     | 2000                     | 2000                   | 1998               | 1998/99                       | 1997/1998                | 2003                            | 2000 |
| Access to improved/safe water sources (total%) |                          | 73                     | 74                 | 61                            | 48                       |                                 |      |
| Rural %  | 62                       | 62                     |                    | 48                            | 40                       | 46.4                            | 40   |
| Urban %  | 91                       | 91                     |                    | 79                            | 63                       |                                 | 70   |
| Access to improved sanitation (total%)         |                          | 72                     |                    | 78                            |                          |                                 |      |
| Rural%   | 70                       | 70                     |                    | 70                            | 46                       | 55                              | 44   |
| Urban %  | 74                       | 74                     |                    | 91                            |                          |                                 | 71   |

8

## Challenges in MDGs Monitoring

- Great variability in data
- No breakdown of data by poverty level / geography
- Insufficient depth
  - Only focuses on coverage
  - Only project implementation data
  - Limited definition of “access”
- Non-involvement of NGOs / Civil Society Organisation
- Challenges with analysis

9

## *Challenges with analysis*

Annual Progress Report (2003) of Government of Ghana on the Ghana Poverty Reduction Strategy:

- Access to improved water sources:  
40% - 46.4% ⇒ “a dramatic increase” , “improved considerably”.
- sanitation coverage:  
46% - 55% ⇒ “remains very low” , “needs particular attention”.

10

## What will it take to attain the MDGs?

Some things we need to know

- Who has actually **no access**?
- What is the **use, functionality, reliability, sustainability**?
- Are there functioning **management** groups and cost recovery, financial transparency, cost control?
- Who uses toilets? What is needed to increase the proportion?

11

## What can be done?

- 1. Harmonise the definitions*
- 2. Break down the data by geography and poverty levels*
- 3. Improve the quality of quantitative data.*
- 4. Involve NGOs, CSOs and their networks to improve collection and use of data*

12

## Harmonise the definitions

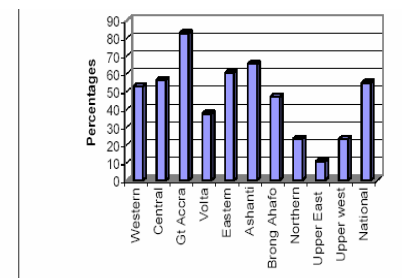
- *Example: WEDC-Uganda*

13

## Break down the data

*Example:*

• *CWIQ Ghana 2003*



Source: GSS-2003 CWIQ report

14

## Improve the quality of quantitative data

- *Quantified Information Assessment (QIA): quantified participatory monitoring developed by WSP of the WB and IRC*
- *QIA monitors a sample of communities using participatory techniques*
- *Stakeholders are involved in collecting, analysing and using the monitoring information*

15

## Involve NGOs, CSOs and their networks

- To increase accountability of public resources allocation and utilisation
- Validation of data

16

## **Annex 5: Results from brainstorm on key issues**

### **Policy**

- Coherent policies in the watsan sector

### **Framework for monitoring**

- Define clear system and framework for monitoring
- Structuring data collection and analysis and periods of reporting as a function/.... Of NDPC
- Monitoring systems
- Data bank should be established
- Some institutions go directly into the district/community without involving the appropriate agency
- Monitoring the monitors'
- Standardisation of collection and analysis
- Basic principles of monitoring analysis
- Mobilisation of funds towards operation and maintenance
- Public/private and civil society to agree on common grounds for monitoring\
- Identifying advocacy issues from results of monitoring
- Harmonising of existing M&E frameworks
- Harmonised/nation-wide O&M system with small time WS
- Monitoring system
- No district based M&E system
- Availability of required spare parts
- Sanctions for misreporting
- Monitoring of data collection and analysis
- Monitoring of monitored data
- It should be ongoing and not ad-hoc
- There is no legislation backing the mandate of CWSA
- Measures put in place to ensure sustainability of installed facilities

### **Definitions and Indicators**

- Definition 3x
- Definition for access for poor urban water users
- Inadequate definitions
- Better harmonization of different M&E approaches
- Harmonisation of concepts and acceptance
- Definitions for analyzing data
- Standardization/harmonization aimed for coverage calculation
- Monitoring indicators 2x
- Standardisation of M&E system/indicators/methodology
- Definition of adequacy/appropriate/sustainable sanitation facilities in urban centres
- Harmonisation of definitions and parameters
- Harmonisation of assumptions and criteria for analysis of data
- Standardisation of terminology and definitions
- Indicators for monitoring should be standardized
- Data on water and sanitation should be properly documented at district level for update
- Clearly defined data to be gathered and by whom

- Gender disaggregated data
- Water Quality

### **Collection Method/Data – Sustainability beyond coverage**

- Data collection, processing and usage
- Collective monitoring approaches in terms of stakeholder participation
- Monitoring data collection approaches
- Methods for data analysis
- Differences in levels of analysis
- Analysing the data
- Different methods of analysis
- Data collection
- Monitoring from point of view of consumer not perspective of service delivery agent
- Data collection and analysis
- Interpreting stakeholders/NGO input in data collection and analysis in NDPC data collection activity.
- Data gathering
- Lack of lobbying/questioning present survey results
- Standardisation of data collection
- Quality of data and analysis
- Functionability of various components
- Monitoring and also look into reasons why communities refuse to use facilities

### **Disaggregation /Breakdown of Data**

- Quality of primary data on coverage
- Baseline data
- Water: quantity and quality
- Coverage vs functionality
- Access to urban water supplies (e.g. reliability of services, quality)
- No reliable population data
- Lack of basic baseline data – consistent database
- Monitoring should not be limited to physical facilities alone but also to functionality and usage.

### **Coordination**

- Insufficient coordination amongst DP support for M&E
- Lack of coordination between stakeholders
- Donor coordination on monitoring
- Inadequate coordination amongst central agencies responsible for data (NDPC/GSS/MWH/CWSA)
- Collaboration amongst key actors in the sector
- Coordination amongst stakeholders
- District assemblies should coordinate activities of stakeholders in water and sanitation
- Dissemination of harmonized M&E framework amongst stakeholders

### **Capacity**

- Capacity and resources must be made at the district level for data collection.
- Institutional capacity

- Regular monitoring of rural and small towns WS by DWST (to improve their capacity)
- Capacity of data collectors
- Capacity development of key institutions
- Interest of researchers
- The DAs do not show enough commitment in the O&M of the facilities
- Capacity to collect data and monitor
- Capacity development of environmental health workers
- Capacity building in data collection and management
- Lack of resources and capacity for data gathering particularly at district level
- Volume of data
- Monitoring should be done by facility managers

### **Civil Society Involvement**

- Civil society involvement in the M&E system
- Collaboration of all stakeholders
- Decision making at the community level
- Involvement of the communities in decision making

## **Annex 6: Working group outputs**

### **NGOs**

#### ***Sustainability***

1. Quality overtime
2. User satisfactory over time
3. Distance from user
4. Functionality of Management structures
5. Frequency of breakdowns
6. Maintenance cost
7. Availability of spare parts
8. Source water potential

#### ***CSOs Involvement***

1. Support for data collection
2. Data validation
3. Dissemination and feedback
4. Data utilization
5. Planning the M&E System
6. Technical Assistance
7. Facilitation of collaboration

#### ***Disaggregation***

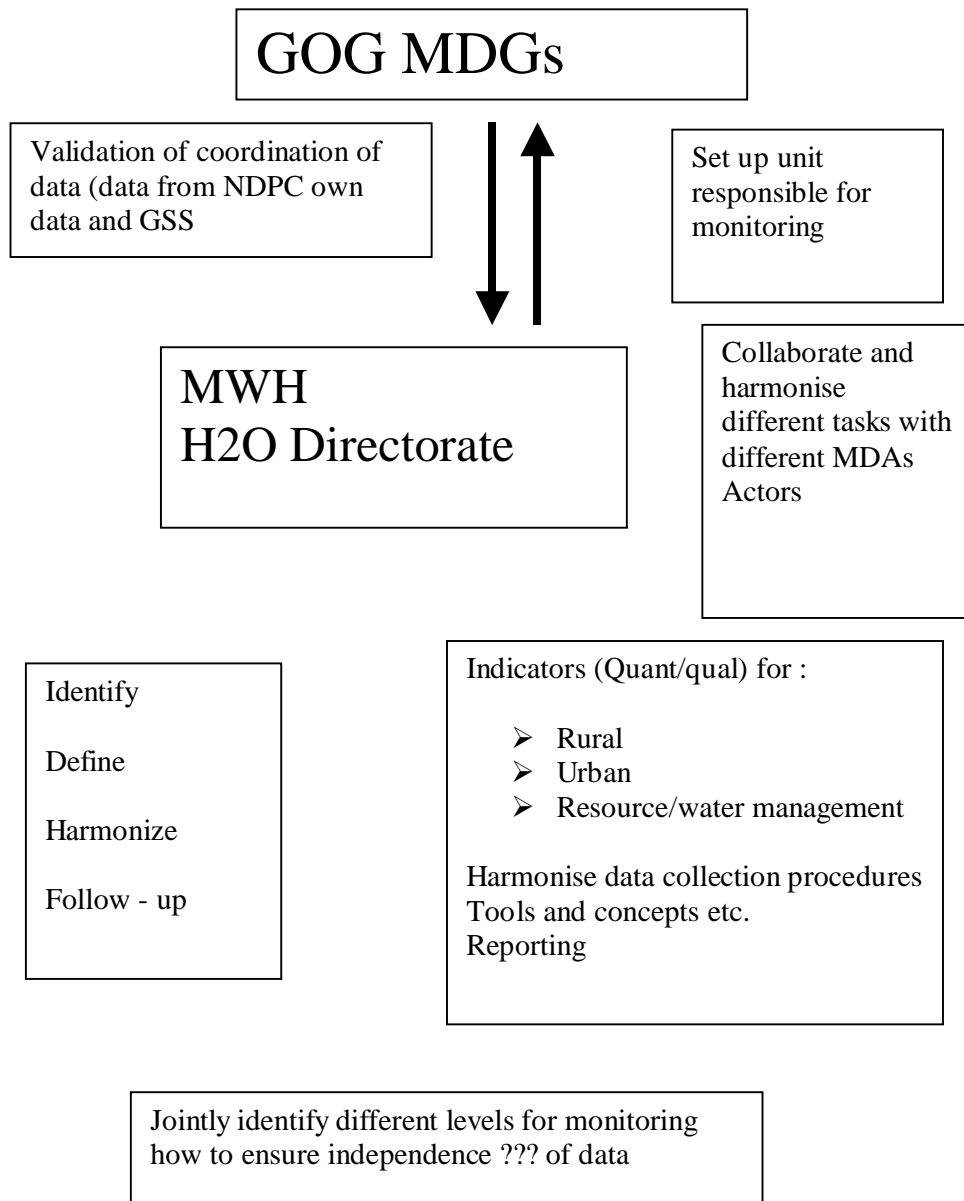
1. Breakdown to community level
2. Technical assistance to DAs
3. Data on poverty trends
4. Quantity of coverage
5. Gender, Age and Poverty

#### ***Capacity***

1. Training
2. Technical assistance
3. Logistics support at all levels



**Donors**



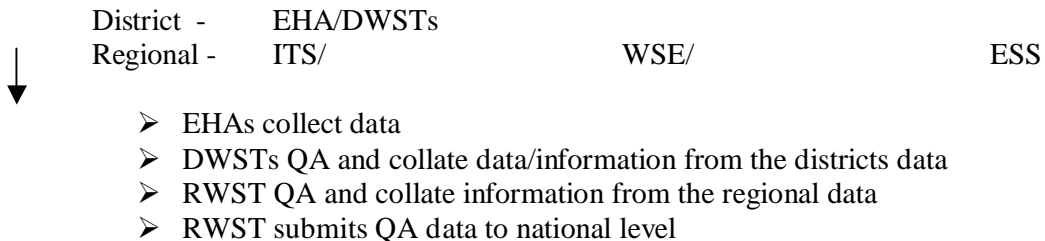
## Regional /District

### *Framework for monitoring*

#### **What to monitor**

- Community
- Water facilities
- Sanitation facilities
- Institutions

#### **How to monitor**



#### **Tools for monitoring**

- Questionnaires, random, sampling for QA

#### **Who to monitor**

|                             |                 |                 |
|-----------------------------|-----------------|-----------------|
| EHA<br>(Community<br>Level) | - DWST<br>(MOM) | - RWST<br>(MOM) |
|-----------------------------|-----------------|-----------------|

#### **When to monitor**

- Quarterly

#### **Usage of monitoring report**

- Used to calculate coverage
- Planning purposes
- Decision Making

### *Sustainability*

- Operation and maintenance of water and sanitation facilities
- Monitoring of institutional capacity at :-
  - Community level
  - DA level actors

### *Data Collection*

Baseline data on water and sanitation  
Data on existing water and sanitation facilities  
Institutional capacity  
O&M

How to collect data:

- National Institution
- DA

- Community Level Institution (CBOs)

***Civil Society***

Implement projects in line with the DWSP

Involvement of community in planning and implementation of projects

***Disaggregation of data***

- Demographic
- National
- Regional
- District
- Council
- Poverty

## **National Level**

### ***Framework for monitoring***

- Monitoring => tracking progress
  - Framework => Systems/structures
  - Structures
    1. National Institutions
    2. Regional Institutions
    3. Regional
    4. District
- Regulations to coordinate their activities  
Strategies  
Frequent stakeholders meetings and/or fora

### ***Definitions***

Technical committees  
TOR  
Bench Marks/Goals  
Indicators-measuring Tools  
Inadequate definitions  
Function abilities, sustainability etc.

### ***Coordination***

Institutionalisation of coordinating unit  
Validation of Info  
Sharing of information  
Feedback mechanism  
Resource to coordination unit.

### ***Capacity***

- Training
  - Technical committee
  - Coordinating Unit
- Resources to operate
- M&E Training
- Set up O&M systems

## Annex 7: Strategies and activities

| Framework for Monitoring  |                   | Definition and Indicators  |   | Sustainability  |   |
|---|-------------------|--|---|---|---|
| Strategies  | Activities        | Strategies   | Activities  | Strategies  | Activities  |
| <p>Harmonise rules for monitoring<br/>standardise- regulate actors role</p> <p>needs overall responsible actor:<br/>Monitoring Unit in MWH Water Directorate</p> <p>Neutral Monitoring System</p> <p>-regulations<br/>-forum to compile /discuss =&gt; validate</p> <p>Tracking progress of w&amp;S services</p> <p>Framework for monitoring includes different levels from communities -&gt; districts =&gt; regions =&gt; national</p> <p>Use for remedial action</p> <p>-Framework for monitoring includes regularity =&gt; quarterly<br/>- Framework for monitoring includes use of data (where, what, who)</p> <p>Have technical capacity on the ground for M&amp;E</p> <p>Data analysis for consistency need for one leading institutions<br/>Better use of mon. data</p> | <p>Validation</p> | <p>Harmonisation in collection procedures –tools- indicators and definitions needed for consistency in monitoring</p> <p>Review/formulate by technical committee (TOR)</p> | <p>Technical committee should set benchmark</p> <p>Technical committee should review international indicators and set / agree on definitions to reflect them.</p> | <p>Sustainability needed of “effective” coverage – therefore to be included in monitoring</p> <p>Need to follow-up of M. data for functioning of service</p> <p>Check functioning of supply chain and management capacity</p> <p>Check key sustainability element</p> <p>Functioning of support structures at district and regional level</p> | <p>To identify most critical factors for sustainability</p> <p>Include sustainability in monitoring</p> |

| <b>Data Collection Method and Disaggregation</b>                         |  | <b>Coordination</b>   |   | <b>Capacity</b>  |   |
|--|--|---|---|--|---|
| <b>Strategies</b>  | <b>Activities</b>  | <b>Strategies</b>   | <b>Activities</b>   | <b>Strategies</b>  | <b>Activities</b>   |
| Disaggregating helps in allocating and focusing on under /un-served/poor | <p>Revisit baseline data to find out if improvements occurred</p> <p>Design data gathering format to capture info. on poverty.</p> | Resources and capacities enable service providers including WATSAN communities to ensure sustainability | <p>Establish Monitoring unit in Water Directorate</p> <p>Establish coordination at DA level for sanitation.</p> | <p>Using capacity of NGO in Monitoring</p> <p>Using mandate of NGO/CSO to link communities/poor to M&amp;E</p> | <p>Provide training at the community, district regional and national level</p> <p>Provide resources (logistics)</p> <p>Establish a national coordination body</p> |

| <b>CSO/NGO Involvement</b> |   |
|----------------------------|---|
| <b>Strategies</b>          | <b>Activities</b>   |
|                            | <p>Identity who is there, what are their strengths in monitoring</p> <p>Access capacity of NGOs in a specific district</p> <p>What role can they play in monitoring</p> |