

Government of Ghana

SPS Document

WSSPSII

**Water and Sanitation Sector Programme Support
Phase II**

COVER PAGE

Country:	Ghana
Sector:	Water and Sanitation Sector
Title:	Water and Sanitation Sector Programme Support, Phase II (WSSPSII)
National Agencies:	Ministry of Works and Housing; Ministry of Local Government and Rural Development; Ministry of Education, Youth and Sports; Water Resources Commission; Community Water and Sanitation Agency (CWSA); Ghana Educational Service; District Assemblies (DAs); NGOs and civil society organisations
Duration:	5 years
Starting Date:	January 2004
Overall Budget Frame:	DKK 371,100,000.00

Description:

Danida has been active in the water supply and sanitation sector in Ghana since 1993, and in water resources management since 1997. The formulation process for WSSPSII began in March 2002 with consultations with partner institutions and Danida.

GPRS outlines the Government's priorities on water as well as sanitation and the use of water for productive purposes. Hence, the GPRS states that *'Increasing access to potable water and sanitation is key to achieving health outcomes and sustained poverty reduction'*. *The emphasis will be on the following:*

- *Acceleration of rural water provision, with emphasis on guinea worm endemic communities and regions that have least benefited from new investments in the past decade*
- *Safe liquid and solid waste management*
- *Capacity building for environmental health.*

WSSPSII has been designed to support these targets. The development objective of WSSPSII is to contribute to a sustainable reduction of poverty through improved water supply, sanitation and hygiene behaviour as well as increased knowledge and better use of the water resources in Ghana. The WSSPSII is designed to build on achievements made during phase I (especially in capacity building) and to further move towards district based implementation of water supply and sanitation, and local water resource planning. The focus will be on a decentralised modality for poverty targeting of water supply and sanitation provisions and better use of local water resources. WSSPSII will provide support to strategically selected areas of the water sector, comprising drinking water supply, institutional latrines, environmental sanitation, hygiene promotion and water resource planning.

WSSPSII has been designed with a view to allow joint-implementation with other donor organisations.

WSSPSII comprises four components:

- 1) District Based Water and Sanitation Component;
- 2) Integrated Water Resource Management (IWRM) Component;
- 3) School Hygiene Education Component; and
- 4) Policy, Monitoring and Management Support Component.

Date:

Date:

for the Government of Ghana

for the Government of Denmark

Map of Ghana

Regions and Districts supported by WSSPSII

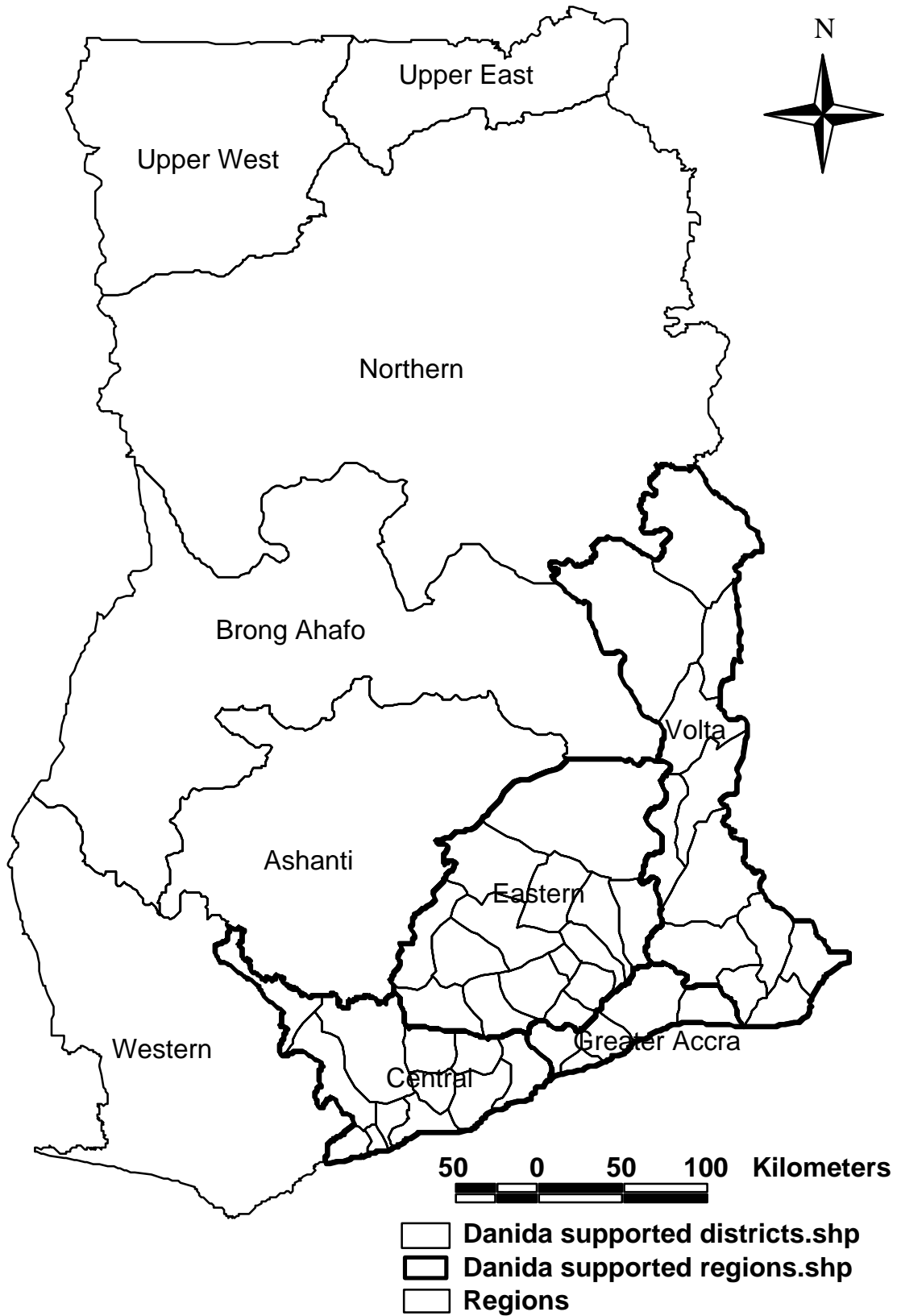


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Annex 1: WSSPSII Organogram

List of Abbreviations

AFD	Assistance Française de Développement
CBO	Community Based Organisation
CIDA	Canadian International Development Agency
CSR	Civil Service Reform
CW&S	Community Water Supply and Sanitation
CWSA	Community Water and Sanitation Agency
DA	District Assembly
Danida	Danish International Development Assistance
DCE	Department of Civil Engineering (KNUST)
DFR	Department of Feeder Roads
DKK	Danish Kroner
DSS	Decision Support System
DWST	District Water and Sanitation Team
EPA	Environmental Protection Agency
ESA	External Support Agency
FAWE	Forum for African Women Educationalists
GES	Ghana Education Service
GoG	Government of Ghana
GPRS	Growth and Poverty Reduction Strategy
GTZ	Deutsche Gesellschaft für Technisches Zusammenarbeit
GWCL	Ghana Water Company Ltd.
IDA	International Development Agency
IEA	Institute of Economic Affairs
IEC	Information, Education and Communication
IHE	International Institute of Infrastructure, Hydraulic, and Environmental Engineering
ILGS	Institute of Local Government Studies
ISSER	Institute of Statistical, Social and Economic Research of the Government
IWRM	Integrated Water Resources Management
JICA	Japan International Cooperation Agency
JSS	Junior Secondary School
KAP	Knowledge, Attitudes and Practices
KfW	Kreditbank für Widergebäu
KNUST	Kwame Nkrumah University of Science and Technology
KVIP	Kumasi Ventilated Improved Pit latrine
M&E	Monitoring and Evaluation
M.I.S	Management Information Systems
MEST	Ministry of Environment, Science & Technology
MFEP	Ministry of Finance and Economic Planning
MIS	Management Information System
MLGRD	Ministry of Local Government and Rural Development
MEYS	Ministry of Education, Youth and Sports
MFA	Ministry of Food and Agriculture
MOH	Ministry of Health
MOM	Monitoring, Operation and Maintenance
MWH	Ministry of Works and Housing
NGO	Non Governmental Organisation

NIRP	National Institutional Renewal Programme
O&M	Operation and Maintenance
PO	Partner Organisation
PTAs	Parent Teacher Associations
PWD	Public Works Department
RAC	Regional Approval Committee
RCC	Regional Coordination Council
R&D	Research and Development
RWST	Regional Water and Sanitation Team
SBDU	Small-scale Business Development Unit
SEHU	Sanitation and Environmental Health Unit
SHC	School Health Committee
SHE	School Hygiene Education
SHEP	School Health Education Programme
SHRIMP	Statistics Research Information Management Unit under MEYS
TA	Technical Assistance
TNA	Training Needs Assessment
ToR	Terms of Reference
ToT	Training of Trainers
TREND	Training Research and Networking for Development (Training
UNESCO	United Nations Education, Scientific and Cultural Organisation
USAID	United States Agency for International Development
WATSAN	Water and Sanitation Committee in a community
WRC	Water Resources Commission
WREM	Water Resources Engineering and Management
WRIS	Water Resources Information Services
WSES	Water Supply and Environmental Sanitation
WSS	Water Supply and Sanitation
WSSPSII	Water and Sanitation Sector Programme Support, Phase II

Executive Summary

Background

The water and sanitation sector is one of five priority areas for Danish support to Ghana, the other areas being transport, health, business development and good governance/human rights. Danida has been active in the water supply and sanitation sector in Ghana since 1993, and in the water resources management since 1997. In 1998 Phase I of the SPS started, ending 2003 after a one-year extension. Phase I of the SPS comprised six major components: Sector Capacity Building Component, Volta Region Phase II, Greater Accra Region Phase I, Eastern Region Phase I, Water Resources Information Systems. In early 2002 a component for small towns water supply was added to the existing ones.

The formulation process for WSSPSII began in March 2002 with consultations with partner institutions and Danida. The consultations led to the drafting of a number of 'concept papers' by the Ghanaian partner institutions. The concept papers were subsequently further developed into draft component descriptions by the Ghanaian institutions with assistance from Danida appointed consultants. Simultaneously a number of sector studies were carried out by local consultants. The draft component descriptions were appraised by a Danida team in May, resulting in certain revisions and completion of the drafts. The final drafts were presented to the prospective partner organisations for possible comments in August 2003. This document has been finalised on the basis of the comments received from the organisations.

Main objective and indicators

The objective of WSSPSII is to contribute to a sustainable reduction of poverty through improved water supply, sanitation and hygiene behaviour as well as increased knowledge and better use of the water resources in Ghana. The WSSPSII is designed to build on achievements made during phase I (especially in capacity building) and to further move towards district based implementation of water supply and sanitation, and local water resource planning. The focus will be on a decentralised modality for poverty targeting of water supply and sanitation provisions and better use of local water resources. WSSPSII will provide support to strategically selected areas of the water sector, extending from drinking water supply, institutional latrines and environmental sanitation, at one end of the spectrum, to water resource planning and development issues (productive water) at the basin level (and reaching down to micro watershed level) at the other end of the spectrum. The programme support interventions will address and assist in planning, prioritising and implementing, at the appropriate level, drinking water and other potential productive uses of water.

The primary support areas are: a) Water supply for rural communities and small towns, school and public latrines, environmental sanitation in selected small towns, water resources for productive purposes in selected communities in 43 districts in Volta, Eastern, Greater Accra and Central Regions implemented by Districts Assemblies with assistance from CWSA, and district capacity build to sustain district based water and sanitation planning and implementation; b) with regard to integrated

water resource managements, capacity will be enhanced at the Water Resources Commission for carrying out its mandate of management of Ghana's water resources on a sustainable basis, focusing on water abstraction regulation, pollution monitoring and water resources assessment activities; c) sector-wide support will be given to create an enabling environment in terms of enhanced sector policy, monitoring and co-ordination, strengthening of civil society organisations in the sector and availability of adequate human resources; d) an important target is to achieve sustained hygienic behaviour practised by school children, mainly in the Volta, Eastern, Central and Greater Accra Regions through provision of health educational materials, promotion of healthy environment in schools, provision of sanitary facilities and water supply in schools, and capacity building of the national School Health Education Programme.

WSSPSII comprises four components: 1) District Based Water and Sanitation; 2) Integrated Water Resource Management (IWRM); 3) School Hygiene Education; and 4) Policy, Monitoring and Management Support.

Overall coordination and supervision will be the responsibility a National Steering Committee comprising representatives of the Ministry of Works and Housing, Ministry of Local Government and Rural Development, Ministry of Education, Youth and Sports, National Development Planning Commission, Ministry of Finance and Economic Planning, Royal Danish Embassy and key counterparts such as WRC, CWSA and GES. Other stakeholders, including donor organisations, may be co-opted into the WSSPS Steering Committee, should joint implementation be decided.

As a minimum the indicators listed in the Ghana Poverty Reduction Strategy Monitoring & Evaluation Plan draft document will be used, including: the share of rural and urban population in the four regions covered by the programme with reasonable access to an adequate amount of safe water, which is significant to lowering infant and child mortality, is associated with poverty, and is a key HIPC trigger. For sanitation, the main indicator will be the share of rural and urban population in the four regions covered by the programme with adequate excreta disposal facilities. The main process indicator will be the number of District Water & Sanitation Plans that are integrated into District Medium Term plans. An input indicator will be the timely disbursement of recurrent budget and District Assembly common fund. Further key indicators will be developed jointly during the detailed design of the programme.

Summary of the proposed components

The District Based Water and Sanitation Component: The aim of the component is to support an improvement in health and living standards in communities through targeted poverty reduction through water supply and sanitation provision; enhance decentralization by strengthening the capacity of District Assemblies (DAs) and mainstreaming water and sanitation activities into the planning and budgeting process of the DAs. The component is designed to build on the achievements of Danida supported WSSPS I, particularly in capacity building and to complete the shift to district level based implementation of water supply and sanitation. The strategy

adopted will be a harmonised, national strategy for demand-responsive, decentralized water supply and sanitation, based on 'best practices' from different donor-supported programs. The component will be implemented in the districts of the Volta, Eastern, Central and Greater Accra regions through the provision of improved water and sanitation facilities coupled with hygiene promotion and education as well as infrastructure for use of available water resources for productive purposes in selected communities. Realising that the districts of Central region have not yet undergone any major capacity development exercise, priority will be given to building up the water and sanitation planning capacity in this region in the first two years before large-scale physical installations begin.

The component has four immediate objectives: 1) District have adequate capacity for sustainable water and sanitation planning, implementation and operation and maintenance; 2) Improved behavioural patterns with respect to use of safe water and sanitary facilities in targeted communities and small towns; 3) Access to safe and sustainable water in rural areas and small towns significantly increased in Volta, Eastern, Greater Accra and Central Regions; and 4) Access to sustainable environmental sanitation facilities increased in the target regions.

The physical targets are to provide up to 350,000 rural people with improved water supply, approx. 180,000 people in small towns with piped water supply, construction of 1,000 demonstration household latrines, 1,025 school and health clinic latrines, 50 public latrines, and cover 20 small towns with examples of improved environmental sanitation. In addition a small number of installations for use of water for productive purposes, as well as a number of rainwater harvesting water supplies, will be constructed.

The component will be implemented by 1) CWSA, acting as facilitator, support organisation and overall administrator, 2) District Assemblies, acting as implementers of water supply and sanitation and related software, 3) Sanitation and Environmental Health Unit of the Policy Directorate of MLGRD, acting as support organisation, as well as NGOs, and the private sector.

In each Region, a Regional Approval Committee will be established. It will comprise the Regional Economic Planning Officer, the Regional Budget Officer, the Regional CWSA Director, and the Regional Director of GES, and a Danida representative (the Management Advisor). Its task is to evaluate DA water and sanitation plans and community sub-projects related to this for implementation. A Steering Committee, comprising MWH, MLGRD, MEYS, and RDE will be established to oversee overall progress and endorse yearly budgets.

The component has a budget of DKK 271,695,000 for the period 2004-2008.

The Integrated Water Resource Management Component will be implemented by the Water Resources Commission. The development objective of the component aims at achieving an efficient and effective management system for the sustainable development of Ghana's water resources to ensure full socio-economic benefits for present and future generations.

The immediate objectives are: 1) Capacity of Water Resources Commission and collaboration with the Water Research Institutions further enhanced in fulfilling the mandated role that aims at promoting integrated water resources management with a focus on water demand and abstraction regulation, pollution monitoring and water resource assessment activities for effective planning at the basin level; 2) A viable and sustainable institutional framework for decentralised IWRM initiatives further developed and operationalised at river basin level. This development will build on lessons learnt from the pilot activities under Phase 1 and new experiences to be gained from similar activities in additional basins to be included under this component.

The Water Resources Commission (WRC) was established by an Act of Parliament (Act 522/1996) with the mandate to regulate and manage Ghana's water resources and to coordinate government's policies in relation to them. WRC should also facilitate and oversee that Ghana adopts an integrated, cross-sectoral, river basin anchored approach to water resources management. The Integrated Water Resources Management Component provides further strengthening of the procedures and work routines of WRC towards the general aim of introducing integrated water resources management (IWRM) at all appropriate levels of society as spelt out in the recently prepared draft Ghana Water Policy. The component is designed as a follow-up aimed at consolidating the results and further advancing the outputs achieved during the first phase of the Danida support rendered to WRC (2001-2003), in particular concerning the decentralised IWRM pilot activities initiated in two river basins, and the collaboration created with the data and service providers in the sector, e.g. the WRIS institutions.

The support will focus on priority areas, which are assessed to be of major importance for the functioning of WRC and its Secretariat, and which will provide WRC with a strong profile on the water resources scene at national level. WRC's areas of operation can broadly be categorised as (i) carrying out regulatory functions and (ii) facilitating capacity building and awareness raising initiatives at decentralised IWRM levels.

The component activities will support both aspects of WRC's mandated functions, and more specifically will focus on:

- a further development of planning and decision tools related to WRC's core functions, i.e. water assessment and consequence analysis related to permit applications and granting of water rights;
- financial sustainability of WRC and the WRIS institutions through a strengthened operation of the Water Resources Management Fund;
- establishment of appropriate river basin management frameworks based on the existing District Assemblies structure, NGOs/CBOs or other civil society groupings, e.g. Water User Associations in selected basins;
- 'first stage' IWRM plans prepared for each selected basin through application and further development of the water resource assessment and socio-economic trend models introduced during the Phase 1 support;

- existing human and institutional capacities at district level related to water resources management strengthened with focus on promoting the principles of IWRM; and
- general capacity building, targeted training and internal organisational development of WRC and its Secretariat, and further enhancement of collaborative modalities between WRC and the WRIS institutions.

The component has a budget of DKK 22,195,000 million for the period 2004-2008.

The School Hygiene Education (SHE) Component aims at improving behavioural patterns of school children and youth in targeted areas, but with a national focus regarding school curricula development and teaching materials. This will be reached through improving the access of the schools under Ghana Education Service (GES) to relevant quality education on hygiene education as well as improved hygiene education and promotion in schools in Volta, Eastern, Greater Accra and Central Regions.

The SHE Component deals with support to enable schools under GES to: 1) update the age-specific and gender sensitive hygiene education curriculum and teaching aids 2) Increase the capacity of SHEP to supervise hygiene education in GES schools and promote hygienic practices, 3) develop and produce gender sensitive school hygiene IEC materials 4) include hygiene education and promotion in pre-service training 5) monitor water, sanitation and hygiene education in the schools.

At the district level SHEP District Coordinators will be responsible for training of teachers on the revised curriculum, as well as awareness raising activities in schools with water and sanitation facilities.

The hygiene education and promotion will be based on best practices from previous experiences.

This component is implemented by the National School Health Education Programme (SHEP). SHEP was initiated in 1992 under the Ministry of Education and Ministry of Health (MoH) The programme is now under the Director General of GES, with the mandate to maintain a pleasant healthy environment and effectively teach healthy behaviours and skills.

The actual facility provision such as water supply, hygiene promotion and latrine construction in schools will be included in the district water and sanitation plan, which must be approved by the Regional Approval Committee. Plans and budget for the School Health programme related to component 1 should be incorporated in the District plans for approval.

The component has a budget of DKK 16,193,000 for the period 2004-2008.

The Policy, Monitoring and Management Support Component aims at ensuring that water and sanitation activities are managed in a sustainable manner through use of local human resources and institutions.

The immediate objectives of the component are 1) Water supply and sanitation sector institutions at the ministerial, inter-ministerial and district levels are performing their stipulated roles with respect to policy development and sector coordination, 2) Adequate mechanisms for monitoring and evaluation of the effects of current water and sanitation practice to support policy decisions in place, 3) NGOs and civil society are actively participating in the dialogue on water and sanitation issues.

The component has five main areas of support interventions namely 1) Support to MWH with respect to institutional strengthening of its emerging Water Directorate, 2) Support to MLGRD's Policy Directorate, 3) Support to CWSA aimed at strengthening policy analysis, research, and monitoring and evaluation, and 4) Support to NGOs and civil society organisations.

The Danida assistance comprises support to capacity development, operational costs and technical assistance. Special attention will be given to strengthen monitoring and evaluation of water and sanitation issues in relation to the GPRS.

The component will be coordinated by the Water Directorate of MWH assisted by a Water & Sanitation Advisory Team headed by an international sector advisor. The component is supported by a Component Steering Committee comprising sector stakeholders that will act as the governing body for the Policy, Monitoring and Management Support Component in approving all major plans and budgets of the component, and that will develop broad strategies towards a sector-wide approach for water and sanitation.

The component has a budget of DKK 22,225,000 for the period 2004-2008.

Crosscutting and other priority issues

The programme objective and the components fit into Ghana's Poverty Reduction Strategy and Danida's country programme primarily through the focus on poverty reduction, decentralisation and help-to-self-help.

Poverty reduction: Poverty reduction will be achieved through hygiene promotion and provision of drinking water and sanitary facilities leading to better health and less workload (especially for women and children fetching water), and, at the local/micro watershed level, to a better use of available and/or upgradeable water resources for economically and equitable purposes. The district water and sanitation plans will be developed to contain data on the poverty distribution in the districts, and the criteria for prioritisation of communities will include poverty assessments.

Applying a demand-responsive approach, there is a risk that the DAs tend to overlook particularly poor communities who have difficulties in coming forward with the 5% community contribution or who are vocal in articulating their need for safe water and sanitation. Mechanisms must therefore be developed to ensure that the interests of these communities are catered for as well.

Gender: Women and children are the main domestic water fetchers (where water has to be carried from a distance) and they will benefit directly through a reduction in time spend in water collection. Women will, due to their role as main managers of domestic health and reproduction, benefit from better health achieved through better environmental sanitation. The percentage of girl school attendance is expected to increase due to the improved sanitary facilities.

Good governance/democratisation: Working with and through the districts based on participatory planning procedures at the level of area council and community, WSSPSII will strengthen and further good governance and democratisation. Mechanisms for ensuring lowest appropriate level control over the support given, i.e., household, community, district, is build into the management design of the programme.

HIV/AIDS and children: HIV/AIDS and children's work will be a part of the information material that will be used by the school health programme, the social marketing approach for latrines and other information material.

Private sector: involvement will be actively sought by channelling funds to Districts and asking them to seek services from the private sector for implementation of works stipulated in the district plans. Targeted private sector support will be made in the social marketing of household and public latrines where it is envisaged that small workshops will be supported directly to market and construct good quality household and institutional latrines.

Civil society will be actively engaged through the participatory planning exercises carried out at community level. Civil society will be a key player in ensuring that plans are actually carried out as stipulated – i.e., be a key control instance. This will be achieved through transparent procedures that will make public the vouchers and contracts between districts and contractors.

The National Framework for the programme and donor coordination

The broad approach with drinking water supply, sanitation and water for productive use based on locally made plans by DAs is fully in line with the GPRS. The GPRS states: 'Strategies for providing safe water will focus on improving access in rural, peri-urban and un-reached poor urban areas. The emphasis will be on...acceleration of rural water provision, with emphasis on guinea worm endemic communities and regions that have least benefited from new investments in the past decade...safe liquid and solid waste management...capacity building for environmental health'. On sanitation, the GPRS states 'District Assemblies will also be required to embark on aggressive marketing of the construction and use of domestic latrines... The construction of public latrines will be restricted to public places. Information dissemination on safe sanitation practices will be intensified, especially in urban slums, rural savannah and rural coastal areas. Simplified sewerage systems will be introduced for poor areas with high population density..'. On productive water the GPRS mentions provision of small dugouts, bore holes, tube wells and other simple

water harvesting structures and the program will incorporate such when feasible and relevant.

The main donors in the water and sanitation sector are, in addition to Danida, the World Bank (IDA), EU, CIDA, AFD, KfW and USAID. There seems to be a growing interest amongst the donors for more harmonised approaches, strategies, technologies and methods for community and small towns water supply and sanitation programmes. It seems to be realistic to achieve co-funding and co-planning of a district targeted sector capacity building programme with participation of EU, IDA, CIDA and Danida. Interest in a sectoral approach has been expressed by most donors, resulting in a strong request for creation of pertinent fora for coordination.

The WSSPSII has been designed in a way that should facilitate joint donor implementation. For instance membership of the Steering Committee is open to other interested parties, and the actual implementation modalities, for instance the Regional Approval Committees, could easily be made instruments for coordinated or even joint donor WSS activities.

1. Introduction

Danish support to Ghana comprises support to the water and sanitation sector as well as other priority sectors (transport, health, good governance, private sector development). Danida has supported water supply and sanitation in Ghana since 1993, and water resources management since 1997. Phase I of Sector Programme Support (SPS) to water supply and sanitation began in 1998. It ended in December 2003 after a one-year extension.

The formulation process for Phase II began with the Annual Sector Review, 2002, when it was decided that 'the preparation of component and programme proposals for the WSSPS, phase II (2004 - 2008) will be a process led by the Ghanaian side, *i.e.* MWH and CWSA.' The main basic principles for the Phase II would be that it should reflect the GPRS and Ghana's decentralisation programme in programme management and implementation; support GoG through CWSA to implement safe water supply and improved sanitation programme for rural communities and small towns with community ownership and management based on demand driven approach. There should be a technology mix for each area to be appropriate to the available water resources in the area and the most economic way of tapping them. Furthermore, that the Phase should support key stakeholders in policy dialogue and refinement of especially district level capacity to deliver community water and sanitation services in planning, implementation and management. Lastly, but not least, Phase II should assist to ensure sustainable water resources management practices in Ghana.

Between August 2002 and March 2003, a number of workshops, working sessions and consultations were held in Ghana involving partner institutions, and managed by two Process Consultants. A number of Concept Papers were drafted and refined through consultations, and a number of topical studies were carried out. Eventually the Concept Papers were further refined to become component descriptions, providing the basis for the WSSPSII.

WSSPSII has been designed in accordance with the recently (August 2003) approved Country Strategy for Ghana. It states that with regard to water and sanitation support, the objective of WSSPSII is to contribute to a sustainable reduction of poverty through improved water supply, sanitation and hygiene education as well as increased knowledge and better use of the water resources in Ghana. The second phase of WSSPS is designed to support district-based implementation of water supply and sanitation provisions based on a decentralised modality for poverty targeting and district water and sanitation development plans. Support will be provided to counterpart institutions in planning, prioritising and implementing at appropriate levels. It is envisaged that sector budget support may be increasingly used as a financing instrument along with the progress in the capacity development of key counterpart institutions.

The draft component descriptions were appraised in May 2003 by a Danida team and subsequently revised and finalised. The final drafts were discussed with planned partner

organisation during a visit to Ghana in August 2003 prior to presentation before the Board of Danida. The present document has been finalised on the basis of the comments received from the partner organisations.

2. National Sector Context

2.1 Main issues: Challenges on water and sanitation

Access to water and sanitation

The national incidence of diarrhoea is 18%. Some parts of the country, such as Northern Ghana with 31%, have higher levels. The immediate contributory factors to the problem of diarrhoea are the lack of access to health-determining facilities, in this case, water and sanitation. The high incidence of diarrhoea in the northern parts of the country was attributed partly to the lack of access to clean drinking water and proper sanitation. Coverage of potable drinking water varies substantially across the country.

Source of drinking water	Ghana	Urban	Rural
Pipe-borne	41.6	80.3	18.8
Well	33.9	10.8	47.2
Natural Sources	24.6	8.8	33.9

Source: Ghana Living Standards Survey 4 (1998)

Given the preponderance of water-borne diseases, the vulnerability of 81% of the rural population who depend on untreated water is a matter of concern. The problem may be no less severe even among urban districts, especially those in the periphery of urban areas. It is known that households without access to piped water tend to rely on a variety of less reliable and unhygienic sources, including mobile water tankers, and fixed vendors of water, shallow wells and deep wells, boreholes, springs and commercially bottled water.

Increasing access to potable water and sanitation is a key to achieving sustained poverty reduction. Strategies for providing safe water will focus on improving access in rural, peri-urban and poor urban areas. The emphasis in the Ghana Poverty Reduction Strategy (GPRS) is on the following:

- Acceleration of rural water provision, with emphasis on guinea worm endemic communities and regions that have least benefited from new investments in the past decade
- Effective management of urban systems
- Safe liquid and solid waste management
- Capacity building for environmental health.

The 2000 census on water supply provides a picture of the region-wise distribution of access to water. However, the figures do not differentiate between the rural and urban situation, which is substantially dissimilar in some regions. Especially in regions with major urban concentrations, the figures tend to be somewhat misleading. This is for instance the case for Greater Accra and Central Regions, two of the Danida target

regions, which are influenced by Accra Metropolis respectively Cape Coast, both with extensive piped water system.

Main source	All Regions	Northern	Volta	Brong Ahafo	Eastern	Western	Upper West	Ashanti	Upper East	Central	Gr. Accra
Safe%	59%	40%	35%	49%	45%	47%	64%	63%	50%	72%	89%
Unsafe%	25%	47%	42%	35%	32%	30%	25%	19%	18%	16%	5%
Safe/Unsafe%	17%	13%	23%	16%	23%	23%	11%	18%	32%	11%	5%

Source: 2000 Population and Housing Census, Summary of Final results, March 2002

The table shows that Volta and Eastern Regions have a lower coverage than the national average of 59%, whereas Central Region apparently has a higher coverage. What does not appear from the figures is the fact that most of the piped water systems along the coast in Central Region are severely affected by salinity and are de facto dysfunctional.

Environmental Sanitation

With regard to sanitation coverage, the data found in UNICEF and other sources of international statistics make Ghana one of the countries in the world with the lowest coverage (11%). However, the Population and Housing Census 2000, which also include shared and public latrines, gives a more positive picture. Here the distribution is as follows: Approx. 41% of households have a latrine in or around the house, but often shared with other households in the house². Of these toilet facilities, the pit latrine serves 22%, WC 9%, KVIP 7% and bucket/pan 4%. Approx. 31% of all households use a public facility, while 'only' 20% have no access to a toilet facility. This very different picture may help to explain why latrine programs in Ghana invariably have been extremely slow.

Environmental sanitation problems in small towns poses a rapidly increasing challenge which call for a particular efforts.

Household latrines: The coverage for sanitation in many small towns is inadequate (less than 30%). It has been suggested that small towns should be included under the on-going household latrine promotion schemes. Alternative technology options appropriate for dense 'core' areas could be considered. However, commonly used technology options for congested areas are relatively more expensive than the traditional household latrines. This includes Van's Biological Toilets, Enviro-loo and variations of eco-toilets. There are options also appropriate for areas faced with the twin problems of high water-table and congestion. In addition, when proper use is adhered to (not more than one household of six persons per privy) these have appreciable *re-use* potential. Systematic installation of sewage system is beyond the economic capacity of most District Assemblies.

Refuse collection and disposal: Improvement in refuse collection and/or disposal is a major concern to most district administrations dealing with small towns. This is

² UN does not consider shared and public latrines appropriate sanitation, which may explain the big divergence between the UNICEF and the GoG figures.

mainly because of the visibility of the effect of poor refuse collection/disposal on the immediate vicinity, but the open landfills may also cause damage to the water resources in the vicinity besides posing a health risk. Many District Assemblies spend between 40-60 % of their annual budget on operating and maintaining collection vehicles, skips and large number of refuse-dump attendants.

Storm water: In many small towns lack of storm drainage contributes to pools of stagnant water and sometimes localized flooding and erosion. Options for solving problems caused by storm water are locality-specific.

Institutional fragmentation

One of the most frequently mentioned challenges related to the water and sanitation sector in Ghana is the lack of a coherent institutional framework. The water sector comprises several sub-sectors, without a common notion of a sector. The consequence of this fragmentation is that discrete institutions have emerged each pursuing its own strategy and priorities. There is no one coherent institutional home for the Ghanaian water sector, nor is there one ministerial responsibility for water in Ghana. The absence of a focal point in any of the ministries with responsibilities for parts of the sector has diminished the chances of any sub-sector component assuming a leading role in determining the direction of development in the sector.

For instance, prior to the establishment of the Water Resources Commission (WRC), there was no overall body charged with the central management of the resource. Instead, many different sector agencies and ministries had (and still have) mandates relating to the use of water resources within their field of competence.

Also the sanitation sub-sector is characterised by insufficient coordination. Ministry of Local Government and Rural Development (MLGRD) under which it belongs, has for long time widely ignored environmental sanitation problems. As a consequence, there is no national agency responsible for addressing environmental health and sanitation problems. The National Environmental Sanitation Policy Coordinating Council (NESPoCC), which was established to coordinate policy and increase the profile for sanitation and environmental health, has never received the needed impetus to function and is essentially non-functioning.

One result of the absence of an institutional focal point for the water sector is that the Ghana Poverty Reduction Strategy (GPRS) does not contain a separate section on water, but has various sub-sections relating to irrigation development, and to water supply and sanitation. It is clear though, that the establishment of WRC and the drafting of a National Water Policy are steps towards establishing the focus and integrated view on the water sector that has been lacking. However, with regard to the integration of water sector related policies, strategies, legislation and institutional mandates into the decentralized government structure there are still many issues to be sorted out.

2.2 Sector policies, legislation and programmes

The Growth and Poverty Reduction Strategy of Ghana (GPRS) outlines the overall strategies for development activities, i.e. sets the government's investment priorities. The GPRS also widely guides the donor agencies' cooperation with the GoG. Although the document does not have a separate section addressing the broader water sector, it has sections on water as well as sanitation and the use of water for productive purposes.

GPRS on Safe Water and Environmental Sanitation

On safe water and environmental sanitation, the GPRS states.

Increasing access to potable water and sanitation is key to achieving health outcomes and sustained poverty reduction. Strategies for providing safe water will focus on improving access in rural, peri-urban and non-reached poor urban areas. The emphasis will be on the following:

- *Acceleration of rural water provision, with emphasis on guinea worm endemic communities and regions that have least benefited from new investments in the past decade*
- *Safe liquid and solid waste management*
- *Capacity building for environmental health.*

Safe water and sanitation targets

	2000*	2005
<i>Rural population with access to safe water</i>	40%	54%
<i>Rural population with household latrines</i>	15%	25%
<i>Urban population with access to safe water</i>	70%	78%
<i>Urban population with household latrines</i>	34%	45%
<i>Population with unsafe method of solid waste disposal (dumping)</i>	91%	75%

Safe Water In Rural Districts

To accelerate the eradication of guinea worm, water provision in guinea worm endemic communities will be fully subsidised. New investments in rural water will be provided for the Western and Central regions with the management of ongoing investments in deprived regions strengthened, including public-private-NGO partnerships. In addition, the timely disbursement of recurrent budget to Community Water and Sanitation Agency (CWSA) and the District Assembly Common Fund to enhance operation and maintenance of water facilities will be ensured.

Safe Liquid And Solid Waste Management

For effective and safe liquid and solid waste management, District Assemblies will be directed to undertake certain critical measures including rationalizing and updating bye-laws. District Assemblies will also be required to embark on aggressive marketing of the construction and use of domestic latrines, and enforcing laws on provision of sanitation facilities by landlords. The construction of public latrines will be restricted to public places. Information dissemination on safe sanitation practices will be intensified, especially in urban slums, rural savannah and rural coastal areas

Simplified sewerage systems will be introduced for poor areas with high population density, while technological options to the KVIP will be introduced in poor areas with unfavourable terrain. The introduction of guidelines to promote competition in solid waste management will enhance

management and the payment of cost of waste disposal will be rejuvenated to finance efficient service delivery. Communal container services will also be expanded in poor areas with high population density.

To provide a pleasant and healthy environment for living, physical planning will be vigorously promoted in both urban and rural contexts. As part of the physical planning measures, lands will be acquired and protected against encroachment for treatment and disposal of waste in major towns and cities. In small towns, water boards established will be monitored. Wherever dams are built, the requirement is that measures are put in place to significantly reduce health risks.

Capacity Building For Environmental Sanitation

Capacity of District Assemblies in the management of public-private partnerships in solid waste management, including preparation and management of service contracts and regulation will be strengthened. Capacity to manage environmental sanitation will be developed with emphasis on staff, skills, guidelines, motivation and resources provided for Environmental Health Departments of District Assemblies and the Ministry of Local Government & Rural Development. Maps and layouts for orderly physical development will be updated. Sanitation tribunals will also be established/ strengthened in every district.

Effective management of urban water systems is also mentioned as a priority area, but support to this is not included in the WSSPSII, apart from small town water supply schemes. Regarding the other priority areas of GPRS, the WSSPSII addresses all of them.

GPRS on decentralisation and equity

With respect to decentralisation, which is a cornerstone of the WSSPSII, the GPRS outlines the following principles:

In terms of governance at the national level the need is for a vigorous and progressive deepening of decentralization and the devolution of power. A combination of the latter with permanent mechanisms for a symbiotic relationship between communities NGOs, civil society organizations, private business and the public sector and between levels of government will strengthen national government and nation building through dialogue and consensus. The aim must be to decompose power to the District to the extent that Assemblies are in effective and total control of their departments and staff within the context of relevant legislation. Ultimately District departments must have the capacity to carry out all District level programmes and projects funded from their own resources and by central government. In the latter case decisions on resource utilization including priorities and intra-District location must lie with the local authority. Central government should progressively use District Assemblies as agents for the local provision of physical infrastructure and services wholly or part funded by the former. The goal is to provide for a situation where national development plans are an aggregation of local development plans and the latter are a dis-aggregation of national plans. Dialogue between the national and local level must achieve a synthesis of mutually supportive measures, which bind together national policies and local aspirations (p. 41).

The District Based Water and Sanitation Component and the Policy, Monitoring and Management Support Component directly support these targets, but also the School

Hygiene Education Component is supposed to contribute to strengthening the capacity of the districts.

Progress of decentralisation plans

A number of public sector reforms in support of the decentralisation strategy have long been planned to introduce appropriate financial procedures and mechanisms to ensure transparency and accountability. The Government has committed itself again to ensure that legislation is in place by the beginning of 2004. The plans include the following:

- Adoption of the proposed fiscal decentralization system.
- Composite budgeting introduced and enforced in all districts.
- Training of core staff in composite budgeting.
- The national procurement policy would be institutionalized and used by all public sector institutions.
- The Local Government Service Bill will have been introduced.

A number of threats confront the reform effort. The plan to devolve more authority to the District Assemblies has been government policy for a number of years and did inform the decision to set up a Unit at the Ministry of Finance to manage the fiscal decentralisation programme. Progress has been slow as centralised agencies seem unenthusiastic about the prospects of their reduced authority. With respect to composite budget there is a conceptual difficulty. It is difficult for a budget developed in terms of a geographical entity be disaggregated into its sector composition to be re-assembled as a sector budget for incorporation into the national budget.

Enactment of the Local Government Service Act: The Local Government Service Bill was submitted to Parliament on 7th March, 2003. The Public Procurement Bill was submitted a week later. When the Local Government Service Bill is approved for enactment, the recruitment, deployment and control of all staff under the DAs will proceed. This would facilitate the capacity building of the DAs and strengthen the process of preparing and implementing the district water and sanitation plans.

The Procurement Bill has generated great controversy from civil society groups that it is not comprehensive enough and does not offer adequate protection for domestic industry. Debate on the bill has not completed. Failure to complete the legislative, training and planning processes will limit the success of the ambitious governance agenda of the GPRS.

Disbursement of budget funds for Investment: For the success of the poverty-related programme, it is hoped that the Ministry of Works and Housing will be able to increase its role in the coordination of water-related policies. Progress of physical work is limited by the lack of and untimely release of Government counterpart funding for projects. The failure to disburse approved funds in respect of service and investment items because of revenue shortfall suggests that the expectations are ambitious and might require further prioritisation.

For example, District Assemblies are not able to contribute their financial quota because of delays in releasing their Common Fund entitlements to them on a regular basis. As of March 2003, the Government was in arrears of nine months with respect to the Common Fund and has proposed to defer transfer of the arrears for up to five years. Given such delays, the ability of the District Assemblies to finance their share of projects to complement donor funds is impaired. This could jeopardize programme implementation and affect the attainment of the envisaged coverage rates in the GPRS.

The speed with which WSSPSII can devolve decision-making and implementation to the DAs will depend on the outcome of these deliberations.

2.3 Key sector institutions

The **Ministry of Works and Housing** is the key ministry of the water sector. It has the authoritative function of initiating and formulating policies, coordination of budgeting, monitoring and evaluation to ensure the efficiency and performance of its specific sector. The mission of the Ministry of Works and Housing with regard to the water sector is to formulate and implement policies and programmes for the provision of safe drinking water, and the development of infrastructure facilities in the area of water and flood control systems, sanitation, drainage and coastal protection works, operational hydrology, for the benefit and improvement of all people living in Ghana. The Ministry's main set objectives are:

- To ensure efficient management of water resources
- To provide adequate flood control systems, safe sanitation facilities, drainage systems and adequate safe shelter.
- To formulate, implement, monitor and evaluate policies that will enhance the provision of potable water, shelter and the related infrastructure facilities and services.
- To promote and facilitate private sector participation in housing delivery, potable water supply, and flood control systems and coastal protection works.
- To provide, maintain and protect public property and infrastructure.
- To establish an effective database for efficient planning and service delivery.
- To improve human resources development and build the institutional and the managerial capacity.
- To improve collaboration and co-ordination with Local, Sub-Regional and International Agencies in the provision of potable water and adequate and decent shelter for people of Ghana.

Several attempts have been made over the years to establish a water office in the ministry that could be responsible for the overall sector coordination, monitoring and policy making. Some funding has also been given to the MWH to establish the office. These attempts have, however, hitherto been essentially unsuccessful. There are two main reasons for the slow progress until now on creation of the Water Directorate:

- Low capacity at ministerial level. An institutional assessment of the MWH carried out in October 2002 has established that the Ministry at headquarter

level only comprises seven professional technical officers out of a total staff of 77;

- Low priority of GoG in terms of making available investment funds. Virtually all investment funds to the sector are provided by external support agencies and the GoG thus provides only funds for the administrative system in the sector.

Since 2002, the Government of Ghana has embarked on more vigorous efforts to refine the institutional framework that would ensure effective coordination of policies and programmes, notably those that would deliver services to the poor. Prominent among the institutional reform proposals is the establishment of a Water Directorate within the Policy Planning, Budgeting, Monitoring and Evaluation Division of the MWH. Hence, the Minister has recently (August 2003) clearly confirmed that a fully-fledged Water Directorate will become a reality very soon. It is expected that the Directorate initially will be allocated a professional staff of three.

Community Water and Sanitation Authority (CWSA) is an executive agency under MWH entitled with responsibility for water supply to rural communities, including small towns. CWSA also deals with household sanitation and hygiene promotion. CWSA, which has received substantial support from Danida and other donor agencies, has offices in all 10 regions of Ghana.

The Water Resources Commission (WRC) was established by an Act of Parliament (Act 522 of 1996) with the mandate to regulate and manage Ghana's water resources and to coordinate government's policies in relation to them. Further, the WRC should facilitate and oversee that Ghana adopts an integrated, cross-sectoral, river basin anchored approach to water resources management. WRC has received support from Danida since 2001.

The Ministry of Local Government and Rural Development (MLGRD) is the principal institution overseeing the management of human settlements in Ghana. MLGRD is responsible for environmental health and environmental sanitation, in the same manner as MWH is responsible for water.

The draft document by MLGRD 'Strategic Framework for the Development of Capacity for Environmental Health and Management in Ghana' aims to set out a framework to guide the development of such capacity within the local government system so as to enable government to deliver on its environmental and health policies.

Since the transfer of the responsibility for Environmental Health and Sanitation from the Ministry of Health in 1995 and the promulgation of the Environmental Sanitation Policy in 1999, the MLGRD has been faced with the following principal areas of concern:

- The establishment of an institutional framework with clearly defined roles and linkages to support implementation of the environmental sanitation policy;
- The establishment of technical capacity within MLGRD to orient and support the District Assemblies in the provision of environmental sanitation services;

- The development of skilled professional and sub-professional human resources for the sanitation sub-sector;
- The development of capacity in the Assemblies to manage environmental sanitation;
- The strengthening of the civil society's role in environmental sanitation; and,
- Increasing private-sector participation in environmental sanitation service delivery and, wherever possible, cost recovery directly from service beneficiaries.

Environmental health and sanitation issues are dealt with by the **Policy Directorate** of MLGRD. Within the Directorate, there is a small unit specialised in this field.

The **School Health Education Programme (SHEP)** was initiated in 1992 under the Ministry of Education, Youth and Sport (MEYS) and Ministry of Health (MoH). The programme is now under the Director General of Ghana Education Service (GES), with the mandate to maintain a pleasant healthy environment and effectively teach healthy behaviours and skills at public schools.

SHEP has a national office, located within the premises of GES, regional offices each with one regional SHEP coordinator, and district offices, each with one district SHEP coordinator. At head office level, SHEP has a professional staff of four.

The local government system consists of 10 regional offices and 110 Districts, with substructures such as Town/Area /Zonal Councils. The general institutional arrangements for fiscal decentralisation are as follows:

- The District Planning Authority (DPA) plans at the district level,
- The Regional Coordination Councils (RCC)s harmonises the aspiration of the districts,
- The National level harmonises the RCCs.

The fiscal decentralisation policy of the government is designed to provide planning, budgeting and financial management tools to support the District Assemblies (DA's), which are the pillars for decentralisation. The DA's are supposed to plan and manage the financial resources at the district. These include resources generated by the DA's, transferred from the central government, ministries, departments and agencies or donors. The disbursement by the district is to be done according to a guideline issued by Ministry of Finance and Economic Planning (MFEP) in conjunction to MLGRD. The guidelines have the effect of earmarking over 60% of the total amount leaving about 40% for the district to spend at their own discretion. Once the budget is approved its execution is the responsibility of the District Chief Executive and his/her staff. Periodic reports to the various committees, the District Assembly, and the Regional Coordinating Council, provide a basis for monitoring. For new projects the contract award process is managed by the District Tender Boards. They review the various bids and make recommendations on contractors. The District Assemblies award the contracts based on the recommendations of the District Tender Boards.

Donor funds have been very significant in the development process of most districts. However, donors have different procurement guidelines and this sometimes have negative impact in the utilisation of such facilities. Most of donor funds centre on accountability, transparency and quality assurance issues.

The GPRS outlines the Medium Term Priorities 2003-2006 and the financing of these. Although the Government of Ghana has expressed a strong commitment to providing the population with safe water and sanitation, the de facto allocation for the three-year period 2003-2005 must be considered low in financial terms, only constituting 3.6% of the planned investments for the plan period. This can be compared to the road sector, which constitutes 36.4% of all investments planned for the period and 55.4% for year 2003. In the 2003-2005 budget for investment in safe water and sanitation, roughly four times as much has been set aside for access to water (mainly in rural areas) than for safe sanitation. It appears thus that GoG contributions to direct investment in water supply and sanitation are declining, and that GoG intends to fund the Government's outlays for water supply and sanitation largely with external funds. However, it should be kept in mind though that a considerable share of the HIPC funds have been earmarked for water and sanitation initiatives.

Hence, while government direct investment in water and environmental sanitation is stagnating, or even declining, the government has indicated that HIPC funds will be used to bring improvements in sanitation, water, health facilities, accelerated job creation and basic education. The total HIPC release budget for all sectors for 2003 is USD 78 million. As regards securing of access to safe water and environmental sanitation, the HIPC allocations for 2003 are as follows: a) Rural water USD 10 million, b) sanitation USD 10 million. This confirms the impression that the GoG widely relies on donor funds for investment in rural water supply. However, the overall amount invested in the sector remains at the same level due to increasing donor contributions.

Comprehensive information on the donor agencies' contribution to provision of safe water and sanitation is not available. However, together with the World Bank Danida is currently the leading donor in the water and sanitation sector.

2.4 Sector co-ordination

There seems to be a growing interest amongst the donors for more harmonised approaches, strategies, technologies and methods for community and small towns water supply and sanitation programmes. The need for having CWSA to play a more active role in the design of such harmonised approaches, strategies, technologies and methods in relation to community water has been expressed. Donors support the idea of initiating more cross-sectoral studies, and based on the findings and recommendations to participate in the harmonisation process. However, as yet there has not been any indication of willingness amongst the other donors to co-fund such cross-sectoral studies. As regards national co-ordination level and policy formulation,

the donor community has repeatedly pointed at the need for a body like the forthcoming Water Directorate to take a more active stake in the process.

All donors frequently express their frustration on the limited capacity and capability of the districts administration for playing the expected role in the planning for and implementation of community and small town water and sanitation projects. Co-funding and co-planning of a district targeted sector capacity building programme with participation of EU, IDA, CIDA and Danida might be a response to this situation. Interest in a wider sectoral approach has been expressed by the World Bank, EU, CIDA and Danida. It is envisaged that the creation of a Water Directorate will ease this process and, not least, the communication between the Government and the donor organisations.

With regard to Integrated Water Resource Management, CIDA is planning for a Groundwater Resources Study of the three northern regions to commence in 2003. The objective of the study is to establish a borehole data base, to identify areas with prospective groundwater resources for agricultural development, and to establish a reliable tool for predicting success rates for water supply drilling in the different types of geology occurring in the regions. The Water Resources Commission will be the main institution on managing the study. CIDA is inviting other donors to join in as co-funding partners because the CIDA budget is not really sufficient. EU, AFD and Danida might be supportive. As part of the EU Water Initiative it has been proposed that Danida should act as a lead donor within the water and sanitation sector in Ghana i.e. be responsible for donor harmonisation and collaboration with the Ghanaian authorities.

3. Danida assistance to the water & sanitation sector

The **development objective** of the Phase II of the Sector Programme Support to the Water and Sanitation Sector (WSSPSII) is ‘to contribute to a sustainable reduction of poverty through improved water supply, sanitation and hygiene education as well as increased knowledge and better use of the water resources in Ghana’.

The WSSPSII is designed to build on achievements made during WSSPSI (especially in capacity building) and to further move towards district based implementation of water supply and sanitation, and local water resource planning.

The focus will be on a decentralised modality for poverty targeting of water supply and sanitation provisions, the contribution to poverty reduction of water supply and sanitation provisions, and better use of local water resources. Indicators for direct measurement of poverty targeting and poverty reduction through these efforts will be further developed during the detailed formulation of the components.

The targets are:

- Rural and small town water supply installations, school and public latrines, environmental sanitation in selected small towns, as well as infrastructure for use of available water resources for productive purposes in selected communities in 43 districts in Volta, Eastern, Greater Accra and Central Regions implemented by Districts Assemblies with assistance from CWSA, and district capacity build to sustain district based water and sanitation planning and implementation;
- A viable and practical framework for decentralised IWRM activities further developed and made operational assisted by lessons learnt in the two first-phase pilot basins as well as in two new basins to be selected. Capacity at Water Resources Commission enhanced for carrying out its mandate of management of Ghana’s water resources on a sustainable basis, focusing on water abstraction regulation, pollution monitoring and water resources assessment activities;
- Sustained hygienic behaviour practised by school children, mainly in the Volta, Eastern, Central and Greater Accra Regions through provision of health educational materials, promotion of healthy environment in schools, provision of sanitary facilities and water supply in schools, and capacity building of the national School Health Education Programme;
- An enabling environment for sector activities existing in terms of enhanced sector policy, monitoring and co-ordination, and strengthening of civil society organisations in the sector.

WSSPSII comprises four components:

- 1) District Based Water and Sanitation;
- 2) Integrated Water Resource Management (IWRM);

- 3) School Hygiene Education; and
- 4) Policy, Monitoring and Management Support.

Component One is the main mechanism for water supply and sanitation delivery according to the mandates, roles and responsibilities of national and local government and non-government institutions laid down in the GoG decentralised set-up. To support an enabling environment for the district based water and sanitation implementation, Component Four, the Policy, Monitoring and Management Support Component, will continue and provide further capacity building support to the two ministries (MWH, MLGRD) in addition to the CWSA and NGOs and the private sector provided in WSSPS I. Component Two for IWRM, and Component Three for School Hygiene Education will have a number of linkages to the former and to each other. Synergy through between the components will be pursued through coordination mechanisms and exchange of information and experience between the components.

Overall programme coordination and supervision will be in the hands of a National Steering Committee comprising representatives of the Ministry of Works and Housing, Ministry of Local Government and Rural Development, Ministry of Education, Youth and Sports, National Development Planning Commission, Ministry of Finance and Economic Planning, Royal Danish Embassy, and key counterparts such as WRC, CWSA and GES. Other interested parties such as donor organisations may be co-opted into the WSSPS Steering Committee should joint implementation initiatives call for this.

As a minimum the indicators listed in the Ghana Poverty Reduction Strategy Monitoring & Evaluation Plan draft document will be used, including: the share of rural and urban population in the four regions covered by the programme with reasonable access to an adequate amount of safe water, which is significant to lowering infant and child mortality, is associated with poverty. For sanitation, the main indicator will be the share of rural and urban population in the four regions covered by the program with adequate excreta disposal facilities.

Danida has been met with a strong request for expanding the activities of the support to the water and sanitation sector into Central Region. Currently, no donor agency is providing support to rural (or urban) water supply in the region, the region being the only one in the country with no government implemented community water schemes³. Furthermore, Central Region is classified as one of the poorest in Ghana although the reported water and sanitation coverage is slightly above the average for the country. Problems of saline water are prevalent along the densely populated coastline.

On this basis, during Phase II of the WSSPS Central Region will be included in the programme with the following activities in preparation of investments:

³ Allegedly, the World Bank is considering support to a smaller number of districts in Central Regions during the forthcoming Phase 3 of the CWSP. Should this become a reality, joint implementation will be considered.

- Capacity building in the districts around water and sanitation planning, in technical skills, hiring of consultants and in communication etc.
- Mobilisation of communities
- Preparation of sub-projects for financing under the investment scheme etc.
- Establishment of approval committee.

4. Key assumptions and risks

Assumptions

The following assumptions that are critical to programme implementation are made:

- Ministry of Works and Housing is committed to providing leadership and a central focus on water and sanitation.
- The required human and financial resources will be made available to ensure adequate operation of the Water Directorate.
- Ministry of Local Government and Rural Development is committed to give adequate priority to environmental sanitation issues.
- The reforms in decentralisation, towards a district-based and community-driven development of the water and sanitation sector continue.
- The process of promoting good governance and debate on social dimensions of water and sanitation involving civil society and NGOs continues.
- The expressed interest of key stakeholders in the water and sanitation sector to develop a sector-wide approach continues.
- Government of Ghana commitment to Ghana Poverty Reduction Strategy (GPRS) and the monitoring of programs to ensure that they are poverty-targeted remain unchanged.
- Parliament has enacted the Local Government Service Act that would place the recruitment, deployment and control of all staff under the DAs.
- GoG would take the necessary steps to ensure:
 - Adoption of the proposed fiscal decentralization system
 - Composite budgeting introduced and enforced in all districts
 - Training of core staff in composite budgeting
 - Introduction of appropriate financial procedures and mechanisms to ensure transparency and accountability.
- Political support to facilitate implementation of IWRM will be further strengthened to facilitate the introduction and implementation of IWRM at the national, regional, and local levels.

Risks

The following risks may jeopardise the achievement of the objectives of WSSPSII:

- Ministry of Works and Housing is unable to increase its role in the coordination of water-related policies.
- Inadequate resources prevent the Water Directorate from carrying out the envisaged coordinating and planning role.
- Ministry of Local Government and Rural Development is unable to give environmental sanitation issues the expected prominence.
- Implementation speed is slow due to low capacity of District Assemblies. There are some aspects of DAs capacity that are outside the area of influence of WSSPSII such as the abovementioned assumption of enactment of the Local Government Service Act.
- District Assemblies are not able to contribute their financial quota (if such contributions are indeed introduced by national policy). Given the limitations of the common fund allocated to the DAs, their ability to provide timely finances to complement donor funds is doubtful. This could jeopardize programme implementation and affect the attainment of the envisaged coverage rates in the GPRS.
- Lack of or untimely release of Government of Ghana funding. The austere tightening of expenditures in respect of service and investment items is an issue.
- Government policy framework does not change in favour of significantly improving school health.
- Failure to make significant efforts to generate a strong commitment and support to the SHE component by key WS&S stakeholders, including CWSA, and a strong spirit of support and cooperation coming from GES and other national authorities.
- Late enactment of the Procurement Bill and subsequent late establishment of public procurement institutions will delay decentralisation of procurement. The water sector programme will follow and review the situation and take steps to further support the districts with training and capacity building in this regard.
- GES administration and authorities may fail to accept full responsibility for the continuation of the SHE component after 2008.

None of the above-mentioned risks are considered detrimental to the implementation of WSSPSII, but they may slow the implementation and call for alteration of certain aspects of the implementation strategy. However, a review of the performance of the Water Directorate is planned to take place two years into the component period with a view to assess whether the planned Danida support is relevant and adequate.

5. Components of WSSPSII

In this section, the details of the four components of WSSPSII are presented. The four components are:

- Component 1: District Based Water and Sanitation,
- Component 2: Integrated Water Resources Management,
- Component 3: School Hygiene Education,
- Component 4: Policy, Monitoring and Management Support.

5.1 Component 1: District Based Water and Sanitation

The *development objective* of the District Based Water and Sanitation Component is 'Health status and quality of life improved in targeted communities and small towns of Volta, Eastern, Greater Accra and Central Regions'. The implementation of the component would enhance the decentralisation of the structures of government and strengthen the capacity of District Assemblies (DAs) in project planning and management. The component also intends to facilitate mainstreaming water and sanitation activities into the planning and budgeting process of the DAs on a demand-responsive basis.

The main areas of support are capacity building at district level, improvement of behavioural patterns with respect to use of safe water and sanitary facilities, improved access to safe water in rural areas and small towns, and improved access to environmental sanitation facilities in the target regions.

The emphasis will be on creating capacity at the district level for decentralised provision of water and sanitation services and provision of hygiene promotion. A special effort will be made to secure that the poor segments of the population are reached and their needs adequately addressed.

This component objective contributes to the overall water sector support programme objective of WSSPSII the following impacts:

- Increased productivity of the rural population through improved health of particularly women and children and reduced time for collection of water
- Improved financial situation of the rural population through reduced spending on health care costs and increased options for productive use of water.

The component has four *immediate objectives*:

1. Districts have adequate capacity for sustainable water and sanitation planning, implementation and operation and maintenance
2. Improved behavioural patterns with respect to use of safe water and sanitary facilities in targeted communities and small towns

3. Access to safe and sustainable water in rural areas and small towns significantly increased in Volta, Eastern, Greater Accra and Central Regions
4. Access to sustainable environmental sanitation facilities increased in the target regions.

The strategy adopted will be a harmonised, national strategy, based on 'best practices' from different donor-supported programs, such as Danida's first SPS phase and the World Bank supported CWSP-2. Decentralisation, district, and community level capacity building will ensure sustainability of the facilities in the longer term.

Potential beneficiary communities will be identified based on poverty criteria, however a demand responsive approach will be adopted in the final selection of beneficiary communities. Beneficiary communities will be expected to demonstrate a real demand for improved water and sanitation facilities by participating in the planning, contributing to the capital costs and making a commitment to maintaining the facilities.

District Water and Sanitation Plans will be prepared indicating community profiles that would constitute the framework for participation in the component and for prioritisation of poor communities. In support of the national decentralisation process, additional responsibility for planning and physical investments will be transferred from CWSA to the DAs. In this connection, the Regional Approval Committee will evaluate the incoming sub-project proposals from the DAs and will evaluate the DAs capacity to handle the projects according to transparent criteria agreeable to the Regional Co-ordinating Council.

Capacity building

A number of capacity building activities will be undertaken at different levels:

Regional level

Given the transfer of responsibility for component implementation from the regional to the district level, the role of the regional staff, in particular in the regional CWSA offices, will change from implementation to monitoring and quality assurance. This requires sharpening the skills of the regional staff in design of complex water systems, environmental sanitation and monitoring and evaluation.

District level

At the district level, the capacity building initiatives would entail DA members and officials, community level actors and the private sector. The preparation of the district water and sanitation plans by the DA staff would require the development of their skills in planning and budgeting, preparation of tender documents, evaluation of tenders, supervision and management of contracts. The DA staff will also require skills in financial management and reporting the scope of which will be determined in discussion with the DAs and CWSA.

Community level

The training at the community level will aim at equipping the WATSAN Committees and the Water and Sanitation Development Boards with the relevant technical and managerial skills to enable them function as a responsible community organisation and at creating a general awareness and understanding of O&M needs and the need for proper hygiene behaviours among the traditional leaders, community elders.

Private sector

The involvement of the private sector in the provision of goods and services will continue under this programme. The capacity of the private sector will therefore be developed to enable them meet the performance requirements, for example as area mechanics, latrine artisans and local contractors and consultants.

Improved knowledge, attitudes and practices in hygiene behaviour

Improved water and sanitation facilities are necessary but not sufficient to decrease water and sanitation related diseases. To bring about real improvements in health, the installation of facilities has to go hand in hand with their proper use and maintenance. The hygiene promotion aims to encourage a wide range of actions among men, women and children that help break the chain of water and faeces borne diseases.

The hygiene promotion will focus on the most critical hygiene behaviours, which will be identified through a review of existing Ghanaian documentation combined with international experience. The methods used will consist of a combination of community involvement in decision making, participatory hygiene promotion and social marketing. The methods used will be cultural and gender sensitive. The aim of the hygiene promotion is not only to teach scientific concepts (where needed), but more importantly to enable men, women and children in the community to overcome constraints to change.

Intensive hygiene promotion will be carried out in the communities, where water and/or sanitation facilities are installed. More extensive hygiene promotion using social marketing will have a broader audience at regional or national level.

As a matter of principle all physical implementation has to be accompanied by appropriate related software activities, such hygiene education and exposure to basic organisational development skills. The activities and the budget for this will be approved by the Regional Approval Committee at the same time as approving the physical installation.

Water supply in rural communities and small towns

The coverage of water and sanitation facilities will be established in a demand-responsive manner in up to the 43 districts in the Volta, Eastern, Greater Accra and Central Regions.

The water facilities to be provided include the following options:

- Boreholes and hand-dug wells fitted with hand pumps
- Small towns water supply systems supplied by mechanised boreholes or by treated surface water (using simple technologies).
- Connection to existing GWCL pipelines (as the last option)
- Rehabilitation of existing water systems
- Rainwater harvesting (where feasible)
- Water will also be provided for productive purposes to support income generation activities in the communities, where this is judged possible in small scale without endangering the sustainability of the supplies of potable water for the communities.

The technical solutions have been chosen based on their simplicity and their proven track record in Ghana and at the same time a concerted effort is made to train the users and the locally responsible committees in operation and maintenance of the facilities. Likewise a system is introduced for monitoring of the state of operation and maintenance to mobilise support from both districts and the regional CWSA offices in case of problems.

Environmental sanitation

The need for interventions in the area of environmental sanitation is based on the facts that:

- Environmental sanitation is a daily 'headache' of many DAs who are faced with problems of excreta management in the congested 'core' of small towns, refuse collection and disposal as well as collection of septage and treatment, storm-water drainage and sullage conveyance (the same problems faced by larger urban towns and cities)
- Coverage for on-site sanitation is low and promoting household latrines remains a major challenge to many DAs
- Many districts have inadequate bye-laws with regard to environmental sanitation and/or inadequate enforcement of such bye-laws.

The strategy for support within the area of environmental sanitation will include:

- Hygiene promotion in general and renewed efforts for promotion of household latrines
- Implementation of institutional latrines with hand washing facilities at schools and health clinics.
- Supporting small towns to undertake environmental sanitation assessments and audits to aid the development of plans for incremental improvement in excreta management and disposal/treatment, refuse collection and

disposal/treatment, as well as infrastructure for sullage and storm-water conveyance (as part of District Water and Sanitation Plans)

- Financing of limited but high priority initiatives consistent with District Water and Sanitation Plans and shall be competitively selected from submitted plans from participating DAs – districts can apply for further support for priority interventions upon completion of initial projects, depending on availability of funds.

With respect to sanitation, the types of facilities to be provided are:

- Institutional KVIP latrines at schools and health clinics with hand washing facilities
- A limited number of sanitary household latrines for demonstrations purposes
- Solid waste collection and disposal systems (to be coordinated by MLGRD)
- Storm water and sullage drains to be constructed in selected small towns, where there are clearly documented environmental or health related problems (to be coordinated by MLGRD)
- Disposal facilities for liquid and semi-liquid sanitary waste.

Promotion of household latrines will mainly be done through campaigns targeted behavioural changes. However, demonstration latrines can be installed in special cases e.g. in areas where Danida has not been active before, and where intensive hygiene promotion and installation of school latrines is taking place. WSSPSI has commissioned a study on barriers for dissemination of household latrines. The conclusions of that study will form the basis for funding of demonstration household latrines.

Schools will be identified for renovation of existing latrines and construction of new latrines by DA staff and GES/SHEP (see Component Three). The plans should take the existing plans for school improvements into account. Priority will be given to schools in poor communities. Schools will qualify for school latrines under the condition that appropriate water supply for hand washing is available, that existing sanitation facilities are not appropriate, and that the school staff organise a gender-balanced system for cleanliness and O&M of these latrines. Selected staff will participate in training on the proper use and O&M. Institutional latrines will be based on the multi-compartment KVIP design of 6 to 10 cubicles. Urinals may be considered as supplement to latrines in some schools.

Management of solid and liquid wastes in small towns is an area that has not attracted much attention in Ghana so far in terms of experience, guidelines and support structures. On the other hand almost all districts claim that management of solid wastes is a difficult task for them, taking up a large part of their scarce resources. Thus there are good reasons to experiment with solutions that are well suited for the problems as they are found in small towns and peri-urban areas. The experience gained should be made available to a larger circle of interested parties e.g. through the Environmental Health and Sanitation Unit of the Policy Directorate of MLGRD (supported by Component Four of WSSPSII). The sub-projects selected for funding

should be designed so that experience is gained also on the management and awareness issues of environmental sanitation.

Criteria for selection of pilot environmental sanitation projects could include that it is an innovative solution to an environmental health problem, that it contains relevant description of the context and that, it will be sustainable. The communities touched by the project should be involved in the planning.

Cross-cutting issues

In line with Danida and Ghana Government policies a number of cross-cutting issues are taken into account in the design of the component. Gender issues and HIV/AIDS have already been integrated in the previous phase of the programme in the form of action plans. Such action plans will be improved (if needed) and followed up on during the implementation. An analysis of the environmental impact of the component has been made and relevant mitigation measures included.

Synergies with other components of WSSPSII and Danida support

The component has clear synergies with several other components in the water sector programme and with other Danida supported activities, in particular

- The School Hygiene Education Component in terms of the joint promotion of school latrines and hygiene promotion
- The Policy, Monitoring and Management Support Component in terms of support to capacity building at district level and in terms of support development of environmental sanitation experience in small towns and rural areas (coordinated by MLRD)
- The general Danida support to the decentralisation process, where the water and sanitation sector is seen as an opportunity for an early implementation of the principles
- The Transport SPS which is providing support to six district works departments on a pilot basis
- The Business SPS which has a special facility for development of the advocacy capacity of the business sector. Private operators in the water and sanitation sector may benefit from the support under the BSPS:

Inputs

The Government of Ghana is supposed to provide the following:

- Funds to carry out general monitoring of the development within the sector, e.g. coverage statistics etc
- Cost of office accommodation at the CWSA Head Office (or similar suitable location in Accra) for the international consultants
- Funds to cover the salaries and allowances of all members of the RWSTs in the four regions

- Funds to cover the recurrent expenditure (fuel, maintenance cost of vehicles and equipment etc.) of the four CWSA Regional Offices and the CWSA Head Office
- Funds to cover the salaries and allowances of the up to 43 DWSTs
- Office accommodation, furniture and cost of utilities of the four CWSA Regional Offices (including facilities for the consulting teams) and up to 43 DWSTs
- Funds to cover the launch of the component at the regional and district levels.

Danida will provide the following:

- 100% of the cost of the provision of water facilities (the 5% community contribution will be reserved for inflation/increased number of installations)
- 100% of the cost of the limited number of household latrines for demonstration purposes
- 100% of the cost of institutional latrines except for private schools
- 100% of the investments in the environmental sanitation demonstration facilities
- 100% of the cost for the procurement of the services of local consultants and an international technical assistance team to offer advisory support to the component
- 100% of the cost of capacity building and training of district staffs
- Cost of office equipment for the advisors
- Direct budget support of USD 5,000 per annum to each DA for the first two years
- Costs for community mobilisation and training (incremental costs for the districts for training, promotion, project related operations and administration etc)
- 5% Management Fee to CWSA to cover incremental costs, both operational costs and additional staff input
- Initial costs caused by CWSAs involvement in WSSPSII such as vehicles, ICT and office equipment etc.
- Various component expenses as specified in the detailed budget
- The costs of technical assistance (TA).

TA contracted through competitive bidding:

International specialists:

- Management advisor (53 person-months)
- Assistant management advisor (42 person-months)
- Financial advisor (53 person-months)
- Engineering advisor, water supply and sanitation (42 person-months)
- Hydrogeologist (42 person-months)
- Socio-economic advisor (42 person-months)
- Pool of international short-term advisors (45 person-months)

National consultants:

- One financial management consultant per region (4 x 55 person-months)

To be contracted directly by CWSA:

- Pool of Ghanaian short-term consultants (100 person-months).

5.2 Component 2: Integrated Water Resources Management

The component aims at further strengthening the procedures and work routines of WRC towards the general aim of introducing integrated water resources management (IWRM) at all appropriate levels of society as spelt out in the recent draft Ghana Water Policy (January 2002) submitted to the Ministry of Works and Housing. The component should be seen as a follow-up and consolidation of the results achieved during Phase 1 of the Danida support to the WRC (2001-2003) with a particular focus on the decentralised IWRM pilot activities initiated in two river basins during the first phase, and further collaboration with the data and information providers (WRIS institutions).

Water resources management is indirectly linked to poverty alleviation. At the national economic development level, proper water resource management initiatives enable more efficient implementation of crucial economic and social infrastructure such as water supply, larger-scale irrigation, hydropower, fisheries and wetlands protection. More locally, in flood and drought prone areas it can impact directly on household income of the poorest and most vulnerable segments of society. For instance, multi-use of reservoirs can at the same time provide flood protection and safeguard water for domestic use as well as small scale irrigation, fishing and other productive uses. Prudent water management also facilitates more rational utilisation and development of a key natural resource thus positively impacting on environmental sustainability and quality of life of future generations.

The *development objective* of the component aims at achieving an ‘efficient and effective management system for the sustainable development of Ghana’s water resources to ensure full socio-economic benefits for present and future generations.’

The component has two *immediate objectives*:

1. Capacity of WRC and collaboration with the WRIS institutions further enhanced in fulfilling the mandated role,
2. A viable and sustainable institutional framework for decentralised IWRM initiatives further developed and operationalised at river basin level.

The support will focus on priority areas, which are assessed to be of major importance for the functioning of WRC and its Secretariat, and which will provide WRC with a strong profile on the water resources scene at national level. WRC’s areas of operation can broadly be categorised as (i) carrying out regulatory functions and (ii) facilitating capacity building and awareness raising initiatives. The component activities are intended to support both task areas.

Support would take water-related developments within all economic and social sectors into account in the overall strategic management of the water resources. For instance, the component will be guided by the Ghana Poverty Reduction Strategy (GPRS). The GPRS sets targets both for productive use of water targeting the poor food crop farmers (including significant increases in the irrigated areas) and for water supply and sanitation services in rural and urban areas. The component will specifically take into consideration critical water related issues on reducing geographical gaps in poverty, including uneven access to social services. In this regard, the component will also support WRC's participation in the follow-up activities arising from the Strategic Environmental Assessment of the GPRS currently under preparation.

Implementation of the component will support the overall aims of the Ghana Water Policy (Draft January 2002), viz:

- Availability of water in adequate quantities and quality to sustain nature, biodiversity and the aquatic ecosystem;
- Access to safe drinking water and sanitation facilities for the entire population, both rural and urban;
- Availability of water in sufficient quantities for cultivation of food crops, watering of livestock and sustainable freshwater fisheries to ensure sustainable food security for the country;
- Availability of water for hydropower generation, industrial use, water transport, and recreation; and
- An effective management system for sustainable use of water integrated with the socio-economic development of the country and district-based development planning activities.

Additionally, the component activities shall be guided by the following strategy elements:

Devolution of IWRM tasks

The implementation of IWRM activities should rely on existing structures and institutions as much as possible. Cooperation and delegation of responsibilities will take place rather than the creation of new organisational units. District Assemblies, working together in a river basin anchored framework (such as a Basin Consultative Committee, a Basin Board or otherwise), should be involved, take charge and coordinate water resources management activities as far as feasible following the principle of 'management at lowest appropriate level'. Capacity building and training at these levels may very well prove more useful than development of new (parallel) administrations.

The process at basin level will be facilitated through the establishment of local WRC offices according to needs and agreed procedures in the priority basins.

Pilot activities with clearly defined and targeted issues to be tested

Based on the pilot activities carried out during Phase 1 of the support, the decentralised water resources management structures should be identified/developed in a continued iterative process comprising further pilot tests in representative settings, with emphasis on a focussed and target-oriented approach.

The experience gained from the Densu basin activities points to the fact that the involvement of stakeholders at basin level must follow a well thought through process before the activities really should take off. For instance, the Densu basin pilot activities did run into unforeseen delays due to the fact that a considerable amount of time was spent on issues related to the formal institutional/legal setting of a Densu Basin Board ('mode of operation' and 'constitution') without tangible activities being carried out at basin level. After a well attended and successful initial stakeholder ('kick-off') workshop in June 2001, a great deal of unmet expectations became apparent, and the 'goodwill' created at that time is gradually being eroded and measures are being taken to revive it.

A collaborative framework should evolve rather than being 'prescribed' and could take place in parallel with concrete IWRM activities being initiated among District Assemblies and local communities.

Hence, the pilot activities should be carefully chosen to yield information about key problems, possible interventions and models for organising the work. More specifically the pilot activities should give feed-back on how the water resources management institutions at national level can support local institutional structures.

Further development of Decision Support System ('IWRM tools')

The continued development of the Decision Support System (DSS) should follow a prioritised and balanced approach in terms of size, functions and complexity weighted against data availability, financial and technical resources, and staff capabilities in general. Likewise, the development criteria for applying the DSS should be in harmony with the specific situations and 'level' of water resources allocation tasks required.

Capacity building and linkage to WSSPSII components and other actors

In Phase 1 of the support, the capacity building activities were primarily targeted at the staff of WRC and its Secretariat with focus on the internal organisational development. This has been done through assistance in preparing and implementing a human resources development programme, establishment of work planning and monitoring systems, and introduction of adequate administrative and organisational procedures. For the effective implementation of the new component, these efforts need to be followed-up with a clearer focus on priority tasks and core functions to be carried out by the WRC. The capacity building initiatives would also include other key stakeholders at national and local level where relevant.

Specific elements should include the following:

- adequate training for identified professionals who work in the multi-sectoral environment of integrated water resources management;
- supporting the development of skills related to water management functions of District Assemblies (including Basin Committees/Boards) within the geographical intervention areas; and
- Promoting the inclusion of IWRM topics in relevant curricula at various levels of the educational system.

From the perspective of WRC, Component One of WSSPSII, the District Based Water and Sanitation Component, which targets Districts Assemblies, is critical. The DAs would be needed e.g. in the implementation of registration of water users, which do not need permits, but nevertheless need to be registered. WRC would also promote water education in schools as a collaborative activity with the Ghana Education Service, which is the executing agency for the WSSPSII School Hygiene Education Component. Also the Values Based Education in Schools Programme under the Managing Water for African Cities Programme of the UN Habitat as well as NGO initiated activities should be consulted.

Other existing mechanisms, which should be explored in undertaking educational and awareness raising initiatives, specifically aimed at the relevant staff at DA level, include the Danida-supported Land and Water Management Project under the Ministry of Food and Agriculture.

WRC and the WRIS institutions

The data and other water resource-related information needed to carry out important elements of IWRM are to a large extent available from the WRIS institutions, viz.:

- Water Research Institute (WRI),
- Hydrological Services Department (HSD), and
- Meteorological Services Department (MSD).

The component, therefore, will be able to provide indirect support to these institutions through contracting and out-sourcing of services as well as acquisition of data and other information⁴. By building such a mechanism into the component, the already established collaboration between WRC and the WRIS institutions shall be further developed and enhanced. Additionally, in step with the expanded operations of the Water Resources Management Fund and subsequent influx of funds, financial resources are to be generated to engage particularly the water resources information service providers (e.g. the WRIS institutions) in specific IWRM activities at river basin level. These opportunities should be vigorously pursued during the new component.

⁴ Direct financial support to WRIS institutions may be considered should particularly urgent maintenance needs call for this. The Component Coordination Committee will have to authorise this.

Initially there may be a need to develop temporary pragmatic and practical solutions to overcome organisational barriers with regard to payment for services. Such solution could imply coverage of out of pocket expenses incurred by certain WRIS institutions.

Geographical intervention areas

The component would be implemented nation-wide using the river basin as the planning unit. However, at least two new priority river basins will be selected to replicate lessons learnt from the Densu and White Volta pilot activities in Phase 1. The activities in Densu and White Volta will be continued in Phase 2. Factors that would be considered critical in the selection of the additional basins include the following:

- less endowed river basins that are susceptible to high water demand or excessive pollution, such that water resources may not be adequate to meet future water needs;
- areas with pronounced and persistent inequalities, especially food crop growing areas; and
- areas characterised by high growth rates in rural-urban migration pattern with marked increases in peri-urban environments as a result.

Inputs

The Government of Ghana is expected to provide the following inputs:

- Office facilities for the WRC Secretariat staff, including office space for staff at basin level
- Office space and office support for external and local technical assistance as and when needed for the duration of the component
- Duties and taxes on imported equipment and vehicles, and tax relief for international personnel and their imported personal belongings, if required
- Personal emoluments (all salaries and allowances) and administrative expenses (utilities, communication, etc.) of the WRC, its Secretariat and basin offices.

Danida will contribute the following:

- Funds to be directly administered by WRC, and
- Funds for engagement of international technical assistance. The latter will be hired through a consultancy agreement between Danida and a selected consulting company.

The WRC administered funds will cover:

- Operational costs for communication, operation and maintenance of vehicles, and office supplies for the technical assistance
- Office equipment, computer hard- and software
- Transport, primarily to facilitate the work related to the selected basins.
- Support in establishing basin offices (office space, facilities and running costs) in selected river basins
- Training and study tours

- Workshops and seminars
- Communication strategy and awareness raising
- Local technical assistance (fees and reimbursable costs) for component specific activities, including support to basin officers.

Provision of local technical assistance will be based on identified needs and requirements as they arise during the course of the component implementation. It is anticipated that data acquisition, water resource assessments, socio-economic and water demand surveys, information dissemination and other special studies will be out-sourced and/or contracted to the relevant sector partners, i.e. the WRIS institutions, local consultants and expertise available at e.g. the universities.

The Danida administered funds will cover:

- Costs of international technical assistance (an IWRM advisor for 30 person-months and a pool of 22 person-months of international advisors)

Operational costs of TA team

- Other expenses directly related to the (insurance, auditors and various office support).

5.3 Component 3: School Hygiene Education

The School Hygiene Education (SHE) Component aims at improving hygiene behavioural pattern of school children and youth in targeted areas.

The *immediate objectives* of the component are:

1. Schools under GES have access to relevant quality education on hygiene education
2. Improved hygiene education and promotion in schools of Volta, Eastern, Greater Accra and Central Regions.

The SHE Component will ensure that schools under GES have access to relevant quality education on hygiene education and to improve the hygiene education and promotion in schools in Volta, Eastern, Greater Accra and Central Regions. This component will complement efforts carried out under the District Based Water & Sanitation Component, which give support to DAs provision of water supply, hygiene promotion and sanitation including school latrines in the same communities as the SHE component will improve the hygiene education and promotion in schools.

Schools under GES will be given access to relevant quality education on hygiene education. This will be reached by:

- Updating curriculum and teaching aids to make an age-specific, gender sensitive hygiene education;
- Making SHEP capable of supervising hygiene education in GES schools and promoting hygienic practices;

- Developing and producing gender-sensitive IEC materials for hygiene promotion in schools;
- Including hygiene education and promotion in the pre-service training of teachers;
- Monitoring and evaluating water, sanitation and hygiene education in schools.

In districts in Volta, Greater Accra, Eastern and Central Regions the following activities will be carried out:

- Teachers capability to teach and promote hygiene in all schools in targeted districts improved;
- Hygiene promotion campaigns where relevant in schools of targeted districts.

The schools targeted for this intervention will be pre-school, primary and junior secondary schools and teachers training colleges under GES. The main emphasis will be given to schools in targeted communities in Volta, Greater Accra, Eastern and Central Regions, maintaining a national focus regarding school curriculum development, teaching materials and the pre-service training. The possibility to promote hygiene in private schools should be explored.

The focus of hygiene education and promotion is on changing key behaviours. These could include hand washing after defecation and before preparing food, use of latrines and keeping water free from faecal contamination. Behaviours selected will be found through a gender sensitive age-specific survey identifying the most critical hygiene behaviours. This will be coordinated with the District Based Water & Sanitation Component. The hygiene education and promotion will be based on best practices from previous experiences and international best practices. It should be mentioned that the aim of the hygiene education and promotion is not primarily to teach scientific concepts, but more importantly to enable the teachers and the children to overcome constraints to change.

At the national level an improved age-specific, gender-sensitive curriculum and teaching aids for hygiene education will be developed. The guiding principle will be that the teaching aids should be made of low cost, locally available materials. The teaching aids should also be adaptable to local circumstances. New teachers will be trained in this curriculum to enable them to do hygiene education and promotion in schools in the future using improved educational and promotional methods. Existing school teachers in GES schools from 4 regions will be trained in the new curriculum by SHEP Coordinators who will participate in capacity building activities in order to do so. A training needs assessment will be carried out to identify the training needs at different levels.

Centrally developed issue specific hygiene promotion material will be made available for district SHEP Coordinators. The actual hygiene promotion will be organised by District SHEP Coordinators, who can use this centrally developed IEC material, when appropriate.

The SHE Component will mainstream gender in its planning, programming, implementation, monitoring and evaluation by given due attention to the conditions of the affected women when planning the activities. It is worth noting that the percentage of girl school attendance and the retention rate is expected to increase due to the improved sanitary facilities.

Good hygiene is crucial for HIV/AIDS affected households. The SHE Component will therefore contribute to improvement of the conditions of school children in AIDS affected households.

School latrines can become health hazards, if they are absent or badly maintained, Therefore the component will assist in solving the problems of badly maintained latrines.

Poor school children will benefit most from interventions linked to improved health, since they are likely to show the greatest improvements in attendance and learning achievement.

Synergy with the District Based Water & Sanitation Component will be reached by working more intensively in the schools that receive school latrines, harmonising behaviours to be promoted, and by sharing materials and experiences.

This component is implemented by the National School Health Education Programme (SHEP). SHEP was initiated in 1992 under the MEYS and MoH The programme is now under the Director General of GES, with the mandate to maintain a pleasant healthy environment and effectively teach healthy behaviours and skills.

SHEP has a national office, regional offices each with one regional SHEP Coordinator, and district offices, each with one district SHEP Coordinator. These will be the staff that will be responsible for the direct implementation of the component. The component will be supported by an International Technical Adviser for the first three years.

Inputs

The Government of Ghana is expected to provide the following:

- Funds to cover the salaries and allowances of all staff under SHEP
- Funds to cover the recurrent expenditure (fuel and maintenance cost of the 3 cars for SHEP and 43 motorbikes) after three years
- Office accommodation, furniture and cost of utilities of the Head Office, 4 regional offices and 43 SHEP District Offices
- Duties and taxes on imported equipment and vehicles, and tax relief for international personnel and their imported personal belonging, if required.

Danida will contribute:

- Basic office equipment, computer hardware and software, internet connection for SHEP Head Office

- The cost of 3 cars and 43 motorbikes
- Operation and maintenance cost of 3 cars and 43 motorbikes for three years
- Training, workshops, seminars and study tours for SHEP staff
- Hygiene promotion campaigns
- The cost of a long-term international adviser for 3 years (to be contracted directly by Danida)
- Services of short-term national and international consultants.

To facilitate the mobility for coaching and supervision each SHEP Coordinator in the four target regions of WSSPSII will be provided a motorbike. Funds for fuel for the motorbikes will be released through approved work plans at the district level.

Two cars will be procured to assist in the field activities of the component and one car will be procured for use by the international adviser.

5.4 Component 4: Policy, Monitoring and Management Support

The key concern of the component is the fragmentation of the water and sanitation sector. For example, the little coordination between the agencies that supports the supply of water and those that promote and manage sanitation and environmental health services. In terms of water supply in rural and small town communities, MWH and its allied institutions have the mandate, while the overall national jurisdiction for environmental health and sanitation resides with MLGRD. Hence, CWSA, which is an agency under MWH, has the mandate for facilitating implementation of drinking water supply in rural communities and small towns, including latrine promotion and minimal hygiene education. There is no similar national authority on the side of MLGRD in charge of environmental health matters, but the environmental health units under the jurisdiction of District Assemblies coordinated by the regional environmental health offices deal with environmental sanitation (liquid and solid waste management, sanitation and hygiene promotion) at local level.

In reality, basic policy formation, programme development, implementation coordination and monitoring tasks have up to now been carried out by the various departments and agencies (such as the CWSA in the case of water supply; and the regional environmental health departments, in the case of sanitation and environmental health) with little coordination and guidance from MWH and MLGRD. In both cases, donor support for water supply and household sanitation has essentially been channelled through the CWSA without direct involvement of ministries. However, MWH has recently appointed a Director of Water in order to strengthen its planning and coordination capacity in the area, and MLGRD has also indicated that more attention will be given to environmental sanitation in the future although there are no plans to establish a sister organisation to CWSA in the area of environmental health and sanitation.

In its first phase of the WSSPS (1998-2003), the Danida support to capacity building in the water sector was targeted at the establishment and strengthening of various

sector institutions that plan and coordinate service delivery. Institutional development within CWSA was emphasised; systems were developed to promote efficient planning and accountable management; staff training emphasized job functions related to institutional mandate; and District Water and Sanitation Planning systems have been developed, tested and deployed in most parts of the country.

In view of the developments in the sector a programmatic restructuring of the set-up of WSSPSI for the WSSPSII is intended. The Policy, Monitoring & Management Support Component will focus on policy and strategy development and sector coordination, HRD and civil society whereas capacity building activities at district level and below will be under the District Based Water and Sanitation Component to ensure coordination with physical implementation of water supply and sanitation.

The *development objective* of the component is:

Water and sanitation activities are managed in a sustainable manner, using local human resources and institutions.

The component has three *immediate objectives*:

1. Water supply and sanitation sector institutions at ministerial, inter-ministerial and agency levels are performing their stipulated roles with respect to policy development and sector coordination
2. Adequate mechanisms for monitoring and evaluation of the effects of current water and sanitation practice to support policy decisions in place
3. NGOs and civil society are actively participating in the dialogue on water and sanitation issues.

In relation to the Policy, Monitoring & Management Support Component, four areas calling for support have been identified:

1. *Support to MWH*: Under this area, the MWH will be assisted to establish and operationalise a Water Directorate which can become the focal point for coordination of the water sector, e.g. policy assessment, strategic planning, sector-wide monitoring and evaluation, and coordination of foreign assistance;
2. *Support to MLGRD*, which is the principal institution dealing with environmental health and environmental sanitation. Under this support area, the MLGRD will be supported in order to establish and make operational a Sanitation and Environmental Health Unit under the Policy Directorate of the Ministry, which can facilitate policy development and coordination of environmental sanitation interventions;
3. *Support to CWSA*: CWSA will be strengthened to a) improve the technical and strategic planning capacity of the agency (support the Investment Planning Division) and b) further develop its monitoring and evaluation system in order to integrate the system into the system to be established by MWH and MLGRD in collaboration with the GPRS M&E System;

4. *Support to NGOs and civil society organisations:* This support area takes as its point of departure two developments in the arena of civil society in the water and sanitation sector. The first is the burgeoning NGO community of active organisations that promote advocacy in the sector; and the second is the emerging network of associations that represent a wide range of community-based water and sanitation boards.

The Water Directorate of MWH supported by a Water and Sanitation Advisory Team, headed by a Sector Coordinator, will manage the capacity building initiatives of the Policy, Monitoring and Management Support Component. The Water Directorate is intended to be the focal point of both the component and of programme monitoring and coordination. The Water Director will be the manager of the component.

The Water Directorate is thus expected to have three principal tasks: a) to advise the Minister of Works and Housing on sector policy issues and sector coordination, b) to facilitate monitoring of sector development, including monitoring of Danida funded support to the water and sanitation sector, and c) to execute the capacity building initiatives of the Policy, Management and Monitoring Support Component of WSSPSII. It is assumed that the Water Directorate of MWH will serve as the focal point for coordination of the water and sanitation sector

The Water and Sanitation Advisory Team is supposed not only to be for the exclusive use of MWH and MLGRD but to be at the disposal of the other components of WSSPSII as required. It is envisaged that the Sector Advisor will be recruited directly by Danida as will the national experts and the short-term international expertise.

Inputs

Expected inputs by the Government of Ghana:

- Office space for the Water and Sanitation Advisory Team
- Basic operational costs of Water Directorate of MWH, Policy Directorate of MLGRD and CWSA
- Funds to cover salaries and allowances of staff of Water Directorate of MWH, Policy Directorate of MLGRD and CWSA
- Duties and taxes on imported equipment, vehicles and tax relief for international personnel
- Support staff.

Inputs by Danida:

- Refurbishment of offices of Water Directorate of MWH and Policy Directorate of MLGRD
- Basic office equipment, IT, internet connection etc.
- Selected operational costs of Water Directorate and Policy Directorate (the Environmental Health and Sanitation Unit) and CWSA planning, quality assurance and monitoring activities

- Staff development initiatives
- Establishment of CWSA documentation centre
- Vehicles and running expenses of these
- Services of international and national technical assistance.

The *Water & Sanitation Advisory Team* will comprise a combination of international and national long-term and short-term specialists to be contracted through competitive bidding as follows:

International specialists:

- Sector advisor (34 person-months)
- Pool of international specialists (10 person-months)

National consultants:

- Monitoring consultant, MWH, MLGRD, CWSA (60 person-months)
- Financial controller/accountant (60 person-months)
- MWH, short-term consultants (40 person-months)
- MLGRD, short-term consultants (40 person-months)
- Pool, national consultants (20 person-months)

5.5 Activities outside the components

In addition to the above-mentioned component-related activities, a provision has been made in the budget to cover other sector-relevant initiatives that do not logically fit into the pattern of the components, but which nevertheless are found of importance for the overall development of the water and sanitation sector.

Strategic Environmental Assessment (SEA)

Funds have been reserved for follow-up by WRC in support of recommendations emanating from the Strategic Environmental Assessment (SEA) of the Ghana Poverty Reduction Strategy (GPRS).

A strategic environmental assessment process is in a preparatory stage aimed at outlining any possible environmental degradation (hereunder the state of the water resources) caused by implementation of various aspects of the GPRS. Poverty reduction should go hand in hand with prudent development and sustainable utilisation of natural resources. Identification of specific activities to be carried out under this output must wait until the SEA process has progressed further.

Research and monitoring

Funds have also been reserved for financing of research on particular issues, which may emerge during the course of implementation. Usually, the research should contribute to improving the effectiveness and efficiency of the programme activities.

For monitoring purposes, it is envisaged that there will be need for baseline studies and other tailor-made surveys as part of the effort to assess the impact of the

component activities. Usually, follow-up investigations have to be conducted at an interval of 2-3 years.

HRD and training

Substantial amounts are set aside in the component budgets for capacity building of the recipient organisations. In addition, a provision has been made for support to staff of organisations in the water and sanitation sector that meaningfully could attend short- and medium term training programmes in or outside of Ghana. The budget line may also be used for support to education institutions offering training relevant for the water and sanitation sector.

The Programme Coordinator at the RDE is in charge of these special facilities He has to report to the WSSPS Steering Committee on utilisation of the funds for these purposes.

6. WSSPSII Budget

The total contribution of Danida for WSSPSII is estimated at DKK 371.083.000 for the 5-year period January 2004 to December 2008. The budget presented here provides the framework only for the more detailed annual budgets to be prepared by the individual components and to be approved by Danida in conjunction with the preparation of the annual work plans and annual sector reviews. Annual budget revisions will also allow unspent funds and possible exchange rate gains to be reallocated annually instead of at the end of the programme period.

WSSPS II Budget. 2004-2008 ('000 DKK)

	2004	2005	2006	2007	2008	Total
Component 1: District-based W&S						271.695
District capacity building	3.900	3.400	870	870	870	9.910
Community mobilization/training	2.330	2.350	3.820	4.240	3.900	16.650
Water supply installations	20.800	18.100	27.000	27.800	25.800	119.500
Environmental sanitation	4.000	6.900	13.600	17.340	15.740	57.760
CWSA related costs	4.250	2.250	2.250	2.255	2.255	13.260
TA, international/national	9.480	9.480	9.380	7.460	7.460	43.270
Various expenses	2.070	620	200	150	150	3.190
Contingencies						8.280

Component 2: IWRM						22.195
WRC capacity building & WRIS collaboration	2.185	1.685	1.365	1.095	1.037	7.367
Decentralised IWRM	1.455	1.390	830	620	450	4.745
WRC administration expenditure	185	180	165	165	155	835
TA, international	2.220	2.220	1.080	960	420	6.900
Various expenses	400	400	200	100	100	1.200
Contingencies						1.150

Component 3: School Hygiene Education						16.193
SHEP HO activities	430	1.155	675	655	675	3.590
District based activities	20	1.125	1.125	1.125	1.125	4.520
Investments and operational costs	965	1.045	285	200	110	2.605
TA, short-term, international/national	225	240	360	510	315	1.650
International, long term adviser	900	900	900			2.700
Component audits	100	100	100	100	100	500
Contingencies						628

Component 4: PMMS						22.225
Support to MWH	950	600	450	400	350	2.750
Support to MLGRD	650	500	450	450	350	2.400
Support to CWSA	700	700	650	500	450	3.000
Support to NGOs and civil society org.	300	300	300	300	300	1.500
Investments and operational costs	1.060	360	360	360	335	2.475
TA, international/national	2.224	2.324	1.384	1.384	1.284	8.600
Component audits	100	100	100	100	100	500
Contingencies						1.000

Monitoring, reviews, training, research etc.							18.100
	Reviews, monitoring	1.000	1.500	1.500	1.500	1.500	7.000
	Fellowships, research, training	1.600	1.600	1.600	1.600	1.600	8.000
	Preparation of possible phase 3				500	1.600	2.100
	Audits, programme coordination	200	200	200	200	200	1.000
Budget support, co-funding, SEA							10.000
Contribution to RDE expenses		875	875	875	875	875	10.675
TOTAL							371.083

Detailed budgets are attached to component descriptions.

7. Management and organisation

Wherever pertinent all coordination and exchange of experience are done at component level. The component management will also conduct basic monitoring and supervision of the progress of the planned activities. Although a need for coordination and information sharing across the components definitely exist, superstructures at programme level should be kept at a minimum. Applying these principles, the following organisational set-up and management structure of WSSPSII is envisaged (see Annex 1 for an organogram of WSSPSII).

WSSPS Steering Committee

The WSSPS Steering Committee has overall responsibility for programme supervision and co-ordination. Major adjustment and resource allocations can be recommended by the Annual Sector Review, which will be conducted jointly by Danida and the Government of Ghana. The Steering Committee will approve the Review Aide Memoire and ensure necessary follow-up.

The Steering Committee comprises representatives of the Ministry of Works & Housing, Ministry of Local Government & Rural Development, Ministry of Education, Youth and Sports, National Development Planning Commission, Ministry of Finance and Economic Planning, a NGO representative, a private sector representative and a Danida representative. If agreeable by the majority of the Steering Committee, other stakeholders may be invited to join the Committee. This may apply if joint-donor implementation such as basket-funding is decided.

The scope of work for the WSSPS Steering Committee should include but not be limited to:

- Comment on annual reports and work plans prepared by the four components. Approve the inception report and annual reports, work plans and proposed budgets prepared by the four components
- Advise and comment on draft ToR for the joint annual sector reviews
- Approve Review Aide Memoires and follow up on the findings of the Reviews
- Receive and comment on mid-term and completion reports compiled by the Water Directorate in its capacity as responsible for coordination and monitoring of WSSPSII
- Advise and comment on any other subject related to the programme as deemed appropriate by the Steering Committee, by any of the Component Coordination Committees or by the RDE.

The Steering Committee should meet as often as is necessary, but in any case not less than once in every six month. It is anticipated that meetings will be quite frequent at the initial stage of programme implementation.

It may be decided to conduct annual programme workshop or similar events for programme support coordination and experience sharing prior to or in connection with the Joint Annual Sector Review.

The Water Directorate of MWH supported by a Water and Sanitation Advisory Team which will serve as the Secretariat to the Steering Committee. The Water Directorate headed by the Director of Water will be assisted by a Danida sector advisor.

Component coordination and approval procedures

Major decisions within a component will be taken at component level (preferably within the existing decision-making structure of the institution) to the extent possible. For each component a component manager will be appointed from among the senior staff of the organisation. Usually, the component manager is the head of the partner institution. Responsibility for day-to-day implementation may be delegated to a component coordinator.

Components 1, 2 and 3 are all expected to form Component Coordination Committees (CCC). Component 4 will establish a Component Steering Committee (CSC)⁵. The CCC will usually comprise representatives (Chief Executives) of the partner institutions as well as the team leader of the technical advisor team. Other key personnel of the partner organisations may be co-opted as necessary. Each CCC must appoint a Secretary who will organise the work of the Committee. The CCC has three principal functions: a) to coordinate activities and facilitate information sharing within the components through meetings, workshops etc., b) to coordinate reporting of progress, physical and financial, to Danida and the Government of Ghana; and c) to monitor progress of the component support areas. The CCC meets quarterly or as needs arise.

Each partner institution must prepare semi-annual work plans and quarterly budgets. According to Danida's Guidelines for Programme Management, the work plans and budgets need to be approved by a body assigned this responsibility. This body is the CCC, and for Component 4, the Component Steering Committee. Work plans and budgets should be submitted to the Steering Committee and relevant authorities for comments.

For the individual components, the following decision making and coordination mechanisms are therefore proposed:

Component 1: District Based Water and Sanitation

A Component Coordination Committee, comprising representatives for CWSA Head Office, the CWSA Regional Directors for Volta, Eastern, Greater Accra and Central Regions, representatives of the Regional Coordination Directors of Volta, Eastern, Greater Accra and Central Regions or their representatives, the Director of Water

⁵ The reason for setting up a Steering Committee rather than a Coordination Committee for the PMMS Component is a desire to ensure joint ownership between MWH and MLGRD of the component through coordination mechanisms with real decision power.

(MWH), the Director of Policy (MLGRD) and the Team Leader of the technical advisory team, will be established. The CCC coordinates the plans and activities of the partner institutions, coordinates reporting of progress, physical and financial, to Danida and the Government of Ghana and facilitates information and experience sharing. The CCC meets quarterly or as needs arise. Quarterly work plans and budgets as well as progress reports for the partner institutions are submitted to CCC for approval with copy to the Water Directorate in its capacity as responsible for programme coordination and Danida.

CWSA Head Office is responsible for component coordination (Secretary to the CCC), i.e. for consolidated progress reporting and general coordination.

Component 2: Integrated Water Resource Management

A Component Coordination Committee, comprising representatives for WRC, the (three) WRIS institutions, the Director of Water (MWH), a representative of EPA and the Team Leader of the technical advisory team will be established. The CCC coordinates the plans and activities of the partner institutions, coordinates reporting of progress, physical and financial, to Danida and the Government of Ghana and facilitates information and experience sharing. The CCC meets quarterly or as needs arise. Quarterly work plans and budgets as well as progress reports for the partner institutions are submitted to CCC for approval with copy to the Water Directorate in its capacity as responsible for programme coordination and Danida.

WRC is responsible for component coordination (Secretary to the CCC), i.e. for consolidated progress reporting and general coordination.

Component 3: School Hygiene Education

A Component Coordination Committee, comprising representatives for GES, SHEP Head Office, SHEP Regional Coordinators for Volta, Eastern, Greater Accra and Central Regions, a CWSA representative, the Director of Policy (MLGRD), Ministry of Health and the technical advisor will be established. The CCC coordinates the plans and activities of the partner institutions, coordinates reporting of progress, physical and financial, to Danida and the Government of Ghana and facilitates information and experience sharing. The CCC meets quarterly or as needs arise. Quarterly work plans and budgets as well as progress reports for the partner institutions are submitted to CCC for approval with copy to the Water Directorate of MWH in its capacity as responsible for programme coordination and Danida.

SHEP Head Office is responsible for component coordination (Secretary to the CCC), i.e. for consolidated progress reporting and general coordination.

Component 4: Policy, Monitoring and Management Support

A Component Steering Committee, comprising representatives for Ministry of Works and Housing, Ministry of Local Government & Rural Development, the National Development Planning Commission and Danida will be established. The CSC approves quarterly work plans and budgets as well as progress reports for all partner institutions with copy to the Water Directorate in its capacity as responsible for programme coordination and RDE. The CSC meets quarterly or as needs arise.

The Water Directorate of MWH assisted by the sector advisor will serve as the secretary to the CSC and will in this capacity prepare consolidated progress and financial reports for the component for approval by the CSC.

Programme coordination of Danida support

On the side of Danida, a Programme Coordinator and a Ghanaian programme officer will be appointed. The Programme Coordinator will be the Danida entry point and will ensure coordination of the Danish assistance, including progress reporting to Danida in Denmark. The Programme Coordinator and the Programme Officer are based at the RDE.

The Programme Coordinator will tentatively have the following tasks:

- Participation in policy dialogue and donor coordination on water and sanitation sector topics
- Preparation of annual progress and financial reports to the Government of Ghana and Danida on the basis of the inputs received by the CCCs
- Participation in the WSSPS Steering Committee on behalf of Danida
- Participation in Regional Approval Committee and the Component Coordination Committees
- Prepare the Joint Annual Sector Review and technical review missions and provide the necessary information and support for these
- Administration of the Training Fund, sector-related research activities and other activities outside the components.

The Water Directorate will be in charge of coordination among the components of WSSPSII and monitoring of support to the water and sanitation sector. In its capacity as secretariat to the WSSPS Steering Committee, the Water Directorate will be responsible for preparing consolidated annual progress and financial reports for WSSPSII on the basis of the reports prepared by the components. The Water Directorate is furthermore the focal point for sharing of information and experience among the various components, its partner institutions and other donors.

The monitoring system to be established should be simple and should meet the information requirements of Danida as well as the Government of Ghana. For this task it is envisaged that the Water Directorate can draw on available local and international expertise. Furthermore, for specific monitoring and research purposes the Water Directorate may enter into special arrangements with Ghanaian and Danish research institutions or other competent institution.

A yearly stakeholder workshop will be arranged by the Programme Coordinator/Water Directorate with a view to take stock of the overall performance of WSSPSII and inform the public about the results.

8. Financial management and procurement

As regards basket funding, budget support, and the potentials for partnerships funding, it is the view of Danida that the system at present does not permit sufficiently timely and detailed tracking of project funds when they are disbursed through the national budget in the form of budget support. It is therefore initially preferred that project funds are transferred directly by the RDE to the component host institution for transmission to the sub-components. It will be the responsibility of the respective Component Coordination Committees (Component Steering Committee for the PMMS Component) to report fund utilisation to the Aid and Debt Monitoring Unit at the Ministry of Finance and Economic Planning (MFEP) and the RDE according to the MTEF format. Also, applying the MTEF formats the Bank of Ghana will confirm to the MFEP and relevant counterpart institutions all transfers made by Danida.

The beneficiary agencies consider this to be a superior solution, at present, to any of the alternatives, which introduce delays in the disbursement of funds. MFEP, as part of the PUFMARP reforms, is anxious to account fully for donor inflows and it will be necessary to ensure that data on disbursements are reported according to the MTEF format. The procurement and auditing standards proposed are conventional and assure value for money and fully account for the utilisation of funds.

As a principle, disbursement of funds should follow existing government of Ghana financial rules and regulations. The use of Ghana rules should facilitate co-financing by other donors since they will be applying common country procedures. The financial management system of WSSPSII is designed in a manner which should enable co-financing together with other donors in the water and sanitation sector.

Hence, the following principles for disbursement of funds will apply:

The component level

The basic arrangement for the flow of funds is for each component host institution to open an account at the Bank of Ghana with the approval of the Controller and Accountant-General. This will be referred to as the 'Component Account' and will form part of the Consolidated Fund of the Republic of Ghana. It will be so identified and designated as to enable balances on it to be consolidated with the Government position. This account will be a non-domiciled foreign exchange account (referred to as a 'CFC' account in the banking sector). The purpose of the account will be to receive transfers from Danida and make transfers to the operational accounts as well as foreign payments.

The operational level

Each Operational Unit will operate a bank account for its exclusive use. Depending on the uses to which it will be put, this could either be a foreign exchange account or a local currency account. The accounts shall be held in the same branch to eliminate the delays introduced when foreign exchange transfers are made to different branches even within the same bank.

It will be the responsibility of the operators of each account to record the disbursement of Danida funds in the sector accounts for reporting to the Government and donors, according to the MTEF format.

Flow of funds arrangement for Component 1: District Based Water and Sanitation

(a) Component Account

The Controller and Accountant-General shall, at the request of the Ministry of Works and Housing, authorise the Bank of Ghana to establish an account to be operated by CWSA, the co-ordinating agency for the management of the District-based Water and Sanitation Component. The account to be referred to as the 'CD 1 Component Account', will be a non-domiciled foreign exchange account whose purpose will be to receive transfers from Danida, make foreign payments as well as transfers to the operational accounts.

The Component Account will be part and parcel of the Consolidated Fund of the Republic of Ghana and will be so identified and designated to enable balances on it to be consolidated in the Government position. The operation of the Component Account will be the responsibility of the CWSA and it will be expected to employ standard financial management procedures (multiple signatories, submission of financial statements and audits). Information on the balances and disbursements on this account will be submitted to the Ministry of Finance and Economic Planning on a monthly basis by the Bank of Ghana, copied to the Ministry of Works and Housing and the Royal Danish Embassy.

Budgetary support funds will be released by Danida into the Component Account on the basis of work plans and budgets approved by the Component Coordination Committee (CCC).

(b) Head Office Operational Account

Programme management procedures require that an Operational Account be established for the exclusive use of each partner organization. In the case of the CWSA Head Office, the Controller and Accountant-General shall request the Bank of Ghana to set up an operational account for the use of CWSA Head Office. This will be a regular FOREX account, which will, for the first six months, be fed from the Component Account, on the basis of approved budgets and work plans, and subsequently subject to the submission of detailed financial accounts for the previous but one full quarter.

(c) Regional Office Operational Account

With respect to the Regional CWSA offices, Operational Accounts shall be created at each office to receive funds for the implementation of District Water and Sanitation Plans. The Regional Operational Account will be the conduit for payment to District Assemblies and the Sanitation and Environmental Health Units (SEHU) of the Ministry of Local Government and Rural Development. The Regional Operation Account should be a regular FOREX account.

As much as possible Operational Accounts shall be held in the same branch of the banks as the Component Account to reduce delays introduced when transfers are made to different branches even within the same bank.

Funds will be disbursed to District Assemblies on the approval of Regional Approval Committees, based on work plans and quarterly financial statements. Disbursement information will be forwarded to the Regional CWSA to be collated and forwarded to MWH and MFEP. To facilitate the tracing of funds and auditing of the accounts, the funds approved and allocated to the District Assemblies (and based on approved work plans) are not to be co-mingled with the general funds of the District Assemblies.

Funds for sub-projects approved by the Regional Approval Committees will be transferred from the Regional CWSA Operational Account to the respective accounts, subject to certification that approved contracts have been awarded. The quarterly meetings of the CCC will ensure that funds will not sit idle in accounts.

The WSSPS Steering Committee will approve quarterly budgets based on financial statements prepared by the CWSA Regional Offices.

It will be the responsibility of the District Assemblies and SEHU of MLGRD to record the disbursement of Danida funds for reporting to the MLGRD and donors, according to the MTEF format.

Flow of funds arrangements for Component 2: Integrated Water Resource Management (IWRM)

(a) Component Account

For the operation of the Integrated Water Resource Management Component, the Controller and Accountant-General shall, on application from MWH, authorise the Bank of Ghana to establish a Component Account (referred to as 'CD 2 Component Account') on behalf of the Water Resources Commission (WRC), the co-ordinating agency for the component. The account will be a non-domiciled foreign exchange account to be used to receive transfers from Danida and for making foreign purchases and payments as well as disbursements to the Operational Account.

The Component Account will be part and parcel of the Consolidated Fund of the Republic of Ghana and will be so identified and designated as to enable balances on it to be consolidated in the Government position. The operation of the Component Account will be the responsibility of the WRC and it will be expected to employ standard financial management procedures (multiple signatories, submission of financial statements and audits). Information on the balances and disbursements on this account will be submitted to MFEP on a monthly basis by the Bank of Ghana, copied to MWH and RDE.

Budgetary support funds will be released by Danida into the Component Account on the basis of work plan and budget approved by the Component Coordination Committee.

(b) Operational Account

Procedures for fund management require that Operational Accounts be established for the WRC and WRIS Institutions. These will be regular FOREX accounts, which will, for the first six months, be fed from the Component Account on the basis of approved budgets and work plans, and subsequently subject to the submission of detailed financial accounts for the previous but one full quarter.

On the basis of work plans and budgets approved by the Component Coordination Committee WRC will release funds from the Component Account to the Operational Accounts of the WRIS organisations. Transfer of funds from the Component Account into the Operational Account will take place on a quarterly basis. Financial accounts for the previous but one quarter must be submitted prior to the transfer of additional funds.

Flow of funds arrangements for Component 3: School Health Education

(a) Component Account

For the operation of the School Hygiene Education Component, the Controller and Accountant-General shall, on application from the Ministry of Education, Youth and Sports (MEYS), authorise the Bank of Ghana to establish a Component Account (referred to as 'CD 3 Component Account') on behalf of the Ghana Education Service (GES). The account will be a non-domiciled foreign exchange account to be used to receive transfers from Danida and for making foreign purchases and payments as well as disbursements to the Operational Account.

This Component Account will be part and parcel of the Consolidated Fund of the Republic of Ghana and will be so identified and designated as to enable balances on it to be consolidated in the Government position. The operation of the Component Account will be the responsibility of the GES (SHEP) and it will be expected to employ standard financial management procedures (multiple signatories, submission of financial statements and audits) in its operation. Information on the balances and disbursements on this account will be submitted to MFEP on a monthly basis by the Bank of Ghana, copied to MEYS and RDE.

Danida's budgetary support will be released into the Component Account on the basis of work plans and budgets approved by the Component Coordination Committee.

(b) Operational Accounts

MEYS, on behalf of SHEP (GES), shall apply through the Controller and Accountant-General to the Bank of Ghana to establish a SHEP Operational Account to receive transfers from the Component Account. Funds will be transferred from the Component Account to SHEP's Operational Account for activities to be conducted by the Head Office and for transfer from it to the districts, on the basis of approved work plans and budget.

Transfer of funds from the Component Account into the Operational Account will take place on a quarterly basis. Financial accounts for the previous but one quarter must be submitted on the utilisation of the Operational Account prior to the transfer of additional funds.

SHEP Regional and District offices will also establish operational accounts for the exclusive use on the Danida-funded activities. Transfer of funds takes place on a quarterly basis. Financial accounts for the previous but one full quarter must be submitted prior to transfer of additional funds.

Flow of funds arrangements for Component 4: Policy, Monitoring and Management Support

(a) Component Account

The Controller and Accountant-General shall, at the request of MWH, authorise the Bank of Ghana to create an account to be operated by the Water Directorate of the Ministry of Works and Housing to co-ordinate the management of the Policy, Monitoring and Management Support Component. The account to be referred to as the 'CD 4 Component Account', will be a non-domiciled foreign exchange account whose purpose will be to receive transfers from Danida, make foreign payments as well as transfers to Operational Accounts. It is therefore vital that the account is not fettered by administrative requirements for transferring funds abroad.

This account will be part and parcel of the Consolidated Fund of the Republic of Ghana and will be so identified and designated as to enable balances on it to be consolidated in the Government position. The operation of the Component Account will be the responsibility of the Water Directorate of MWH and it will be expected to employ standard financial management procedures (multiple signatories, submission of financial statements and audits) for its operation. Information on the balances and disbursements on this account will be submitted to MFEP on a monthly basis by the Bank of Ghana, copied to the MWH and RDE.

Danida's budgetary support will be released into the Component Account on the basis of work plans and budgets approved by the Component Steering Committee (CSC).

(b) Operational Accounts

Procedures for fund management require that an Operational Account should be established for the exclusive use of each partner organisation. The Controller and Accountant-General shall request the Bank of Ghana to set up the operational accounts for the use of each of the partner organisations. The partner organisations (including the Water Directorate of MWH) will each have an operational account. These will be regular FOREX accounts to be fed from the Component Account, on the basis of approved budgets, work plans and the submission of financial returns to the CSC for the last but one previous quarter.

The Directorate will release funds to the Operational Account of the partner organisations initially on the basis of annual budgets and of half-yearly work plans approved by the CSC.

The Water Directorate (MWH) and the public partner organisations (MLGRD, CWSA and the DAs) will operate the accounts for Danida-funded activities and submit quarterly financial returns to the CSC.

(c) Non-Governmental Organisations and Civil Society Organisations

Danida will retain funds earmarked for civil society organisations. Procedures for fund management require that an Operational Account should be established for the exclusive use of each NGO and civil society organisation. The Controller and Accountant-General shall request the Bank of Ghana to set up the operational accounts for the use of each of the organisations. The organisations will each have an operational account. These will be regular FOREX accounts to be fed from the Component Account, on the basis of approved budgets, work plans and the submission of financial returns to the CSC for the last but one previous quarter in the same manner required of the other participating organisations.

Audits

All partner institutions must prepare financial reports on a quarterly basis for MFEP and Danida on their utilisations of funds. Danida holds the right to withhold payment of funds until sufficient documentation has been received on previous expenditures. The financial management specialists of the components will be tasked with assisting partner institutions in building adequate financial disbursement and monitoring systems.

Project accounts shall be audited every financial year. With the prior approval of the RDE, competent local auditors may be appointed from either the Ghana Audit Service or any reputable accounting firm operating in Ghana. However, Danida reserves the right, at any time to field a special audit, to conduct financial and physical audits. Submission of final audits will be subject to approval by RDE's representative prior to submission to Danida. For component accounting and audits the general Danida rules as given in the Guidelines for Programme Management apply.

9. Monitoring, reporting, reviews and evaluations

9.1 Monitoring

Monitoring is an essential tool for programme management. Monitoring will provide management of the individual sub-components and components with information needed to measure progress and effectiveness of activities and adjust strategies, procedures, institutional arrangements and allocation of resources, if needed. Monitoring data will also be an essential basis for reporting to donors and other interested external parties. Monitoring results will be presented and discussed at regular meetings with regional offices and the management of other sub-components.

Monitoring will be conducted in relation to the indicators to be defined on the basis on the GPRS. In addition, Danida will define a few number of indicators for the purpose of programme monitoring.

The Water Directorate is supposed to coordinate all monitoring in relation to the water and sanitation sector in consultation with the National Development Planning Directorate. However, as regards data related to water supply and household sanitation, CWSA will play a key role in data collection while the Policy Directorate of MLGRD will be responsible for collection of data on environmental sanitation.

Monitoring in relation to the information needs of the WSSPSII Steering Committee and Danida will be coordinated by the Programme Coordinator at the RDE, who may request the Water Directorate to assist with design of the monitoring system and collection of information.

9.2 Reporting

At the end of the first six months of the programme period, all recipient organisations must prepare an inception report in line with Danida's Guidelines for Programme Management (2003) for approval by the relevant Component Coordination Committee (Component Steering Committee for Component 4). The inception report must contain detailed work plans and budgets (based on the recipient organisations accounting system). On the basis of these reports, the Water Directorate with the assistance of the Water & Sanitation Advisory Team will prepare a consolidated inception report for the whole WSSPSII.

With a view to keep Danida and the Government of Ghana informed of the progress of component activities, the sub-components must submit semi-annual progress and financial reports to the CCC/CSC. The CCC/CSC in turn will consolidate this into consolidated reports for consideration by the Steering Committee. An annual progress report for the entire WSSPSII will be submitted to Danida and the Government of Ghana before the Annual Sector Review takes place. An annual external audit report will also be prepared. Progress reports must be prepared according to Danida Guidelines, giving due consideration to the information requirements of GoG and, possibly, other donor organisations.

The consolidated annual progress report must contain the following information:

- Present situation as compared to the original (and revised) targets for the reporting period, incl. explanation and solutions on problems and bottlenecks
- Reporting on the development of agreed indicators
- Reporting on the linking between outputs and expenditure
- Budget/expenditure control
- Specification of recommended changes and adjustments (incl. budget reallocations) for approval by the relevant authorities.

At the end of the component a completion report must be prepared as described in Danida's Guidelines for Programme Management and submitted to the Government and Danida.

Should it be decided to join forces with other donor organisations within one of the areas of WSSPSII it may be necessary to adjust the reporting and monitoring routines to meet the requirements of these organisations.

9.3 Reviews and evaluations

As part of the sector programme, WSSPSII will be subject to annual sector reviews (ASR) undertaken jointly by Danida and possibly other donors and the Ghanaian partners. Reviews may have a different focus and emphasis from year to year and will not necessarily be full-scale reviews for individual components. In addition to annual SPS reviews, Danida may decide in collaboration with the management of the partner organisations to undertake technical assessments on specific issues at any time during the component period. Danida Copenhagen is in charge of Annual Sector Reviews. The WSSPS Steering Committee endorses the Review Aide Memoire.

Technical Reviews Evaluations of the entire sector programme or parts thereof may be carried out during or by the end of the component period. It will be the joint responsibility of Danida's Evaluation Secretariat and the relevant Ghanaian authorities as well as the recipient organisation to facilitate the evaluation.

9.4 Indicators

Tentatively, achievement of the set development and immediate objectives will be measured against the indicators below. Indicators for measurement of progress of outputs are to be developed at component levels during the inception phase.

Ideally, the chosen indicators should allow documentation of the results achieved in relation to the strategic goals of Danish development assistance and the specific targets defined in relation to the sector programme and the actual costs of achieving them.

<i>Development objective of WSSPSII</i>	<i>Verifiable indicators</i>
Sustainable reduction of poverty is achieved through improved water supply, sanitation and hygiene education as well as increased knowledge, better use of the water resource in Ghana	<ul style="list-style-type: none"> -The proportion of households without access to safe drinking water halved by 2015 -The proportion of households without access to appropriate sanitary facilities halved by 2015 -The majority of schools in the districts provided with latrines, hand washing facilities and hygiene education by 2008 -Proportion of poor farmers with access to small-scale productive water increased by 15% by 2008
Component 1: District Based Water and Sanitation	
<i>Development objective</i>	<i>Verifiable indicators</i>
Health status and quality of life improved in targeted communities and small towns of Volta, Eastern, Greater Accra and Central Regions	<ul style="list-style-type: none"> -Reduced incidence of water and sanitation related diseases. -Reduced number of children with stunted growth -Less efforts spent on collecting water in rural areas (potentially more productive time available) -Increased use of water for productive purposes in selected communities
<i>Immediate objectives</i>	<i>Verifiable indicators</i>
1. Districts have adequate capacity for sustainable water and sanitation planning, implementation and operation and maintenance	X no's Districts have planned, implemented Y nos. Water supply and sanitation projects in Z no's of communities, and operation and maintenance systems in place
2. Improved behavioural patterns with respect to use of safe water and sanitary facilities in targeted communities and small towns	The exact formulation of the indicators will be defined after a KAPB survey has identified the most critical behaviours and the prevalence of these
3. Access to safe and sustainable water in rural areas and small towns significantly increased.	<ul style="list-style-type: none"> -XX% of the household have access to safe water -No's of communities and small towns adequately using, managing and sustaining improved water supply -Production using productive water increase
4. Access to sustainable environmental sanitation facilities increased in the target regions	<ul style="list-style-type: none"> -85% of the schools in the targeted regions have access to sanitary school latrines and are using and maintaining the systems. -More than 20 communities/small towns have improved their environmental sanitation facilities and the O&M of the facilities <p><i>Target: 95% of all installed facilities are functioning, used and maintained 2 years after construction</i></p>
Component 2: Integrated Water Resource Management	
<i>Development objective</i>	<i>Verifiable indicators</i>
An efficient and effective management system exists for the sustainable development of Ghana's water resources to ensure full socio-economic benefits for present and	<p>Ghana's water policy is implemented, e.g. through:</p> <ul style="list-style-type: none"> -sustainable exploitation, utilisation and management of water resources while maintaining biodiversity and the quality of the

future generations	<p>environment.</p> <ul style="list-style-type: none"> -participation of all stakeholders including the private sector and women in decision- making on water related issues. -appropriate institutions for holistic management of water resources -information on integrated water resources management is being generated and disseminated to the general public. -international co-operation in the management of shared water resources -adequate financial arrangements to support a self-sustaining system -promotion of scientific, technological and socio-economic research of water resources towards their sustainability -ensuring that support from donors and interested financial institutions is directed in a co-ordinated fashion towards those segments of the sector where assistance is most needed
<i>Immediate objectives</i>	<i>Verifiable indicators</i>
<p>1. Capacity of WRC and collaboration with the WRIS institutions further enhanced in fulfilling the mandated role of WRC</p> <p>2. A viable and sustainable institutional framework for decentralised IWRM initiatives further developed and operationalised at river basin level.</p>	<p>WRC is fulfilling its mission ‘to promote an efficient management system for an environmentally sound and sustainable development of all water resources in Ghana’, e.g. through :</p> <ul style="list-style-type: none"> -Ensuring holistic water management without duplicating of or taking over of roles and functions that are already being carried out effectively and efficiently by other bodies. -Running an adequate and cost effective organisation, which can assist and guide GOG towards its goals and monitor the achievements. -Having good working relations with water users other stakeholders in the Water Sector. -In establishing its tools and procedures WRC invites existing institutions and the private sector to participate through outsourcing and contracting of specific tasks.
Component 3: School Hygiene Education	
<i>Development objective</i>	<i>Verifiable indicators</i>
Improved behavioural pattern of school children and youth in targeted areas	<ul style="list-style-type: none"> -95% of the schools where water and / or sanitation is available have clean and functioning water supply and sanitation facilities -85% of the schools have water available for hand washing close to the latrine and the eating places during the day
<i>Immediate objectives</i>	<i>Verifiable indicators</i>
1. Schools under GES have access to relevant quality education on hygiene education	<ul style="list-style-type: none"> -95% of male and female district SHEP coordinators are capable of teaching the ToT for key staff in the schools -100% of the new teachers are familiar with

	hygiene education and promotion
2. Improved hygiene education and promotion in schools in Volta, Eastern, Greater Accra and Central Regions	-Hygiene is actively taught and promoted using improved teaching methods in 85% of the schools in the targeted regions
Component 4: Policy, Monitoring and Management Support	
<i>Development objective</i>	<i>Verifiable indicators</i>
Water and sanitation activities are managed in a sustainable manner, using local human resources and institutions	-Coherent water and sanitation policy and development plans
<i>Immediate objectives</i>	<i>Verifiable indicators</i>
1. Water supply and sanitation sector institutions at ministerial, inter-ministerial and agency levels are performing their stipulated roles with respect to policy development and sector	-Policy and planning initiatives in relation to pertinent water and sanitation issues -Adequate fora for sector coordination
2. Adequate mechanisms for monitoring and evaluation of the effects of current water and sanitation practice to support policy decisions in place	-Monitoring data on water and sanitation aspects in line with GPRS
3. NGOs and civil society are actively participating in the dialogue on water and sanitation issues	-NGOs and civil society organisations' participation in public debate on current water and sanitation issues

10. Implementation plan

For each of the four components, tentative implementation plans have been prepared. The plans are attached the component descriptions. During the three-month inception period envisaged for all components more detailed plans will be prepared. Revised annual plans must be prepared for each component, reflecting the progress of implementation and the agreed upon adjustments.

During the inception phase, the following major activities are foreseen:

- Arrangement of offices and other practicalities for the component management and other key component staff
- Procurement of vehicles and other equipment
- Preparation of detailed work plans for all components and partner organisations
- Recruitment of national consultants and support staff (especially relevant for Component One, DBWS, and for Component Four, PMMS)
- Definition of detailed GPRS-based indicators for monitoring purposes
- Completion of sanitation study.
- Commissioning of baseline studies
- Preparation of detailed guidelines on component planning and reporting routines
- Opening of bank accounts
- Introductory meeting of WSSPS Steering Committee and Component Coordination/Steering Committees
- Preparation of inception reports by component management.

Organogram WSSPS II - Ghana

