



**Eastern and Southern Africa Water and Sanitation
(ESAWAS) Regulators Association**



STRATEGIC PLAN 2022-2024

(Final)

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1. EXECUTIVE SUMMARY

The Eastern and Southern Africa Water and Sanitation (ESAWAS) Regulators Association is a network of water supply and sanitation regulators, with legal capacity and governed by a constitution ratified by Members, seeking to promote effective water supply and sanitation regulation through regional cooperation.

The Strategic Plan (SP) is drawn from the objectives of the ESAWAS Regulators Association which are two-fold: (i) Capacity Building and Information Sharing and (ii) Regional Regulatory Co-operation.

Since its formation, ESAWAS has continued to grow in terms of membership and activities. From an original membership of five at inception in 2009, the current membership has doubled to ten. In the recent past, ESAWAS has gained high recognition for its work regionally, Africa-wide and internationally with growing demand for engagement, partnerships and information sharing initiatives

An environmental scan undertaken revealed pertinent issues within the water supply and sanitation sub sector that highlighted three core issues for focus: enhance membership benefits (current and potential); expand ESAWAS WASH sector influence beyond region; and strengthen sustainability for a standalone secretariat through fee-for-service offerings. This led to the review of ESAWAS vision and mission statements and to the development of four Strategic Objectives. The implementation of the 2022-24 SP will therefore be guided by the following Vision and Objectives:

Vision: To be a global leader in promoting effective and innovative regulation of water supply and sanitation services

Strategic Objectives

- (i) To promote and support effective WSS Regulation
- (ii) To be a global knowledge hub on WSS regulation
- (iii) To strengthen and expand the Africa continental reach of ESAWAS
- (iv) To improve internal operations of the Association

Identified objectives are to be achieved through the implementation of strategies (key actions) and activities falling under each objective as detailed in the Action and Financing plan (Appendix 1).

During this SP period, ESAWAS will begin transition to a fully sustainable stand-alone Secretariat that can handle a growing portfolio of activities and effectively implement the SP. A full-time Executive Secretary will be recruited within Year 1 of the plan. Secretariat will be complemented by expertise from a dedicated business unit of specialists, member and partner staff, as well as consultants and academia.

The total budget is estimated at US\$**3,701,465** over the period of the plan. ESAWAS will finance most of the Plan from internally generated funds (membership fees and fee-for-service offerings) and externally sourced funds.

2. INTRODUCTION

2.1. Background

The Eastern and Southern African Water and Sanitation (ESAWAS) Regulators Association is a network of water supply and sanitation (WSS) regulators, formed by an MoU in 2009 to enhance the regulatory capacity of members to deliver quality and effective regulation to achieve public policy objectives through cooperation and mutual assistance. ESAWAS is registered under the Societies Act Cap 119 of the Laws of Zambia and is governed by a constitution ratified among the members. The seat of Secretariat is Zambia and is hosted by NWASCO.

Activities of ESAWAS are guided by three-year Strategic Plans since 2013, with the current one spanning from 2022 to 2024. ESAWAS strategic plans are aligned with ESAWAS Constitution which stipulates ESAWAS key objectives.

2.2. Purpose of the Strategic Plan

Overall, the Strategic Plan for 2022 to 2024 embraces comprehensive programming and organizational development towards enhancing water supply and sanitation regulation through capacity building, information sharing and regional regulatory cooperation through the following objectives:

- (i) To promote and support effective WSS Regulation
- (ii) To be a global knowledge hub on WSS regulation
- (iii) To strengthen and expand the Africa continental reach of ESAWAS; and
- (iv) To Improve Internal Operations of the Association.

2.3. The Planning Process

A consultative and participatory approach was followed in developing the fundamental elements of the SP including, setting out ESAWAS strategic objectives, key actions (strategies) and results. Overall, the development of the SP was directly informed by the pertinent ESAWAS Objectives as stated in the Constitution.

A detailed appraisal of the hitherto existing Strategic Plan which covered the period 2019 to 2021 was undertaken to assess the level of performance, challenges and key issues to be considered when developing the SP. Furthermore, an internal and external environmental scanning was systematically undertaken to assess the level of quality of the services rendered, and the perception in the contextual trends to establish strategic issues which needed attention when developing the strategic objectives as well as the key results for this plan. The internal and external environment was assessed using SWOC approach to identify the main Strengths, Weaknesses, Opportunities and Challenges and in turn the key issues for consideration.

The planning process had the overall guidance of the ESAWAS Technical Committee on Regulatory Issues (TeCRI) and was closely steered by ESAWAS Executive Secretary and the Project Manager. Further, results of stakeholder consultations which was conducted during the preparation of the Business Strategy in June and July 2021 were incorporated in the stakeholder analysis, as well as the internal and external scan of ESAWAS. Further, recommendations from the ESAWAS Business Revenue Model and Growth Strategy including establishment of an appropriate organisational setup for ESAWAS was considered in the drafting of the plan. The draft SP was thoroughly discussed with TecRI in a two-day workshop held in Dar es Salaam on 29th and 30th November 2021 and extensive inputs were provided for its improvement. The final SP is validated and approved by the Executive Committee of ESAWAS.

2.4. Organisation of the Plan

The Strategic Plan is divided into eight major chapters namely the Executive Summary, Introduction, Overview of the ESAWAS Regulators Association, Situation Analysis, Three-year strategy, Implementation Plan, Risks Management and Monitoring and Evaluation.

Chapter 2 gives an introduction of the plan by highlighting the background of ESAWAS, the purpose of the plan in terms of its direction, the planning process of the SP by highlighting key stakeholders involved in the preparation, and how the plan is organised into different chapters.

Chapter 3 gives an overview of the ESAWAS Regulators Association in terms of its institutional background, objectives, functions, structure, and lists members of the association and collaborative partners.

Chapter 4 gives details of the findings from the situation analysis which are key for identifying issues to be dealt with in the 2022-2024 Strategic Plan. Situation analysis include results from the review of the performance of previous strategic plan (2019 to 2021), ESAWAS Business development strategy, strengths and weaknesses identified during the organizational scan, opportunities, strategic and challenges (SWOC), review of the ESAWAS region regulatory situation, stakeholders' analysis, emerging issues, and strategic issues stemming from the situation analysis.

Chapter 5 presents the main body of the Strategic Plan which describes: Vision; Mission and strategic objectives which will guide the implementation of the Strategic Plan.

Chapter 6 presents the implementation plan which is constituted of Action and Financial Plan and Human resources Plan.

Chapter 7 presents potential risks for implementing the strategic plan which are categorised according to the severity of the risk into high, medium, and low. Further, the plan provides mitigation measures to counter the risks.

Chapter 8 outlines the general strategy for monitoring and evaluation and describes how and when the Strategic Plan will be monitored.

3. OVERVIEW OF THE ESAWAS REGULATORS ASSOCIATION

An overview of the ESAWAS Regulators Association provides the institutional background, its structure, and lists members of the association.

3.1. Institutional Background

The ESAWAS Regulators Association began in 2007 as an informal meeting in Zambia supported by the then Deutsche Gesellschaft für Technische Zusammenarbeit GmbH (GTZ). The meeting was held among five WSS Regulators from different countries in the Eastern and Southern African region to exchange experiences and knowledge on water supply and sanitation (WSS) regulation and water sector reforms. These were the then Water Regulatory Council (CRA) of Mozambique; the Energy and Water Utilities Regulatory Authority (EWURA) of Tanzania; the National Water Supply and Sanitation Council (NWASCO) of Zambia; the Rwanda Utilities Regulatory Authority (RURA) of Rwanda; and the Water Services Regulatory Board (WASREB) of Kenya.

In recognising the need for the development of an effective WSS regulatory framework, and taking into account the different legal and regulatory responsibilities and environments in which each regulator operates, the five regulators resolved to establish a network for regional cooperation on issues of mutual concern and interest in the areas of water and sanitation regulation.

Subsequently, in 2009, a Memorandum of Understanding (MoU) was signed among the five regulators that set out the framework for cooperation. In 2010, a Constitution was ratified among the regulators that formalised the cooperation, gave the Association a legal personality and named it the ESAWAS Regulators Association.

Since 2011, ESAWAS is registered under the Societies Act Cap 119 of the Laws of Zambia and is governed by a Constitution and Rules of Operation. The seat of Secretariat is in Zambia and hosted by one of the members, NWASCO.

3.2. Objectives

The objectives of the ESAWAS Regulators Association as stated in its Constitution are:

a) **Capacity Building and Information Sharing**

Facilitate information sharing and skills training at national, regional and international level to enhance the capacity of members in WSS regulation.

b) **Regional Regulatory Co-operation**

Identify and encourage the adoption of best practices to improve the effectiveness of WSS regulation in the region.

3.3. Functions

The functions of ESAWAS Regulators Association are to:

- i. Promote quality regulation and monitor and evaluate regulatory practices.
- ii. Strengthen the operational capacity of the WSS regulators for the effective, efficient, and sustainable provision of WSS services.
- iii. Achieve a better understanding of each member's regulatory system and share the benefits of expertise to enhance the efficacy of regulation and to share best practices on implementation and compliance with regulations.
- iv. Enhance the understanding by members of good regulatory governance and working toward the promotion of best practices in the development of regulatory proposals, legislation, directives and guidelines for sector development.
- v. Facilitate information sharing and promote networking among members, through study and exchange visits.
- vi. Provide a framework for the discussion of regulatory issues and exchange experiences to facilitate conveyance of views and common positions where appropriate.
- vii. Provide the necessary elements for the development of regulation and promote increased harmonization and efficiency in the regulatory framework and processes and where necessary, the establishment of common norms and standards.
- viii. Promote and support the enhancement of independence among the regulators.
- ix. Promote research on various aspects of regulation.
- x. Establish working relationships with other agencies that promote regulatory development.
- xi. Promote a peer-review mechanism amongst the members.

3.4. Guiding Principles

The ESAWAS Regulators Association Members are guided by the following principles enshrined in its Constitution:

- a) Independence
- b) Good governance
- c) Professionalism

3.5. Structure

The structure of the ESAWAS Regulators Association comprises of the governing body headed by a Chairperson and the Secretariat headed by an Executive Secretary. The organs of ESAWAS are as follows:

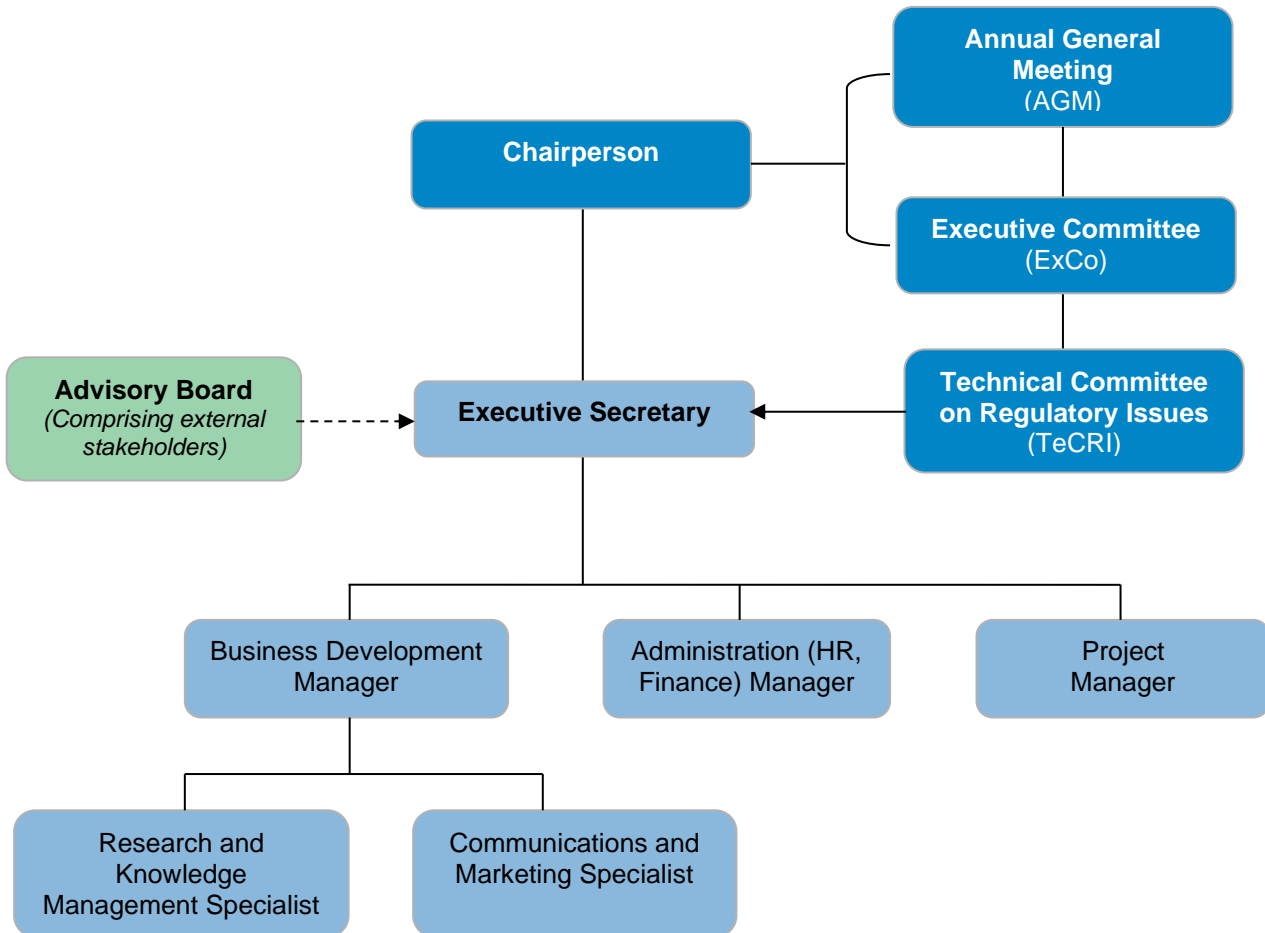


Figure 1: ESAWAS governing and organisational structure

3.5.1. Annual General Meeting

The Annual General Meeting (AGM) is the highest decision-making authority of the ESAWAS Regulators Association and is comprised of the chief executive officers (or their representatives) of all the members of the ESAWAS Regulators Association that ratify the Constitution.

3.5.2. Executive Committee

The Executive Committee (ExCo) is responsible for the conduct of the affairs of the ESAWAS Regulators Association and is composed of at least five Chief Executive Officers of the members appointed by the Annual General Meeting for a tenure of three years.

3.5.3. *The Chairperson*

The Chairperson of the ESAWAS Regulators Association is selected by simple majority by all members voting at the AGM. The Chairperson holds office for a period of three years running in tandem with the period of the strategic plan. The chairperson of the AGM is also the chairperson of the Executive Committee.

3.5.4. *Technical Committee on Regulatory Issues*

The Executive Committee may setup such other committees to carry out such functions on such terms and conditions as it may deem fit.

There is a standing Technical Committee on Regulatory Issues (TeCRI) that is tasked to support the execution of annual technical activities of ESAWAS. The TeCRI is composed of at least one technical expert from eight Members in the fields of engineering, finance, legal and economics.

3.5.5. *The Secretariat*

The Secretariat is responsible for the day-to-day activities of the ESAWAS Regulators Association and is based in Zambia under the auspices of NWASCO. It consists of an Executive Secretary in the top management position and other staff as determined by the Annual General Meeting.

3.5.6. *Advisory Board*

An Advisory Board is a group of individuals that provides non-binding strategic advice to the management of an organization. They do not have voting or approval rights but merely serve as a sounding board for expertise and contacts.

The ESAWAS Advisory Board is composed of key sector actors that include public and private institutions, civil society and international cooperation partners that provide governance, strategic, technical and financial guidance to ESAWAS. The Advisory Board also facilitates synergies in advancing WSS regulation development with an Africa-wide and global focus.

3.6. Membership and Funding of the ESAWAS Regulators Association

Membership to the ESAWAS Regulators Association is open to all WSS regulatory bodies in Eastern and Southern Africa that subscribe to and ratify the Constitution. These include autonomous WSS regulators, Government departments and any recognised body with regulatory responsibility or interest.

ESAWAS currently has ten Members as shown in Table 1 under varying membership categories. Eight autonomous regulators have Full Membership, while two government departments, namely WASAMA and WURD are Associate Members. The main source of funding for operations are annual subscription fees.

Since inception, ESAWAS has been able to mobilise over US\$4million in external funding from cooperating partners in the form of project grants and direct support for activities.

Table 1: Current Members of ESAWAS

	Regulator	Established by	Year begun operations
1	National Water Supply and Sanitation Council (NWASCO), Zambia	Water Supply and Sanitation Act No. 28 of 1997	2000
2	Autoridade Reguladora de Águas, Instituto Público (AURA,IP formerly CRA), Mozambique	Decree No. 74 of 1998 Decree No. 8/2019	2000
3	Water Services Regulatory Board (WASREB), Kenya	Water Act of 2002	2003
4	Rwanda Utilities Regulatory Authority (RURA), Rwanda	Law No. 39 of 2001	2003
5	Energy and Water Utilities Regulatory Authority (EWURA), Tanzania	Cap 414 of 2001	2006
6	Lesotho Electricity and Water Authority (LEWA), Lesotho	LEA Act of 2002, LEA Amendment Act of 2011	2013
7	Autorité de Régulation des secteurs de l'Eau potable et de l'Energie (AREEN), Burundi	Decree No. 100/320 of 2011	2015
8	Zanzibar Utilities Regulatory Authority (ZURA), Zanzibar	Act No. 7/2013	2015
9	Water Services Association of Malawi (WASAMA), Malawi	Registered under Trustee Act on 23rd June, 1998	1994
10	Water Utility Regulation Department (WURD), Uganda	Cap 152 of the Water Act of 1997	2009

ESAWAS member regulators have common functions and tools as stipulated in 3.6.1. and 3.6.2 below.

3.6.1. *Regulatory functions*

The regulators have generally been mandated to undertake both economic and technical regulation of WSS service provision to ensure a balance between the quality of the service, the interests of consumers and the financial sustainability of the providers. The major functions of a WSS regulator are to:

- (a) Develop guidelines for regulation
- (b) Issue licences for the provision of water services
- (c) Enforce regulations
- (d) Monitor compliance to regulations and standards
- (e) Approve tariffs and Service Agreements for water services
- (f) Promote competition in the water services sub-sector
- (g) Assess the performance of providers

- (h) Gather, document, and disseminate information
- (i) Establish procedures for handling customer complaints and dispute resolution
- (j) Advise Government on any matter in connection with WSS services.

3.6.2. *Regulatory instruments and tools*

For effective regulation, several instruments and tools have been put in place and generally include:

- Licensing: All WSS providers are required to operate under a license issued by the regulator except in Mozambique and Uganda where the regulators sign a regulatory agreement/contract with the provider that defines the regulatory framework.
- Development and Enforcement of Guidelines, Regulations, Rules and Standards: Various guidelines, regulations, rules and standards have been developed and enforced to ensure compliance to the governing water supply and sanitation legislation. Some key regulations, guidelines and standards include Minimum Service Level, Business Planning, Corporate Governance, Reporting and Quality of Supply and Service Standards (QoSSS).
- Tariff Setting: All WSS providers are required to submit tariff applications to the regulator for analysis and approval.
- Performance Monitoring and Quality Control: The regulators undertake regular inspections of utility infrastructure and operations. Areas of non-compliance are addressed through written directives and orders.
- Sector Performance Reporting and Information Dissemination: The regulators have in place systems for data collection on the performance of the Utilities that is used for sector reporting. All the regulators produce annual reports on the performance of the sector which is published and disseminated to the public.

3.7. **Collaborative Partners**

ESAWAS has established partnerships with like-minded institutions in the pursuit of common objectives to improve WSS service provision through agreements and MoUs. The collaborative frameworks generally outline joint-working efforts, capacity-building, execution of specific tasks and aligned support to the ESAWAS SP activities. Partners include:

- The African Ministers' Council on Water (AMCOW) – for WSS policy support.
- The African Water Association (AfWA)- for service provider support.
- The Bill and Melinda Gates Foundation (BMGF) – for inclusive urban sanitation.
- The Water and Sanitation for Urban Poor (WSUP) – for pro-poor approaches.
- WHO-RegNet- for drinking water and sanitation standards and guidelines.
- Water Integrity Network (WIN) – for inclusion of integrity in tools and instruments.

Other partners that ESAWAS collaborates with using other avenues include the International Water Association (IWA), World Bank, AfDB, LIS-Water, UNHabitat and IBNET.

4. SITUATION ANALYSIS

To formulate an appropriate strategy, a situational analysis was done to identify the key strategic issues for focus. The analysis covered the: performance on previous strategic plan, ESAWAS' internal and external environment, the regional regulatory situation, stakeholders' analysis as well as, emerging issues in water supply and sanitation.

4.1. Performance on Previous Strategic Plan

The third ESAWAS Strategic Plan for the period 2019- 2021 focused on achieving the following objectives:

- i. Develop Harmonised Regulatory Approaches and Frameworks;
- ii. Facilitate Experience and Knowledge Sharing;
- iii. Undertake and Document Research in Emerging Regulatory Trends and Practices; and
- iv. Improve Operations of ESAWAS Regulators Association.

A review of the performance of the previous Plan was instrumental in the development of the subsequent plan whereby the following issues were considered:

- Achievements versus the expected results;
- Challenges encountered; and
- Proposed way-forward.

The performance on the Strategic Plan is given in Table 2:

Table 2 :Performance on 2019-21 Strategic Plan

Objective 1: Develop Harmonised Regulatory Approaches and Frameworks				
Key Actions	Key Expected Results	Performance	Challenges	Way forward
1.1 Extend annual benchmarking exercise for WSS utilities in the region	Sector reporting improved by the introduction of new indicators and alignment with SDGs Results of Benchmarking used to enhance regulatory tools and promote efficiency of regulated entities	Latest published report is 2017/18. The 2018/19 report was prepared but not yet published. No new indicators were incorporated in the report. The Lilongwe Water Board of Malawi was brought on board	Latest benchmarking report is for 2017/18 which is a lag of two years.	Timely submission of utility data and information from participating regulators Add indicators which are aligned to SDG reporting (engage IBNET, WHO, UNHabitat etc and other

Objective 1: Develop Harmonised Regulatory Approaches and Frameworks				
Key Actions	Key Expected Results	Performance	Challenges	Way forward
		to bring the total number to 10 utilities from 9.		relevant stakeholders) Clearly define expected results and how it ties key action
1.2 Improve regulation of sanitation service provision	Regulatory strategy and framework for inclusive urban sanitation service provision that incorporates non-sewered (onsite) sanitation services developed and implemented	Regulatory strategy and framework for inclusive urban sanitation service provision incorporating non-sewered (onsite) sanitation services developed, adopted and under implementation by Members. Three sanitation guidelines developed and disseminated on Tariff Setting, Sanitation Service Provision and CWIS Planning All Members trained in the implementation of the Regulation Framework and guidelines.		Assess progress of implementation by Members for further interventions required
1.3 Address regulation of WSS in the rural areas and small schemes	A strategy and implementation framework for rural WSS regulation developed	Individual member country statuses were analysed and a number of brainstorming workshops held in an effort to map out suitable service and regulatory models.	Countries were still at inception of rural WSS regulation and thus needed to harmonise initiatives in order to guide	Evaluate progress made by member countries in order to draw the strategy for harmonisation. Review strategies

Objective 1: Develop Harmonised Regulatory Approaches and Frameworks				
Key Actions	Key Expected Results	Performance	Challenges	Way forward
		A strategy and implementation framework was not yet under development.	a regional Strategy	employed by other countries (within the continent, South America, Asia) to draw lessons for what works in practice
1.4 Develop a regulatory handbook from consolidated findings of six Peer Reviews	Regulatory Handbook on establishment of a regulator and good practices in regulatory governance & substance developed, published and disseminated	Regulatory Handbook developed but not yet published.		Official launch of Handbook
1.5 Promote equity in terms of service provision (pro poor/vulnerable communities, households, and social inclusion)	Key performance Indicators established and/or refined to improve measurement and identification of service levels to poor communities	The activity proved difficult to implement as there was no consensus or guidance on how to identify the poor.	Lack of guidance on how to identify the poor as country approaches and city characteristics differ significantly	Consult with what is applicable in other countries, reach a consensus and develop strategies and indicators

Objective 2: Facilitate Experience and Knowledge Sharing				
Key Actions	Key Expected Results	Performance	Challenges	Way forward
2.1: Document and share good practices in regulation	Good practices shared among regulators.	Good practices in the following were shared either by documentation or through webinars: <ul style="list-style-type: none"> • Citywide Inclusive Sanitation (CWIS) 		Sharing of good practices to continue.

Objective 2: Facilitate Experience and Knowledge Sharing				
Key Actions	Key Expected Results	Performance	Challenges	Way forward
		regulation in Practice <ul style="list-style-type: none"> • NRW Good Practice Guideline • Enhancing climate resilience • Fragility on Urban Water Utilities • Effectiveness of WASH-Based measures in the fight against Covid • CWIS Regulation: Accountability, Responsibility and Resource Planning & Management 		
2.2: Undertake technical regulatory exchange programmes	Working approaches in key regulatory aspects shared	<p>A technical exchange meeting was held with all legal counsels (except from WURD). The legal team explored and recommended how to best anchor proposed regulatory models on NSS and possible RWSS models.</p> <p>AURA, Mozambique undertook an exchange visit to Zambia on pre-paid metering.</p>	Travel restrictions due to Covid	Technical regulatory exchange programmes to continue when the Covid situation permits
2.3 Promote and support independent	Improved awareness regarding the	Webinars conducted to promote		Explore platforms to

Objective 2: Facilitate Experience and Knowledge Sharing				
Key Actions	Key Expected Results	Performance	Challenges	Way forward
regulation within the region	role of WSS regulators Regulators existing, newly formed and under-establishment supported with advocacy and technical expertise	regulation among stakeholders Presentations on benefits of regulation made to stakeholders in Malawi Online discussions held with states from Nigeria and Sahel countries.		address policy level
2.4 Establish and strengthen partnerships with training organisations on regulation	Members have access to specialised training in regulation and curriculum influenced by ESAWAS	Trainings for Members conducted with WSUP on sanitation guidelines and WHO-REGNET on sanitation safety planning. Partnership established with IHE-Delft for research students who were assigned to EWURA and NWASCO. Training on regulation incorporated in AfWA training of trainers of SAO-CWIS program		Continue partnerships with training organisations on regulation Establish fomalised dedicated training centre for ESAWAS

Objective 3: Undertake and Document Research in Emerging Regulatory Trends and Practices				
Key Actions	Key Expected Results	Performance	Challenges	Way forward
3.1 Promote climate resilient WSS services	Tools developed to promote climate resilience disseminated and applied	Climate Change Maturity Guideline under development	Partner programme terminated by their funder due to Covid-19, hence could not complete the development of Climate Change Maturity Guideline.	Explore other avenues to complete the exercise (e.g. engaging IWA on Climate Smart Utilities Initiative or the University of Cape Town)
3.2 Improve performance with regard to NRW management	Key case studies addressing both good and poor practice for NRW, captured and disseminated.	NRW case studies documented and disseminated from Moshi-Tanzania, Nyeri-Kenya and Maseru-Lesotho.		Finalise and disseminate document on promoting use of NRW good practice by utilities in the region
3.3 Identify new technologies and processes that can significantly enhance regulation	Technologies for enhanced regulation documented and shared.	Citywide Inclusive Sanitation Service Assessment and Planning (CWIS SAP) tool developed and implemented by four Members (NWASCO, EWURA, WASREB and WURD) Several webinars were used to share progress of implementation.		Scaling-up of identified technologies within countries

Objective 4: Improve Operations of ESAWAS Regulators Association				
Key Actions	Key Expected Results	Performance	Challenges	Way forward
4.1 Hold Annual General Meeting	Issues deliberated upon improve performance of ESAWAS Regulators Association	One annual conference held in 2019. Among key considerations made were establishment of a fully-fledged, independent secretariat and having a continent-wide focus.	Due to travel and gathering restrictions because of the Covid-19 pandemic, no conference was held in 2020 and 2021. Low participation in 2019 could be alluded to venue or the conference programme	Raise the value of the conference in order to draw participants regardless of the method (virtual or physical)
4.2 Enhance profile of ESAWAS Regulators Association	Number of members increased Visibility increased at regional, Africa and international events through active participation (presentations given, hosting breakaway sessions etc.)	WURD of Uganda became the tenth Member of ESAWAS in 2019. Visibility increased through presentations at 20 th AfWA, IWA Congress, AfricaSan, UNC, World Water Week and various webinars. ESAWAS sat on IWA Advisory committee, IWRF programme committee and AMCOW ASPG taskforce. Website updated regularly. Joint publications and articles produced on		Identify new strategies for increasing ESAWAS members Include work of ESAWAS in member annual reports

Objective 4: Improve Operations of ESAWAS Regulators Association				
Key Actions	Key Expected Results	Performance	Challenges	Way forward
		CWIS and WSS Regulation with WSUP, WHO-Regnet and IWA.		
4.3: Establish/strengthen strategic partnerships with other like-minded WSS sector organisations	ESAWAS' influence, exposure and reach widened globally	New MoUs signed with AfWA, WIN and WHO-Regnet. MoU renewed with WSUP.		Strengthen relationship with existing partners and identify key partners for engagement
4.4: Strengthen gender inclusiveness	Female participation at decision-making level at ESAWAS events and meetings increased	33% female participation achieved in ESAWAS training and events		Develop actions for gender inclusivity
4.5 Strengthen capacity and sustainability of Secretariat	Secretariat can successfully handle increased activities Increased revenue for core activities	An Organisational Structure, Business Revenue Model and Growth Strategy developed. Just over US\$3,6million grant funding secured for the period 2021-23		Implementation of ESAWAS Business Strategy

4.2. ESAWAS Business Development Strategy

ESAWAS has developed healthily to-date and has gained a positive reputation in the market for the strength of its membership in synergising operational experience and knowledge in WSS regulation to achieve specific and concrete results. Partly because of this recognition, ESAWAS has been approached by several sector players to become a partner and with this comes the opportunity to grow the Association to be able to do additional work in the regulatory space.

In August 2021, ESAWAS reviewed its business model and prepared the Business development strategy covering a period up to 2030. The Strategy comprises of a Business Revenue Model and Growth Strategy including establishment of an appropriate organisational structure to support its implementation.

Key areas which were identified as potential for significant business and revenue growth for ESAWAS are:

- (i) Grow membership within Eastern and Southern Africa
- (ii) Expand to other parts of Africa
- (iii) Grow other types of customers (not regulators)
- (iv) Review and increase membership types
- (v) Review, expand and monetise ESAWAS offerings
- (vi) Provide some types of regulatory Technical Assistance
- (vii) Project funding.

Stakeholders interviewed in the development of the strategy highlighted the strategic importance of quality regulation and the need for establishment and strengthening of regulation throughout the continent, as well as recognising ESAWAS' unique role and positioning in this regard.

The strategy places emphasis on the establishment of an independent Secretariat with full-time staff to effectively execute the proposals for business growth.

4.3. SWOC Analysis

A Strength, Weakness, Opportunities and Challenges (SWOC) analysis of ESAWAS revealed issues detailed in Table 3 below:

Table 3: SWOC Analysis

Strengths	Ideas for building on these strengths
<ul style="list-style-type: none"> • Has a legal personality governed by a Constitution and Rules of Operation. • Growing recognition for engagement with WASH institutions in the continent and internationally • Ability to attract funding for activities from Development Partners directly and other sources • Institutionalized annual conferences and other events. • Strong established platforms for transferring and scaling-up experience and knowledge among Members e.g Peer Review processes, technical exchange meetings etc+ • Membership includes multi-sectoral regulators for cross-exchange of experiences • Partnership with WASH sector players such as African Ministers' Council on Water (AMCOW); Bill & Melinda Gates Foundation; Climate Resilience Infrastructure Development Facility (CRIDF); and Water and Sanitation for the Urban Poor (WSUP) • Growing expertise in some key areas such as non sewered sanitation regulation • Exposure to wider international experience (outside Sub Saharan Africa) 	<ul style="list-style-type: none"> • Increase membership • Sourcing funds • Engaging external stakeholders
Weaknesses	Ideas for reducing these weaknesses
<ul style="list-style-type: none"> • Secretariat does not have full time employees and therefore has to rely on NWASCO for staff support (Executive Secretary, accounts etc.) • Limited expertise in some emerging areas such as rural regulation • Inadequate internally generated funds for operations 	<ul style="list-style-type: none"> • Operationalise independent Secretariat with full-time staff • Monetise ESAWAS offerings
Opportunities	Ideas for taking advantage of these opportunities
<ul style="list-style-type: none"> • Strong advocacy for instituting WSS regulation through Africa Sanitation Policy Guidelines (ASPGs) and other global trends (such as IWA Regulators Forum, World Bank PIR) • Interest from other institutions (non-region regulators, Government departments, and individuals) to become members. 	<ul style="list-style-type: none"> • Grow members • Conduct training • Enhance advocacy • Mentorship programmes • Develop new regulatory tools in emerging issues

<ul style="list-style-type: none"> • Requests for partnerships from other institutions in the WSS sector for capacity development and knowledge exchange. • Potential demand for extension of the benchmarking of WSS utilities to the rest of the region. • Unique position/role of Regulators to provide strategic advice and inputs to Government(s) • Knowledge and experience of members in developing regulation • Universal access focus of SDGs • Membership of International Water Association and its advisory Board • Absence of an Africa-based dedicated WSS regulation training centre 	<ul style="list-style-type: none"> • Demonstrate working regulation through case study documentation • Become a champion of excellence in WSS regulation
Challenges	Ideas for minimizing or overcoming these challenges
<ul style="list-style-type: none"> • Loss of institutional resources among staff of members with long years of experience in regulation. • Political pressures on the independence of regulators • Low investment to the sector impacting utility operations negatively thereby undermining regulatory efforts • Unprecedented impact of stresses and shocks (such as the Covid-19 pandemic, climate change etc) on the sector and the way work is done 	<ul style="list-style-type: none"> • Establish expertise group of some former members of ESAWAS for specialized work • Strengthen advisory role to Govt • Prepare briefs/papers for parliamentary advice • Develop shock resilience mechanisms

4.4. Regional Regulatory Situation

Ongoing water sector reforms in the east and southern African region have established autonomous regulators for water supply and sanitation (WSS) services provision in Lesotho, Kenya, Rwanda, Tanzania, Mozambique, Zambia, Burundi, Zanzibar, and Angola. Some countries have reposed the WSS regulatory function in a government department or wing e.g. Uganda, South Sudan, South Africa, Namibia, Malawi, Botswana and Zimbabwe.

Table 4 summarises a high-level analysis of the regulatory situation in the region

Table 4 : Summary of Regulation Types in East and Southern Africa

Region	No. of countries	IRAs in place	Water Sector IRAs	Multi Sector IRAs	Government Ministry Regulation	Large PPPs in place	IRA establishment planned	Federal system – state level regulation	No or poor information
East Africa	14	4	1	3	4	0	0	0	6
Southern Africa	10	4	2	2	3	0	3	0	0
Totals	24	8	3	5	7	0	3	0	6

IRA= Independent Regulatory Authority

With only ten members, there is a lot of scope for ESAWAS to continue growing its membership in the region in various categories through a deliberate membership recruitment and retention strategy.

4.5. Stakeholders Analysis

A stakeholders' analysis was conducted to identify their expectations from ESAWAS and potential risks of not meeting their expectations. The analysis was done for the following stakeholders' categories and is detailed in Table 5.

- i. ESAWAS members.
- ii. Partners (NGOs, DFIs, IFIs and ICPs).
- iii. Prospective ESAWAS members.
- iv. Water and sanitation service providers in ESAWAS member countries;
- v. Governments in ESAWAS member countries; and
- vi. Academic and research institutions.

Table 5: Stakeholders Analysis

No.	Stakeholder(s)	Expectations	Potential risks if expectations are not met
1.	ESAWAS Members	<ul style="list-style-type: none"> • Leverage on collective efforts to develop regulatory tools and instruments e.g. guidelines, frameworks • Participation in utility benchmarking • Capacity development e.g. training, study tours/exchange visits • Value from conferences • Peer reviews with stronger link/involvement of government structures • Increased awareness creation and advising of government i.e, Lobby and advisory role to govt • Structures on regulation • Sustainability of Association is guaranteed • Document and promote adoption of good practices among members 	<ul style="list-style-type: none"> • Poor payment of subscription fees • Loss of reputation
2.	Partners (NGOs, DFIs, IFIs and ICPs)	<ul style="list-style-type: none"> • Interest in collaboration with ESAWAS • Provide leadership on WSS regulation • Support policy, regulation, and governance formulation in the sector • Strengthening water and sanitation utilities • Promotion of Citywide Inclusive Sanitation (CWIS) regulation • Incorporating climate adaptation and mitigation in regulation • Pro-poor, gender and social inclusion focus in the sector 	<ul style="list-style-type: none"> • No or low funding towards specific activities • Loss of reputation
3.	Prospective ESAWAS members	<ul style="list-style-type: none"> • Information about ESAWAS operations • Benefits of membership • Participation in conferences and events • Knowledge and experience sharing, and benchmarking • Cross-pollination of diverse models which can be ultimately to the benefit of parties 	<ul style="list-style-type: none"> • No incentive to become a member

No.	Stakeholder(s)	Expectations	Potential risks if expectations are not met
4.	Water and sanitation service providers in ESAWAS member countries	<ul style="list-style-type: none"> • Guidance on how to comply with regulatory requirements, improving operational sustainability and recommend best practices to its members. • Comparative performance benchmarking of water utilities within member countries and recognition of best performers • Capacity development in regulation e.g. Attend ESAWAS specific events. 	<ul style="list-style-type: none"> • Less interest in ESAWAS activities.
5.	Governments in ESAWAS member countries	<ul style="list-style-type: none"> • Facilitate/advocate uptake of ASPGs • Guidance on good practices in regulation and strategies to meet the SDGs • Support development of WSS legal framework • Feedback on impact of policies on a regional perspective • Improvement in service delivery in the country 	<ul style="list-style-type: none"> • Less support by Governments for regulators to continue with their membership to ESAWAS or for new regulators to join
6.	Academic and research institutions	<ul style="list-style-type: none"> • Verified data and information from the regulator • Partnership in applied research • Industrial attachment/ internships • ESAWAS as a resource for training on regulation, regulated sector specific matters and other fields. 	<ul style="list-style-type: none"> • Possibility of distorted information • Tarnished image • Mismatch between training curricula and market needs • Unutilised research findings

4.6. Emerging Issues

A high-level environmental scan was carried out, looking at the latest trends in the water services sectors in countries in Sub Saharan Africa, as well as some of the latest international developments in regulation. The following list is a compilation of emerging issues for consideration in the development of the strategy:

- (i) **Covid-19 Pandemic** – has affected the entire world. The pandemic has heightened awareness of both the extent and consequences of the access gap to safe and adequate water supply and sanitation services. The way work and business is now conducted has also drastically shifted to recognising remote working as the norm.
- (ii) **WSS Sector Investments**– Budget provisions remain low and alternative resourcing for the sector is required. The tracking of investment projects versus actual impact on the ground is largely missing, often with unrealised gains in service delivery. The regulatory role in resource planning and investment decisions needs to be strengthened. Regulatory oversight can help to channel investment to support the achievement of sector outcomes of equity, sustainability, and safety goals. Regulation can ensure that service providers can be held to account over the effectiveness of the investments made and the quality of the services delivered.
- (iii) **Regulation under a Citywide Inclusive Sanitation (CWIS) approach** – Formal urban sanitation systems by and large focus on financing and managing piped sewerage infrastructure. In many urban contexts, these sewer systems are missing entirely; where they exist, they reach limited areas of the city. Safe, inclusive urban sanitation fundamentally protects the public goods of public health and the environment. A well-structured and regulated sector can increase business opportunity and incentivize innovation to meet the health and inclusivity goals. In recognising that the majority of the population are not on the sewered network, ESAWAS developed an Inclusive Urban Sanitation Regulation Framework and Strategy to guide its members on integration of non-sewered sanitation into regulation in an inclusive approach. Three sanitation-specific guidelines (Tariff-setting, Sanitation Service Provision and CWIS Planning) were formulated to support implementation. The members are at various levels of implementing the strategy with further support required.
- (iv) **Rural WSS regulation** – In most ESAWAS Member countries, the water supply and sanitation service coverage for the rural subsector lags behind urban. There have been strong stakeholder calls for efforts by the WSS regulators to be more involved in rural WSS. There is need to explore and formulate appropriate regulation for the subsector using a 'light-handed' regulation approach that is incremental in design.
- (v) **Building Resilience in WSS Service Provision**– Experience has shown that progress made in improving and extending WSS service provision can be adversely affected by shocks and stresses. These include climate, aging infrastructure, poor asset management, high NRW etc. Although more investment is urgently needed to improve basic WSS access in low and middle-income countries, building the resilience of new and existing service delivery mechanisms is also critical for

sustainable development. Regulators alive to these realities will facilitate development of shock/stress mitigation and recovery mechanisms for Utilities that include disaster risk reduction, emergency preparedness and response planning.

- (vi) **Policy, Institutions and Regulation (PIR) strengthening** – There is increased global recognition of the interlinkage among the three. The World Bank promotes holistic approaches in shaping WSS sector policies, institutions, and regulation that consider the wider political economy and governance framework to incentivize sustainable actions. Strong policies for the sector, supported by clear mandates in terms of the responsibility of institutions underpin the accountability framework through regulation.
- (vii) **Africa Sanitation Policy Guidelines (ASPG)** – raises the continental efforts to adopt regulation. For regulation to be effective, it must be adapted to and cognisant of the local institutional and political context, or it may not lead to service improvements. The African Ministers' Council on Water (AMCOW) has developed guidance on the content of a sanitation policy that incorporates regulation. The ASPG provides a critical reinforcer for ESAWAS to use its membership expertise to support countries to establish/strengthen regulation across the continent.
- (viii) **Advocacy regarding the role and value of the Regulator**– A high level analysis has shown that there is a low number of WSS regulators across the continent. ESAWAS has initiated a large landscape study of the status of WSS regulation in each of the 55 countries in Africa to inform interventions and training initiatives. Preliminary findings indicated that there is need to continue promoting the beneficial role of the regulator backed by evidence in the advocacy for WSS regulators in the region and Africa-wide.
- (ix) **Pro poor focus and social inclusion**– regulatory interventions must encompass a pro poor focus and social inclusion. Regulators define the boundaries for the service provider's area of mandate. The service jurisdiction of mandates must include informal settlements. It is estimated that 46% of urban populations in Africa live in informal settlements. Addressing service delivery and regulation of services that are non-discriminatory will be critical if Africa is to deliver on SDG 6.
- (x) **Technological change and innovation**– the world has become digital. Regulators have to adapt and make shifts to adopt technologies that could improve regulatory operations. Key among these is the development of innovative and intuitive tools for benchmarking of Utilities which promotes competition in an otherwise naturally monopolistic sector.
- (xi) **Gender and Youth in regulation**– there is need to raise involvement and engagement of the women and youth (early career professionals) in regulation and ESAWAS activities.

4.7. Key Strategic Issues

Strategic issues are the fundamental issues ESAWAS has to address in the three years of the plan to achieve its mission and move towards its desired future. The following Strategic issues were derived from the situation analysis.

(i) *The practice of WSS regulation is gaining ground in Africa*

Regulation directly impacts service delivery and has the potential to drive service improvements and extensions where it is effectively instituted. The setup and extent of regulation in the region and across the continent needs to be clearly established. What is evident, from a top-level analysis, is limited operationalization of regulatory frameworks, regulatory tools, instruments as well as guidelines and standards in many countries. However, from several continental and global efforts, there is strong advocacy for implementing WSS regulation within countries. ESAWAS members have acquired significant years of experience in implementing regulation. This places ESAWAS in a pinnacle position to leverage its members' long practical experience to become a strong advocate for- and provide technical assistance in support of effective WSS regulation and good utility performance.

(ii) *Increased demand for knowledge and experience sharing on WSS regulation*

Through the cooperation and collaboration, ESAWAS has facilitated knowledge and experience sharing among its members, some of which have been in existence for more than 20 years. Key avenues used include regulatory peer reviews, technical exchanges, webinars and learning visits. Stakeholder expectations highlight the demand for documentation and reference materials of good practices, study cases and research. ESAWAS has collated the experience of its members in a single handbook covering the regulatory governance (the 'how' of regulation) and substance (the 'what' of regulation). Therefore, ESAWAS has potential to become a notable repository for dissemination of WSS regulation knowledge globally based on practical know-how.

(iii) *ESAWAS' influence can extend beyond the region*

The ESAWAS Business Growth Strategy recognises that there is a potential demand for services offered by ESAWAS beyond the region. These include benchmarking of WSS utilities, capacity building to regulators and participation in ESAWAS conferences and programmes by non-members from the continent. Moreover, there is a growing recognition of ESAWAS for engagement with WASH institutions in the continent and internationally.

(iv) *A strengthened Secretariat is key to the operations of the Association*

The growth of ESAWAS will require a well-established and sustainable Secretariat in the form of a full-time Executive Secretary supported by two or three staff recruited on an incremental basis. Strong focus needs to be placed on growing membership and widening the revenue base.

5. THREE-YEAR STRATEGY

A situation analysis undertaken revealed pertinent issues within the water supply and sanitation sub sector which prompted the review of the ESAWAS Vision and Mission statements and led to the development of four Strategic Objectives to guide the implementation of activities over the period 2022-2024.

5.1. Vision and Mission

Vision: To be a global leader in promoting effective and innovative regulation of water supply and sanitation services.

Mission

- (i) Facilitate the development of effective regulation of water supply and sanitation services in the east and southern African region.
- (ii) Promote and support improvements in water supply and sanitation services through regulation in the African region.

5.2. Strategic Objectives

The four Strategic Objectives for the three-year period as derived from the strategic issues are as follows:

- Objective 1: To Promote and Support Effective WSS Regulation
- Objective 2: To be a global knowledge hub on WSS regulation
- Objective 3: To Strengthen and Expand the Africa Continental Reach of ESAWAS
- Objective 4: To Improve Internal Operations of the Association

The key focus areas under each objective are detailed hereunder.

Objective 1: To Promote and Support Effective WSS Regulation

The core objective of the Association is to promote effective regulation. As the environment changes, regulation will evolve with it. Thus, the regulatory regime needs to be alive to changes and emerging challenges in order to incorporate appropriate systems and strategies for regulatory efficiency and effectiveness.

There have been increasing global calls for instituting WSS regulation in countries. This is evidenced by the inclusion of a chapter on regulation in the AMCOW Africa Sanitation Policy Guidelines (ASPGs), as well as the institution of an International Water Regulators Forum (IWRF) by IWA.

This objective will have an expanded focus and advocacy for regulators and regulation and accountability more broadly within the WASH sector.

ESAWAS will strengthen efforts to provide technical assistance and undertake evidence-based advocacy work with regard to the beneficial role of regulators among Members, within the region, Africa-wide and internationally. Key focus areas under this objective are shown in Table 6.

Table 6: Key focus areas for Strategic Objective 1

Objective 1: To Promote and Support Effective WSS Regulation		
Key Actions	Key Expected Results	Implementation Year
1.1: Provide advocacy and technical assistance in regulation across the continent and globally	At least eighteen (or six annually) institutions with regulatory responsibility (existing, newly formed and under-establishment) supported with <ul style="list-style-type: none"> • advocacy • technical expertise • guidance on WSS policy formulation incorporating regulation • increased awareness creation and education of stakeholders 	2022-24
1.2: Scale up the integration of Citywide Inclusive Sanitation (CWIS) in Regulation	Number of Member regulators supported in implementing clearly measurable CWIS regulation roadmaps increased from one to eight	2022-24
1.3: Enhance annual regional benchmarking exercise for WSS utilities	Improved benchmarking mechanism by introducing <ul style="list-style-type: none"> • innovative ICT tools • new Utilities from ten to twelve • new indicators 	2023-24
1.4: Promote equity in terms of service provision (Rural WSS, pro poor/vulnerable communities, households, and social inclusion)	Guidance developed and/or refined to <ul style="list-style-type: none"> • address regulation of WSS in the rural areas and small schemes • improve measurement and identification of service levels to poor communities 	2023
1.5: Promote resilience in WSS service provision	Resilience strategies/tools developed for shock/stress resistance and recovery mechanisms (e.g., climate, infrastructure, asset management, NRW)	2022
1.6: Identify new technologies and processes that can significantly enhance regulation	At least two technologies for enhanced regulation developed or documented and disseminated.	2022-24
1.7: Develop a youth and gender engagement Strategy	Youth and women incentivised to participate in regulation and ESAWAS activities through implementation of an engagement strategy.	2022

Objective 2: To be a global knowledge hub on WSS regulation

There is a wealth of knowledge and experience on WSS regulation among ESAWAS Members and worldwide, that if harnessed would aid in strengthening the capacity of regulators and other implementing agencies (government, utilities, private etc) across Africa and globally to effectively discharge the WSS mandate and improve service delivery.

In this regard, ESAWAS will aim to leverage on its unique selling proposition of being the preeminent source or repository of WSS regulation information, and related analysis, for Africa. This includes creating platforms for Members and non-Members to have access to specialised training and research in WSS regulation.

Key focus areas under this objective are shown in Table 7.

Table 7: Key focus areas for Strategic Objective 2

Objective 2: To be a global knowledge hub on WSS regulation		
Key Actions	Key Expected Results	Implementation Year
2.1: Undertake a feasibility assessment for the establishment of an Africa-based dedicated training centre for WSS Regulation	<ul style="list-style-type: none"> Regulatory training content developed based on a needs assessment Feasibility strategy formulated for establishment of a dedicated and formalised financially viable WSS regulation training centre with region and continent-specific content, but as a resource center for a global audience based on a demands approach 	2022-23
2.2: Offer tailored capacity development for both Members and non-Members	<ul style="list-style-type: none"> At least three in-country capacity development interventions conducted annually to Members and non-Members addresses varying cardinal audiences (such as high-level policy makers, regulators, utilities, private operators etc) Focussed capacity development for non-members generates revenues for operations 	2022-24
2.3: Identify, undertake, and document regulatory studies/research	<ul style="list-style-type: none"> Three key research findings documented and shared At least two good practices that enhance the capacity of Members to deliver effective regulation promoted annually. 	2022-24
2.4: Expand technical and leadership skill building and training for member regulatory staff	<ul style="list-style-type: none"> Two leadership skills building facilitated for staff of members Members participate in hands-on learning opportunities such as peer reviews, learning visits, technical exchange workshops etc annually 	2022-24

Objective 3: To Strengthen and Expand the Africa Continental Reach of ESAWAS

ESAWAS has gained high recognition for its work regionally, Africa-wide and internationally with growing demand for engagement, partnerships and information sharing initiatives. The formation of strategic partnerships will be key for ESAWAS to grow its footprint and influence across the continent and globally.

ESAWAS will also continue to raise its exposure and visibility continent-wide through various avenues to support efforts towards regulation implementation and replication.

ESAWAS intends to remain a region focussed association but support synergies in regulation at the continental level by influencing and facilitating the formation of a dedicated Africa WSS regulators association. This will enhance regulatory anchoring and sharing across the globe with entities such as the International Water Association (IWA), the Association of WSS Regulators for Latin America (ADERASA) and WHO-RegNet (International Network of Drinking-water and Sanitation Regulators). Key focus areas under this objective are shown in Table 8.

Table 8: Key focus areas for Strategic Objective 3

Objective 3: To Strengthen and expand the Africa continental reach of ESAWAS		
Key Actions	Key Expected Results	Implementation Year
3.1: Increase and strengthen membership through various options and incentives	<ul style="list-style-type: none"> Strategy developed and implemented to recruit and retain members, and strengthen member services to existing and potential members within the east and southern African region Membership base increased by 30% through expanded membership types and benefits 	2022 2024
3.2: Increase awareness of ESAWAS	Marketing strategy implemented that facilitates the growth and visibility of ESAWAS and its service offerings	2022-24
3.3: Establish/ strengthen strategic partnerships with other like-minded WSS sector organisations	Collaborative frameworks with strategic partners renewed or established for mutual benefits.	2022-24
3.4: Influence and support the formation of a dedicated Africa WSS Regulators Association	<ul style="list-style-type: none"> Demand and agreement to establish an Africa WSS Regulators Association rallied through regional and country advocacy ESAWAS knowledge and experience feeds into development of a roadmap to support continent efforts for formation of an Africa-wide WSS Regulators Association 	2022-24

Objective 4: To Improve Internal Operations of the Association

ESAWAS has reached a kind of strategic inflexion point in its evolution. The organisation has developed healthily in the past and has gained a positive reputation in the market.

However, despite having been in existence for more than 10 years, to-date the Association has relied on NWASCO to support the operations of the Secretariat in terms of a part-time Executive Secretary (who is a full-time staff at NWASCO) and financial administrative tasks.

In order to wholly pursue its objectives and manage a growing activity portfolio, ESAWAS now needs to transition to a fully-fledged, sustainable Secretariat guided by an Organisational Structure, Business Revenue Model and Growth Strategy developed in the previous Strategic Plan period.

ESAWAS will leverage on the expertise of its members to offer a fee-for-service to widen its revenue base. This approach will be supported by a specialist wing (fee-for-service business unit) dedicated to providing paid-for-offerings complemented by staff of members. Key focus areas under this objective are shown in Table 9.

Table 9: Key focus areas for Strategic Objective 4

Objective 4: To Improve Internal Operations of the Association		
Key Actions	Key Expected Results	Implementation Year
4.1: Operationalise an independent sustainable Secretariat in line with Organisational Structure, Business Revenue Model and Growth Strategy	<ul style="list-style-type: none">• Full-time Executive Secretary and staff engaged that can absorb increased demand for ESAWAS offerings• Independent sustainable Secretariat operationalised	2022-23
4.2: Improve organisation of annual conferences to raise the value / benefits for participation	<ul style="list-style-type: none">• Increased annual participation in conferences and events• Introduction of revenue generation options from conferences	2022-24
4.3: Set up a specialist group to support ESAWAS technical assistance activities	<ul style="list-style-type: none">• Provision of technical assistance generates revenue for operations• Former staff of Members as an expertise resource alleviate Secretariat load in peak-demand periods	2023-24
4.4: Implement a quality management system	<ul style="list-style-type: none">• Institute quality management processes towards ISO 9001:2015 certification• Evaluate the impact of ESAWAS interventions to Members	2023-24

6. IMPLEMENTATION PLAN

This Strategic Plan sets the medium-term objectives that ESAWAS will implement in pursuit of its mission and vision. For practical implementation purposes, the specific activities relating to each of the key action and key result were identified, scheduled, and costed resulting into an Action and Financing plan in Appendix 1. The Implementation Plan is constituted of the action plan, financial plan, and human resources plan.

6.1. Financing Plan

According to the ESAWAS Constitution, the financial resources of the ESAWAS Regulators Association consist of:

- Annual Contributions by Members
- Special Contributions by Members
- Grants or donations as shall be approved by the Annual Forum

ESAWAS Regulators Association will require approximately **US\$3,701,465** to implement the Key Actions under the adopted objectives over the three-years, as shown in Table 10. Details of expenses are indicated in Appendix 1. The expenses take into consideration some running projects and commitments up to 2023. Cost projections were derived from the *Pelican scenario* in the Business Revenue Model and Growth Strategy document.

Table 10: Strategic Plan Expenses

Objectives	Operating Expenses (US\$)			
	2022	2023	2024	TOTAL
Strategic Objective 1: To Promote and Support Effective WSS Regulation	1,006,326	526,213	169,530	1,702,069
Strategic Objective 2: To be a Global Knowledge Hub on WSS Regulation	227,520	285,000	60,000	572,520
Strategic Objective 3: To Strengthen and Expand the Africa Continental Reach of ESAWAS	159,285	89,749	75,237	324,271
Strategic Objective 4: To Improve Internal Operations of the Association	343,327	370,380	388,898	1,102,605
Total Budget (US\$)	1,736,458	1,271,342	693,665	3,701,465

ESAWAS will undertake to finance more than 70% of the Strategic Plan by Year 3 with internally generated funds through annual membership fees and introduction of fee-for-service offerings such as trainings, conferences, consultancies, and technical assistance. Further, from year 1, all secretariat costs will be financed from internally generated funds.

External funds will be sourced from Development Partners and other strategic partnerships that align with the objectives of ESAWAS.

6.2. Human Resources Plan

The 2022 to 2024 Strategic Plan will be implemented using the ESAWAS organisational structure shown in Figure 1 on Page 8. During this SP period, ESAWAS will begin transition to a fully sustainable stand-alone Secretariat that can handle a growing portfolio of activities and effectively implement the SP.

The specific human resource plan is as follows:

- Secretariat- ESAWAS will recruit a full-time Executive Secretary within the first quarter of Year 1 of the Plan. The Executive Secretary will have latitude to determine the number and portfolio of more staff to recruit using an incremental approach depending on the key strategies to execute and available funding. Most notably, the staff will focus on raising the value of membership benefits to ESAWAS, membership recruitment, ESAWAS visibility and introducing fee-for-service offerings.
- Technical Committee on Regulatory issues (TeCRI)- The Secretariat will continue to be supported by the TeCRI that is tasked to oversee the development and implementation of the annual operational plan drawn from the Strategic Plan. The TeCRI provide technical support for activities.
- A Specialist Group – ESAWAS will engage a cadre of experts into a specialist group in form of a dedicated business unit to complement Secretariat staff with formalised technical assistance, external services, trainings, and related business development planning. The Specialist group is expected to be a self-financing wing for purpose of revenue generation.
- Temporary staff will also be engaged based on arising needs to supplement expertise in the implementation of some activities during high demand periods.
- Consultants and academia- ESAWAS will engage the services of consultants for specific activities as required. Linkages with relevant academia will be established for purpose of training and undertaking research.
- Partners- ESAWAS will leverage on complementing expertise from partner staff for activities executed under collaborative frameworks.

7. RISK MANAGEMENT PLAN

After scanning all the strategic plan objectives, the following potential risks, risk status and mitigation measures were identified as shown in Table 11. It was noted that, risks are related to Objectives 1,3 and 4. Identified risk mitigation measures will be implemented alongside the implementation of activities falling under the respective Objectives.

Table 11: Risk Management Plan

Potential risks	Risk Status	Risk Management
Objective 1: Promote and support effective WSS Regulation		
Resistance from governments for technical assistance by ESAWAS in areas of policy and regulation to existing, newly formed and under-establishment regulators	Medium	ESAWAS to create demand for technical assistance through visits and publications of best practices.
Slow integration of Citywide Inclusive Sanitation (CWIS) in Regulation by Regulators	Low	Increased advocacy through workshops, seminars, webinars and visits
Accuracy and reliability of data provided for benchmarking water utilities within the Region or not getting all the required data and information	Medium	Capacity building of respective water utilities by Regulators
Insufficient expertise in climate resilience for water utilities Slow acceptance of introduction of climate resilience designs, construction and operation and maintenance.	Medium	Capacity building and awareness creation
Very expensive to regulate rural water and sanitation services	High	Further studies on the prospects of regulation of rural water supply and sanitation services and introduce light regulation
Objective 3: To Strengthen and expand the Africa continental reach of ESAWAS		
ESAWAS expansion results in a dilution of services to core ESAWAS members, and related member dissatisfaction	Medium	Priority shall be given to implementation of activities related to core ESAWAS members
ESAWAS and existing member regulators do not have the capacity to serve the needs and demands for expanded TA whilst keeping up with their core work in their institutions	Medium	Make use of the specialist group which will be set under objective 4 to support ESAWAS technical assistance activities
Objective 4: To Improve Internal Operations of the Association		
ESAWAS cannot raise enough revenues to support the full complement of secretariat staff and activities within the timeframe.	Medium	Use an incremental approach in recruiting secretariat staff depending on the available funding
Availability of regulatory experts to set up a specialist group to support ESAWAS	Low	Look around for regulatory retirees, from academic institutions or partner organisations such as the IWA Water Policy and Regulation Group

8. MONITORING AND EVALUATION

ESAWAS Regulators Association will entrust its Secretariat to oversee the implementation of the set objectives taking into consideration the different operating environments and requirements of each member. The members will contribute to the achievement of the set objectives in a manner as agreed in the Implementation Plan or as will be stipulated in the respective annual operational plans.

The monitoring and evaluation (M&E) of the Strategic Plan will be based on the annual operational plans prepared by Secretariat as the building blocks. Arising out of the activities in the annual operational plan, the TeCRI will be required to derive clear milestones and deliverables as well as their respective due dates for the activities.

The ESAWAS ExCo with inputs from TeCRI will evaluate current performance against previously set expectations and consider any changes or events that may have impacted the desired course of actions.

The ExCo will present the annual implementation progress to the AGM together with the financial statements. Once approved by the AGM, the report and statements will be circulated to members and key stakeholders.

Appendix 1: ESAWAS REGULATORS ASSOCIATION ACTION & FINANCIAL PLAN 2022-2024

Focus Area	Expected Results	Activities	Implementation and Financing Schedule		
			2022	2023	2024
			US\$	US\$	US\$
OBJECTIVE 1: TO PROMOTE AND SUPPORT EFFECTIVE WSS REGULATION					
1.1 Provide advocacy and technical assistance in regulation across the continent and globally	At least eighteen (or six annually) institutions with regulatory responsibility (existing, newly formed and under-establishment) supported with <ul style="list-style-type: none"> • advocacy • technical expertise • guidance on WSS policy formulation incorporating regulation • increased awareness creation and education of stakeholders 	<i>Develop a Technical Assistance Strategy based on results of WSS Regulation landscape study for all the 55 countries in Africa</i>	24,000	-	-
		<i>Undertake Technical Assistance as per approved Strategy targeting at least six institutions annually</i>	123,000	144,300	169,530
1.2 Scale up the integration of Citywide Inclusive Sanitation (CWIS) in Regulation	Number of Member regulators supported in implementing clearly measurable CWIS regulation roadmaps increased from one to eight	<i>Support Members to implement CWIS Regulation activities based on formulated roadmaps</i>	764,326	291,913	-
		<i>Document and share good practices in implementation</i>	-	-	-
1.3 Enhance annual regional	Improved benchmarking	<i>Adopt ICT tools to enhance regional benchmarking report</i>		35,000	-
		<i>Increase the number of Utilities in the report under new Members</i>			-

Focus Area	Expected Results	Activities	Implementation and Financing Schedule		
			2022	2023	2024
			US\$	US\$	US\$
benchmarking exercise for WSS utilities	mechanism by introducing <ul style="list-style-type: none"> • innovative ICT Tools • new Utilities • new indicators 	<i>Add new indicators as applicable for regulatory monitoring and reporting</i>		-	-
1.4 Promote equity in terms of service provision (Rural WSS, pro poor/vulnerable communities, households and social inclusion)	Guidance developed and/or refined to <ul style="list-style-type: none"> • address regulation of WSS in the rural areas and small schemes • improve measurement and identification of service levels to poor communities 	<i>Develop guidance to address regulation of WSS in rural areas and small schemes using a harmonised approach of similar initiatives among Members and continent-wide</i>		45,000	-
		<i>Review and refine guidance to improve measurement of service provision to the poor</i>		10,000	-
1.5 Promote resilience in WSS service provision	Resilience strategies/tools developed for shock resistance and recovery mechanisms (e.g. climate, infrastructure, asset management, NRW)	<i>Develop and disseminate tools for defining and assessing resilient WSS services, identifying risk and implementing adaptation measures</i>	65,000	-	-
1.6 Identify new technologies and processes that can significantly enhance regulation	Technologies for enhanced regulation developed or documented and disseminated.	<i>Scan the environment on new regulatory trends and practices, document, disseminate and promote to Members</i>	-	-	-
1.7 Develop a youth and gender engagement Strategy	Youth and women incentivised to participate in regulation and ESAWAS activities	<i>Develop and implement a strategy to incentivise early career youths and females to participate in WSS regulation</i>	30,000		
Sub-Total			1,006,326	526,213	169,530

OBJECTIVE 2: TO BE A GLOBAL KNOWLEDGE HUB ON WSS REGULATION					
2.1 Undertake a feasibility assessment for the establishment of an Africa-based dedicated training centre for WSS Regulation	<ul style="list-style-type: none"> Regulatory training content developed based on a needs assessment Feasibility strategy formulated for establishment of a dedicated and formalised financially viable WSS regulation training centre with region and continent-specific content, but as a resource center for a global audience based on a demands approach 	<i>Carry out a regulatory training needs assessment in all the 55 Countries in Africa</i>	63,000	-	-
		<i>Formulate feasibility strategy for the development of specialised WSS regulation training with a region and continent focus in collaboration with key training institutions and/or stakeholders that encompasses:</i> <ul style="list-style-type: none"> A comprehensive regulatory gaps/demand analysis and training needs assessment undertaken among Members and across the continent to provide a basis for a tiered training approach Development of core curriculum and content Identification of appropriate regional/continental training institutes and/or stakeholders for establishment of partnership Costs and revenue considerations/Business Model Marketing of training course and partial sponsorship offers to build awareness and demand Identification and training of trainers- practicing sector experts (within Africa or internationally) combined with academia staff 	44,520	120,000	
		<i>Develop content for identified training offering</i>			

2.2 Offer tailored capacity development for both Members and non-Members	<ul style="list-style-type: none"> • At least three in-country capacity development interventions conducted annually to Members and non-Members addresses varying cardinal audiences (such as high-level policy makers, regulators, utilities, private operators etc) • Focussed capacity development for non-members generates revenues for operations 	<i>Conduct capacity development interventions in at least three countries annually to advocate-for, establish or strengthen regulation and service provision monitoring</i>	30,000	37,500	45,000
2.3 Identify, undertake and document regulatory studies/research	<ul style="list-style-type: none"> • Three key research findings documented and shared 	<i>Undertake, document and disseminate research in emerging regulatory trends and practices</i>	15,000	15,000	15,000
	<ul style="list-style-type: none"> • At least two good practices that enhance the capacity of Members to deliver effective regulation promoted. 	<i>Collect, document and promote adoption of good regulation practices.</i>	-	-	-
2.4 Expand technical and leadership skill building and training for member regulatory staff	<ul style="list-style-type: none"> • Two leadership skills building facilitated for staff of members 	<i>Organise leadership skills building programme for staff of members</i>	75,000	112,500	-
	<ul style="list-style-type: none"> • Members participate in hands-on learning opportunities annually 	<i>Facilitate hands-on learning opportunities (such as peer reviews, learning visits, technical exchange workshops etc) and field attachments in area of interest for Members annually</i>			
Sub-Total			227,520	285,000	60,000

OBJECTIVE 3: TO STRENGTHEN AND EXPAND THE AFRICA CONTINENTAL REACH OF ESAWAS					
3.1 Increase and strengthen membership through various options and incentives	<ul style="list-style-type: none"> •Strategy developed and implemented to strengthen member services to existing and potential members within the east and southern African region •Membership base increased by 30% through expanded membership types and benefits 	<i>Develop Membership recruitment and retention strategy encompassing membership types and benefits</i>	-		
		<i>Identify potential members for recruitment</i>		-	
		<i>Market membership benefits and incentives using a bilateral engagement approach</i>		15,000	
3.2 Increase awareness of ESAWAS	Marketing strategy implemented that facilitates the growth and visibility of ESAWAS and its service offerings	<i>Develop and implement marketing strategy to raise the profile of the Association and convey a new message regarding the changes that are being implemented.</i>	9,285	9,749	10,237
3.3 Establish/ strengthen strategic partnerships with other like-minded WSS sector organisations	Collaborative frameworks with strategic partners renewed or established for mutual benefits.	<i>Execute Memoranda of Understandings established with partners</i>	-	-	-
		<i>Explore and establish partnerships with other strategic institutions for mutually-beneficial activities with ESAWAS</i>	-	-	-

3.4 Influence and support the formation of a dedicated Africa WSS Regulators Association	<ul style="list-style-type: none"> • Demand and agreement to establish an Africa WSS Regulators Association rallied through regional and country advocacy • ESAWAS knowledge and experience feeds into development of a roadmap to support continent efforts for formation of an Africa-wide WSS Regulators Association 	<i>Strategy and roadmap for the establishment of an Africa WSS Regulators Association with regional WSS regulation clusters (East, West, North, South) formulated that encompasses and addresses:</i> <ul style="list-style-type: none"> • Identification of institutions with WSS regulatory mandate in non-ESAWAS Member African countries; • Analysis of support requirements and priorities; • Feasibility studies for interest to form regional and an Africa WSS Association; • Membership strategy, tiers, and mobilisation • Holding of initial conference/consultative meeting to explore establishment of an Africa WSS Regulators Association with regional WSS regulation clusters; • Developing legal, procedural and operational documents; • Defining the key objectives and functions of the Association • Establishing working modalities: Secretariat hosting, staffing, association structures, risk management; • Financing arrangements and resource mobilisation including from DFIs. 		150,000	65,000	65,000
Sub-Total				159,285	89,749	75,237
OBJECTIVE 4: IMPROVE INTERNAL OPERATIONS OF THE ASSOCIATION						
4.1 Operationalise an independent sustainable Secretariat in line with Organisational Structure, Business Revenue Model and Growth Strategy	<ul style="list-style-type: none"> • Full-time Executive Secretary and staff engaged that can absorb increased demand for ESAWAS offerings • Independent sustainable Secretariat operationalised 	Personnel	<i>Day-to-day management of the Association Activities- E.S + two other staff recruited</i>	268,998	292,334	306,951
		Administration	<i>Communication, Interns, Website maintenance, Annual Returns-Registrar of Societies, Travel, Accommodation</i>	46,579	48,908	51,353
		Committee Meetings	<i>Technical Committee on Regulatory Issues (TeCRI)</i>	15,750	16,538	17,364
			<i>Executive Committee (Ex.Co)</i>	12,000	12,600	13,230
4.2 Improve organisation of annual conferences to raise	<ul style="list-style-type: none"> • Increased annual participation • Introduction of 	<i>Devise and document strategies to improve the annual conference based on a lessons analysis from similar successful major conferences</i>		-	-	-

the value / benefits for participation	revenue generation options from conferences	<i>Introduce participation incentives and fees</i>	-	-	-
4.3 Set up a specialist group to support ESAWAS technical assistance activities	<ul style="list-style-type: none"> • Provision of technical assistance generates revenue for operations • Former staff of Members as an expertise resource alleviate Secretariat load in peak-demand periods 	<i>Develop a concept note for the creation of Specialist Group that outlines</i> <ul style="list-style-type: none"> • <i>Identification of expertise required</i> • <i>Appointment criteria to the Specialist Group</i> • <i>Assignment of tasks</i> • <i>Remuneration</i> 		-	-
4.4 Implement a quality management system	<ul style="list-style-type: none"> • Institute quality management processes towards ISO 9001:2015 certification • Evaluate the impact of ESAWAS interventions to Members 	<i>Phase adoption of processes towards ISO 9001:2015 certification</i>		-	-
Sub-Total			343,327	370,380	388,898
Total by Year			1,736,458	1,271,342	693,665
Grand Total Over 3 years			3,701,465		