



WORKSHOP ON

**DEVELOPMENT EFFECTIVENESS IN PRACTICE:
APPLYING THE PARIS DECLARATION TO ADVANCING
GENDER EQUALITY, ENVIRONMENTAL SUSTAINABILITY AND HUMAN
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Ghana Community Water and Sanitation: Northern Region

by

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GHANA COMMUNITY WATER AND SANITATION IN NORTHERN REGION

A three page summary for
the Dublin workshop on
Applying the Paris Declaration to
Advancing Gender Equality, Environmental Sustainability and Human Rights

This summary describes joint efforts by the government of Ghana and the donor and NGO community in achieving progress towards increased access to water and sanitation. The summary mentions some effective and potential “quick wins” in budgeting and project monitoring. On the other hand, technical assistance practices appear slower to change, maybe because, for individual donors, they save on audits and reduce fiduciary risk. Progress in capacity strengthening and, hence, in development sustainability, requires more institutional analysis. Institutional analysis is also the entry point for gender mainstreaming. Because gender-balanced approaches require methodological guidelines for relevant services, identification of these services and of their tasks will be the first step in a gender sector policy.

The second Ghana Poverty Reduction Strategy (GPRS II 2006-2009) confirms the intention to ensure access to safe water to 85% of the population by 2015, boldly exceeding the Millennium Development Goal (MDG) of 73 %. Currently, 53% of the population has access to safe water, while only 18% has improved latrines, among the lowest rates in western Africa. Ghana suffers from endemic Guinea worm, a severely debilitating water-related disease resulting from pollution from human faeces.

The sector is under the dual authority of the Ministry of Water Resources, Works and Housing (MWRWH) and of the Ministry of Local Government, Rural Development and Environment (MLGRDE). Municipal assemblies and districts are responsible for investment, operation and maintenance of water and sanitation infrastructure. Public policy is entrusted to two public entities :

- in rural areas, the Community Water and Sanitation Agency (CWSA, 1998)
- in urban areas, the Ghana Water Company Ltd (GWCL, 1999).

Suburban areas, however, do not clearly fall under either category or public entity, and are hence poorly served.

The Community Water and Sanitation Project in the Northern Region, a project which addresses *i.a.* both environment and gender issues, was designed for rural areas. Challenges for effective sector management in rural areas include, according to the Paris Declaration :

ownership, alignment, donor harmonization, mutual accountability and management by results.

OWNERSHIP

Strengthening ownership is a concern in the water and sanitation sector, which suffers from organizational weaknesses. Despite its ambitious target, the government has still to adopt a water sector policy, rationalizing sector organization, including sanitation, strengthening planning and monitoring capacity, and clarifying decentralization responsibilities. A draft sector policy is available since 2005. Currently, the Water Directorate is in the Ministry of Water while the Sanitation Directorate is in the Ministry of Local Government.

Another concern is the low budget allocation to the sector. Despite substantial global budget support from the donor community (€300 million per annum, or 20 % of the budget), the government contributed only 6% to the sector's 2006 investment budget, donors providing the remaining 94%. Sector indicators appear in the general budget support performance framework, and output indicators have been retained as of 2007 (55%, 58% and 60% access to safe water for 2007, 2008 and 2009 respectively).

On the other hand, signs of ownership do exist. For example, legislation on decentralization was passed back in 1993. In addition, CWSA has developed investment plans for rural areas with local authorities ever since the 1994 National Water and Sanitation Programme. The CWSA Project Operations Manual (POM), currently being finalized, sets sector-wide rules and procedures. Last March 2007, "*A Clean Ghana*" was a motto for the fiftieth anniversary of Ghana's independence.

ALIGNMENT

The CWSA Strategic Investment Plan, which aims at the 85% access target, is not yet fully reflected in the 2007 budget, nor in the Medium Term Expenditure Framework. (to be confirmed) In the case of AFD project financing, funds are made available to the Ministry of Finance and Economic Planning, which entrusts the management of the funds to :

- ✓ local authorities through the Ministry of Local Government (MLGRDE), or
- ✓ the Water Directorate, CWSA and GWCL via the Ministry of Water (MWRWH), depending on project components.

With the assistance of CWSA, local authorities (municipal assemblies and districts), together with village "WATSAN" committees where female participation is significant, prepare investment proposals, reviewed at the regional level by the Ministry of Water together with CWSA and GWCL. Like the Northern Region Project, the follow-on program, financed by AFD in the Brong Ahafo region (just below the Northern Region), provides technical assistance to support CWSA. The international consultant will sign off on disbursement requests, such a provision showing the limit to alignment.

DONOR HARMONIZATION

The sector comprises a dozen actors, including the World Bank, the African Development Bank, UNICEF, EU, AFD, CIDA, DFID, KfW & GTZ, USAID, DANIDA as well as NGOs (Wateraid and CONIWAS, the Ghanaian federation of NGOs). AFD currently holds the chair of the sector group. The Water Directorate, MWRWH, represents the government.

The *Ghana Joint Guidebook on Sector Group*¹ shows donor harmonisation structured around sector working groups. Every month, these groups provide a forum of discussion between donors and the Government, including line ministries and the Ministry of Finance and

¹ drafted by the AFD Accra office, recently approved by the Government and the donor community

Economic Planning. The terms of reference of sector groups include performance reviews, together with harmonisation and alignment initiatives. The chair rotates annually. The groups refer back to the Government and to the Multi-donor Budget Support Group, which supervises the implementation of the overall GPRS.

In the water sector, government leadership is a prerequisite to any Sector Wide Approach (SWAP), the medium term objective. To strengthen leadership, the group recently turned to the Deputy Minister for water, MWRWH, Ms Cecilia Abena Dappah. In terms of alignment, pending more ambitious reforms, the sector group requests each donor to:

- ✓ submit annual disbursement estimates
- ✓ reflect budget lines of expenditure in new projects
- ✓ apply the POM in new projects
- ✓ ensure that investments appear in the government budget.

The follow-on AFD funded Brong Ahafo program is designed to respond to these requests. Completion of the sector-wide POM is a condition of disbursement.

MUTUAL ACCOUNTABILITY

In 2006, AFD and CIDA entrusted an evaluation of sector practices to a consortium including a Ghanaian - Maple Consult - and a Danish consultant, COWI. A seminar on Dec.14, 2006 concluded on a number of immediately applicable (“*quick wins*”) improved practices, including : disbursement estimates (mentioned above), agendas aligned to the budget cycle, and monitoring and evaluation indicators aligned to those of CWSA.

MANAGING FOR RESULTS

Whereas the AFD project document for the Northern Region Project only specified quantified physical targets for the project (number of wells, boreholes, pumps, piped water distribution systems, improved latrines, etc), the follow-on Brong Ahafo Program reflects the corresponding region- and sector-wide indicators, showing how the latter Program and AFD funding will contribute to overall progress in access to safe water and improved sanitation.

MAINSTREAMING GENDER

Under the Brong Ahafo follow-on Program, gender issues will be addressed as “accompanying measures” for lack of built-in procedures. The AFD manual on gender in water projects² specifies socio-economic analyses required for investments (location of water fountains), systems operation (hours of operation, cost recovery) and monitoring (population coverage, health). Accordingly, the Brong Ahafo Program will provide information and training to local communities as well as Environmental Health Officers (DHO) and Water and Sanitation Teams (DWST) of District Assemblies prior to and during the drilling campaigns. An initial socio-economic baseline study will identify contact groups, specify information and training activities, and determine monitoring and evaluation indicators. Guinea worm control will receive special attention. More generally, to develop organisation and management systems, a sector gender policy should :

- develop guidelines for local authorities to apply appropriate social analysis for achieving balanced gender design of water delivery and sanitation systems, and
- institutionalize monitoring systems for control of policy implementation in sector, local government and statistical services.

² *Guide méthodologique. La prise en compte du genre dans les projets d'adduction d'eau potable en milieux rural et semi-urbain, Agence française de développement, pS-Eau* (novembre 2006, available on the AFD website and www.pseau.org)