

# GHANA- Sanitation Solutions at the Local Level

## 1 Summary

The focus of the LGCP Programme for Ghana is the lack of capacity in local governments in Ghana to identify, initiate and strategically plan and develop Programmes on sanitation. This will be targeted by developing institutional and individual capabilities of five target local governments and the Ghanaian local government association. The aim is to build capacities of the target local governments to fully understand the costs of sanitation service delivery and to improve the planning, budgeting, implementation, operation and maintenance for sustainable sanitation solutions at the local level. This will be fully in line with the local governments' District Environmental Sanitation Strategy and Action Plan (DESSAP).

## 2 Context Analysis

### 2.1 Introduction

In Ghana, achieving the sanitation MDG (7c) is lagging far behind. Only 13% of the Ghanaian population has access to improved basic sanitation.<sup>1</sup> In most instances, sanitation facilities are non-existent. The national framework for economic and social development, the Growth and Poverty Reduction Strategy, recognises that concrete actions and policies need to be pursued to achieve the national MDG target of 85% coverage of sanitation facilities across the country.<sup>2</sup>

To address the challenges adequately, the Ministry of Local Government, Rural Development (MLGRD) demands that Metropolitan, Municipal and District Assemblies (MMDAs) prepare District Environmental Sanitation Strategies and Action Plans (DESSAP) for the period 2008 – 2015 to manage sanitation service delivery sustainably.<sup>3</sup> For the implementation, the DESSAP will also take account of the availability of sufficient institutional capacity both at the local and national levels.

The specific DESSAP objectives are:

- To assess the existing level of sanitation facilities and services;
- To identify future sanitation needs and financing mechanisms;
- To develop the capacities of the local institution to be able to identify, initiate and plan strategically and to develop Programmes to address sanitation challenges at the local level;

<sup>1</sup> Embassy of the Kingdom of the Netherlands in Ghana, *Multi-Annual Strategic Plan 2012 – 2015* (2011) 12.

<sup>2</sup> Water and Sanitation Programme (WSP), *Getting Africa on Track to Meet the MDGS on Water and Sanitation. A Status Overview of Sixteen African Countries* (2006).

<sup>3</sup> At the national level, the National Environmental Strategy and Action Plan is developed based on the DESSAPs following a bottom-up approach.

- To ensure that locally-developed sanitation systems comply with policy targets at the national level and thus also are in alignment with plans of other sanitation-related institutions, both at the local and national levels.

Implementation of the DESSAP process is highly demanding, and according to the target MMDAs, local governments lack sufficient human and financial resources to be effective. Target MMDAs have indicated that, although individual differences exist and the more rural District Assemblies face different challenges to those confronting the urban Municipal or Metropolitan Assemblies, in general the capacity to strategically plan and maintain long-term quality in sanitation Programmes is lacking.<sup>4</sup>

## 2.2 Analysis of local government challenges

By law, MMDAs are responsible for the delivery of water and sanitation services at the local level. Implementation is being hampered since MMDAs lack the capacity to act adequately and maintain services sustainably, and provisions are often transitory. For instance, in informal settlements where facilities are provided by communities themselves, local authorities are often unable to extend disposal services for reasons that may relate to the legality of the settlement, overcrowding or a lack of recognition in the local government development plans.<sup>5</sup> Alongside fundamental financing difficulties, MMDAs are not likely to implement many of the DESSAP initiatives adequately and sustainably.<sup>6</sup> Target MMDAs have indicated that one of the obstacles hampering adequate operation of sanitation facilities is behavioural habits. This is mainly due to the lack of a direct need or incentives for people to change their behaviour. This problem can be addressed through enforcement and control. However this problem continues to manifest itself because local governments lack human resources (officers), lack legislation (by-laws which are not gazetted) and lack political priority (unpopular subject).

In delivering sanitation services, MMDAs heavily depend on bilateral and multilateral donors; in some cases donors provide 90% of the total annual expenditure on sanitation.<sup>7</sup> An estimated US\$406 million in capital investment is required for nationwide sanitation annually<sup>8</sup>, a substantial part of which the government expects to be borne by households. With the sector shifting towards the innovative methodology of Community-Led Total Sanitation (CLTS), investing in community mobilisation instead of hardware, this is an opportunity to level the hardware investments. It is however clear that anticipated spending will not be enough to achieve the sector targets.

Increased and more innovative financing, sector planning, better targeting, greater efficiency and cost recovery approaches are needed to address identified gaps. MMDAs' financial impact on improving the provision for sanitation may be direct, since they fund these improvements, or indirect as financing tenure for urban communities, which then allows sanitation utilities to serve them.

<sup>4</sup> As indicated by representatives of the target MMDAs during the LGCP Stakeholder's Meeting, held in Accra on 2–5 April 2012.

<sup>5</sup> K. Osumanu et al, 'Urban Water and Sanitation in Ghana: How Local Action is Making a Difference' in: *Human Settlements Working Paper Series - Water and Sanitation* (2012) 25.

<sup>6</sup> Water Aid, *Effective Financing of Local Governments to Provide Water and Sanitation Services* (2012).

<sup>7</sup> *Ibidem*, 6.

<sup>8</sup> African Ministers' Council on Water (AMCOW), *Country Status Overview Water Supply and Sanitation in Ghana. Turning Finance into Services for 2015 and Beyond* (2011).

## 2.3 Analysis of the political environment

Ghana held its fifth multiparty presidential elections since 1992 in December 2008. The 2008 elections resulted in a peaceful transfer of power from the incumbent Kufour of the New Patriotic Party (NPP) to Atta Mills of the National Democratic Congress (NDC). But since 2008 the tension between the two major parties has increased significantly.<sup>9</sup> The Ghanaian economy has stabilised in the two years following the 2008 financial upheavals, caused by government over-expenditure. After the financial boost from the start of oil production in 2011, Ghana's growth is set to moderate to approximately 8.75% in 2012, which is still amongst the highest on the continent.<sup>10</sup>

Ghana has 212 local government assemblies, spread over 10 different administrative regions.<sup>11</sup> The Metropolitan, Municipal and District Assemblies, in short MMDAs, include 6 Metropolitan Assemblies, 40 Municipal Assemblies and 166 District Assemblies. These assemblies aim to provide a forum for underlying metropolitan, city, area and town councils and decide on major issues. The MMDAs are subdivided into town councils, zone councils, urban councils and area councils.

According to the 1992 Constitution, the MMDAs' exclusive responsibilities fall within areas such as sanitation, birth and death registration and environmental management.<sup>12</sup> The District Chief Executives (DCEs, comparable to a Mayor), District Coordinating Director (DCD, comparable to the City Administrator) as well as 30% of the MMDAs' council members are appointed directly by the central government. The remaining 70% are elected by the local constituents.<sup>13</sup>

A change of government leads to the appointment of new DCEs in each District Assembly. Although it falls outside the scope of this Programme, it is well understood that traditional authorities are the custodians of the lands and have a huge impact on politics and social behaviour. Traditional authorities (roles identified by the Ministry of Chieftaincy and Culture) are indirect beneficiaries of this Programme through the implementation of interventions by MMDAs.

## 2.4 The defined target group

The target group in Ghana consists of five MMDAs and the National Association of Local Authorities of Ghana, NALAG. The Ghana Programme focuses primarily on the institution and the staff of the MMDA, i.e. civil servants, council members, senior management and politicians and the staff and Board of NALAG. The five MMDAs are the following:

<sup>9</sup> International Monetary Fund, World Economic Outlook (WEO) (2012) 73.

<sup>10</sup> Ibidem.

<sup>11</sup> Ministry of Local Government and Rural Development (MLGRD), *Breakdown of Metropolitan, Municipal and District Assemblies in Ghana* (2011). [http://www.ghanadistricts.com/pdfs/all\\_mmdas\\_in\\_ghana.pdf](http://www.ghanadistricts.com/pdfs/all_mmdas_in_ghana.pdf) consulted 25 April 2012; Ghana New Link (2011), *Newly Created Districts to be Announced Today* (2011). <http://www.ghananewslink.com/index.php?id=17055>, consulted 25 April 2012.

<sup>12</sup> United Cities and Local Governments (UCLG), *UCLG Country Profiles: Republic of Ghana*, [http://www.citieslocalgovernments.org/gold/Upload/country\\_profile/Ghana.pdf](http://www.citieslocalgovernments.org/gold/Upload/country_profile/Ghana.pdf), consulted October 2011.

<sup>13</sup> K. Antwi-Boasiako, 'Public Administration: Local Government and Decentralisation in Ghana', in: *Journal of African Studies and Development* 2:7 (2010) 166-175.

Local government association	Member	Coverage
National Association of Local Authorities of Ghana (NALAG)	All 212 MMDAs	100%
Local government	Region	Population
Heman Lower Denkyira District Assembly	Central Region	Unknown <sup>14</sup>
Kadjebi District Assembly	Volta Region	61,520 <sup>15</sup>
Komenda Edina Eguafu Abirem Municipal Assembly	Central Region	112,435 <sup>16</sup>
Kumasi Metropolitan Assembly	Ashanti Region	1,625,180 <sup>17</sup>
Twifo Attimorkwa District	Central Region	16,349 <sup>18</sup>

## 2.5 Analysis of other relevant actors

### 2.5.1 Policies and actions of the national government

In Ghana, the water and sanitation subsector policies have been consolidated into the National Water Sector Policy and the National Environmental Sanitation Policy 2009 – 2015 (NESP 2009 – 2015). The institutional set-up is well-established with clear lines of responsibility. The Environmental Health and Sanitation Directorate (EHSD) within the MLGRD is responsible for approving the NESP 2009 – 2015. From this, the National Environmental Sanitation Strategy and Action Plan (NESSAP) was released providing strategic proposals and action plans with a countrywide scope. The Ghana Programme will contribute to these policies and strategies.

### 2.5.2 Policies and actions of the Embassy of the Kingdom of the Netherlands

A focus on sanitation is in line with the official Dutch policy on development assistance, as reflected in the Multi-Annual Strategic Plan (MASP) of the Embassy of the Kingdom of the Netherlands (EKN) in Ghana.<sup>19</sup>

The MASP focuses its support Programme on sustainable sanitation and water facilities in Elmina, Cape Coast, Ga South and West. A focus on Community-Led Total Sanitation (CLTS) is presented as a key approach to sustainable WASH solutions. The Ghana Programme embraces CLTS in developing the capacity of the target MMDA to implement and sustain sanitation solutions. As both the LGCP Ghana Programme and the MASP target Komenda Edina Eguafu Abirem Municipal Assembly (Elmina) with their project interventions, regular contact between VNG International and the Embassy of EKN in Accra will have to take place to ensure proper harmonisation.

<sup>14</sup> The Twifo Attimorkwa District and Heman Lower Denkyira District were created in 2011. The two District Assemblies originated from a split of the Twifo Heman Lower Denkyira District. The latter had a population of 16,349; the exact spread of this number amongst the two newly created Districts Assemblies is not yet known.

<sup>15</sup> MLGRD information about Kadjebi in 2006. [http://kadjebi.ghanadistricts.gov.gh/?arrow=atd&\\_id=120&sa=2972](http://kadjebi.ghanadistricts.gov.gh/?arrow=atd&_id=120&sa=2972), consulted 25 April 2012.

<sup>16</sup> MLGRD information about Komenda/Edina/Eguafu/Abirem Municipal Assembly in 2006. [http://www.keea.ghanadistricts.gov.gh/?arrow=atd&\\_id=57&sa=2764](http://www.keea.ghanadistricts.gov.gh/?arrow=atd&_id=57&sa=2764), consulted 25 April 2012.

<sup>17</sup> MLGRD information about Kumasi Metropolitan District Assembly in 2006. <http://www.kma.ghanadistricts.gov.gh/>, consulted 25 April 2012.

<sup>18</sup> MLGRD information about Twifo Heman Lower Denkyira District Assembly in 2006. [http://thld.ghanadistricts.gov.gh/?arrow=atd&\\_id=59&sa=4524](http://thld.ghanadistricts.gov.gh/?arrow=atd&_id=59&sa=4524), consulted 25 April 2012.

<sup>19</sup> Embassy of the Kingdom of the Netherlands in Ghana, *Multi-Annual Strategic Plan 2012 – 2015* (2011).

### 2.5.3 Relevance

Studies have revealed that inadequate revenue base and sector financing for sustainable sanitation solutions is a major drawback for achieving the MDG goal of 85% coverage in Ghana.<sup>20</sup> The Ghana Programme aims to develop the capacities of the target MMDAs to fully understand the costs of sanitation service delivery and to improve the planning and budgeting, implementation and operation and maintenance for sustainable sanitation solutions at the local level in line with the District Environmental Sanitation Strategy and Action Plan.

## 3 Tailor-made LGCP Ghana Programme

### 3.1 Ghana specific Programme objective

Increased capacity of five Metropolitan, Municipal and District Assemblies and one nationwide local government association in Ghana to provide services in the area of sanitation.

### 3.2 Programme results

The results to be achieved in the LGCP Ghana Programme are presented below. How these results and the *results attributable to LGCP* relate to the five capabilities underlying the LGCP framework is also explained.

**Result 1:** *Increased capabilities of five Metropolitan, Municipal and District Assemblies in Ghana to develop, prioritise, mobilise resources and agree on the District Environmental Sanitation Strategies and Action Plans*

Support will be provided to the five participating MMDAs to develop in a participatory manner a thorough understanding of the costs of sanitation delivery and develop local financing and management plans that stipulate the local priorities for sanitation service delivery and the costs associated. Additionally, MMDAs will be supported in the process of gazetting by-laws on basic sanitation services. This includes both the formulation of by-laws as well as their publication. Together these components will contribute to an increase of the technical and managerial capacity of MMDA staff to successfully plan and budget for their sanitation solutions, whereby the capability of local governments *to act and commit* is developed.

This leads to the following results directly attributable to LGCP:

Participating MMDAs have:

- 1.1 Acquired solid understanding of the costs of sanitation service delivery;
- 1.2 Identified priorities for basic sanitation services in a participatory manner and have included the priorities in an approved financing and management plan;
- 1.3 Increased the gazetting of by-laws on basic sanitation services.

**Result 2:** *Increased capabilities of five Metropolitan, Municipal and District Assemblies in Ghana to implement, operate and maintain the District Environmental Sanitation Strategies and Action Plans*

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<sup>20</sup> Ibidem.

Support will be provided to the participating MMDAs to increase their capacity to deliver on what they have committed themselves to in the DESSAPs and approved financing and management plans. This will be done by improving their ability to implement and manage the maintenance of local sanitation service priorities, based on agreed standards and performance measures. This includes, amongst others, improved enforcement of gazetted by-laws. Thereby the capability *to deliver on development objectives* is increased.

This leads to the following results directly attributable to LGCP:

Participating MMDAs have improved:

- 2.1 The operationalisation of basic sanitation services;
- 2.2 Efficiency in operating and maintaining basic sanitation services;
- 2.3 Their ability to enforce and control on gazetted by-laws.

**Result 3:** *Increased capabilities of five Metropolitan, Municipal and District Assemblies in Ghana to monitor, evaluate and learn from the District Environmental Sanitation Strategies and Action Plans*

By focussing on the development and use of an internal Knowledge Management System (KM), MMDAs learn how to capture, interpret and apply lessons learnt to improve their performance in planning for implementing service delivery of basic sanitation services. Furthermore, focussing on development and use and a Monitoring and Evaluation (M&E) system will increase the capacity of the five MMDAs to monitor their performance in providing basic sanitation services. With the information gained in the KM and M&E systems, MMDAs can learn internally and can adjust their approaches to improved services delivery to fit better with changing realities. Thereby the MMDAs capability *to adapt and self-renew* is increased.

This leads to the following results directly attributable to LGCP:

Participating MMDAs understand and use a comprehensive:

- 3.1 Knowledge Management System;
- 3.2 Monitoring and Evaluation (M&E) system.

**Result 4:** *Developed capabilities of five Metropolitan, Municipal and District Assemblies and one nationwide local government association in Ghana to relate to key external stakeholders of the District Environmental Sanitation Strategies and Action Plans*

Support will be provided to the selected five MMDs and NALAG to improve their capacity to engage with other levels of government within their institutional framework, like the Ministry of Local Government and Rural Development (vertical engagement), as well as with private stakeholders in the field of sanitation, (horizontal engagement). More specifically, the NALAG will be assisted in improving their liaising capacity with their members, in order to identify needs, define areas of support to local governments and to collect important lessons learned and good practices. NALAG is the ideal body to disseminate these lessons learned to other member local governments, government institutions and development organisations. Besides that, the knowledge gained enables them to be a stronger partner in their relationship with central government institutions and development agencies. Additionally, the five MMDAs will be given support to position themselves as a strong and reliable partner, open to participative cooperation with, and accountable to external stakeholders, and strong in relational competences. In this way, the capability *to relate to external stakeholders* is developed and/or strengthened.

This leads to the following results directly attributable to LGCP:

- 4.1. Key external stakeholders have collaborated and exchanged views with MMDAs and the local government association on DESSAPs.

### 3.3 Programme activities

The Local Government Capacity Programme is built on VNG International's colleague-to-colleague approach, in which expert practitioners exchange knowledge and experiences. The essence is that experts have experience in the same job or in a comparable position as the beneficiaries. The practitioners exchange vision and views and work together. Problems and analyses are shared and are conducive for developing on existing local capabilities. Colleagues might come from the Netherlands, but also from neighbouring countries or even from the beneficiary country. This approach is also reflected in the activities designed to reach the results anticipated; colleague-to-colleague learning mainly takes place in coaching-mentoring trajectories, on-the-job training, workshops and study tours. VNG International will prepare Activity Work Plans annually, which will be submitted to the Netherlands Ministry of Foreign Affairs for approval. These Activity Work Plans present a concrete description of the foreseen activities.

For all four Programme results a series of activities has been formulated (see logical framework for specific activities under each result). Below a brief description of the activities that fall under each Programme result is provided. Depending on the results of the baseline study the exact scope and planning of the activities will be adjusted so that the activities tailor-fit the current capacity and absorption capacity of the participating MMDAs and NALAG. The Programme will use various monitoring and evaluation mechanisms, such as the questionnaire for the baseline survey to measure the capacity of the target group. Furthermore, the Programme will organize stakeholder seminars to promote ownership, ensure fine-tuning with development and government partners.

The activities to achieve the results envisaged for Ghana are clustered in the following way:

#### **Result 1**

Activities under Programme result 1 are aimed at creating an understanding of the local sanitation service delivery.

A baseline study will be conducted in order to assess the capacity gaps in the field of sanitation service delivery for fine-tuning of interventions. Thereafter, the activities implemented will aim at enhancing the capacity of local governments to collect, analyze and interpret data on the costs of basic sanitation services and, based on this information, develop a comprehensive financing and management plan for improved service delivery, stipulating local sanitation priorities.

Furthermore, the development of by-laws and participatory methods will receive specific attention. Activities under this result are characterized predominantly by expert practitioners' input on strategy development, budgeting and planning for sanitation solutions. Input is offered through coaching trajectories, a benchmark (through peer-to-peer exchange) to measure and interpret change brought about by the Programme, and participatory workshops and training courses.

### **Result 2**

The activities under Programme Result 2 focus on capacitating selected MMDAs to effectively operate and maintain the prioritised basic sanitation services identified by each MMDA. By providing training on operationalisation methods, the MMDAs are enabled to implement their financing maintenance plan. Furthermore, the MMDAs will be trained how to enforce and control by-laws related to sanitation. Input is offered through coaching trajectories and training courses. Additionally, platform meetings are organised to facilitate exchanges between MMDAs and external stakeholders on by-law enforcement.

### **Result 3**

The activities under Programme Result 3 focus on enabling the MMDAs to develop, operate and maintain an internal knowledge management system and a monitoring and evaluation system. This will enable the MMDAs to capture, share and reproduce the technical knowledge generated through this Programme, as well as monitor, evaluate and, where required, adjust basic sanitation service delivery. Input is offered through coaching trajectories, training courses, the purchase of knowledge management tools and materials, and a benchmark to measure and interpret change brought about in the five MMDAs in relation to development and use of the knowledge management and monitoring and evaluation systems.

### **Result 4**

The activities under Programme Result 3 are aimed at facilitating the interaction between the five MMDAs, NALAG and key external stakeholders (such as the MLGRD, development cooperations active in WASH and civil society organisations), and at supporting functional collaborations for the development and implementation of local sanitation priorities. This will be done by providing training and coaching and organising network events where external stakeholders will be invited to share their experiences in this sector.

Furthermore, platform meetings will be organized that allow the MMDAs to cooperate with the external stakeholders, align their activities and inform each other about developments in WASH sector. Lastly, NALAG will be supported to improve its lobby and advocacy skills and its ability to capitalise the experiences of its members and ensure that the lessons learned in the five MMDAs are shared both with other local governments that fall outside the direct target group of this programme, and with central government institutions, in order to contribute to national policy making.