

**ANALYSIS OF THE WATER, IRRIGATION, SANITATION  
AND HYGIENE JOINT SECTOR REVIEW PROCESSES  
FOR THE DEPARTMENT OF IRRIGATION AND WATER  
DEVELOPMENT IN MALAWI**

**Final Report**



*Regional Joint Sector Review Meeting in Blantyre*

**Submitted to**

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**27<sup>th</sup> November, 2017**

## EXECUTIVE SUMMARY

The Irrigation, Water & Sanitation Sector embarked on Sector Wide Approach (SWAp) in 2008. The years from 2008 to 2010 saw a lot of consultations, trainings and formation of Thematic Working Groups (TWGs). Since the Joint Sector Review (JSR) processes started in 2008 there have been a number of challenges that the sector has been facing in the implementation of the JSR processes. The challenges faced have resulted in the lack of progress in the achievement of the sector set goals and objectives for the JSR processes. It is against this background that the Ministry of Agriculture, Irrigation and Water Development (MoAIWD) and its collaborating partners engaged Bawi Consultants to undertake a review of the JSR processes.

The consultancy services have used a combination of desk review and meetings with key stakeholders and a monkey survey was also conducted that focused on the District Councils, in delivering of the consultancy services. The Consultants held thirty eight consultative meetings with key Sector stakeholders and also conducted a monkey survey where eleven people responded (nine from the District Councils and two from Non-Governmental Organisations (NGOs).

The Consultants reviewed some documents to deepen their understanding of the WASH Sector in general and how the SWAp/JSRs are conducted in Malawi and other countries and also in other Sectors/Ministries. The JSR processes documents for the sector were reviewed which also ideally, helped the Consultants to come up with recommendations for the improvements of the JSR processes for the sector.

The following are the findings from the consultative meetings that were held and the monkey survey conducted:-

**Data and information generation and analysis for JSRs Processes:** Thirty six out of forty two people (excluding people from other ministries to whom these questions didn't apply) interviewed believe that the data that is used for the preparation of the Sector Performance Report (SPR) has been unreliable. This is due to the absence of an operational Sector M&E Framework.

**Preparation for the JSR processes:** The preparations for the JSR meetings have been hampered by lack of funding for the implementation of some of the activities at the JSR meetings. There is need for the Donors and NGOs to build trust in the MoAIWD and operationalize the Joint Financing Mechanisms (JFA) that will ensure that funding is readily available for JSR processes. The type and quality of facilitation of the JSR meetings has not been effective in number of cases, Donors and NGOs have not been willing to fund the cost of hiring a professional facilitator. This has resulted in the late production of the minutes and lack of linking the theme and proceedings of the JSR meetings.

**The structure of JSR processes and its impacts on stakeholder participation and relevance:** All the forty eight stakeholders consulted expressed their satisfaction with the present structure in that it is inclusive of the key stakeholders. The Consultants compared the Irrigation, Water and Sanitation JSR structure with those in other ministries and departments and found out that they are similar.

**Undertakings and their impact on sector direction and pace of progress:** The Consultants established that more than 50 percent of undertakings that are agreed at the JSR meeting are not achieved by the time the next JSR meeting is held. This has been the case because the approval processes of the undertakings take long and there are no agreed mechanisms of reviewing the progress made in the implementation of undertakings once they are agreed.

**How the WASH sector is institutionalising JSR processes:** The study found that there are no mechanisms and indicators that currently exist for assessing the success and failure of the JSR processes and forty three out of forty eight people consulted during the study have not seen the JSR processes as a process but just as a yearly event when they are invited for the JSR meetings.

**The role of the line ministry and key stakeholders in the JSR processes:** The role of the line Ministry is to provide leadership of the JSR processes by providing strategic direction for the sector. It has been established, through the consultations made by the Consultants with Donors and NGOs that the Ministry has been facing challenges such as the mobilization of funds for the implementation of the JSR processes that has resulted in stakeholders looking at the whole process as being donor driven. Looking at the budgets for previous JSR meetings it has been established that more than 95 percent of the funds for the budget come from Donors and NGOs and the MoAIWD has no budget line for the implementation of JSR processes.

**Financing of the Joint Sector Review processes:** The Joint Financing Agreement (JFA) for the Sector that has been prepared with funding from the World Bank would be a good method of pulling resources together for use in WaSWAp and the JSR processes as there will be non-restricted funding or funding allocated specifically to these processes.

The Consultants came up with some recommendations and conclusions after analyzing data obtained from the consultations with senior officials from key stakeholders that included eleven from the MoAIWD, six from the ministries of Health, Education, Transport, Local Government, Finance and the Office of the President and Cabinet, nine from NGOs, ten from Donors, nine from the Water Boards and three from District Commissioners. The recommendations arrived at are as follows;

- **Linking JSR to Sector Wide Approach:** It is important that a fully-fledged SWAp linked to the JSR processes is rolled out soon by updating the Water Sector Wide Approach (WaSWAp) Roadmap.

- **Preparations for JSR meetings:** The preparations for the JSR meetings that include the preparation of SPR should start as early as June during the mid-year review of the progress made in the implementation of the undertakings. This will avoid a situation where JSR meetings are held where the SPR has not been finalized.
- **Linking JSR with Other Initiatives:** There are greater opportunities to link the JSR processes with Malawi Growth and Development Strategy III, regional and continental initiatives. The regional and continental initiatives include the World Water Day congresses that are held annually, the Sanitation and Water for All (SWA) Partnership, New Partnership for Africa's Development (NEPAD) and Common Market for Eastern and Southern Africa (COMESA).
- **Data collection and management:** Since multiple stakeholders collect and use data for different programmes in the sector, how data is collected, managed & harmonized from multiple sources (harmonized sector M&E framework) needs to have a central control point in the Ministry.
- **Sector Leadership and Ownership of the JSR processes:** The Ministry should immediately provide the leadership & ownership that is required for the implementation of sustainable JSR processes. The WaSWAp Roadmap should be reviewed and updated and the processes should include all key sector stakeholders.
- **Financing of Joint Sector Review Processes:** The Joint Financing Agreement (JFA) is one option that should be used to resolving the problem of financing of the JSR processes. The Government and its collaborating partners in the sector should implement the JFA arrangement that will see the involvement of all stakeholders in the financing of the sectors' programmes and activities.
- **Reporting and Review of Sector Performance:** Donors & NGOs do not prepare plans and reports for presentation at the JSR meeting of what they have done annually in the sector. Donors and NGOs should immediately prepare plans and reports of their activities in the sector through the Lead Development Partner, USAID, for presentation and review at the next JSR meeting. The Water Boards should do the same through WASAMA not through the Water Supply Technical Working Group (TWG).
- **District and Regional Level Participation in JSR Processes:** The institutionalisation of the Regional JSR meetings was commendable but this has been hampered by lack of funding. JSR review processes should start at the grassroots that's community, district and regional levels.

The following conclusions were drawn by the Consultants from the study:

- The JSR processes are deemed to be a very important tool in the Irrigation, Water and Sanitation Sector and are still a welcome approach to the assessment of the Sector Performance by all stakeholders.
- Data that is needed for the successful Sector Performance Review is not readily available in the sector due to the fact that the sector has no fully functional Monitoring and Evaluation (M&E) Framework.
- The undertakings that are agreed at the end of each JSR meeting have not been binding as there are no well-established mechanisms for follow-ups and accountability.
- The financing of JSR processes has not been well coordinated in the sector as it has been established in a number of occasions that key activities for the JSR processes have not been funded. These include the SWG meetings that have not been attended by key partners such as the academia and others because of lack of financial support.
- District level staff members have not been fully participating in key meetings. The hiring of a facilitator for the JSR meetings has not been done in a number of occasions because Donors and NGOs have not funded it consistently.
- For the JSR processes to be made complete, it is important that the implementation of the undertakings should be done by all stakeholders not only the Ministry.
- Donors and NGOs should present reports of their programmes at the JSR meetings to ensure that all stakeholders are contributing to the developments in the sector. This will ensure harmonization in the planning and implementation of sector programmes.
- The district level staff members are key in the planning and implementation of sector programmes. Consultants have established that most of the programmes are designed and implemented from the national level and this has made it difficult for the district level staff to be actively involved in the sector review processes.
- Regional JSR meetings were introduced and stopped because of lack of funding thereby leading to loss of a platform which the district councils were using to start the sector review processes.
- The District Commissioners invited to the JSR meeting have not effectively contributed to the discussions because of lack of involvement of in the sector review processes at district and regional levels.

## ABBREVIATIONS /ACRONYMS

AAA	: Accra Agenda for Action
AJSR	: Annual Joint Sector Review
ASWAp	: Agriculture Sector Wide Approach
CEO	: Chief Executive Officer
COMESA	: Common Market for Eastern and Southern Africa
CSO	: Civil Society Organisation
DCAFS	: Donor Committee on Agriculture and Food Security
DFID	: Development Fund for International Development
EU	: European Union
FAO	: Food and Agriculture Organization
JFA	: Joint Financial Agreement
JSR	: Joint Sector Review
M&E	: Monitoring and Evaluation
MCCCI	: Malawi Confederation Chamber of Commerce and Industry
MDA	: Ministries, Departments and Agencies
MDAS	: Malawi Development Assistance Strategy
MGDS	: Malawi Growth and Development Strategy
MoAIWD	: Ministry of Agriculture, Irrigation and Water Development
MoITT	: Ministry of Industry Trade and Tourism
NEPAD	: New Partnership for Africa's Development
NES	: National Export Strategy
NGO	: Non-Governmental Organization
PD	: Paris Declaration
ReSAKSS	: Regional Strategic Analysis and Knowledge Support System
SCP	: Structure Conduct and Performance
SWAp	: Sector Wide Approach
SWG	: Sector Working Group
SWOT	: Strengths, Weaknesses, Opportunities and Threats
TIP-SWAp	: Transport and Industry Sector Wide Approach
TORs	: Terms of Reference
TWG	: Technical Working Group
USAID	: United States Aid
WASH	: Water, Sanitation and Hygiene

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# 1 INTRODUCTION

This report has been prepared by Bawi Consultants for the analysis of the Water, Irrigation, Sanitation and Hygiene Joint Sector Review (JSR) Processes in Malawi, which is coordinated by the Department of Irrigation, Water and Sanitation in the Ministry of Agriculture, Irrigation and Water Development (MoAIWD) in the country. This was done with support from WaterAid and other Development Partners and started in October 2017. The report provides how the assignment was conducted including literature review, key stakeholders that were consulted, the Consultants' findings, recommendations and conclusions of the assignment. This report has looked at how the Water, Irrigation and Sanitation Joint Sector Review processes in Malawi have been planned and conducted since 2008.

## 1.1. Background

The Department of Irrigation and Water Development in the MoAIWD is mandated to provide adequate, reliable and sustainable water and sanitation services to meet the ever-increasing demand for safe water for domestic, improved sanitation services, institutional, commercial and agricultural use in Malawi.

In collaboration with its Development Partners, Civil Society Organisations (CSOs) and other stakeholders who have vested interest in the sector, the Ministry has been organising the annual Joint Sector Review (JSR) meetings, to review the performance of the sector since 2008.

The 2007 Malawi Development Assistance Strategy (MDAS) promotes the strengthening of underlying sector processes whereby relevant Government Ministries, Development Partners and non-state actors are expected to participate in dialogue especially by using Sector-Wide Approaches (SWAp) in the various sectors. In line with the same in 2008, Government issued a policy directive for the establishment and institutionalisation of 16 Sector Working Groups (SWGs) as a preferred approach to achieving enhanced stakeholder cooperation and collaboration in the delivery of development outcomes, of which one of such SWGs are the Water, Sanitation and Irrigation Sector Working Groups.

The primary objective of each SWG is to foster Sector-Wide Approach (SWAp) planning, management and promote focus on strategic issues within its respective sector. Among other things the Sector Working Groups are supposed to facilitate development of Sector Strategies, Programme of Work, and Monitoring and Evaluation of Sector activities and undertake Joint Sector Review (JSR) meetings.

Following a number of recommendations from key sector stakeholders, the Sector through the Ministry of Agriculture, Irrigation and Water Development decided to undertake a review of these Joint Sector Review meetings with

financial assistance from WaterAid and other Developmental Partners (DPs) to assess their effectiveness and provide recommendations on how best the JSR processes could be improved in future.

### **1.1.1. The Joint Sector Review**

The Joint Sector Review is an annual process which brings together stakeholders in the Irrigation, Water and Sanitation Sector to review sector performance under the leadership of the Irrigation, Water and Sanitation Sector Working Group and the MoAIWD.

The overall aim of the JSR is to review Sector Performance and provide strategic guidance and recommendations in order to improve the sector's performance in meeting its goal and to deal with its challenges.

Joint Sector Reviews provide a forum for dialogue, policy guidance and budget and performance assessment allowing a broad spectrum of stakeholders in the Irrigation, Water and Sanitation Sector to get an insight discuss and influence sector development. Planned annually, the JSR draws conclusions and makes recommendations on overall developments in the sector. Any binding decisions, usually in the form of undertakings for the forthcoming twelve months are endorsed by the Irrigation, Water and Sanitation Sector Working Group. The process of developing undertakings for the JSR begins with analysis and compilation of a Sector Performance Report that identifies pertinent sector issues which are presented at regional level for Local Governments input and informs a wider forum at national level.

Ideally the JSR process is supposed to be based on a comprehensive Sector Performance Report produced by the line ministries. While the JSR meeting has the strength in that it gives opportunity for broader stakeholder participation, it is a public event with many participants which makes issues of structure, process and voice, very critical in ensuring that undertakings and decisions made are properly followed up and implemented. This requires a critical reflection on process, content and results to ensure that JSR meetings remain relevant and have an impact on sector policy and practice.

## **1.2. Objectives of the Assignment**

The initial analytical objective of the assignment is to generate information that will support/catalyze the process of reflection, dialogue, and critical analysis of the sector performance monitoring process in the Irrigation, Water and Sanitation Sector in Malawi.

Specifically the study has responded to the following objectives:

- i. Understand the development of the Joint Sector Review process in the Irrigation and Water, Sanitation and Hygiene (WASH) sector;
- ii. Review and analyse the process, content and results of JSRs in Malawi;
- iii. Assess the effectiveness of current WASH JSRs processes at regional and national level as a performance monitoring process that informs

- sector direction and drawing lessons from other sectors on process, and key drivers for generating change;
- iv. Provide recommendations for the effective design and management of JSRs, supporting processes both pre and post JSR giving due consideration to district and regional level processes; and
  - v. Disseminate findings to other stakeholders in the sector to initiate dialogue.

### **1.3. Scope of work**

The consultancy services have used a combination of desk review and meetings with key stakeholders. The consultants were responsible for conducting the following activities in accordance to the terms and conditions of the consultancy contract:-

- I. Develop appropriate methodology for the consultancy including the work plan;
- II. Conduct the study to understand major issues included under section 3 of the Terms of Reference (ToRs);
- III. Submit all deliverables as outlined under section 6 of the ToRs following the agreed timeline; and
- IV. Answer any relevant query from Ministry of Agriculture Irrigation and Water Development regarding the consultancy for a period of 8 weeks from the submission of the final report.

The detailed Terms of Reference for the assignment are appended as **Annex 10.1**.

## 2 PURPOSE OF THE REPORT

This report has tried to bring together the understanding of different stakeholders of the JSR processes on how they are implemented, the challenges and their expectations in their participation in the JSR processes and challenges in the implementation of the processes. The whole cycle for the JSR processes has been reviewed starting from soon after the annual JSR meeting to when the next meeting is held. The links between the activities that take place or do not take place throughout the year have been analysed in this report.

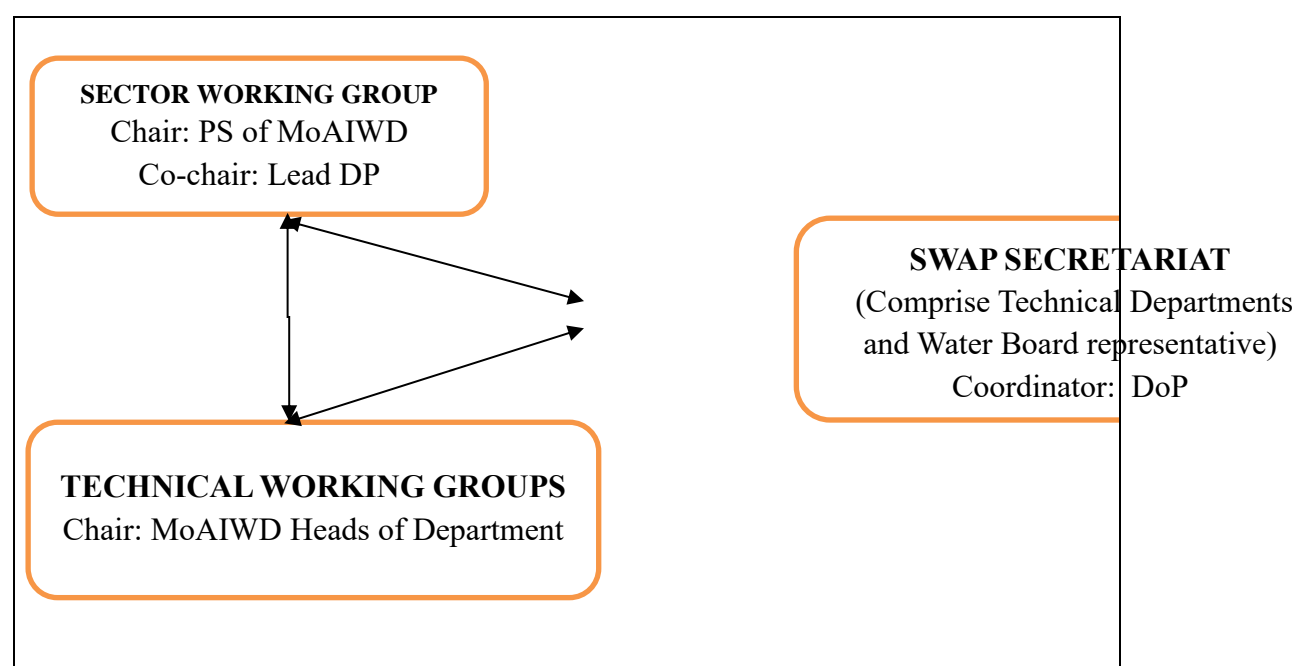
### 2.1. Reporting Requirements

The consultants have been reporting to the Head of Planning Division, in the MoAIWD. According to Terms of Reference (ToRs), the sector is comprised of Departments of Irrigation, Water Resources, Water Supply and Sanitation and Hygiene in MoAIWD, Water Boards, Development Partners, Civil Society Organizations and other interested stakeholders. The Consultants consulted Officials in the MoAIWD, Ministry of Health, Ministry of Education, Ministry of Local Government, Ministry of Transport, Water Boards, UNICEF, World Bank, JICA, USAID, DFID, WaterAid, Water for People, Engineers Without Borders, Catholic Relief Services (CRS), African Development Bank (ADB), World Vision and District Councils, among others, in order to come up with a comprehensive understanding on how JSR processes are being implemented.

### 3 LITERATURE REVIEW

The Consultants reviewed some documents to deepen their understanding of the WASH Sector in general and how the SWAp/JSRs are conducted in Malawi and other countries and also in other Sectors/Ministries. The JSR processes documents for the sector were reviewed which also ideally, helped the Consultants to come up with recommendations for the improvements of the JSR processes for the sector.

The literature review done on a number of SWAp and JSR process documents has revealed a number of issues in the approaches. Figure 1, is the SWAp governance structure that is used in the sector.



*Figure 1: The SWAp governance structure*

The SWAp governance structure as shown above does include other key stakeholders such as Development Partners, Civil Society Organisations and Water Boards. All the sector stakeholders are supposed to be part of the Sector Working Group (SWG) and Technical Working Groups (TWGs). Based on the thirty eight consultative meetings that the Consultants had with key sector stakeholders it has been observed that the participation in the SWG and TWG meetings by the Ministry, Donors, NGOs and Water Boards has been weak hence affecting the way sector issues discussions have been conducted including at the JSR meetings.

Technical Working Groups are very key for the successful implementation of the SWAp/JSR processes hence need for proper analysis of the TWGs.

#### 3.1. Overview of Sector Wide Approaches (SWAp)

Sector-Wide Approach is a method of working which brings together government, donors, and other stakeholders within the sector. It is characterized by a set of operating principles rather than a specific package of policies or activities (Government of Malawi: WaSWAp Roadmap, 2015). The approach involves preparation and implementation over time under government leadership towards: Broadening policy dialogue; Developing a single sector policy that addresses private and public sector issues; a common realistic expenditure programme; Common monitoring arrangements; and more coordinated procedures for funding and procurement (Government of Malawi: WaSWAp Roadmap, 2015).

Other authors highlight that a Sector-Wide Approach is where significant funding for the sector supports a single sector policy and expenditure programme, under government leadership, adopting common approaches across the sector, and fostering reliance on government procedures to disburse and account for all funds (Foster, 2000); and collective responsibility of donors and governments for achievements in the sector (Holvoet and Inberg, 2009). However, the understanding of SWAp has also evolved and varies between countries and organizations.

### **3.2. Overview of Joint Sector Reviews (JSR)**

There is no standard definition of a JSR. The OECD/DAC (2002) defines a *review* as an assessment of the performance of an intervention, periodically or on an ad hoc basis, and Holvoet and Inberg (2009) note that a review lies between monitoring and evaluation. BTC (2014) defines a 'Joint Sector Review' as *"multiple stakeholders jointly look[ing] at a particular subsector or function... [a] platform for dialogue and engagement"*. Holvoet and Inberg (2009) define a 'Joint Sector Review' as a periodic assessment of the performance in a specific sector for donor, government, and non-state actors' learning, accountability, and reform needs.

Matchaya, (2016) defines JSR as one way of operationalizing the mutual accountability framework at country level. The JSR process creates a platform to: assess the performance and results of the sector; assist governments in setting sector policy and priorities; assess how well state and non-state actors have implemented pledges and commitments (laid out in National Investment Plans and other agreements).

In general, a JSR process includes a half-yearly, annual or biennial meeting or forum which is led by a sector ministry and usually has the participation of a wide range of stakeholders. The process usually includes mechanisms to consolidate and analyze data, studies and reports in the run-up to the actual meeting, and may include field visits.

Each review cycle may generate a set of priority actions on specific issues. A WASH JSR is also known as a Joint Annual Review (Yemen), Multi-

Stakeholder Forum (Ethiopia), WASH Conference (Sierra Leone), Annual Water Sector Conference (Kenya), Coordination Meeting (South Sudan) or Joint Water Sector Review (Zambia). In French it is usually referred to as *Revue Annuelle Conjointe* (Burkina Faso, Burundi, and Niger) or *Revue Annuelle Sectorielle Conjointe* (Senegal).

According to Danert, *et al.*, (2016), in practice, the term JSR is used to refer to a regular (usually bi-annual or annual):-

- Half-day **meeting** in which the lead sector ministry reports on progress to the ministry of finance.
- Two-day multi-stakeholder **meeting** comprising presentations where stakeholders tell each other what they are doing, plan to do, hope to do, or should do.
- **Review processes** lasting several weeks or months that bring together different stakeholders and consolidated information, culminating in a meeting which leads to binding commitments, with agreed and clear roles and responsibilities for action. Anything in between the above extremes. Different modalities are possible.

### **3.2.1. Purpose and Benefits,**

The primary purpose of a JSR is to determine and evaluate observed results of sector performance and their comparison with intended results or targets. The JSR allows diverse stakeholders to get insights into and influence overall policies and priorities of the sector. It serves as a Management and policy support tool for inclusive stakeholder planning, programming, budget preparation and execution, monitoring and evaluation, and overall development of the sector.

### **3.2.2. Principles of a Joint Sector Review**

According to the MoAIWD (2016), there are eight notable principles of a Joint Sector Review highlighted in literature as follows:

- National ownership and leadership
- Relevance to National Investment Plans (NIP) or cooperation agreement
- Inclusive participation
- Commitment to results by all participants
- Impartiality and evidence-based
- Enhance national planning
- Sensitivity to gender
- Learning experience

Thus, for a JSR to be active and effective, to the expectations of the stakeholders concerned, all the above principles need to be observed.

### 3.2.3. What the JSR does for a Country/Sector

It describes and analyses the structure, conduct and performance review of the sector against mutually-agreed milestone and targets. It also identifies Strengths; Weaknesses; Opportunities and Threats (SWOT) in the sector. Based on the results and findings, it makes recommendations for improving sector performance.

### 3.2.4. What is monitored in Joint Sector Review?

- Development results e.g. income growth and poverty reduction;
- Overall sector growth and sub-sector growth;
- Required financial and non-financial resources to effectively implement the plan;
- Policies, programmes, institutions, and implementation processes; and
- Linkages (including pathways to achieve the development results, enabling and assumptions).

## 3.3. Linking SWAp and JSR

It was observed that the current JSR processes for the Water, Irrigation, and Sanitation Sector are not linked to the SWAp processes in the sector. The key elements of the SWAp process include;

- Analysis of the past expenditure:** During the SWAp review, a financial flow exercise needs to be undertaken, mapping of the Department of Irrigation and Water Development and funding from donors needs to be reviewed.
- Donor commitments:** As per the SWAp requirements, it is important that TWGs should have a stronger role in reviewing and approving projects.
- Review and provide updated ToRs for JSRs and other mechanisms:** Support the strengthening of sector coordination mechanisms and mutual accountability processes based on partnership and the multi stakeholder approach.
- Public vs private sector:** Public and private sector involvements in the SWAp process improve service delivery in the Irrigation, Water and Sanitation Sector.
- Strategic Plan:** Need for an updated strategic plan for the sector to guide the implementation of the sector goals and objectives.
- Programme-based Budgeting:** Guides the investment and expenditure of the implementation of the sector programmes.
- Monitoring and Evaluation:** For the identification of the weak areas during the review of SWAp/JSR processes.
- Alignment:** Alignment to the key policy documents is key for the effective implementation of SWAp/JSR processes.

The Consultants looked at the SWAp elements as stated above and compared them with what is available in the Water, Irrigation and Sanitation Sector and those in other sectors such as Health, Education and Agriculture.

The review below highlights some of the WaSWAp/JSR findings:-

### **3.4. Review of WaSWAp/Joint Sector Review**

The WaSWAp Roadmap indicates that, the Irrigation, Water & Sanitation Sector embarked on SWAp in 2008. The years from 2008 to 2010 saw a lot of consultations, training and formation of Thematic Working Groups. The Thematic Working Groups formed were Urban Water Supply, Rural Water Supply, Towns and Market Centers, Institutional development and Human Resources, Sanitation and Hygiene, Water for Production and Water Resources Management. These were further developed into Technical Working Groups. A SWAp Facilitator was engaged with funding from Canadian International Development Agency (CIDA) to facilitate the implementation of activities towards the move to fully fledged SWAp.

Attempts have been made to set up WaSWAp governance structure. The major ones being the adoption of the Government proposed structure with Sector Working Group (SWG), and merging of WES Aid Coordination Group into the governance structure.

Following Government guidelines, the Sector Working Group (SWG) was institutionalized in 2008 as a means of implementing the Development Assistance Strategy which aims at ensuring that external resources mobilized by Government are effectively utilized to implement the Malawi Growth and Development Strategy. This was a move forward to live up to the commitments of the Paris Declaration (PD, 2005) and the Accra Agenda for Action (AAA, 2008).

The SWG therefore took over the management of SWAp and indeed the whole sector. The composition of SWG for the sector includes the Water and Irrigation Departments in the MoAIWD, other line Ministries like Health, Education and Local Government, Water Boards, Academia, Development Partners, representatives of NGOs, and representatives of private sector. The major objective in relation to SWAp is to oversee and review the development and management of SWAp. The arrangement that was put in place then was that the SWG should be chaired by the Secretary for Water Development and Irrigation and co-chaired by Lead Development Partners. This arrangement is still in place up to now.

The seven Thematic Working Groups were regrouped to become six Technical Working Groups (TWGs) as follows:

- Water Supply
- Water for Irrigation
- Water Resources Management
- Sanitation and Hygiene
- Institutional Development and Capacity Building
- Governance, Monitoring and Evaluation

The WaSWAp Roadmap indicates that the leadership of the TWGs is in the heads of respective departments in the Ministry. This has been an improvement that was made over time from the previous arrangement where somebody outside mainstream water sector could head a TWG. In the previous arrangement, it was difficult for the heads to have full mandate over stakeholders within the sub sector. The key function of each TWG as indicated in the WaSWAp Roadmap is to provide technical guidance on policy and governance issues to the implementing departments.

For the successful implementation of WaSWAp it was noted that there were three basic requirements that needed to be in place. These were the Sector Investment Plan, Monitoring and Evaluation Framework and Fiduciary Framework. The following explains the preparation of the same and time lags that have been experienced hampering the implementation of the JSR Processes.

#### **3.4.1. Sector Investment Plan**

It was from 2008 when the sector through the Minister responsible for Irrigation and Water Development then identified the need to have a Sector Investment Plan (SIP). The SIP was meant to guide the sector in the planning and implementation of sector programmes for attracting increased sector funding from Donors in the sector. With financial and technical assistance from World Bank trust fund through the National Water Development Programme (NWDP), the Sector Investment Plan was developed in 2012. The proposed way forward was to set up a committee to come up with 'Water and Sanitation Development Programme' to operationalize SIP. A Programme of Work framework was developed and the 2015-16 budgets were aligned to the Programme of Work (MoAIWD, 2012).

#### **3.4.2. Monitoring and Evaluation Framework**

It was realized that the sector needed a Monitoring and Evaluation System for the effective monitoring and evaluation of the sectors programmes and activities. Using financial support from the Africa Water Facility through the African Development Bank (ADB), the Monitoring and Evaluation Framework was developed in 2014. The project was called the Strengthening Water Sector M&E project which was piloted in three districts of Rumphi, Ntcheu and Phalombe. With assistance from UNICEF and WaterAid the M&E Framework was rolled out to the other districts in Malawi. With the assistance of a consultant, subsidiary databases and district databases were developed including a central M&E database from these subsidiary databases. The M&E Framework, however, has faced several technical challenges such as the transferring of data from the districts to the central database and operational problems both at districts and central levels. Work still remains to be done at the Central database, and the system has not yet been successfully used. With all these challenges with the M&E Framework it is difficult for the sector to implement a WaSWAp that is linked to the JSR Processes. The Ministry ADB should fund the technical challenges with the M&E Framework to ensure that it is operational.

### **3.4.3. Fiduciary Framework**

The World Bank in collaboration with the MoAIWD engaged a consultant to develop the sector fiduciary framework. It is hoped the fiduciary framework will facilitate joint sector budgeting and financing arrangements, facilitating the implementation of the sector's annual Programme of Work from multiple financing sources and covering both routine and development resource needs of the sector. The fiduciary framework has not yet been rolled out.

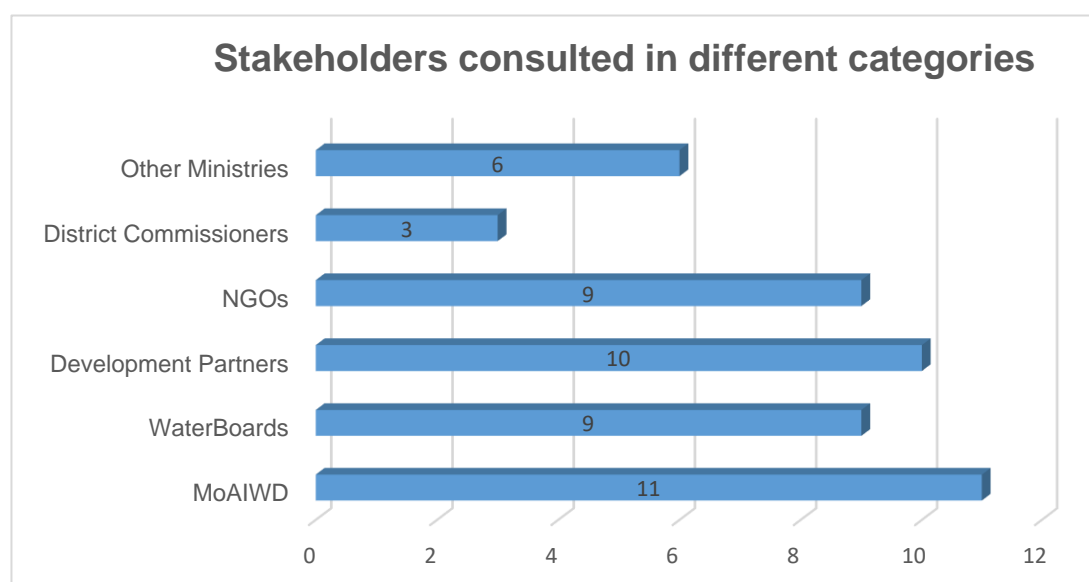
The current situation has been that since the SIP was developed in 2012 the document was not widely disseminated and shared with sector stakeholders resulting into its ineffective use in the sector.

## 4 HOW THE STUDY WAS CONDUCTED

### 4.1. Our overall approach to the Study

The Consultants used a two-pronged interactive approach, desk review and consultations with key stakeholders in order to capture key issues in conducting the study. The approach was unique in that it targeted the highest level possible of the Organisations that are involved in the Water, Irrigation, and Sanitation Sector in Malawi. These included the Chief Executive Officers (CEOs) of the Water Boards, officials in the MoAIWD and other ministries (Health, Education, Transport and Local Government), Donors and Country Representatives of the Civil Society Organisations involved in the sector in Malawi. A monkey survey was prepared and circulated to District Water Officers and WaterAid, a total of eleven people responded, nine from the District Councils and two from WaterAid. List of key stakeholders that were consulted and interviewed is appended as **Annex 10.2**.

Most of the stakeholders consulted seem to have attended one or more of the previous JSRs (either in the Water Sector or outside the sector). The level of participation in the JSR processes and the benefits they have gained and challenges experienced by the stakeholders were reviewed. What should be done for them to benefit more from the JSR processes and what they have done to support the JSR processes were asked and the findings have been stated in this report. Below is figure 2 that shows the categories and number of stakeholders that were consulted.



*Figure 2: Stakeholders consulted and their categories*

### 4.2. Technical Approach and Methodology

The approach and methodology for the assignment aimed at responding to the eight critical questions that have been stated in the ToRs for the assignment

and explained in the revised inception report that was submitted to the client. The summary of the approaches and methodology are as follows:-

Through stakeholder interviews, it was observed that there is a lot of information that has been generated through the JSR processes district, regional and national levels. Key areas through which the information is generated and documented were reviewed. Both desk review and stakeholder consultations were used to assess the type of information that is generated by comparing with the other JSR processes that are done in other sectors in Malawi such as Health, Education, Agriculture and other countries such as Uganda and Rwanda. The information has been categorized into the three main areas of technical, administrative and financial and the impact on the JSR processes for the sector assessed.

The preparatory processes for the JSR both pre and post JSR processes were reviewed by looking at what has been done since 2008 when the sector had the first JSR meeting using both information from stakeholder consultations and desk review. The participation of each interest group thus Central Government, District Councils, Water Boards, Donor and Civil Society was assessed through meetings and discussions. The discussions included members of TWGs for the Water SWAp Structure, members of the District Coordination Teams (DCTs), Water Services Association of Malawi (WASAMA), WESNet and the members of the Water and Sanitation Development Partners Group (WSDPG). The information gathered was assessed and presented with recommendations on how the JSR preparatory processes can be improved.

An analysis of the roles and responsibilities including financing of JSR processes of selected stakeholders at national, regional and district levels were carried out. The present perceived roles and responsibilities of stakeholders were also reviewed. The stakeholders' present contribution to the JSR processes and how contributions are made were reviewed. The stakeholders were categorized in accordance to their interests in the JSR processes.

The present structure of the JSR itself was reviewed by looking at what is done at the national level and comparing it at the international level by looking at other countries that are implementing successful JSR processes that are linked to SWAp such as Uganda and Rwanda.

The processes on how the undertakings are generated at the JSR meeting were reviewed by looking at how undertakings to date have been generated. The undertakings that have been agreed at the end of each JSR meeting since 2008 were reviewed. The review looked at the extent to which the undertakings have been accounted for and the results and impacts that have been made. The progress the sector has made as a result of the implementation of the undertakings was also reviewed by looking at the Sector Performance Reports that are available.

The institutionalisation of the JSR Processes was reviewed by looking at the present setup where the Ministry takes the leadership and ownership roles.

Looking at the present structure and to what extent the structure has responded to the institutionalisation including mutual accountability of the JSR Processes.

The roles and responsibilities of the line Ministry are very key to the delivery of a sustainable JSR processes. The extent to which the Ministry has been or not been able to deliver a sustainable JSR processes was reviewed. Analysis of the WaSWAp Roadmap that was developed by the Ministry in 2014 was also reviewed. To what extent the Donors and Civil Societies have supported the Ministry to perform its mandate for a sustainable JSR processes was also reviewed under this study.

The stakeholder perceptions of the relevance and impact of the JSR processes was reviewed through meetings that the Consultants had with selected stakeholders. The monkey survey questions and responses are appended as **Annex 10.3.**

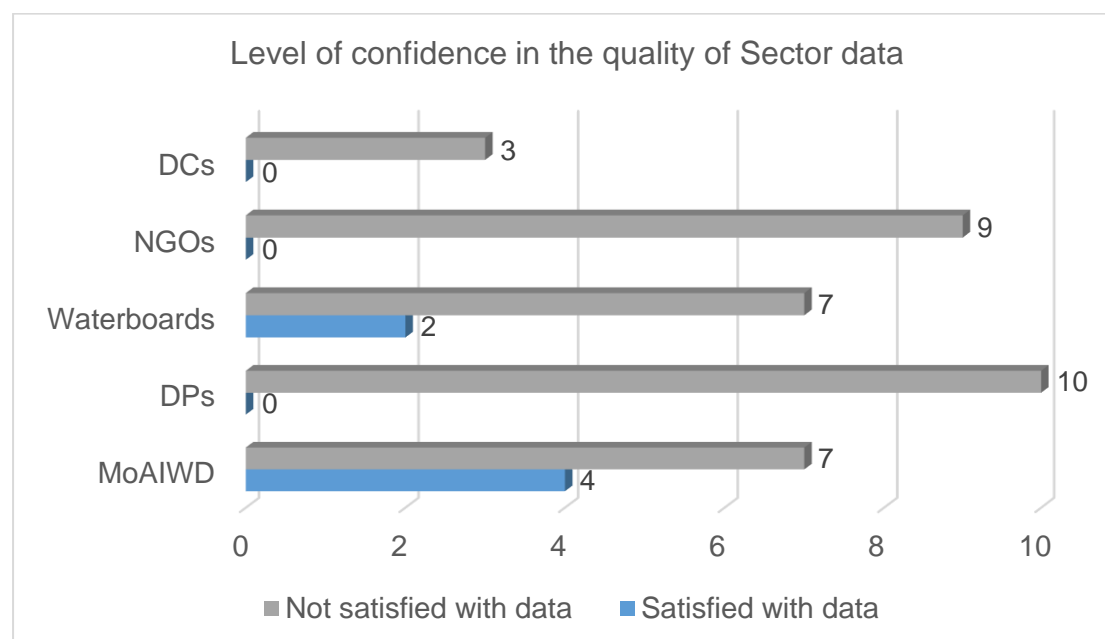
Financing to the JSR processes has a big impact on the quality of the outcomes of the JSR meetings that have been done. The financing mechanisms that have been used since the JSR processes started in 2008 have been reviewed. The review has looked at how the financing has been done and the agencies that have been financing the JSR processes. The appropriateness of the financing mechanisms was also reviewed and how this has impacted the outcomes of the JSR processes. The Check List that was used in the meetings with stakeholders is appended as **Annex 10.4.**

## 5 CONSULTANTS' FINDINGS AND OBSERVATIONS

This section provides the findings from the consultations with key selected stakeholders on issues related to the eight guiding questions as outlined in section 4 above. The findings are as follows:-

### 5.1. Data and information generation and analysis for JSRs processes

The type of information that is currently available was assessed. The data that is collected now is mostly done in October for the preparation of the Sector Performance Report for the annual JSR meeting. The data is mostly collected by the Ministry from the District Water Officers and Water Boards and WESNet also collects data from the NGOs for the same. It has been observed that there is a strong need for accurate data in the sector. Of the forty two people that were interviewed on data collection, quality, analysis and sharing, thirty eight people which represents 90 percent believe that the quality of data that has been collected in both cases is of poor quality and unreliable, as shown in figure 3 below.



*Figure 3: Stakeholders' level of confidence in the quality of Sector data*

It has been established by the Consultants that, there is no sector consistent framework that is used for systematic data collection. It has been seen that different district water officers are using different formats for data collection which makes it difficult to compare the data and performance of the districts. In some cases the response from the Water Boards in providing data to the Ministry for the preparation of the SPR has been slow. WESNet on the other hand has faced the same challenges since it was given the mandate to collect data from the NGOs in 2016 in that it has ended up with small number of NGOs submitting data to, especially on their financial performance.

The sector has been working on a number of sector initiatives in the establishment of a Sector M&E Framework for a long time. There is no operational Sector M&E Framework and the Consultants have observed the following:-

- The Water Board's data management systems are reasonable but not accurate. The Unaccounted For Water, one of the target that is reported at the JSR meetings, the methods used in calculating the same has been inconsistent across the boards. In the last JSR meeting it was observed that officers from one of the Water Board were disputing their own Unaccounted For Water figures.
- Issues of coverage and accessibility of water facilities by communities at both urban and rural levels have been affected by the number of facilities that are not working. Due to lack of capacity for data collection at the district level, data collection has been a challenge resulting in the data that is collected and shared being unreliable and outdated as shown in figure 3 above.
- There are four main interest groups to the JSR processes thus Government, Water Boards, Donors and Civil Societies. These four interested groups have different data requirements and use. Currently there is no functional M&E Framework that meets the needs of all sector stakeholders.
- There is no systematic data collection framework at all levels in the Sector and it is important for the sector to rationalise the data collection tools available. In an ideal situation, the District Water Offices (DWOs) are supposed to submit reports to the Regional Water Offices on a monthly basis that include the data required for the preparation of the SPR. But the DWOs are always under resourced to perform their functions including data collection. Increased capacity and funding are required at the district level for data collection and improved quality of the same.
- There was an arrangement where Health Surveillance Assistants (HSAs) have been used to collect WASH data but it has been observed that a number of HSAs have not been effective and the initiative has been hampered by poor communication.
- The data that has been used for the JSR processes has been found not to be credible because of lack of capacity to collect and the data and lack of an operational Sector M&E Framework.
- There is no focal point in the Ministry that has been given the responsibilities of the day to day management of data.
- The University of Strathclyde under the Climate Justus Water Futures Programme is testing mWater app/platform; if successful it may be linked to the Sector M&E Framework and may be used in the sector.

## **5.2. Preparation for the JSR processes**

The mapping of the key stakeholders and institutions that are involved in JSRs processes including the participation in organising the annual JSR meetings was reviewed. The activities that take place in the preparation for the annual JSR meetings mostly involve the Ministry, Development Partners and NGOs. The SWG decides on the dates for the JSR meeting and comes up with a theme for discussions at the JSR meeting mostly in the months of October each year. It was learnt from the Ministry that in the past an attempt was made to have an annual calendar of events that included the dates for the JSR meeting but this did not last long.

Under the same directive from the SWG, a Task Force is put in place that comprises of the Ministry, Donors and NGOs. The Task Force is given the responsibility of making all the preparations that includes coming up with the budget that is circulated mostly to the Donors and NGOs for funding. Funding is done voluntarily with money paid directly to the service providers. A programme for the meeting is also prepared that is circulated to members for review and comments. The preparations for the JSR meetings have been hampered by lack of funding for the implementation of some of the activities at the JSR meeting. There is need for the Donors and NGOs that to build trust in the Ministry and operationalize the Joint Financing Mechanisms that will ensure that funding is readily available for JSR processes.

The JSR meetings have mostly been donor driven in that most of the funding has been coming from donors since 2008. Ironically, these JSRs (mainly at planning stage) are viewed as something solely for the Ministry, with NGOs and Development Partners coming as supporting team. The Ministry has mostly been begging for funding from donors when a meeting is being organized. There is no system of pulling the resources together for the implementation of JSR processes that includes the annual JSR meetings.

The list of participant to the JSR meetings is drawn by the JSR meeting Task Force reviewed by members of the SWG and approved by the SWG. The type and quality of facilitation of the JSR meetings has not been effective in that in number of cases, Donors and NGOs have not been willing to fund the cost of hiring a professional facilitator. This has resulted in the late production of the minutes and lack of linking the theme and proceedings of the JSR meetings.

The other sectors such as Health, Education and Agriculture, within the country, do have well-managed, organised and effective JSRs processes because they have taken the planning of the JSR processes as part of their tasks that are embedded in their annual programmes. Looking at the minutes and SWAp documents for countries such as Uganda and Rwanda the Consultants observed that they have effectively organised and hosted JSR meetings because they have very strong leadership and ownership of the JSR processes by their Ministries. Strong Leadership and ownership of the JSR processes has been demonstrated by holding SWG and TWG meetings regularly.

### 5.3. The structure of JSR and its impacts on stakeholder participation and relevance

The review found that all the forty eight stakeholders interviewed indicated that the JSR structure has no problem and expressed their satisfaction with the present structure in that it is inclusive of the key stakeholders. The Consultants compared the Irrigation, Water and Sanitation JSR structure with those in other Ministries and Departments and found out that they are similar.

Nevertheless, there are a number of limitations that were identified. The first challenge observed was that the quality of the implementation of the JSR processes in the Water Sector has been challenging because of lack of a functioning monitoring and reporting systems. It was pointed out that the Department of Irrigation and Water Development has been very keen to have a well improved JSR processes implementation only that resources have always been limited. All ten people from Donors and nine people from NGOs interviewed indicated that the TWGs have not been active, which affects the whole system and quality of the JSR processes.

The stakeholder's perceptions on the JSR processes and how these affect participation have been mixed. Fifty percent of the people interviewed found the structure to have no impact on participation while the other fifty percent were of the view that it has an impact. Considering the fact that stakeholders' participation to the JSR meetings has not increased very much over time, hence the consultants have made the recommendations (as shown in figure 4 below) on how the JSR processes should be implemented.

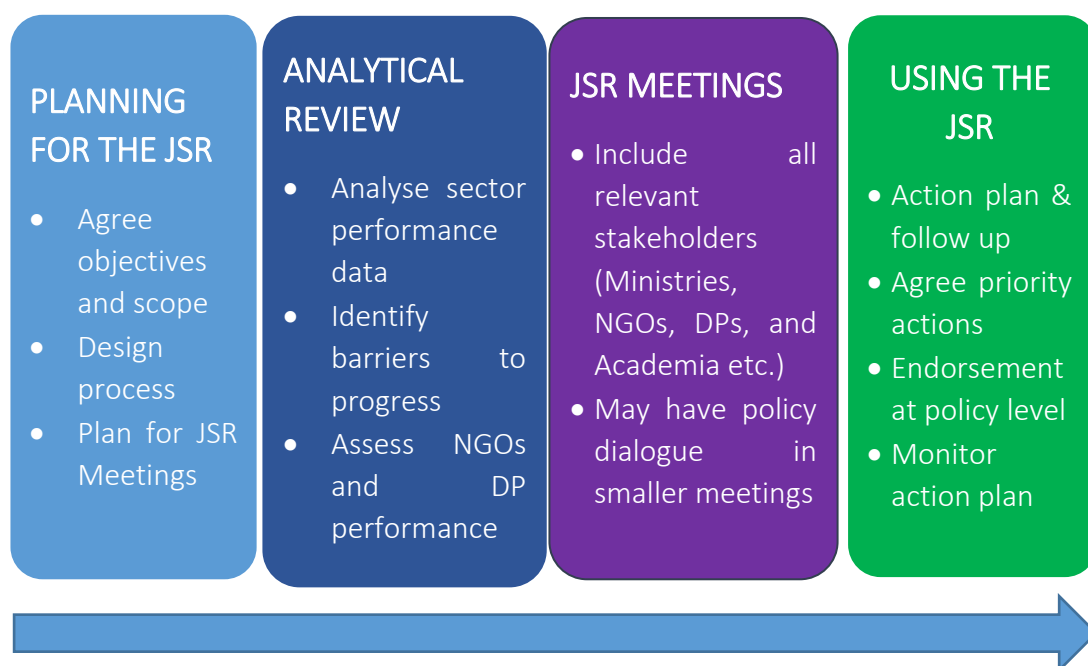


Figure 4: JSR Structure for effective results

Source: Own designing based on understanding

#### **5.4. Undertakings and their impact on sector direction and pace of progress**

Several undertakings have been arrived at in all the past JSR meetings that have been conducted since 2008, though they have not been binding and have had little impact on sector direction and progress. Forty out of the forty eight people interviewed, indicated that the effectiveness and impact of the undertakings on the outcomes of the JSRs meetings have not been binding. Forty three out of total forty eight people expressed their opinion that the undertakings are not given enough time to be formulated at the JSR meetings. Looking at how the undertakings are made at the JSR meeting it has always been the last agenda item to be discussed. It's always discussed on the last second half day of the meeting by bringing TWGs together and not given enough time to formulate Simple, Measurable, Achievable, Realistic and Time Bound (SMART) undertakings.

Most of the undertakings are made in such a way that they are mainly implemented by the Ministry. Of the eleven people interviewed in the Department of Irrigation and Water Development, nine people, who represent 82 percent, said that the deliberations at the JSR have been seen as a platform where Donors and NGOs have been policing and interrogating the Ministry for the implementation of the undertakings and achievement of sector results.

The Consultants established that more than 50 percent of undertakings that are agreed at the JSR meeting are not achieved by the time the next JSR meeting is held. This has been the case because the approval processes of the undertakings take long and there are no agreed mechanisms of reviewing the progress made in the implementation of undertakings once they are agreed.

The Consultants observed that a number of undertakings that are agreed at the JSR meeting are not achieved by the time the next JSR meeting is held. This has been the case because the approval processes of the undertakings takes long. For instance, a Water and Sanitation Programme (WSP) study by the World Bank of January, 2016, indicated that the undertakings recommended at the December 2013 workshop were adopted by the SWG meeting in May 2014. The 2014 JSR meeting tried to report on status of the undertaking but noted that the 2014 undertakings were not budgeted for in the 2014 national budget, as such, financial resources were thus not provided to implement the same.

Below is a comparison of undertakings that were made at the 2016 JSR meetings between those that were made in Malawi and those made in Uganda at the 2016 JSR meetings (JSR Minutes for Malawi and Uganda, 2016):-

*Table 1: Comparison of Undertakings made in 2016 for Malawi and Uganda*

Technical Working Group	Undertakings 2016 Malawi	Undertakings 2016 Uganda	Remarks
Irrigation Services	Strengthen local communities and farmers to manage schemes and facilities		Irrigation is not part of the Water and Environment SWG in Uganda hence undertaking not provided.
	Enhance efforts on water harvesting		
	Enhance crop diversification		
	Engage NGOs in information sharing		
Management and Governance	Government to collect information from all sector actors to have one unified accountability plan on CALENDAR YEAR	Review Sector Performance monitoring Framework-to incorporate the water quality monitoring, good governance, human right to water, climate change, Sustainable Development Goals (SDGs) and the National Development Plan (NDP II).	The undertakings in Uganda have mostly focused on the development of sector plans, policies and strategies.  Those for Uganda are very comprehensive and SMART and well development.  For Malawi the undertakings are mostly short and not much details given.
	Expedite recruitment of critical staff, notably WMAs at District level	Finalize the development of costed CD plans for the departments of the MWE+ agencies and embarking on the implementation by the end of FY2016/17.	
	Advance development of SWAp	Develop a strategy to systematically build the capacity of the middle and lower level	

		sector personnel in leadership and management skills to address emerging sector demands by the end of FY2016/17.	
	Improve attendance at SWG and TWG meetings		
	Clarify where the mandate for Sanitation and Hygiene sits within government		
Sanitation and Hygiene	Evaluation of the effectiveness of sanitation marketing initiative and exploration of alternative approaches for promoting improved sanitation	Develop a Strategy on Cholera elimination in 16 cholera-prone districts by the end of FY2016/17.	Those for Uganda are very comprehensive and SMART and well developed.  In Malawi we have challenges with cholera but no undertaking provided on the same.
	Obtain clarity on sanitation policy holder	Develop a strategy for scaling up Town Sanitation Planning in a phased approach, harmonized with District Investment Plans by end of FY2016/17.	
	ODF Strategy review		
	Lobby for the continued support towards comprehensive information gathering on institutional sanitation		
Water Resources Management	Enhancement of catchment management	Operationalize the proposed coordination, implementation and funding mechanisms	

		for catchment-based IWRM by the end of FY2016/17.	Those for Uganda are very comprehensive and SMART and well develop.  For Malawi the undertakings are mostly short and not much details given.
	Research and development	Finalize the National Framework for Drinking Water Quality Management and Regulation by the end of FY2016/17.	
	Operationalization of the NWRA		
	Water resource monitoring		
Water Supply	Check political interference in allocation of resources and water points	Develop a Strategy for providing at least one safe water point per village in line with the Presidential Directive by the end of FY2016/17.	Those for Uganda are very comprehensive and SMART and well developed.  For Malawi the undertakings are mostly short and not much details given.
	Improve quality and quantity of water	Reorganize the Umbrella Organisations focusing on financing mechanisms and management responsibilities for piped water systems by the end of FY2016/17.	
	Maximize the use of available resources	Strengthen utilization of Water for Production storage by the end of FY2016/17.	
	Prioritize O&M in the sector	Review the Water tariff regime to strengthen pro-poor provisions with respect to public institutions, rural areas and water vending by the end of FY2016/17.	
	Reduce non-functionality		



#### **5.4.1. General observations made by the Consultants on the Undertakings**

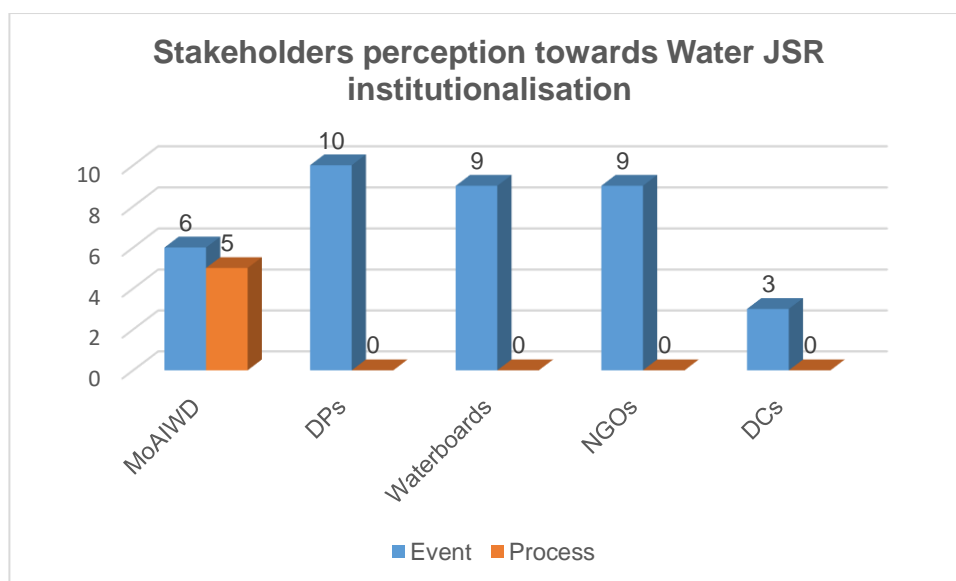
The minutes of the 2016 JSR meeting for the Malawi are still in draft and not signed. Consultants also looked at the minutes for the 2016 JSR for Uganda that are signed by three people which include; a representative of the Permanent Secretary for the Ministry of Water and the Environment, representing Government, Team Leader: Environment USAID, representing Development Partners, Water and Sanitation and Deputy Head of Co-operation; Germany Embassy, representing Development Partners, Environment and Natural Resources. JSR meeting minutes should be signed to ensure that the contents are binding.

The Consultants also analysed the last year's themes, one for the 2016 JSR in Malawi that was "Domestication of the SDGs in the Water and Irrigation Sector" and that for Uganda that was "Ensuring Integrity in the Water and Environment Resources driving towards SDGs". The Consultants observed that the theme for Malawi was not reflected in the programme, presentations and discussions during the JSR meetings while that for Uganda, looking at the minutes, must have had comprehensive discussions reflecting on the theme. The discussions in the JSR meeting should be reflective of the theme.

#### **5.5. How the WASH sector is institutionalising JSR processes**

To better understand how WASH sector has tried to institutionalise the JSR processes, the Consultants first undertook an assessment of how JSR processes have contributed to the improvement of mutual accountability in the sector. Results have shown that JSR processes have not contributed to the sector mutual accountability and improving results and outcomes in the sector. The issue of accountability is key for the sustainability of the services that are provided by the sector but in the absence of a vibrant M&E framework it is difficult to measure the impact. By definition, "mutual accountability" is the process by which two or more parties hold one another accountable for the commitments they have voluntarily made to one another (Bahiigwa *et al*, 2013) and the Joint Sector Review is one way of operationalizing the mutual accountability at different levels in the WASH sector.

The study found out that there are no mechanisms and indicators that currently exist for assessing the success and failure of a JSR processes and to most people consulted in the process of doing this study, to them, JSR is not seen as a process but just as a yearly event. Figure 5 below shows how people from different categories in the Sector view the JSR processes.



*Figure 5: Stakeholders' perception towards the Water JSR institutionalisation*

In reviewing the JSR processes that are carried out throughout the year, a number of observations have been made. These observations and associated recommendations are as follows;

- The preparation of the SPR has always been affected by lack of funding for its preparation and mostly is prepared in a hurry. In most cases the report has not been prepared in good time for the review and inputs of other stakeholders. The preparation processes for the SPR should start in June and the Ministry, NGOs and Donors should make resources available for the preparation of the same.
- TWGs that are supposed to take an active role in the preparation of the SPR do not meet regularly. TWGs should meet quarterly as provided for in the WaSWAp Roadmap.
- The attendance of Donors and NGOs to TWG meetings has been poor resulting in TWG meetings held only once instead of four times in a year. Donors and NGOs should attend TWG meetings.

The coordination of the JSR processes is left in the Planning Division, in the Ministry. Donors and NGOs have been making efforts of ensuring that the division is well capacitated for the implementation of JSR processes. The Ministry should elevate the Planning Division to a Planning Department that should be headed by a Director. The new Planning Department should be capacitated through the deployment of one member of staff from the departments of Water Recourses, Water Supply and Irrigation to the Planning Department for the effective implementation of JSR processes. Even though improvements have been made in capacitating the Planning Division in the Department of Irrigation and Water Development, it has not been enough. There is need of improving the institutionalisation of the JSR processes at all levels (national, regional and district). The JSR processes and the implementation of agreed undertakings should also be well aligned with the

government planning, reporting and budgeting cycle. This will ensure that the JSR is obviously incorporated in the Government programmes and the undertakings that need funding are taken up within the Government budget.

## **5.6. The role of the line ministry and key stakeholders in the JSR processes**

The role of the line Ministry is to provide leadership of the JSR processes by providing strategic direction for the sector. It has been established, through the consultations made by the Consultants with Donor and NGOs that the Ministry has been facing challenges such as mobilization of funds for the implementation of the JSR processes. Donors and NGOs have looking at the JSR processes as being donor driven. Looking at the budgets for previous JSR meetings it has been established that more than 95% of the funds come from Donors and NGOs and the MoAIWD has no budget line for the implementation of JSR processes. There is need for several actions to be taken by the leadership in the MoAIWD for improved implementation of the JSR processes. The actions include those as recommended above in section 5.5.

Development Partners have had sector policy dialogue and influence through meetings with the MoAIWD in resolving sector issues. Since 2008, the MoAIWD has been involving other line ministries in the implementation of the JSR processes. These line ministries, which include Ministries of Health, Education, Local Government, Finance and Finance and Economic Planning, have been invited to the JSR meetings with the aim of sharing lessons learnt and getting support from them in the implementation of the JSR processes.

## **5.7. Stakeholder perceptions of the relevance and impact of the JSR processes**

### **5.7.1. Relevance and Impact**

The Consultants adopted the definition of JSR relevance as defined in the World Bank Group report, 2016, as the extent to which the JSR's objectives were consistent with Irrigation and Water Development sector stakeholders' perceptions of needs within the historical context as well as the socioeconomic, political, policy, institutional, programmatic and project environment at the time.

The Consultants define impact as any change (positive or negative) that is brought about as a result of some action/operation in a place. Based on the definition above, the Consultants tried to gather some information on the issues related to evidence that is available to authenticate the existence of JSR processes in the Irrigation and Water Sector.

The stakeholders consulted recommended the relevance of the JSRs and some positive impact brought about in the Sector, as a process that tries to bring different players within the sector together, to discuss, share ideas and challenges they face in their respective organizations/departments to come up with priority issues that lead to binding commitments, with agreed and clear roles and responsibilities for action. There was a consensus in the results from

the stakeholders consulted that, JSRs have helped to ensure that TWGs are operational at national level. However, these TWGs are faced with several challenges such that they do not meet as scheduled and are under-resourced to carry out their mandates as provided for, in the draft WaSWAp Road Map.

Donors and NGOs also perceive the implementation of the Water JSR processes as a relevant approach because they are able to hear direct from stakeholders on different sector issues and needs. However, Donors have advised that, if the implementation of JSR processes is to be more effective and credible, the quality of the preparation has to be improved.

The DCs consulted from the three districts that have attended JSR meetings in the past indicated that their contributions at the JSR meetings have been limited. The DCs apart from being invited to the meetings have not been involved in sector planning at the national level. The forum has not given space to the DCs to highlight issues of Irrigation, Water and Sanitation from the districts. The JSR meetings are expected to be a place for everyone to raise sector strategic and policy issues, which has not been the case with the DCs. Considering the important role that DCs play at the district level, the Consultants recommend that DCs should be given the space to get fully involved in the Sector JSR processes starting from the district, regional and national levels.

There is need for good analysis of the issues for the JSR meetings to be a space for discussion of key sector strategic and policy issues affecting the districts on the part of Government. For example, more work needs to be done on the sector budget analysis.

### **5.8. Financing of the Joint Sector Review processes**

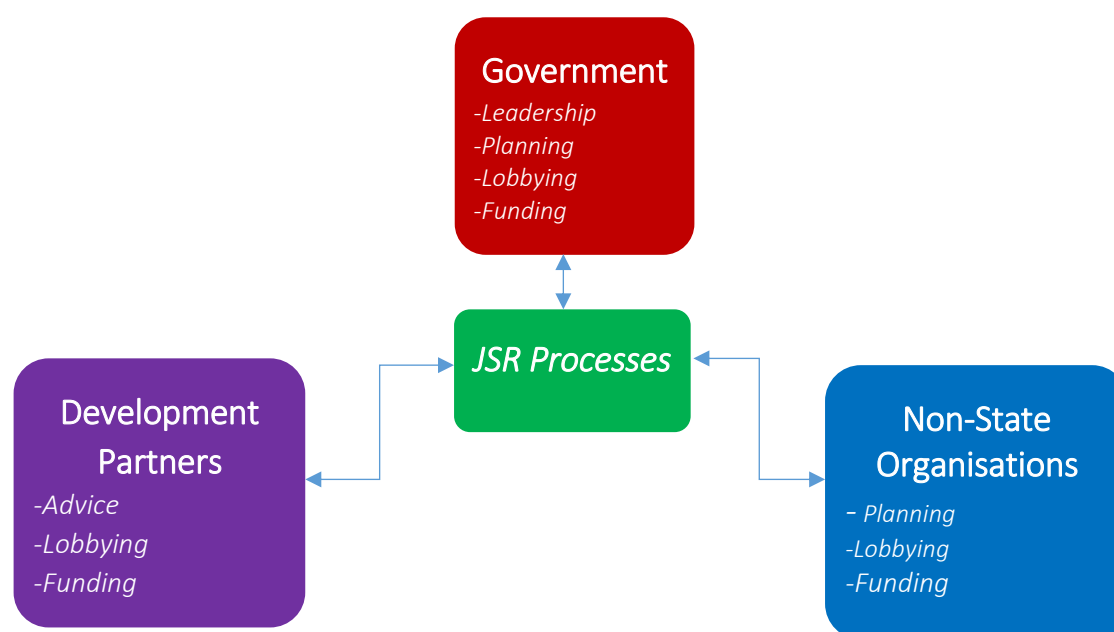
The three key questions that are asked here are;

- I. Who provides funds for the JSR meetings?
- II. To what extent have the different partners been able to meet their overall financial and
- III. What are the non-financial commitments?

The JSR meetings held over time have received funding from various partners in terms of payments for venue, accommodations, stationary, transport and allowances. This has been done through the circulation of a cost list for items that are required for the JSR meeting each year. The budget for the JSR meeting is prepared by The JSR Task Force that comprises of people from Government, Donors and NGOs. The challenge is that DPs only look for areas where they find it easy to finance. Donors interviewed have indicated that they have been reluctant to provide funding for allowances to the JSR meeting attendees. This is because they do not have trust in the Government financial management systems. Joint Financing Mechanism is one option to resolving the problem. However, this will require Government to put up a good plan that can be supported by Development Partners.

The Joint Financing Agreement (JFA) for the sector that has been prepared with funding from the World Bank would be a good method of pulling resources together for use in WaSWAp and the JSR processes as there will be non-restricted funding or funding allocated specifically to these processes.

Figure 6 shows how funding for JSR in the sector is done.



*Figure 6: Current funding mechanism for the Sector JSR Processes*

*Source: Own production based on understanding*

## 5.9. Commitments

At the end of each annual JSR meeting, resolutions and undertakings are agreed but no follow up mechanisms exist to ensure adherence and implementation arrangement. This being the case, decisions taken and commitments made at JSRs have not been binding as stated earlier.

The decision makers for the JSR processes are perceived to be the Ministry and Donors. A number of stakeholders such as the Water Boards and DCs feel they are left out in the decision-making processes, and feel that they are only invited to attend the annual JSR meetings.

Noteworthy is also the fact that there are no set up methods to be used to popularise/disseminate the undertakings. In most cases the minutes for the JSR meetings are not signed by key stakeholders, prepared late and in most cases are not reviewed by the TWG and endorsed by the SWG, and this includes the JSR undertakings. This has been the case because SWG meetings are held late after the JSR meeting resulting into ineffective implementation of the undertakings throughout the year. Sector programmes are not well coordinated, in that, there is no single sector plan that all the sector

stakeholders are contributing to. In spite of the fact that a number of sectors planning documents are available, those have not been adequately disseminated.

Again, in spite of having the National Water Development Programmes I and II that were meant to be models for SWAp, a number of Donors and NGOs in the sector have continued to implement projects and programmes without consultations with the Ministry.

Table 2: Comparative analysis of the Water Sector JSR Processes with other Sectors

Sector	Data Availability	JSR Preparation	JSR Processes	Undertakings	JSR Funding	JSR link to SWAp	M&E Framework
<b>Water Sector</b>	<ul style="list-style-type: none"> <li>• Still a challenge</li> <li>• Only made available for the preparation of the SPR</li> </ul>	<ul style="list-style-type: none"> <li>• Involves Ministry takes the leadership role,</li> <li>• NGOs and Development Partners participate</li> <li>• Starts with the preparation of SPR by the Ministry,</li> </ul>	<ul style="list-style-type: none"> <li>• TWGs not active</li> <li>• TWG chairs presents progress made to the audience.</li> <li>• SPR not presented at the JSR Meeting</li> </ul>	<ul style="list-style-type: none"> <li>• Each JSR comes up with undertaking.</li> <li>• These undertakings are always the last thing to discuss on.</li> </ul>	<ul style="list-style-type: none"> <li>• Budget prepared by the task force and circulated to DPs for funding</li> <li>• The DPs choose the items to fund</li> <li>• UNICEF, DFID, JICA, WB, USAID, EU</li> <li>• A few NGOs also give support where possible.</li> </ul>	<ul style="list-style-type: none"> <li>• Not linked to SWAp</li> </ul>	<ul style="list-style-type: none"> <li>• Available but not robust and not fully rolled out.</li> <li>• Not functional at all levels</li> </ul>
<b>Health Sector</b>	<ul style="list-style-type: none"> <li>• Data accurate and readily available.</li> </ul>	<ul style="list-style-type: none"> <li>• Involves Ministry (at the steering wheel), NGOs and Development Partners</li> <li>• Starts with the presentation of TWG reports to the SWG</li> </ul>	<ul style="list-style-type: none"> <li>• TWGs are vibrant and give all the support to the SWGs.</li> <li>• Involves presentation of the SPR to the audience, way forward.</li> </ul>	<ul style="list-style-type: none"> <li>• Undertakings are SMART and reviewed on a quarterly basis.</li> <li>• Reviewed from district levels on progress made.</li> </ul>	<ul style="list-style-type: none"> <li>• It is imbedded in their programme plans/activities for the year with full participation of development partners and NGOs.</li> <li>• Budgeted for by the Ministry</li> </ul>	<ul style="list-style-type: none"> <li>• Linked to a very functional and vibrant SWAp arrangement with link to the Sector Investment Plan.</li> </ul>	<ul style="list-style-type: none"> <li>• Robust M&amp;E framework working at Community, District and National levels.</li> </ul>

<b>Agriculture Sector</b>	<ul style="list-style-type: none"> <li>• Availability and accessible,</li> <li>• Still some gaps in the availability of empirical data for decision making.</li> </ul>	<ul style="list-style-type: none"> <li>• Involves MoAIWD, NGOs and DPs.</li> </ul>	<ul style="list-style-type: none"> <li>• Annual JSR involves the assessment of the sector against targets outlined in the ASWAp.</li> <li>• Mid-year JSR involves the assessment of the progress made</li> </ul>	<ul style="list-style-type: none"> <li>• Each JSR comes up with undertakings .</li> <li>• Undertakings are considered one of the priorities hence are given much time for discussion.</li> </ul>	<ul style="list-style-type: none"> <li>• Involves Government planning for the JSR</li> <li>• budget for the whole function) and then sell the budget to development partners</li> </ul>	<ul style="list-style-type: none"> <li>• Linked to the ASWAp</li> </ul>	<ul style="list-style-type: none"> <li>• Available but weak, more especially at district level.</li> </ul>
<b>Education Sector</b>	<ul style="list-style-type: none"> <li>• Data readily available.</li> </ul>	<ul style="list-style-type: none"> <li>• Involves Ministry (at the steering wheel), NGOs and Development Partners</li> <li>• Starts with the presentation of TWG reports to the SWG</li> <li>• Task Force prepares for</li> </ul>	<ul style="list-style-type: none"> <li>• Division Working Groups are well functioning.</li> <li>• Involves presentation of the SPR to the audience, questions, discussions and decision</li> </ul>	<ul style="list-style-type: none"> <li>• Undertakings are SMART and reviewed on a quarterly basis.</li> <li>• Reviewed from community and district levels on progress made.</li> </ul>	<ul style="list-style-type: none"> <li>• Involves Government planning for the JSR (agenda, theme, venue, stakeholders to attend the JSR</li> <li>• overall budget for the whole function) and then sell the budget to development partners</li> </ul>	<ul style="list-style-type: none"> <li>• Linked to the Education Sector Implementation Plan (ESIP)/SWAp</li> </ul>	<ul style="list-style-type: none"> <li>• Available and in good implementation progress</li> </ul>

		the JSR Meeting.	making on way forward.				
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There are a number of sectors that were visited and interviewed in Malawi that are actively involved in the implementation of SWAp/JSR Processes. Table 2 above highlights four Sectors that include; Health, Agriculture and Education where their SWApS are compared to the WaSWAp.

The table has isolated a number of key areas such as data availability, JSR preparation, JSR processes, undertakings, JSR funding, JSR links to SWAp and M&E Framework and made a comparison on how the JSR processes are being implemented in these sectors to the Irrigation and Water Sector. It has been observed that the other sectors have done better than the Irrigation and Water Sector because of the following:-

- a. The JSR processes are linked to the SWAp with sector plans and programmes that all sector stakeholders are contributing in the implementation.
- b. There are sound M&E Frameworks that are operational and are used to inform sector plans and policies for example, in Health.
- c. There is very strong leadership and ownership of the JSR processes by the management of the Ministries and have a strong planning department that lead the processes where management monitor and support the JSR processes.
- d. There are visible SWAp/JSR Champions at a high level in the management team that lead and drive the processes but in the Irrigation and Water Sector there seem to be no one.
- e. The funding of the JSR processes is done in a systematic way and is part of their sector budget.
- f. Donors and NGOs play an active role in the implementation of JSR processes together with the Ministries in the other sectors than the Irrigation and Water Sector.

The above elements appear not to be coming out very clearly in the Irrigation and Water Sector hence a need for taking action to improve the situation in order to improve sector performance.

## 6 FINDINGS FROM THE MONKEY SURVEY CONDUCTED

From September 21 to October 3, 2017 the Consultants conducted online Monkey Survey with Google Forms that were prepared by Bawi Consultants, reviewed by WaterAid Malawi and approved by the Irrigation and Water Development Department in the Ministry of Agriculture, Irrigation and Water Development (MoAIWD) in Malawi.

Eleven (11) responses were received: Nine (9) from District Water Offices and two (2) from WaterAid. More than half of respondents (count = 6) had been in their current position for more than five years. Only two people had been in their positions for less than two years. Four (4) respondents have been active in Water, Irrigation and Sanitation JSR processes for more than five years. Only five had been active for less than two years. This shows good involvement of the district level stakeholders who responded to the monkey survey in the JSR meetings.

When they were asked about their familiarity with the WASH and Irrigation JSR processes, only two respondents considered themselves to be “very familiar” with these, while most (count = 8) considered themselves somewhat familiar. This shows that most of the district based stakeholders are not very familiar with JSR Processes. When asked to further explain what they know, some of the responses were as follows:

- a. The JSR meetings provide a forum to look at challenges and problems the sector face during implementation of various activities;
- b. At the JSR meetings WASH Practitioners are grouped into TWGs i.e. irrigation, water supply, sanitation and hygiene, Water Resources and Governance and M&E to deeply discuss issues and approaches of overcoming issues in the TWGs;
- c. Government presents a SPR at the JSR meetings which is a consolidation of reports from the districts on the progress made against WASH targets/indicators; Priority areas for the following year are identified and agreed upon during the JSR meeting;
- d. The SPR is an effective and comprehensive monitoring and evaluation system to monitor progress towards the Water, Irrigation and Sanitation JSR processes goals of the country;
- e. The JSR processes are there to strengthen coordination amongst government sectors, donors and various development partners in the improvements of the delivery of water, sanitation and hygiene (WASH) and Irrigation services.

In responding to the question what is the most important function of the JSR processes, and allowed to choose more than one answer from a list, the responses were as follows:

- Count = 8: Coordinate stakeholders
- Count = 7: Prioritize investments
- Count = 4: Strengthen the Ministry
- Count = 1: Provide funding

This reflects the expectations of the sector stakeholders as to what is perceived to be the most important functions of the JSR processes.

The figure 6 shows that 36.4% of the respondents indicated that they have seen improvements in the way business is conducted for the JSR processes since they were established in 2008 while 45.5% have not and 18.2% did not know. This indicates a mixed reaction and indicates that not many improvements have been made.

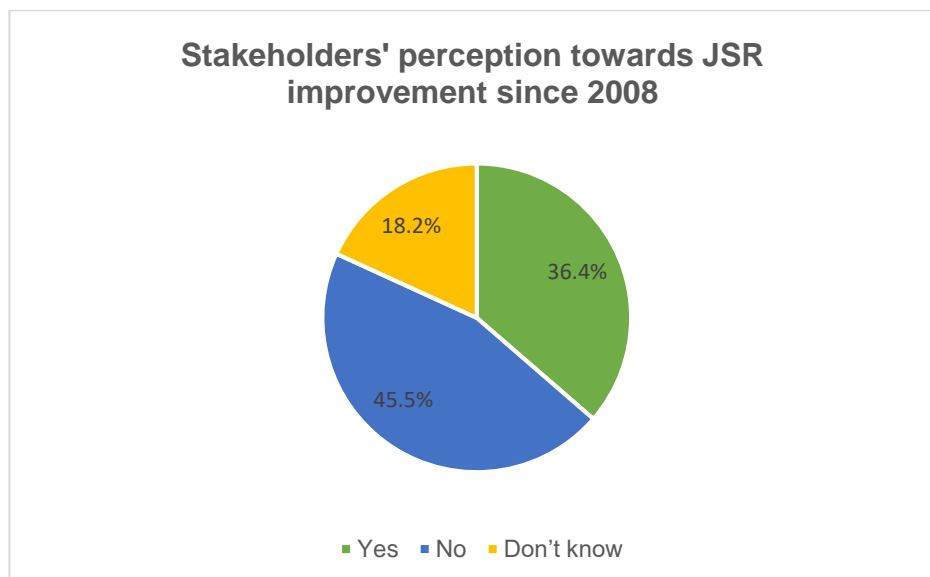


Figure 7: Stakeholders' perception towards JSR improvement since 2018

When asked on what they think is the nature of the direction for the JSR processes since the inception of WASH, Irrigation JSR processes, below is a summary of what was a common observation among the stakeholders;

- *To a greater extent the JSR processes have been externally driven therefore there is minimal ownership of the processes by the Ministry and relevant departments. Currently there is need for integrating the JSR process within the operation plans for the Ministry i.e. the Planning department and not taking this process as a once off activity.*

The Consultants also wanted to find out from these stakeholders as to what they think has been the progress of these JSR processes in terms of impact and below is one of the responses from one of the stakeholders;

- *The JSR processes would have brought a greater positive impact on the part of us here; you can imagine our performance which has positive impacts despite being side-lined for the past nine years. Had it been the district was involved since then, we would have been far much higher in terms of positive impacts.*

When asked what they (stakeholders) think is the best way the Irrigation and Water Sector should be institutionalized, responses were as follows;

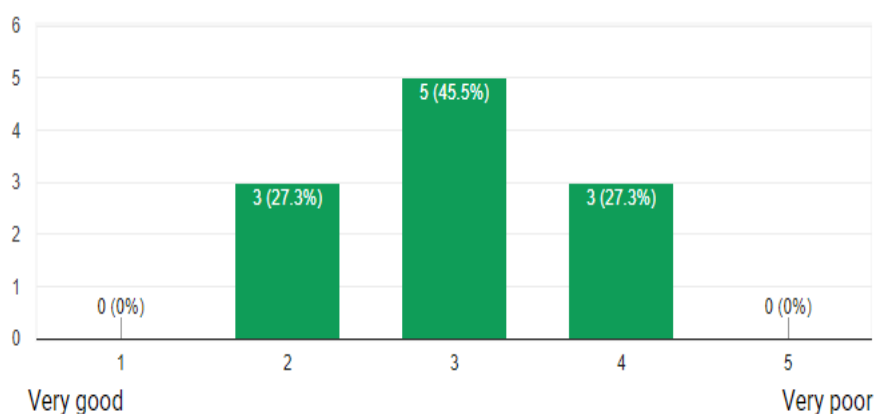
- a. Secretariat should be established to enforce the policy decisions and other administration issues linked to financial resource mobilisation and coordination,

- b. The Sector needs to improve the area of Monitoring and Evaluation by putting a functioning structure from the grassroots to Headquarters by ensuring that enough resources are available at all levels in form of human, equipment and finances. The sector needs to establish a training institution for its staff upgrading.
- c. Full decentralisation and autonomy to the district councils.
- d. Involvement of all players in the sector and provision of resources to implement the agreed resolutions from the JSR meetings.

When asked how relevant these JSR processes are to their respective organisations/institutions the responses were positive in that all respondents indicated that there is relevance to their activities.

When asked whether the finances provided for the JSR processes have been enough for success in the outcomes of the JSR processes, 10 of the 11 respondents indicated “No”, while only one indicated “Yes”.

To the survey’s final question, asking how respondents would rate the JSR processes overall, responses were squarely middling as shown in fig 8:



*Figure 8: Stakeholders' rating of the JSR processes*

## **7 RECOMMENDATIONS**

Based on discussions in the report and consultations that the Consultants made with key stakeholders in the sector that included a total number of forty-eight officials from the Department of Irrigation, other Ministries implementing JSR processes, Donors, NGOs, Water Board and District Commissioners, the Consultants are making eight key recommendations as follows:-

### **8.1. Linking JSR to Sector Wide Approach**

It is important that a fully-fledged WaSWAp linked to the JSR processes is rolled out now by updating the WaSWAp Roadmap. The WaSWAp Roadmap should take into account lessons drawn from the other sectors in Malawi and other countries such as Uganda and Rwanda as stated in this report. Development Partners should support Government in the revision and updating of the WaSWAp Roadmap for the achievement of its goals and objectives.

### **8.2. Preparations for the JSR meetings**

The preparations for the JSR meetings that include the preparation of SPR should start as early as June during the mid-year review of the progress made in the implementation of the undertakings. This will avoid a situation where JSR meetings have been held when the SPR has not been finalized. The preparations for the JSR meeting should involve all key sector stakeholders such the Water Boards and Private Sector. TWGs, as one of their function of reviewing progress on past undertakings for the sector performance, should by the time the next JSR meeting is being held have drafted the next year's undertakings prior to the JSR meeting. The JSR meeting space can therefore be used for the refinement of the undertakings.

### **8.3. Linking the JSR processes to WaSWAp and other Initiatives**

The Water Sector has undertaken nine JSR meetings since 2008. Other Sectors have also undertaken JSR meetings from which lessons should have been learnt by the Water, Irrigation and Sanitation Sector. For example the JSR meetings for Agriculture are closely linked to the ASWAp processes and this creates greater opportunity to link with wider national policy, regional and continental initiatives. In this framework, RESAKSS, NEPAD and COMESA have provided support to the JSR processes in Agriculture. Water Sector JSR can also take advantage of the initiatives such as the WASAMA's World Water Day Congress that are held annually in Malawi and The Sanitation and Water for All (SWA) Partnership. Efforts should be made to explore these opportunities that should provide value addition to the Water JSR processes.

### **8.4. Data collection and Management**

Since multiple stakeholders collect and use data for different programmes in the sector, how data is collected, analysed, shared and harmonized from multiple sources (harmonized sector M&E framework) needs to have a central control point in the Ministry. There is a need to consider forming a group where all organisations in the sector that are collecting data or looking at strengthening M&E system can sit at a round table and look at how the different systems under development can be harmonized and managed by a central body.

### **8.5. Sector Leadership and Ownership of the JSR Processes**

The leadership for the driving of the Sector JSR processes has been going down since the JSR Processes started in the sector in 2008 as it has been cited by Donors and NGOs in the sector. This leadership degeneration since 2014 in the Sector has also been as a result of the merging of the Ministry of Irrigation and Water Development with Ministry of Agriculture. This has resulted in the department of Irrigation and Water Development not receiving the support it deserves for the driving of the WaSWAp/JSR processes. The Ministry should immediately provide the leadership and ownership that is required for the implementation of sustainable JSR processes.

### **8.6. Financing of the JSR processes**

The Joint Financing Agreement (JFA) study that has been prepared with financial support from the World Bank should be shared with the Ministry and key stakeholders. The Government and collaborating partners in the sector should implement the JFA arrangement that will see the involvement of all stakeholders in the financing of JSR processes and the sectors' Programme of Work.

### **8.7. Reporting and Review of Sector Performance**

Development Partners and NGOs should immediately prepare reports of their activities in the sector for review at the JSR Meeting. The Water Boards should do the same through WASAMA not through the Water Supply Technical Working Group. This will bring a lot of trust and confidence in the sharing of sector plans and developments amongst stakeholders in the sector.

### **8.8. District and Regional Level Participation in JSR Processes**

The Regional JSR meetings should be institutionalised to allow for the district stakeholders including District Commissioners to review sector performance, achievements and results. The Regional JSR meetings will ensure that review processes start at the grassroots that's community, district, regional levels and feed in the national JSR processes.

## 8 CONCLUSIONS

The findings of the review from the consultative meetings that were held with the key sector stakeholders are in agreement with the responses that were made in the monkey survey that was conducted for the same that focused on the District Water Officers.

The JSR processes are deemed to be a very important tool in the Irrigation, Water and Sanitation Sector and are still a welcome approach to the assessment of the sector performance by all stakeholders (Government, NGOs and Donors) in the sector. Unless JSR processes are linked to the WaSWAp not much progress is going to be made for the achievement of SDGs for the sector in Malawi.

Most data needed for the successful sector performance review is not readily available due to the fact that the sector has no functional M&E Framework. It is important that the sector should have a functional M&E Framework that is accessible by all stakeholders. The functional M&E Framework will bring confidence to all stakeholders in the quality of data that the sector uses in the preparation of SPR and planning of projects and programmes in the sector.

The undertakings that are agreed at the end of each JSR Meeting have not been binding and there are no well-established mechanisms for follow-up. As a result, this has led to the undertakings not being implemented fully. The undertakings need to be taken seriously because thus the only opportunity that the sectors stakeholders have to input into the sector policy dialogue that informs sector plans and developments.

The financing of JSR processes has not been well coordinated in the sector as it has been observed in a number of occasions that key activities for the JSR processes have not been funded. These include the SWG meetings that have not been attended by key partners such as the academia and others because of lack of financial support. District level staff not fully participating in key meetings and hiring of a facilitator for the JSR meetings has not been done in number of occasions because Donors and NGOs have not funded the same. This has in the end affected the quality of the discussions at the JSR meetings.

For the JSR process to be made complete it is important that the implementation of the undertakings should be done by all stakeholders not only the Ministry. That is why it is important that report should be shared from all stakeholders including Donors and NGOs at the JSR meeting to ensure that all stakeholders are contributing to the developments in the sector. This will ensure harmonization in the planning and implementation of sector programmes.

The district level staff members are key in the planning and implementation of sector programmes. It has been established by the consultants that most of the programmes are designed and implemented from the national level and this has made it difficult for that district level staff to be actively involved in the sector review processes. The Regional JSR meetings were introduced and stopped because of lack of funding thereby leading to loss of a platform which the district councils utilize to start the sector review processes. The District Commissioners invited to the JSR meeting have not effectively contributed to the discussions because of lack of involvement of the same at district and regional levels.

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## **10 APPENDICES**

### **10.1 Terms of Reference for the Assignment**

#### **1.0. Introduction**

The Department of Water Development ,Sanitation and Irrigation in the Ministry of Agriculture, Irrigation and Water Development is mandated to provide adequate, reliable and sustainable water and sanitation services to meet the ever-increasing demand for safe water for domestic, institutional, commercial and agricultural use in Malawi.

In collaboration with its Development Partners, Civil Society Organisations and other stakeholders who have vested interest in the sector, the Ministry has been organising Annual Joint Sector Review meetings, to review the performance of the sector since 2008.

Following a number of recommendations the Sector, through the Ministry of Agriculture Irrigation and Water Development has decided to undertake a review of these Joint Sector Review meetings with Financial Assistance from WaterAid and other Development partners to assess their effectiveness and provide recommendations on how best the JSR processes could be improved in future.

#### **2.0. Background**

The 2007 Malawi Development Assistance Strategy promotes the strengthening of underlying sector processes whereby relevant government ministries, development partners and non-state actors are expected to participate in dialogue especially by using Sector-Wide Approaches in the various sectors. In line with the same in 2008, Government issued a policy directive for the establishment and institutionalisation of 16 Sector Working Groups as a preferred approach to achieving enhanced stakeholder cooperation and collaboration in the delivery of development outcomes, of which one of such SWGs is the Water Sector Working Group.

The primary objective of each SWG is to foster Sector-Wide Approach planning (SWAp), management and promote focus on strategic issues within its respective sector. Among other things the Sector Working Groups are supposed to facilitate development of Sector Strategies, development of Programme of Work, Monitoring and Evaluation of Sector activities and undertake Joint Sector Review meetings.

#### **3.0. The Joint Sector Review**

The Joint Sector Review is an annual process which brings together stakeholders in the irrigation, water and sanitation sector to review sector performance under the leadership of the Water and Sanitation Sector Working Group and the Ministry of Agriculture, Irrigation and Water Development.

##### **3.1. Main objective of the JSR**

The overall aim of the JSR is to review Sector Performance and provide strategic guidance and recommendations in order to improve the sector's performance in meeting its goal and to deal with its challenges.

Joint Sector Reviews provide a forum for dialogue, policy guidance, budget and performance assessment allowing a broad spectrum of stakeholders in the Irrigation, Water and Sanitation sector to get an insight into, discuss and influence sector development. Planned annually, the JSR draws conclusions and makes recommendations on overall developments in the sector. Any binding decisions, usually in the form of undertakings for the forthcoming twelve months are endorsed by the Irrigation, Water and Sanitation Sector Working Group. The process of developing undertakings for the JSR begins with analysis and compilation of Sector Performance Review Report with identifies pertinent sector issues which are presented at regional level for local governments input and for a wider forum at national level.

Ideally the JSR process is based on a comprehensive Sector Performance Report produced by the line ministry. While the JSR has the strength in that it gives opportunity for broader stakeholder participation, it is a public event with many participants which makes issues of structure, process and voice very critical in ensuring that undertakings and decisions made are properly followed up and implemented. This requires a critical reflection on process, content and results to ensure that JSRs remain relevant and have an impact on sector policy and practice.

#### **4.0. Objectives of the Study**

The objective of the Consultancy is to generate information that will support/catalyze the process of reflection, dialogue, and critical analysis of the sector performance monitoring process in the WASH sector in Malawi.

Specifically the study will: 1. Understand the development of the joint sector review process in the WASH sector 2. Review and analyse the process, content and results of JSRs in Malawi 3. Assess the effectiveness of current WASH JSRs processes at regional and national level as a performance monitoring process that informs sector direction and drawing lessons from other sectors on process, and key drivers for generating change. 4. Provide recommendations for the effective design and management of JSRs, supporting processes both pre and post JSR giving due consideration to district and regional level processes 5. Disseminate findings to other stakeholders in the sector to initiate dialogue.

Critical questions to reflect on in this process include:

The process of information generation and the type of information (technical, administrative and financial) and data analysis at both regional and national JSRs, preparatory processes for the JSR both pre and post JSR processes, including critical analysis of key stakeholders roles, the structure of the JSR itself and how this impacts on quality of the process and the outcomes of the JSR both in terms of stakeholder participation and relevance, the extent to which undertakings impact on sector direction and pace of progress, how the WASH sector is institutionalizing JSR processes, the role of the line ministry and key stakeholders in the JSR process, stakeholder perceptions of the relevance and impact of the JSR process, financing of the Joint Sector Review processes

The Study will therefore respond to the following questions:

4.1 The process of information generation and information type; What type of data is currently available for the JSRs; How do stakeholders and actors jointly acquire, analyze and report on the data needed for a successful JSR; Are there data gaps that need to be filled to enable organization of the JSR; What is the credibility of the data that inform the JSR; How acceptable is this data among sector stakeholders and how effective is it in generating dialogue that addresses key sector bottlenecks; What type of data is needed to improve joint decision-making during JSRs

4.2 Processes: Who are the key stakeholders and institutions involved in organizing JSRs; How does the sector organise to effectively prepare for the JSR; How do other sectors within the Country organise to effectively prepare for the JSRs; How do countries organize sector actors to effectively prepare for and host a JSR; How does the JSR structure enhance or hamper the quality of dialogue and deliberations; What are post JSR milestones that countries follow to improve implementation of agreed commitments? How effective are these and what impact do they have on the outcomes; what are key stakeholder perceptions on the process of the JSR and how does this impact participation.

4.3 Commitments: To what extent are the decisions taken and commitments made at JSRs binding; how do decision makers ensure that post JSR activities are influenced by decision made during the JSR; what methods are employed to popularise/ disseminate JSR undertakings? How effective are these? To what extent do undertakings inform sector stakeholder programmes; what are the pre and post JSR strategies that are used to ensure that decisions remain relevant and feed into subsequent JSRs.

4.4 Institutionalisation and Impact of Regional and National JSRs: To what extent do JSRs contribute to mutual accountability, improving results and outcomes in the sector; what mechanisms and indicators exist for assessing the success and failure of a JSR; what options exist for institutionalizing JSR processes? What steps, if any is the sector taking to institutionalize JSRs; what factors drive the JSR process in the sector and how this impact on the effectiveness and sustainability of the process does.

The above review questions are guidelines that are likely to require restricting and refinement as the assignment progresses.

## **5.0. Scope**

The consultancy shall be a combination of desk review and meetings with key stakeholders. The consultant will be responsible for conducting the following activities in accordance with the terms and conditions of the consultancy contract:

1. Develop appropriate methodology for the consultancy including the work plan
2. Conduct the study to understand major issues included under section 3
3. Submit all deliverables as outlined under section 6 following the agreed timeline
4. Answer any relevant query from Ministry of Agriculture Irrigation and Water Development regarding the consultancy for a period of 8 weeks from the submission of the final report.

## **6.0. Methodology**

The consultants will be expected to prepare an appropriate methodology that will comprehensively respond to the set objectives of the consultancy. The detailed methodology and relevant tools will need to be presented.

Ministry of Agriculture, Irrigation and Water Development at the minimum expects the consultants to come up with a mix of methodologies which will include literature review, consultations with different stakeholders including key informant interviews and focus group discussions.

## **7.0. Expected Outputs**

An inception report, which should include a detailed description of methodology and work plan that responds to the key questions raised in section 4 of the ToRs for the assignment; a draft report focusing on preliminary results; a validation workshop with selected stakeholders on the key findings of the study; a final report presenting findings, conclusions and recommendations from the study which will include observations and recommendations that will arise from the presentation of the draft report.

## **8.0. Time frame**

The assignment is expected to be executed within a period of 8 weeks. The consultants are expected to come up with a clear outline of time schedule which will be submitted as part of the inception report.

## **9.0. Budget**

The proposed budget for the consultancy will be determined by the consultant after reviewing the terms of reference.

## **10.0. Reporting requirement**

The Consultant will be based in Lilongwe and will be reporting to the Principal Secretary for Agriculture, Irrigation and Water Development through Deputy Director of Planning in the Department of Planning under the Irrigation and Water Development.

## **11.0. Essential Skills and Experience**

The work requires a team of experts that will demonstrate complementary skills and competences in line with the scope of this work. The team leader should have a broad understanding of the scope of work and capacity to mobilize a skilled team and take full responsibility in delivering the work. The desired qualifications and experiences include:

a) A minimum of Advanced University degree in relevant field with a good understanding of the WASH Sector and performance monitoring processes.

b) Specialty in governance and WASH and sector performance monitoring, at the minimum c) A proven track record of successfully carrying out similar type of work d) Experience in working with different national and local government bodies e) Previous engagement with JSR processes will be an added advantage. f) Conversant with the Malawi WASH sector and development landscape g) A history of productive involvement with governmental WASH systems, processes and service delivery models in developing countries.

## 12.0. Obligations of the Consultant

The consultant is expected to produce an inception report (within one week of commencement) giving details on how the consultancy will be executed together with modified work schedule, if necessary. In addition, he is expected to ensure timely execution of the activities outlined in the TORs and produce all the deliverables as outlined in Section 7. At the end of the Consultancy, the Consultant is expected to provide the client with 10 copies of the report with its implementation plan in CDs.

## 13.0. Obligations of the Client

The client shall ensure effective coordination of the assignment and provide the Consultant with the necessary documentation and materials for literature review as well as linking him up with relevant stakeholders, institutions and partner Organisations for consultations wherever possible and necessary.

## 14.0. Payment schedule:

The following are the payment terms:

1. 20% upon submission and acceptance of Inception Report, 2. 30% upon submission and acceptance of Draft Review Report 3. 50% upon submission and acceptance of Final Review Report

### 10.2 List of participants interviewed

	Name of the Interviewee	Designation	Email Address	Phone Number
Ministry Level				
MoAIWD	John Kumwenda	Acting Director for Water Supply Services	<a href="mailto:jimmkumwenda@gmail.com">jimmkumwenda@gmail.com</a>	0999303467
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	James Kumwenda	Economist-Planning department	<a href="mailto:jamesdaire@ymail.com">jamesdaire@ymail.com</a>	0994672697
	Emma Mbalame	Dep. Director-Water Supply	<a href="mailto:Emma_mbalame@yahoo.uk">Emma_mbalame@yahoo.uk</a>	0999857831
	Godfrey Mamba	Director of Irrigation	<a href="mailto:gmamba@gmail.com">gmamba@gmail.com</a>	0888891821
	Winston M. Sataya	Dep. Director of Irrigation Services (Management Services)	<a href="mailto:w.sataya@gmail.com">w.sataya@gmail.com</a>	0999925703 0888899117

	Lauryn Nyasulu	Principal Economist	<a href="mailto:Uchangamwa@gmail.com">Uchangamwa@gmail.com</a>	0999261494 0884194063
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	Jane Kalemera	Director of Human Resource and Management		0999511589
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MoT	Penjani Kayira	Principal Economist	<a href="mailto:penjanikayira@yahoo.co.uk">penjanikayira@yahoo.co.uk</a>	
MoEST	Jean Chiona	SWAp Secretariat	<a href="mailto:chionajeane@yahoo.com">chionajeane@yahoo.com</a>	0888546965
MoH	Gerald H. Manthalu, PhD	Deputy Director of Planning	<a href="mailto:gmanthalu@yahoo.com">gmanthalu@yahoo.com</a>	0998792780 01789400
MoFEPD	Alan Jere	Economist-Ministry of Finance, Economic Planning and Development		0999203733
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<b>District Level</b>				
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Ntcheu DC	Gedemule	District Commissioner		0999869494
Chikwawa DC	Fred Movete	District Commissioner		0888868666
<b>Development Partners</b>				
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	Wilson LAKUDZALA	Ass. Water Resources Advisor	<a href="mailto:wdzala@gmail.com">wdzala@gmail.com</a>	0993229974
African Development Bank	Benson Nkhoma	Principle Water and Sanitation Specialist	<a href="mailto:b.nkhoma@afdb.org">b.nkhoma@afdb.org</a>	0888873523
DFID	Elias Chimulambe	WASH Advisor	<a href="mailto:e-chimulambe@dfid.gov.uk">e-chimulambe@dfid.gov.uk</a>	

	Vera Ng'oma	Human development Team Leader	<a href="mailto:v-ngoma@dfid.co.uk">v-ngoma@dfid.co.uk</a>	0888842486
UNICEF	Paulos Workneh	Chief of WASH	<a href="mailto:pworkneh@unicef.org">pworkneh@unicef.org</a>	0994964210
USAID	Lucy Mungoni	WASH Specialist	<a href="mailto:lmungoni@usaid.gov">lmungoni@usaid.gov</a>	0884013222
World Bank	Josses Mugabi	Regional Infrastructure Specialist	<a href="mailto:jmugabi@worldbank.org">jmugabi@worldbank.org</a>	0998515638
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<b>Non-Governmental Organisations</b>				
Water for People	Kate Harawa	Country Representative	<a href="mailto:k.harawa@wfp.org">k.harawa@wfp.org</a>	0888577839
WesNet	Chrispin Bokho	Country Coordinator	<a href="mailto:chrispinbokho@wesnetwork.org.mw">chrispinbokho@wesnetwork.org.mw</a>	0888982626
WaterAid	Mercy Masoo	Country Rep.	<a href="mailto:mercymasoo@wateraid.org">mercymasoo@wateraid.org</a>	0997813213
	Annie Msosa	Head of Programmes	<a href="mailto:anniemasosa@wateraid.org">anniemasosa@wateraid.org</a>	0882255104
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United Purpose	Smorden Tomoka	WASH Projects Manager	<a href="mailto:Smorden.Tomoka@united-purpose.org">Smorden.Tomoka@united-purpose.org</a>	0992219685
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<b>Water Boards</b>				
CRWB	Mr Gift Sageme	CEO	<a href="mailto:giftsageme@yahoo.com">giftsageme@yahoo.com</a>	0888344191
	John Makwenda	Director of Tech. Services	<a href="mailto:jmakwenda@crwb.org.mw">jmakwenda@crwb.org.mw</a>	0996707535
	Jessie Chipwaila Sinda	Cooperate Planning Manager	<a href="mailto:jchipwaila@crwb.org.mw">jchipwaila@crwb.org.mw</a>	0999190938
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SRWB	Edward Mbesa	Operation Director	<a href="mailto:edward-mbesa@srwb.mw">edward-mbesa@srwb.mw</a>	0995623447
	Jacqueline Dias	Planning Engineer	<a href="mailto:jacqueline-dias@srwb.mw">jacqueline-dias@srwb.mw</a>	0888343738
NRWB	Mlandwana Ndhlovu	Finance Manager	<a href="mailto:mcndhlovu@nrwb.org.mw">mcndhlovu@nrwb.org.mw</a>	0999969273

	Lettow Emphraim Chilongo	Zone Manager SE	<a href="mailto:Ichilongo@nrwb.org.mw">Ichilongo@nrwb.org.mw</a>	0999689602
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### 10.3 Check List Used for meetings

#### Guiding tool for KII and Analytical Approach

NO.	Questions to be asked	Analytical Approach	Data Collection Methodology and Analytical Approach
1.	<p><b>What processes of information generation and the type of information (technical, administrative and financial) and data analysis at both regional and national JSRs are done?</b></p> <p>Questions to be asked are as follows:</p> <ol style="list-style-type: none"> <li>What type of data is currently available for the JSR processes?</li> <li>How do stakeholders and actors jointly acquire, analyse and report on the data available and needed for successful JSR Processes?</li> <li>Are there data gaps that need to be filled to enable the organization of JSRs Processes?</li> <li>What is the credibility of the data that inform JSR Processes?</li> <li>How acceptable is this data among sector stakeholders and how effective is it generating dialogue that addresses key sector challenges?</li> <li>What type of data is needed to improve joint decision-making during JSR Processes?</li> </ol>	<p>Comparative descriptive statistical analysis, correlations</p> <p>Content and context analysis</p>	<ul style="list-style-type: none"> <li>This shall be accomplished through reviewing the JSR design documents such as the institutionalising of the sector working groups by the Ministry of Finance, WASWAP Roadmap and associated documents and the processes followed in the preparation of the Sector Annual Performance Report.</li> <li>Focus Group Discussions (FGDs), Key Stakeholders interviews and Key Informant Interviews (KII). List of Key stakeholders to be interviewed is list is attached</li> </ul>
2.	<p><b>Which preparatory JSR Processes are done both pre and post JSR Meetings, including critical analysis of key stakeholders' roles?</b></p> <p>Questions to be asked are as follows:</p> <ol style="list-style-type: none"> <li>Who are the key stakeholders and institutions involved in organizing JSR Meetings?</li> <li>How does the sector organise to effectively prepare for JSR Meetings?</li> <li>How effective are the preparations and how do they impact on the outcomes of the JSR Meetings?</li> <li>What are your perceptions on the process for the JSR Meetings preparations and how do these impact your participation in JSR Meetings?</li> <li>How satisfied are you with the way discussions/proceedings are conducted during the Water Sector JSR Meetings?</li> </ol>	<p>Comparative descriptive statistical analysis, correlations</p> <p>Content and Context analysis will also be conducted</p>	<ul style="list-style-type: none"> <li>Conduct context analysis of the project catchment areas, district development plans, water sector plans to determine level of project achievements.</li> <li>Conduct structured interviews with key informants, beneficiaries and project implementers focusing on project milestones at impact, outcome and output level.</li> </ul>

NO.	Questions to be asked	Analytical Approach	Data Collection Methodology and Analytical Approach
	f) How do you rate the level of facilitation at the Water JSR Meetings? g) How do other sectors within the Country organise to effectively prepare for the JSR Meetings? h) How do other countries thus Uganda and Rwanda organize sector actors to effectively prepare for and host a JSR Meetings?		
3.	<b>How does the Water Sector JSR Structure impacts on the quality and outcomes of the JSR Processes both in terms of stakeholder participation and relevance?</b> Questions to be asked are as follows: a) What is the present structure of the JSR Processes? b) How is the structure impacting on the quality of the JSR Processes and outcomes? c) How do the key players thus Government, Donors, Civil Societies and Water Boards fit into the structure? d) How are the leadership and ownership roles been performed by the line ministry? e) How does the JSR structure enhance or hamper the quality of dialogue and deliberations at the JSR Meetings?	Content and context analysis will be conducted	<ul style="list-style-type: none"> <li>This shall be accomplished through analysis of the JSR Structure and its functions and how the JSR Structure enabled or not enabled the function of JSR Processes.</li> <li>JSR Processes milestones shall be reviewed to establish achievement through use of structured questionnaires, key informant interviews (KII) and focus group discussions.</li> </ul>
4.	<b>To what extent do undertakings impact on sector direction and pace of progress?</b> Questions to be asked are as follows: a) To what extent are the decisions taken and commitments made at JSR Meetings binding? b) How do decision makers ensure that post JSR activities are influenced by decision made during the JSR meetings? c) What methods are employed to popularise/disseminate JSR undertakings? d) To what extent do undertakings inform sector stakeholder programmes? e) What are the pre and post JSR strategies that are used to ensure that decisions made remain relevant and feed into subsequent JSR Meetings?	Comparative descriptive statistical analysis, trend  Content and Context analysis will also be conducted	<ul style="list-style-type: none"> <li>Evaluate the process of how undertakings are generated at JSR Meetings to establish flow of information and feedback at all levels of how the undertakings are implemented.</li> <li>Through FGDs and KII to determine how undertakings have impacted sector performance and results.</li> </ul>
5.	<b>How the WASH sector is institutionalising JSR processes?</b> Questions to be asked are as follows: a) To what extent do JSR Processes contribute to mutual accountability, improving results and outcomes in the sector?	Content and functional analysis of JSR Processes	<ul style="list-style-type: none"> <li>Examine the monitoring systems set up for the JSR Processes to promote documentation of results and contribution to advocacy and learning. This</li> </ul>

NO.	Questions to be asked	Analytical Approach	Data Collection Methodology and Analytical Approach
	b) What mechanisms and indicators exist for assessing the success and failure of a JSR Meeting? c) What options exist for institutionalizing JSR processes? d) What steps, if any is the sector taking to institutionalise JSR Processes? e) What factors drive the JSR Processes and how do these impacts on the effectiveness and sustainability of sector activities?		will be done through the review of SWAp/JSR Processes. <ul style="list-style-type: none"> <li>This will also involve review of the data that has been collected through the activities for the preparation of the JSR Meetings.</li> </ul>
6.	<b>What are the roles and responsibilities of the line ministry and key stakeholders in the JSR Processes?</b> Questions to be asked are as follows: a) What are the roles and responsibilities of the line Ministry in the JSR Processes? b) To what extent has the Ministry been or not been able to deliver sustainable JSR Processes? c) How have TWGs supported the Ministry in performing its duties in JSR Processes? d) What are the roles and responsibilities of the Ministry, District Councils, Donors, Civil Society Organisations and Water Boards in the JSR Processes? e) What support has the Ministry received from Donors and Civil Societies?	Descriptive analysis of the perceived versus actual roles and responsibilities of the line ministry and Donors, CSOs, Water Boards and district councils	<ul style="list-style-type: none"> <li>Conduct KII and analyse secondary data on the JSR Processes.</li> <li>Literature review on SWAp how SWAP was implemented at national and regional levels</li> <li>Focused Group Discussions with TWGs, District Coordination Teams</li> </ul>
7.	<b>What are the stakeholder perceptions of the relevance and impact of the JSR processes on the sector activities?</b> Questions to be asked are as follows: a) What are the perception of Donors and Civil Society Organisations active in the sector of the relevance and impact of the JSR Processes? b) What are the perceptions of the Water Boards and District Councils on the relevance and impact of the JSR Processes?	Content and context analysis, stakeholder mapping and analysis	<ul style="list-style-type: none"> <li>The perceptions of stakeholders of the relevance of the impact of JSR Processes will be reviewed through the meetings that the consultants will have with the selected stakeholders.</li> </ul>
8.	<b>How do the JSR Processes financing mechanisms work for the Water Sector JSR Processes and how do these compare with other sectors in Malawi?</b> Questions to be asked are as follows: a) How are the JSR Processes financed and by who? b) How are finances for the JSR Processes mobilized? c) What are the impacts of the present financing mechanisms on the JSR Processes on the outcomes?	Descriptive and regression analysis of JSRs financing  Stakeholder financing mapping and analysis	<ul style="list-style-type: none"> <li>Stakeholder consultations will be done to identify areas of the JSR Processes that have been affected due to poor financing</li> <li>Review of financial contributions made by donors and civil society organisations – UNICEF, DFID, JICA, AfDB. EU WA, WFP etc.</li> </ul>

## 10.4 Survey Questions

### Report on JSR Processes Survey:

September 21 – October 3, 2017

Conducted online with Google Forms for Bawi Consultants, WaterAid Malawi, and the Department of Water, Irrigation, Sanitation and Hygiene in the Ministry of Agriculture, Irrigation and Water Development (MoAIWD) in Malawi.

11 responses were received: 9 from District offices, 2 from WaterAid.

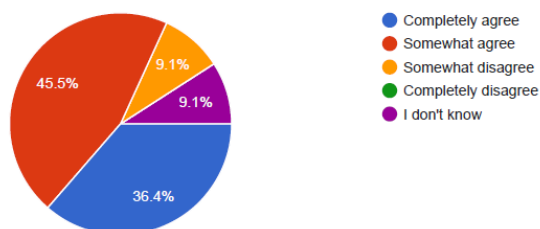
More than half of respondents (count = 6) had been in their current position for more than 5 years. Only 2 had been there for less than 2 years.

4 respondents have been active in Water, Irrigation, Sanitation and Hygiene Joint Sector processes for more than 5 years. Only 2 had been active for less than 2 years.

The next series of questions asked for qualitative perceptions on the status of Joint Sector processes:

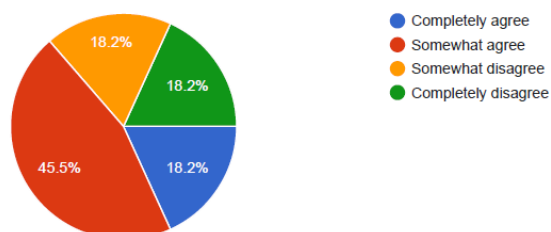
5) "A clearly defined overarching framework exists to guide action in the Water, Irrigation, Sanitation and Hygiene Joint Sector Review processes to improve the WASH and Irrigation Sector in Malawi"?

11 responses



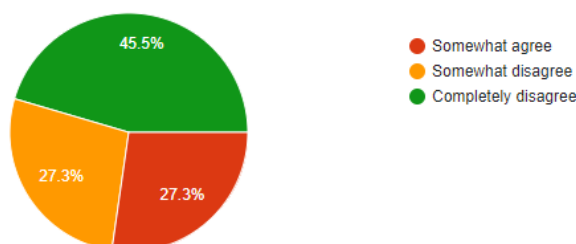
6) "There is continuous dialogue on Water, Irrigation, Sanitation and Hygiene Joint Sector Review processes issues between government sector representatives and your institution"?

11 responses



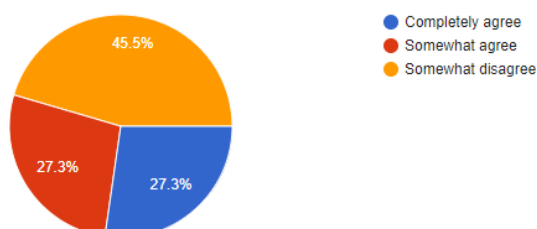
7) “After a policy decision on Water, Irrigation, Sanitation and Hygiene Joint Sector Review processes is made, appropriate resources are committed and made available for effective policy implementation”?

11 responses



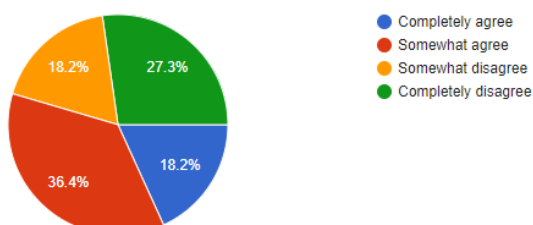
8) “The performance of Water, Irrigation, Sanitation and Hygiene Joint Sector Review processes is regularly assessed in an open, transparent and timely manner by government”?

11 responses



9) “An effective and comprehensive monitoring and evaluation system to monitor progress towards the Water, Irrigation, Sanitation and Hygiene JSR processes goals of the country is in place and functional”?

11 responses



Asked about their familiarity with the WASH and Irrigation JSR processes, only 2 respondents considered themselves to be “very familiar” with these, while most (count = 8) considered themselves somewhat familiar. When asked to further explain what they knew, the responses were as follows:

- Are processes to do with looking at progress made in the WASH and Irrigation sector and its impact. It also provide forum to look at challenges and problems the sector face during implementation of various activities.
- One of the JSR processes are districts are asked to prepare and submit current status of rural water supply including functionality and non-functionality of rural water supply systems. This encompasses all the existing water supply technologies ranging from boreholes, protected shallow wells, stand pipes and protected springs. Submission is done through members called Technical Working Group (TWG). After of the said information stakeholders are invited to attend a JSR workshop.
- WASH Practitioners are grouped in thematic areas i.e. irrigation, water supply sanitation etc. to deeply discuss issues and approaches of overcoming them. These thematic groups propose to the ministry and its partners for making a policy decision at annual general JSR. However the policy decisions are supposed to be implemented along with finances/resources but they are

not implemented effectively due resource challenge but also commitment evident by having no fully flagged secretariat.

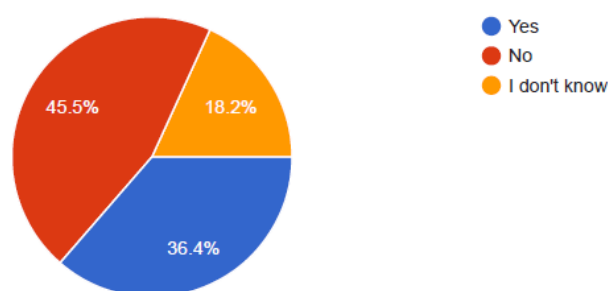
- I don't know
- Some institution are engaged in discussions over specific undertakings
- Normally regional and headquarters heads do meet to map a way forward but information is not shared to district officers.
- Government presents a sector performance report which is a consolidation of reports from the districts on the progress made against WASH targets/indicators; Priority areas for the following year are identified and agreed upon during the JSR; sector TWGs are supposed to track progress made against the priority areas on quarterly basis.
- It is an effective and comprehensive monitoring and evaluation system to monitor progress towards the Water, Irrigation, Sanitation and Hygiene JSR processes goals of the country.
- Issues of undertakings, technical working group meetings, reporting, etc.
- They highlight and prioritise important issues and how they can be solved in the sector.
- JSRs are there to strengthen coordination amongst govt sectors, donors and various development partners in the improvements of water, sanitation and hygiene (WASH) and Irrigation facilities in line with policies developed to ensure that every citizen of Malawi should have very close access to these facilities by the year 2030 in accordance with the MDGs.

When asked what is the most important function of the JSR processes, and allowed to choose more than one answer from a list, the responses were as follows:

- Count = 8: Coordinate stakeholders
- Count = 7: Prioritize investments
- Count = 4: Strengthen the Ministry
- Count = 1: Provide funding

## 12) Have you seen any improvements in the way you conduct the sector business after the JSR processes came into place in 2008?

11 responses



Detailed responses:

- I once attended JSR meeting at Capital Hotel in Lilongwe in 2008. Improvements in the appropriate technologies used to implement water supply schemes and the newly adopted management concept (WUA) being used to empower the community to run and manage their own water and sanitation facilities, including management of the facility resources, have potential for sustainability of water schemes.
- Efforts to recruit additional staff.
- None
- Adoption on more effective strategies and approaches, more investments on the most burning WASH issues through the TWGs
- No major change have taken place. Same issues come in every year.
- Some sectors within the department activities are manned at the District level.

When asked about success stories of the JSR processes, and allowed to choose more than one answer from a list, the responses were as follows:

- Count = 6: Improved stakeholder coordination
- Count = 6: Increased stakeholder participation
- Count = 6: Better service delivery
- Count = 5: Sector dialogue
- Count = 4: More impact on sector priorities
- Count = 1: None of the above

When asked to identify bottlenecks in the JSR processes, and allowed to choose more than one answer from a list or write in their own, the responses were as follows:

- Count = 10: Not enough financial resources
- Count = 9: Lack of dissemination of information
- Count = 4: Ministry-led implementation
- Count = 3: Lack of knowledge about the JSR processes
- Count = 1: Too much focus on the WASH component
- Count = 1: Inadequate consultation with District WASH players
- Count = 1: No action after the processes
- Count = 1: Inadequate time for preparation of JSR in Districts
- Count = 1: Likoma District is in most cases being sidelined in the JSR processes due to its geographical location. Organisers have the tendency of not planning for the Likoma district in terms of logistics and other development endeavors. As a result, information on JSR is lacked by key stakeholders of the district.

Only 4 respondents indicated having any JSR processes data management system in their organization (all districts). These 4 were asked about who manages this information: all responses indicated the DWDO while one additionally indicated the M&E Officer. They were also asked what kinds of JSR processes information they kept:

- Water coverage and Water point functionality
- Water supply data (number, type, functionality of water facilities)
- Water points inventory ,Human resource, Motor vehicle /motorcycles
- Processed WASH database

and how they obtained this information:

- Monthly Data updating through reports
- Updates during supervision and monitoring, reports from WASH partners and stakeholders
- Physical and material counting
- Generated from secondary data

The remaining 7 respondents who indicated they did not have JSR processes data management system were asked why they did not:

- Data for the district is available but for JSR processes it has never done
- Disorganisation
- This is because at national level there is no such system which can then be adopted by organizations or institutions within the sector
- I do not know
- Lack of information on the JSR processes since 2008 and non-participation of the activity by key stakeholders for the past nine years.
- The data is not disseminated to district level
- They have never been provided by management.

About half of respondents (count = 5) said there were consistent preparatory procedures for the JSR processes, while half (count = 6) said there were not.

Asked what had changed in the JSR processes since 2008 when the sector had the first JSR, 5 indicated nothing had changed. Others identified the following:

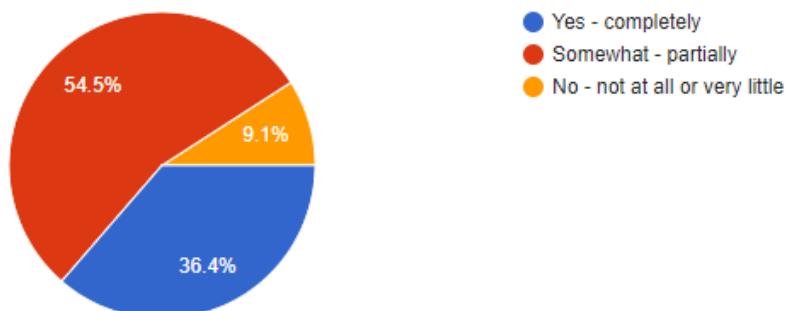
- Management concept of water supply schemes which has potential for sustainability.
- Some members of staff have been promoted though very few in number.
- Due to limited financial resources, there has been reduced participation of stakeholders from the districts in the process. For the past two years, the regional JSRs have not taken place.
- The Ministry is increasingly taking on more responsibilities like report writing which was previously mainly done by consultants
- The scheduling for the meetings, number of stakeholders and key players.

When asked about their 3 main roles and responsibilities in the JSR processes, all 9 who indicated a role mentioned the sharing of data or information from their institution. Other responses included:

- To facilitate JSR processes with other govt sectors i.e. Health sector, and other stakeholders.
- Participate in finding possible solutions to challenges faced by the sector.
- implement policy decision at district level; coordinate stakeholders at district level
- Ensuring that my institution programming is contributing towards the sector priorities
- Implementing the agreed undertakings
- Representing the district on dissension making on issues coming out from the meeting

## 19) Do you manage to fulfill your roles and responsibilities in your contributions to the JSR processes?

11 responses



When answered positively, achievements indicated were:

- The district data is well presented in the meeting
- I provide the required data in time

When answered negatively, reasons or challenges in failing to fulfill their roles were:

- Lack of JSR processes information.
- Time factor is a challenge to allow successful discussions which could bring positive responses.
- No proper direction, inadequate Resources
- The coordinating team for the JSR sometimes does not consult widely and adequately for stakeholders to make contributions on the sector performance assessment and reports.
- Resource constraints work against efforts to translate undertakings into actuality
- Since we provide information once requested though no feedback is given back after such meetings
- Inadequate financial and human resources

## 20) Since the inception of WASH, Irrigation JSR processes, what do you think is the nature of direction for the processes?

- The nature of the processes are that issues to do with climate change, sanitation and hygiene and Irrigation have to be captured as well.
- Work as usual with no proper direction
- Processes are largely improving for the better but rather slowly
- If all the district representative are involved the future will be good.
- there is no proper direction
- To a greater extent the JSR processes have been externally driven therefore there is minimal ownership of the processes by the Ministry and relevant departments. Currently there is need for integrating the JSR process within the operation plans for the Ministry i.e. the Planning department and not taking this process as a once of activity.
- Good direction
- I think it is just an annual event where WASH stakeholders review the performance of the sector but with no remarkably registered progress as there is disjointment between the National, Regional and District actors of the sector.
- There is need for involvement of different stakeholders.
- There is no progress in terms of having tangible solutions to issues raised.
- It has to be inclusive and information dissemination required for sector service delivery improvements.

## 21) What do you think has been the progress of these JSR processes in terms of its impact?

- The JSR processes would have bring a greater positive impact on the part of us here, you can imagine our performance which has positive impacts despite being sidelined for the past nine years. Had it been the district was involved since then, we would have been far much higher in terms of positive impacts.
- No impact
- Very good progress
- Adherence to some policy guidelines
- No impact seen
- Sector coordination
- Partial since it only ends at policy makers without sharing.
- JSR processes have helped the TWGs to be focused since the work of the TWGs is now informed by the priorities that have been agreed during the JSR review meeting.
- The impact seems promising but at a very slow pulse.
- There has been good progress leading greater understanding of the sector performance, priorities and gaps among the stakeholders
- no knowledge

## 22) What do you think is the best way the WASH sector should be institutionalized?

- Secretariat should be established to enforce the policy decisions and other administration issues like Financial resource mobilisation and coordination
- It needs to improve the area of Monitoring and Evaluation by putting a functioning structure from the grassroots to Headquarters by ensuring that enough resources are available at all levels in form of human, Equipment and finances. The sector needs to establish a training institution for its staff upgrading.
- Full decentralisation and autonomy to the district councils

- Not so sure of the best way. Perhaps the way it is right now but need to have reliable funding especially from Government and a rigorous monitoring and evaluation system and strengthened decentralization structures
- Involvement of all players in the sector and provision of resources to implement the agreed resolutions
- It should have its own infrastructure/training institution for upgrading and capacity building for its workers so as to improve on service delivery and workmanship
- 1. All vacant posts should be filled 2. Establish institutions for M&Eing the sectors undertakings 3. Establish District WASH / Water Offices as primary focal points for planning, implementation and review of all undertakings. DWDO to adequately recognised and meaningfully involved
- 1. By strengthening the DCT members for WASH through capacity building; 2. Enhancing coordination amongst districts and possibly having exchange visits. 3. DCT guidelines needs to be revisited
- All the departments should be devolved to the districts

### 23) How relevant are these JSR processes to your organisation/institution?

- They reshape the direction of WASH investments for meaningful impact at grassroots level
- They provide a platform for interaction with key stakeholders including donors
- They are relevant because they bring in issues impinging the organisation although resources are not provided to address these issues
- They act as checklist on the performance and service utilisation and responsibility sharing for sustainability.
- If properly implemented it assist my institution in better way of implementing day to day activities. It also improves working coordination with other stakeholders
- Very relevant given that WaterAid is a WASH champion
- The JSR processes are relevant for easy tracking of improvements/progress.
- They are very important to my institution.
- enhance coordination and thinking towards change in service delivery
- They are very relevant because our programming and interventions are supposed to be informed and contribute to national priorities. Progress made on the sector priorities also reflects the value addition that my institution is having on the sector.
- They are considerably relevant as they provide overall focus for the WASH sector to which my institution needs to align itself

### 24) What mechanisms have you put in place in financing the JSR processes?

- none because it is organised at central level
- nothing
- None
- My organisation does not have resources to finance the JSR processes
- As an office we have made sure to update our data which will be required during these processes.
- Prioritizing JSR processes in ORT budget, Lobbying for additional support from WASH partners
- Actually this review process has been funded by my organisation
- Engage other key stakeholders to support WASH projects/programmes
- Because of non- participating for the past years, nothing has been put in place to finance the JSR processes, otherwise we would have factored in the financial year budgets of 2017/18.

- In my organization the JSR processes have been integrated in the annual plans and budget on supporting sector strengthening and coordination.
- Lobbying for financial support from the council in the next financial year and a vote/code to be used once allocating resources.

When asked whether the finances provided for the JSR processes have been enough for success in the outcomes of the JSR processes, 10 of the 11 respondents indicated No, while one indicated Yes. Those who indicated No elaborated:

- Adopt service delivery approach funding system rather than project approach
- Collaborated effort to mobilize the resources
- All players in the sector should provide finances for the JSR processes
- fuel for transport should be refunded according to distances covered
- Lobby for resources from developmental partners and other WASH players for fruitful implementation of the process.
- Both government and sector players should have a dedicated fund where resources should be pooled for the JSR processes.
- There should be a provision of resources in districts for stakeholders to consolidate district presentation to these JSR processes.
- Donors through our ministry to support the districts with adequate financial resources in order to underscore sustainable development of rural water supply systems in areas which are still underserved
- There is need to find reliable funding source for the implementation of the agreed undertakings such as through Water SWAP
- The finances have never been provided to our institution and we request to have the resources provided to us for implementation of JSR processes.

To the survey's final question, asking how respondents would rate the JSR processes overall, responses were squarely middling:

