Enabling Environments
in the Civil Society WASH Fund

Acknowledgments

Contents

Acronyms & abbreviations

ARC	Australian Red Cross
CAAT	Change Agent Assessment Tool
CLTS	Community Led Total Sanitation
CSO	Civil Society Organisation
CS WASH	Civil Society Water, Sanitation and Hygiene Fund
DFAT	Department of Foreign Affairs and Trade
DRR	Disaster Risk Reduction
FLARE	Fund Learning and Reflection Event
FMF	Fund Management Facility
GESI	Gender and Social Inclusion
HfH	Habitat for Humanity
iDE	International Development Enterprises
IRC	International Rescue Committee
K&L	Knowledge and Learning
L&L	Live and Learn Environmental Education
MERP	Monitoring, Evaluation and Review Panel
NTT	Nusa Tenggara Timur
OBA	Output Based Aid
ODF	Open Defecation Free
PAF	Performance Assessment Framework
PEA	Political Economy Analysis
SCA	Save the Children Australia
SNV	Netherlands Development Organisation
SSH4A	Rural Sustainable Sanitation and Hygiene for All
STBM	Community-based Total Sanitation / Sanitatasi Total Berbasis Masyarakat
USAID	United States Agency for International Development
VDC	Village Development Committees
WASH	Water, Sanitation and Hygiene
WHO	World Health Organization
WV	World Vision

Executive Summary

The Theory of Change for the Civil Society Water, Sanitation and Hygiene Fund (2012 – 2018) has encouraged CSOs to work with change agents to strengthen the enabling environment to sustain WASH services beyond the project timeframe. Over four years of implementation, the Fund has sought to better understand WASH enabling environments[1], explored ways of strengthening local government[2] and the private sector[3], and developed a tool for CSOs to map their engagement within their enabling environment.

Successful CSO engagement in the strengthening of the enabling environment is thought to be a function of a combination of:

- evidence of key service delivery shortfalls
- robust analysis of systematic bottlenecks
- demonstration of successful approaches
- CSO legitimacy within the sector
- political willingness (often underpinned by opportunity or crisis) and collective action
- pre-existing momentum or underutilised capacities.

This synthesis report seeks to summarise the learning to date within the CS WASH Fund as presented at the Fund Learning and Reflection Event (FLARE) in engaging with the enabling environment.

> The CS WASH Fund Learning and Reflection Event (FLARE) was an integrated learning platform made up of e-Discussions, a webinar and a face-to-face event for Fund CSOs and their partners. FLARE discussions were structured around priority WASH themes including, but not limited to: gender and social inclusion; hygiene and sanitation behaviour change; and strengthening enabling environments. A synthesis report has been produced for each of these three themes, of which this report is one. All materials (e-discussions, webinars, program and presentations) are hyperlinked in this report and available online: www.cswashfund.org/learning-events/events/fund-learning-and-reflection-event.

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1 Civil Society WASH Fund (2016) *Briefing Note: Strengthening the Enabling Environment: What does it really mean and how do you go about it?* Developed in conjunction with training at WASH Futures 2016 Conference. Brisbane, Australia.

2 Civil Society WASH Fund (2015) *Civil Society Organisations and Local Government Working Together for Sustainable WASH Services: Focus on Southern Africa.* Southern Africa Regional Learning Event Synthesis Report. Harare, Zimbabwe.

3 Civil Society WASH Fund (2016) *Bridging private and public spheres for improved sanitation: Synthesis Report of the East Asia Regional Learning Event.* Hanoi, Vietnam.

Background

Training in progress. Photo credit: iDE Vietnam/ Quang Nguyen

The final evaluation of the first phase of the CS WASH Fund identified that CSOs had adopted a direct delivery Theory of Change focused on implementation through the provision of WASH infrastructure to deliver improved water and sanitation outcomes and hygiene behaviour (Figure 1, Version 1). This created certain challenges in terms of the scale and sustainability of the desired water, sanitation and hygiene behaviour change outcomes.

Therefore, the CS WASH Fund Phase 2 (2012-2018) encouraged CSOs to adopt an enabling environment Theory of Change focused on training and mentoring to strengthen the governance, gender equity and monitoring capacity of change agents to deliver improved water and sanitation outcomes and hygiene behaviours (Figure 1, Version 2).[4]

As a result, the CS WASH Fund has engaged 1,172 staff and partners through the 29 projects implemented by CSOs in 19 countries to build the capacity of more than 20,500 change agents to scale-up and sustain the delivery of WASH services to up to 3.66 million people in poor communities.

Figure 1: Diagrams representing the Theories of Change for CS WASH Fund Phases 1 and 2.

CS WASH PHASE 1

Poor communities & households

Immediate high-impact WASH improvements

CSO Delivery Team

DELIVERABLES:
e.g. infrastructure design and implementation, hygiene promotion

CORE OUTCOMES:
1. Increased access to sanitation
2. Increased access to water
3. Improved hygiene behaviour

CS WASH PHASE 2

Poor communities & households

Institutional & community partners

Enduring WASH services for the poor

CSO Delivery Team

DELIVERABLES:
e.g. training, mentoring, advocacy, technical advice, campaigns etc.

ENABLING OUTCOMES:
4. Improved WASH governance
5. Strengthened local capacity
6. Improved gender equality
7. Improved WASH evidence base

CORE OUTCOMES:
1. Increased access to sanitation
2. Increased access to water
3. Improved hygiene behaviour

Ref: Crawford, P. (2017) FLARE presentation: Strengthening the enabling environment: Fund-wide data and trends

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4 Civil Society WASH Fund (2016) *Monitoring and Evaluation Note 2: Actor Analysis*

Introduction

The CS WASH Fund Phase 2 has adopted a common Theory of Change focusing on the strengthening the enabling environment for water, sanitation and hygiene service delivery. This required CSOs to shift away from direct WASH service delivery to the strengthening of the role of change agents to deliver WASH services. This also demanded a change in mindset, placing greater emphasis on sustaining services in the long-term over high impact in the short-term.

Within the overarching Theory of Change on strengthening the enabling environment for WASH services, the Fund (Phase 1) did not prescribe any implementation modality for CSOs. As a result, the 29 projects and the 13 CSOs, the Fund and the MERP have developed a range of experiences in the strengthening of the enabling environment for WASH service delivery. Implementation experiences have been summarised under the following headings, which also provide the structure for this Synthesis Report:

1. Partnering with the enabling environment
2. Assessing the enabling environment
3. Influencing the enabling environment
4. Monitoring engagement of the enabling environment
5. Evaluating the enabling environment impact

Figure 2: Actor theory diagram showing interactions between delivery teams, change agents and beneficiaries with total numbers of people involved across all 29 projects.
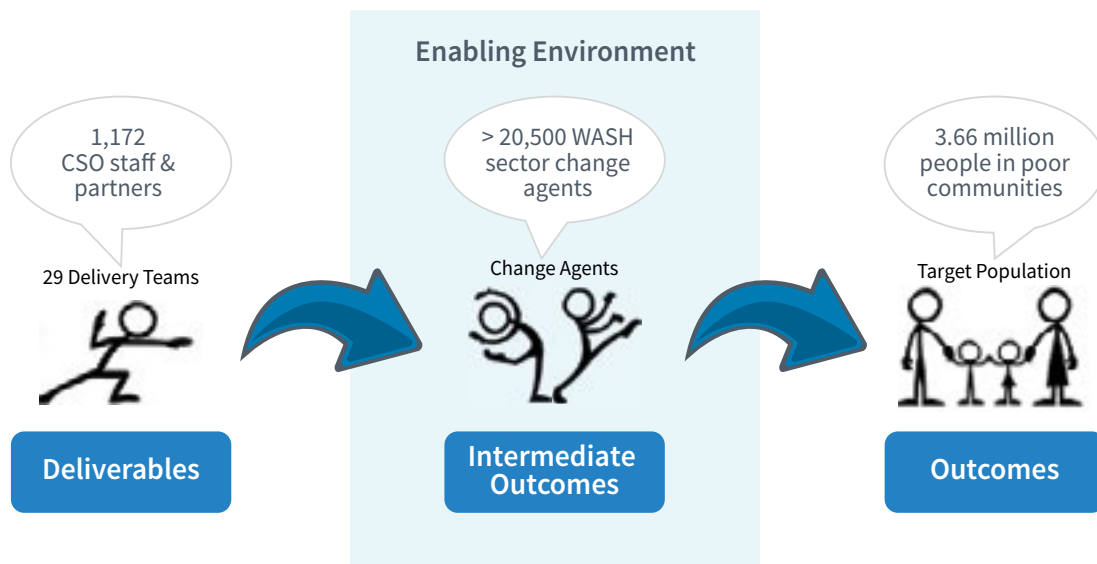
Ref: Crawford, P. (2017) FLARE presentation: The Fund's Performance: What the numbers tell us

Partnering with the Enabling Environment

Inauguration of Bhutan's first Faecal Sludge Treatment Plant. Photo credit: SNV Bhutan

One of the primary themes emerging from the reflections from CSOs on engaging with the enabling environment has been the need for partnership. CSOs identified that in order to foster partnerships they needed to prioritise sustaining their engagement with the enabling environment to establish their legitimacy and build trust with government, private sector and community change agents. CSOs also identified a need for partnerships that unite the support of CSOs with the support of other external agents to reduce the negative influence on the enabling environment of different actors pulling in different directions. CSOs highlighted that those situations where all actors are aligned behind a common framework appeared to be most effective in both strengthening the enabling environment and delivering improved access to WASH services.

Open Defecation Free partnership in Nepal

The progress of sanitation in Nepal has historically lagged behind all of the other countries in the South Asia Region. Following an outbreak of cholera in the mid-western region in 2009, the status of sanitation in Nepal has witnessed a remarkable transformation. The success of the sanitation movement has primarily been a result of:

1. **The clarity of the central government commitment:** to an inclusive sanitation goal; by coordinating all actors; through empowered local bodies; with clear performance incentives.

2. **The capacity that local bodies discovered:** to leverage local resources; by establishing effective coordination mechanisms; to pursue inclusive development (including sanitation).

Under the CS WASH Fund, the work of the Nepal Red Cross Society (NRCS) and the Netherlands Development Organisation (SNV) has strengthened the non-government delivery of behaviour change services within a strong enabling environment. Both NRCS and SNV extended partnership support to:

- The National WASH Committee which has championed the achievement of open defecation free (ODF) local government bodies.

- The District WASH Committee which identifies which CSOs will support which Village Development Committees (VDCs) to achieve ODF status. Note that VDCs are required to achieve ODF status before CSOs are allowed to 'move on' to support another VDC.

- Village WASH Committees for the coordination of the implementation modalities undertaken by CSOs, mobilisers, entrepreneurs and schools.

The high level of political will to eliminate open defecation has been supported by the delegation of sanitation service provision to local bodies with increased untied block grants. Within a national partnership framework of clear targets and well-defined rules of engagement, partnerships at the sub-national level have enabled local decision-making on implementation modalities.

District Open Defecation Free ceremony in Jumla district, Nepal.
Photo credit: SNV Nepal

Four collaborative behaviours for the development of sustainable WASH services for all

As highlighted by WaterAid Australia colleagues in the e-discussion preceding the FLARE, the Sanitation and Water for All partnership has identified a set of actions that are useful in building partnerships to strengthen the enabling environment for WASH.[5]

1. **Enhance government leadership of sector planning processes**
   Government leadership is essential for directing and coordinating resources – including external support – around nationally agreed sector priorities, strategies and plans. In particular, sector development requires a government-led, multi-stakeholder cycle of planning, monitoring, and learning. Where such sector planning processes are weak or not in place, partners should jointly support efforts to build and strengthen them.

2. **Strengthen and use country systems**
   Core country systems are the fundamental capabilities of government needed for the effective and transparent management of public resources, including those received through development assistance. These systems include: public financial management, HR management, statistics, procurement and contract management. Core country systems are key to financing capital expenditure for water and sanitation services as well as for monitoring and regulating services. Government and partners should agree on a set of intermediate steps to progressively strengthen and use country systems to develop, monitor and regulate water and sanitation services.

3. **Use one information and mutual accountability platform built around a multi-stakeholder, government-led cycle of planning, monitoring and learning**
   In order to decide where to invest, how to sustain and improve water and sanitation services and to understand which policies and strategies work, it is crucial that sectors have reliable data and engage in critical joint reflection and adaptive management. Effective development cooperation requires appropriate, inclusive processes that encourage all partners to demonstrate and demand mutual accountability for sector progress.

4. **Build sustainable water and sanitation sector financing strategies that incorporate financial data on all 3Ts (taxes, tariffs and transfers), as well as estimates for non-tariff household expenditure**
   Transparency and predictability of all resources are critical in allowing governments to exercise a leadership role in directing and monitoring sector investment. Sector financing strategies that incorporate financial data on all 3Ts (taxes, tariffs and transfers), as well as estimates for non-tariff household expenditure, and realistic estimates for all costs categories (including costs for building new WASH infrastructure and costs for governance and sector capacity strengthening), are critical components of effective sector planning in the medium and longer term. They are critical both to domestic accountability, and to the governments' capacity to hold external support agencies accountable and vice versa.

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5   http://sanitationandwaterforall.org/about/the-four-swa-collaborative-behaviours

Assessing the Enabling Environment

With greater emphasis on the strengthening of the enabling environment there is a need for the development of instruments to first assess the condition of the enabling environment. CSOs and others have invested in developing tools designed to capture the various dimensions that constitute the enabling environment. This enables projects to work within and strategically prioritise different aspects of the enabling environment. While there are variations between the different enabling environment assessment tools, they tend to share a set of common elements which cut across both the core WASH sector and the broader governance context (see Figure 3).

In May 2016, the Fund supported an initiative at the WASH Futures Conference to identify common features in five of the different enabling environment assessment tools deployed in the WASH Sector[6]. Through this process the Fund identified the following six common elements as necessary elements to defining the 'health' of the enabling environment:

1. Policies and strategies
2. Institutions and human resources
3. Coordination and planning
4. Regulation
5. Financing (capital and recurrent)
6. Monitoring and evaluation

The overall condition of the enabling environment is assessed by evaluating the relative strength of these different components. This analysis allows the weaker dimensions of the enabling environment to be identified and prioritised for strengthening.

As well as defining the health of the enabling environment, some agencies have developed instruments to measure changes in the condition of the enabling environment over time[7]. To date these instruments have largely been applied at a national level but they could also be adapted to monitor changes over time in the various elements of the enabling environment at the sub-national level.

Figure 3: Typifying the enabling environment and their elements within which WASH systems operate.

Levels of the Enabling Environment

Country Environment
- Population and demography
- Economic development
- Social and cultural norms

Governance Environment
- Decentralisation
- Human Rights
- Transparency
- Aid dependency and effectiveness
- Public sector reform
- Private sector

WASH Sector Environment
- Policies and strategies
- Institutions and human resources
- Coordination and planning
- Regulation
- Financing (capital and recurrent)
- Monitoring and evaluation

Source: Adapted from UNICEF (2016) and Allan (2001)

Ref: CS WASH Fund (2016) Briefing Note: Strengthening the Enabling Environment: What does it really mean and how do you go about it?

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6 Civil Society WASH Fund (2016) *Briefing Note: Strengthening the Enabling Environment: What does it really mean and how do you go about it?*
   Developed in conjunction with training at WASH Futures 2016 Conference. Brisbane, Australia.

7 The tools developed by UNICEF, WSP (World Bank) and WHO for monitoring changes in the enabling environment include:
   - WASH-BAT: www.slideshare.net/ircuser/6-hutton-wash-bat
   - WSP SDA/CSO: www.wsp.org/sites/wsp.org/files/publications/CSO-Synthesis-Report.pdf
   - UN Water GLAAS: www.who.int/water_sanitation_health/glaas/en

Budget advocacy for sanitation in Indonesia

Indonesia has the second highest number of people practicing open defecation in the world. An estimated 294 trillion rupiahs (USD 22 billion) is required to solve the sanitation crisis in Indonesia. The National Policy for Sanitation issued by the Ministry of Health is called Sanitasi Total Berbasis Masyarakat (STBM) which is a CLTS plus market based approach to achieving total sanitation. The responsibility for the implementation of STBM primarily lies with the districts which have received a significant allocation of funds and functions but exercise relatively little freedom and few performance incentives.

Plan Indonesia has been working with districts within the Nusa Tenggara Timur (NTT) Province to increase the budget allocation for STBM and the capacity for budget execution. This has required Plan Indonesia to engage with the district government planning and budget cycle while also working with the district to showcase successful implementation of STBM. As a result, human and financial resources have been allocated to achieve STBM in 205 villages across the 5 target districts where Plan Indonesia has worked, with total sanitation achieved in 150 villages.

The Plan Indonesia engagement with the enabling environment in the five target districts in NTT Province was characterised by the following steps[8]:

1. Developing an approach to deliver the five STBM components that comprise total sanitation (i.e. stopping open defecation, hand washing w/soap, safe water and food management, solid waste management, liquid waste management).

2. Assessing the baseline status and capacities within the target villages.

3. Assessing the baseline skill, knowledge and commitment of target districts to STBM.

4. Understanding and mapping the government planning and budgeting cycle.

5. Partnering with the district WASH group in sharing baseline information and approaches.

6. Showcasing success during the planning cycle and advocacy during the budget cycle.

Budget tracking in the five districts of NTT over the 4 years of the project revealed a 26 fold increase in the budget allocation for STBM from USD 11,250 in 2013 to USD 294,082 in 2017.

East Manggarai District Government signing upfront commitment to STBM.
Photo credit: Plan Indonesia

8 Plan Indonesia (December 2015) Case Study: Budgeting sanitation and hygiene program in Indonesia
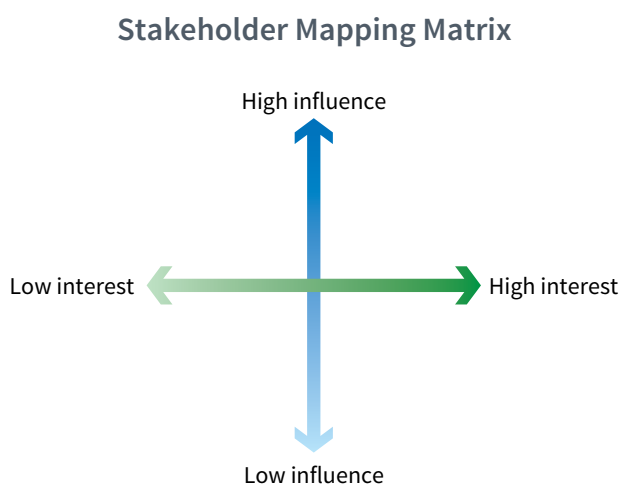
Influencing the Enabling Environment

Traditional Authority Mthirimanja celebrates achieving ODF status. Photo credit: Plan International

3.1 Analytical Engagement with the Enabling Environment

The identification of weaknesses in the enabling environment can be the basis for identifying priorities for strengthening the enabling environment. However agencies have different degrees of influence over the elements that constitute the enabling environment. To identify 'who should do what' in strengthening the different dimensions of the enabling environment, the Fund proposed a stakeholder mapping matrix (Figure 4) to CSOs at the WASH Futures Conference 2016.

Figure 4: A matrix for mapping stakeholder influence on projects.

Stakeholder Mapping Matrix

Ref: CS WASH Fund (2016) Briefing Note: Strengthening the Enabling Environment: What does it really mean and how do you go about it?

In the context of the Fund, mapping different agencies (government organisations and non-government organisations, private sector and community organisations, multi-lateral and bi-lateral partners) enables those change agents with the greatest interest and influence in delivering the desired WASH service delivery outcome to be prioritised. Within a strong multi-agency partnership framework this also enables external agents to 'work to their strengths' to identify which support agency is best placed to work with which change agent to bring about a desired change.

Identifying the weakest elements of the enabling environment, the most influential and motivated change agents and the external partner best suited to engage with those change agents is very rational.

However, changes in the enabling environment are often irrational requiring a more tactical approach.

IDPoor 1 Trapeang Danghoet Village, Daun Koeng commune, Prey Veng Province, Cambodia. Photo credit:Thrive Networks

Output Based Aid for sanitation with the Government of Vietnam

Vietnam is a centralised country which has undergone an incredible development transformation following the market liberalisation processes that commenced in 1986. With the passage of the State Budget Law in 2002, provincial authorities obtained a significant degree of autonomy to determine fiscal relationships with their districts and communes. Since 1990, Vietnam has seen a rapid increase in those with access to improved water and sanitation, with less than 4% of the population practising open defecation in 2015. However, inequality between the non-poor and the poor, lowland and remote communities, and ethnic minorities, remains significant. This has been accompanied by a shift in intergovernmental relations within the national targeted program from the financing of inputs towards output based financing.

Thrive Networks has worked in Vietnam since 2007 seeking to mobilise government budget support (phasing-out donor support) to scale-up output-based

programs targeting the poor in sanitation. Under the CS WASH Fund Phase 1, Thrive received a grant to pilot the effectiveness of Output Based Aid (OBA) and delivered 126,000 latrines to poor households in 246 communes from 10 provinces with the Vietnam Women's Union. Under CS WASH Fund Phase 2, Thrive sought to institutionalise the delivery agents and integrate the OBA modality into a government funded system. Thrive Networks concluded that the most important ingredients in integrating OBA within government modalities were:

- Demonstrating through 'champion provinces' that the provincial government system can effectively implement an OBA program to reach the poor with sanitation; and

- Advocating that sanitation uptake with OBA exceeds the progress under the National Target Program.

3.2 Political Engagement with the Enabling Environment

In recognition of the need for analytical instruments to assist in prioritising a more tactical approach to influencing the enabling environment, WaterAid has developed a series of political economy analysis (PEA) tools to assess the power dynamics associated with the enabling environment at the country, sector, project and field level.[9]

- **Country PEA:** to understand the historical, political, legislative and cultural ideologies that shape a nation's development

- **Sector PEA:** to understand the characteristics that have defined a particular sector's growth and the implications of this with respect to targets of universal access

- **Tactical PEA:** to define the relationships that define the sectoral status quo and the changes in those relations that will be necessary to change the existing status of the sector

- **Everyday PEA:** to help frontline staff understand the changing political context and make politically informed decisions on a day-to-day basis.

By deploying these tools, or others like them, CSOs can identify the potential drivers of change as well as the areas of potential resistance to change at the various levels of engagement (i.e. from everyday engagement in the field, to tactical engagement by the project, to their overall engagement with the WASH sector and the overall power dynamics at the country level).

A panel of government representatives being interviewed in a panel session at the FLARE. L-R: Pakoa Rarua (Vanuatu), Rinchen Wangdi (Bhutan), Hanh Nguyen (Thrive Vietnam), Huong Tran (Vietnam), Mark Ellery (Facilitator). Photo credit:CS WASH FMF

9   WaterAid. *Political Economy Analysis toolkit.*
     www.wateraid.org/what-we-do/our-approach/research-and-publications/view-publication?id=e8fe3f84-2ef0-4105-b90b-489646e5ffb3

Evidence for 'smart' subsidies for sanitation in Cambodia

Against a backdrop of strong economic growth and poverty reduction over the last two decades, Cambodia has made considerable progress in reducing the percentage of the population without access to improved water and sanitation. However in 2015, less than half of the population of Cambodia had access to improved sanitation while 40% of the population still practiced open defecation.

With the support of the CS WASH Fund, iDE has been strengthening sanitation markets through the design of appropriate products and building the supply chain to respond to the demand for those products. In recognition that pure market-based approaches do not necessarily establish incentives for the delivery of services to the poor, iDE has been identifying instruments to assist the poor to gain access to sanitation without dis-incentivising the non-poor.

iDE undertook a randomised control trial of a targeted pro-poor sanitation subsidy. This has generated empirical evidence that targeted subsidies for the poor: [10]

- Significantly increases sales to the poor without negatively affecting the sale of latrines to the non-poor; and

- Reduces the overall cost of latrines (because the cost of the subsidies are more than offset by the benefits in terms of the economies of scale).

3.2.1 Strategic Engagement with the Enabling Environment

CSOs are often strong in innovation with the opportunity and capacity to pilot innovative ideas. However, treating innovation as an end in and of itself can result in successful pilots that are not taken to scale. This could be due to a lack of resources or a lack of political will in the enabling environment, or the presence of social or legal blockages.

To attempt to address these challenges SNV applied the WHO ExpandNet Tool[11] for developing the national scaling-up strategy in Bhutan at the commencement of their Rural Sustainable Sanitation and Hygiene for All (SSH4A) project. This approach seeks to situate a pilot within an enabling environment to ensure that the building blocks are in place for scaling up. Applying this approach has enabled the SSH4A project to pilot an approach targeting 100% access to improved sanitation with the government at the district level. This has resulted in the expansion of this approach from two districts to nine districts (of a total of 20 districts) and the declaration of 24 sub-districts having achieved 100% access to improved sanitation (in addition to being ODF).

Figure 5: The WHO/Expandnet tool identifying aspects to consider in scaling up.
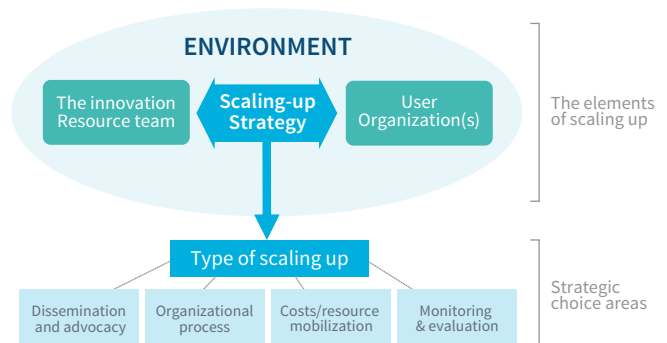
Ref: WHO / ExpandNet (2011) Beginning with the end in mind. Planning pilot projects and other programmatic research for successful scaling up

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10 iDE (2017) *Leveraging Targeted Subsidies to Increase Sanitation Coverage: Evidence from a randomized control trial in Cambodia*. Policy Brief

11 www.expandnet.net/tools.htm

Monitoring Enabling Environment Engagement

Kampong Cham province on-site latrine component construction. Photo credit: Thrive Networks

4.1 Performance Assessment Framework

The nature of the deliverables identified by CSOs under the Fund's performance assessment framework (PAF) illustrate the emphasis that has been placed on the enabling environment within the Fund.

Most of the deliverables implemented by CSOs fall within the strengthening of the enabling environment category, and constitute 43% of the total number of deliverables. This exceeds any other category by a factor of more than four, and aligns with the Fund's Theory of Change which emphasises this approach as linking to greater likelihood of sustainability in service improvements (Figures 6 and 7).

Figure 6: Number of deliverables by project component showing a strong focus of CSOs working enabling environment.
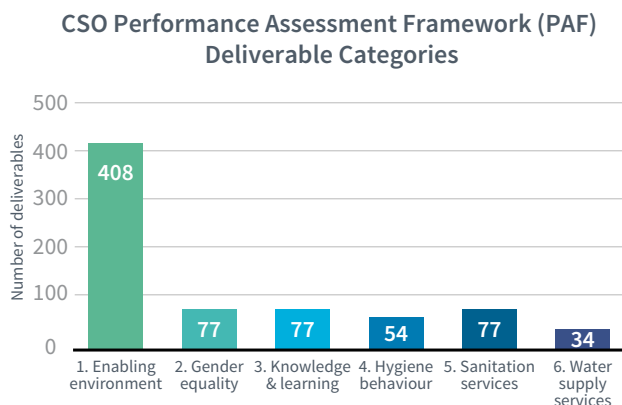
CSO Performance Assessment Framework (PAF) Deliverable Categories

Ref: Crawford, P. (2017) FLARE presentation: Strengthening the enabling environment: Fund-wide data and trends

Figure 7: CSO project activities (or deliverables) showing strongest emphasis on training change agents.

Number of Deliverables
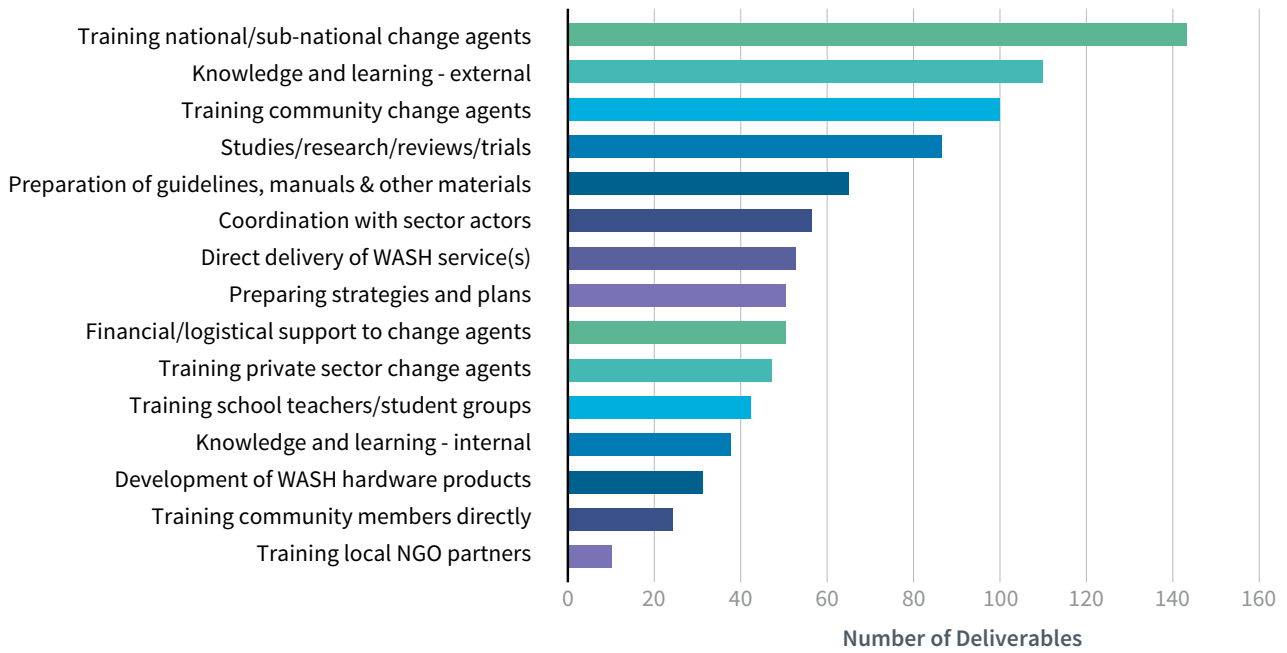
Ref: Powell, B.(2017) FLARE presentation: An overview of Knowledge and Learning in the CS WASH Fund

The extension of capacity in the form of training is the major means used by CSOs to strengthen the enabling environment, with the training of government and community change agents constituting 40% of the deliverables in the Fund. The dominant sectoral focus has been on sanitation with almost 70% of CSOs strengthening change agent capacity in the implementation of CLTS methodologies.

Most of the deliverables targeted by the Fund are through government change agents (84%) in preference to private sector change agents (8%) or local CSO change agents (8%). Overwhelmingly, these change agents have been at the sub-national and community level with only 5% of deliverables relating to national level change agents.

Field visits, such as this one with Welthungerhilfe in Zimbabwe, were an important for peer-to-peer learning in the Fund.
Photo credit: CS WASH FMF/ David Brazier
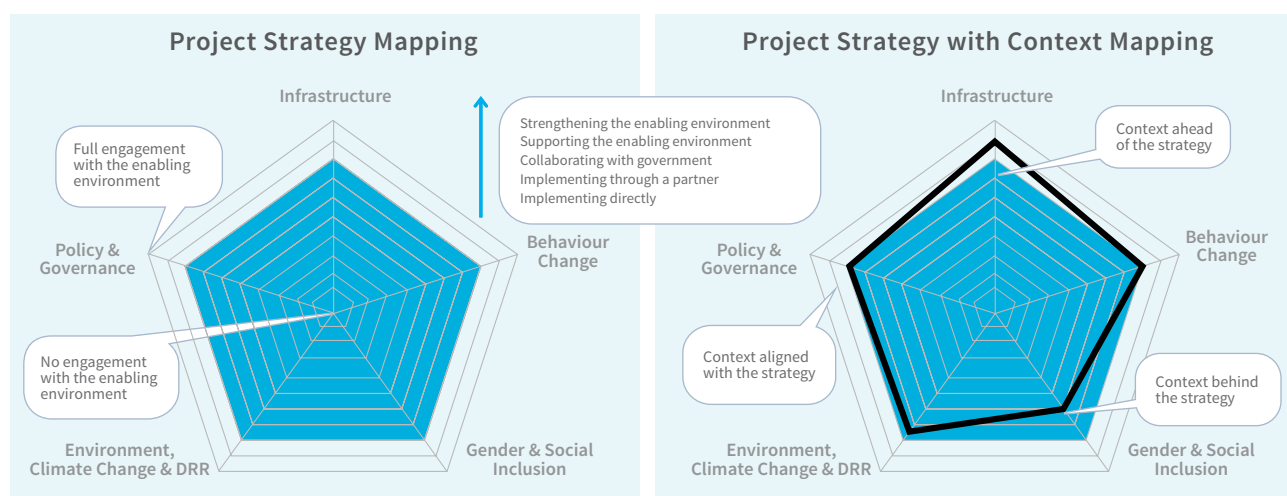
4.2 Project Strategy and Context Mapping

The Fund has developed analytical tools to support projects to understand both the enabling environment in which they work, and how their strategies suit this context. These tools[12] have been designed to support self-assessment, include a project strategy and context mapping tool and a Change Agent Assessment Tool (CAAT).

The project strategy mapping tool is a means of assessing the extent to which projects are engaging with the enabling environment. A typical WASH program can be broken into five constituent elements: infrastructure; behaviour change; gender and social inclusion (GESI); environment, climate change and disaster risk reduction (DRR); and policy and governance. By mapping the project deliverables to these elements and against a strategy spectrum[13] that extends from directly delivery at one extreme to strengthening the enabling environment at the other, a strategy map can be developed for each project.

Strategy mapping does not lend itself to making comparisons between projects because the context in which projects are implemented greatly affects the extent to which a project can engage with the enabling environment. The context mapping tool has been used by CSOs to enable project strategies to be overlaid on the context in which the project is being implemented, thus allowing the alignment between the two to be assessed. As illustrated below the project strategies can lag, lead or be aligned with the contexts in each of the elements that consititute the project.

Across the Fund, projects have tended to map themselves ahead of the contexts in which they are working, particularly in behaviour change, GESI and policy and governance. However, while projects have mapped their strategies ahead of the context in their engagement with government change agents, in general project strategies associated with private sector change agents in both infrastructure and behaviour change elements are mapped behind the context (see Figure 9).

**Figure 8:** Project and strategy mapping examples.

Ref: Tyndale-Biscoe, P. (2017) FLARE presentation: Fund-wide Tools: Strategy and Context Mapping

12 Developed by the Fund by the Monitoring, Evaluation and Review Panel.

13 The strategy spectrum is as follows: direct implementation; implementation through a partner organisation; collaborating with the enabling environment; supporting the enabling environment; and, strengthening the enabling environment.

Figure 9: CSO assessment of whether project strategies map ahead or behind their working context.
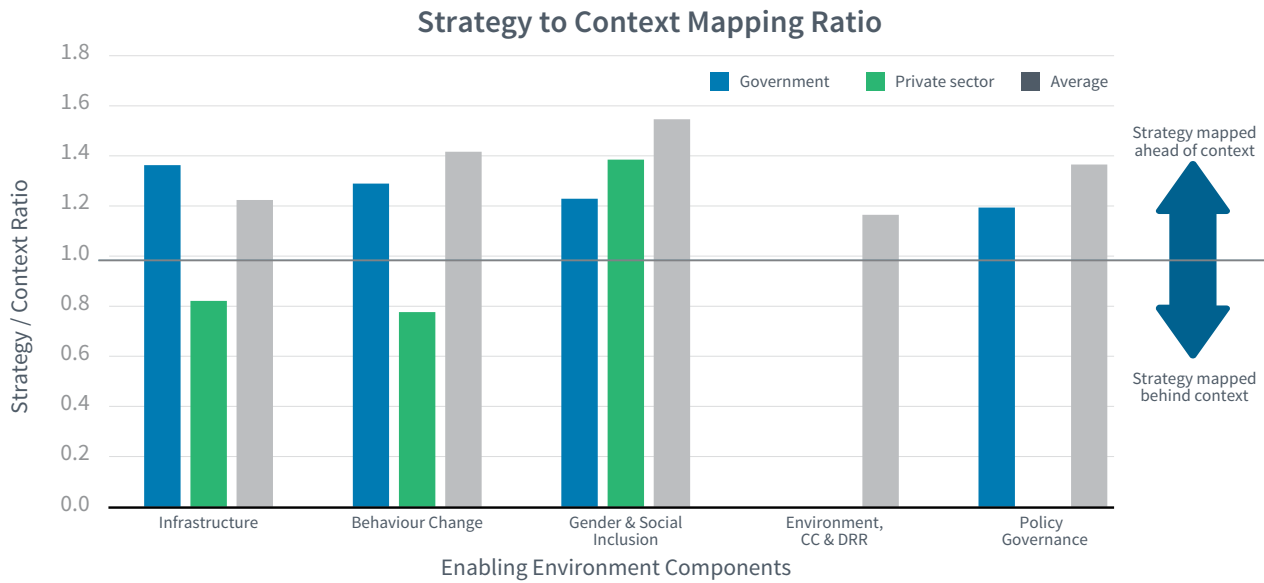
Ref: Tyndale-Biscoe, P. (2017) FLARE presentation: Fund-wide Tools: Strategy and Context Mapping

4.3 Change Agent Assessment Tool

The Fund has defined 'strengthening the enabling environment' as improving the 'performance of change agents'. The performance of change agents can be broken down into five components:

- **People:** Is there a sufficient number of change agents?

- **Skills:** Do the change agents have the appropriate skills?

- **Motivation:** Are change agents sufficiently motivated to deliver?

- **Systems:** Are the systems for WASH service delivery adequate?

- **Resources:** Are there adequate financial and technical resources?

This has been developed into a Change Agent Assessment Tool (CAAT) for CSOs to systematically assess the current and likely performance of change agents beyond the duration of the project against these categories (i.e. people, skills, motivation, systems and

resources). Initial analysis from the CAAT suggests that the greatest weaknesses lie in the systems (for private sector and community) and the resources (for government and community) change agents.

Figure 10: Figure of the ideal mix of components CSOs should target to support change agent performance.
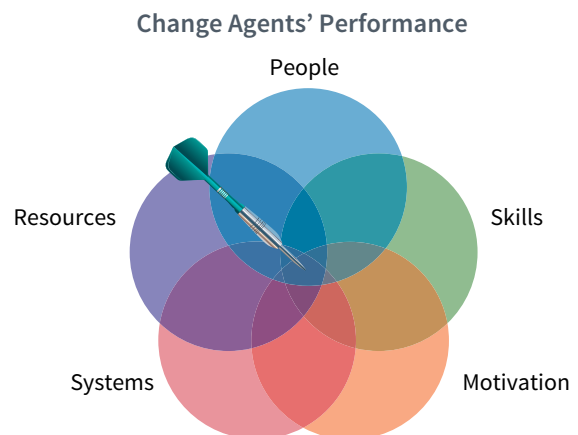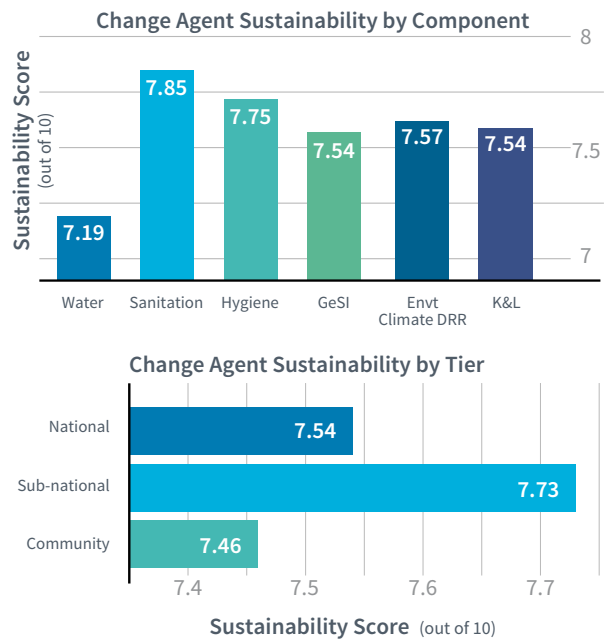

Ref: Crawford, P. (2017) FLARE presentation: Strengthening the enabling environment: Fund-wide data and trends

As presented at the FLARE, preliminary results (from about a third of the Fund projects) suggest that the sustainability of change agents is highly rated for sanitation and hygiene, while the sustainability of water supply has been rated as more challenging (see Figure 11 graph above). When analysed by change agent level (see Figure 11 graph below), the sustainability at sub-national level is rated well above that of the national and community level. This is likely because CSOs have primarily focussed capacity building and training efforts at the sub-national level.

However, the sustainability of change agent performance does depend on the sector. For instance, the perceived sustainability of change agent performance at the national level is highest for water but weakest for hygiene.

Figure 11: CSO assessment of change agent sustainability based on data from 12 projects included.

Change Agent Sustainability by Component

Sustainability Score (out of 10)

Water	Sanitation	Hygiene	GeSI	Envt Climate DRR	K&L
7.19	7.85	7.75	7.54	7.57	7.54

Change Agent Sustainability by Tier

National	7.54
Sub-national	7.73
Community	7.46

Sustainability Score (out of 10)

Ref: Crawford, P. (2017) FLARE presentation: The Fund's Performance: what the numbers tell us

Welthungerhilfe Zimbabwe established a mobile desludging unit enterprises. Photo credit: Welthungerhilfe
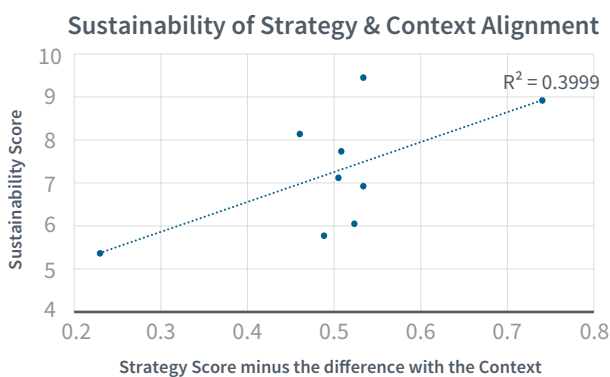
CHAPTER 5
Evaluating the Enabling Environment Impact

One of the advantages of a simple, unifying structure for the Fund's performance assessment arrangements under the PAF is the ability to aggregate and combine data sets. As the Fund draws to a close it is possible to combine the Strategy and Context Mapping data with the CAAT data to see if the Fund's Theory of Change is being borne out, answering the question: *Does stronger engagement with the enabling environment lead to better sustainability of gains in change agent performance?*

The trend that emerges from plotting the alignment of strategy mapping and context mapping data against the sustainability data from the CAAT, is that a stronger engagement strategy with the enabling environment that is closely aligned with the sector context is more likely to be assessed to deliver greater sustainability of results. This alignment is more strongly played out in the engagement with government change agents but is also consistent across other project dimensions.

Looking at the strategy to context ratios mapped across the Fund, it appears that project engagement strategies that are mapped slightly beyond the context are associated with the greatest chance of sustainability. While this mapping has not yet been completed for all of the projects, it is starting to generate a body of evidence that supports the Fund's Theory of Change that strengthening the enabling environment increases the sustainability of interventions. It should be noted that, while generating evidence to support the Fund's Theory of Change, these data sets are not evidence of impact.

Lastly, these tools, while developed as structured, self-reflection tools, can also be used to validate project designs and check project logic and as part of an ongoing monitoring and evaluation system.

Figure 13: Sustainability versus strategy to context ratio using data from elevent Fund CSOs
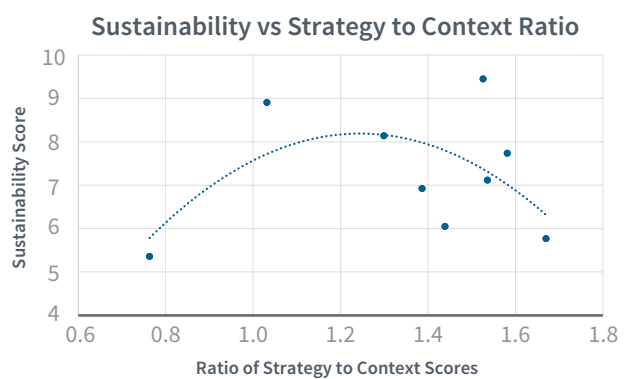
Sustainability vs Strategy to Context Ratio

Ref: Tyndale-Biscoe, P. (2017) FLARE presentation: Fund-wide Tools: Strategy and Context Mapping

Figure 12: Sustainability score and context alignment using data from eleven Fund projects

Sustainability of Strategy & Context Alignment

$R^2 = 0.3999$

Ref: Tyndale-Biscoe, P. (2017) FLARE presentation: Fund-wide Tools: Strategy and Context Mapping

THE EVENT
Fund Learning and Reflection Event

The **CS WASH Fund Learning and Reflection Event (FLARE)**, held in Brisbane, Australia from the 1-4 August 2017, brought together 128 representatives from the 29 projects implemented in 19 countries Southern Africa, Southeast Asia, South Asia and the Pacific by Australian Red Cross (ARC), Habitat for Humanity (HfH), International Development Enterprises (iDE), International Rescue Committee (IRC), Live and Learn Environmental Education (L&L), Plan International Australia, Save the Children (SCA), Netherlands Development Organisation (SNV), Thrive Networks, United Purpose (formerly Concern Universal), WaterAid Australia, Welthungerhilfe (WHH) and World Vision (WV). This synthesis report, one of three thematic reports, is a compilation of the contributions of the 13 CSOs and their change agents, the Monitoring and Review Panel (MERP) and Fund Management Facility (FMF) throughout the various e-Discussions, webinar, presentations and face-to-face discussions that together constituted this learning event. The FLARE was part of the Knowledge and Learning component of the CS WASH Fund, a $103m initiative supported by the Australian Department of Foreign Affairs and Trade.

Participants of the Fund Learning and Reflection Event in Brisbane, August 2017. Photo credit: CS WASH FMF

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