



Second Action Oriented Workshop Deepening the Understanding of the Ghana Water Sector SWAp

Summary Report

Eric Buhl-Nielsen
Désirée Dietvorst
Patrick Apoya

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Preface

This brief report summarises the findings and discussions of the 2nd Action Orientated Workshop on “Deepening the understanding of the roles and responsibilities of the Ghana Water Sector SWAp”.

The workshop was held in Accra from 22 to 25 March, 2010; Organiser and host of the workshop was the Ministry of Water Resources, Works and Housing in Accra. In total, 50 people participated representing different stakeholder categories in the Water Sector as well as development partners.

The workshop was split into two parts:

1. a 3 day session which looked at the: Policy; Budget; Institutional Capacity, Coordination and accountability frameworks and;
2. a fourth day where the findings were presented to the Minister of Water Resources, Works and Housing, the Deputy Minister of Finance and Heads of Cooperation of the development partners. During the 4th day, an outline code of conduct for the sector was also discussed.

This summary is complemented by a longer document that gives the full proceedings of the workshop and reports on presentations, discussions and group work during the 4-day workshop.

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Abbreviations

CWSA	Community Water and Sanitation Agency
GWCL	Ghana Water Corporation Limited
IWRM	Integrated Water Resources Management
MMDA	Metropolitan/Municipal/District assemblies
MTEF	Medium Term Expenditure Framework
PURC	Public Utilities Regulation Commission
SWAp	Sector Wide approach
WRC	Water Resources Commission

1 Introduction

This workshop was the 2nd in a series of 8 workshops that have been planned as part of a comprehensive road map to design and institutionalise a Sector Wide Approach (SWAp) in the Water Sector during 2010:

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| 1) Introductory workshop (held February 2010) | 5) Sector monitoring and accountability |
| 2) Deepening understanding and developing Code of Conduct (held March 2010) | 6) Agreeing on procurement principles and guidelines |
| 3) Agreeing on a Strategic Sector Development Plan | 7) Agreeing on financing options |
| 4) Dealing with Decentralisation | 8) Special issues as they arise |

The specific objectives of this second workshop were:

- To consolidate a common understanding of the Sector Wide Approach (SWAp)
- To deepen the understanding of role and responsibilities under a Ghana Water SWAp
- To advance the Ghana road map towards the SWAp based on the Code of Conduct and the Memorandum of Understanding

These objectives were broadly met, except that it was decided that a Memorandum of Understanding was premature and would be better advanced under the workshop on financing options. Participation was exceptionally good with approximately 50 people representing central government ministries including Finance and Local Government, independent regulatory and semi-autonomous organisations, research and sector support organisations, civil society, private sector and development partners. It was noted that more participation in future workshops would be needed from the Metropolitan, Municipal and District Assemblies (MMDAs).

There are several definitions of a SWAp currently in use. However, these tend to describe the SWAp as if it is predominantly an instrument to align aid. In Ghana however, we have looked at the SWAp as a common sense planning tool for the government, which is in line also with current thinking on SWAps, defined as: *The Sector Wide Approach is a pragmatic approach to the planning and management of activities in the sector, which:*

- *identifies inter-related sector constraints and opportunities*
- *addresses sector constraints/ opportunities requiring coordinated action across actors and sub-sectors*
- *strengthens linkages between the sector policy, budget, activities and results* “¹

By adopting this SWAp definition, the workshop managed to first focus on a constructive discussion around what the SWAp can do for the Ghana Water Sector before discussing how development partners can support the process.

2 Status of the Water SWAp in Ghana

Overall the workshop found that government leadership of the SWAp process was developing well and that a credible process was in place to develop a fundable sector plan based on the planned Strategic Sector Development Plan (SSDP).

With a sector wide policy framework in place and strategic sector development plans soon to be formulated, SWAp at the implementation level will be need-driven and where appropriate formalised through inter-agency protocols and memorandums of understanding that define the tasks of each agency that needs to work together. This set up is illustrated in the figure on the next page.

¹ Based on a definition derived from Dietvorst & Buhl-Nielsen 2010 (SWAps in Natural Resource Sectors)

The two most important issues were: (i) How wide is sector-wide? How to delineate the SWAp, and in particular whether and when the Sanitation sub-sector should be taken on board by an overall Water SWAp; and (ii) How to ensure consistency between the SWAp and the decentralization process, especially in the rural sub sector.

Regards the first point, the workshop found that delineating the boundaries of the SWAp depend on the purpose of delineation; and that a sector-wide policy does not need to be translated into a huge single sector wide programme. Broadly, three levels of delineation were identified:

- At the policy level the SWAp should ideally incorporate the whole sector including sanitation, agriculture, energy, health and education;
- At the planning level, the SWAp breaks down into three areas: (i) water resources management; (ii) urban water supply and sanitation and (iii) rural water supply and sanitation. In principle the strategic sector development plans could be developed within each of these 3 areas without letting delays in any one of the plans hold up the others;
- At the implementation level, the SWAp will need to reflect the full range of implementing entities. Each have responsibilities and the degree to which they are inter-related will depend on the specific activities: For example, in assembling ground water resources data, the Water Resources Commission (WRC) is dependent on the Community Water and Sanitation Agency (CWSA) for ensuring that drilling contractors provide borehole records.

POLICY Sector	Water Policy (2007) – Environmental Sanitation (2010?)			Policy is in place	
PLANNING Sub-sector	Water Resources Management	Urban Water Supply and Sanitation	Rural Water Supply and Sanitation	First drafts done A credible process is in place	
	Input to MTEF	Input to MTEF	Input to MTEF		
IMPLEMENTING Expenditure entity	MWRWH			Some protocols and memorandums of understanding in place others still needed	
	MLGRD				
	District / Muniicipal/Metro assemblies				
	Private sector – civil society – water and sanitation users				
	WRC and 14 Board member institutions	PURC			
	Others	GWCL	Others		CWSA

3 Sector assessment: summary of findings

During the workshop, participants divided themselves into three groups: (i) Water Resources Management (ii) Rural Water Sanitation and Supply and (iii) Urban Water Sanitation and Supply. Each session had a presentation on theory or concept (by facilitators) and a presentation on practical experience from Ghana (either in the Water Sector itself or from other sectors). The presentations were followed by group-work. Main findings of the three groups under each of the sessions were:

Policy

- Sector policies are in place – although the Environmental Sanitation policy still needs approval
- Adjustment in strategies to meet policy goals is needed e.g. management in peri-urban areas
- There is a disconnect between policy, sector targets and the funding available
- A Strategic Sector Development Plan (SSDP) is to be developed. The SSDP will be based on the Water Policy and lay out the medium term strategies for the three main areas of Water Resource Management, Urban and Rural Water Supply and Sanitation.

Sector financing

- Sector Investment Plans (SIPs) for rural and urban have already been made
- The SIPs need to take better account of recurrent and rehabilitation expenditure as well as sector management, regulatory and operational costs. They need to link to the Medium Term Expenditure framework (MTEF) and the annual implementation plans.
- The sector acknowledges the potential for cost savings and operational efficiencies in order to make the sector more attractive for investment
- Meeting sector targets through progress on : Tariffs, Taxes and Transfers
- The proposed Strategic Sector Development Plan will re-define a consistent planning horizon, make realistic scenarios, consider a variety of options on matters such as service levels and include strategic interventions rather than just physical investment

Institutional capacities

- Key sector institutions are crippled by budget constraints – revealing a disconnect between mandate and funding
- Water and Environmental Sanitation Directorates will spearhead the strategic sector development plan and monitor policy implementation but need to be better resourced
- The Decentralisation issue is not fully resolved: separation of implementation and support roles need strong District Water and Sanitation Teams at local level

Coordination

- Coordination mechanisms are well established in the sector (Sector Water Group, Ghana Water Forum, special task forces etc) but meetings need to be more regular and systematic.
- A high level coordinating committee on Water Supply and Sanitation is needed to deal with persistent sector challenges requiring political action
- Sanitation should be part of the water SWAp which is composed of three areas: Rural water supply and sanitation; Urban water supply and sanitation; Water resources management.
- The boundaries of the SWAp should be wide at policy level but at implementation level no particular component should be allowed hold up the others: This means implementation frameworks should be big enough to be coherent and generate sufficient momentum but small enough to be implemented autonomously (to avoid components that lag behind holding up progress in others).

Monitoring and accountability

- Much effort has been put into developing coherent systems of monitoring and evaluation in the rural water supply and sanitation sector
- Consolidation / scaled up implementation of the monitoring and evaluation systems is needed

4 Sector priorities for the strategic sector development plan

For each of the 3 sub-sectors, short term priorities that should be fundable within the 3 year Medium Term Expenditure Framework were identified together with longer term priorities over a 15 year period. Other lesser but still important priorities were also identified. These priorities are expected to inspire and inform the development of a realistic, prioritised and cost effective strategic sector development plan – to be developed during action workshop #3.

4.1 Water Resources Management

Short term priority actions

- Increase capacity by recruiting and retaining existing staff
- Review Legislative Instruments (e.g. water use charges)
- Implement Communication Strategy for sustained public and stakeholder awareness of Integrated Water Resources Management (IWRM)
- Strengthen existing trans-boundary river basins (Volta River Basin Authority)

Longer term priority actions

- Development of sub sector policies (e.g. Buffer Zone Policy and Rainwater Harvesting Policy)
- Development of appropriate Management Information Systems
- Implementation of developed River Basin IWRM Plans

Other priorities

- Establish protocols with partner institutions for quality data and information
- Deepen inter-sectoral collaboration on Water Resources Management
- Establishment of an Inspectorate Unit for Systematic compliance monitoring
- Improve system for identification of water users
- Increased financial resource allocation from government
- Introduce polluter pays principle
- Mainstream and budget for IWRM in other sector/subsector Plans, Policies and Projects

4.2 Urban Water Supply and Sanitation

Short term priority actions

- Enhancing sub-Sector Coordination in particular regards: Clarifying roles/ defining how agencies can together deal with pro-poor / peri-urban issues
- Making Urban Water Attractive for investment/funding by (i) Good level operational and commercial management and (ii) Water demand management (reducing non-revenue water), cost recovery, tariff setting
- Development of sub-sector information system to aid in planning and management

Longer term priority actions

- Capacity Building and Development
- Enforcement of Legislation and Accountability by (i) Strengthening regulator and (i) Mechanisms for holding individuals accountable for performance
- Sector Benchmarking esp: Standards for service delivery, efficiency& effectiveness of investment

Other priorities

- Establishing Water Fund
- Marketing Sector Investment Plans
- Strengthen the water directorate ; Technical capacity; Funding
- Funding for Coordination activities
- Strengthen capacity of civil society to hold service providers accountable
- Applying sanctions and penalties
- Clarification of mandates for service delivery between GWCL/CWSA/ MMDAs
- Strengthening the Capacity at the Metropolitan and Municipal levels

4.3 Rural Water Supply and Sanitation

Short term priority actions

- Operationalize District Monitoring & Evaluation System
 - In all regions and Metropolitan/Municipal/District assemblies
 - To cater for different types of data streams
- Sector-wide capacity assessment to identify gaps in:
 - Financial absorption,
 - Human resources (public, private)
- Develop strategies for capacity enhancement

Longer term priority actions

- Clarify roles, mandate and structures at regional and district levels
 - Political and administrative dimensions
 - Regional Coordinating Councils and Metropolitan/Municipal/District assemblies
- Identify sustainable funding mechanisms
 - Including community contribution, pay as you fetch, district funds, etc
 - Capital expenditure is funded – Community pays for Operation and Maintenance: Who pays for rehabilitation and expansion?

Other priorities

- Establish legal framework and Legislative Instruments
- Finalize institutionalization of Water and Sanitation Development Boards and Water and Sanitation committees
- Institute MMDA accountability days; and government community interactions

5 Code of Conduct for Water SWAp

The code is expected to provide the basis for multilateral and bilateral development cooperation in Ghana's Water Sector; it is developed by Water Directorate in consultation with key development partners. It defines the guiding principles and institutional arrangements for the establishment and management of a SWAp in the Water Sector by:

- Establishing a common vision for Water Sector reform and development;
- Setting priorities and improve resource allocation of resources to achieve those priorities;
- Improving the efficiency and accountability of resource utilisation in the Water Sector;
- Rationalising and improving the co-ordination of the Water Sector in Ghana by clarifying the roles and responsibilities of the key partners.

The principles of the Code of Conduct are: Government ownership; alignment of all activities to Annual Implementation Plans based on MTEFs and the Strategic Sector Development Plan; Strengthening the national development capacity through the use of national planning, budgeting, procurement, financial management and accountability systems; gradual progress on untying of aid and the sharing of information. To achieve these aims the following are defined: National Policy Instruments; Sector Coordination Mechanisms; Performance Review Mechanisms: systematic management of technical cooperation and procedures for review and revision of the code of conduct.

The workshop commented that the code of conduct represented good progress. On participation the workshop commented that: The Ministry of Finance, Ministry of Local Government and rural Development and the MMDAs as a minimum should be signatories; the new donors (China and others) should also be consulted and; it should be considered to involve non state actors in the code.

It was also commented that the sector objectives of serving the poor should be more clearly spelt out. Technical cooperation needs to be better defined. Coordination meetings should be quarterly not every 2 months and the revision of the code should be after 3 years not 2.