



## Republic of Liberia

Ministry of Planning and Economic Affairs  
Ministry of Lands, Mines and Energy  
Ministry of Public Works  
Ministry of Health and Social Welfare  
Ministry of Education  
Liberia Water and Sewer Corporation

### **LIBERIA WASH COMPACT**

Sanitation and Water for All: A Global Framework for Action

## Foreword

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The objectives contained in the Millennium Development Goals (MDGs) are intended to address challenges that face developing countries such as Liberia. Water and sanitation are intrinsic to the MDGs but according to the 2010 Joint Monitoring Programme for Water Supply and Sanitation report, progress is insufficient to meet the 2015 target to halve the proportion of people without sustainable access to safe drinking-water and basic sanitation. Liberia is one of the countries where progress has been inadequate.

Therefore, the Government of Liberia (GoL), with full support from the National Legislature, has taken the initiative to accelerate the delivery of water, sanitation and hygiene (WASH) services in the country. To this end, the GoL joined the Sanitation and Water for All (SWA) global partnership, an international platform aimed at achieving universal and sustainable access to sanitation and drinking water. This partnership between GoL and other SWA partners led to a joint mission and to this document: The Liberia WASH Compact.

It builds on the development of several key WASH sector policies and regulations but it is essential that these are now implemented. Water and sanitation facilities must be accessible, affordable and available to both rural and urban communities.

Although many challenges remain, this Compact outlines the commitment to meet those challenges through partnership between government, the private sector, civil society, development partners and the media.

Recognizing that the challenges being addressed by the Liberia WASH Compact are shared by other countries in the region, the GoL will ensure the learning and successes of the Compact are disseminated in order to accelerate attainment of WASH objectives among nations in the Mano River Union and ECOWAS.

We believe that this Compact will galvanize action in the WASH sector and result in real improvements in access to safe water and sanitation for the people of Liberia.



Ehen Johnson Sirleaf  
President of the Republic of Liberia and  
Goodwill Ambassador for Water, Sanitation and Hygiene in Africa

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## List of Acronyms

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CSOs	–	Civil Society Organizations
DCMHyP	–	Directorate of Community Mobilization and Hygiene Promotion
DEOH	–	Directorate of Environmental and Occupational Health
DPs	–	Development Partners
ECOWAS	-	Economic Community of West African States
EHT	–	Environmental Health Technicians
EPA	–	Environment Protection Agency
ESA	–	External Support Agency
GoL	–	Government of Liberia
IWRM	–	Integrated Water Resources Management
JMP	–	WHO/UNICEF Joint Monitoring Programme for Water Supply and Sanitation
KPI	–	Key Performance Indicator
LISGIS	-	Liberia Institute of Statistics and Geo-Information Services
LWSC	–	Liberia Water and Sewerage Corporation
MDGs	-	Millennium Development Goals
MoG&D	–	Ministry of Gender and Development
MoLME	–	Ministry of Lands, Mines and Energy
MoE	–	Ministry of Education
MoF	–	Ministry of Finance
MoHSW	–	Ministry of Health and Social Welfare
MoPW	–	Ministry of Public Works
MoPEA	–	Ministry of Planning and Economic Affairs
NGO	–	Non-Governmental Organization
NWSHPC	–	National Water, Sanitation and Hygiene Promotion Committee
NWRSB	–	National Water Resources and Sanitation Board
NWSSP	–	National Water Supply and Sanitation Policy
SWA	–	Sanitation and Water for All
UNDP	–	United Nations Development Program
UNICEF	–	United Nations Children Fund
USAID	–	United States Agency for International Development
WASH	–	Water, Sanitation and Hygiene
WSP	–	World Bank Water and Sanitation Program
WSSC	–	Water Supply and Sanitation Commission

## Background to the Compact

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After the first Sanitation and Water for All High Level Meeting on 23 April 2010 in Washington DC, USA, a series of national stakeholder meetings took place.

**Early August 2010:** The Liberia WASH Consortium representatives and WaterAid in Liberia agreed to generate support for a Liberia national WASH planning process by engaging other SWA partners.

**During August 2010:** A series of national multi-stakeholder consultations resulted in a paper setting out the Liberia WASH context, priority actions and potential roles to drive progress (“Making the SWA a Reality at Country Level: Liberia Case Study”).

**September 2010:** At World Water Week in Stockholm, the Liberia WASH consortium, WaterAid, WSP, UNDP GoAL WASH and UNICEF met to discuss ways to utilize SWA to request support from partners.

**November 2010:** During the SWA Steering Committee meeting in Addis Ababa, GoL representatives and Liberia WASH Consortium representatives met with UNICEF, WaterAid, WSP, USAID and other SWA partners. GoL invited the participation and engagement of SWA Partners in a national planning process that would lead to the development of the Compact to accelerate progress of WASH coverage in Liberia.

**February 2011:** GoL WASH sector ministries, the Liberia WASH Consortium, UNICEF and USAID, with support from WaterAid and others met with the President of Liberia to provide a briefing on SWA and the upcoming mission and to secure high-level political support for the process and its outcome.

The Joint Mission opened on Wednesday 27 April with key note speeches by the Acting Minister of Planning and Economic Affairs, the Chairperson of the Senate Standing Committee on Planning and Economic Affairs, the Minister of Health and Social Welfare, the Minister of Public Works, the Deputy Minister of Education and the Monrovia City Corporation Mayoral Representative. These opening events were followed by three days of discussion between all stakeholders from the WASH sector. In preparation, national stakeholders summarized the key issues requiring action as well as the commitments made by the GoL and its development partners in furtherance of the aim to provide sanitation and water for all.

The Liberia Compact is a result of these discussions and the work of many individuals and organizations. Input from all relevant government ministries, some development partners, civil society organizations, international NGOs and representatives from the private sector was incorporated.

## The Compact Principles

The following table lists the principles adopted by the SWA Partnership, and demonstrates the alignment of the National Water Supply and Sanitation Policy (2009) with those principles. The National Water Supply and Sanitation Policy (NWSSP) and the President’s continuous commitment to sustainable WASH services in Liberia provide the basis for the Compact and for the resulting national planning processes.

SWA Principles	NWSSP Principles
Sanitation and water is a priority sector and underlies the achievement of the MDGs	The principle of access to WASH services to all people without discrimination is clearly underlined
Sanitation and water is a sector that requires political prioritization, institutional capacity building and investment	Political will is imperative for effective policy implementation The policy sets out the institutional structure required and discusses the parameters for investment
Efforts should focus on targeting the un-served before improving services for the already served	The policy emphasizes the need for increased coverage as a priority over improved service
Accountability, mutually with donors and to the country’s own citizens, is necessary to achieve sanitation and water for all	A critical component is the establishment of new governance entities with the mandate to address the lack of accountability in the sector
One national plan and planning process is necessary for sanitation and water, including detailed sector investment requirements, targets and capacity needs	The principle of coordinating water resources as IWRM for all usages The principle of a 5 year sector strategic plan as part of the PRS put an emphasis on the responsibility of individuals, communities, de-concentrated entities and central Government

The broad principles for the Compact and its implementation:

- Mutual accountability, transparency and predictability as a framework for dialogue between GoL, development partners and national stakeholders
- Emphasis on capacity building within Liberia to deliver efficient, accountable and equitable WASH services
- Transparency and investment for results
- Coordinated sector financing
- Envisioning the Compact as a model for accelerating progress on WASH regionally and across Africa

SWA seeks to support countries to achieve a number of strategic objectives. These are:

- to articulate country strategies for measurable results
- to foster mutual accountability
- to assist better targeting and mobilisation of funding for implementing viable national plans
- to engender improved decision-making based on results-based evidence and exchange of information

## Commitments under the Liberia WASH Compact

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Four key thematic areas were identified as challenges and, therefore, as areas for priority in the Liberia Compact:

- Institutional capacity
- Service provision priorities and equity
- Data and monitoring and evaluation gaps
- Financing mechanisms

The purpose of the Compact is to overcome these challenges and ensure equitable and sustainable delivery of water and sanitation services for all Liberians by allocating responsibilities to different stakeholders over a two-year time period.

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### The Liberia WASH Compact commitments are to:

1. Establish and strengthen institutional capacity
  2. Ensure equity and prioritized service provision
  3. Develop a monitoring system
  4. Improve sector financing mechanisms
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### The vision of Liberia's Water Supply and Sanitation Policy:

*“using clean water supply and safe sanitation as a vehicle for reducing the water supply and sanitation related disease burden, increasing productivity, promoting human welfare and setting the nation on a path towards long-term sustainable growth, development, and poverty reduction”*

## Commitment 1: Establish and Strengthen Institutional Capacity

The WASH sector has a fragmented governance structure with certain functions falling within the scope of a number of Ministries and Agencies. This has resulted in overlaps in some areas and gaps in others; a lack of coordination of planning, activities and stakeholders; a lack of clarity on budgets and funding. Gains made by the development of sound WASH policies risk being lost through poor implementation.

**To address this, the partners undertake to:**

### *1.1. Appoint National Water Resources and Sanitation Board (NWRSB)*

In order to address the fragmentation in the sector, there is a need for a single entity to oversee the implementation of policies. The National Water Resources and Sanitation Board will provide oversight to the future Water Supply and Sanitation Commission (WSSC) and serve as the supervisory arm of the already existing National Water, Sanitation and Hygiene Promotion Committee (NWSHPC).

### *1.2. Operationalize required institutions*

**National Water, Sanitation and Hygiene Promotion Committee (NWSHPC)** - will operationalize sector policy, strategy, planning, technical support, coordination, M&E, HRD, capacity building, decentralization, programs, financing, NGO Support, MIS, donor coordination. The existing committee will be better organized.

**Water Supply and Sanitation Commission (WSSC)** –will regulate tariffs, licenses, PPPs, service standards, water laws compliance. This will be a newly formed entity which will require budgetary support.

**Rural Water Supply and Sanitation Bureau (RWSSB)**–will coordinate and ensure rural water supply and sanitation services with a focus on hardware. In order to achieve this, the existing Rural Water Supply and Sanitation Program will be elevated to the status of a bureau.

**Directorate of Community Mobilization and Hygiene Promotion (DCMHYP)**–will be charged with demand generation, community mobilization and hygiene promotion. It will provide dedicated software support to the RWSSB. This will be formed from the existing Department of Environmental and Occupational Health (DEOH) which will be raised to the status of a directorate.

### *1.3. Mandate assessment and strengthening of county-level structures within existing policies*

Assessment of county level structures will be undertaken. The existing or planned decentralized structures of the MoPW, MoHSW, the EPA, the LWSC and county planning units will be the platform from which to strengthen county level structures. Strengthening may entail increasing authority through regulatory or legal changes; capacity building and training efforts; and the identification of appropriate resources from national or local sources. Planning and coordination with county structures will feed into national activities.

**Liberia WASH policies:**  
National Integrated Water Resources Management Policy (2009)  
National Water Supply and Sanitation Policy (2009)  
Guidelines for Water and Sanitation Services in Liberia (2010)  
Sector Strategic Plan (2011)

## Commitment 2: Ensure Equity and Prioritized Service Provision

According to the Joint Monitoring Program for Water Supply and Sanitation, Liberia is one of the countries that is not on track to achieve the Millennium Development Goals by 2015 (see graph). A significant effort is required to reach the targets.

**The partners undertake to:**

### 2.1 *Mandate implementation of WASH standards and regulation protocols*

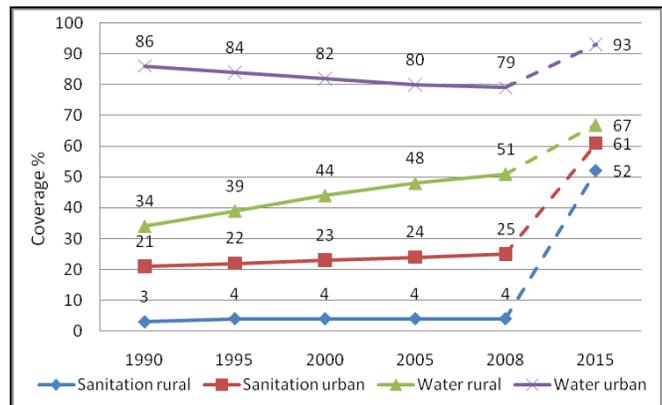
WASH service providers have compromised on the standards and protocols which results in lower levels of service provision. The standards must be made known and enforced.

### 2.2 *Mainstream WASH in the educational system*

The Ministry of Health will work with the Ministry of Education to strengthen school WASH through the development of standards and curriculum

### 2.3 *Ensure policies have a strong emphasis on government supported community-led approaches to sanitation and hygiene promotion*

All rural water points were mapped in 2011:  
60% (4,400) were technically functional  
11% (800) were functional but had some problems  
29% (2,150) were not functional



Liberia's progress towards the water and sanitation MDGs 1990-2008 and the progress required to reach the 2015 targets

As stated in the NWSSP, key success factors for sustainability include participatory approaches, cost recovery, and bringing the poor into the customer base. This will be achieved through the use of approaches like Community Led Total Sanitation (CLTS) and pro-poor tariff and Village Level Operations and Maintenance structures. These will be made specific in the policies to ensure that they are implemented.

### 2.4 *Ensure equitable access*

Select and establish priority investment locations that ensure equitable access across all of Liberia's communities, particularly vulnerable groups, for example, women, children and the physically challenged, to WASH services. GoL will determine the priorities based on need, disease burden and current coverage and will make these priorities known to the development partners. Consideration will be given to the transition from humanitarian response to development programming.

## Commitment 3: Develop a Monitoring System

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At present, there are multiple, often conflicting, sources of data making it very difficult to monitor progress or plan sufficiently. In order to improve targeting, attract funding and track flow of funds, accurate information and robust systems of accountability will be implemented.

**The partners undertake to:**

### *3.1 Establish monitoring mechanisms*

A monitoring evaluation and reporting mechanism will be established which will include Key Performance Indicators (KPIs), research and development and dissemination of information. Annually, the CSO scorecard methodology will be used to turn input, output and outcome data into information on how the sector is performing. Information already gathered by the county environmental health technicians (EHTs) will be passed to the NWSSC to keep WASH data up to date.

### *3.2 Refine and disaggregate the structure of budgets (MoF)*

The current budget structure makes it very difficult to determine what activities are taking place or what funds have been allocated. Therefore there is need to introduce national budget codes which will enable explicit identification of budgetary allocations for and expenditure on sanitation, hygiene and water. This will make it possible to monitor allocations and expenditure on WASH activities.

### *3.3 GoL commit to sharing of WASH data / information (LISGIS) internally and externally*

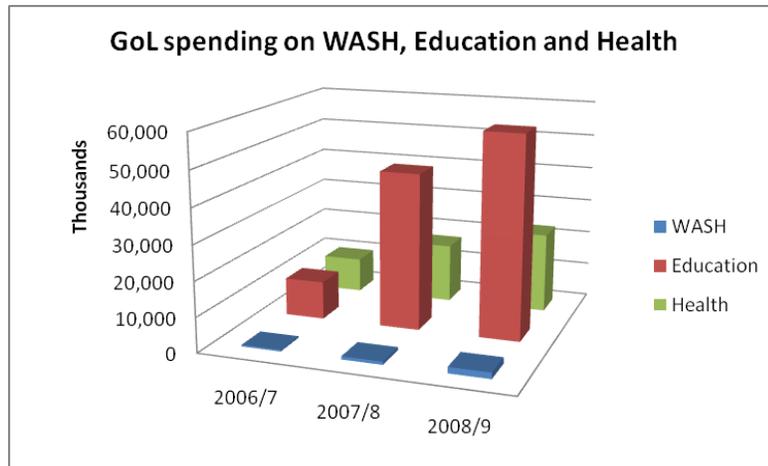
A mechanism will be developed for sharing WASH data and information. Efforts will be made to collect, analyze and store data in WASH entities with the view of the final destination in LISGIS. Periodic updating of the data will be through various county structures, WASH Coordination Units, Environmental Units, NGOs and M&E units and county development offices.

### *3.4 Institute reviews of commitments made in the Compact*

Commitments of the Liberia WASH Compact will be reviewed semi-annually through a Joint Sector Review (JSR) involving all stakeholders in line with the Road Map of the Compact.

## Commitment 4: Improve Sector Financing Mechanisms

“A significant investment increase is required in Liberia in order to achieve the WSS MDGs”. This statement is made in An Economic Case for WASH in Liberia. Government spending on WASH has been insufficient but



also unclear and difficult to track. As a result, it has been difficult to set out the requirements and priorities and, importantly, to identify the gaps.

**The partners undertake to:**

### 4.1 Establish a detailed, prioritized Sector Investment Plan

The sector investment plan will be based on the WASH Sector Strategy and will:

- Set out the sector’s financing requirements to achieve coverage targets
- Include a separate budget line for sanitation
- Specify the GoL’s financial commitments
- Include different funding scenarios
- Outline sector financing gaps
- Identify the external resource requirements
- Detail finance mechanisms

### 4.2 Deliver on GoL previous financial commitments

The GoL committed to allocate 0.5% of its GDP to sanitation when it signed the eThekweni Declaration at the AfricaSan Conference held in Durban in February 2008. With this compact the GoL commits to fully delivering on this commitment within two years.

### 4.3 Establish a WASH pooled fund mechanism

This will serve as an intermediate modality to strengthen the management of sector financing and resolve the existing fragmentation. This mechanism should support the longer term goal of line ministry management. It is imperative that the MoF and relevant Public Financial Management institutions are involved.

*The Second Country Status Overview (CSO2) estimated the total annual investment required to meet the MDGs by 2015 as follows:*

<i>Water Supply</i>	-	<i>US\$ 22m</i>
<i>Sanitation</i>	-	<i>US\$ 41m</i>

*Currently, there is an anticipated shortfall of US\$14m and US\$18m per annum for water supply and sanitation respectively*

## Cross Cutting Action Points

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In addition to the Compact commitments, certain action points which cut across all commitments were identified.

**Capacity Building and Strengthening:** Develop an equitable capacity building plan addressing government, private sector and civil society organizations in line with the national capacity building strategy.

**Resource Mobilization:** Promote and continue transparent and accountable dialogue between GoL, development partners and civil society organizations.

**Gender Equity:** Ensure that gender issues are considered at all stages of WASH development and training of WASH experts.

**Environmental concern:** Alignment with the National Environment policy and National Adaptation Plan of Action for Climate Change; consideration of Environmental Impact of WASH projects; monitoring of environmental data.

**Humanitarian Activities:** Humanitarian activities in the WASH sector should be consistent, as far as possible, with and enhance national development. The continuum between relief, recovery and developmental activities must be observed.

## Roadmap of Actions to Implement the Compact

Theme	Measure/activity	Indicator	Responsibility	Target date
Institutional Capacity	1. Appoint National Water Resources and Sanitation Board (NWRSB)	1.a. Executive order for NWRSB to be issued	1.a. President & MoLME	1.a. End July 2011
	2. Operationalize required institutions	2.a. Executive orders issued; NWSHPC established	2.a. President & MoPW	2.a. 15 May 2011
		2.b. Functions of various structures clarified 2.c. WSSC to be established by Executive Order 2.d. RWSS bureau established 2.e. DCMHyP established	2.b. MoLME 2.c. MoLME, UNDP GoAL WASH 2.d. MoPW 2.e. MoHSW	2.b. Mid June 2011 2.c. June 2012 2.d. May 2011 2.e. 2 years
3. Mandate assessment and strengthening of county-level structures within existing policies	3. a. Capacity Building Taskforce for WASH established 3.b. Assessment carried out 3.c. Capacity building plan developed and implemented	3.a. NWSHPC/MOE 3.b. MoE/each Ministry, MoG&D 3.c. Each Line Ministry	3.a. Immediately 3.b. Immediately 3.c. August 2011 and ongoing	
Service provision priorities and equity	1. Mandate implementation of WASH standards and regulation protocols	1.a. Technical guidelines disseminated	1.a. WSSC	1.a. January 2012
	2. Mainstream WASH in the educational system	2.a. School curriculum updated to include WASH	2.a. MoE School Health Division, MoH	January 2013
	3. Ensure policies have a strong emphasis on government supported community-led approaches to sanitation and hygiene promotion	3.a. Policies include community-led approaches	3.a. MoH, MoPW	3.a. December 2011
		3.b. Directorate formed	3.b. MoHSW	3.b. 2 years
4. Ensure equitable access	4.a. Sector Investment Plan includes priority areas	4.a. NWSHPC, MoF	4.a. March 2012	
	4.b. Gender, physically challenged and children mainstreamed	4.b. MoG&D	4.b. Ongoing	

Theme	Measure/activity	Indicator	Responsibility	Target date
Data and monitoring and evaluation gaps	1. Establish monitoring mechanisms	1.a. M&E framework developed 1.b. Centralized and decentralized database operational 1.c. Minutes of county coordination meetings shared	1.a. NWSHPC, supported by MoPEA and DPs 1.b. 1.c.	1.a. March 2012
	2. Refine and disaggregate the structure of budgets (MoF)	2.a. National budget has clearly defined budget lines	2.a. NWSHPC, MoPEA, MoF	1.a. March 2012
	3. Commit to GoL sharing of WASH data / information (LISGIS) internally and externally	3.a. Freely accessible Liberia WASH Website established with relevant WASH data/information posted and updated on a regular basis. 3.b. System developed to disseminate and update data	3.a.NWSHPC, LISGIS 3.b.	3.a. May 2011 ongoing
	4. Institute reviews of commitments in the Compact	4.a. Reviews carried out and reports presented	4.a. NWSHPC& CSO	4.a. September 2011 (consultant); End March 2012 (full team)
Financing mechanisms	1. Establish detailed, prioritized Sector Investment Plan	1.a. Sector Investment Plan developed	1.a.NWSHPC, MoF, MoPEA , DPs	1.a. March 2012
	2. Deliver on GoL's previous financial commitments	2.a. Commitment to 0.5% of GDP for sanitation and 7.3% of PRS budget for WASH delivered. 2.b. Further commitments identified and delivered.	2.a. MoF, MoPEA	2.a. March 2012
	3. Establish a WASH pooled fund mechanism	3.a. Pooled fund established (details to be included post July 2011)	3.a. NWRSB, MoF, MoPEA and DPs	3.a. March 2013
Cross-cutting issues	1. Capacity Building and Strengthening	1.a Equitable capacity building plan developed, addressing government, private sector and civil society organizations in line with the national capacity building strategy 1.b sufficient funds allocated in the budget for meeting the capacity building plan – and progress reporting on this	NWSHPC	March 2012
	2. Resource Mobilization	2.a Joint review & reporting - strengthening	NWSHPC, DPs	From May 2011

Theme	Measure/activity	Indicator	Responsibility	Target date
		mutual obligations and accountability 2.b Coordination mechanisms – monitoring of outcomes		ongoing
	3. Gender Equity and relevant to the physically disabled and children	3.a Build capacity at all levels to increase gender awareness and skills and ensure women trained in WASH related fields 3.b Gender analysis used to facilitate WASH planning, implementation and monitoring to ensure equitable access to water and sanitation 3.c Collection and use of gender disaggregated data in all WASH monitoring 3.d Ensure gender balanced representation in decision making at the community level (target 50 %), and at board/management and technical levels (target 30%).	NWSHPC, MoG&D, CSO	Ongoing
	4. Environmental Concern	4.a. National Environment policy - All WASH activities are in line with the policy, and environmentally sustainable – ensure consultation with environmental expertise. 4.b The Environmental Impact of all projects to be considered at planning stages 4.c National Adaptation plan for Climate Change (NAPA) – adaptation and resilience criteria (eg technology choices) developed 4.d Monitoring of environmental data such as water levels, rainfall, river flow, water quality etc	NWSHPC	Ongoing
	5. Humanitarian Activities	5.a Emergency preparedness plan developed – guidelines, standards, stockpiles etc	NWSHPC	Ongoing

## Ongoing issues for the Compact Implementation

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### Empowerment of WASH Ministries to better understand their roles

The GoL has made commitments to ensure that WASH ministries can better understand and deliver on their roles.

The Government will hold itself responsible for the overall delivery of the Compact. The following institutions: MoH, MoLME, MoG&D, MoPW and LWSC, which are seen as the institutions who should 'own' the Compact, will ensure operational delivery of the commitments.

The key ministries (MoF, MoPEA) whose actions or inactions could impact on the delivery of the Compact will provide oversight, making sure that WASH is mainstreamed into national planning and budgeting.

Going forward, the GoL will create opportunities for the MoH, MoLME, MoG&D, MoPW, and MoPEA to hold working sessions that seek to harmonize ways of working, coordination and sharing. The GoL will provide new skills and additional knowledge for key ministries that need to be empowered to deliver the Compact. Such actions may include: a) better formulation of policies/programs, implementation and evidence-based sector monitoring; and b) development of advocacy materials aimed at high-level decision-makers.

### Ensure that government officials and senior civil servants understand aid effectiveness principles

Due to Liberia's recent history, some public institutions/agencies have limited institutional memory in dealing with and handling existing international agreements. Importantly, this includes current issues in international relationships such as the aid effectiveness principles agreed under the Paris Declaration (2005) and the Accra Agenda for Action (2008). The GoL is committed to investing in enhancing the capability of senior public servants to engage with development partners and external support agencies. In order for the country to lead its own overall development process, as well as the development of the WASH sector, senior public servants and political heads of WASH-related ministries will be provided with relevant training and orientation. The GoL encourages NGOs and ESA support in this matter.

### Enlist key institutional delegates to ensure the Compact implementation

In order to ensure that the momentum generated by the Joint Mission and the Compact preparation process is maintained, the key ministries and agencies, with active participation from civil society, development partners and the media, should undertake regular meetings to review the Compact implementation. Further, the lead WASH ministries should publicize actions taken to implement the Compact on a monthly basis.