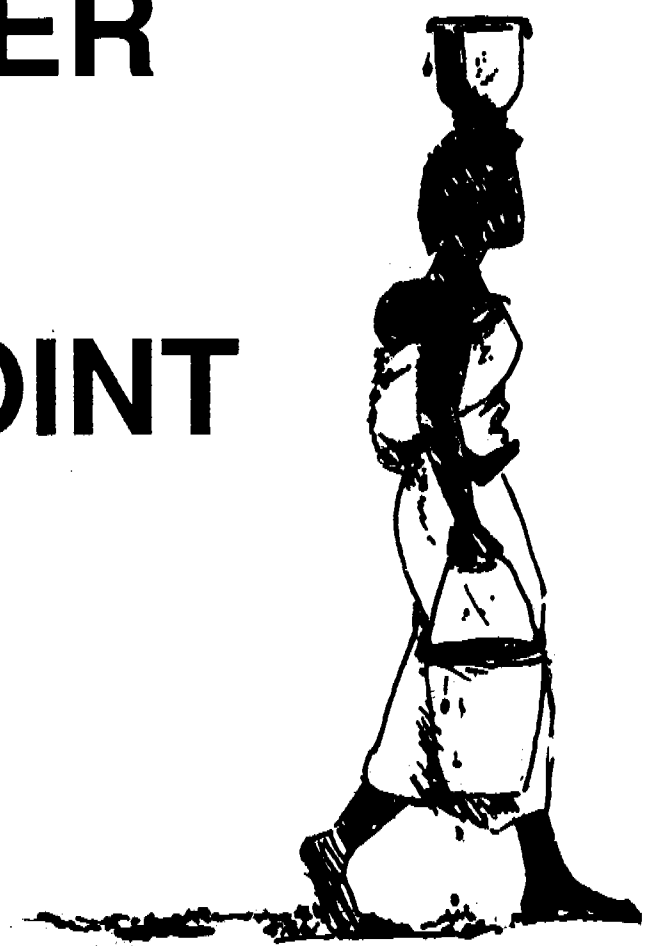


UNIVERSITY OF CHICAGO PRESS
530 N. DEARBORN AVENUE
CHICAGO, ILLINOIS 60610
USA (499)

NGOS, THE DISTRICT AND WATER AS AN ENTRY POINT



A WaterAid conference on rural water in Ghana

March 1991

824-GH91-10071

**NGOS, THE DISTRICT
AND WATER
AS AN
ENTRY POINT**

March 1991

IN SUPPORT OF
GHANA WATER AND SEWERAGE CORPORATION
RURAL WATER DIVISION'S DEVELOPMENT PROGRAMME 1991

NGOS, THE DISTRICT AND WATER AS AN ENTRY POINT

A WaterAid conference on rural water provision
focusing on the decentralised district structure



MOLE CONFERENCE SERIES III
held at Elmina, Ghana
March 7 – 11 1991

INTERNATIONAL RESEARCH
INSTITUTE FOR WATER SUPPLY
AND SANITATION
The Hague
1991
ISBN 10071
824 GH91

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ACKNOWLEDGEMENTS

Mole Series III would not have been a success without the collaboration of the various groups and individuals who were in attendance.

Sincere thanks must go to the organisations and individuals who made the conference a success. They include:

- * WaterAid London, the conference funders
- * The PNDC Secretary for the Western Region, Mr John Amenlemah for attending the opening ceremony
- * The PNDC Secretary for Works and Housing, Mr Ampratwum
- * Mr K A P Brown, director of the Pamscad Secretariat who represented Ms Francisca Issaka, Deputy Secretary for Local Government
- * The speakers: Dr Edwin Amonoo, Dr Laryea, Mr Kwei, Dr Boakye, Mr Nerquaye Tetteh and Mr Peter Kpordugbe
- * The chairpersons: Mr Charles Arday and Nana Ohene Ntow for their able directing of the daily discussions
- * National Service Secretariat for all the help it gave. Special thanks go to the catering and photo units for their contributions.
- * Ms Angela Odonkor, the conference organiser, who had the responsibility of co-ordinating all the activities and the actors without once losing her cool
- * The Elmina Motel for hosting the conference
- * The media for the publicity
- * Ms Kate O'Malley for writing this report

GLOSSARY OF ABBREVIATIONS

ADRA	Adventist Development and Relief Agency
AUWDC	Akuapem Underground Water Development Committee
BACH	Binaba Area Community Health Project
CDR	Committee for the Defence of the Revolution
CDS	Centre for Development Studies
CEDEP	Centre for the Development of People
CIDA	Canadian International Development Agency
CUSO	Canadian University Services Overseas
DCD	Department of Community Development
DHMT	District Health Management Team
DMC	District Management Committee
ESA	External Support Agency
GAPVOD	Ghana Association of Private Voluntary Organisations for Development
GTZ	Gesellschaft fur Technische Zusammenarbeit (German agency for technical co-operation)
GWSC	Ghana Water & Sewerage Corporation
HDW	Hand dug well
ICCC	International Christian Chamber of Commerce
ISODEC	Integrated Social Development Centre
ITTU	Intermediate Technology Transfer Unit
KEEA	Komenda Edina Eguafu Abirem CDR
KFW	Kreditanstalt fur Wiederaufbau (German reconstruction loan corporation)
MWH	Ministry of Works and Housing
NCWD	National Council on Women and Development
NGO	Non governmental organisation
NORRIP	Northern Region Rural Integrated Programme
NSS	National Service Secretariat
ODA	Overseas Development Administration
PAMSCAD	Programme of Actions to Mitigate the Social Cost of Adjustment
PNDC	Provisional National Defence Council
TMCC	Tropical Metallic Construction Company
TNC	Training Network Centre
UNDP	United Nations Development Program
UNICEF	United Nations Children's Fund
UST	University of Science and Technology
VSO	Voluntary Service Overseas
WHO	World Health Organisation
WRRRI	Water Resources Research Institute
WUP	Water Utilization Project

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FOREWORD



**by The PNDC Secretary for Works and Housing
Mr K. Ampratwum**

The UN water and sanitation decade came to an end in 1990. Although remarkable achievements have been made during that period, it is apparent that much more remains to be done. The UN Health For All By The Year 2000 which we have now embarked upon, embraces water and sanitation because they are considered as vital areas for effective human developments.

The PNDC Government has given priority attention to rural water supply and sanitation in the country's development strategy. I am happy to note that in the past year a workshop and a conference were organised to discuss and formulate appropriate strategies and action plans for the development of a national rural water and sanitation programme. The lively interaction between the NGOs and the district assemblies characterised the three-day conference which was the third in the Mole series. It brought together donors, government agencies, and NGOs to deliberate on the theme, "NGOs the district and water as an entry point."

I also note, from the level of participation and quality of presentation by the various organisations, that there was an overall understanding of the concept of the district assemblies and the PNDC Law 207 establishing the district assemblies as the pivot of local government, and how this relates to rural water delivery.

This should create a healthy environment for effective co-operation between international and indigenous NGOs, bilateral and multilateral agencies and the district assemblies, so as to achieve a district level approach to rural water delivery, in accordance with the decentralisation process in which responsibilities are transferred from central government and its agencies to district assemblies.

The keynote address by Dr Amonoo, of the Centre for Development Studies, Cape Coast, underlines the need for planning in the rural water sector at district, regional and national levels. This planning process cannot happen without skilled staff at each of these levels. The conference

participants appreciated that they had a role both in the planning and strengthening processes.

As this was the third of a series of conferences, many of the wider issues of water provision have already been discussed and recorded. It is, however, important to ensure that previous conference resolutions, which have been reviewed at Mole III, are implemented as early as possible.

Day One

Friday March 8

Chairperson: Mr Charles Arday,
Legal advisor, Ghana Cocoa Board
Host, Topic, a GBC TV current affairs
programme

Apologies were given on behalf of the PNDC Central Regional Secretary who was attending a meeting in Accra.

Opening Address

by the Deputy Secretary for Local Government, Ms Franciska Isaaka, (read on her behalf by Mr K A P Brown, director, PAMSCAD Secretariat.)
--

Mr Chairman, honourable PNDC Regional Secretaries, ladies and gentlemen. It gives me great pleasure to be invited by WaterAid to address you on the rural water programme which is one of the PNDC Government's priority programmes. Water is a basic need in every rural area of Ghana.

After early attempts to provide potable water for rural areas in the 1950s and 1960s, later programmes concentrated on urban water systems to the neglect of rural water. In 1987, a water and sanitation conference in Ghana drew attention to rural water supply, especially for populations of 500 or less which form the majority of rural settlements.

It is heartening to note that WaterAid is making water an entry point. I believe it is an entry point to development and to improving the standard of living in the rural areas.

You all know that water sustains life. If there is good drinking water, the incidence of water borne diseases will be drastically reduced. There will be increased productivity in all spheres of life. The campaign for safe drinking water and the actual provision of potable water will help to dispel cultural beliefs about water borne diseases such as the notion that guinea worm is a punishment from the gods.

The lack of safe drinking water in the rural areas has contributed to the incidence of water related diseases such as guinea worm, dysentery, cholera, (which has become endemic), diarrhoea, malaria, bilharzia etc. All these are preventable diseases which can be eliminated with the

support of the government, United Nations agencies and the active participation of the rural communities themselves.

The PNDC Government, through its Ministry of Works and Housing (which is responsible for the Ghana Water and Sewerage Corporation), the Ministry of Health, the Department of Community Development and the National Service Secretariat, supported by UNDP, UNICEF, WHO, CIDA and donor countries, is leading the way with the active involvement of non-governmental organisations in this very important water programme in the rural areas.

The effectiveness of any rural water programme depends upon a decentralised system of administration at the local level. The PNDC Government has vigorously pursued this. PNDC Law 207 has established the district assemblies, making the districts, the metropolitan assemblies and the municipal assemblies the focus of practically all public sector activity. Below the district town and area councils, unit committees will be established to undertake developmental and social functions on behalf of the district assemblies.

Non-governmental organisations which have registered with the Department of Social Welfare and are working in the rural areas have to introduce themselves to these assemblies and especially the social sector sub-committee of the district assembly so that a positive working relationship can be forged for the good of beneficiary communities.

In the water programme the two sub-committees that NGOs will be working with at the district level are the utility and social services sub-committees. It is necessary that the NGOs in water work hand in hand with these sub-committees within the broad policy objectives of the national government as reflected at the local level.

I am happy to note that as at now the Ghana Water and Sewerage Corporation has set up a committee at the national level which is made up of its representatives and those of NGOs working in the water sector.

Since most government organisations are decentralised or can be co-opted as members of the sub-committees of the district assemblies, it would be appropriate for such committees to invite NGOs working in the rural areas to their meetings for planning and implementation of water programmes.

In your deliberations at this conference I would entreat you to consider also the need for education about the relationship between water and environmental degradation, environmental sanitation, and health. I would ask you to emphasize the need for village communities to protect the water sources by leaving the trees that grow around them untouched especially near streams and rivers.

People's participation in the construction and maintenance of low technology water systems is one of the basic aims of this conference. This relates to what maintenance systems can be put in place, and what skilled personnel can be found locally or trained to perform such maintenance. Most young villagers are quick to learn new skills and apply them when the necessary tools, equipment and materials are readily available.

Your deliberations will not be complete if you do not consider government's broad policies in rural development of which water is an aspect. NGOs' relationships with agencies working in rural development, and how these relationships affect the workings of the district assemblies, have to be looked at in detail so that together with these agencies a common objective for local and national development can be forged.

Mr Chairman, honourable PNDC Secretaries, ladies and gentlemen, the development of potable water in the rural areas is essential to good health. The rural areas have the largest population living in small communities. There is the hard life with scarce amenities and lack of communications. We can make life easier for them if we pursue vigorously a rural development programme which has good drinking water as one of its essential components.

I am glad that WaterAid and other organisations are getting fully involved in the provision of good drinking water for rural people. Indeed water can be used as an entry point for development. The government and all of us support you in your noble efforts.

I wish you all the best in your deliberations.

Guest address

by the PNDC Western Regional Secretary,
Mr J Amenlemah

Water as an entry point to development is an appropriate title for a conference on rural water provision. My own experience is that if you set up a project in a community which does not need it or does not realise the need for the project then your money will be wasted. If people have recognised a problem and want to do something about it, and you help them then they will make use of the facility. You can force the water in rural areas, but you cannot force them to drink. The people must be actively involved, not just passively.

What worries me is that the activities of NGOs appear to be unco-ordinated. Sometimes you see two or three NGOs working in a very small area. In one Western Region community there are three boreholes and a day nursery.

The projects should have been in different villages and the resources equitably distributed. There are very few NGOs in Western Region, only World Vision and ADRA. There are far more NGOs in other regions, yet there are several districts in Western Region where guinea worm is a serious problem.

Lead speech

NGOs, the district, and water as an entry point

By Dr Edwin Amonoo, Centre for Development Studies,
University of Cape Coast

Introduction

The provision of good drinking water for rural settlements in Ghana has gone on for several decades. To be precise, public intervention in rural water supply dates as far back as 1948. Massive support for rural water development was accomplished in the mid-1970's and 1980 through Canadian International Development Agency and Kreditanstalt fur Wiederaufbau/German Agency for Technical Cooperation (KfW/GTZ) borehole drilling programmes. The handing over of these two major programmes to the Ghana Water and Sewerage Corporation meant identifying a body to be responsible for the cost of their operations and maintenance. Most beneficiary communities refused to pay tariffs to the main water authority because as a result of public policy, water had been virtually free. This refusal prompted the GWSC to address the issue of efficient management of the rural water sector.

The need to maintain rural water supply as an important aspect of GWSC's mandate in a financially stringent situation accentuated the issue of rural water management. The need arose because of the withdrawal of recurrent subvention by government in 1985 and the lack of certainty with regard to bilateral and multilateral financial flows.

The first international drinking water supply and sanitation decade (1981-1990) and the second (1991-2000) acknowledge the important role which NGOs are playing in the provision of good drinking water especially for the poorer sections of the population found in the rural areas. This objective has been realised because NGOs are able to perform their task effectively. They operate very closely with beneficiary communities and establish rapport without difficulty. The framework in which they operate is less cumbersome in contradistinction with bilateral, multilateral and other bodies. They are able to alleviate the water needs of the rural poor because their workers on the ground are highly motivated and are capable of operating in difficult terrain.

Although the NGOs are recognised by bilateral, multilateral and government agencies as doing very useful work in rural development, there is a general consensus that their efforts could lead to even better results if these are harmonised and synchronised within a well-orchestrated district development plan. This concern has triggered off several discussions which

have culminated in the need for a conference such as this one. I see this conference as creating a privileged moment and an opportunity for sharing ideas with some of the major actors in the water sector. No doubt our mutual effort signifies collaboration between GWSC, NGOs, bilaterals, multilaterals, district assembly members and representatives of the central government.

May I reiterate that sustainable development of the rural water sector cannot be accomplished without the active involvement of NGOs. The reasons which I have already mentioned lend currency to this remark. My starting point therefore is as follows:

The frontiers of growth and the sustainability of rural water development cannot be properly approached without the integrated effort of NGOs, bilateral and multilateral collaboration and district assemblies. Maximising the integration effort through a district water plan thus becomes a necessary condition for a true take-off in rural water development.

Problem formulation

Collaboration of activities among actors in the rural water sector has long been recognised in the International Drinking Water Supply and Sanitation Decade (1981 - 1990) which was ratified at the UN conference at Mar del Plata in 1977 as an important ingredient in promoting efficient rural water development. However, ways and means of achieving collaboration have not been adequately understood let alone implemented. The overall effect of poor co-ordination of interagency activities has resulted in different strategies and policies which also result in less than optimum use of resources, duplication of efforts, conflict and general disharmony.

The main thrust of this paper is to contribute to an understanding of the processes and mechanisms of collaboration among actors in the rural water sector. Specifically, the objectives of this paper are:

- (i) To throw light on the existing planning processes so as to identify how NGOs can use water as an entry point.
- (ii) To discuss enabling factors for interagency collaboration and strengthening of their roles within a district water plan.
- (iii) To discuss policy implications for involving NGOs in comprehensive district water development.

I will now discuss briefly the structure of this paper. This paper has been divided into four main parts. The first part deals with the introduction, while the second highlights the planning processes and how the NGOs can intervene to strengthen the development of the water sector. Enabling

factors for promoting interagency collaboration will be discussed as the third part of this paper. The last section discusses policy implications of the study.

The district planning process and NGOs' involvement

In this part of the study, I will attempt to throw light on the district planning process so as to identify the stages or points for NGOs' entry. Before discussing the process, I will highlight some of the main characteristics of district planning to illustrate their present weaknesses. From the onset, it needs to be stated that although serious attempts have been made at formulating national development plans since the First Republic (1957-1966), creating a coherent scheme for a policy of district development based on formalised planning, appears not to have seriously started. Germane to this issue are the following points:

- (i) District planning has been desultory due to the absence of a planning framework at the regional and national levels which should indicate the broad policy framework within which districts are expected to plan.
- (ii) Lack of trained manpower with technical exposure and expertise has contributed to the internal weaknesses in district plan conception and formulation. The relative shortage of qualified economists and planners at the district level is not only a district problem since this phenomenon pervades at higher echelons of planning as well.
- (iii) Planning units of district assemblies are poorly equipped in a variety of ways: finance, logistics and data processing facilities. Because of this lack, basic data for planning is virtually absent. Even where data is available, its coverage and quality is inadequate.
- (iv) Lack of proven methodology for district-centred planning has thwarted attempts at formalised district plan formulation. Such absence of progress occurs because the concept of a district plan in a formal planning sense is new and is not underpinned by proven socio-economic planning methodology.

In sum, it is evident that district planning is still in its embryonic stage and needs to be nourished and guided through time so as to provide the required technical service. Again the absence of a district water plan has made it impossible for the NGOs to relate their programmes to a district plan. The question I want to pose is this : How does an NGO relate to a district which has no plan? In such a situation will there be an identifiable entry point?

It needs to be mentioned that some modest attempt is being made to train district planners at the University of Science and Technology, Kumasi

and abroad; however, this country has a long way to go before it can acquire adequate skilled manpower planning resources. We need to recognise the need almost immediately to resolve the issue of manpower imbalance in planning.

The district planning process

I will now introduce the issue of the district planning process to advance our discussion on how the interagencies including NGOs can co-ordinate their activities to bring about efficiency in the provision of improved drinking water in rural settlements in Ghana. My premise is unless we encourage NGOs to dovetail their activities into the main stream of district planning, the issue of sustainable development of the rural water sector will be improbable. To get the NGOs' involvement in the formulation and implementation of a district water sector plan, a clear understanding of the district planning process is required. The processes consist of the following stages:

- (i) Formulation of socio-economic framework.
- (ii) The setting of objectives.
- (iii) Identification of means for achieving objectives.
- (iv) Relating strategy to objectives.
- (v) Implementation process.

Formulation of district socio-economic framework

A district is an administrative area of a region. In planning nomenclature, a district plan is a sub-set of a regional socio-economic plan. A socio-economic plan of a region is also a sub-set of the national development plan. Viewed in this sense, the broad national socio-economic policy framework directly affects attempts at influencing the course of socio-economic and political-technical factors at both the regional and district levels. Bringing the argument further down to our theme, planning for the social infrastructure sector of a district, a socio-economic plan in operational terms, is synonymous with a sub-set of social infrastructure sector planning at the regional level. In other words, planning for improved drinking water at the district level contributes to the satisfaction of water needs at the national level. I have underscored the above relationship to remind ourselves that a district plan does not exist in a vacuum. It is a continuum of broad national aspirations.

The socio-economic philosophy of a district gives an indication of the development paths to be followed in raising the living standards of the people. Basic issues such as balanced development, self-reliance, sector priorities, inter and intra relationship of sectors and activities and poverty

alleviation constitute important guiding principles. Another important aspect of the framework is an articulation of broad district objectives, policies and strategies. The expectations of the district with respect to food, security, shelter, education and water and how to plan for the realisation of these needs also forms part of a comprehensive district planning framework. So a basic socio-economic framework for a district will serve as the **first entry point for an NGO**.

May I reiterate that a socio-economic framework is a necessary condition for meaningful district plan formulation. It provides the boundary conditions for the upliftment of development through visible changes within a specified period of time. A district plan, through a system of operational tranches, therefore derives its mandate from the regional and national socio-economic framework. The planning process itself acts as both a *circuit and a conduit for the satisfaction of needs of the people*.

A fortiori, internalising the preference function of the people and optimising the means of achieving such an objective within a decentralised district planning framework implies the marshalling of all efforts - district communities, bilaterals, multilaterals, NGOs and government agencies as well.

Acceptance of the above principle, implies that the district assemblies will relate formally with NGOs, bilaterals and multilaterals. Thus **the second entry point for NGOs is the assembly itself**.

Basic assumptions underlying district plan formulation

The framework of decentralised planning implies that a district water plan is a co-ordinated system of expressed water needs and preferences for water supply system of unit and area communities within a district. It means that those who formulate and are executants of a district plan respond to unit and area level management preferences. Another way of looking at it is to state that a decentralised district plan is based on indicative planning - a "deconcentrated parametric system".

I will continue with my presentation by introducing a hypothetical indicative district water plan. From the onset, I wish to state that it is simple and its main purpose is to illustrate the processes and points of entry for NGOs.

The general assumptions for the hypothetical district water sector plan are as follows :

- (i) The population of the district recognises the importance and the need for improved water supply and is prepared to contribute towards the development, operation and maintenance of improved water supply.
- (ii) Unit and area communities' water needs constitute the main basis for the district water plan.
- (iii) Technologies to be selected are socially assimilable, replicable and cost effective
- (iv) Interagency and beneficiary communities will jointly control and direct project and programme activities including the flow of funds at organisational and operational levels.

Based on the felt water needs of unit and area communities and an indication of the willingness of an NGO to help satisfy these needs, a representative of the area or unit water committee forwards the proposals to their district assembly representative. This is in turn given to the social infrastructure and technical committee for inclusion in the district water plan. Therefore, the social infrastructure technical committee is **the third entry point for NGOs**. An important element of the relationship is a two way information flow bottom-up and top-down, that is unit - area - district. At the district level, plan officials' main task is to see to it that there is spatial and temporal consistency of unit and area programmes with district, regional and national sectoral plans.

After the initial aggregation of the preferences of unit and area level communities, the stage is now set for formulating district water plan objectives.

Setting objectives

Based on an indicative planning principle, the setting of objectives is co-determined by representatives of local level communities - unit and area levels, NGOs and other interagencies including representatives of the district assembly. This stage of objective formulation can also be viewed as **the fourth entry point for the NGOs**. Setting objectives of a district plan consists of localising the objectives of a regional water sector plan. Quantification of a district water plan is normally achieved through the setting of target variables.

Specifying target variables helps to assess the realisation of goals and objectives. In choosing target variables, planners tend to limit the number of objectives because of difficulties involved in minimising or reconciling conflicting objectives. There are techniques for resolving conflicting

objectives. I will not go into it now. What is important for our purpose is that an objective should be formulated in such a way that it contributes to the resolution of a problem which has been identified by a unit or area committee. In practice, it is not very easy to quantify all target variables. In some instances qualitative formulation might be deemed sufficient. All the same, serious attempts have to be made to specify these, otherwise the measurement of achievement becomes highly subjective.

The specific objectives of our hypothetical district water plan are:

- (i) To provide potable drinking water for unserved population in district (a) during a medium term sector plan period (1992 - 1996) through the construction of hardware systems.
- (ii) To promote awareness, animation, education and community participation in the development, operation and maintenance of systems to enhance sustainability.
- (iii) To use the provision of improved drinking water as a lever of improved management for district development projects.

Translating the above objectives into specific targets will take the following form:

- (i) To provide improved drinking water for 5,000 unserved inhabitants in district (a) during the period 1992 - 1996 through the construction of nine hand dug wells and ten boreholes with hand-augured pumps.
- (ii) A growth rate of population is 2.6 per cent annually.
- (iii) On the average one borehole will serve approximately 350 inhabitants and one hand dug well will cater for 250 people approximately.
- (iv) The total cost of a borehole is US\$12,000 and this is compounded at a rate of five per cent for five years, while the cost of a HDW with handpump costs US\$1,013.9 both at 1992 base year values.
- (v) The cost of software development is twice that of a HDW, that is US\$18,352. It is envisaged that the hardware systems will not require major maintenance until about seven years.
- (vi) The investment requirement takes into account cost of hardware development only. This is to simplify the description. Further there is an investment gap of 40 per cent to be met from NGOs' contribution.

Means for achieving objectives

After translating objectives into specific targets based on demand expectations or forecasts - the achievable rate of growth of the hardware system which is dependent upon the expectations of unserved populations - the next stage is the specification of the means of resources to achieve the stated targets, i.e. demand.

Another way of expressing it is matching of sectoral outputs and inputs to meet the demand. Matching is a process of adjusting alternatives with a set of feasible plans that can be termed optimal. For the sake of brevity and simplicity, the means will be defined as the level of required investment per period (t) for the software and hardware development of the sector. Given that the level of investment requirement generated through beneficiary communities' outlay and that of the district assembly (a) will fall short, NGOs' contribution to the required investment can serve as the **fifth entry point**.

The local level of investment required for the development of the water sector needs to be matched with the expected number of hardware systems and their complementary software development as well. So that if the aggregate $l_{gt} + l_{bt} < I_{Tt}$ then investment augmentation through NGOs, i.e. l_{pt} , is crucial. Without this, equilibrium cannot be achieved. In this relationship the symbols represent the following:

- l_{gt} = government or district capital expenditure
- l_{bt} = beneficiary communities investment
- I_{Tt} = total investment for the sector
- l_{pt} = NGOs investment

An important condition is that the dependence of the district on central government capital expenditure and NGOs' investment outlay should not be regarded as a surrogate for district capital mobilisation. Rather, it should be seen as loanable funds to be repaid fully or partially depending on the financial capacity of the district. It is only in this sense that the provision of improved water can satisfy the condition - effective demand driven.

The simplified water sector plan consists of the following investment and output relationship:

$$\begin{aligned} \Delta W_t &= \frac{I_t}{K} \dots\dots\dots (1) \\ \Delta I_t &= \frac{\Delta I_t}{K} \dots\dots\dots (2) \\ \frac{\Delta W_t}{\Delta I_t} &= \frac{I}{\Delta} \dots\dots\dots (3) \\ \frac{\Delta W_t}{\Delta I_t} &= \frac{I}{K} \dots\dots\dots (4) \end{aligned}$$

Where ΔW_t = change in output (water) in period (t).
 ΔI_t = change in investment in time (t).
 K = the incremental capital output ratio.
 a = proportion of investment for each type of system.

The result of the tabulation is presented in the table 1 on the next page.. The table indicates that within the sector planning period 1992 - 1996, fifteen unserved communities in district (a) will have potable drinking water from 19 delivery points, if all the underlying assumptions and principles do hold. The total output of water ranges between 14.4 mg. - 16.5 mg. annually. The total investment for hardware development is \$133,654. Additional investment for software development will increase the outlay to \$152,000. The per capital cost of improved water supply is 152,000/5343, that is \$28.4. Non-governmental organisations' contribution to investment (if this is limited to hardware development) is \$53461.6. Aggregate k (hardware) for the plan period is 133,654/295,484 that is 4.5.

Several refinements can be introduced into the hypothetical district plan. However, I will not attempt this now since it will take us far afield. The essence of introducing the hypothetical case is to illustrate an important entry point for NGOs in the investment planning process.

Plan strategy

The manner and time to achieve the objectives of a plan through the use of specific policy instruments or variables constitute strategy. Policy instruments are variables whose values are determined by placing value on a target variable. For a typical rural water sector development plan, formulation of strategies will take the following into account:

- (i) Appropriate technology based on the criteria for minimum investment cost or maximum benefit, simplicity, and capable of being developed and maintained by beneficiary communities.
- (ii) To achieve greater effect and impact, the provision of improved drinking water will be influenced by a set of criteria - the most deprived communities first, areas that expressed keen interest through commitment, secondly areas that can derive several benefits such as promotion of other basic needs from the provision of potable water.

(iii)

TABLE 1: DEVELOPMENT PROJECTION FOR DOMESTIC WATER SUPPLY SYSTEM IN DISTRICT A¹ 1992 - 1996

Year	Population	Δp^2	No. of Systems Required		Additional System To be provided		Annual Water Output (ml. Litres)		Annual Output Cost of Water (\$)		Total Cost (\$)	Investment Requirement (4)		Total Investment ⁵ (\$)	K ⁶		Aggregate k
			BH ³	HDW ⁴	BH	HDWs	BH	HDWs	BH	HDWs	BH	HDWs	BH	HDWs	BH	HDWs	
1992 (base)	5,000	0	8	8	0	0	14.4	10.3	14,788	10,560	25,347	96,000	8,111	104,111	6.5	0.77	4.10
1993	5,130	130	8	9	0	1	14.4	10.9	20,703	15,706	36,409	-	1,065	1,065	-	0.07	0.03
1994	5,263	133	8	9	0	0	14.4	10.9	29,575	22,437	52,012	-	-	-	-	-	-
1995	5,400	137	9	9	1	0	15.0	10.9	43,350	31,412	74,762	13,892	-	13,892	0.32	-	0.19
1996	5,685	285	10	9	1	0	16.5	10.9	64,322	42,631	106,953	14,586	-	14,586	0.23	-	0.14

1. This is a hypothetical district comprising 15 communities
2. Δp^2 = Change in population
3. BH = Borehole
4. HDW = hand-dug well with pump
5. Total investment (hardware) for the period 5 years is \$133,654 and Ngo's contribution is 40 per cent
6. K = Capital output ratio

- (iii) An agreement stipulating the roles of beneficiary communities in terms of contribution - money or in-kind, and their technical support.
- (iv) The amount collected for both development and maintenance of the supply system will be kept by the communities in an account of their choice. The water committee of the district assembly has the modalities for the collection and disbursement of funds. This strategy is introduced to promote a sense of ownership and assertiveness.

Implementation process

Most plans in Ghana do not really achieve their objectives because the issue of how to implement is taken lightly. It is taken for granted that implementation capacity exists. Assuming that the hypothetical water sector plan is to be implemented, its chances of achieving the set of objectives will depend on the specification of actions, and activities within stipulated time frames - this constitutes **the sixth entry point for NGOs**. To realise this will depend on a number of factors prominent among others is management. The conditions **for effective plan management** at the district level are :

- (i) clear understanding of the objectives of the plan and its relationship with sector goals;
- (ii) directing and controlling the planning processes, scheduling of activities and the flow of financial resources;
- (iii) ability to unearth existing and potential problems which might hamper or move the plan off path and provide effective and efficient solutions;
- (iv) identification of roles and responsibilities of actors;
- (v) developing an information feedback system based on an articulation of a priori verifiable indicators.

The above conditions constitute guiding principles for effective implementation scheduling. Critical path and network analysis are the tools for determining the scheduling of actions and activities. For the rural water sector such analysis has already been done elsewhere.

Evaluation as part of the implementation process has been extensively dealt with by various authors including myself so I will not repeat it here. This stage is the **seventh entry point for NGOs**.

Enabling environmental factors for NGOs' involvement in district plan formulation and implementation

The issue of how NGOs can use water as an entry point in district socio-economic development will be discussed through what can be

termed "enabling environmental factors". The efficient functioning of these factors contribute to the enhancement of NGOs' involvement in planning and implementation of a district water plan.

Formulation of regional and district socio-economic planning framework

As previously indicated, the formulation of a district plan rests upon the socio-economic philosophy of the district and the region. Socio-economic philosophy helps to delineate policies and paths to be followed in achieving stated objectives and goals. For example, the socio-economic philosophy of the Edinaman district assembly will pose the question whether reliance on the fishing sector as the major activity will in the long run affect income of households and their capacity to satisfy basic needs. Can the intensification of fishing related activities through linkages forward and backwards worsen or ameliorate the welfare of the people? Or is there a development trade-off in switching from fishing to other sectors? Or are there gains in maintaining the fishing sector by adding a new sector? These questions help to delineate the development paths of an economy. A clear understanding of these basic questions and their interconnections or interrelationships and their general approval and acceptance by the people constitute a socio-economic philosophy. As a form of reiteration, an articulation of socio-economic philosophy as a basis of plan formulation is a condition sine qua non.

Strengthening of interagency capability

Poor planning and low implementation capacity at regional and district levels have been recognised as limiting factors in turning round the economy of this country. The first line of attack will be the augmentation of highly trained economists and planners who will bring their expertise to bear on change and development through purposeful action, that is planning. It is not enough to produce trained manpower in the area of planning. Of equal importance is that trained manpower must be sufficiently resourced. Besides the highly trained manpower, a cadre of "backroom boys", that is, highly trained technical personnel, are needed to complement and back the work of the first groups of experts - economists and planners. Facilities to make their work easy and the necessary incentives (payment for rent of ability) will contribute to getting the best out of their scarce knowledge and know-how. It is no use pretending that energy given out must not be equal to energy received. Those who argue on such lines do not want to accept the concept of human equilibrium. Negation of this leads to the marginalisation of transfer of know-how to society and the resultant low effect on the performance of the district, regional or national economy.

Expanding membership of social infrastructure committee

By and large, the members of the social infrastructure sub-committee of the district assemblies are representatives of government agencies. However, the issue of increasing the membership to include a representative of beneficiary water communities and an NGO representative is pertinent. If full membership might prove not easy, coopting an NGO onto the committee will help to mitigate the mistrust of NGOs on one hand and that of representatives of interagencies on the other. Provided the NGO has the requisite experience and exposure, such qualities can be unleashed and put at the disposal of the committee. This will invariably contribute to improvement in the management of the sector.

Identification of roles of interagencies

Although the social infrastructure committees of the district assemblies are in place, it appears that the roles of interagencies serving on this committee have not been made very explicit. The expected roles have been discussed in several documents which include Rural Water Supply and Sanitation Programme, Peace Corps, Accra (1988) and Water and Sanitation Management Project UNDP/GWSC, (1990). What remains is the translation of the roles into concrete activities. The identification of roles of interagencies serving on social services sub-committees and the technical and infrastructure sub-committee of the district assemblies needs to include NGOs since this will contribute to the harmonious development of the sector. NGOs' role will include identification of the needs of the district communities especially water, sanitation and health, introducing changes in social development through funding training, education, construction and cost recovery.

Parcelling out of districts among NGOs

As part of the strategy for enhancing NGOs' participation at the district level, a concentration of NGO activities in a limited number of districts, preferably not more than three, will tend to bring about the optimising of their efforts. The existing practices of NGOs adversely affect their efforts and these are marginalised through poor collaboration with other interagencies (government). The need to see merit through concentration of activities within a given space - a district - is underscored. Resource allocation in the sector will be better ordered and this will produce better tradeoffs than has ever been achieved.

Formulation of guidelines for NGOs Involvement

The rural water department of the Ghana Water and Sewerage Corporation has made some headway in coming out with guidelines for NGOs. Although most NGOs did take part in the discussions which led to the drafting and finalisation of the guidelines, it appears that the response

so far from NGOs has been lukewarm. Part of the problem is inertia on the part of the NGOs on one hand, and, on the other, the inadequate time factor allocated to discussions on the need to formulate guidelines. Also the follow-up to the guidelines appears to have taken too long an interval.

The formulation of guidelines should have as its starting point the philosophy of influencing NGO activities (*indicative*) rather than controlling (*directive*). Another way of stating the above is this: the district water plan should be based on the sub-plans of NGOs, beneficiary communities, bilaterals and multilaterals within an agreed socio-economic framework.

A two-way information flow between local and district levels on one hand and the district level and the regional on the other will stress conviction and minimise ex-ante and ex-post achievements. The main import of such flow is the district socio-economic guidelines, water projects and programmes of unit and area level beneficiary communities based on expressed needs. The criteria for identifying and selecting projects are: gap minimisation (peri-urban and rural coverage) development versus rehabilitating, equity, technical and cost factors and matching funds.

To bring about the active involvement of NGOs in district water plan development, a rapport between GWSC and NGOs at all levels needs to take place. As a starting point, NGOs should recognise the need for collaborating and potential trade-off. Although the process involved in awareness creation is complex, ways and means of making the NGOs realise the importance of collaboration should be sought. Some of the potential gains from collaboration include pooling of resources in the area of information on the water sector - on going and future projects, strategies and specific policies, underground water level, abrasiveness and salinity of water and profiles of socio-economic activities, sharing of expertise and the swapping of plant and equipment.

Agreeing that the initial prompting for drawing up guidelines for the NGOs has to come from the GWSC nevertheless serious attempts have to be made to discuss the guidelines at the district and regional levels as well. This is preferred to the one shot approach -bringing the NGOs together at the national level to deliberate on the guidelines. Influencing NGOs activities in the desired direction, provided this brings about perceived advantages to them and the main water authority, will not produce resistance.

In sum, it is important to state that the decade's philosophy does not recognise NGOs' activities as an adjunct or a penthouse. Rather, it recognises the involvement of NGOs as complementary and an essential element in due drive for sector sustainability. To achieve the latter,

persuasion might be a better virtue than coercion. In this regard, attempts at institutionalising a clearing house device within an environment of mistrust will not contribute to solving the problem of lack of co-ordination and collaboration. Conflict and confusion will continue to characterise NGOs and interagencies (government and non governmental) relationship, if we do opt for control covert or overt of NGOs' activities.

Policy implications

To involve the NGOs in district plan formulation and implementation involves policies to achieve targeted objectives. Some of the major policy issues may be stated briefly as:

- i) The decree establishing the formation of social service, technical and infrastructure committees needs to be amended to include representatives of NGOs and beneficiary communities.
- ii) A district socio-economic planning framework based on articulation of aspirations and desires of the people on one hand and the developmental paths to be followed on the other is vital for the formulation of a district water plan.
- iii) Formulation of guidelines for NGOs, bilaterals, and multilaterals is required. The guidelines must be flexible and based on indicative principles.
- iv) Planning for the water sector at the district level should be encouraged. And this should be viewed as an important requirement for the improved management of the sector.
- v) Gaps in the supply of high and middle level trained manpower need to be addressed with urgency and the right weight so that such manpower can help with the efficient plan formulation and implementation.

Conclusion

The long association of NGOs with the grassroot people makes them suitable as formal partners in the drive to achieve growth and sustainability of rural water development in Ghana. The processes required to bring this about rest on the articulation of a socio-economic framework at the national, regional and district levels. The framework will make their entry into the district much easier. As partners in development their involvement in district plan formulation and implementation will become feasible, if an enabling environment is created. A key factor of the enabling environment is public policy. A few questions need to be posed:

1. Why are the present practices of NGOs not contributing to the desired and warranted sector objectives and goals?
2. Where does the fault lie?
3. What can be done to promote NGOs' activities within a district water plan?
4. Do we see any change in sector development through active involvement of NGOs ?
5. Are NGOs prepared to submit themselves to a district water plan? Are there difficulties envisaged? If so which are these?

Discussion

Confusion was expressed about which sub-committee of the district assembly a water-providing agency should contact.

Ernest Doe (GWSC) said when different districts were approached with a water or sanitation project they might send the project staff to either the utility sub-committee, the social services sub-committee or the technical infrastructure sub-committee. The result was that different organisations were working through different committees. One sub-committee might deal with PAMSCAD projects while another dealt with WaterAid programmes.

K A P Brown (PAMSCAD Secretariat) said water came under the utility services sub-committee. But because it was a social service it was also dealt with by the social services sub-committee. NGOs could be co-opted on to the utility services sub-committee. Mr Brown said an outsider's first contact point should be the district administrative officer(s). He or she would introduce them to the chairperson of the relevant sub-committee.

J K A Boakye (UNDP/GWSC) said the need to streamline entry to the district assembly was being addressed by a UNDP/GWSC district water management pilot project which brought together relevant sub-committees under a district management committee for water and sanitation. A presentation the following day would elaborate.

Dr Mensah (Ministry for Mobilisation and Social Welfare) spoke of government concern about the duplication of NGO efforts. Every NGO had to register with the Ministry for Mobilisation and Social Welfare and forward a programme of activities. The government was also trying to set up a national co-ordinating committee for NGOs. He said up until now government had allowed NGOs a free hand. In the future they should be allowed to choose locations based on where their expertise was needed. At the moment NGOs were allowed to bring in equipment tax free.

Government therefore had to make sure their activities were in line with its priorities and that these resources were well spread.

Ron Bannerman (WaterAid) asked for clarification of the decentralisation policy. On one hand NGOs were being urged to relate primarily to the district, but on the other hand there was a national body to co-ordinate NGO activity. He asked what should happen if a district asked an NGO for help. Would the NGO have to get national permission?

Mr K A P Brown replied that if a district invites an NGO in, then the NGO should relate directly to the district. The local sector ministry should then report the NGO's presence to its central ministry.

Ron Bannerman said he would not like to see a situation where districts with the best planning capacity get all the resources. He could imagine every district trying to invite in as many NGOs and donors as possible. There would have to be co-operation between NGOs and multilateral and bilateral agencies to make sure there was an even spread.

Gerald Chauvet (Canadian High Commission) said Dr Amonoo had pinpointed the weaknesses in district planning, yet at the same time NGOs were being urged to hand over the planning of their projects to the district. NGOs and multilateral and bilateral agencies with a strong planning capacity would feel very vulnerable surrendering planning responsibility to an under resourced district.

Dr Amuzu (WRII) asked what had become of the Mole I and II recommendations. He said conferences were just talking shops if resolutions were passed and not monitored.

Ron Bannerman (WaterAid) replied that all the organisations which promised to carry out tasks at the past conferences were responsible for the outcome.

Joe Gadek (World Bank) said the present system where GWSC was responsible for every water point in the country was not sustainable. A new approach was needed. All external support agencies (ESAs) had to start supporting government's moves to decentralise. We should stop thinking that districts cannot do it. They might not have the ability now, but ESAs should be looking at how to support district assemblies in this transition period.

Day Two

Saturday March 9

Chairperson: Nana Ohene Ntow
Host, Talking Point, A GBC TV current affairs programme

An assessment of the NGO interaction with the district

summary of a presentation by Dr E O Laryea, Chairperson, Ghana Association of Private Voluntary Organisations in Development (GAPVOD)

PNDC Law 207, which established the district assemblies three years ago, emphasized people's participation as the basic premise for local development. People's participation is vital because without it, it is impossible to make lasting changes in the conditions that determine people's lives. Popular participation is achieved through three distinct processes:

- i) Conscientisation of community groups to create an awareness for community decision-making and action.
- ii) Leadership development - through the training of community animators to develop their potential for community action.
- iii) Empowerment of community groups for self-reliance

I would like to categorise NGOs within the context of our discussions into two broad areas.

- i) **Community or grassroots organisations** - These operate as NGOs using a participatory approach to initiate development activities, sometimes with and sometimes without external support. These community groups constitute the bedrock of the district. Their representatives formulate the policies at the district level. They are also the clientele of the service-providing NGOs operating at the district level.

- ii) **Service providing NGOs** - These are indigenous or international NGOs providing services such as training to community groups at the local level. They facilitate the community's access to technical assistance and resources, enabling them to realise their full potential. It is this category of NGOs whose interaction with the district is the crux of our discussions today.

With the establishment of the area and town councils of the district, NGOs' role has become more important. Service providing NGOs are expected to interact with the unit and area councils and build their capacity to design and implement community projects. NGOs can assist community groups through the mobilisation of resources, development of management skills in budgeting, financing, planning, researching, monitoring and evaluation of projects.

Having provided the rationale and the categorisation of NGOs, I would like to specify activities where NGO collaboration with district institutions would be most effective:

- i) **District needs assessment and planning**

The newly created districts lack data on which the district's planning activities can be based. The district mobile planning teams of the National Development Planning Commission are being strengthened to perform the planning functions of the district. However, due to financial constraints, these units have not been established in some districts thereby giving NGOs the opportunity to participate in district planning schemes. NGOs can conduct district needs assessment surveys to facilitate work of the mobile planning units.

- ii) **Human resource development activities**

It is an accepted fact that Ghana's most precious asset is its people. The need for committed trained Ghanaians to take up responsibilities at the district level is urgent. This justifies the government's decision to appoint one third of the assembly membership to provide technical back up to the district administration.

NGOs can provide in-service training directly to the assembly members, teaching them to be animators and channels for social change within their constituencies. In addition they can provide training for community groups in functional literacy, primary health care, water and sanitation and enterprise development.

- iii) **Registration and recognition of NGOs at the district level.**

NGOs operating in any district informally register with the district assembly through its social service sub-committee. This will ensure

that development resources are monitored to avoid waste and duplication.

It will also ensure district level co-ordination of NGO activities, and familiarise NGOs with government's development policies.

iv) **Subcontracting of PAMSCAD and other projects to NGOs**

NGO representatives serve on the government PAMSCAD disbursement committee based within the Ministry of Local Government. PAMSCAD's community initiative project funds are channelled through the district to community groups implementing the projects. The district should consider subcontracting projects to NGOs because of their flexibility, lack of bureaucracy and experience with grassroots groups.

v) **NGO district resource mobilisation**

Resource mobilisation poses the greatest challenge for the newly created districts. In the past the district was supported by central government funds. Ghanaian tradition is well noted for self help through the "nobua" concept. However levies imposed recently by districts to raise revenue have crippled communities' capacity to make extra contributions for their own development activities. The levies collected by districts have been channelled largely to infrastructure to the total neglect of social development needs. It is imperative for NGOs to dialogue with the district for a percentage of the levies to be used for social development.

In addition, NGOs should identify in-community resources that are available for social development. In Ghana the following resources are available:

Government Sources

- i) PAMSCAD - Community initiative funds for specific activities such as construction of clinics, JSS, feeder roads etc.
- ii) PAMSCAD related - ministerial project in health, developing of school children, credit line for peasant farmers etc.
- iii) Ministry of Finance and Economic Planning official development funds
- iv) The Ghana trust fund - for charitable purposes

It is proposed that the district and NGOs can co-finance development projects. In this way, government would reduce the overhead cost by reducing the number of public institutions participating in project implementation.

Bilateral sources - small scale funding from embassies and high commissions in Ghana, notably:

- i) US ambassador's self-help fund
- ii) Canadian fund for local initiatives
- iii) Small scale assistance grant from Japan
- iv) Netherlands Embassy - small assistance fund
- v) Germany - through German volunteers

Multilateral Sources

- i) UNDP
- ii) World Bank
- iii) EC

Other foundations

- i) African Development Foundation
- ii) Africa 2000 Environment Network
- iii) Sasakawa Africa Association

NGOs should identify these resources and lead local communities to get access to their funds.

It is proposed to set up three zonal offices of GAPVOD in the northern, middle and southern zones of the country. These units will be staffed by programme assistants. The units will campaign to interest local and indigenous groups in joining GAPVOD. The zonal officers will arrange logistical support for the organisation of district residential training workshops.

The northern zone will comprise Upper East, Upper West and Northern Regions. The middle zone will take in Brong Ahafo, Ashanti and Eastern Regions and the southern, Western, Central, Greater Accra and Volta.

The department of Social Welfare has agreed in principle to accommodate the zonal officers in their regional offices to promote collaboration between NGO, the community and government.

The training courses will encompass a wide range of modern accounting and management concepts. Special emphasis will be given to the training of trainers and supervisors to enable them to carry out on the job training within their respective groups. Training manuals will be developed for use within the NGO community.

Discussion

In answer to questions about how representative GAPVOD was, and its links with government structures, Dr Laryea outlined its history. GAPVOD

was formed in 1980. Its membership was small, mainly international NGOs struggling to operate in a time of economic crisis. Membership grew around 1986, prompting a need for GAPVOD to broaden its outlook. It has been in the process of restructuring for the last three years, trying to become more representative.

In October 1991 a new constitution was promulgated. The Ministry of Mobilisation and Social Welfare, the Ministry of Finance and Economic Planning and UNDP are funding a programme for GAPVOD to reach out to more organisations. At the same time government is setting up a group above GAPVOD, a national advisory committee on co-ordinating NGOs, with both government and NGO members. Within GAPVOD nine sectoral committees have been formed to co-ordinate NGO activity on issues such as health, water and sanitation and women. WVI is the co-ordinator of the water and sanitation committee.

R R Bannerman (Prakla Seismos) suggested other categories be added to the definition of NGOs - charitable and profitable, technical and non technical. He questioned the viability of NGOs carrying out technical subcontracts in the district.

Dr Laryea replied that NGOs by definition were supposed to be non-profit making. He did not see the necessity of defining NGOs by their technical ability. If they had specialised technical skills that fact would be noted when the NGO registered. This idea of NGOs carrying out contracts was not for projects such as road building, but for social projects involved with empowering people.

Judith Thompson (ISODEC) gave an example of how her organisation was being subcontracted through the district assembly to undertake latrine construction with the people of East Maamobi, Accra. The Ministry of Works and Housing pays for the cost of the latrines and ISODEC's administration.

Practical implications of the district-centred approach for the actors

Summary of a joint presentation by Mr Clement Kwei and Dr J K A Boakye, the project co-ordinator and the community education specialist, UNDP/GWSC pilot project

Introduction

The UNDP/Ghana government water supply and sanitation management pilot project aims to create a mechanism at the district level for the provision and maintenance of water supply and sanitation systems. Two districts in Volta Region, Hohoe and Jasikan have been selected as pilot areas.

The existing structure where the national headquarters serves as the centre and the local communities are on the periphery does not benefit the majority of our people. It is envisaged that the district approach will enhance the capacity of local communities to participate in the decision making process.

Three underlying principles serve as terms of reference for the pilot project:

- i) Support for decentralisation
- ii) Enhancing the role of women
- iii) Integrating water and sanitation provision.

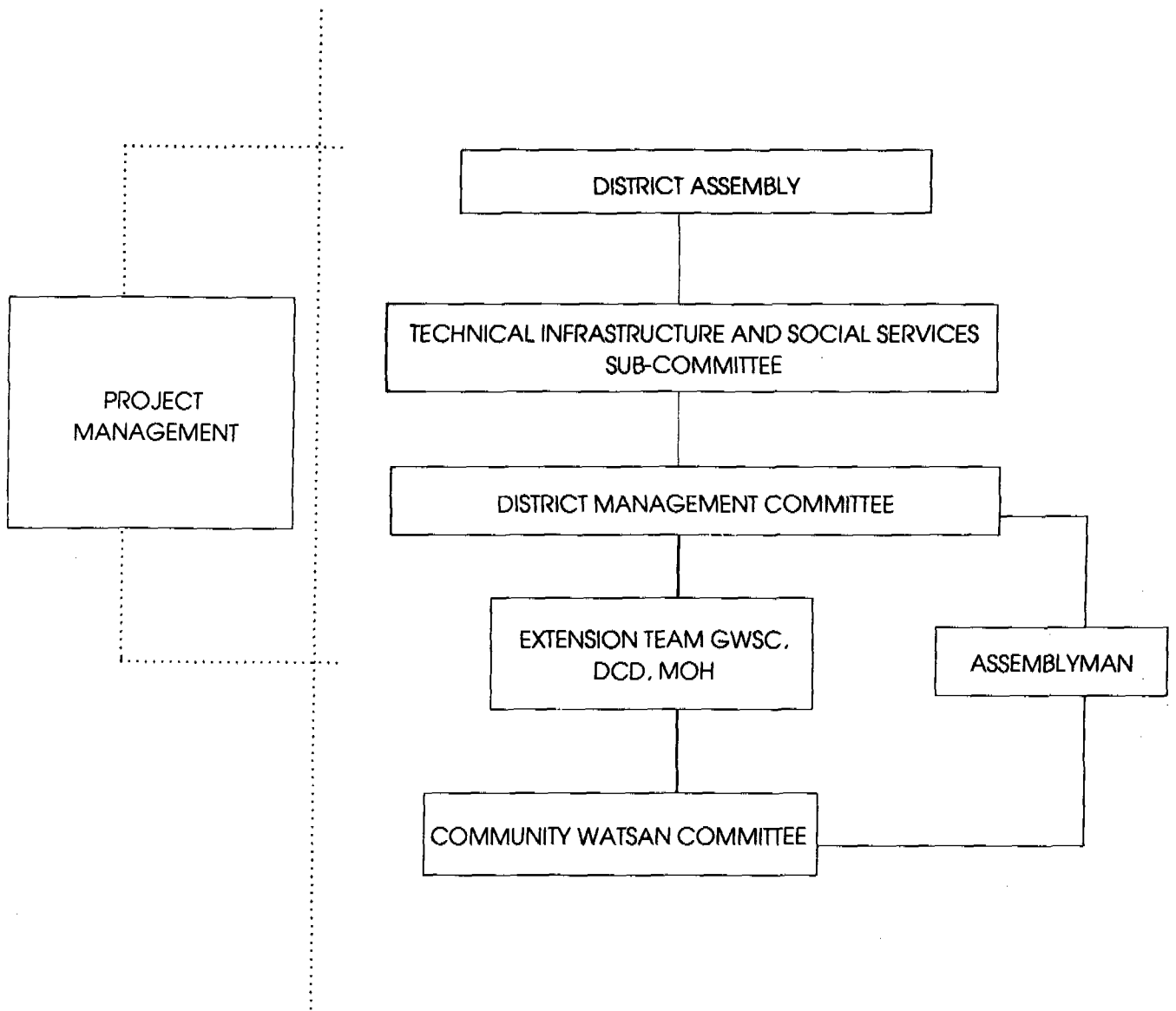
Mechanism

In the pilot project a new body, the district management committee, manages water and sanitation provision in the district. It reports to two district assembly sub-committees - the technical infrastructure and social services sub-committees.

It is an 11 member committee consisting of:

- (i) five representatives of local communities
 - one representative of the technical infrastructure sub-committee
 - one representative of the social services sub-committee
 - two representatives of active women's groups
 - one representative of traditional rulers, preferably a queenmother

**DISTRICT LEVEL WATER SUPPLY AND SANITATION
MANAGEMENT STRUCTURE**



- (ii) five representatives of government sector departments
 - the district head of GWSC
 - the district head of the environmental health division of the Ministry of Health (MOH)
 - the district head of the Department of Community Development
 - a representative of the district planning office
 - the district administrative officer or his/her representative
- (iii) a CDR representative

Functions of the district management committee

- (i) plan the water supply and sanitation programmes for the district
- (ii) take decisions on water and sanitation programmes
- (iii) co-ordinate water supply and sanitation activities in the district
- (iv) form links between communities and the district assembly and the regional and national offices of the relevant agencies
- (v) keep records of service coverage
- (vi) monitor water and sanitation programmes in the district

Since it is a "sub-sub-committee" of the district assembly, members are paid meal and travel allowances.

Extension team

A district water and sanitation extension team acts as a link between individual communities and the district management committee. It is composed of three members:

- the assistant district officer, GWSC
- the assistant district officer, environmental health division, MOH
- the assistant district officer, DCD

Functions of the extension team

- (i) collect data on water resources and sanitation in the district
- (ii) educate communities on the need for safe water and improved sanitation
- (iii) give communities hygiene education

- (iv) teach and assist communities to construct simple technology, water systems and improved latrines
- (v) educate communities to manage their own water and sanitation facilities
- (vi) assist communities to establish water and sanitation (watsan) committees
- (vii) submit records on water and sanitation to the district management committee

Watsan committees

A water and sanitation committee (watsan) at village level plans, implements and maintains the water or sanitation facility. It is composed of seven community members:

- one representative of the chief
- two representatives of women
- one representative of the village/town development committee or its successor
- one representative of the CDR
- one health worker
- one resident teacher from a local school

Functions of the Watsan committee

- (i) manage water supply and sanitation projects in the community
- (ii) improve environmental sanitation in the community
- (iii) improve sanitation of water points
- (iv) give community health education
- (v) manage sanitation of water points
- (vi) arrange construction of water and sanitation projects
- (vii) discuss and collect monies in respect of water and sanitation projects
- (viii) keep accounts of all monies collected
- (ix) agree with communities and collect tariffs
- (x) keep records of decisions taken at meetings
- (xi) work closely with the extension team on the new management system.

Extension strategy

Instead of a top-down approach where government bodies identify community needs, the decentralised system works from the bottom-up. The felt needs of communities expressed by themselves become the basis for action.

The extension message will be spread in the following ways:

- (i) Discussions will be held with the district assembly on the setting up of the district management structure
- (ii) Assembly members will spread the extension message to the communities they represent
- (iii) On the basis of the requests the district extension team will be sent to assess the readiness of communities to construct sanitation or water facilities and to deepen their understanding of the process. The team will then report, prioritise and make recommendations to the DMC.
- (iv) On the recommendation of the DMC, the extension team and communities will construct facilities amidst ongoing education, and evaluation.
- (v) reports will be submitted to and from the district assembly.

Training

In conjunction with the Training Network Centre (UST) training will be given to people in the management structure as well as to women and other groups contributing to the sanitation and water provision process.

Practical implications

- (i) NGOs
After national and regional clearance, NGOs need to discuss their project with the district management committee. The extension team will carry their message to local communities and obtain feedback. In the villages the watsan committees will carry out a lot of the work. This method will cut to a minimum the personnel, and time needed to enter a community. An NGO can even become an ad hoc member of the DMC.
- (ii) The district assembly
The DMC contains technical people including some from outside the assembly. The DMC meets more often than the assembly and its sub-committees. It offers reasoned advice and action for the population the district assembly represents.

(iii) The government sector

The individual efforts of relevant government departments are combined for concerted action. The bringing together of officials from GWSC, MOH, and DCD enables the adoption of common strategies and avoids duplication.

(iv) Donors

Donors will have confidence that their contributions will go to the target groups. The DMCs will ensure fair distribution of resources.

Conclusion

The pilot district-centred approach to water supply and sanitation management is still young and cannot boast of any great achievements yet. However, it has the capacity to serve as a focal point where all actors concerned with developing deprived areas can formulate, implement and monitor, evaluate and maintain their projects.

Discussion

Dr Amuzu (WRII) asked why both districts selected for the trial were in the Volta Region. He also wanted to hear about the problems.

Clement Kwei replied that an earlier project involved Central and Western Regions, but because of logistical problems it had to be narrowed down to just one region so Volta was chosen.

He said there had been a lot of problems. The project and the district assembly were still fighting over allowances. The DMC was the most active committee under the assembly, however, assembly members argued that they were the only ones entitled to a sitting allowance. The extension team were also asking for incentives because they were working harder than was usually required. The project could afford to pay them more but it had to be sustainable by the district assembly.

Community leadership was another controversial area. There was a suggestion that communities choose their own committees. But because of the danger of manipulation by pressure groups it was decided that having group representatives would be better.

Clement Kwei said at the moment the DMC was quite dependent on the project. UNDP/GWSC had fed the DMC with data and plans of simple water and sanitation facilities. That support would have to be phased out so the DMC could stand on its own feet. The Training Network Centre (TNC) was undertaking training. The DMC had already been given one day's

training, and in May a full week was planned. The extension team had also undergone training.

Emmanuel Oppong (World Vision) expressed concern that the project was imposing structures on already existent structures. Under the decentralised structure, the unit committee was the smallest unit at community level. A district health management team (DHMT) was already responsible for primary health care. He did not want to see conflict arise.

Dr Boakye explained that the unit committee (which was replacing the town or village development committee) was represented on the village level watsan committee. He said the DHMT was not under the district assembly's jurisdiction. However, the district medical officer of health was on the social services sub-committee and that sub-committee was represented on the DMC. So there was a link.

Peter Kpordugbe (NSS) said there was a danger of not taking on the strengths of old structures when proposing new ones. He asked why the unit committees were not being used as the village level organisation rather than the watsan committee. He cautioned against meeting fatigue. An 11-member DMC would be difficult to convene. There might be initial enthusiasm while UNDP was involved, but sustaining that could be a problem.

Clement Kwei replied although town development committees had been dissolved, unit committees were not yet in place. The CDRs and chiefs were running communities. A watsan committee was more representative.

Discussion groups

Participants split into four groups to discuss the implications of the outlined approach for the actors in the water sector. The following report backs were given

Group A - NGOs.

NGOs are already working with the district structures; so the group questioned the need for a new structure. The pilot structure looks very appealing, but will it work? The group was not sure if there were enough resources at the district level to make it work. It was felt that NGOs wanted to work directly at village level and would not like to hand over this responsibility to another body. They would be quite happy to work **under** a district structure (within a framework set by the district) but would be reluctant to work **through** the district (using district agents to carry out community animation).

gement. NGOs should be open to share this experience with the district assembly. The initiative for the contact should come from both sides.

Group B - The district assemblies

Each district assembly should develop a long term working plan and a programme of action, that is, a three to five year programme plan. The plan should be prioritised. It should evolve from the grassroots through the assembly members and the relevant sub-committees to the district assembly.

A number of factors are entailed:

- human resources
- financial resources
- material resources
- methodology

The practical implication is that the human resources of the district assemblies should be expanded and strengthened. Assemblies' financial bases should be expanded by:

- i) government
- ii) partnerships with other districts
- iii) partnerships with the private sector
- iv) tapping external resources eg. NGOs, donors

The districts' material resources for the undertaking of water and sanitation programmes are woefully inadequate. Internal or external sources need to be found to improve logistics and find equipment. The methodology for implementing district programmes (the unit committee) is not in place. Assembly members cannot meet their electorates often, creating an information gap which makes it difficult to develop and implement programmes.

The district assemblies need to recognise their partners - government organisations, NGOs, multilateral or bilateral agencies. These groups have rich experience of participatory development which they can share with districts.

Group C - Government

Current thinking about rural water and sanitation is that government should be a promoter instead of a provider. However, district assemblies are not strong enough yet to carry out their development function. The role of decentralised departments does not seem to be clearly defined.

Initial problems include:

- a lack of resources both human and material
- the need to recruit better qualified staff and re-organise existing staff.

Under PNDC law 207 the district assemblies were given the mandate for the socio-economic development of their districts. Assemblies should put their problems before the decentralised institutions and receive advice on how to solve them. If district assemblies fail to do this, the decentralised institutions can approach the assemblies and educate them on the problems and solutions.

Implications

- i. There is a need for reallocation of resources eg. shifting staff to put the right people in the right place, and reassigning vehicles to where they are needed
- ii. Since heads of decentralised departments are co-opted members of the assembly they should use that position to educate assembly members on their roles and how to plan their work
- iii. Government institutions should be developed to deal with the district-centred approach.

D - Donors

The decentralised approach will change the role of donors. They will no longer be able to come in with preconceived packages, but will have to respond to requests from the district. The sector ministry will have to be consulted first of all as it maintains overall responsibility for planning. But detailed distribution of funds will be under each district's control. Donors, therefore, will need to work within a clearly stated policy from government.

There is a strong need for human resource development and training for DMCs, extension workers, district, regional and national GWSC officers. External support agencies (ESAs) should include a national training programme.

Donors need to be sensitive to the amount of extension work needed for the district-centred approach. They will need to allocate enough resources so that externally financed programmes will balance technical inputs and human resource inputs.

Donors have a responsibility to remind districts of the social aspect of water and sanitation provision. It is quite likely that the district will only ask for hardware and not for extension.

Introduction of PNDC Secretary for Works and Housing

The PNDC Secretary for Works and Housing, Mr Ampratwum paid a brief visit to the conference and was invited to address participants. He urged the conference to come out with strategies to make safe water available in every part of the country by the year 2,000. He said if there was anything his ministry could do to help organisations represented at the conference they should let him know. He was trying to abolish bureaucracy in his office, so visitors only needed to contact his secretary and arrange when to see him.

How do NGOs interact with the district now ?

Summary of a presentation by Mr Bismark Nerquaye Tetteh, Project Manager for World Vision Ghana Rural Water Project

World Vision International's (WVI)'s objective is to bring together both material and human resources to enable our brothers and sisters in rural Ghana to improve their environment for the benefit of their children.

For the past ten years WVI has been interacting with the district in a piecemeal fashion. For example, contacts used to be made at the community level before discussions were held with the district administration. Looking at it from the "grassroots" perspective this was necessary. However this issue has been thoroughly examined by WVI and new approaches have been introduced within the last three years.

Development approach

In the past WV Ghana has been operating in nine out of ten regions of Ghana, in scattered communities in different districts. The logistics and administrative problems associated with this are obvious to all. It also raised questions about the efficient use of funds. These weaknesses have led to a new district based model, termed area development.

This model concentrates resources in a specific area. The benefits are many, administrative and logistic control are maximised. Scarce financial resources can be efficiently directed. Interaction with the district is made easier. More importantly, the potential and needs of the small area (the district) can be identified more readily. Monitoring and evaluation can be carried out more efficiently and duplication of efforts can be avoided.

This focus fosters practical working relationships between all parties involved in the development exercise. We call those parties stakeholders.

Procedures of area development

In order for area development to work efficiently, the procedures should ensure participation of all stakeholders. The following issues are crucial in establishing sound procedures for development:

- assessment of needs
- choice of programmes

- ranking of programmes
- financing of programmes
- assessment of local resources
- project design
- project implementation
- project operation and maintenance
- project monitoring
- project evaluation
- replication of project.

The project area is the greater Afram Plains of Ghana comprising Atebubu and Sene districts in Brong Ahafo Region; Ejura Sekyedumasi, Sekyere-West, Sekyere-East, Asante-Akim North districts in Ashanti Region; and Kwahu South and Kwahu North districts in the Eastern Region.

In October 1990 we initiated a number of meetings at the national, regional and district levels to introduce the proposed project to all stakeholders. By December 1990 we had met with:

- head office officials of GWSC
- all Regional Secretaries of the beneficiary regions together with their heads of departments
- all District Secretaries of the beneficiary districts with their heads of departments and assembly members

All these meetings were very well attended and established relationships between WVI staff and stakeholders at the regional and district levels.

These meetings were followed up by our technical personnel who interacted with officials at the district level and various organs at the village level. The networks established during these encounters are buttressing the project during implementation. For example in the Kwahu South district, the District Secretary and presiding member of the assembly have just completed a project visit with us. The zonal organising assistant of the CDR is a key member of our health education and community participation team. The Omanhene (paramount chief) of the Kwahu traditional area has provided camping grounds for the project field staff at Abene and he recently organised a durbar in honour of a visiting team from the donors.

Project design workshop

The active participation of all stakeholders in the design of a project is crucial to the effective implementation of the project. It gives us the opportunity to identify the needs of the area and rank them, specify resources that are available and determine the specifications of the project.

We had a successful project design workshop in Aburi in January 1991 for our proposed rural enhanced agriculture project also earmarked for the greater Afram Plains. Participants were drawn from the Ministry of Agriculture and the regions.

Project start-up workshop

In January 1991 WVI conducted a major workshop at Aburi, just before field operations commenced. This workshop was attended by officials from the following stakeholders:

- the Government of Ghana
- the Regional Administration
- The district assemblies
- Government departments in the project area.
- The Conrad N. Hilton Foundation (USA), the funder
- World Vision (USA)
- World Vision (Britain)
- World Vision Relief and Development
- World Vision Ghana.

In February we started more intensive project start-up workshops at the district level. The first of these was held at Mampong Ashanti, in the Sekyere West District. The District Secretary and his administration hosted and participated in the workshop. Assembly members of beneficiary areas were there as were heads of government departments and traditional rulers, the CDRs, 31st December Women's Movement, National Service personnel and teachers. The Roman Catholic Church was represented. Roles and responsibilities were clearly defined. Local resources were identified. Specific problems of the project area were spelt out and a project timetable was established.

We are moving into project implementation in a very confident mood. The issues of sustainability and replicability of the project were well defined.

Project implementation

During project implementation we have identified the roles, the components of the district play in achieving results on the ground.

The district assembly introduces the NGO to the people and facilitates network building with the revolutionary organs, unit committees, the traditional rulers and the people.

Our community education team has been actively helped by the zonal CDR organising assistant in Abene area of Kwahu South district. He has organised the people to clear well drilling sites, cut access roads, supply sand and stone for construction work and in some cases actually rehabilitate roads.

We are working with all stakeholders in the district to address the following aspects of project implementation:

- community education
- health and sanitation education
- project operations
- training of local personnel
- operation and maintenance of the systems
- overall management of the systems at village level
- acquisition of hand pump spare parts

Other issues being addressed are the post-drilling issues such as monitoring and evaluation of the project.

Through interacting with the district in a concentrated area, our hope is that the health and economic benefits will be sustainable and become replicable. There are more lessons to be learnt, but there is no doubt that this is a superior development strategy to any other we have practised before.

Discussion

A series of questions were put to the speaker, which he answered.

How were the regions and districts chosen ?

Mr Nerquaye-Tetteh said the choice of project area involved both technical and political considerations. WVI had worked in the Kwahu North district on behalf of the Presbyterian Church in 1980. They realised then that there was a strong need for the supply of safe water. Compared to the Upper and Northern regions the concentration of NGOs was very low in the greater Afram Plains. There had been a persistent call from government to open up the Afram Plains for development.

Regional, national and district meetings had been mentioned. What about village level? Were villagers stakeholders?

Mr Nerquaye-Tetteh replied that start-up workshops were going down to village level. The community education team would use facilitators from the district to train village level people on hygiene and management of systems. People carrying out mobilisation already such as the CDR zonal organisers and health inspectors were being identified.

Government might have the machinery to do it, but it might not have the resources. WVI tried to help by providing means of transport to assist government to carry out animation. It would also provide training for government to establish institutions such as unit committees.

Now that WVI is concentrating on this area, how will WVI boreholes in the rest of the country be maintained?

Mr Nerquaye-Tetteh said boreholes had been drilled in communities where other projects were operating. WVI was looking at how to carry out maintenance. It was considering privatising the sale of spare parts for hand pumps and leaving it in the communities' hands.

How did WVI manage to set up such a comprehensive range of meetings at all levels?

Setting up the meetings was a mind boggling business.

Since NGO activity comes under the Ministry for Mobilisation and Social Welfare, WVI started with them. The amount of bureaucracy was cut down by sending written letters to those invited and sending a WVI representative to follow it up.

How can rural water delivery enhance rural development ?

Summary of a presentation by Mr Peter Kpordugbe, director,
National Service Scheme.

This presentation is an attempt to get us to look at how to use the water provision process to support the overall development of a community. I want to ask some of the groups represented here whether the majority of the population in the communities they have worked with will choose water as their priority.

Africa 2000 - Communities applying for funding usually specify improving their farming system or afforestation as their priority. However, field visits often reveal that water is the main problem and it has to be provided before other projects can succeed.

Department of Community Development - The issue of water is important in a lot of rural areas. However people may not see safe water as a priority even if it is the clearest need. Prestige projects might have greater appeal. For example a community where guinea worm is a problem may be more interested in building a community centre.

Binaba Area Community Health Project - Access to water and income generation for feeding, clothing and educating children are the major issues.

World Vision International - The applications we receive are always for water. Other things are referred to our operations division.

Akuapem Underground Water Development Committee - Normally people ask for water. But when you get to the village you realise they do not just need water, they need afforestation or access roads. So sometimes we help them construct access roads before they go into construction of wells.

Village Water Reservoirs- All requests reaching the project are for the water.

Water Utilization Project - Hand pumps were already installed before the project started, so water is not such an urgent need any more although many communities have grown and need more water points. Income generation to pay the water tariff is an increasing need.

Most people's minds in most communities are not 100 per cent on water. But most of us agree that water is very important to the development process. I do not want to concentrate on the old issue of the centrality of water to good health. I want to move on to look at mechanisms to link water delivery to the development of communities. A simple first step could be to ensure that in every place where there is a well the villagers and project workers draw a map of the village. The mapping can lead to a discussion about profitable use of land.

Generally, Ghana is moving away from funding all the development projects in a community. The thinking now is that communities will have to look after themselves but be supported by the district, the region and from the national level. Communities are many, but resources at central level are restricted. We have to look at how communities can grow in their management ability and resource mobilisation so they can move from one project to another. Development means there is a continuous call on communities for classrooms, health posts etc. It is an endless call, there is no getting away from it.

Communities need to mobilise resources and importantly, to account for the resources that they mobilise. In many cases community leadership has broken down. Leaders are unable to say where they have channelled resources. A lot of communities which are very small can generate more resources than larger communities. Factors contributing to this are good leadership, a positive attitude and previous achievements which empower communities to move on further.

The choice of technology has a bearing on a community's ability to use a water project as a spring board. I am not sure that expensive systems are sustainable. Often they are far beyond the means of communities to finance, forcing them to seek external support. Is it possible to go for hollow blocks instead of concrete lining? Is it possible to opt for a rope pump instead of the Nira pump? We can destroy communities' resource mobilisation if technologies used are too expensive.

After provision, the water source needs to be maintained. The communities have to devise systems to make sure the facility continues to serve them. The whole process is a culture which does not just apply to water. The skills learnt can be used in the maintenance of a community farm or classroom.

We have to look at how to use local and foreign NGOs working at every district to give support to extension workers. Pressure has to be put on government organisations to carry out their function. NGOs should identify gaps in the district structure and try to strengthen them to make the system work better.

Discussion

Ron Bannerman (WaterAid) questioned the use of the word sustainability. It has to be linked to time. Nothing was sustainable forever, he said. Like any business, development projects needed large amounts of money invested. That collective investment power was available in this room. He did not see anything wrong with subsidising development. In Europe, the European Community agricultural policy involved a massive urban-to-rural subsidisation.

Bismark Nerquaye-Tetteh (WVI) pointed out that the choice of technology depended on the system's ability to deliver water. In the 1983 drought the only systems which could be relied upon to deliver water in the Upper East were boreholes.

Harry Reynolds (WVI) outlined WVI's privatisation of hand pump repairs in Senegal. WVI only makes sure that the spare parts are available. Bush technicians carry out the repairs. Five thousand CFA are charged for every repair. Half goes to the bush technician and the other half into a community fund.

Hans Vos (Village Water Reservoirs) cautioned against trying to use water as an entry point unless community members identify it as their need. He told a story of a coastal community which used the beach for toileting purposes. A visitor saw them and decided they needed a latrine. However, their priority was different. They wanted a brass band.

Peter Kporudugbe replied that water-providing agencies should make sure that communities they have helped know that the source of clean water has ridded them of disease. They can then spread the message to other communities.

A discussion took place on water quality and communities' refusal to drink from pumps where the iron content is high. WVI revealed that it was setting up a project near Pantang, Accra to test ways of removing iron from water.

Day three

Sunday March 10,

Chairperson: Mr Charles Arday
Legal Advisor, Cocoa Board
Host, Topic, a GBC TV current affairs
programme

Choice of hand pumps

Summary of a presentation by Mr Pekka Koski, representative of Vammalan Konepaja the manufacturers of the Nira AF85

In 1987 the World Bank tested 72 hand pumps. The NIRA AF85 was found to be the best pump in the low lift category. Nira pumps can cover approximately 60 per cent of Ghana. One model is suitable for depths of up to 12 metres while another goes down to 22 metres. The average cost is between US\$350 and US\$700, depending on the depth.

Its great advantage is its simplicity. In Kenya 2,000 women have been trained to maintain and install it. Only three inexpensive tools are needed - an allen key, a spanner and an F type key. The parts are very lightweight and are easily removed. It is calculated to need repairs every three years.

Plans are being made to partially manufacture it in Ghana. At the moment six per cent of Nira components are being made here while the other 94 per cent are imported from Finland. We aim to reverse this proportion in about two years. It will never be possible to manufacture 100 per cent in Ghana. Even well developed countries such as Germany import steel from Sweden. But there is the capability in Ghana to import raw materials and make the component parts. The Tropical Metallic Construction Company (TMCC) which designed and built the Kaneshie overhead bridge is about to enter into a joint venture with Nira.

A working pump had been installed in the yard outside the conference room. A demonstration was given of how easily the parts were dismantled. A WaterAid staff member with little previous technical experience, Angela Odonkor, had received brief training the night before. She took the pump apart in a few minutes to the applause of participants.

SOURCES	COMMUNITY LEVEL				DISTRICT LEVEL						REGIONAL LEVEL			NATIONAL LEVEL							
	CAPITAL COST	OP/MAINTENANCE	MOBILISATION	TRAINING	CO-ORDINATION/RESOURCE MOBIL	TRAINING/PLANNING	DATA BASE DEVELOPMENT	PLANT & EQUIPMENT	MANPOWER/PERSONNEL	EXTENSION SUPPORT/LOGISTICS	CO-ORDINATION	MANPOWER/PERSONNEL	TRAINING/PLANNING, TECHNICAL SUPPORT	PLANT/EQUIPMENT	EVALUATION	CO-ORDINATION	TRAINING, TECHNICAL SUPPORT	MANPOWER/PERSONNEL	DATA BASE DEVELOPMENT	RESOURCE MOBILISATION	POLICY ANALYSIS
GOG	X				X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
DISTRICT	X		X	X	X		X	X	X	X											
DONORS Bi/Multi	X			X		X	X	X		X	X	X	X	X	X	X	X	X	X	X	X
NGO	X		X	X	X		X	X		X							X		X		
COMMUNITY	X	X																			
FINANCIAL INST. LOCAL (INCL. CO-OPS)	X							X					X							X	
PRIVATE	X							X					X					X		X	

SOURCES	COMMUNITY LEVEL				DISTRICT LEVEL						REGIONAL LEVEL			NATIONAL LEVEL								
	CAPITAL COST	OP/MAINTENANCE	MOBILISATION	TRAINING	CO-ORDINATION/RESOURCE MOBIL	TRAINING/PLANNING	DATA BASE DEVELOPMENT	PLANT & EQUIPMENT	MANPOWER/PERSONNEL	EXTENSION SUPPORT/LOGISTICS	CO-ORDINATION	MANPOWER/PERSONNEL	TRAINING/PLANNING, TECHNICAL SUPPORT	PLANT/EQUIPMENT	EVALUATION	CO-ORDINATION	TRAINING, TECHNICAL SUPPORT	MANPOWER/PERSONNEL	DATA BASE DEVELOPMENT	RESOURCE MOBILISATION	POLICY ANALYSIS	
GOG	X				X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	
DISTRICT	X		X	X	X		X	X	X	X												
DONORS Bi/Multi	X			X		X	X	X		X	X	X	X	X	X	X	X	X	X	X	X	
NGO	X		X	X	X		X	X		X							X		X			
COMMUNITY	X	X																				
FINANCIAL INST. LOCAL (INCL. CO-OPS)	X							X					X							X		
PRIVATE	X							X					X					X		X		

Discussion

Erich Baumann (World Bank) outlined his organisation's trial programme involving Nira pumps around Bolgatanga. Spare parts distribution and after sales service were being tested. A private sector dealer had been selected to sell spare parts directly to the communities. Another 50 pumps were about to be installed in the same area.

Ron Bannerman (WaterAid), whose organisation is also involved in the trial, invited participants to come and view the experiment once the 50 pumps had been installed towards the end of the year. If enough interest was shown a training group could be put together to go up to Upper East.

Peter Kporlugbe (NSS) asked about the implications for well design to prevent contamination since the Nira pump required users to stand over the pump.

Erich Baumann said the Mole II conference recommended that hand dug well structures were standardised. He said the World Bank had designed a well base which it wanted GWSC to recommend as a standard design. It included an access hatch for a bucket in case the pump failed. It could be used no matter what pump is fitted.

Erich Baumann outlined the main type of hand pumps being used in Ghana.

India Mark II - They are very reliable. More than 1.5 million are being used throughout the world. They are suitable for deep installation (up to 45 metres). In Ghana the 3,000 wells project used a Ghanaian modified version with stainless steel rising mains and rods. There are 3,200 of these installed in the south of Ghana.

Moyno - The CIDA project fitted these in the Upper regions 12-15 years ago. They are now in the process of changing them to a more easily maintained pump, the Afridev.

Afridev/Aquadev - CIDA has now started fitting a Canadian - made model, the Unidev. In the Northern Region Rural Integrated Programme, WVI uses the Afridev/Aquadev. They are designed for village level operation and maintenance. The pumps can be used up to 45 metres in depth, so they cover depths beyond 16 metres where the Nira is unsuitable.

UST pump - This indigenous design has not been tested extensively. About six pumps have been tested with mixed results. With some improvements it may be viable.

The challenge is for UST to move it out of the university into the private sector.

Implementation requirements of the district-centred approach

Participants split into three groups and the following report backs were given.

Group A - Training

The group used the recommendations from the Ministry of Works and Housing/World Bank conference as a basis for discussion. Dr Monney (TNC) outlined the thrust of the conference recommendations:

- Rural and urban water supply operations should be separated
- Decentralisation should be the basis of water provision
- Hand pump installation and maintenance should be privatised
- Training is crucial to the proposed new system. Funding for the following regions would be picked up by specified donors:
 - * Upper East Region - Canadian government
 - * Ashanti Region - German government
 - * Central Region - French government
 - * Volta Region - UNDP.

Definition

Training has to be broader than just classroom education. It should combine both practice and theory. The object is to impart skills not academic knowledge.

Targets

- community development agents
- water and sanitation specialists
- decision makers (eg. assembly members)
- members of community water committees
- private sector - hand dug well contractors
 - latrine artisans
 - pump mechanics

Training needs

TARGET GROUP	FUNCTION	TRAINING NEEDS
community development agents	animation	communication skills
water & sanitation specialists	planning & implementation of projects	technical skills data collection & analysis theoretical background planning communication skills
decision makers	overseeing project planning and implementation	sensitisation to health & sanitation programmes data collection project scheduling
members of community water committees	construction & maintenance health education revenue mobilisation monitoring & evaluation	technical skills health education numeracy financial administration organisation skills running meetings problem solving
private sector	installation and maintenance	technical skills business management

Trainers

Training Network Centre should network with the training departments of all NGOs. It should link up with GAPVOD and send out a questionnaire to NGOs to assess what training capacity and resource materials already exist within the NGO community. Then it should prioritise training needs. TNC should consider holding a workshop to link up trainers from different organisations.

Mechanism

A rural water training centre to be set up at Kumasi should be used. Field work could be carried out at the pilot project in Ashanti Region.

Discussion

Oduro Donkor (ISODEC) questioned why money should be spent on training private contractors to enable them to make a private profit. **Dr Monney (TNC)** said separate funds would be solicited for training private sector operators.

Bernard Akpokavie (CEDEP) asked whether TNC really had the time, resources and expertise to carry out such an extensive training programme. Dr Monney (TNC) replied that personnel from various departments such as GWSC and DCD were likely to staff the rural water supply training centre when it was opened.

Peter Kpordugbe (NSS) commented that TNC was just an experiment. Training needs should rather be addressed to GWSC.

Group B - Resources.

The objective of mobilising resources is to see how actors in the rural water sector can support the government's decentralisation policy.

Background

In 1989 the PNDC government realised GWSC was biased towards urban rehabilitation. External support agencies were prepared to give more money to rural water but they needed a clear framework to work through. A Ministry of Works and Housing/World Bank conference in February this year tackled the reorganisation of GWSC. It recommended that GWSC be decentralised and private sector involvement encouraged. GWSC should plan and package contracts for rural water and sanitation in conjunction with the district. Community ownership and management should be promoted

Needs

- | | |
|-----------------------------|---|
| Village level | -- awareness creation, mobilisation, training and capital costs |
| District and regional level | — personnel, planning, equipment, training regional level |
| National level | — policy making |

Sources

- i) NGOs
- ii) multilateral and bilateral agencies
- iii) government
- iv) district
- v) villages
- vi) private sector
- vii) banks

The conclusion was reached that at village level the district and NGO should be the primary source of support. At district, regional and national levels, the Government of Ghana and ESAs could provide the necessary resources. The private sector's role is to act as a source of capital for equipment and machinery. The exception is village level operation and maintenance which is the responsibility of the community.

Discussion

Joe Gadek (World Bank) said resource mobilisation was dependent on a clear plan. The World Bank had tentatively earmarked US\$40 million for the rural water sector but it was dependent on a clear plan for its use including training and mechanisms for accountability. Eventually districts should know what cash they had available and should have more say on how it is spent.

A request was made for the Ministry of Works and Housing/World Bank report to be released to participants. There was a feeling that the conference was constrained by the fact that a restricted report on a previous conference was being circulated. Some people had seen it and others had not, yet it had a strong bearing on much of the discussion at this conference.

Judith Thompson (ISODEC) asked how NGOs could have an input. Joe Gadek (World Bank) said those NGOs represented at the workshop would have copies of the report to comment on its accuracy. There was likely to be a six months to one year period of consultation.

Group C - General mobilisation to achieve community participation

Definition

Mobilisation means the preparation and creation of awareness. Community can be defined as a group of people living in a common space under a common social organisation, aspiring to enhance their development.

Entry

The approach to the community must be done with deep respect for their values. Recognition must be given to existing institutions. Water and sanitation providing agencies should do their homework of getting to know the community. Useful players and partners should be identified such as opinion leaders.

Start-up

Mobilisation should be carried out to promote an exchange of ideas which will help formulate a community's needs. Extension workers should strive to establish a link between the people who can give information and others (NGOs, government agencies) which need the information. A mutual relationship should develop within which information begins to flow to and from the community. It must be recognised, however, that information gathering is not going to be easy. Planning departments are not yet in place in most districts.

Use of information

Data collected must then be analysed. Resources must be mobilised for this. It could involve using other agencies such as universities which may do it free for research purposes. In conjunction with the people this information needs to be prioritised. Involving the people in analysing information creates awareness. Mobilisation starts with awareness. District assemblies themselves need to be made aware and mobilised.

Planning

This stage is crucial. A programme needs to be planned **with** the people, **not** for them.

Rapporteur's summary

Summary of a presentation by Kate O'Malley of the National Service Secretariat

NGOs, the district and water as an entry point is a weighty title. Mole I and Mole II were much simpler in that they looked at the issues of technical provision of water, health education and community participation. Long lists of recommendations were produced. It is debatable how many of these were actually followed up, but perhaps the success of the last two Mole conferences was in their educational effect.

Many of the issues discussed here have been taken on board by participating organisations. The need for including software (community animation, health education and skills training) in project design, budgeting and implementation is now widely accepted.

Mole III at Elmina did not produce a list of recommendations. The issues are, in a sense, more complex. The focus is on the district structure which is only in its embryonic stage. Many of the issues raised here involve identification of weaknesses and suggestions for supporting the structure.

A lot of conference discussion has been skirting around a strategy, without that strategy being presented to the floor. The Ministry of Works and Housing/World Bank conference at Kokrobite recently proposed a major reorganisation of the rural water sector. The recommendations coming out of that conference are to form the basis of top level government discussions. It is hoped that by the time this Elmina conference report is put together the Kokrobite recommendations will be available as an appendix. In that way more NGOs can be educated on this major policy discussion.

Commitment towards the district-centred approach

Participants at this conference clearly support the government's moves to decentralise planning and delivery of water systems. The district-centred approach makes practical sense. Ghana does not have the resources for central government to provide and manage every water point in the country. It makes sense in terms of the development philosophy that planning should start from the needs of the people, not a top-down approach of a centralised bureaucracy trying to assess needs nationwide.

Strengthening of the district

While there is a general commitment to support the district-centred approach there is a clear recognition that the district structure is only in its infancy. Like all infants, it needs nurturing and we can expect teething problems for some years.

The district is weak in the following areas. It suffers from:

- a lack of planners
- a lack of training, especially of district assembly members
- a lack of resources

As Dr Amonoo pointed out, Ghana is not producing enough planners to enable full district coverage. For NGOs and donors that should mean using their resources to help the district carry out its planning function. For donors it may involve putting money into the training of district planners or devising training systems. NGOs working on the ground can help the district compile water resource inventories and needs assessment surveys.

Resources need to be put into educating district assembly members about their role and the issues confronting the district.

The lack of resources at district level needs urgent attention. Districts are being asked by central government to generate their own funds. ESAs and NGOs can help provide resources. There was a feeling at this conference that NGOs would be reluctant to put resources into district institutions when their priority is to reach people at the grassroots level. Their assistance does not need to be seen in terms of providing motorbikes or computers for the district, but help can be given to district assemblies on how to mobilise funds.

We were given a presentation on the UNDP/GWSC pilot model for district management and planning of water supply. The speakers stressed that it is still in the pilot stage, so any attempt to assess it is way beyond the scope of this conference. In the meantime there is no uniform structure in the district. Many of the issues raised by the pilot are being tackled by NGOs in the districts they work in. Obviously NGOs will continue to work with whatever exists at the district level and will co-operate with new systems as they evolve.

Training

A huge need was identified for training at:

- community level
- district level - both technicians, community mobilisation agents and district assembly members
- private sector - contractors, mechanics and spare parts stockists.

There was general agreement that the TNC exists to network the training needs and capabilities in the rural water sector. TNC's first step must be to compile a training register of existing training programmes and to use it to look at how NGOs can share their training programmes and materials. Perhaps training could be the topic for the next Mole conference.

Water as an entry point

Time and time again it has been said that water is a basic human need. Without water there is no life. Without a safe supply of water people's lives can never be healthy. The director of NSS talked about using the water provision process to build up a community's ability to embark upon other development projects.

In the course of a water project a certain level of community leadership, technical skill and management ability will have been built up. This needs to be sustained and developed further. Links need to be made with other issues such as sanitation, afforestation, income generation, literacy, improved farming practices and environmental protection to name but a few.

Evaluation

One participant each from the different sectors represented was asked to give a personal evaluation of the conference.

Sister Miguela (Catholic Secretariat)

I belong to a small NGO which works closely with the district. I am now 100 per cent convinced of the importance of the district-centred approach. We have to support the district. I realise we have been doing that for the past one and a half years. It has been good to meet so many other people who are also trying to improve the conditions in Ghana.

I sometimes thought the conference was too theoretical and not down to earth enough. Paper is very patient. Reality is often different. However, we do have to plan, and planning is theoretical rather than practical.

Ernest Doe (GWSC)

The conference gave a lot of us involved in the rural water sector a push. A lot of NGOs are doing their best to achieve their goals. We Ghanaians will have to guide them so that they are better able to do what we want them to do.

The discussion on resource mobilisation and training has been very exhaustive. But I fear that we say things here and we do not actually do anything. Most of the government departments are not able to carry out the assignments we give them because of funding. We should co-operate to find funding. I hope that the TNC's plans to give us training can be put into action soon.

Joe Gadek (World Bank)

This has been a good forum for interfacing between NGOs, government and ESAs. It is beneficial for government, multilaterals and bilaterals to attend and see what people's accomplishments and problems are.

I am pleased to see everyone is moving in the direction of community management. It is receiving global attention. The main concerns of the Ministry of Works and Housing/World Bank conference at Kokrobite are not much different from what resulted here. I will be happy when the Ministry of Works and Housing comes out with a clear cut policy. We will all know where we stand then.

None of the groups represented here are competitors. We depend on each other. It is important we keep the lines of communication open. All actors have their strengths and weaknesses. The World Bank's weakness is that it does not relate well to grassroots organisations. If people have problems with the way we are working they do not need to wait for a

conference like this to raise them. We have an office in Accra. Come and tell us if what we are doing interferes with your work.

Nick King (WaterAid)

Congratulations to participants for their energetic contributions and having the stamina to stay until the end.

The title leads me to a simple conclusion. We have to co-operate with the districts. It is useful to understand how the district works and to produce an environment that enables it to work. Yes water is an entry point. The problem is so important that it mobilises the whole community. The process of water provision gives people the chance to learn how to solve their own problems.

Thanks to the following people who contributed to this conference:

- The PNDC Western Regional Secretary*
- The PNDC Secretary for Works and Housing*
- The Director of NSS, and NSS staff who worked behind the scenes*
- ISODEC*
- Chairpersons*

Vote of thanks

Judith Thompson (ISODEC) thanked the following people:

- Angela Odonkor (WaterAid) who did most of the work in organising this conference*
- NSS, especially the catering staff*
- the two chairpersons*
- the speakers.*

Closing remarks

Dr J G Monney (TNC) said he was gratified that this conference had come so close to the Ministry of Works and Housing/World Bank conference. The title was very relevant.

He suggested that at the next conference papers should be made available to participants in advance or at least during the conference. He found it disheartening to learn about various assignments not being carried out from previous Mole conferences. Follow up actions to this one need to be put into place. It would be appropriate for other NGOs to think of supporting future conferences financially.

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MINISTRY OF WORKS AND HOUSING / WORLD BANK
RURAL WATER SUPPLY AND SANITATION
KOKROBITE WORKSHOP RECOMMENDATIONS

FEBRUARY 1991

In the spirit of the Global Consultation on Safe Water and Sanitation (New Delhi, September 1990), the African Regional Consultation (Abidjan, May 1990), the United Nations General Assembly Resolution of December 21, 1990, and building on the recommendations of the Water and Sanitation Conference held in Accra in September 1987, the 60 participants from sector institutions and external support agencies (ESAs) at the Kokrobite Workshop on Rural Water Supply and Sanitation (RWS) Sector Strategies (February 25-27, 1991) submit the following recommendations for the development of the National Rural Water Supply and Sanitation Programme.

INTRODUCTION

1. More than 60% of Ghana's rural population of 9.7 million is without access to potable water supply; many more are without access to adequate sanitation facilities. The National Rural Water Supply and Sanitation Programme aims to ensure that these basic needs are met. The primary objective of the programme is the establishment of a self-sustaining RWSS sector, and the provision of reasonable access to safe water to all communities that are willing to contribute towards the capital cost and to pay for all the operation and maintenance costs of an improved supply. The second objective of the RWSS programme is to promote low-cost sanitation in all communities, and to establish within the private sector the capacity to construct and maintain low-cost, reliable water supply and sanitation facilities.

2. These objectives would be achieved through the adoption of a strategy anchored within the framework of the Government's decentralisation policy. This strategy would include:
 - * community management of services, meaning ownership and control, as the central element of the strategy;
 - * a central role for the district assemblies in supporting community management;
 - * a key role for the Government in promoting service provision;
 - * a role for the formal and informal private sector in provision of goods and services;
 - * ensuring equity and widespread coverage through targeted subsidies supporting basic service levels;

- * a demand-driven programme, with self-selection and clear commitment by communities to enhance sustainability; and
- * a special focus on women, as both the users of water as well as planners, operators and managers of community level systems.

INSTITUTIONAL ARRANGEMENTS

3. To implement the strategies and thus meet the national RWSS Programme's objectives, specific institutional arrangements must be adopted. The Ghana Water and Sewerage Corporation (GWSC) is the sole institution with the staff, skills and mandate to guide RWSS development. However the status accorded to RWSS activities and the staff resources dedicated to them are inadequate. Substantial restructuring of GWSC is therefore recommended, without jeopardising GWSC's current and future obligations to the urban sector.
4. A separate division for RWSS within GWSC, under a deputy managing director, is proposed. The division would be structured in accordance with government decentralisation strategy, with functions at the different levels as follows:
 - * Central: policy support, planning, resource mobilisation;
 - * Regional: monitoring, co-ordination, and technical services; and
 - * District: support to the district assembly in planning, design, contract preparation and extension; and support to community-level construction of simple water supply and sanitation systems.
5. The Rural Division of GWSC would be responsible for planning all RWSS services provision in all communities of under 5,000 people. Assistance from the urban division may be needed if the system planned cannot be locally managed. Special and explicit arrangements need to be developed and adopted for supporting and sustaining the operation and maintenance of the approximately 8,600 handpumps currently serving populations of less than 5,000 people.
6. Other government institutions with important roles to play include:
 - * Ministry of Works and Housing has a key role to play in policy adoption, regulation, resource mobilisation and national programme monitoring and co-ordination;

- * Ministry of Health, through its staff at the district level, would be responsible for promotion of sanitation and for health education, supported with specialist services from the regional and central levels;
 - * Ministry of Local Government, as the nodal ministry for decentralisation to district assemblies and unit committees which would have primary responsibility for planning and extension; and
 - * Department of Community Development, which has had a long-standing role in community mobilisation, training and support, will continue with this role.
7. The private sector, comprising both the formal sector (consulting, contracting and manufacturing companies) and the informal sector (eg. masons and mechanics), has the major role to play in the provision of goods and services. Government must adopt a programme of support to the private sector, limiting its own direct implementation activities and creating an enabling environment through the provision of credit, training, certification, regulation and quality assurance.
 8. External Support Agencies are needed to provide financial and technical support. With the development of a RWSS policy framework and national RWSS programme, ESAs will be able to finance elements of the national programme in a rational and coordinated manner, through the Ministry of Finance and Economic Planning.
 9. Non-governmental organisations (NGOs) play an important role in reaching the poorest communities. However, their activities should comply with national policies and fit within the overall national RWSS programme. Women's organisations have a special role in enhancing the role of women at all levels in the national RWSS programme.

FINANCIAL ARRANGEMENTS

10. Capital costs will need to be heavily subsidised. Subsidies need to be carefully targetted to provide widespread coverage at a basic level of service (defined to be a standpipe or hand-pump for 300 people). Service levels above this basic level should be encouraged; however, all incremental costs should be fully recovered. At the basic level of service, communities must contribute in cash to capital costs to establish ownership. A formulae to determine the level of this contribution needs to be developed. Sustainability is enhanced if communities purchase their handpumps as this creates a market for spare parts and replacement pumps.
11. The full cost of operation, maintenance and management would be met by the community. Funds will need to be established by the community to cover the cost of equipment replacement. Major rehabilitation will continue to need

subsidising. In addition, the costs of outreach/extension will need to be specifically allocated by Government.

12. A financing strategy for the national RWSS programme will require a cost-sharing partnership between Government and communities, with substantial concessionary financial support from the external donor community. If full coverage is to be achieved over 10 years, investment levels several times those of today will be needed. Whatever these investment levels, Government will need to ensure its ability to allocate resources to cover the operation costs of the national RWSS programme.

PHYSICAL IMPLEMENTATION ARRANGEMENTS

13. Communities should choose the type of water supply and sanitation facilities that they want, can afford and have the capacity to sustain. Specific recommendations regarding technology choice include:
 - * a direct action (low-lift) and a high-lift handpump must be identified and adopted for the national RWSS programme to limit arbitrary introduction of diverse models and to create a sufficiently large market for local manufacture and spares distribution;
 - * solar pumping, which has a potentially widespread application in Ghana, should be tested within pilot projects;
 - * due consideration should be given to the adoption of other water supply technologies, such as the use of protected surface sources;
 - * sanitation technologies need increased attention, to ensure affordability of latrines and to incorporate drainage and solid waste management components within the national RWSS programme.
14. The construction of RWSS facilities requires increased effectiveness, reduced costs and greater accountability. Achieving this will require that:
 - * the private sector must become the provider of goods and service. Both small and large contracts should be awarded through pre-qualification and competitive bidding. Government has a key role in supervision of contracts and in quality assurance;
 - * a comprehensive assistance programme to the private construction industry is needed, including both technical and financial assistance, as well as ensuring reasonable access to the market.
 - * an independent study of the viability of the drilling unit of the GWSC should be undertaken within one year. The study should also consider capacity building within the local drilling industry.
15. Sustainability of the national RWSS programme will be based on community management of services. If this is to be successful, Government must adopt specific measures including:

- * policies that allow private retailers to make sufficient profit encouraging them to distribute and sell both pumps and spare parts. Pumps and spare parts provided free to communities would jeopardise the sustainability of spares distribution networks;
- * assistance in the training, pre-qualification and selection of local mechanics for the operation and maintenance of small systems. Communities will, if needed, contract these mechanics or GWSC urban division to maintain their facilities.

HUMAN RESOURCE DEVELOPMENT

16. Human resource development and capacity building at all levels from the community level to the centre are the key to the success of the national RWSS programme. A major horizontal training programme, to address sectoral needs rather than specific project needs is proposed and a detailed plan was reviewed and endorsed. Specific actions should be taken to ensure participation of women at all levels in this training programme. It is recommended that the training institutions of GWSC, TNC/UST, MOH, and DCD should be strengthened and their activities be coordinated. It is further recommended that the training programme should initially be implemented in four pilot regions.
17. The importance of major outreach/extension efforts to promote community organisation and responsibility must be recognised. A programme should be allocated to both major initial extension efforts and longer term extension and training activities.

ACTIONS

18. Moving from the present free-standing RWSS projects to the national RWSS programme will require careful planning and specific actions during a transition period. During this period, a shift to a demand-driven and community-based RWSS programme, with Government undertaking a strong promotional role and the private sector providing goods and services, will be completed. The transition should be completed by December 1995. Actions are perceived on the following three time horizons:
 - * **Phase One, short-term (1 year):** specific actions needed to ensure policy adoption and widespread dissemination, programme design, and project preparation for the national RWSS programme;
 - * **Phase Two, medium-term (3 years):** laying the foundations of the national RWSS programme through implementation of a pilot phase of the programme in four regions; development and refinement of practices and procedures; and an extensive capacity building programme;

Phase Three, longer-term (5 years): full-scale adoption and implementation of the national RWSS programme.

19. Phase One actions, needed to define and launch the national RWSS programme, include:
- a. Complete the sector strategy and action plan (action MOWH and UNDP/WB Programme, April 1991)
 - b. Establish inter-agency coordinating committee to follow up the recommendation of the action plan; the committee should comprise sector institutions, ESAs (including NGOs) and the private sector, under the chairmanship of the Ministry of Works and Housing (action MOWH, April 1991);
 - c. Government review of the proposed strategy and adoption of appropriate policies by the Committee of Secretaries, to provide overall leadership and direction and to signal commitment (action MOWH, May 1991);
 - d. Ensure widespread dissemination of the strategies, through the media, local workshops etc, to obtain the support of local government, the private sector and the general public (action coordinating committee, May to September 1991);
 - e. Prepare detailed design of the national RWSS programme, based, as necessary, on additional field data collection, case studies of best-practice projects, or practitioners' workshops. The programme design would take the form of a strategic investment plan and would include detailed plans for:
 - * the restructuring of GWSC, including both the new RWSS division and commercialisation of the drilling unit;
 - * financing, to include cost estimation, cost recovery procedures and financial arrangements;
 - * selection criteria, based primarily on self-selection but taking account of special needs, such as guinea worm prevalence;
 - * coordination arrangements, both between sector agencies and between community, district, regional and central levels;
 - * training of sector staff, local government, the private sector and community members;
 - * other private sector support interventions, such as credit, certification and equipment standardisation;
 - * software activities, including extension services and social marketing; (action MOWH/GWSC, with ESA support, by December 1991).
 - f. Hold a follow up workshop to adopt and launch the national RWSS programme (action MOWH/GWSC, January 1992). A donors'

conference, either linked to or separate from the workshop, should be convened to obtain commitment to and pledges for the national RWSS programme (action MFEP, with MOWH/GWSC, March 1992);).

- g. Project preparation, either as vertical slices (by region/district) or horizontal slices (by component) of the national RWSS programme (action ESAs with GWSC, and MFEP, 1991/92).
20. Phase Two is the foundation-laying phase of the national RWSS programme. There are two main components of this phase, both of which should be started as soon as possible and are expected to continue for two to three years:
- a. The national RWSS programme should commence in at least four regions where current or planned projects provide a vehicle for full-scale adoption of the proposed strategies of the programme. The proposed regions, and their major supporters, are:
 - * Upper East Region (supported by CIDA, Canada)
 - * Volta Region (supported by UNDP and possibly by DANIDA, Denmark)
 - * Central Region (supported by Caisse Centrale, France)
 - * Eastern Region (supported by UNDP and DGIS, the Netherlands)Within these regions, it is recommended that all projects, including others implemented by NGOs, align themselves with the proposed national RWSS programme strategies. These strategies are described in outline above, and are to be detailed in the final RWSS sector strategy and action plan, and further refined in the strategic investment plan. This alignment will need to be gradually undertaken over a transition period during the next one to two years. The coordinating committee would monitor this transition and its results over the next two years (action CIDA, DANIDA, UNDP, Caisse Centrale, DGIS and the coordinating committee, May 1991 onwards).
 - b. Laying the foundation for the national RWSS programme will require a major and coordinated capacity building effort. This effort will have several elements, (to be coordinated by GWSC and TNC/UST):
 - * The core of these efforts will be developing a cadre of sector staff well versed in the skills required to support community management and capable of training others. These staff will come from training institutions (including TNC/UST), GWSC, MOH, DCD at central, regional and district levels. To further support these efforts, a RWSS training centre is proposed at the GWSC training school at Owabi.
 - * A second element of this strategy is the development and implementation of a training and certification programme for

small-scale contractors and artisans, to allow moving to scale with major dug-well and latrine construction programmes.

- * Coupled to the above two elements will be the extensive development and testing of training materials.
- * A further element of this capacity building effort will be the implementation of the recommendations for the new RWSS institutional framework at the national, regional and district levels.

21. Phase Three will begin after Phase One is completed and when Phase Two is well underway, and will be the result of the development of new major investment projects and the realignment of all current projects within the national RWSS programme. This is expected to be fully effected by December 1995.

CONCLUSIONS

22. The workshop participants have developed these recommendations to prepare the way for a major move to scale with water and sanitation coverage of the rural population of the country during the 1990s. Implementing the recommendations will not, however, be easy, and will require commitment from all levels of society in Ghana and from the donor community. With that commitment comes a hope that the basic needs of the rural poor for water supply and sanitation can be met.

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