

WASH Accountability Mapping Tools

Facilitator Guide

ACCOUNTABILITY FOR
SUSTAINABILITY



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Content

Overview	4
About the facilitator guide	4
Support material	4
Selection criteria, duration and modalities of diagnosis	4
Preparation	4
Introduction to the tools	4-5
Two types of accountability mapping modalities	6
Accountability mapping at the sector level	7
Session 1: Identification of key actors and lines of accountability	7
Session 2: Selection of actions to improve accountability	8
Service delivery accountability diagnosis	9
Welcome, Introduction of participants	9
Session 1: Identification of key actors	10
Session 2: Responsibility- Stakeholder roles and responsibilities	11
Session 3: Answerability- Capacity of stakeholders to respond to each other	12
Session 4: Enforceability- Monitoring, supporting and enforcing compliance	13
Session 5: Revision and selection of tools	14
Session 6: Roadmap: Functions, chronogram and consolidation	15

The Facilitator Guide provides methods to help groups understand accountability relations in their WASH context and plan improvement actions. It has been produced under the “Accountability for Sustainability” programme, a partnership between the UNDP/SIWI Water Governance Facility and UNICEF which aims to increase the sustainability of WASH interventions by enhancing accountability in the service delivery framework.

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Overview

About the Facilitator Guide | This Facilitator Guide is intended to guide UNICEF Water, Sanitation and Hygiene (WASH) professionals in facilitating practical activities related to accountability in the WASH sector.

The guide operationalizes the learning outlined in the supporting documents referenced below. It includes interactive learning opportunities for participant discussion, reflection and peer-to-peer learning. The tasks provide an opportunity for participants to visualise the service delivery framework in a given WASH subsector as a system of interconnected accountability relationships. This mapping provides a structured way of identifying and analysing challenges and choosing options for improvement. The in-depth tool also assists in evaluating adequacy of actions and developing a roadmap for implementation and monitoring.

The Guide covers each step of two types of WASH accountability mapping exercises: a quick accountability mapping at the sector level and an in-depth accountability diagnosis at the service delivery level. Facilitators should review the Guide and become familiar with its content before choosing the tool best suited to their needs.

As they move through each section, participants should be provided with handouts, which include tools and resources that may be used for individual learning.

Support materials

- [Accountability for Sustainability Concept Note](#)
- [Reference Guide for Programming](#)
- [Enabling Environment and Water Governance: A Conceptual Framework](#)

Selection criteria, duration and modalities of diagnosis

The countries selected for application of the Accountability Mapping Tools should fulfil the following criteria:

- There should be a significant programmatic intervention on WASH service delivery existing in the country
- There should be political will to work on Accountability in service delivery

The guide provides guidance about how to structure the workshop activities and a suggested timing for a three hour or one-and-a-half-day workshop (depending on the type of tool used). Participants should be given enough time to understand the concepts, discuss them and work through the exercises.

This guide provides an outline on how to conduct a simple Accountability Mapping or a more in-depth Diagnosis of accountability challenges and solutions. The type of tool chosen should match the needs of the participants. The tools are flexible enough to be adapted to various contexts and situations.

Preparation | Before the workshop, it is advisable to:

- Collect national policy documents, strategy documents, actions plans and progress reports related to water and sanitation in general and service delivery arrangements in particular;
- Share the Accountability for Sustainability Concept Note with the country team to outline the objectives of the diagnosis;
- Ensure that the meeting room is sufficiently spacious to enable groups to work without disturbing each other; provide one break-away table per group (round tables are highly recommended). Materials: flipcharts (one per table), markers and colour cards.
- Provide documents in the local language and translation services to avoid language being a barrier for participation.

Introduction to the tools | *Accountability mapping tools* are a set of participatory instruments developed to understand accountability situations and conceptualise a process of change within these contexts. They enable participants to assess the status of accountability relations existing between the actors of the service delivery in a given water subsector by reviewing the functions, relations, practices, allocation of responsibilities, etc., in any country at the national, regional or local levels in a quick and comprehensive manner. The tools produce visual representations of the water sector as a comprehensive system of accountability relations.

The first step for enhancing the sustainability of interventions and solutions in the WASH sector is to map out and understand the existing accountability relations. When mapping the sector from an accountability point of view, two broad types of questions must be answered:

1) Roles and functions
Who is mandated to do what? Who does what and how in the water sector?

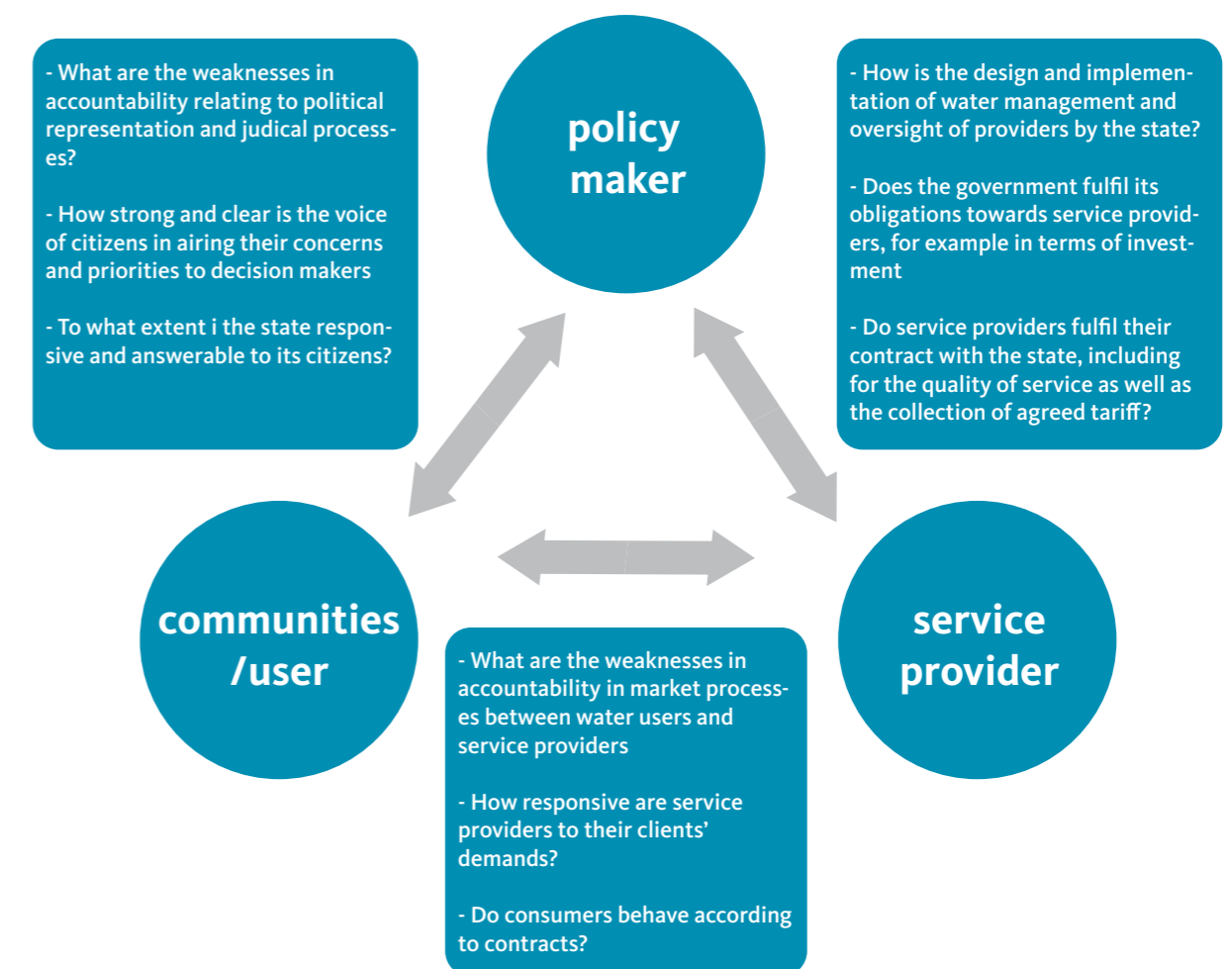
- Who ensures that people have access to water and sanitation?
- Who owns the infrastructures?
- Who provides the services (e.g., water) to the people?
- Who are the users?
- Are there other actors that participate in providing service?
- Is there an institution/entity that ensures that everyone fulfils their function adequately?

The sets of accountability breakdowns identified between the policy makers, service providers and users can help to identify the weak accountability links that exist within the sector. The context analysis sheds light on the particular accountability problem(s) to be addressed.

2) Relations between actors
Who responds to whom? How do these actors link to each other?

- What are the binding documents that need to be enforced?
- Are there contracts in place between the different actors? Is there any other way for them to know what each of them must exactly do?
- Do these actors share information? How?
- Do they meet?
- Do users have the option to meet the service providers?
- Do users have the option to address complaints if service is poor? To whom?

Identifying the weak link(s) will reveal the actors with whom to work. The questions to be asked will cover all three types of relationships within the WASH service delivery framework:



Two types of accountability mapping modalities

The Accountability Mapping exercise at the sector level allows for an overview of the structure of service and an identification of accountability challenges within the sector as a whole. Visualising accountability relationships at the sectoral level can help stakeholders understand how accountability relationships work within the sector, as well as understand their own role and identify weak points, i.e., parts of the system that do not function as they should. The maps created by the tool can help UNICEF WASH staff identify who to involve in a project and where to focus their intervention.

When it is conducted at the sector level, the Accountability Mapping exercise is an assessment tool with a multi-level representation. The purpose of the exercise is of a general nature, to reach a common level of understanding on the challenges and options for solutions. The Accountability Mapping is complementary to the WASH Bottleneck Analysis Tool (WASH-BAT).

Conducting an Accountability Mapping exercise takes three hours.

An in-depth analysis: Service Delivery Accountability Diagnosis at service delivery level

The Service Delivery Accountability Diagnosis is a full-scale application of the Accountability Mapping tool, implemented in detail and in a specific context. When applied at the service delivery level, the objectives of the Accountability Mapping are operational: it is designed not only to understand how accountability relations are functioning today and why, but also to formulate and agree on a series of options for change. Participants sit as representatives of the group they belong to (users, service providers, government). Ideally, each of the actors involved in a specific service delivery model should be represented in the Service Delivery Accountability Diagnosis. It is important that participants are in a position to speak for the institution or group of interest they represent and make decisions.

Conducting a Service Delivery Diagnosis takes one and a half days. In addition, some preparation time is required from the facilitator prior to the exercise, such as research and consultations to identify the actors and pre-diagnose accountability challenges.

Accountability mapping at the sector level

The suggested outline for introducing and applying the Accountability Mapping tool at the sector level is a three-hour workshop, conducted in two sessions. The following table provides guidance about how to structure the activities and how much time is required for each session.

Unit/Module	Duration
Day 1	
IDENTIFICATION of key actors	90 minutes
Break	30 minutes
SELECTION OF ACTIONS to improve accountability in the WASH service delivery	90 minutes

The overall objectives of the Accountability Mapping for participants:

- Understand, analyse and talk about accountability challenges in the selected water provision context
- Understand how a service provision framework is intended to work, and how it actually works
- Localize accountability failures within the framework
- Identify factors that contribute to the lack of accountability
- Identify tools which can be of use to improve the accountability of duty bearers for the provision of services

SESSION 1: Identification of key actors and lines of accountability | Duration: 90 minutes

Learning objectives

- Understand the three types of obligations for those in authority
- Understand the type of problem participants are responding to in their WASH subsector
- Understand how to improve these aspects of accountability

Expected outcome

- A description of the current accountability challenges in their WASH subsector
- A list of options for action in response to the problems identified

Timing (min)	Step	Materials
20	A. Presentation of the key concepts linked to accountability in WASH 1) Enabling environment: what do we want to achieve? 2) Unpacking expected outcomes at the WASH sector level. Good governance will contribute to achieving: a. Sustainability, b. Effectivity, c. Government-led action, d. Fulfilment of the human right to water and sanitation. 3) Outputs: accountability as a WASH governance function.	» PowerPoint presentation: "Introduction to Accountability in WASH"
10	B. Introduction to the triangle. Provide the key elements to understand accountability relationships in the service delivery framework, as well as guidance and a few examples on how this can be further improved in practice.	» Graphic: UNICEF's accountability triangle
60	B. Exercise – Who does what in the WASH sector? The participants will be separated in groups (min. 3 people per group), and will draw the accountability relationships in the service delivery framework of a subsector of their choice (urban, rural, water or sanitation) in a particular country. The participants will use a flipchart to draw the functions and the relationships among the stakeholders.	» Large flip-chart paper » Thick colour pens/markers



Photo: iStock

Service delivery accountability diagnosis

Learning objectives

- Understand the three types of obligations for those in authority
- Understand the type of problem participants are responding to in their WASH subsector
- Understand how to improve these aspects of accountability

Expected outcome

- A description of the current accountability challenges in their WASH subsector
- A list of options for action in response to the problems identified

Timing (min)	Step	Materials
20	A. Presentation about obligations and conditions for relations to be accountable: <ul style="list-style-type: none"> • Responsibility: obligation of those in authority to take responsibility for their actions. Requires that duties and performance standards are clearly defined. • Answerability: obligation to answer for actions and decisions by explaining and justifying them to those affected. Requires that duty bearers provide justification for their actions and decisions to those who are affected. • Enforceability: obligation of those in authority to be subject to some form of enforceable sanction if their conduct or explanation for it is found unsatisfactory. Requires that there are mechanisms in place to monitor actions of public officials, institutions and service providers, to reward or impose sanctions and to take corrective actions when needed. 	» PowerPoint Presentation: "Accountability: Obligations and Conditions". » A copy of the "Reference Guide for Accountability Programming" must be made available to each of the participants.
60	B. Exercise – what can be done to improve Accountability in the WASH sector? <ul style="list-style-type: none"> • Ask participants to split up into break-out groups (min. 3 people per group). Each group will receive a set of Accountability Action Cards with a colour code for each of the three objectives (Responsibility, Answerability and Enforceability). • Ask the break-out groups to select tools described on the Accountability Action Cards that are suited to address the weaknesses identified in session 1. The choice can be based on the type of weakness, the type of accountability link at stake, the expected outcome, or any other entry point chosen by the participant. The group should discuss and agree on the actions and justify their choice. The participants will use the drawing made during the previous session to represent how the relationships among the stakeholders will be improved by the selected tools. 	» Accountability Action Cards » "Reference Guide for Accountability Programming" » Drawing made during session 1 » Sticky notes and pens
20	C. Exercise – what can be done to improve Accountability in the WASH sector? The participants will present the different tools selected in each level (responsibility, answerability and enforceability) by using one flip chart paper by level.	» Accountability Action Cards » Large flip-chart papers or whiteboard and sticky notes » "Reference Guide for Accountability Programming"
20	D. Plenary discussion to select 3-5 tools. Each break-out group reports back on its accountability analysis of its WASH context and choice of tools to address the challenges. The choice criteria are feasibility, available resources, time needed and political will. All groups are invited to discuss the tools selected. The facilitator has to ensure a balanced participation	

The suggested outline of an in-depth Accountability Diagnosis at the service delivery level is a one and a half days workshop. The workshop is structured in six consecutive sessions.

The overall objectives of the Accountability Diagnosis are for participants to:

- Understand the concepts and dimensions of accountability in the context of WASH service delivery in their context
- Localise accountability weaknesses within this framework
- Formulate and agree on a series of options for change

Welcome, introduction and presentation of participants | Duration: 90 minutes

Objective

- The purpose of the introductory session is to provide participants with an overview of the workshop, including the objectives of working with accountability.

Unit/Module	Duration
Day 1	
Welcome, presentation and introduction	90 minutes
Break	30 minutes
1. IDENTIFICATION of key actors	90 minutes
Break	60 minutes
2. RESPONSIBILITY session: analysis of current stakeholder's roles and responsibilities.	45 minutes
3. ANSWERABILITY session: Analysis of capacity of stakeholders to respond to each other	45 minutes
Break	30 minutes
4. ENFORCEABILITY session: Analysis of control and oversight mechanisms	45 minutes
Day 2	
5. REVISION and SELECTION of tools	90 minutes
Break	30 minutes
6. ROADMAP: Functions and Chronogram, Consolidation of document and closing	90 minutes

Timing (min)	Step	Materials
20	A. Welcome to participants , brief introduction to the Sustainable Development Goals (SDGs) and UNICEF agenda linking with country progress.	» PowerPoint presentation: SDGs and UNICEF agenda
10	B. Agenda Introduction: facilitators introduce themselves and present the workshop's programme, objectives and housekeeping points	» Introductory presentation » Workshop presentation » Time schedule » Flip-chart paper showing objectives
20	C. Introduction of participants: participants introduce themselves by stating their name, position, expectations. (Concentric circles dynamic)	» Stickers for names/ name holders
40	D. Presentation of the key concepts around accountability in WASH <ol style="list-style-type: none"> 1. The enabling environment for sustainable WASH services: what we want to achieve (outcomes of the Theory of Change) 2. Unpacking the WASH sector outcome: good governance will contribute to achieving: a) Sustainability b) Effectivity c) Government-led action d) Fulfilment of the human right to water and sanitation 3. Outputs: accountability and WASH governance. Defining Accountability (demanding and delivering good services) 4. Inputs: tools-UNICEF support to government to improve sector performance 	» PowerPoint presentation: "Introduction to Accountability in WASH".

SESSION 1: Identification of key actors and their relations | Duration: 90 minutes

Learning objectives

- Understand the roles played by actors of the WAaSH service delivery framework as functions in an accountability relationship (right holders/duty bearers)

Expected outcome

- A drawing listing all the actors of the water and sanitation service, identifying their functions (provider, user, policy-maker) and their inter-relations (who is accountable to whom)

Timing (min)	Step	Materials
10	A. Introduction to the triangle of accountability <ul style="list-style-type: none"> • The relationships between actors in the delivery of WASH services within an accountability framework 	» PowerPoint presentation: UNICEF’s accountability triangle
60	B. Exercise – who does what in the WASH sector? - Ask participants to split up into break-out groups (minimum of 3 people per group). <ul style="list-style-type: none"> • Ask each group to draw the accountability actors in the service delivery framework of a subsector of their choice (urban, rural, water or sanitation) in a country of their choice. • Ask the participants to draw the relations between stakeholders (as arrows) and identify who is accountable to whom. 	» Large flip chart paper or whiteboard » Thick colour pens
20	C. Presentation about obligations and conditions for relations to be accountable: <ul style="list-style-type: none"> • Responsibility: obligation of those in authority to take responsibility for their actions. Requires that duties and performance standards are clearly defined • Answerability: obligation to answer for actions and decisions by explaining and justifying them to those affected. Requires that duty bearers provide justification for their actions and decisions to those who are affected • Enforceability: obligation of those in authority to be subject to some form of enforceable sanction if their conduct or explanation for it is found unsatisfactory. Requires mechanisms to monitor actions of public officials, institutions and service providers and reward or impose sanctions and take corrective actions when needed. 	» PowerPoint presentation: “Accountability: Obligations and conditions” » A copy of the “Reference Guide for Accountability Programming” should be made available to each participant.



Photo: Pilar Avello

SESSION 2: Responsibility - Stakeholders’ roles and responsibilities | Duration: 45 minutes

Learning objectives

- Understand the importance of well-defined roles and cooperation in water service delivery and identify ways to improve those aspects

Expected outcome

- A description of the current responsibility challenges in WASH subsectors
- A list of options for action in response to the responsibility problems identified

Timing (min)	Step	Materials
15	A. Responsibility level: defining the roles and enabling cooperation in service delivery <ul style="list-style-type: none"> • Introduction to the importance of well-defined roles and coordination of policies: relations between policy makers, service providers and users need to be clear, coherent and cooperative. • Policy coherence: 1) the principle; 2) tools to increase policy coherence; 3) what UNICEF can do to support the improvement of policy coherence • Clear definition of responsibilities: 1) the principle; 2) tools to improve the definition of roles and responsibilities; 3) how UNICEF can enhance the definition of responsibilities • Water sector coordination: 1) the principle and why it matters; 2) tools to improve water sector coordination; 3) how UN 	» PowerPoint presentation: “Responsibility: context and actions”
30	B. Exercise – what can be done to improve Responsibility in the WASH sector? <ul style="list-style-type: none"> • Ask participants to split up into the same break-out groups as in session 1. Each group should receive the set of Accountability Action Cards on Responsibility actions (pink colour) Ask the break-out groups to identify the challenges raised in the relations between actors. Are these issues connected to Responsibility (i.e., linked to a lack of policy coherence, unclear definition of responsibilities or lack of coordination)? • Ask participants to decide whether Responsibility-oriented tools described on the pink Responsibility Action Cards could help to address the weaknesses identified in their context. They should be able to justify their answer. • If one or several Responsibility Action Tool(s) is/are selected, participants should explain their expected outcomes, i.e. how the relationships among the stakeholders will be improved by enhancing responsibility through the action(s). • The participants will use the drawing made during the previous session to represent how and at what point the relationships among the stakeholders could be improved by the selected tool(s) 	» One set of Responsibility Action Cards (Pink cards) per break-out group » One copy of the “Reference Guide for Accountability Programming” per participant » The triangle of accountability drawn in session 1 » Pink sticky notes » Thick colour pens

SESSION 3: Answerability - Capacity of stakeholders to respond to each other | Duration: 45 minutes

SESSION 4: Enforceability - Monitoring, supporting and enforcing compliance | Duration: 45 minutes

Learning objectives

- Understand the importance of informing, consulting and including stakeholders in water service delivery and identify ways to improve those dimensions

Expected outcome

- A description of the current answerability challenges in WASH subsectors
- A list of options for action in response to the answerability problems identified

Learning objectives

- Understand the importance of monitoring performance, supporting enforcement and compliance and identify ways to improve this dimension

Expected outcome

- A description of the current enforceability challenges in WASH subsectors
- A list of options for action in response to the enforceability problems identified

Timing (min)	Step	Materials
15	<p>A. Answerability: informing, consulting and including stakeholders in all stages of service delivery.</p> <ul style="list-style-type: none"> • Introduction on the importance of informing, consulting and including stakeholders: the relations between the three types of functions (policy maker, service provider and users) need to be informed, inclusive and responsive. • Flow of information and use of consumer feedback: 1) the principle; 2) ways to improve the flow and use of information; 3) what UNICEF can do to improve the situation • Consumers' access to information about the services: 1) the principle; 2) ways to improve consumer access to information; 3) how UNICEF can help • Existence of spaces for stakeholder participation: 1) the principle; 2) existing methods to create spaces of interaction; 3) how UNICEF can support these spaces. 	<p>» PowerPoint presentation: "Answerability: context and actions"</p>
30	<p>B. Exercise – what can be done to improve Answerability in the WASH sector?</p> <ul style="list-style-type: none"> • Ask participants to split up into the same break-out groups as in previous sessions. Each group should receive the set of Accountability Action Cards on Answerability (yellow colour) • Ask the break-out groups to review the challenges they have identified in the relations between actors. Are these issues connected to a lack of Answerability (i.e., linked to a problem of information, consultation or inclusion of stakeholders)? • Ask participants to decide whether Answerability-oriented tools described on the yellow Answerability Action Cards could help to address the weaknesses identified in their context. They should justify their answer. • If one or several Answerability Action Tool is/are selected, participants should explain their expected outcomes, i.e., how the relationships among the stakeholders will be improved by enhancing answerability through the action(s). • The participants will use the drawing made during the previous session to represent how and at what point the relationships among the stakeholders could be improved by the selected tool(s). 	<p>» One set of Answerability Action Cards (Yellow cards) per break-out group » One copy of the "Reference Guide for Accountability Programming" per participant » The triangle of accountability drawn in session 1 » Yellow sticky notes » Thick colour pens</p>

Timing (min)	Step	Materials
15	<p>A. Enforceability: monitoring performance, supporting compliance and enforcement.</p> <ul style="list-style-type: none"> • Introduction on the importance of monitoring performance, supporting enforcement and compliance: The mechanisms need to be in place to monitor the performance of actors, support the compliance with existing legal framework and ensure that appropriate corrective and remedial action is taken when required. • Establishment or functioning of a regulatory function: 1) the principle; 2) success stories of regulatory functions; 3) what UNICEF can do to support regulators • External and internal control mechanisms: 1) the principle; 2) types of external and internal control mechanisms; 3) how UNICEF can support control mechanisms. 	<p>» PowerPoint Presentation: "Enforceability: context and actions"</p>
30	<p>B. Exercise – what can be done to improve Enforceability in the WASH sector?</p> <ul style="list-style-type: none"> • Ask participants to split up into the same break-out groups as in previous sessions. Each group should receive the set of Accountability Action Cards on Enforceability (green colour) • Ask the break-out groups to review the challenges they have identified in the relations between actors. Are these issues connected to a lack of Enforceability (i.e., linked to a lack of monitoring of performance, problems of enforcement or compliance with existing rules)? • Ask participants to decide whether Enforceability-oriented tools described on the green Enforceability Action Cards could help to address the weaknesses identified in their context. They should be able to justify their answer. • If one or several Enforceability Action Tools is/are selected, participants should explain their expected outcomes, i.e., how the relationships among the stakeholders will be improved by enhancing enforceability through the action(s). • The participants will use the drawing made during the previous sessions to represent how the relationships among the stakeholders could be improved by the selected tool(s). 	<p>» One set of Enforceability Action Cards (Green cards) per break-out group » One copy of the "Reference Guide for Accountability Programming" per participant » The triangle of accountability drawn in session 1 » Green sticky notes » Thick colour pens</p>

SESSION 5: Revision and selection of tools | Duration: 90 minutes

<p>Learning objectives</p> <ul style="list-style-type: none"> Identify and prioritise practical way(s) forward to solve WASH sustainability problems through improving responsibility, answerability and enforceability in relationships 	<p>Expected outcome</p> <ul style="list-style-type: none"> A prioritised list of response options to the 3 types of accountability challenges identified in the WASH sub-sector The participants obtain a practical understanding of how to use the Reference Guide as a tool when making decisions about accountability programming
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Timing (min)	Step	Materials
45	<p>A. Exercise – consolidation: what can be done to improve Accountability in the WASH sector?</p> <ul style="list-style-type: none"> Ask participants to split up into the same break-out groups as in previous sessions. Each break-out group will review the different tools selected in each area (responsibility, answerability and enforceability) by using one flip-chart paper per area and will prioritize a maximum of 3 tools per subsector. 	<ul style="list-style-type: none"> » One set of all three types of Accountability Action Cards (pink, yellow and green) per break-out group » The triangle of accountability drawn in session 1 with the pink, yellow and green sticky notes » Three flip-chart paper sheets » One copy of the “Reference Guide for Accountability Programming” per participant
45	<p>B. Plenary discussion to select tools.</p> <ul style="list-style-type: none"> Ask each break-out group to report to the rest of the group on the 3 tools selected to address challenges met in each context. Engage participants from the whole group to ask questions, comment and discuss these choices. Ask the whole group to select only realistic options amongst the tools that were selected by the different break-out groups during previous sessions (maximum of 2 tools per subsector). The criteria for selection are the feasibility of the action, the availability of resources, requested time and political will. Ensure participation is balanced. 	

SESSION 6: Roadmap: functions, chronogram and consolidation | Duration: 90 minutes

<p>Learning objectives</p> <ul style="list-style-type: none"> Agree on a roadmap to solve WASH sustainability problems through better accountability 	<p>Expected outcome</p> <ul style="list-style-type: none"> A decision on a sequence of actions in response to accountability challenges in the WASH subsector
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Timing (min)	Step	Materials
45	<p>A. Definition of objectives and success indicators for each selected action and definition of roles and responsibilities</p> <ul style="list-style-type: none"> Ask participant to split up in as many break-out groups as the number of selected tools. Ask participants in each group to state the desired long-term impact(s) of the action when implemented properly. The success indicators should be specific, concrete and measurable in a given time span. Ask each group to produce a list of immediate next steps for the implementation of the action. (e.g., what should happen within the coming four weeks?) Remind participants to name the person(s)/institution with overall responsibility and responsibility for sub-actions. Identify the steps at which External Support Agencies should support the implementation process and type of action(s) to put in place. 	<ul style="list-style-type: none"> » Road map template document
35	<p>B. Presentation of roadmaps</p> <ul style="list-style-type: none"> Ask each break-out group to present the action’s roadmaps. Facilitate the formulation of the main consolidated road map by the whole group. 	<ul style="list-style-type: none"> » Brown paper
10	<p>C. Closing words from organizers.</p>	

About

The Facilitator Guide provides methods to help groups understand accountability relations in their WASH context and plan improvement actions. It has been produced under the “Accountability for Sustainability” programme, a partnership between the UNDP/SIWI Water Governance Facility and UNICEF which aims to increase the sustainability of WASH interventions by enhancing accountability in the service delivery framework.

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