

WATER-AID GHANA

(WAG/WEDC COLLABORATIVE RESEARCH PROJECT)

Application of tools to support sanitation Policies

FINAL REPORT

**ASSESSMENT OF NATIONAL SANITATION POLICIES
-GHANA CASE-**

MARCH 2005

	<p>APPLICATION OF TOOLS IN SUPPORT OF NATIONAL SANITATION POLICIES</p> <p>ASSESSMENT OF KEY ELEMENTS OF NATIONAL SANITATION POLICIES OF GHANA</p>	
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FINAL REPORT

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EXECUTIVE SUMMARY

Context and Purpose

Policies need to be appropriately focused, drawing on the views of key stakeholders and linking with systems and procedures for ensuring widespread implementation. Policies that recognise the need of all segments of the population and provide for plans and programmes that target poor segments of urban areas, small towns and rural communities will enhance scaling of services and benefits of improved environmental sanitation services.

To support the process of policy development, EHP/USAID has developed guidelines to assess national policies and guide the preparation of country-specific national sanitation policy where they do not exist, and assess effective implementation where they exist.

Water-Aid Ghana and WEDC is collaborating with the Ministry of Local Government and Rural Development, the lead ministry responsible for sanitation, and other key agencies to apply the guidelines in assessing existing environmental sanitation policies and those for water-related sanitation (excreta management). Applied to the case of Ghana, the assessment seeks to identify the major stakeholders in the sanitation sub-sector, existing information on policies and programmes/strategies for implementing these policies as well as implementation effectiveness. Proposals and follow-on actions are then made for addressing gaps identified.

This report presents the outcome of detail assessment of environmental sanitation policies carried out between September 2004 and March 2005 using the EHP Guidelines. The exercise involved personnel of key sector institutions, agencies, project units, private sector and NGOs.

Sector Analysis

A stakeholder analysis of the sanitation (and water) sector revealed that there are many public, private sector and non-government agencies all working in support of Metropolitan, Municipal and District Assemblies (MMDAs).

A rapid situation analysis (desk study) revealed that Ghana's population is growing rapidly at 2.7% with a gradual rural-urban migration. Currently, about 44% of the population live in urban areas and it is projected that about half (50%) of the urban population (about 14 million) will be living in urban areas by 2015, if the growth rates of the 1990s persist.

Available statistics on water and sanitation show that currently, about 49% of rural population and 61% of urban population enjoy improved portable water. The situation for sanitation is however worse: 31% for rural sanitation including small towns and 50% for urban. Alongside this phenomenon of growing population and low coverage of environmental sanitation services is the reported recent deterioration in health indicators - infant mortality and under 5 mortality rates. Infant mortality and under 5 mortality rates deteriorated for 2003.

An analysis of existing policies showed that a number of policies exist (or under preparation) that have a bearing on delivery of environmental sanitation services. The 1992 Constitution provides the basic frame for all policies, while the Local Government Act (Act 462) defines the authority and jurisdictional mandates of MMDAs. As at the time of the exercise, focus was on the National Environmental Sanitation Policy (NESP) published in 1999 and to an extent the National Water Policy (NWP) which was then under preparation.

Report Layout

The layout of this report is as follows: the first chapter of this report introduces the whole assessment process and purpose, the second chapter provides background information and detail country data on demographics, coverage of water and environmental sanitation and significant GoG/donor projects. The third chapter summarises the main policies and national-level regulations. The fourth chapter presents the principal findings of the

assessment while the fifth chapter presents the gaps and proposals arrived at for remedying the causes of the gaps in the form Conclusions and Recommendations.

Assessment Process

The procedures adopted for assessment of policies is summarised in Figure 1 (Page 4), and the process followed for detailed assessment of the policies by a Core Group created for the purpose is given in Text Box 3 (page 5). The detailed assessment entailed creation of a policy assessment matrix using the key elements of the EHP Guidelines and common themes of the policies.

The emphasis of the assessment is carry out systematic analysis of the policies for key elements that make them responsive and competent (by answering all questions of the EHP guidelines) in addressing all segments of the population, induce collaboration among sector actors and provide for mechanisms that ensure resources (institutions and finances) for effective implementation of policy actions.

Main Findings

The key points emerging from the consultations are as follows:

The National Environmental Sanitation Policy: the NESP needs to be reviewed to take account of the role played by RPCU and the CWSA (and its regional teams). Consideration should also be given to new arrangements such as the Regional Advisory Committee (RAC) process employed for assessing water and sanitation plans of district assemblies. The Policy needs to be anchored within the strategic framework of the GPRS and to be responsive to the MDGs. There is also need to rationalise the NESP provisions for Strategic Environmental Sanitation Plans and those of the NWP for preparation of District Water and Sanitation Plans (DWSPs).

Political Will: while there is evidence of political Will to promulgate policy, there appears to be a lack of political will to support implementation. To date, there has been limited support for the strategies emanating from the NESP. While this appears to be partly due to lack of capacity at the MMDA level, it could also be due to weakness at the centre as these strategies have become operationalized only through projects (on adhoc basis). A number of strategic proposals of the NESP have not been implemented, in particular that to create a District Environmental Sanitation Fund (now rivalled by the proposed District Water and Sanitation Fund by the NWP).

Acceptance of Policies: at present, there is limited awareness of the NESP and its provisions. Without awareness there can be no acceptance. This is contributing to overlapping of activities between sector institutions and, at times, conflicting proposals on sanitation guidelines.

Legal Framework: legal provisions regarding the roles of central agencies and MMDAs are clear. However, there are challenges in implementing these provisions at the MMDA level. This can be largely attributed to the stalled implementation of the decentralization programme.

Population Targeting: the policies are implicitly pro-poor but there is need for future policies to provide more specific attention to meeting the sanitation needs of the poor.

Levels of Service: there is need to provide additional guidelines on best approaches to sanitation provision. This is, perhaps, one example of the need to support policy with “appropriate” instruments. There is a need to harmonise the specifications and types of facilities promoted by various projects. The starting point for this will be to reach broad agreement between key national stakeholders.

Health considerations: there is a need for greater emphasis on health aspects of delivery of environmental sanitation services. There is scope for improved collaboration between MoH/GHS and MLGRD. For instance, GHS’s “roll back malaria” intervention covers

education on proper sanitary conditions in communities but, to date, the EHSU of MLGRD has played a very limited role in this intervention.

Environmental considerations: the NESP recognises the role of EPA but only in relation to monitoring of specific projects and services (that have significant adverse effects) of the MMDAs. There is need to develop ways of addressing impacts and outcomes at the policy and strategic levels and to consider how these might be incorporated into GPRS processes.

Financial considerations: the CWSA SIP for 2005 – 2015 estimates the investment levels required to meet GPRS and MDG targets. THE NESP does not provide for a consolidated estimate of required investments. The SIP could be seen as the strategy to achieve policy objectives for small towns and rural communities with population below 50,000. There is need to resolve the conflicting proposals to set up a District Water and Sanitation Fund (National Water Policy) and a District Environmental Sanitation fund (NESP).

Institutional roles and responsibilities: there are clear roles and mandates for sector institutions. The main gap is the lack of coherent programmes for the environmental sanitation sub-sector. There is need to agree and implement structures (such as the District Works Departments) at the District level as soon as possible. Structures such as the DWSTs and WSDBs have been created in response to the need to operationalise projects while the strengthening of relevant lower-tier DA structures continues as required by decentralisation policy.

There is potential conflict between the roles of the existing NESPoCC and the proposed NWSCC (NWP). There is need to revive NESPoCC and develop it as an effective and sustainable collaborative organisation as originally intended.

Proposals by the Core Group

Political Will: a programme for carrying out participatory assessments of the outcomes and impacts of policy objectives and actions should be instituted. For the NESP this work may be coordinated by the NESPoCC (through its secretariat) in collaboration with RCCs.

Acceptance of Policies: a programme of IEC should be championed by the key institutions responsible for the policy alongside effective advocacy to ensure recognition by politicians.

Legal Framework: rationalise for compatibility the NESP provisions for preparing Strategic Environmental Sanitation Plans and those of the NWP for the preparation of District Water and Sanitation Plans. There is need to accelerate the creation of DWSTs so as to give a legal home to DWSTs.

Population Targeting: introduce enhanced poverty profiling and pro-poor targeting, as well as stipulations for meeting the needs of physically challenged people in order to ensure that interventions meet the needs of these groups.

Levels of Service: a consultative forum should be held to discuss basic services and the corresponding “acceptable” technologies that meet such services.

Environmental considerations: there is need to ensure that the environmental sustainability principles currently applied to the GPRS (and the policies of its main thematic areas) reflect in sanitation policies. The application of Strategic Environmental Assessment (SEA) tools to the policies is therefore recommended.

Financial considerations: Environmental Sanitation Investment Plan (ESIPlan) to be prepared for the environmental sanitation sub-sector (to complement the SIP for community water and sanitation). The ESIPlan would target the metropolitan, municipal and large urban towns (towns of population in the range of IDA financed Urban 3 and Urban 5, and Urban IV series) to start with. The ESIPlan should be sourced from the Strategic Environmental Sanitation Plans for these towns.

Institutional roles and responsibilities: urgent action should be taken to clarify the roles and mandates of NESPoCC. The recommendations of the recently carried out organizational assessment of the Policy Division (and EHSU) of MLGRD should be given serious attention.

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LIST OF ABBREVIATIONS AND ACRONYMS

CBRDP	-	Community Based Rural Development Project
CBO	-	Community Based Organisation
COM	-	Community Ownership & Management
CWSA	-	Community Water and Sanitation Agency
CWS	-	Community Water and Sanitation
DA	-	District Assembly
DANIDA	-	Danish International Development Agency
DFID	-	Department For International Development
DPCU	-	District Planning and Coordinating Unit
DWSP	-	District Water and Sanitation Plan
DWST	-	District Water and Sanitation Team
DTP	-	District Tender Board
EHP	-	Environmental Health Project
EIA	-	Environmental Impact Assessment
EPA	-	Environmental Protection Agency
ESA	-	External Support Agency
ESICOME	-	Expanded Sanitary Inspection and Compliance Enforcement
ENSADA	-	Environmental Sanitation Day (National)
ESP	-	Environmental Sanitation Policy
EU	-	European Union
FMPs	-	Facility Management Plan
GES	-	Ghana Education Service
GOG	-	Government of Ghana
GPRS	-	Ghana Poverty Reduction Strategy
GWCL	-	Ghana Water Company Limited
GWSC	-	Ghana Water and Sewerage Corporation
GTZ	-	German Technical Cooperation
HES	-	Hygiene Education and Sanitation
HH	-	Household
IDA	-	International Development Association
MDG	-	Millennium Development Goal
M & E	-	Monitoring & Evaluation
MWH	-	Ministry of Works and Housing
NDPC	-	National Development Planning Commission
NCWSP	-	National Community Water and Sanitation Programme
NESPoCC	-	National Environmental Sanitation Policy Coordination Council
NGO	-	Non- Governmental Organisation
O&M	-	Operation and Maintenance
PSR	-	Public Sector Reforms
ST	-	Small Town

PURC	-	Public Utilities Regulatory Commission
PTA	-	Parent Teacher Association
RAC	-	Regional Approval Committee
RCC	-	Regional Coordinating Council
RPCU	-	Regional Planning Coordinating Unit
RWST	-	Regional Water and Sanitation Team
RTB	-	Regional Tender Board
SBDU	-	Small Business Development Unit
SEA	-	Strategic Environmental Assessment
SESP	-	Strategic Environmental Sanitation Plan
SIP	-	Strategic Investment Plan
SSHE	-	School Sanitation and Hygiene Education
TOR	-	Terms of Reference
UESP	-	Urban Environmental Sanitation Project
USAID	-	U.S. Agency for International Development
VIP	-	Village Infrastructure Project
WATSAN	-	Water and Sanitation Committee
WRC	-	Water Resources Commission
WAG	-	WaterAid Ghana
WEDC	-	Water and Engineering for Developing Countries
WS	-	Water and Sanitation
WSS	-	Water and Sanitation Sector
WSDB	-	Water and Sanitation Development Board

1 INTRODUCTION

1.1 BACKGROUND

Effective policies have been identified as key ingredients that have potential to enable progress in improving access to water and environmental sanitation services. Thus policies need to be appropriately focused, drawing on the views of key stakeholders and linking with systems and procedures for ensuring widespread implementation. Policies that recognise the need of all segments of the population and provide for strategies and plans that target poor segments of urban areas, small towns and rural communities will enhance scaling up of services and benefits of improved environmental sanitation. In Ghana the need for competent policies has been recognised and a number of acts, policies and regulations are in existence, while a number are under preparation.

To support the process of policy development, EHP/USAID has developed guidelines to assess national policies and guide the preparation of country-specific national sanitation policy where they do not exist. The guidelines can also be used to assess effectiveness of policy implementation where they exist (as in the case of Ghana regarding the National Environmental Sanitation Policy and related policy actions). The Guidelines for the Assessment of National Sanitation Policies therefore deals with the process of policy development and implementation as well as considering policy content.

Water-Aid Ghana and WEDC is collaborating with the Ministry of Local Government and Rural Development, the lead ministry responsible for sanitation, and other key agencies to apply the guidelines in assessing existing environmental sanitation policies and proposed ones that are related to sanitation (excreta management).

1.2 PURPOSES AND OBJECTIVES OF THE ASSESSMENT

The assignment forms part of WATERAID and WEDC collaborative research to field-test the *Guidelines for the Assessment of National Sanitation Policy*, produced by EHP/USAID in two countries – Nepal and Ghana. Findings from this field-testing will help to produce a clear process and guide for further sanitation policy review and implementation. The research output will provide policy makers and national governments with guidelines for developing effective national sanitation policies.

The purpose of the evaluation is to identify the positive aspects of sanitation policies and regulations and highlight those aspects not yet adequate.

Applied to the case of Ghana, the assignment seeks to identify the major stakeholders in the sanitation sub-sector, existing information on policies and programmes/strategies for implementing these policies as well as implementation effectiveness. Gaps that are identified will form the basis for proposals/actions addressing these gaps made and for follow-on actions.

This report presents the outcome of work carried out up to and inclusive of the detailed investigation stage of the process outlined in the EHP guidelines.

1.3 METHODOLOGY AND TOOLS

1.3.1 Definitions

The central aim of all policies, plans and programmes concerning sanitation is health protection in contributing to well being of persons. It is therefore useful to realise the inter-relations and inter-dependence of excreta management, solid waste management, water, health (including public hygiene and disease prevention) and environment in reaching this over-all aim. It is also useful to note that “environmental sanitation” is broader than “sanitation” (in the narrow sense) and both are conceptually different from water.

In many countries sanitation refers to more than excreta disposal and may include public hygiene, water and aspects of solid waste. In this context the broader concept of environmental sanitation is adopted and used (unless specified otherwise) to enable assessment of the existing environmental sanitation policy as well as those under preparation (e.g. the water policy for small towns and rural communities contain sections that deal with household latrine promotion, while the urban water policy touches on arrangements for sewerage management).

1.3.2 Core Questions and Background Information Collation

The context of the whole assessment of policies is based on the core questions adapted from the EHP guidelines and the initial rapid situation analysis (see Box 1). Answers to these broad questions are to be derived from applying the seven basic steps followed for the assessment of the policies and depicted in Figure1.

Box 1: Core Questions

1. What is the current situation?
 - o what are the national sanitation policies?
 - o How adequate are these policies?
 - o How are these policies translated into programmes?
 - o How effective are these programmes in improving services?
2. How can Policy help your organization achieve its objectives?
3. What are the problems and constraints?

The seven basic steps include:

- ◆ Preparation (including stakeholder identification, collection and collating of background information and rapid situation analysis)
- ◆ First Workshop (to launch assessment and validate initial findings)
- ◆ Detailed Investigation (including Core Group formation)
- ◆ Second Workshop (to validate key findings/outcomes)
- ◆ Developed Proposals for Improving Policy
- ◆ Presentation of Proposals (to broad stakeholder group)
- ◆ Implement Proposals (based on action plans developed for national-level intervention)

The detailed assessment stage applied the questions under the key elements of the EHP guidelines.

Box 2: Key Elements of Responsive Policies

<ul style="list-style-type: none"> • Political will • Policy acceptance • Legal framework • Target population • Service levels 	<ul style="list-style-type: none"> • Health considerations • Environmental considerations • Financial considerations • Institutional roles and responsibilities
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The analysis of existing policies (and those under preparation) was carried by initially identifying common themes of the policies. The identified themes also represent subject areas that were identified to be common to the policies under review and often elaborated on in other published policies. This was necessary so that all areas of the policies are covered in the assessment.

The themes include: legislation and regulation, institutional roles and responsibilities, finance (including resource mobilization and allocation), technology options (and service levels), information-education and communication (including dissemination and advocacy), monitoring and evaluation (including participatory assessments of policy objectives).

1.3.3 Core Group Assessments and Stakeholder Workshop

The key elements of the EHP guidelines and the themes were put in matrix form and served as the basic frame for analysing the policies (see Annex 1 sample policy appraisal matrix). The matrix also contained gaps and proposals applicable to each specific question of the key elements as applied to the themes. The process adopted for the detailed assessment of the policy (ies) is summarised in Box 3.

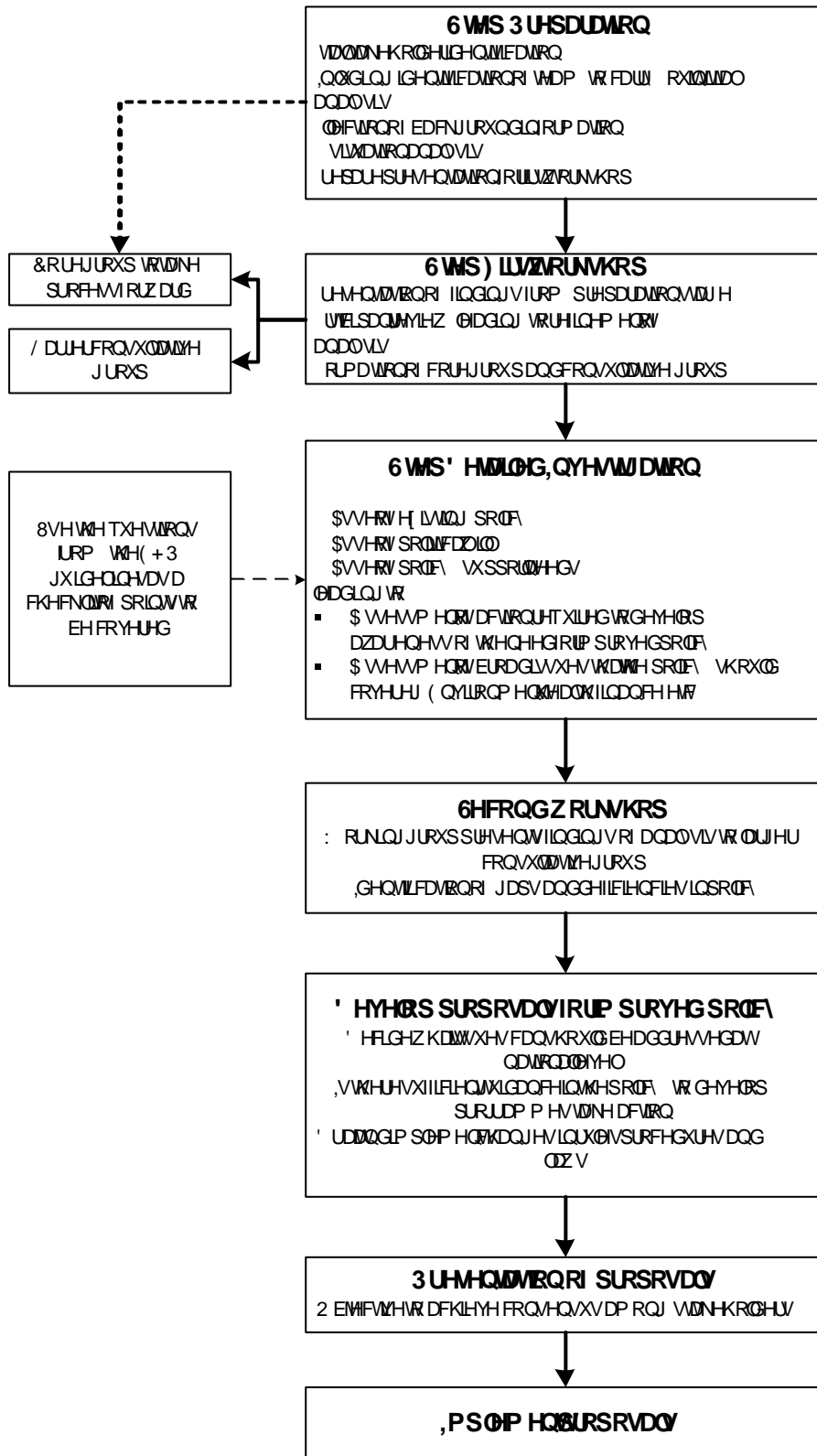
1.3.4 Key Person Interviews and Focus Group Discussions

The outcome of the assessment by CG was followed up with in-depth KPIs with selected individuals of key agencies including CWSA, GWCL, MoH, WRC and EPA. Focus Group Discussions were held with the Policy Division of the MLGRD.

1.3.5 Limitations of the assessment

- Because of time constraints and logistics, consultation during assessment has been limited to key institutions. The number of MMDAs (the end-users and implementers of policy strategies) could have been more.
- The quality of regional level assessments was limited, as it depended on CG members. In this light the extent to which a number of policy strategies have been implemented is not sufficiently captured.
- The assessment of sections of the National Water Policy (under preparation) was limited as at the time of detailed assessments the drafts were not in the public domain.

Figure 1: Activity Flow for Assessment of Sanitation Policies



Box 3: Process of Detailed Assessment by Core Groups

The Core Group was constituted in October 2004 during the National Stakeholders workshop in response to requirements of the EHP guidelines. The number was limited to a maximum of 14. Membership cuts across key sector institutions and actors.

Core Group Membership

Ministry of Local Government and Rural Development (Policy Division)	Afram Plains District Assembly Town and Country Planning Department
Ministry of Works and Housing (Water Directorate)	School Hygiene Education Project, MoE/GES
Community Water and Sanitation Agency	Ghana Health Services (Occupational Health Division)
Ghana Water Company Limited	CIDA-District Capacity Building Project
Tema Municipal Assembly(Waste Management Division)	WaterAid Ghana
Regional Environmental Health Unit (Tamale)	TREND-Private Service Provider

The representatives of these institutions are from key departments/project units whose specialist knowledge has bearing on operationalizing policy objectives and/or strategies and their participation add value to the study.

Preparation for Core group Meeting:*Documentation:*

Prior to the first meeting, the Secretariat circulated the following document to all members:

- Report of the first workshop;
- EHP guidelines; and,
- The Environmental Sanitation Policy of Ghana.

Meeting Process:

Summary of the findings at the preparatory stage was presented and discussed in detail. The facilitator presented a comprehensive policy appraisal matrix on the key areas and questions drawn from the EHP. All members received and validated the matrix. The matrix and key questions became the focus of discussion among the CG group members. The questions were applied to the appraisal matrix to set the tone for detail assessment by CG members prior to the second CG meeting.

CG-members analysed the key issues in the Environmental Sanitation Policy using the EHP guidelines (section 4.4) as well as issues identified in the first workshop among others as cross-cutting areas. It was also recognized that there were sanitation-related policies in preparation other than the ESP that would be relevant for the investigations. To facilitate their work the facilitator obtained these from the relevant institutions and circulated to the CG members.

Commitments and formation of sub-thematic Groups

At the end of discussion and simulation sessions, members subscribed to key areas and questions that they will deepen their investigation on for detail assessment. It was recognized by all members that **not all** the questions raised in the EHP are applicable to the National Environmental Sanitation Policy and sanitation related policies.

Follow-on Steps:

CG members received the policy appraisal matrix to guide detail investigation. The matrix contained all the key questions under each component. CG members were to provide feedback on their investigation to be collated by WaterAid/facilitator/consultant. Other sub-sector documents currently being collated by the Water Directorate of the Ministry of Works and Housing in preparation of a consolidated National Water Policy (NWP) were circulated among the CG before the second meeting. By implication, their recommendations will already reflect the key gaps (conflicts) in the policies that are being prepared.

CG Meeting No. 2 (and Workshop No.2) -The second CG meeting discussed the findings of individual CG members and those collated by the facilitator. These were presented and discussed in detail. The second workshop was scheduled. Prior to the workshop, the facilitator/consultant worked with a select team drawn from the CG to write out the findings into a report as outlined in the EHP guidelines.

2 BACKGROUND INFORMATION AND COUNTRY DATA

2.1 INTRODUCTION

2.1.1 General Comment

This section of the report presents an overview and the context of the water and environmental sanitation sector of Ghana. It is based on information gathered for stages One (1) and Two (2) of the seven (7) steps of figure 1. The information covers initial stakeholder analysis, existing policies, on-going programmes and projects and available sector coverage statistics for water, sanitation and solid waste. Further details of stakeholder' roles and responsibilities are presented in a separate document [1] "Draft *Report on Preparation Stage (Stakeholder Listing, Background Information and Rapid Situation Analysis)* available from WaterAid Ghana.¹

2.1.2 Initial Stakeholder and Rapid Situation Analyses, Listing of Policies

An analysis of stakeholders in the sanitation (and water) sector carried out indicated that there are many government agencies, private sector actors, and development partners all working in support of MMDAs. A number of guidelines and manuals prepared as part operationalising policy actions have not be achieved. Furthermore, a number of challenges and opportunities also support the need for a review or assessment of existing policies.

Box 4: Rapid Situation Analysis: Challenges and Opportunities

- The GPRS has become the basic framework for all development projects in Ghana
- Ghana reached HIPC completion point
- Poverty targeting has become important and requires more attention to raise the living standards of the poor
- GoG's has a more urgent demand for decentralization of provision of services and their management
- MDG requires improved measuring and managing of sector results
- Small Towns cover 43% of Ghana's rural water and sanitation sector and needs special attention if large proportions of poor persons are to be reached (GPRS/MDGs targets)
- Development Partners are gearing towards Multi-donor budgetary support; key actors are working towards programmatic approach in the water and sanitation sector.
- MCA of US government launched
- Need for convergence of multiple donor procedures – policy has so far been ineffective in ensuring consistent rules and procedures applied to sanitation practice and delivery.
- National Environmental Sanitation Policy Coordination Council has not been meeting since mid-2002
- A number of guidelines and manuals on sanitation have been prepared but not operationalised
- The Ghana Local Government Service Act 2003, Act 656 have been passed with consequent implications on Environmental Health staff of the MLGRD.
- Financial Administration Act, 2003, Act 654 and Public Procurement Act, 2003, Act 663 have been passed with implications on delivery of services by agencies and MMDAs
- A re-tooled Public Sector Reform is looking critically at decentralization efforts

¹ Additional information has been gathered since the preparatory stage and first workshop – important among them is additional information on specific guidelines produced (ESICOME series) in support of the ESP, and the on-going preparation of a Health-Care Waste Policy (by Occupational and Health Division of MoH).

2.1.3 Demographic Data

The latest population and housing census (2000) put the population of Ghana at 18,912,079. The declared population is an increase of 53.8% over the previous census (1984) population of 12, 296,081 and represents an intercensal growth rate of 2.7%².

Population trends from analysis of census data from 1960, 1970 and 1984 indicated a progressive increase of rural to urban migration from 23% to 32%. However, the Ghana Living Standards Survey (GLSS 1991/92) indicated a gradual reversal of this phenomenon, and a more recent survey, the GLSS 4 (2000) indicated a 10% rural-urban migration.

Currently, forty-four percent of Ghana's population live in urban areas, and almost half of Ghana's 8.3 million urban residents live in the country's two largest cities – Accra and Kumasi. If growth rates of the 1990s persist, the urban population will reach 14 million by 2015, at which point half (50%) of Ghana's population will be living in cities and towns.

Women, children and the elderly form the bulk of rural dwellers and bear the major brunt of poor access to water and sanitation, and related environmental degradation. Close to 44% of the total rural population is below age 15 (GLSS 4, 2000), and data on total fertility rates indicate that rural women have an average of 6.4 children as compared to an average of 4 children for urban women.

Most urban poor households depend on public toilets and latrines. There also are many families in large cities (Accra-Tema, Kumasi, Takoradi and Tamale) that still do not have access to even these public facilities. Government statistics understate the severity of this problem. The reported presence of a latrine within premises does not connote access and use. Also the definition of "access" for those living within a distance of a public toilet is also misleading as the observed practice of "wrap-and-throw" is widespread.

2.2 HEALTH INDICATORS (RELATED TO WATER, SANITATION AND HYGIENE)

There is a recent deterioration in health indicators - infant mortality and under 5 mortality rates. Infant mortality and under 5 mortality rates deteriorated for 2003. While in-depth analysis of the indicators may help reveal the main areas of occurrence (i.e. whether rural, core urban or peri-urban) and other contributory factors (e.g. malnutrition, poor solid waste and sillage disposal), there is no doubt that the slow progress in access to safe potable water and improved household latrines is an important contributor. For example, the predominance of public latrines in towns and cities does not meet the needs of under-fives.

Health Indicators, 1988-2003 (%)				
	1988	1993	1998	2003
Infant Mortality Rate	77	66	57	64
Under five mortality rate	155	119	108	111
Maternal mortality ratio	240	214	214	n.a.
Life expectancy at birth	54	56	58	60

Sources: DHS, WDR and the health sector Program of Work in Ghana- Facts and Figures 2003

² Source: 2000 Population and Housing Census, Summary Report of Final Results. Ghana Statistical Service, March 2002.

Available reports indicate that for Ghana, diarrhoeal diseases are one of the most significant causes of illness and deaths for children under five and account for 25% of deaths among children under five and a total of 84,000 deaths a year, and over nine million episodes of diarrhoea annually.

The challenges the water and sanitation sector faces include not only 'reducing present deficits' but also "how to effectively match population growth with incremental growth in services" including effective hygiene education and awareness creation for behavioural change if GPRS goals and MDG medium term targets are to be reached.

2.3 COVERAGE

2.3.1 Water and Sanitation

Available statistics on water and sanitation show that currently, about 49%³ of rural population and 61% of urban population enjoy improved portable water. The situation for sanitation is however worse: 31% for rural sanitation including small towns and 50% for urban (see Table 1A).

CWSA has recognized the problem of low population access rate and has drawn up a program in its Strategic Investment Program (SIP) to go beyond the targets of the MDGs to achieve 85% target coverage. As shown in Table 6B, the commitment required to finance rural water and sanitation to attain the 85% target coverage in 2015 is in excess of \$572m or \$52m/year. This means that given the 40% coverage rate for water and 35% for sanitation, the total investment cost for meeting the MDGs for water and sanitation is estimated to be \$2 billion⁴ (see Table 1B).

With an expected 3% urban and 2.5% rural growth rates (see 2000 population census), to achieve the MDGs, the number of people served will need to double. An estimated 11.1 million more people will need access to improved water and 11.7 million more to improved sanitation by 2015 (see Table 1A). With planned and committed investment (about \$200m) only covering less than 10% of the population, Ghana needs to have a critical look at its investment to meet the MDGs.

Current investment rate in water will only cover 56% (an incremental rate of less than 10% from 2004 coverage rate) of rural population and 80% urban population by 2015. This means that given the rate of population growth (2.7%) only less than half of the required population of the country will have access to improved WSS facilities by 2015 (see Table 1C).

³ Empirical data gathered from CWSA puts 2003 coverage rate at 46.2%. Since 2004 estimates were not available, we used estimates based on World Bank "MDG Ghana Country Assessment, Dec. 2003".

⁴ This calculation is based on **unit cost** as explained in the note under Table 4B

Table 1A: Projected Water Supply and Sanitation Access Gap (2004-2015): Ghana MDG Targets

		2004			MDG Target 2015 Coverage				Ghana 2015 Targets and coverage		Incremental Pop to be covered to reach Ghana MDG (m)
		Pop (m)	Pop with Access (m)	Access (%)	Est. 2015 Total Population (m)	Total Population to be covered to reach MDG	MDG Target (%)	Incremental Pop to be covered (m)	Ghana MDG Targets (%)	Total Pop to be covered to reach Ghana MDG (m)	
Water (MDG 2015)	Rural	11.9	5.8	49%	15.3	11.1	73%	5.3	85%	13	7.2
	Urban	8.7	5.3	61%	13	11.4	88%	6.1	88%	11.4	6.1
	Total	20.6	10.1	50%	28.3	22.5	78%	11.4	86%	24.4	13.3
Sanitation (MDG 2015)	Rural	11.9	3.7	31%	15.3	8.6	56%	4.9	85%	13	9.3
	Urban	8.7	3.5	40%	12.9	10.3	80%	6.8	80%	10.3	6.8
	Total	20.6	7.2	35%	28.3	18.9	64%	11.7	82%	23.3	16.1

- Source: CWSA SIP, 2004 and Action Plan
- Water MDG for Africa, *World Bank* 2003

Table 1B: Projected Water Supply and Sanitation Access Gap (2004-2015)

		2004		MDG Target		MDG Investments					InvestmentGAP (\$m)
		Total (m)	Access (m)	Access (%)	Total Pop (m)	Access (%)	Pop to be Covered	Pop not covered (m)	Needed Investment (\$m)	Planned Investment (\$m)	
Water (MDG 2015)	Rural	11.9	5.8	49%	15.3	85%	13	7.2	331	185	146
	Urban	8.7	5.3	61%	13	88%	11.4	6.1	701.5	100	601.5
	Total	20.6	10.1	50%	28.3	80%	24.4	13.3	1032	285	747.5
Sanitation (MDG 2015)	Rural	11.9	3.7	31%	15.3	85%	13	9.3	241	N/A	N/A
	Urban	8.7	3.5	40%	13	80%	10.3	6.8	748	N/A	N/A
	Total	20.6	7.2	35%	28.3	82%	23.3	16.1	989		

Note: Investment costs based on unit capital costs and number of people to be added between 2004 -2015, service level (with population growth rate at 2.7%), plus 30% added for management, planning/design, construction supervision, and capacity building for water and sanitation. Average water supply unit costs used were \$46 for rural and \$115 for urban and average sanitation unit cost were \$26 for rural and \$110 for urban

Table 1C: Water Supply and Sanitation Access by 2015 Given Current Rate of Investment

		2004			2015 Coverage given current investment			
		Pop (m)	Pop with Access (m)	Access (%)	Total (m)	Pop to be covered (m)	Percentage of coverage given current investments (%)	Incremental pop That can be covered (m)
Water (MDG 2015)	Rural	11.9	5.8	49%	15.3	8.6	56%	2.8
	Urban	8.7	5.3	61%	13	10.4	80%	5.1
	Total	20.6	10.1	50%	28.3	17.1	60%	7.9
Sanitation (MDG 2015)	Rural	11.9	3.7	31%	15.3	3.7	24%	0
	Urban	8.7	3.5	40%	13	9.7	75%	6.2
	Total	20.6	7.2	35%	28.3	10.5	37%	6.2

Note: Investment costs based on unit capital costs and number of people to be added between 2004 -2015, service level (with population growth rate at 2.7% : 3% for urban and 2.5% for rural).

*Unit Costs used are based on the following assumptions:

- 4/5 of the population not covered is in rural and small towns.
- 1/5 resides in medium towns

Average water supply unit costs used were \$33.8 for rural and small towns and \$65 for medium town (this calculation is based on unit cost provided by the World Bank in Ghana's MDG Assessment in 2003 and it includes 30% added for management, planning/design, construction supervision, and capacity building for water and sanitation). Urban unit cost was \$115, with average sanitation unit cost being \$26 for rural and \$110 for urban.

2.3.2 Solid Waste and Storm Water Drainage Management

According to the Environmental Sanitation Policy, the underlying causes of the unsatisfactory environmental situation are deficiencies in: national goals, a defined sub-sector for urban sanitation, sectoral responsibilities, technical capacity in the Ministry of Local Government and Rural Development (MLGRD), up-to date legislation, enforcement, funding at the national and local government level, and adequate professional staff. In addition it faults the central level for transferring the responsibility for environmental sanitation to local governments without matching it with increased transfer of resources.

Refuse Collection and Disposal: improvement in refuse collection and/or disposal is always mentioned as the first priority by staff of MMDAs of medium-large towns and cities. This is mainly because of the visible effect of poor refuse collection/disposal on the immediate vicinity. In reaction to this many DAs spend between 40 – 60 % of their annual budget on operating and maintaining collection vehicles, skips and large number of refuse-dump attendants. Hardly a day goes by without a complaint in the media about the poor sanitary conditions in Accra or Tema, be it refuse accumulation, (especially littering of plastics), lack of drain maintenance, or inadequate toilet facilities. On the average only about 68% of the solid wastes generated in Ghana's five largest towns is collected (Table 2).

Storm Water: in many small, medium, large towns and cities lack of storm drainage contributes to ponding of stagnant water and sometimes localized flooding and erosion. In urban areas the phenomenon of flooding with related loss of property and life occurs after every heavy down pour. The problems of inadequate drainage compound the challenges of providing improved water and excreta facilities.

Table 2: Municipal Solid Waste Data for 5 Largest Cities, 2004 – 2010

Characteristics	Accra	Kumasi	Sekondi-Takoradi	Tamale	Tema*	All cities
2004						
Population, thousand *	1,904	1,343	348	228	437	4,260
MSW generated, kg/capita/day	0.79	0.82	0.68	0.66	0.59	0.76
MSW generated, tons/day	1,500	1,100	236	150	260	3,246
MSW collected, tons/day	950	850	170	85	155	2,210
Percent collected	63%	77%	72%	57%	60%	68%
Collection cost, US\$/ton	10.0	8.0	7.0	6.0	8.0	7.8
Disposal cost, US\$/ton	2.0	1.0	-	-	-	1.5
Total cost, US\$/ton	12.0	9.0	7.0	6.0	8.0	8.4
2010						
Population, thousand *	2,340	1,651	404	272	537	5,204
MSW generated, kg/capita/day	0.80	0.80	0.70	0.70	0.70	0.75
MSW generated, tons/day	1,872	1,321	283	190	376	4,042
MSW collected, tons/day	1,498	1,123	226	124	263	3,233
Percent collected	75%	85%	80%	65%	70%	80%
Collection cost, US\$/ton	10.0	8.0	7.0	6.0	8.0	7.8
Disposal cost, US\$/ton	3.0	2.0	2.0	2.0	1.5	2.1
Total cost, US\$/ton	13.0	10.0	9.0	8.0	9.5	10

2.3.3 Investments in water and environmental sanitation development

Since 2004, Government of Ghana's (GoG) budget recognises the key programmes of the GPRS. The following excerpts of GoG's 2005 Budget Statement⁵ gives the performance of the WSS sector for 2004 and the outlook for 2005:

"For rural water CWSA constructed 2,288 new boreholes fitted with handpumps. Out of this 215 were constructed in the guinea worm endemic areas of the country. CWSA also completed 50 small community pipe systems and 57 small town pipe systems. A total of 5,601 household and 441 institutional places of convenience were completed throughout the country.

For urban, in 2004 the GWCL undertook expansion/extension of mains and distribution lines, and repair of booster stations to reach more of low-income communities and new developing un-served areas in the outskirts of Accra. Other projects improved supply of water to regional capitals and institutions as well as targeted communities such as mains extensions to Bulpeila in Tamale under the Guinea Worm Eradication Project. A number of projects targeted at small and medium urban towns such as the Six Small Towns Water Supply project (koforidua, Asamankese, Nsawam, Nkawkaw, Akim Swedru, Anum Boso) are on-going.

The Outlook for 2005 in the Budget Statement's concerning rural and urban water sub-sectors are as follows: in accordance with the GPRS objectives and MDG targets of accelerating delivery of sustainable safe water and improved sanitation facilities to rural communities and small towns, CWSA will undertake the following activities in 2005: construction of 1,900 boreholes; 40 new hand-dug wells; 30 small community pipe systems; 40 new small town pipe systems; 6,000 new household places of convenience; 500 new institutional places of convenience; and rehabilitation of 50 existing boreholes. In addition HIPC funds will be used to construct about 220 boreholes fitted with hand-pumps in guinea worm endemic communities. Work in the urban water segment will comprise mainly extension of transmission, distribution network, rehabilitation of existing network and commencement of a number of new projects".

The above 2004 performance and Outlook for 2005 do not capture other key interventions of other MDAs (besides MWH) such as MLGRD (environmental sanitation projects) and NGOs. This omission (or lack of a composite picture) makes benchmarking and measuring of progress towards GPRS and MDG targets difficult.

The current investment rate in water will only cover 56% (an incremental rate of less than 10% from 2004 coverage rate) of rural population and 80% urban population by 2015. This means that given the rate of population growth (2.7%) only less than half of the required population of the country will have access to improved water and sanitation facilities by 2015.

Details of some investments (loans and grants) for the water and sanitation sector presented in the 2005 budget is reproduced as part of Annex 2.

⁵ The Budget Statement and Economic Policy of the Government of Ghana for the 2005 Financial Year presented to Parliament, 24th February 2005.

3 SUMMARY OF CURRENT POLICIES AND NATIONAL LEVEL REGULATIONS

3.1 GENERAL COMMENTS

The 1992 Constitution of the Republic of Ghana, is the fundamental law of Ghana and provides the basis for which all other laws are derived. The Constitution defines the statutory responsibilities of the main line ministries of government as well as the vesting of powers of local government authority to MMDAs. The constitution envisions decentralization as a key element of delivery of services and governance.

The 1992 Constitution enshrines the human rights of the individual and requires the President to report to Parliament at least once a year all the steps taken to ensure realization of basic human rights, a healthy economy, the right to work, the right to good health care. Section 41 of the Constitution lists certain duties and responsibilities associated with the exercise and enjoyment of rights and freedoms, among which is the duty to protect and safeguard the environment.

Concerning the environment the specific directive principle of state policy is in Article 36(9) which states “the State shall take appropriate measures needed to protect and safe guard the national environment for posterity; and shall seek co-operation with other states and bodies for purposes of protecting the wider international environment for mankind”.

3.2 GPRS, MDGS AND SEA

The Ghana Poverty Reduction Strategy (GPRS) is the underlying development policy framework for Ghana. The implementation of the GPRS which commenced in 2002 is geared towards achieving the medium term priorities of the Government. The GPRS is now being used to inform all key policy and budgetary decisions at the national and district levels. The GPRS states that *“increasing access to potable water and sanitation is a key to achieving health outcomes and sustained poverty reduction”*.

The Annual Progress Report (APR) of the GPRS, provides a framework for the systematic review of the GPRS programme and it analyses programmes and projects implementation and their impacts and outcomes on the socio-economic development for each year under review.

The GPRS and APR process is therefore setting a systematic and consistent basis for better measuring, monitoring and managing of how strategies for mitigating poverty are implemented, and how the country is performing towards achieving the Millennium Development Goals (MDGs), especially Goal 7 which deals with environmental sustainability.

Application of Strategic Environmental Assessment (SEA) tools in evaluation of the impact and outcomes of GPRS is laying the basis for assessing in a participatory manner the social, economic and environmental sustainability of the policies, plans and programmes that accompany the delivery GPRS goals and targets.

3.3 NATIONAL POLICIES THAT AFFECT THE SANITATION SUBSECTOR

During the preparation stage a number of policy (and policy-like strategies) documents were collated. The summary of the most relevant documents are listed in Table 1.

3.4 DECENTRALIZATION AND REGULATORY CONTROLS

The Local Government Act, 1993 (Act 462) derives from the vision of the 1992 Constitution in institutionalizing decentralized mode of public administration and governance and defines the authority and jurisdiction of MMDAs (detailed in establishment instruments)⁶. The Local Government Act also lists (in its Eight Schedule, Section 161) a number of departments and organizations ceasing to exist⁷ in districts (subsequently amended in the Local Government Service Act, 2003 (Act 656) in further pursuit of devolution of oversight responsibility to MMDAs.

Relevant sections and schedules of Act 462 list the services and regulatory mandates of MMDAs. Responsibility for all environmental sanitation services including sewerage are listed under the purview of MMDAs. MMDAs are also responsible for enacting bye-laws that deal with sanitation.

⁶ LI1615 Local Government (Accra Metropolitan Assembly) Establishment Instrument, 1995

⁷ Many of the departments earmarked for devolved operations within the MMDAs still operate independently with established reporting lineage to “mother” departments at Central Government level.

Table 2: Existing Policies (including those under preparation)

Policy (Policy-related Plan)	Main Area of Focus	Sponsor (Ministry/Agency)	Year (target)	Status (consultations, Draft Final, Published)
Environmental Sanitation Policy	Collection and disposal of wastes (solid and liquid, excreta, industrial, health care), storm water drainage, control of pests and diseases. Food hygiene, education on environmental sanitation, inspection and enforcement of sanitary regulations, environmental management.	MLGRD	1999	Published
NCWSP	Rural water and sanitation, providing for principles, standards and procedures and sector policy for provision of water and related sanitation to rural communities and small towns.	CWSA ⁸ - MWH	(2005)	Under review as part of NWP
Urban Water policy	Urban water supply – standards, strategies for improving water supply to urban areas.	GWCL - MWH	(2005)	Under review for as part of NWP
Ghana Water Policy (prepared by WRC)	Water resources conservation, regulation and control of demands of water use and waste disposal, general guidelines for sustainable management of water resources, access to safe drinking water and sanitation, access to water for food security, mitigating effects of extreme hydro-climatic events, coordination and information dissemination)	WRC ⁹ - MWH	2003 (2005)	Under review for consolidation as NWP
Ghana Environmental Action Plan	Environmental policy, natural resources management (land management, forest resources, energy resources, water resources, water pollution, marine and coastal ecosystems, environmental education, environmental monitoring etc.	EPC ¹⁰ (MEST) EPA	1994	Published
Health-Care Waste Policy		MOH/GHS – OEHD	(2005)	Under preparation

⁸ The CWSA Act 1998, Act 564 established CWSA to facilitate the provision of safe water and related sanitation services to rural communities and small towns.

⁹ The Water Resources Commission Act, 1996, Act 522 established the WRC, for the regulation/management of water resources and for the co-ordination of any policy in relation to them.

¹⁰ The Environmental Protection Agency Act, 1994, Act 490 provided for the establishment of the agency in place of the Environmental Protection Council (a purely advisory and research-oriented body) established by NRC Decree 239 of 1974.

4 OUTCOMES AND PRINCIPAL FINDINGS OF ASSESSMENT

4.1 POLITICAL WILL

The Government of Ghana demonstrates a lot of political will towards water and environmental sanitation issues. The GPRS recognises water and sanitation as key to poverty reduction as water and sanitation is a cross-cutting theme in plans, programmes and strategies. The Government continues to implement programmes and projects in the WSS for improving living conditions of the poor.

The Ghana Environmental Sanitation Policy was endorsed by cabinet in 1999 and re-printed in 2001, and the continued dialogue is to review the policy to reflect emerging strategies such as the GPRS and MDGs. The Government and its Development Partners are investing increasingly towards the rural water and sanitation, urban water supply and environmental sanitation.

In the rural water and sanitation sub-sector the passage of acts establishing the CWSA as the lead Agency responsible for facilitating the provision of water and sanitation (household latrines) and hygiene education to rural communities and small towns is demonstration of political will. The NCWSP highlights the financing of hygiene education as part of all WS projects.

The re-emergence of guinea worm in some parts of Ghana (e.g Krachi and Nkwanta in the North of Volta Region), and the deteriorating infant mortality indices has renewed momentum to water and sanitation and, particularly, the need for sustaining improved hygiene practices. current effort of better measuring of development results demonstrated by the APR process of the GPRS and the MDGs has brought about a new momentum for engaging sector actors for improving sanitation targets as we annually track and publish progress achieved.

The preparation of a new consolidated National Water Policy (NWP), project-launch of the Ghana UWP with its private-operator participation, and the recent revival of NESPOCC by MLGRD are all adding impetus to policy issues and strategies. All in all urban environmental sanitation and urban water supply are topical issues that receive continual and unceasing media attention.

4.1.1 Indicators of Political Will

There are many indicators of political will for environmental sanitation and water-related sanitation (emphasize is on the provision of household latrines and accompanying hygiene education):

The GPRS: as the basic development policy recognises water and sanitation as a fundamental ingredient for improving health and consequently livelihoods and alleviating poverty. The application of SEA of the GPRS plans and programmes has heightened awareness of the centrality of water and sanitation as it affects many other sectors. It should

be noted, however, that the current NESP makes no mention of the GPRS and the MDGs since it preceded the adoption of these frameworks.

The passage of ESP: the National ESP is currently being assessed and the lead ministry (MLGRD) and sector actors have shown appreciable interest in the outcomes of the assessment. The Government endorsed the creation of NESPOCC with cross-sector representation to ensure coordination and building partnerships among institutions to provide a common framework for tackling environmental sanitation issues comprehensively.

ENSADA: since its inception in 1999, the environmental sanitation week has been observed by all district assemblies of Ghana (with awards given to “cleanest towns”) and has always received wide media coverage. The day of the launch of the weekly event dubbed the National Environmental Sanitation Day (ENSADA) has often been accompanied by high political participation and speeches. The 2004 ENSADA was launched by His Excellency, the Vice President of the Republic of Ghana with many ministers of state and traditional authorities in attendance.

Vice-Presidents Initiative on Discipline: the Vice-President of the Republic of Ghana initiated five years ago advocacy for discipline in hygiene-awareness particularly hygienic behaviour in public and salubrious outdoor amenities.

Preparation of National Water Policy: the NWP has received tremendous support from high-level government officials and ministry-level support in consultations and dialoguing in its preparation. The proposed completion date of the NWP (May 2005) is anchored as one of the Multi-Donor Budget Support (MDBS) output triggers. The MDBS is a cabinet level negotiated support and thus reflects the commitment and willingness of the Government towards completing the NWP. The completion of the water policy is an additional requirement for rolling out investments under the Ghana Urban Water Project.

The President of Ghana, H.E. John Agyekum Kuffuor provided a great momentum to the preparation of the NWP as he stated in the State of the Nations Address to parliament this year “a National Policy on Water would be presented to Parliament this year”.

Pg. 18: The State of the Nations Address to the First Session of the Fourth Parliament of the Fourth Republic. February 3, 2005.

The GPRS, MDGs and Investment Plans: The Government places a lot of emphasis on progress made in delivery of policies, plans and programmes of the GPRS toward achieving the Millennium Development Goals. The monitoring and evaluation indicators of the poverty reduction strategy (GPRS M&E) contain delivery of water and sanitation facilities as targets. Investments in the water and sanitation, and environmental sanitation sectors are geared towards poverty reduction.

The NCWSP: The National Community Water and Sanitation Programme (NCWSP) has seen the establishment of the CWSA as the lead sector agency in community water and sanitation. Government has continued to support CWSA to cover its core operations and programme management costs.

Although many of the interventions in CWS are largely financed by Development Partners (DPs), government sourcing of funding as well as in some cases borrowed financing is indicative of government's will in improving access to rural and small town communities. The Strategic Investment Plan (SIP) prepared by the CWSA for the provision of water and sanitation facilities to rural and small towns aims at coverage targets in excess of the MDGs by 2015. The SIP calls for bold initiatives and higher contributions from Government towards rural and small towns.

Urban Water Project the recently approved Ghana Urban Water Supply Project stalled for several years for a number of reasons, a main one being civil society advocacy for pro-poor considerations. This has heightened awareness of the needs of un-served poor of low-income and peri-urban areas. This is influencing the First-Year Investment Plan (FYIP) of the project.

Private Sector Participation: all the sub-sector draft policies (i.e. for community water and sanitation, urban water supply) and the NESP, give private sector actors central roles in the provision of goods and services. The NWCSP provide capacity building for private companies and encourage local enterprises in the provision of boreholes and hand-dug wells. The provision of household latrines is basically provided by local artisans and aids employment generation.

Private Sector Participation is pivotal in the Urban Water Sector Local companies have since the early 1990 being engaged in meter installation, customer billing and revenue collection. The repacked Urban Water Project relies on private operators (including active participation of local companies) to improve performance of the utility company's (GWCL's) non-revenue water, improve production from existing infrastructure and ultimately relief poor households of unserved low-income areas and peri-urban areas from buying water from vendors (water tankers) at 5 to 12 times (¢500 – ¢1000 per 18 litre-bucket) the price fixed by the utility (¢80.00).

Budgets for Sanitation: Public (MMDAs) funding for environmental sanitation projects and programmes and those under the NWCSP are largely made from the DACF and DA own-sources. An important policy-supporting mechanism for the NESP has been the budget provision for the holding of NESPOCC meetings. Additional resources had also been made available in the past for the Policy Division of MLGRD to carry out specific investigations (e.g indiscriminate disposal of plastic waste and the state of recycling) at the request of the NESPOCC.

The NESP proposes the establishment of Environmental Sanitation Fund, while the NCWSP proposes to establish a Water and Sanitation fund. These intensions indicate the need for a MMDA-level mechanism for financing water and environmental sanitation. Further discussions are needed to resolve the best mechanism for attaining a separate "ring-fenced" budget for environmental health and sanitation. The policy of the urban water supply sub-sector alludes to the "pass-over" of fees collected for sanitation (sewerage charges and 2.5% rural water levy) to local governments for payment into a sanitation fund.

4.2 ACCEPTANCE OF POLICIES

There is wide agreement to the policy objectives of the National Environmental Sanitation Policy (ESP) as well as the role of the Ministry of Local Government as the lead ministry responsible for environmental sanitation.

It was highlighted during the first workshop that non-effective dissemination of the Environmental Sanitation Policy (ESP) is one of the main shortcomings affecting implementation of programmes derived from its objectives, as the ESP has remained largely a document known to Ministry-level technocrats and larger metropolitan and municipal assemblies. Many District Chief Executives (DCEs) who are the political heads of district assemblies are not aware of the existence of the ESP, while the National Environmental Sanitation Coordination Council (NESPoCC) created to propel the dissemination of the ESP has effectively slipped from engaging sector actors.

All central-government level ministries, departments and agencies show appreciation of decentralizations and all policies recognise the centrality of the decentralization process as enshrined in the 1992 constitution of Ghana. The programmes and strategies that emanate from the policies seek to facilitate the mandates of MMDAs.

The downside is that deepening the institutionalization of decentralized management by MMDAs has fallen short and limping due to incoherent and inconsistent implementation strategies. Many decentralized departments and agencies still own first-point reporting obligations to their “mother” organizations. Sub-district structures (Area and Town Councils, Unit Committees) proposed in the Local Government Act 1993 (Act 462) are partially functional.

In many instances, sector agencies have created parallel structures (e.g. DWSTs, WSDBs) to enable delivery of services instead of waiting for the inertia of decentralized mandate to be overcome.

In recent times, Government has rekindled the decentralization agenda and has established a Decentralization Secretariat within the MLGRD. The secretariat has prepared a Decentralization National Action Plan (NDAP) which seeks to pilot the enhanced delivery of environmental sanitation services as a vehicle for decentralized management. Additional commitment to re-visit the decentralization agenda is demonstrated by Government's renewed reform of the public sector through its Public Sector Reform (PSR) programme under the office of the Senior Minister. Decentralization is one of the four areas of focus of the PSR.

While it is not possible to gauge, at this stage, how the National Water Policy (NWP) which is currently under preparation will fare, the process of participatory consultations and engagement used in its preparation offers the NWP a greater exposure of its intent and contents. Another grey area is the determination of how far political will and/or acceptance of policy influence provision of funds from central government. The question has been asked whether the provision of funds is as a result of pressure to address unacceptable situations or as direct result of policy provisions.

Nevertheless, there is general acceptance of cost-recovery objectives of policies as households are agreeable to paying for improved environmental sanitation services.

4.3 TARGETING THE POOR

Poverty targeting in Water and Sanitation projects: with the GPRS as the basic development framework document, emphasis is gradually being given to poverty targeting in selecting beneficiary communities in WSS projects. For the community water and sanitation segment sector practitioners are asking for a re-examination of “demand-responsiveness” and the “first-come first-served” principle and go deeper to carry out poverty profiling so as to reach the “poorest-of-the-poor”.

All in all the NESP and the NWP target low-income communities in urban areas, rural communities and small towns. The NESP adopt a generalized targeting of un-served areas (skewed towards urban areas), the CWS of the NWP targets rural and small towns while the urban water supply section has pro-low income elements and recognises the role of Community User Groups.

The policies that target urban population (the NESP and the urban water supply section) do not address specific needs of urban poor segments of the population.

4.3.1 Focus of Projects: low-income, small towns and rural

Government has increasingly supported solid waste management within Ghana’s largest cities by making allocations from HIPC benefit and DACF sources. All environmental sanitation interventions target low-income communities and unserved areas of large towns and cities where the health-effects of poor environmental health and sanitation services are very acute.

The Local Government Development Project (LGDP) series (Urban 3 and 5 projects) and the Urban Environmental Sanitation Project (UESP) series (Urban IV, phases 1 and 2) target low-income communities.

The level of investments for rural and small towns’ water and sanitation projects has increased over the years; the recently launched GoG/DANIDA supported WSSPS II, the GoG/IDA financed Community Water and Sanitation Projects (CWSP 1 and CWSP-2), the GoG/IDA financed Small Towns Water and Sanitation Project (STWSP) and the GoG/IDA-financed Community Based Rural Development Project (CBRDP) all provide improved access to water and household latrines together with hygiene education (see Table 2).

4.3.2 Subsidy Programs

For the urban environmental sanitation segment, the provision of subsidies for household latrines target households in low-income (poor neighbourhoods). The NESP technologies exclude sewerage as an option for wastewater disposal and recommends simplified sewerage for limited locality-specific (e.g. housing estates) sewerage with pond treatment (waste

stabilization ponds). This policy directive is to avoid high-cost options that usually serve affluent sections of cities and metropolitan areas.

All projects provide cost-sharing arrangements for the provision of household latrines. The provision of communal collection of refuse from public places and the development costs for landfill sites and wastewater/septage treatment ponds as well as operation and maintenance management are costs that are borne directly by central Government and MMDAs.

4.4 SERVICE LEVELS

The aspiration for improved service levels are expressed consistently, with Ministers of State leading in the agitation for improved and robust versions of household latrines and public toilets. The UESP, LGDP series and the various community water and sanitation projects have made efforts at testing and modifying designs of known technology options (e.g. VIP, aqua-privies, ecosan toilets etc.). Projects also provide technology options and educate beneficiaries on the implications of levels of service so that households are able to make informed choices.

Household (K)-VIP latrines are listed as basic sanitation service levels (8-persons per privy room). It is appreciated that setting of minimum standards for environmental sanitation services (excluding excreta management aspects) is difficult. This is reflected in the NESP where defined basic services cover a range of qualitative services (NESP, Section 8.1, pg. 21).

Regarding costs of basic services, experiences from implementing a number of household latrine promotion projects suggest that even where subsidies are provided uptake by households have been poor. Whereas this may indicate ill-affordability by poor households the issue of willingness-to-pay comes into play as many poor households spend money on “seemingly pressing” issues such as funerals.

Field surveys indicate that there is lack of effective knowledge sharing on “best practices” as there are differences in facility specifications from one donor project to the other especially for those projects that do not rely on CWSA facilitation.

4.5 LEGAL FRAMEWORK

4.5.1 National Constitution and decentralized governance

The 1992 Constitution of the Republic of Ghana, define the statutory responsibilities of the main line ministries of government and vested power of local government authority in MMDAs. The constitution envisions decentralization as a key element of delivery of services and governance as indicated in Civil Service Law 1993 (PNDC Law 327).

4.5.2 Laws of relevance to the subsector

Currently the main existing policy concerning environmental sanitation activities is the NESP, which’s provision is based on the mandates granted to MMDAs by Local Government Act of 1993 (Act 462). The policy provisions for the community water and sanitation sector derive

from Act 564, while provisions for urban water supply derive from Act 461. Besides there are many acts that influence either the delivery of services or the deliverers of services or both.

In addition there are many laws and statutes that derive from age-long practice and aid the delivery of services, regulation and enforcement. The following are those mentioned as significant:

- The Constitution of the Republic of Ghana, 1992
- Local Government Act, 1993 (Act 462)
- Local Government Service Act, 2003 (Act 656)
- The various Establishment Instruments (LIs) that mandate MMDAs in the delivery of environmental sanitation services.
- Town and Country Planning Ordinances, 1994 (Cap 84)
- The Development Planning (System) Act, 1994 (Act 480)
- National Building Regulations, 1996 (LI1630)
- Community Water and Sanitation Agency Act, 1998 (Act 564)
- Environmental Protection Agency Act, 1994 (Act 490)
- Environmental Assessment Regulations, 1999 (Li 1652)
- The Water Resources Commission Act, 1996 (Act 522)
- The Ghana Water Company Limited (GWCL) Establishment Act, 1999 (Act 461)
- Public Utilities Regulatory Commission Act, 1997 (Act 538)
- Financial Administration Act, 2003 (Act 654)
- Public Procurement Act, 2003 (Act 663)
- The criminal Code, 1960 (Act 29)
- Vaccination Ordinance Cap 76
- Quarantine Ordinance Cap 77
- Infectious Disease Ordinance
- Food and Drugs Law 305b (1992)
- Mortuaries and Funeral Facilities Act, 1998 (Act 563)
- Various Bye-laws of the MMDAs
- Births and Deaths – Act 301
- International Health Regulations (Entry Ports)

4.5.3 Technical Guidelines for the sanitation subsector

As mentioned earlier many of the policies have emerged from practice over time. Prior to enactment of the statutes, professional practice and delivery of services have been governed by guidelines and handbooks. More recently a number of guidelines have been prepared to meet the provisions of policies. The lists below indicate a number of guidelines and guidance notes employed in the sector. Those that are directly related to the urban environmental sanitation (NESP) and to the community water and sanitation sub-sector are listed separately;

National Environmental Sanitation Policy

- Environmental Health Inspection: Organisation and Implementation (MLGRD)

- Health Promotion: A Manual for Environmental Health Workers (MLGRD)
- Prosecution of Sanitary Cases (MLGRD)

Expanded Sanitary Inspection and Compliance Enforcement (ESICOME) series:

- Landfill Guidelines (MLGRD/EPA)
- Guidelines for Management of Health Care and veterinary Waste in Ghana (MLGRD/EPA)
- Trainers/ Notes on Landfill (MLGRD)
- Manual for the Preparation of District Waste Management Plans in Ghana (MLGRD/EPA)

Reports from EHSU (MLGRD) and regions indicate that staff training in the ESICOME programme has been initiated and carried out for DAs. Follow-up on implementation of the programme and its effectiveness would indicate the viability of the programme and the variations needed, if any.

Community Water and Sanitation

- Guidelines on Small Towns Water Supply
- Project Operational Manual(s) for Community Water and Sanitation
- Community Operational Manual (COM)
- District Operational Manual (DOM)
- Guidelines for Preparing Community Water and Environmental Sanitation Development Plans (NDPC/CWSA)

4.5.4 Applicable Enforcement Regulations

Inadequate enforcement and appropriate support systems (e.g. lack of sanitation courts) has been identified as a major constraint in applying regulations emanating from policies and various acts. Although MMDAs are mandated to pass bye-laws, the most popularly applied law for enforcing environmental sanitation is derived from section 296(1) of the Criminal Code, 1960 (Act 29). Section 296(1) of the code provides that “*whoever places or permits to be placed, any carrion, filth, dirt, refuse, or rubbish, or any offensive or otherwise unwholesome matter, on any street, yard, enclosure, or open space, except at such places as may be set apart by the local authority or health officer for that purpose commits a punishable offence*”. In 297(1), it states that “*when an offence has been committed under 296 (1) but the offender has not been identified or discovered, the fact of any carrion or other substance mentioned in that subsection being found in front of any premises shall be prima facie evidence of its having been placed there by the occupier of the premises*”. This elegantly written and widely encompassing relic of colonial laws is still the law applied by environmental health officers of MMDAs.

4.5.5 Analysis

The comprehensiveness of any policy to allow sector actors to develop plans and programmes of action depend largely on various factors. The NESP, for example, refers only to the preparation of Strategic Environmental Sanitation Plans by MMDAs. This is only

sufficient so far as generic templates for developing the SESP are made available for the use of MMDAs.

Similarly many participating District Assemblies (DAs) in community water and sanitation projects have prepared District Water and Sanitation Plans (DWSPs) dating from year 2000. The DWSPs are part of the Medium Term Development Plans of DAs and have been used in accessing funds for water and sanitation facilities on annual basis. Reference to DWSPs in the CWS, of the NWP, likewise sufficient if manuals are available for DAs to refer to when preparing DWSPs.

The above examples have been chosen to demonstrate the potential conflicts that exist between a number of the provisions of the NESP and the community water and sanitation sub-sector policy¹¹. Examples serve to illustrate these conflicts:

- The existence of NESPoCC and the proposed creation of a National Water and Sanitation Collaborative Council (NWSCC) as provided in the CWS policy. The concern of environmental sanitation practitioners is that the large donor presence in the mainly “water” sector would lead to a hijack and sidelining of the NESPoCC. This potential conflict needs to be resolved while the NWP is being finalised.
- There are also conflict in the roles and mandates of “legal” lower-tier governance structures (Area Councils, town Councils and Unit Committees) created by Act 462 and “operational” structures (e.g. WATSANs and WSDBs) created by CWSA to deliver water and sanitation. It must be pointed out that 13 years after promulgation of Act 462 many lower-tier structures are dormant. The practical proposition has been for DAs to use the mandate of Act 462 to enact bye-laws “legalizing” WATSANs and WSDBs.
- The NESP provides for the preparation of SESP by MMDAs (none prepared since 1999) while all DAs participating in CWS projects have prepared DWSPs since year 2000. The limitation expressed by DAs is the narrowness of the “sanitation” aspect (household latrines) in the DWSPs as the much more conspicuous problems of many DAs (especially small towns) concern the wider environmental sanitation issues.
- The TCDP LI defines authorised schemes (officially approved layout of towns) as those “eligible” for public services including water, electricity and refuse collection. The purely public good nature of environmental sanitation does not allow exclusion of any segment of the population – currently areas that are not served are not deliberately denied but are not reached because of operational constraints of MMDAs.

Regarding bye-laws enacted by MMDAs, there is lack of enforceable power (inadequate logistic support, low level of fines are not deterrent enough, frustration in enforcing bench warrant arrest) on the part of the justice system in providing appropriate facilities that will enhance timely dispensation of offences in real time. Lengthy prosecutions and lack of facilities for preservation of odorous (offal) evidence have influenced an already de-motivated

¹¹ This sub-sector policy has been consolidated into a single Draft National Water Policy as of April 2005.

environmental health staff to become lackadaisical in pursuing enforcement of regulations vigorously.

4.6 HEALTH CONSIDERATIONS

Good health is an intrinsic factor in all environmental sanitation projects as most interventions target improving environmental health and well-being and thus contributing to alleviating poverty.

Since the transfer of Environmental Health staff from MoH to MLGRD in 1995, the role of MOH in sanitation has been limited to programmes related to malaria prevention although they serve on the NESPoCC. In almost all environmental sanitation interventions environmental health officers play key roles in disseminating information on sanitation related health problems and serve as the main actors of good health and hygiene education in creating awareness for behaviour change in communities. The main challenge is how MMDAs can support on a continued basis hygiene education programmes not tied to projects.

4.7 ENVIRONMENTAL CONCERNS

Environmental health is an explicit component of the NESP – Section 6 deals with environmental management and protection. The NESP provides adequate policy explanation of the sanitation-related environmental problems but this is limited to indiscriminate final disposal of solid waste and septage. The policy also stipulates the provision of bye-laws for managing and disposing of hazardous waste.

The NESP provides for Environmental Protection Agency (EPA) as the lead environment monitor of MMDAs, while the Environmental Health Departments of MMDAs carry out front-line environmental health inspections and provide reporting on monitoring of the environment in general terms. Ministry of Environment and Science, the line ministry of EPA, is a member of NESPoCC.

As part of fulfilling NESP objectives the MLGRD has collaborated with EPA to prepare a number of guidelines as part of the Expanded Sanitary Inspection and Compliance Enforcement (ESICOME) programme.

4.8 FINANCIAL CONSIDERATION

In general terms sanitation programmes do not receive the same priority as other basic services. Development programmes are designed to meet the aspirations of households and communities, and water is a priority item to households in almost all cases. Financing for water and electricity receive prompt contributions from households than for environmental sanitation. Government and donor interventions are heavily skewed in favour of water interventions (see tables on investments). For example, for urban water Government has absorbed loans (incurred from 1999 to 2002) to GWCL and has provided further relief from HIPC funds (totalling \$103 million) and has cancelled some ₪80.2 billion debt owned by GWCL.

Furthermore, sanitation technology options desired by households, in most cases, are much more expensive and beyond the reach of the poor. Meanwhile households resort to free-ranging and public toilets and thus mitigating the adoption of improved options.

In general specific project interventions define discrete levels of investments required for environmental sanitation and the NESP does not indicate planned costs for meeting environmental sanitation services. On the other hand the urban water and community water and sanitation sections of the NWP have indicative figures for meeting targeted coverage.

The SIP for the NCWSP lays out the costs required to meet 85% coverage by 2015 and proposes the cost sharing arrangements for Government, DAs and communities. The SIP costs are based on generic unit costs of technologies (including those for household latrines) derived from field practices and applications.

Many environmental sanitation projects rely on 50:50 cost-sharing between projects and households for domestic sanitation facilities. There is flexibility in range of facility options and modes (in-kind) of financing. Alternative technologies or variations of model household facilities are provided for difficult terrain (e.g. high-water table) and for specific socio-religious communities (e.g. modified household Aqua privy for Moslem households).

The NESP and sections of the NWP do not go into details of identifying portions of the recurrent costs borne by households (for household latrines) as all operation and maintenance of household-level facilities are borne fully by households.

For environmental sanitation services full cost recovery for house-to-house refuse collection is stipulated although the current collection fees are below full-economic costs as communal collections and disposal costs are largely covered by own-resources of MMDAs with support from central Government (DACF and HIPC) for large towns, municipal and metropolitan areas.

Households, generally, do not have access to alternative sources of financing (e.g. micro credit financing) for household latrines. What has emerged is for the provision of portions of DACF to MMDAs for financing environmental sanitation services together with capital contributions from Development Partner interventions. Government counterpart financing, allocated to MMDAs, for projects are “ring-fenced” and targeted to the special projects.

Funding for municipal treatment and disposal systems and communal facilities (including communal refuse collection) is borne by MMDAs (e.g. Kumasi relies on own-sources for paying for management of Asafo waste stabilization ponds). DACF and, periodically, HIPC funds have been allocated to cushion costs borne by larger municipal and metropolitan assemblies where the problems of filth and related health impact are most acute.

4.8.1 Maintenance of environmental sanitation services

Running costs of refuse collection and maintenance costs of household latrines, for example, are estimated to be within reach of targeted beneficiaries. Capital costs for domestic facilities are also often met by households. Costs of treatment and disposal facilities are totally borne by MMDAs and provisions from central Government.

4.8.2 Programme Costs

Specific project management costs for environmental sanitation projects (e.g. UESP series) are borne by project allocations.

In the case of semi-autonomous agencies like the CWSA costs of managing the country-wide NCWSP, programmatic costs are borne mainly by central Government. In the case of CWSA the levels of Government financing for programmatic costs have been estimated to be low. Additional incremental costs for managing specific projects are provided on “fee-for-service” basis and are tagged as management fees. Management fees are currently pegged at 5% of facilities delivered through DA-level implementation with CWSA facilitation support.

4.9 INSTITUTIONAL ROLES AND RESPONSIBILITIES

The institutional roles of sector agencies and MMDAs are sufficiently defined by Act 462 and the specific acts (Act 564) establishing agencies such as the CWSA. The framework of functions and responsibilities is depicted in Table... There are a number of overlapping areas of operational responsibilities (see 4.9.4 Analysis of roles and responsibilities) that need effective coordination, collaboration and partnership building to ensure coherent planning and allocation of resources for institutional strengthening and capacity development (including training).

Table 3: Institutional Matrix (Table 13 of Chapter 3, EHP Guidelines)

Roles	Rural	Urban Poor	Municipal/Small Towns
Planning	DAs,	MMAs,	MMAs
Financing	DAs, NGOs, Communities, GoG, DPs	DAs, NGOs, Communities, GoG, DPs	DAs, NGOs, Communities, GoG, DPs
Regulation	DAs, MLGRD, MWH, EPA,	MAs, MLGRD, MWH, EPA, GES	MAs, EPA, MLGRD, MWH, GES
Implementation	DAs, NGOs	MAs, NGOs	MAs, NGOs
Operation and Maintenance	DAs, Households, Schools, WATSANs, DAs	DAs, Households, Schools, MAs	DAs, Households, Schools, MAs, WSDBs
Monitoring and Evaluation	RCC, DPs, DAs, CWSA	RCC, DPs, MAs, MLGRD	RCC, DPs, MAs, MLGRD
Programme Support			
- training	NGOs, DPs, DAs, CWSA, RCC, MLGRD	RCC, MLGRD	RCC, MLGRD
- hygiene promotion	NGOs, DPs, GES/GHS, DAs, CWSA	GES/GHS, MAs	GES/GHS, MAs
- institutional development	NGOs, RCCs, DAs, MLGRD, MWH, CWSA	NGOs, RCCs, DAs, MLGRD	NGOs, RCCs, DAs, MLGRD

- community organization	CWSA, NGOs, GES/GHS, DAs	CWSA, NGOs, GES/GHS, DAs	CWSA, NGOs, GES/GHS, DAs
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4.9.1 Institutional roles of Government and Central Agencies

MWH – Water Directorate

The newly created Water Directorate of the Ministry of Works and Housing is emerging as the focal point for coordination of the water and sanitation (water-related) sector for policy harmonization, sector-wide monitoring and evaluation of GPRS outcomes and MDG targets as well as coordination of Government and donor assistance in the water and sanitation (water-related) sector.

The main tasks of the Directorate include;

- secretariat to projects coordinating committees e.g as secretary the Component Steering Committee of Danida WSSPSII – Policy, Monitoring and Management Support component
- initiating and leading sector dialogue on policy and sector-wide planning issues
- carrying out clearing house functions for funds flow management for projects e.g. under the Danida WSSPSII, the MWH-Water Directorate endorses funds releases from BoG to the various programme components
- initiate and coordinate annual GoG-Development Partners joint water and sanitation sector reviews
- coordinate and direct projects preparation activities and ensure coordination in projects

The Water Directorate is receiving support from a number of sources including the WSPSSII (PMMS), STWSSP and Urban Water Project for institutional strengthening.

MLGRD – Policy Division

The MLGRD has the oversight responsibility for environmental sanitation. The Policy Division of MLGRD houses the Sanitation and Environmental Health Unit which has mandates covering;

- coordinating environmental sanitation policy and defining strategies for policy implementation
- acting as the secretariat to the National Environmental Sanitation Policy Coordinating Council (NESPoCC)
- monitoring of sanitation and environmental health outcomes of GPRS and MDG targets
- developing guidelines for environmental sanitation and supervision of DAs in implementing projects
- posting and maintaining EHOs/EHAs at DA level as well as performance appraisal of Regional EHOs.

The Policy Division of MLGRD is receiving support as part of Danida WSSPSII (PMMS) for organisational assessment of NESPoCC as well as defining parameters and systems for M&E of sanitation and environmental health connected to the GPRS M&E.

4.9.2 Institutional roles of RCC and regional level actors

RCCs and RCPUs

The Regional Planning and Coordinating Units (RCPUs) as secretariats of RCCs have the responsibility of coordinating, monitoring and evaluation of all district development plans.

Every district, before the end of the financial year, submits to the Regional Co-ordinating Council a detailed budget for the district, stating the revenue and expenditure for the following year. This includes the aggregate revenue and expenditure of all departments and organisations under the MMDAs including annual developmental plans and programmes of the departments and organisations under the MMDA.

Community Water and Sanitation Agency

Almost all CWS sub-projects by the major doors are implemented by communities and their DAs with facilitation and management support by CWSA. CWSA currently, also, provides support to the Water Directorate in external liaison and co-ordination of community (rural and small town) water and sanitation. The Agency consists of a Head Office in Accra and ten regional offices (Regional Water and Sanitation Teams).

The Regional Offices of CWSA (Regional Water and Sanitation Teams)

The regional offices are staffed with a gender balanced team of multi-disciplinary personnel with specialist skills in management, community development, training, hygiene education, technical issues, finance and administration. They play a key role in providing technical assistance to DAs and building private sector capacity for project implementation. RWST appraise funding requests and authorize disbursement of funds for approved sub-projects. RWSTs are remunerated for sub-project management on a fee-for-service basis in relation to the amount of the sub-project approved and the funds disbursed and efficiently utilized by DA according to the approved workplace budget and the impact achieved.

4.9.3 Institutional roles of MMDAs

The local government structure is made up of a Regional Co-ordinating Council and a four-tier Metropolitan and a three-tier Municipal /District Assemblies structure.

The District Assembly consists of the District Chief Executive (nominated by the President), two-thirds of members elected by universal adult suffrage and one-third of members appointed by the President in consultation with traditional authorities, associations and the RCC. The DA's administration is headed by a District Co-ordinating Director. The DAs consist of eleven departments made up of the decentralised civil service departments.

Functions of the MMDAs

The functions of the MMDAs are derived from the legislative instruments establishing them and from Act 462, and are deliberative, legislative and executive. The MMDAs are responsible for the overall development of the district. They are required to:

- (a) prepare and submit development plans and budgets through the RCC to the NDPC and the Ministries of Local Government and Rural Development and of Finance for approval.

- (b) Formulate and execute plans, programmes and strategies for effective mobilization of resources,
- (c) Promote and support productive activity and social development in the district,
- (d) Initiate programmes for the development of basic infrastructure,
- (e) Collaborate with other departments, agencies, and projects.
- (f) Enact bye-law for the management of environmental sanitation services.

For the CWS sector, DAs work through their District Works Departments¹² (DWD), to develop district water and sanitation programmes and promote the project in eligible communities. DAs open separate bank accounts and contribute at least 5% to the cost of facilities demanded by communities in the district. The DAs are responsible for vetting the construction grant applications and proposals and prepare packages of sub-projects to pass on to RAC (through the RWST) for approval on a periodic basis. The DAs also work with communities to contract and supervise the community development, training and investment activities.

The Community

For community water and sanitation projects, rural communities and small towns form gender-balanced voluntary groups which are represented by elected committees named WATSAN Committee/Water and Sanitation Development Board (WSDB) respectively. The WATSAN/WSDB are responsible (with assistance from the DA) for sub-project implementation and with the community plan, implement and manage their facilities.

The NESP recognises the “public good” nature of environmental sanitation and places the responsibility on all – individuals, households, communities, private operators, NGOs, MMDAs and government. A number of the proposed actions that are to go with the principle collective responsibility at the community level are yet to be implemented.

The Private Sector/NGOs

In CWS private sector consultants, contractors, suppliers, NGOs etc. with the relevant skills and experience are contracted by the Communities/District Assemblies and CWSA to provide works, goods and services required for the sub-projects and compete for contracts to deliver goods and services to communities and DAs.

4.9.4 Analysis of the roles of sub-sector institutions

The involvement of RCC and RCPUs has focused to a large extent on collation of MMDA programmes and plans and forwarding these to MLGRD (especially for municipal and metropolitan Assemblies). For CWS, RCC roles in water and sanitation projects at MMDA level is being reinforced under a number of projects, especially for community water and sanitation. For example, under the CBRDP project implementation is through the active participation of Area and Town councils. The involvement of RCC/RCPU in the RAC (chaired by RCC) constituted for regional-level of coordination of projects under the DANIDA-sponsored District-based Water and Sanitation component is proposed for adoption by other CWS projects. The RAC endorses the annual regional water and sanitation investments based on DWSPs. In addition the RAC appraises performance of DAs based on monitoring and evaluation by RCPUs/RWSTs.

¹² DWSTs have been created as transitional units by DAs to implement CWS projects where DWDs do not exist. In many districts DWST membership include , environmental health officer, district planning officer and technician engineer; Desk Officers for WSS at DAs are often planners and DCs

5 CONCLUSIONS AND RECOMMENDATIONS

This section contains Gaps (identified by CG members) and Proposals (made by CG members) as part of the exercise of completing the policy assessment matrix. The conclusions are therefore crafted in line with the proposals in response to main gaps

GAPS

The presentation of identified gaps follows the flow of the key elements as for section 4.

5.1.1 Political Will

While there is evidence of political will towards promulgation of policies, there is a perceived lack of implementation support. As an example, there is no mechanism for measuring and assessing the impact of the NESP, while there is no mandatory requirement for the main coordinating body (NESPOCC) to account for its activities and performance.

Support for strategies emanating from the NESP is significantly weak in many areas. This seems to explain the “fire-fighting” approach adopted by many MMDAs in remedying poor waste management services. Budget commitment for sanitation has remained negligible while there are no stand-alone sanitation budgets or projects for rural and small towns.

A number of strategic proposals has not been implemented and are yet to be reviewed for their continued relevance. The NESP proposed the establishment of a District Environmental Sanitation Fund which is yet to be implemented (incidentally the CWS section of the NWP proposes the creation of a District Water and Sanitation Fund).

These shortfalls may account for the poor dissemination of a number of guidelines and manuals (see section 4.5.3) developed for implementing the NESP.

5.1.2 Acceptance of Policies

Generally, there is a perception of acceptance of policies by front-line actors although in the formulation of a number of these policies (e.g. NESP) consultations were limited to select practitioners in the sector. Of the existing policies, it has been observed that the NESP has not enjoyed adequate dissemination and there is limited public awareness if at all.

Another dimension of lack of targeted and broad-based consultations is reflected by the lack of specific mention of underserved or vulnerable persons in the NESP.

5.1.3 Legal Framework

Various acts of Parliament and regulations support policies and the defined roles and areas of jurisdiction for central agencies and MMDAs. The MMDAs are the responsible agents for delivery of sanitation services to the general population.

Despite the clear roles, there are overlaps in operationalising policy actions at the MMDA level. For example there are observed overlaps in roles of “legal” structures (e.g. Area Councils, Town Councils, Unit Committees) and “operational” entities such as WATSANs/WSDBs and DWSTs. These shortfalls are largely attributed to the stalled implementation of the decentralization programme.

5.1.4 Population Targeting

All the policies have in them implicit targeting of low-income and poor segments of the population. What is missing is the explicit targeting of the poor, as for the NESP, although plans and programmes target low-income and blighted areas of urban communities and peri-urban areas. The CWS section of the NWP concerns rural communities and small towns.

5.1.5 Levels of Service

The NWP (and its referenced guidelines and manuals) defines basic levels of services and the technology options as well as costs incident on households and communities. The NESP provides qualitative definitions (pages 35 and 38) for a number of basic services without explicitly defining service levels (and the appropriate technologies that go with those levels of service).

There is lack of coherent programming for environmental sanitation and for water-related sanitation and this partly explains the differences in specifications and type of facilities promoted by various projects.

5.1.6 Health considerations

In general terms, all project interventions target alleviation of main health problems related to water and sanitation. The specific health-related problems are indicated in guidelines and operational manuals (e.g. Community Operational Manual for CWS). What seems to be missing is effective collaboration between MoH/GHS and MLGRD, as there is lack of coordination of activities. For example, while GHS’s “roll back malaria” intervention covers education on proper sanitary conditions in communities, including sullage disposal, indications are that there are limited roles for Environmental Health and Sanitation Unit of the Policy Division of MLGRD.

5.1.7 Environmental Considerations

While the NESP covers environmental management and protection and recognises the role of EPA, this role is limited to monitoring and sanctioning for specific projects and services of MMDAs. Currently there is demand for more attention to environmental sustainability (from the SEA of the GPRS) and so consideration should be given to incorporating environmental issues in the policy formulation, review and implementation processes.

5.1.8 Financial Considerations

The strategies and actions for CWS section of the NWP include the preparation of the SIP for CWS (2005 – 2015) showing the investment levels required for meeting GPRS and MDG targets. On the other hand there are no corresponding long-term investments planning for the NESP.

The conflicting proposals for creating a District Water and Sanitation Fund in the NWP versus that of a District Environmental Sanitation Fund (in the NESP) also have to be resolved.

5.1.9 Institutional Roles and Responsibilities

While there are clear roles and mandates of sector institutions, there is a gap of lack of coherent programmes for environmental sanitation services that take into consideration those of the community water and water-related sanitation programmes.

This lack of coherence is reflected somewhat in the duplication of a number of guidelines – examples include (i) MLGRD/EPA Guidelines for Health-Care Waste and Veterinary Services and the Policy and Guidelines for Health-Care Waste by GHS/OH division, and (ii) MLGRD/EPA Manual for the Preparation of District Waste Management Plans and CWSA/NDPC Manual for Preparation of District Water and Environmental Sanitation Plans.

The facilitating role of CWSA in delivery of water-related sanitation projects in support of DAs is not in doubt, what is missing is the structures required at the DA level to enable effective implementation. Structures such as DWSTs and WSDBs have been created in response to needs to operationalize projects while the strengthening of the relevant DA structures as part of decentralization evolves.

Another potential conflict area is the roles of the proposed NWSCC (NWP) and the existing NESPoCC (NESP). The NESP is also silent on the role of the lead-facilitating agency for CWS (CWSA) as well as the MWH. Explanations have been offered for the omission of CWSA – the NESP was prepared over the period 1994 – 1998 when CWSA was not in existence. The NESP needs reviewing to address this singular omission.

A general comment on a number of policies, concerns the lack of consideration for socio-cultural practices and the related importance of traditional authority in the dissemination of sanitation policy objectives and actions.

5.2 PROPOSALS

5.2.1 Political Will

A platform for assessing the impact and outcome of implementing policy objectives need to be created, and if structures for achieving this exists they should be reinforced. The CG proposed that participatory assessments of the impact of policies be carried out and the reports submitted to MMDAs. In this was a continuous appraisal of how policy objectives have been implemented is carried out. For the NESP, the NESPoCC should coordinate the assessments (to be carried out by its secretariat) in collaboration with RCCs/and MMDAs.

5.2.2 Acceptance of Policies

There is the need for ensuring adequate consultations and feed back while formulating policies. This appears to be achievable for the NWP which has received some level of country-wide consultation of stakeholders during the formulation of its various sections. Furthermore, strategies for disseminating and advocating for policies are required. A programme for IEC on the policies are required and should be championed by the key

institutions responsible for the policies – for the NESP, the MLGRD (Policy Division, Secretariat of NESPoCC) and for the NWP the MWH (Water Directorate).

A clear mechanism for assessing implementation of policy actions and impacts is required. The mechanism should be participatory enough and afford the key sector institutions (MLGRD, RCCs and MMDAs; MWH and CWSA, WRC) a means of jointly reviewing progress. These reviews should be done around a common platform of measuring the sectors performance. For example, the NESPoCC in collaboration with NDPC, could convene an annual Sector MDGs/GPRS Performance Tracking Conference (e.g during Annual Donor conference) as part of the GPRS APR process.

An obvious gap with the existing NESP is the fact that the policy does not make reference to the GPRS and MDGs.

We should expect effective implementation of programmes of policy actions by stakeholders, and effectively apply regulations if only adequate acceptance of policies is ensured.

5.2.3 Legal Framework

Firstly, the NESP provisions for preparing Strategic Environmental Sanitation Plans (SESP) by MMDAs and those of the NWP for the preparation of District Water and Sanitation Plans (DWSP) need to be rationalized. In addition to these the duplication of guidelines for environmental sanitation ought to be streamlined.

Secondly, while WATSANs and WSDBs achieve operational legitimacy through bye-laws, their operations should be streamlined with the existence and mandates of Area Councils, Town Councils and Unit Committees. Also in this category is the need to accelerate the creation of Works Departments in DAs and thus give a legal home to DWSTs which have often been regarded by DAs as extensions of RWSTs of CWSA.

It has been proposed that sanitation policies consider seriously the role of traditional authority. A case in point is the collaboration of DAs and local chiefs in administering communal labour for communal projects. Chiefs are empowered through bye-laws to take charge of sanctions and ensuring compliance.

5.2.4 Population Targeting

There is the need for enhanced poverty profiling and targeting (pro-poor) as well as stipulations for meeting the needs of physically challenged persons. In meeting these requirements it would be useful to reconcile strategies with those of the GPRS regarding special and vulnerable groups.

5.2.5 Levels of Service

There is the need to define clearly what environmental sanitation covers and determine to the extent possible the basic levels of service. Principles as those of CWS, applicable to environmental sanitation services also need to be defined. These should then be provided in guidelines emanating from the NESP or in the policy itself.

5.2.6 Health Considerations

There is need for consistent studies and measurement of the causal links between poor environmental sanitation and the high incidence of malaria, pneumonia, diarrhoea and infectious skin disease reported at health centres.

5.2.7 Environmental considerations and Application of Strategic Environmental Assessment tools

The application of the EHP guidelines to the existing NESP has provided critical examination of the policy. Grey areas have shown up that require immediate resolution. The strong and weak points of the NESP have emerged. The assessment is complete as far as the use of EHP guidelines is concerned. Additional work to assess the social, economic and environmental sustainability of the NESP and NWP by applying SEA principles may yield further insights. A SEA of the NWP is being carried out as part of finalizing the document.

5.2.8 Financial Considerations

Regarding the need for long-term investment planning for the environmental sanitation sub-sector, a start could with be the preparation of Environmental Sanitation Investment Plan (ESIPlan) for a number of large urban centres where the problems of environmental sanitation are more acute. These large towns are covered by GWCL and the MMDAs are solely responsible for environmental sanitation services. Towns and cities covered by the IDA-supported Urban 3 and Urban 5 (second and third tier towns) as well as the Urban IV series could be a starting point. The ESIPlan will cover capital investments for facilities, sector support for institutional strengthening and programme management costs of the EHSU and PMU of MLGRD.

The ESIplan will be drawn from SESP's indicated in the NESP.

5.2.9 Institutional Roles and Responsibilities

There is need to, first of all, rationalize the roles and mandates of entities that are responsible for (or proposed for) the coordination of sector activities. The CWS section of the NWP proposes the creation of a National Water and Sanitation Collaborative Council (NWSCC) parallel to the existing NESPoCC of the NESP. It has been suggested that the NWSCC is expected and would necessarily dwell more on water issues while NESPoCC deliberates more on the wider environmental sanitation with emphasis on waste management and environmental health issues.

Another major proposal concerning CWS sub-sector is the issue of creating of DWDs at DA level. The lessons of the Danida supported pilot for creation of DWDs in 3-districts of Greater Accra and Volta Regions need to be revisited and experiences shared. Furthermore, there is need for effective knowledge sharing of "best practices" across sub-sectors.

The role of traditional authorities in supporting environmental health programmes need to be given a critical consideration and a study conducted for its feasible adoption. The intent is not to carry out a country-wide implementation but to select areas that the role of local chiefs can be effectively employed.

5.3 RECOMMENDATIONS

The assessment of sanitation policies was very timely as it coincided with the preparation of consolidated National Water Policy (NWP) with aspects of water-related sanitation.

Water and sanitation is a cross-cutting theme in meeting the GPRS and MDGs and there is therefore the need to anchor policies, plans and programmes within the strategic framework of the GPRS and strategies fashioned for reaching the MDGS.

The assessment by the Core Group and follow-up Key Person Interviews and Focused Group Discussions reveal that political will on the part of Government and high-level officials exist for policies. What is remaining is for this “will” to be reflected in sustained implementation of policy objectives through programmes and projects by MMDAs.

The legal framework defining institutional roles and responsibilities are clear and provide sufficient delineation of operational mandates of ministries and agencies. The overlaps that have emerged in some aspects of operations at the district-level are mainly due to the delayed implementation of the decentralization policy and strengthening of lower-tier structures as well as the weakness of the Policy Division of the MLGRD in carrying out its mandates effectively. The conclusion of the recently carried out organisational assessment of the policy Division of the MLGRD should be given serious attention.

Coordination is very important and the roles and performance of NESPoCC need to be reviewed in the light of renewed support to the Policy Division of the MLGRD as well as the proposed use of environmental sanitation services to test-implement the National Decentralization Action Plan. A review of NESPoCC activities is also important in the light of the proposed NWSCC in the NWP.

While the levels of service are adequately defined for community (rural and small towns) water and sanitation, this is not so for environmental sanitation (at least in the policy provisions) and so there is lack of targeted attention to pro-poor issues. It is noted, however, that all projects in the urban environmental sanitation sector target low-income areas. There is need for developing an ESIPlan (Environmental Sanitation Investment Plan) for the environmental sanitation sub-sector (to complement the SIP for community water and sanitation). The ESIPlan may target the metropolitan, municipal and large urban towns (towns of population in the range of IDA financed Urban 3 and Urban 5) to start with.

Health and well-being are at the centre of all policies and as such the environmental health aspects of delivery of environmental sanitation services need to be emphasised now more than hitherto. In addition, environmental protection and management is important and need to be addressed adequately if the full benefit of sustainable well-being and livelihoods are to be achieved.

In support of the foregoing paragraph, therefore, there is need to ensure that the environmental sustainability principles currently applied to the GPRS (and the policies of its main thematic areas) reflect in sanitation policies. The application of Strategic Environmental Assessment (SEA) tools to the policies is therefore recommended.

Annexes

Investments in Water and Environmental Sanitation – Details of CWS Projects

Main financing agency	Project name, start and end years, location	Investment (\$m)	Activities/Facilities	No.
AfD	WSS phase 1a, 1b, 1c, 1990-1999, Central Region (all districts)	20.8	water points small towns	860
			piped systems	18
CIDA	COWAP, 1993-1999, Upper East & West Regions	8.6	water point rehabilitation	2600
	GAP 1- Small Towns Rehabilitation, 1990 – 1994 Northern, Upper East & Western Regions	11	piped system rehabilitation	14
	GAP 2 - Small Towns Rehabilitation, 1996-2000		piped system rehabilitation, capacity building	18
	NORWASP-Northern Region –Point Sources, 1999 -2006, 7 districts in the North Eastern corridor	11	Hand dug wells Boreholes	70 630
DANIDA	Phase 1 – Volta Region - 8 districts, 1993-1996	25.4	Water and Latrines	
	Phase 2 – Volta, 1997-2003	1.9	Water and Latrines	
	Eastern & Greater Accra Region, 1999-2003	17	institutional latrines household latrines	170 10,000
	Small towns Project for Greater Accra, 2002 - 2004	.06	small town piped systems	5
	Sector Capacity Building Component, 1999-2003, Greater Accra, Eastern and Volta regions	5.1	capacity building	
DFID	South East Water & Sanitation Project – (SEDWSP – Completed)			
EU	Small Towns Water & Sanitation Project (Ashanti, Western & Brong Ahafo regions) – 25 small towns, 2001	16	small town piped systems	25
	Rural Water & Sanitation Project – Northern Region, East & West Gonja & West Mamprusi – Guinea Worm endemic region, 2002-2005	16	point sources with pumps boreholes with solar pumps	475 25

	Program Study for Small Towns Water Supply & Sanitation – Central & Western Regions – 50 small towns	36	latrines	2000
	1/3 of funding for micro financing devoted to water supply in project areas. (1990)			
Main financing agency	Project name, start and end years, location	Investment (\$m)	Activities/Facilities	No.
IBRD/IDA	CWSP 1 – rural water supply and sanitation for Northern, Western, Ashanti & Brong Ahafo regions, 1994-1999	8.4	water points	1288
			latrines	5931
	Small Towns Water Supply Project – Brong Ahafo, Ashanti & Western, Upper East & West & Northern regions, 1994 - 2000	4.4	pipled systems	36
	Capacity building	12.1	capacity building	
	CWSP 2 – Ashanti, Brong Ahafo, Upper East and Upper West Regions 1999-2002	25	WSS to 500,000 people Capacity building to DAs	
JICA	Phase 1 – Northern Region - Nanumba District	8.9	water points	159
	Phase 2 – Brong Ahafo District: Berekum & Jaman	7.5	water points	310
	Phase 3 – Eastern Region: 7 districts	7.7	water points	425
	Phase 4 – In two stages, namely Term 1, 2001 -2003	15	water points	285
KFW	RWSP1 – AMER (Conversion Program) 1997-2000	9.3	Pumps PSP maintenance	3,800
			Boreholes	100
	EVORAP – Eastern & Volta rehabilitation of systems transferred to	7.8	pipled systems/small towns	33

	Das by GWCL, and community own systems (12), 2000-2003			
	RWSP 2 – Ashanti, Brong Ahafo and Western regions		boreholes	270
			Rehabilitate Boreholes	86
	RWSP 3 – Ashanti, and Eastern, 2000-2002	2.6	boreholes	500
			latrines	1000
UNICEF	Phase 1: Northern region – Zabzugu, Saboba, Nanumba, East Gonja, Tolon and Savelugu provision of new sources		boreholes & pumps	60
			rehabilitation	32
			piped system	1
			Capacity building - health	
	Phase II: Northern and Upper East regions:	5.5	hand-dug wells	120
			boreholes	80
			institutional latrines	60
			household latrines	240
<i>Total</i>		<i>285</i>		
2. Planned Projects				
AfD	Phase 2 – Northern Region – Districts in the Western corridor	10.8	Point sources	235
			Piped systems	13
			Household latrines	72
			Institutional latrine	72
CIDA	Small towns water supply and sanitation, 2004-2010 for 20 communities in the eastern corridor of the Northern region	24	Draft design completed for discussion with government and stakeholders	20
DANIDA	A Phase II of the Danida Sector Program Support 2004-2008 for Greater Accra, Eastern, Volta and Central regions	DKK271.695 million US\$45.2	Point sources Piped schemes Latrines	1500 40 20,000
EU	Programming for the northern sector of Ghana	18	Small Towns Institutional Latrines	

	2004-2010		HH Latrines	
IDA	STWSSP- covering six regions: Ashanti, BA, UE, UW with Western and Central being the new regions	26	Small towns Sector strengthening	
AfDB	Five (5) districts in the Ashanti regions, 2004-2008	17	Detailed components are being designed: Facility provision Capacity building TA	
KfW	RWSP 4, 2004-2007	13.8	Boreholes Latrines	1000 2000

Details of interventions in Urban Sanitation (and Water Supply)

Main financing agency	Project name, start and end years, location	Investment (\$m)	Scope Activities/Facilities
(IDA/NDF) GoG/MAs	Phase 2 – Urban Environmental Sanitation	72.35 (8.48)	Storm Drainage Construction household, public and school latrines, liquid waste management, Solid Waste Management, Construction of 2 new sanitary landfills, equipment for sanitary landfills, closure and rehabilitation of existing refuse dumps, operation of sanitary landfills, private solid waste collection. Community Infrastructure Upgrading in low income communities. Institutional Strengthening in central and local government agencies (US\$9.6 million, tentatively financed by NDF)
IDA/GoG/MA	Urban 5	10.83	Lorry parks, markets, public places of convenience, water and sanitation infrastructure and institutional strengthening in large secondary towns.
IDA/GoG	Urban Water Project	110	Improvement in main and distribution networks.