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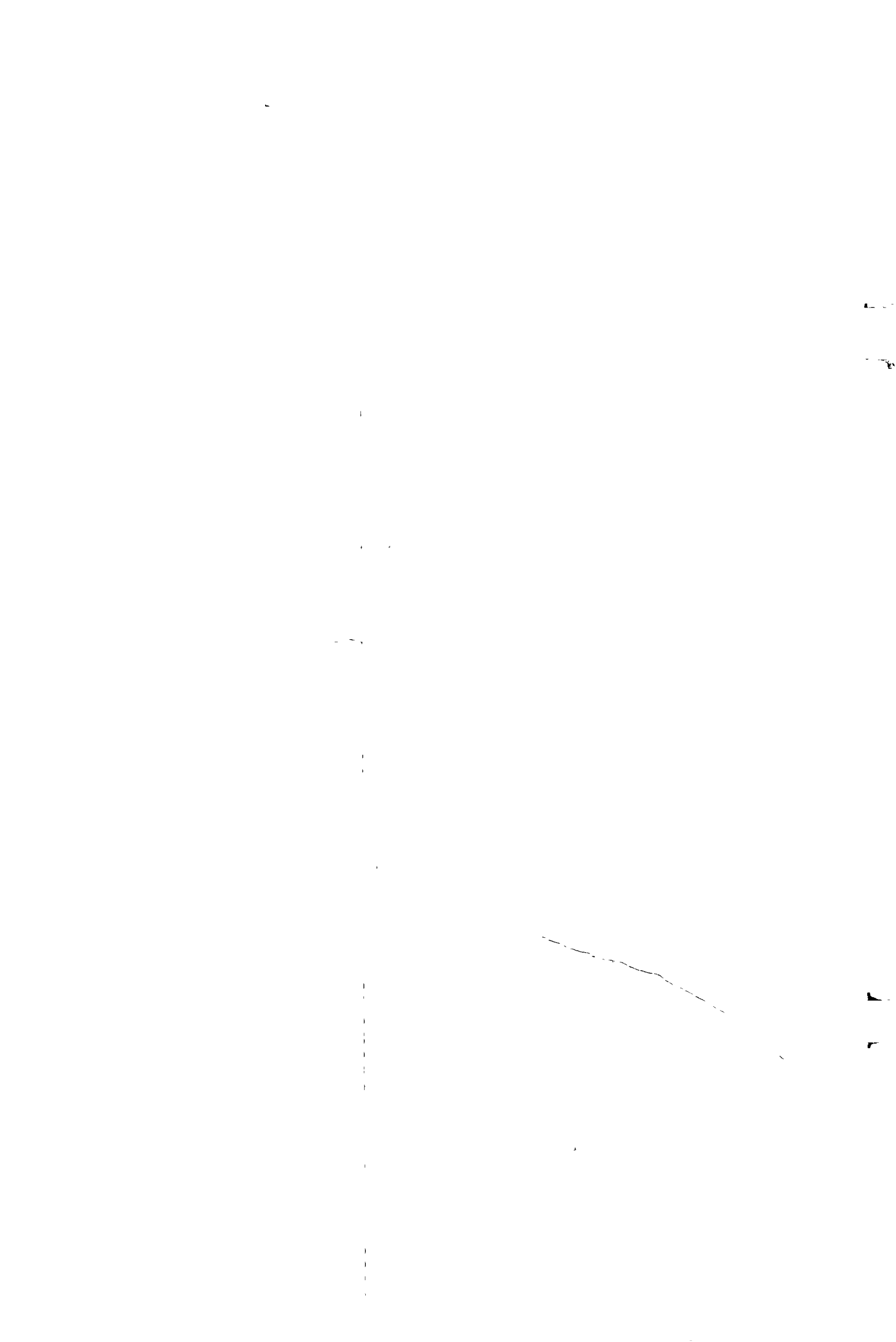
# **THE TRANSITION TO COMMUNITY MANAGED WATER SYSTEMS:**

*the challenge to ngo's*



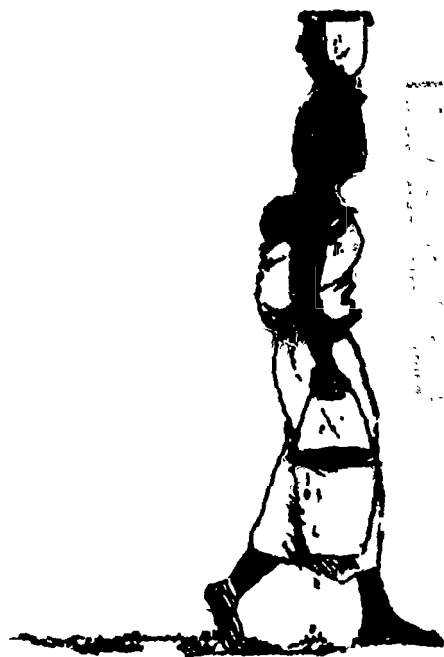
**A Rural Water Conference In support of the Government of  
Ghana's Rural Water Programme**

December 1992



**THE TRANSITION TO COMMUNITY  
MANAGED WATER SYSTEMS:**

**THE CHALLENGE FOR NGO'S.**



READY TO BE USED FOR DIFFERENT PURPOSES  
ON 11/60  
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December 1992

**A Rural Water Conference in support of the Government of  
Ghana's Rural Water Programme**

**The Transition to Community Managed Water Systems;  
The challenge for NGO's.**

**A WaterAid Conference on Rural Water provision focusing on the concepts  
of community managed rural water systems.**

***MOLE CONFERENCE SERIES IV***

*At AAMA, Kokrobite*

*Ghana*

*December 14 - 16 1992*

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## ACKNOWLEDGEMENTS

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- \* *WaterAid London and the World Bank, Washington DC. the conference funders.*
- \* *The PNDC Secretary for Works and Housing, Mr. Kenneth Ampratwum for attending the opening and closing ceremony.*
- \* *The Speakers: Mr. S. N. Woode, Mr. R.R. Bannerman, Mr. Ghani Tijani, Mr. Kolley Dorcoo, Mr. E. Bawa, Ms. Nancy Smith, Ms. Mellisa Fischer, Dr. E. Amonoo, Mr. K.A.P. Brown, Mr. P.O. Sackey, Ms Charlotte Engmann, Ms. Alima Mahama, Dr. J.G. Monney and Francis Brown.*
- \* *The chairpersons: David Ampofo, Francis Brown and Ron Bannerman.*
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- \* *The media for publicity.*
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- \* *Judith Thompson for writing the report.*

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## **Glossary of Abbreviations**

<b>ACDECO</b>	Akwapim Community Development Committee
<b>ADRA</b>	Adventist Development and Relief Agency
<b>BACH</b>	Binnaba Area Community Health
<b>CDR</b>	Committee for the Defence of the Revolution
<b>CDS</b>	Centre for Development Studies
<b>CIDA</b>	Canadian International Development Agency
<b>CM</b>	Community Management
<b>DS</b>	District Secretary
<b>GBC</b>	Ghana Broadcasting Corporation
<b>GNA</b>	Ghana News Agency
<b>GNCC</b>	Ghana National Commission on Children
<b>GOVA</b>	Ghana Organisation for Volunteer Assistance
<b>GWSC</b>	Ghana Water and Sewerage Corporation
<b>HPM</b>	Hand Pump Mechanics
<b>IEC</b>	Information, Education and Communication
<b>IFAD</b>	International Fund for Agricultural Development
<b>IRC</b>	International Water and Sanitation Centre
<b>ISODEC</b>	Integrated Social Development Centre
<b>IVWP</b>	Integrated Village Water Project
<b>JICA</b>	Japan International Cooperation Agency
<b>KVIP</b>	Kumasi Ventilaated Improved Pit (latrine)
<b>MFEP</b>	Ministry of Finance and Economic Planning
<b>NGO</b>	Non Governmental Organisation
<b>NORRIP</b>	Northern Region Rural Integrated Programme
<b>NSS</b>	National Service Secretariat
<b>O &amp; M</b>	Operation and Maintenance
<b>ORAP</b>	Obuoma Rural Action Programme
<b>PAMSCAD</b>	Programme of Actions to Mitigate the Social Cost of Adjustment
<b>PHC</b>	Primary Health Care
<b>PSU</b>	Programme Support Unit
<b>RWSS</b>	Rural Water and Sanitation Strategy
<b>TNC</b>	Training Network Centre

<b>UNDP</b>	United Nations Development Programme
<b>UNICEF</b>	United Nations Childrens Fund
<b>URWSP</b>	Upper Region Water Supply Project
<b>UST</b>	University of Science and Technology
<b>VET</b>	Village Extension Team
<b>VHC</b>	Village Health Coordinator
<b>VIP</b>	Ventilated Improved Pit (latrine)
<b>VLOM</b>	Village Level of Operation and Maintenance
<b>VSO</b>	Voluntary Service Overseas
<b>WASAG</b>	Water and Sanitation Assosiation of Ghana
<b>WRRI</b>	Water Resources Research Institute

## FOREWORD

I remember very vividly driving through pouring rain in July 1989 in a Landrover pick up driven by Ron Bannerman. Ron, Ella his secretary and I were venturing out into the game reserve in Mole in the Damongo district. Ron was slightly apprehensive about what we were actually on our way to Mole to do - run a rural water conference and discuss hand dug wells as an option. That was a pretty daring thing to do then. Bring together people in government, NGO's and the private sector and talk about rural water and a pretty unpopular technology choice. But Ron Bannerman, WaterAid Country Representative and Peter Kpordugbe the Director of National Service, the architects of the rural water conference are the sort of people that Mrs. Efua Sutherland, a lady we all love and a renowned Ghanaian playwright would describe as: "People who dare to dream" By this aunty Efua means that they and people like them are bold enough to think that people of all descriptions can live in a world which will be a better place than what we have at present and actually do something about making it a better place.

In 1989 47 people gathered in Mole game reserve and spent three very useful days examining the rural water sector and making recommendations which led to action to improve the delivery of rural water. We were all tucked away there being very serious even though we were not being taken too seriously. But as I write, this is the foreword to the fourth annual conference on rural water. Because we started off in Mole the rural water conferences are now called the Mole Series. The first conference had 47 participants this one had 95. Our numbers have doubled.

The theme for this years conference was "The transition to community management, the challenge for NGO's". This theme was chosen because the national rural water strategy shifts the responsibility for management of the water facilities from the Ghana Water and Sewerage Corporation to the communities which are provided with the facilities. The idea of community management is not entirely new but to make it work within the time frame set in the strategy it is important that all those in the sector discuss among themselves the ways to make the concept work.

The three conferences that have been held previous to this one have been very useful in that they have allowed those in the rural water sector to look at policy which have been created and discuss them, modify them where necessary and then implement them accordingly.

At this last conference as you will see from the report a lot of serious thought went in to the various issues that were raised. This was done both by the various speakers and the participants. One very significant thing about the Mole Series number four is the fact that researchers and practitioners were together shaping policy. That indeed is the ideal situation for the creation of policy.

At Present there is a coordinating committee on rural water which brings together people in government, the donor community and NGO representatives. Naturally I would say, Ron represents NGO's on the committee as in his own small way he has worked very hard at coordinating rural water sector activity.

**This conference report has taken some time to produce because now that the Mole Series is a rural water institution, the report, we believe, must be a resource document for anyone interested in rural water in Ghana. As the years go by we intend to get more and more professional in conference organisation so that most rural water policy emanates from the conferences and the reports. Please read this report and pass it on if you find it worth reading.**

**The report is for all those “ Who dare to dream “**

***Judith Thompson.***

# CONFERENCE PROGRAMME

## DAY ONE

Chairperson - David Ampofo - (GBC News)

### OPENING ADDRESS

(The Hon. PNDC Secretary for Works and housing, Mr. Kenneth Ampratwum)

### KEYNOTE ADDRESS

Community Management of Rural Water Systems:-  
A Move Towards Sustainability or a Divestiture of responsibility? (S.N. Woode, Director,  
School of Administration)

### BREAK

### QUESTIONS AND GENERAL DISCUSSION

### LUNCH

### PRESENTATION FOLLOWED BY GENERAL DISCUSSION

"What Are the Steps to Take Us From Centralised Maintenance to Community Management  
With Particular Reference to NGOs and The Private Sector in Ghana"

(R. R. Bannerman, PRAKLA SEISMOS)

**IN THE LIGHT OF PRESENTATION THE FOLLOWING ORGANISATIONS WILL BE  
CALLED TO IDENTIFY WHERE THEY THINK THEY ARE IN THE PROCESS TO  
COMMUNITY MANAGEMENT.**

Rural Aid	Ghani Tijani
Oxfam	Nancy Smith
Unicef	Emmanuel Bawa
Private Sector	Korley Dorcoo
NORRIP	Donald Amuah

### BREAK

**MAIN GROUP BREAKS INTO THREE GROUPS TO DEFINE WHERE NGOs ARE IN  
THE PROCESS TOWARDS COMMUNITY MANAGEMENT AND WHAT THE NEXT  
STEP TO TAKE SHOULD BE.**

### REPORT BACK

### GENERAL DISCUSSIONS AND CONCLUSIONS FORM SESSION

## DAY TWO

Chairperson Ato Brown - (World Bank)

### THREE PRESENTATIONS OF TEN MINUTES EACH FROM:

Mr. K.A.P. Brown      Local Government

Dr. E. Amonoo      CDS

Mr. E.K.Y. Dovlo      GWSC

### **“THE ROLE FOR GWSC IN MANAGING THE TRANSITION TO COMMUNITY MANAGEMENT.”**

#### QUESTIONS AND GENERAL DISCUSSION

#### BREAK

#### MAIN GROUP WILL BREAK INTO FOUR GROUPS

Discuss what the current role of GWSC is in the Management of Rural Water Systems and how this might change if full community Management were achieved and the impact that this could have on NGO's.

#### REPORT BACK

#### LUNCH

**“Health Education and sanitation are incumbent on a real Rural Water Programme, where will they fit into a Community Management System”**

(A discussion lead with an introduction to the issue by Ms. Charlotte Engmann)

#### CONCLUSIONS/RECOMMENDATIONS

#### PRESENTATION

**“Women have a vital role in the Transition to and sustainability of Community Managed Water Systems” what should that role be - what can that role be ?”**

(Ms. Allima Mahama, NORRIP)

#### BREAK

#### GROUP SESSIONS TO DEFINE THE TARGET ROLE FOR WOMEN IN THE TRANSITION AND SUSTENANCE OF COMMUNITY MANAGEMENT

#### REPORT BACK

#### RECOMMENDATION

## **DAY THREE**

**Chairperson - Ron Bannerman - (WaterAid)**

### **PRESENTATION**

**"TRAINING: THE KEY TO COMMUNITY MANAGEMENT".**

(Dr. Monney, Training Network Centre, UST)

### **GENERAL DISCUSSION**

### **BREAK**

### **SESSION BREAKS INTO TWO GROUPS:-**

- a. To identify what the training needs are
- b. To identify who needs the training
- c. Training materials to be developed.

### **REPORT BACK**

### **LUNCH**

### **A DISCUSSION LED BY ATO BROWN**

**"SURVIVAL OF NGOs:- PROSPECTS FOR THE FUTURE**

### **BREAK**

**RAPPORTEUR WILL PRESENT A SUMMARY OF THE CONFERENCE CONCLUSIONS FOR ADOPTION BY THE GROUP.**

### **CLOSING ADDRESS AND VOTE OF THANKS**

(By Judith Thompson - ISODEC)



# DAY ONE

**MONDAY, DECEMBER 14**

**Chairperson: MR. DAVID AMPOFO**

*GBC TV NEWS*

*HOST, SEARCHLIGHT,*

*A GBC TV CURRENT AFFAIRS PROGRAMME*

## Welcome Address

**Ron Bannerman, Country Representative, WaterAid.**

Ron drew the participants attention to why the annual rural water conferences held in Ghana are called the Mole Series. Four years ago in Mole game reserve in Damongo the first rural water conference which brought together NGOs, government and donors to discuss issues pertinent to the delivery of rural water was held.

The themes that have been tackled over the years have been different in their individual ways and the participants were reminded of the three previous themes, which were :

*“ Hand dug wells, Policy and Options ”*

*“ Rural water in the context of child survival ”*

*“ NGOs the district, and water as an entry point ”*

Though these themes are unique it is interesting to note that quite a few recommendations were made at all three conferences. They were the following

- i. GWSC should act as a coordinating body in the rural water sector, this is a somewhat new role for them as they were set up to be providers of facilities. This means that a lot of resources from government and donors will have to go into the restructuring of GWSC so that it can play this role effectively. This entails a great deal of training and some changes in the act that set up the corporation.
- ii. The district is the point at which rural water facilities are needed most. It is at district level then that NGOs have to work with the political authorities to complement their work in rural water. The district it has been pointed out is headed by the District Secretary who is the chief executive at district level and the local legislature or the district assembly. The district chief executive is therefore the initial point of contact and a collaborator in rural water supply.
- iii. Women as the main drawers, users and storers of water should be included in the communities activities related to the acquisition and maintenance of the systems. Their views should therefore be taken into account about the type of facility and its placement, they should have training in maintenance of the facility. This inclusion of women in a water programme can act as an ideal entry point for them in development programmes in their community.

*Mole Series IV - Conference Report*

- iv. **As the emphasis in rural water is on having communities make a cash and kind contribution to the provision of their water facility and also as the community is to maintain their facilities a lot of training has to be done at various levels to make this work. At local level artisans and other members of the community have to be trained in construction operation and maintenance and staff of GWSC have to acquire skills which will enable them to monitor activities rather than be implementors of water programmes**
- v. **NGOs, have a significant role to play in the delivery of rural water systems. They can provide funding, planning and training at all levels from the district to the national level.**

## Opening Address

By the Secretary for Works and Housing, Mr. Kenneth Anpratsum

Mr Chairman, Representatives of the External Support Agencies, (ESAs) Members of the NGOs, Distinguished Guests, Ladies and Gentlemen, almost two years ago, I performed my first public engagement as PNDC Secretary for Works and Housing with the opening of the Kokrobite workshop on the rural water strategy.

Today, I stand before you, once again to welcome you all to this very important Conference

Mr Chairman, as you are no doubt aware, the rural population accounts for about 70% of the total population of this country and produces the bulk of the wealth of the nation through agriculture and other activities.

Additionally, about 10% of the remaining 30% who live in urban areas can be aptly described as living under rural conditions and provide useful service likened to or compared with that which is provided by other rural folk.

The health and well-being of the rural population should therefore be of paramount importance to any government that wishes to achieve meaningful economic growth.

This is why the PNDC Government has taken and continues to take the necessary measures to provide the rural population with basic amenities including potable water supply, as evidenced by the huge investments that government continues to channel into the water industry and the tremendous support that people receive from the NGOs, ESAs and the private sector.

However, the problem has been the sustainability of the water systems that are put in place - Let me just call it a maintenance problem. Fortunately, this problem has been identified and has been linked with the centralised maintenance system that has been in operation. There is therefore the need to change from a centralised maintenance system to a community based maintenance system

Mr Chairman, the aim of this conference is to make the transition as smooth as possible. I think that it would be naive to assume that the transition would take place without any problems and within a short period!

Ladies and Gentlemen, you would agree with me that it is always very difficult to break away from old habits or call it traditions; therefore they are bound to be problems that must be overcome during this transition period. With the core of experts assembled here today, backed by your rich experience in the field, especially my very good friends from the NGOs and ESAs, I have no doubt that at the end of this conference you would come out with appropriate recommendations that would make the transition from the centralised maintenance system to the community based maintenance system a smooth and effective exercise

Mr. chairman, it is my belief that all the parties involved would approach this exercise with maximum co-operation so that in the end, the objectives of this conference should be achieved.

Government or its part would do everything possible to provide necessary support to ensure a very smooth transition.

*Mole Series IV - Conference Report*

In conclusion, Mr. Chairman, Distinguished Ladies and Gentlemen, I wish to express my Ministry's sincere appreciation and for that matter that of the government of Ghana to all of you, for the good work and service that you have been rendering and continue to render to the rural population, in spite of all the problems and difficulties you encounter in the field and I particularly wish to pledge Government's support to your laudable undertakings

Mr Chairman and Distinguished Ladies and Gentlemen, let me take this opportunity to wish this conference most lively and beneficial discussions.

On behalf of myself, the Ministry of Works and Housing and the Government wish you a Very Merry Christmas and Prosperous New Year.

Thank you for your patience and attention.

Good Morning.

## LEAD SPEECH

### **Some issues and tasks in the management of rural water systems**

**By Samuel N. Woode, Director, School of Administration,**

**University of Ghana, Legon.**

I am delighted to be with you - I come to you like a Rip Van Winkle out of his long sleep. In the late 70s and early 80s working with GOVA we worked with communities in 6 regions of this country. And so if you find that my presentation is faulty of details based on the past, forgive me; if I show a bias for communities do forgive me. You cannot work with them and for them if you do not love them .

The letter inviting me to come and participate in this Conference suggested that I should attempt to answer the question

*“Community Management of Rural Water Systems: A move Towards Sustainability or a divestiture of Responsibility?” I understood the question to mean: Would allowing community management of Rural Water Systems ensure a more effective and efficient delivery of the service or would it mean a shirking of responsibility by the agency that has been responsible for managing the service?*

It would seem the basic concern is with a search for arrangements which would be considered suitable to the management of the service. My presentation, instead of attempting a direct answer to the original question would rather be part of the search.

As at the moment organised, the Central Government through the Ghana Water and Sewerage Corporation bears a heavy responsibility: Piped water systems are under its management and so is the maintenance of hand pumps and small piped water systems. Maintenance and repairs on pumps are undertaken by its Regional Crews and district based staff.

In this arrangement, community involvement varies from place to place. Some communities contribute to the management of the service by reporting breakdowns for repairs to be carried out.

In some cases communities with the assistance of NGOs maintain hand pumps. And there are communities who limit their involvement to the payment of bills. There are also examples of community involvement which covers:

The existence of a Water Committee (of local people)

which is responsible for, among other things,

- i carrying out preventive maintenance and repairs for which they have tools and skills.
- ii collecting money to pay for repairs and maintenance
- iii managing related financial matters such as cash savings and accounting.
- iv keeping the surroundings of wells tidy.

It would seem that when we talk of **community management**, the arrangement described above comes close to the model or ideal whose other ingredients are:

- (i) community involvement in planning the service
- (ii) communal work in aid of constructing the service
- (iii) community supervision of hand pump attendants and mechanics entrusted with the operation of the pumps.

Community management then means that the community of users is directly responsible for the planning, operation and maintenance of its water supply system and for the collection of monies to pay recurrent and replacement costs. The definition is flexible enough to cover the contracting of operations, maintenance and/or revenue collection function to outside bodies.

The model of community management fits neatly into the movement towards having in this country a decentralized management of local and human/personal service. The argument is valid which has it that services which affect localities and persons are best managed (indeed, the expression is best left in the care of) people close to the locality and people: The frustrations associated with centralized management are well known to bear repetition. Again it makes sense to have the direct regulation and management of Rural Water Systems in the hands of the local community, which is better informed and may, indeed, already have traditional ways of enforcing rules related to the use of water. An added advantage of community management is that it promotes the commitment of the community to the service - heightens greater sense of ownership of the service.

We know what community management is; we can describe it - can it be practiced? In the attempt to answer these questions let us look at what we mean by community. We are talking of about 10,000,000 Ghanaians who live in rural communities of less than 5,000 persons. 90% of the rural population live in about 16,000 communities with population between 100 and 5,000 persons; the remainder of 10% live in some 40,000 smaller settlements. Less than half of them are literate. The average income of a rural household (of 6 persons) ranges from 40,000 to 100,000 cedis per annum.

This is the community that is being called upon to shoulder responsibility for the management of Rural Water Systems. In support of the position it is argued that a contribution of e.g. 80,000 cedis per borehole for construction and about 20,000 cedis for first year maintenance should not be considered too much. That is if it is a single-minded consideration of Rural Water Systems. But read the dailies and you see the pressure on the community to assume responsibility for the management of Primary Health care, JSS/SSS, wooden poles for rural electrification, community rehabilitation of the handicap, community involvement in the control of AIDs and fire-fighting. The movement to get communities involved in the management of community services is in itself not a bad idea, believing as I do that local and personal services are best handled at the community level.

There is, though, a point of view which argues that given the characteristics of communities as shown by statistics on the one hand and what it takes to manage a service like a Rural Water Systems, the concern should be the search for management/implementation arrangements that will ensure sustainability and a thoughtful sharing of responsibilities. Co-management ie structuring management of Rural Water Systems is such a way that we capitalise on the

strengths of existing institutional arrangements - seems to provide a framework for both community management and a sharing of responsibility among the public and private, formal and informal agencies associated with the service.

For example, on technical grounds it is understandable that the Central Government through Ghana Water and Sewerage Corporation should continue to participate in the management of Rural Water Systems. The role of the Central Government as a major player in economic development means that it will have to continue to have responsibility for setting the general and legal framework within which the management of Rural Water Systems will take place. Given the poverty of rural communities and the heartless nature of the market, Government may have to provide incentives.

Given the externalities and spill-over effects of drinking bad water and the unintended consequences of bodies whose behaviour affect water sources, arguing in favour of community management to mean providing access to communities that are willing to contribute towards the capital cost and pay for all the operation and maintenance of an improved supply - sounds a bit heartless. Co-management has the work of providing a guarantee that communities which did not have resources will have access to good drinking water.

My involvement in community work in the 1970s convinces me that Non-Governmental Organisations (NGOs) have a significant role to play in the co-management of rural Water systems. The strength of the NGOs as mediating structures between central government agencies and communities is real. To illustrate: With GOVA we set up a health facility at Akobina - the project was to be managed by the community and they were doing fine - but still they relied on us on a weekly basis to come from Accra, stopping at Saltpond to pick up nurses and medicines from Saltpond. In relation to other projects in other parts of the country we really served as their window on the world - Dragging the scrubs, tools, equipment, medicine etc.

Having said that I will say that empirical evidence supports the involvement of NGOs in the co-management of Rural Water Systems because:

- (i) they possess in-depth, long-term knowledge of the communities.
- (ii) they maintain relationships of trust with local support for initiatives
- (iii) they have autonomy and flexibility which make for experimentation

Co-management suggests itself because it helps to overcome problems associated with the financial aspects of project management. We need not spend too much time on the well-known problems of revenue generation, recurrent cost coverage and sustainability of development investments - added to these are weaknesses in accounting, budgeting and financial oversight functions. These are real problems with developing country governments - and constitute a real and greater challenge for community management. The stories are many of community management of projects which have failed because of weak and corrupt systems of financial management.

With respect to financial resource mobilization and management, Co-management will allow for each actor involved in the management of rural Water Systems to contribute resources. For example, recurrent costs cannot be divided into those paid by the Central government (salaries, vehicle, fuel) and costs paid by water revenue which are essential for continued management of the project.

**Still on the financial aspects of the management of rural Water Systems the role of central governments, donor agencies and NGOs as facilitators and financiers should not be disregarded and discounted. These are critical to the successful management of Rural Water Systems because they can assist communities with initial start-up (involving infrastructure and studies) and rehabilitation and restoration costs.**

The argument for community management of rural Water Systems must contend with the fact that management of most projects in this country is constrained by shortage of management skills; first there is the shortage of skills needed for the technical aspect of water management, Utility Management, not being one of the strong points of Management Improvement Agencies in the country; second management skills/behaviour revolving around policy and enforcement functions and collecting revenues are weak; third organizational maintenance skills such as budgeting and finance, performance monitoring are non-existent. Co-management, making use of the contributions of NGOs will complement community management

There are times when the success of community management of rural Water systems will depend upon the community's skills in thinking and acting politically: this means engaging in bargaining, networking and negotiations with all sorts of groups to influence resource allocations, actions and attitudes. Our experience at GOVA in the early 1980s was that on our various projects we dealt with the BIG MEN and TOP PEOPLE and agencies in Accra and the Regional capitals for the poor, illiterate managers of community projects - without that kind of intervention some communities would have been marginalized. Community management would have suffered

I may have disappointed you by not indicating whether community management would lead to sustainability of water projects or result in the shirking of responsibilities. In a sense that answer can be given in five minutes - go for community management. However, given the state of communities we need to be realistic and pragmatic, proceeding in a case-by-case, bit-by-bit, incremental fashion, for the moment emphasizing Co-management which argues that management responsibility of Rural Water System should be shared among a wide variety of agencies, both public and private, formal, informal.

I am not disturbed by this conclusion as I notice that for the two days that you will be here you will be looking at the contributions that the private sector, NGOs, communities, the GWSC, can make to the sustainability of water delivery systems. Indeed a way to sustainable management of Rural Water Systems is through thoroughly sharing of responsibility among all the principal agencies.



**Summary of presentation by R.R. Bannerman,  
Consulting Geologist, Prakla Selsmos**

**“What are the steps to take us from centralised maintenance to community management with particular reference to NGO's and the private sector?”**

**The presentation is in five parts. The first four parts give background information and the last deals specifically with the topic. The five sections are:**

- i Centralised systems.
- ii Who/ what are NGO's
- iii. Who/ what are private sector.
- iv. Community management
- v. Steps to be taken by the private sector and NGO's to achieve community management.

**CENTRALISED SYSTEMS**

**The system of centralised management lasted for only about two decades, from the beginning of the '70s to the latter part of the '80s Donors like CIDA, JICA, and the World Bank funded schemes which had four distinct features:**

- i. Non involvement of communities in the design, operation and maintenance of projects.
- ii. Subsidisation of capital costs or even total absorption of cost by the donor.
- iii. Spare parts are supplied.
- iv. Tariffs are paid to the central pool.

**This system has proved to be unsatisfactory as it has been observed that a lot of the systems broke down and were not repaired promptly as there was no sense of ownership of the system. Thus today the country is in a state of transition from centralised to community management because the latter is more efficient.**

**NGO'S**

**NGO's in rural water supply can be put into three categories:**

- i Development and relief agencies eg. ADRA.
- ii. Dedicated foreign agencies eg. WaterAid
- iii. Indigenous NGO's

**Ghana has been lucky to have a history of NGO's having reasonable support from government. This has enabled the thirty in rural water to perform the following functions.**

- i. Planning
- ii. Animation of communities.
- iii. Project implementation.

- iv. Training.
- v. Supplies of equipment.
- vi. Dissemination of information.
- vii. Maintenance.

NGO's have invested heavily in rural water over the past ten years. They have invested a total of Eighty Million (80,000,000) US Dollars during the period in a variety of technologies. They have a number of characteristics which enable them to deliver services more efficiently than others. For eg.

- i. They are independent of government
- ii. They can be flexible and innovative.
- iii. They can implement their programming very fast.
- iv. They involve the communities they serve in project implementation.

As a result they are being used now by large funders who are interested in results. Having said all this there are a few problems.

- i. They operate on a relatively small scale
- ii. Their operations are uncoordinated.

## **THE PRIVATE SECTOR**

This is a sector which has contributed quietly but effectively to the sector. It is made up of formal and informal groups and individuals who provide goods and services at a cost. They are supposed to operate efficiently and they thrive on competition. Below are the categories of private sector actors and their roles in the sector.

**Consultants:** They are used for inventories, surveys, planning, research and also in well digging.

**Contractors:** They are contracted to provide facilities like boreholes and hand pumps

**Suppliers and manufacturers:** They supply and manufacture sand, cement blocks, pumps, caissons, screens, equipment accessories, moulds, digging tools, chemicals for water treatment, transport and haulage.

Once this group join the sector they could be propellers of the sector.

## **COMMUNITY MANAGED SYSTEMS**

These are systems in which the community is involved in the planning for, construction of and operation and maintenance of the facility. These systems have proven to be superior to the centralised systems. In 1987 at the Accra Water and Sanitation Conference and the Kokrobite Conference in 1991 community management was endorsed as an approach.

Currently a number of water projects operate on that principle eg. NORRIP and GAP.

## STEPS TO TAKE FROM CENTRALISED MANAGEMENT TO COMMUNITY MANAGEMENT OF WATER SYSTEMS

To get to Community managed systems there are three stages that should be passed through by NGO's and the private sector. These are.

- i. Commitment.
- ii. Institutional support
- iii Training.

The tables below provide the information graphically.

### STAGE ONE COMMITMENT

NGO's	PRIVATE SECTOR
1. To the NRWS & S plan	1 Ditto
2. Ensure widespread dissemination of information on National strategies	2 Ditto
3. Inform your headquarters (principles) and through publications	3 Establish WASAG for recognition by government and to serve an advocacy role.
4 Form stonger branches	4 Market orientation by government and to serve in advocacy.
5 Orientate (redirect your resources and activities )	5. Free yourself from government technocracy
6. Decentralise yourself	
7 Ensure performance (continuity) - move away from uncertain transitory status	

**STAGE TWO  
INSTITUTIONAL SUPPORT  
(Programme and Financial)**

NGO's	PRIVATE SECTOR
8. Mobilisation of funds, both international and Local.	6. Register all practitioners into categories at National, Regional and District and Community Levels.
9. Strengthening weak District Assemblies. * Provision of Technical Assistance. * Needs Assessment	7. Ensure proper certification, code of ethics and quality assurance.
10 Animation of communities	8. Invest upfront in anticipation of upsurge in rural water development activities.
11 Operate in special (needy) areas - remote and disaster.	9. Poise ourselves at District/Community levels.
12 Hand over quickly to beneficiaries.	10 Market ourselves (PR) to determine potential supplies and acquisition.
13 Where possible provide subsidy	11 Determine range of prices for common services eg. repairs, spare parts based on real costs to avoid profiting on community needs.
14 Move away from project implementation and move, especially low level skilled labour ie. masons, artisans, mechanics.	

**STAGE THREE  
TRAINING**

NGO's	PRIVATE SECTOR
15 Assist with training of sector staff at low levels eg. artisans, well diggers. * Trough on the job training * Workshops/Seminars eg. Mole series	12 Use of experienced consultants and contractors in training programmes.
16 Use of approved training manual and techniques.	13 Preparation of training manuals (To be changed)
17 Outreach/Extension services.	

*In Light of the presentation given by Mr. Bannerman, Rural Aid, Oxfam, Unicef, Adansi West Health Team and Afriwater were called upon to state where they think they are in the process to community management.*

**Rural Aid:** Ghani Tijani on behalf of Rural Aid outlined the six steps that Rural Aid adopts to ensure community management of the water source. Rural Aid is an NGO operating in the Upper East Region of Ghana. It was established in 1988 with the broad objective of improving upon the living conditions of rural communities through the provision of good drinking water.

Rural Aid goes through six steps to ensure that there is community management of the water facility.

**Step 1 :**

The community makes a request to Rural Aid for a hand dug well.

**Step 2 :**

Rural Aid accepts to assist and makes contacts with the opinion leaders first of all in the community. This contact provides them with access to the entire community with whom Rural Aid then enter into dialogue about the provision of a hand dug well. This step is the most crucial and can take quite a long time and numerous visits to the community. This is so because the community has to bare a lot of responsibility for the process

- i. A water committee of not less than seven members must be set up, of the seven three at least should be women.
- ii. The digging of the well must be done by the men in the community and this needs their understanding and consent as they have to sacrifice time and energy for a period of time.
- iii. They must site the well
- iv. They must provide food and accommodation for Rural Aids technical team when lining begins

**Step 3 :**

The technical team then makes sure that

- i. The site will actually produce safe water.
- ii. The site is set out
- iii. Hand tools are provided to the communities

**Step 4:**

Lining begins. The technical aspects are done by the staff of Rural Aid and equipment and cement are also provided by them. The non technical aspects of the lining are done by members of the community with supervision provided by Rural Aid.

**Step 5:**

At this stage the village now has a well and it must be used properly and maintained. The Health Education team of Rural Aid move into the village and make contact with the community, as women and children are the major drawers and managers of water they target them first. The teams major concern is to make the users of water realise that there is a direct link between safe water and improved health and general well being

Specifically what they do after several discussions with the wider community is select a team of three, these three are called Village Health Coordinators VHC's and train them in the management of the well site and the water while it is being drawn and the storage of it afterwards and also water and sanitation related diseases. These VHC's are given three training sessions on the aforementioned issues and how to train the community with the aid of flip charts, drama and picture books. Rural Aid provides them with the materials that they have been trained to use during their training sessions. The Health Education team of Rural Aid monitor their work periodically.

**Step 6 :**

Tree seedlings are provided to the community at subsidised prices for transplanting at the well site. The forestry department supervises the transplanting.

These are the steps that Rural Aid goes through to ensure the community manages the water source. By making communities contribute substantially in kind they realise that the success of the project depends on them.

Rural Aid realises that there is more that they could do with the communities to enhance community management even further. They realise that communities need to be exposed to the techniques for acquiring further external assistance and also the leadership, both traditional and modern need some exposure to enhanced leadership skills. As at now Rural Aid is not in a position to provide all this but they will get there.

**UNICEF:** Mr E M Bawa was very clear that he felt that once the meeting broke into group sessions they would be able to work out clear steps to achieve community management. However he presented what he termed the UNICEF vision of community management in the decade and beyond.

UNICEF considers community management a good thing. It is nothing new, and it is not an end in itself, but a means to UNICEF's aim of achieving a sustainable service coverage. They define participation as assisting communities to become clients, not mere users or beneficiaries. This is because clients manage programmes while beneficiaries do not.

The process of active participation by communities has many stages and in their experience the stages differ in time and space.

UNICEF as an External Support Agency never supports any programme which is not responsive to the felt needs of the community and which does not lead communities to analyse and solve their own problems. This is because sustainability is one of the global goals and strategies of the organisation.

UNICEF upholds the process of structural learning because it allows community members to continuously learn and make changes in their programming approach which is essential if community management is to be attained.

**Adansi West Water and Sanitation Health Team.**

This is a team made up of members from the district assembly structure, government organisations like the Ministry of Health and non governmental organisations like Peace Corps and Ashanti Goldfields Corporation. See Appendix for further details on the structure.

The team's goal is to decrease the prevalence of water related diseases in rural communities by carrying out health education activities and training village level water and sanitation committees to develop and maintain water and sanitation facilities in their communities. The

communities they work with are committed to carry out an initial health education programme on water and sanitation. After the training the community will be responsible for .

- i. Setting up a village level water and sanitation committee;
- ii. Providing materials for developing water and sanitation facilities;
- iii. Maintaining the water and sanitation facilities.

Once the community has shown a commitment to developing their water and sanitation facilities as described above, the health team will be responsible for the following.

1. Training village level water and sanitation committees to:
  - a understand the causes of water related diseases and how to prevent them
  - b carry out health education activities in their communities:
  - c. construct V.I.P. Mozambique slab latrines.
  - d. repair and maintain borehole hand pumps:
  - e. write proposals to funding agencies with grants for small scale water and sanitation facilities.
2. Providing technical assistance to those communities developing water and sanitation facilities.

The Adansi West Water and Sanitation Health Team intends that the rural communities will gain full control of their water and sanitation facilities and be able to continue the development process once the health team leaves the community.

**AFRIWATER** MR. Kolly Dorcoo pointed out that community management of water systems is the ideal system. However it entails far reaching long term institutional changes.

With the centralised system of maintenance all aspects of the delivery of the water system are provided by the agency responsible for the water provision - mobilisation of funds, provision of the service, operation and maintenance and collection of tariffs.

The governments decentralisation law, PNDC law 207 provides the legal basis for the shift in responsibility from central government to district, area and village councils. His organisation worked with the community from the start on their water project and so the issue of community management he feels can work as long as the leadership is innovative and independent of government.

It is very important that there is sufficient information on the community in terms of population, ethnic composition and what technology is affordable for them. These factors ensure that they can maintain the facility that they have.

**OXFAM** Ms. Nancy Smith of Oxfam said that for Oxfam there need not be a transition period to community management because over the past ten years Oxfam has adhered to that principle.

Oxfam has over the past ten years encouraged communities to make their own decisions and enter into a partnership with Oxfam in which Oxfam provides only technical assistance to the community.

**NORRIP** This is a planning organisation which gets some funding from CIDA, KFW and the Ministry of Finance and Economic Planning.

NORRIP's basic philosophy is that communities must participate in community projects. This involves the generation of funds for provision of facilities and their operation and maintenance. NORRIP therefore has devoted resources for the training of people at community level in resource mobilisation, operation and maintenance of the water points that they benefit from. As women are important in these programmes they are targeted for training as well.

## Group Discussions

The large group broke up into three groups to define where NGOs are in the process towards community management and what the next step to take should be

### GROUP ONE

The group leader **Mr. Kolly Dorcoo** presented his groups discussions to the house

The group identified eleven steps to get to community management.

1. Contact district administration.
2. Dialogue with community.
3. Tap on existing leadership
4. Do a needs assessment
5. Education on operation and maintenance.
6. Integrated approach - evolve activities to raise funds.
7. Agreement between donor and community.
8. Data collection.
9. Evolve a funding system.
10. Include sanitation.
11. Interact with GWSC where necessary.

### GROUP TWO

The group lead **Mr. Ambrose Dery** presented the groups conclusions to the house

Group one adopted the principles of community management outlined by both **Mr. Woode** and **Mr. Bannerman**. Simply put it means that the community of users is responsible for the **planning, operation and maintenance** of its water supply system and for the collection of monies to pay recurrent and replacement costs.

The group looked at the position of the NGO's in community management in terms of the aforementioned principles.

#### **A. Planning:**

NGO's usually involve communities in the planning for the water facility.



## **B. Designing:**

Here community involvement has been less because usually at community level expertise is not always available. NGO's therefore provide the needed technical expertise. NGO's most of the time are aware of the fact that for communities to be able to maintain their systems they must be appropriate in terms of price and ease with which it can be operated and maintained.

## **C. Operation and maintenance:**

In terms of operation, there is higher community involvement and higher NGO involvement in the maintenance.

## **Steps to be taken by NGO's**

### **Step one**

Education and training at community level in the need for improved water systems, resources that they can contribute to the acquisition of the systems and training in the provision, operation and maintenance of the system.

### **Step two**

NGO's should provide a good environment for marketing spare parts.

## **GROUP THREE**

The group leader was **Ms. Alima Mahama** of NORRIP. Her group outlined seven steps towards community management.

- 1 A preparatory process which deals with the education of the communities about the importance of potable water to the beneficiaries
- 2 Definition of roles of NGO's the beneficiaries and GWSC in the implementation of the project
- 3 Budgeting for animation
- 4 Mobilisation of the community to participate in the implementation of the project
- 5 The actual construction of the facilities
- 6 The training of personnel and provision of enabling environment for the sustenance and management of the facility
- 7 The next hurdle for the NGO's is to play an "advocacy" role. The group described advocacy role as the provision of vital information to serve as the government's policy framework for future management and sustenance of rural water projects.

A discussion followed which was very stimulating. In response to a question by **R.R. Bannerman** of Prakla Seismos on what precisely NGO's meant by saying they can play an advocacy role, **Mr. Ambrose Dery** Chairman of Rural Aid and a solicitor and advocate by profession said advocacy was the influencing of governments decisions in relation to the policies that affect the communities with which they work.

**Mr. Emmanuel Bawa** said NGO's should have a common front to lobby privileges eg simplifying procurement procedures.

**Mr. David Ampofo** the chairperson summed up the discussion He drew the attention of the participants to the fact that there are limits to which the advocacy role should go He warned that if it is pushed to certain limits it will allow government to be divested of some of its responsibility towards communities.

# DAY TWO

**TUESDAY DECEMBER 15**

**Chairperson: FRANCIS ATO BROWN**

*UNDP / WORLD BANK*

*WATER AND SANITATION PROGRAMME, GHANA.*

## **The role for GWSC in managing the transition to community management**

### **Summary of a presentation by Mr. K. A. P. Brown of the Pamscad Secretariat, Ministry of Local Government.**

Mr Brown outlined in 11 points what he saw to be the role for GWSC

1. **Education.** In collaboration with donors, NGO's and other government departments and ministries they should explain the concept of community management at district and community level.
2. **Technology.** GWSC in collaboration with donors, NGO's and government departments and ministries should train community artisans and youth in appropriate technologies which will ensure safe drinking water.
3. **Maintenance training.** GWSC should train beneficiary communities in hand pump maintenance
4. **Maintenance units.** GWSC should have maintenance units at vantage points to deal with major repairs and supply of spare parts. If it were possible in terms of logistics it would be worth having some mobile units to cater for remote areas.
5. There should be **Registration of rural water systems** by GWSC.
6. There should be **Standardisation of handpumps** with GWSC being the one to set the standards.
7. **GWSC should take charge of Water Quality Control**
8. **GWSC should in conjunction with other agencies in rural water set up Management Committees** and help to build their capacity to manage the facilities
9. This is a tricky area. Communities who have participated in the provision of the water facility see no justification for additional charges for water. GWSC needs to collect some revenue if they are expected to do major repairs. They will have to review from time to time the communities ability to pay and be innovative in revenue collection. They can capitalise on the periods when communities traditionally raise money like harvest times and market days

10. **GWSC has to consider which aspects of community management it will be reasonable to foist on communities. Labour and other contributions in kind more often within the reach of the communities. GWSC should be sensitive to the fact that these communities are called upon to contribute to the provision of other social amenities and there is a limit to what they can absorb.**
11. **GWSC's relationship with collaborating agencies in water.**
  - a) **GWSC should establish proper channels for collaboration so that NGO's apply their resources effectively and are accountable for their actions**
  - b) **NGO / GWSC relationship should be maintained at the national, regional, and district levels.**
  - c) **Clear policy guidelines for NGO's in rural water should be worked out.**
  - d) **Amendments should be made to the Act establishing GWSC so that it continues to play a leading role in rural water and accommodates the existence of other Non governmental organisations and donors.**

**Summary of Presentation on GWSC role by Mr. E.K. Y. Dovlo,  
Ag. Managing Director, GWSC, read on his behalf by  
Mr. P.O. Sackey, Director Rural Water Division GWSC.**

The primary role of GWSC is as a promoter of improved Rural Water Supply and Sanitation Services. They will do this by

- i. Mobilising financial resources.
- ii. Assisting communities to plan Water Supply and Sanitation Systems
- iii. Utilising and providing technical and financial support to private sector to provide the services
- iv. ensuring that high quality goods and services are provided

To achieve the status of a promoter and not a provider of services GWSC will have to do the following.

- i. Redefine the role of their present maintenance set up
- ii. Create a policy on retrieval or write off of arrears of tariff owed by the communities
- iii. Have a policy on standardisation of equipment and logistical support for community management.

**Below is a relevant extract from a presentation by  
Dr. E. Amonoo of the Department of Economics,  
University of Cape Coast.**

Dr. Amonoo in his presentation outlined the rationale for adopting community management systems and gave some background information on the delivery of rural water in this country over the years. (For details read the full text in appendix 4 (c). The roles he defined for GWSC he states are at two levels National and Regional, they must dovetail to provide success.

**National Level**

The main thrust of the GWSC's role during the transition is the coordination and integration of interagency activities within a decentralised management framework. Specifically, its role will include the following:

1. To ensure that interagency activities are synchronised and responsive to the new rural water development philosophy, in order that this role can be realised, indicators of variables need to be put in place so that this can be used to appraise rural projects that might be promoted by interagencies or initiated by rural communities themselves.
2. To articulate technical and other back up services - design of simple and affordable systems that can be managed at the community system level without too many technical difficulties and hold ups.
3. To canvass for project support including ( local and foreign) which could be used as matching funds for development ( hardware and software ). This will exclude operation and maintenance cost which is expected to be borne or shouldered by beneficiary communities.
4. To formulate quantifiable criteria for ex - post evaluation of project performance or outcome.
5. To promote spatial arrangement of systems so that water points are evenly distributed.
6. To facilitate involvement of the private sector in the development operation and maintenance of systems for example the creation of decentralised management systems.

**District Level**

The role of the GWSC at this level is paramount since it is at this level that programming and implementation of policies, strategies and approaches responsive to the new sector's vicissitudes can be made manifest. The channel through which the transition will be managed is the District Assemblies.

Realisation of the perceived role of the GWSC within an orchestrated and stipulated time frame lasting not more than 3 years is contingent upon the delivery capacity of the above committee of the District Assemblies of which GWSC is a member. A review of the capability of the committees leaves one with the impression that no effort should be spared in rerolling and strengthening them so that they can be responsive to their defined role. The membership of the Technical Infrastructure and Social Services Committees which includes GWSC makes it obvious that the GWSC's responsibility is joint and complementary rather than a surrogate or substitute role that can be spelt out as follows effective at the District level.

1. **To promote an awareness, animation and follow up action among communities so that they appreciate and adapt the new philosophy as their guiding principle in decision making at the development, operation and maintenance levels of water supply systems.**
2. **To implement together with other interagencies especially NGO's an agreed design for systems that can be developed and operated by less inclined technical and skilled personnel.**
3. **To design and implement operation and maintenance regimes so as to ensure effective and effecient delivery of potable water.**
4. **To formulate guidelines for health and environmental education that will be assimilative and beneficial to communities at large.**
5. **To establish together with NGO;s and district Assemblies, village and area committees for water, sanitation and environmental projects. The main roles of village and area committees will be provision of technical backup, finance cost recovery and continuous education.**
6. **To effect an indicator system for monitoring water, sanitation and environmentally related projects.**
7. **To link with interagencies in solociting local and external financial and technical support for the implementation of rural water supply systems.**

These points explain clearly what GWSC needs to do to ensure community management in its totality of allowing communities to plan, provide, operate and maintain their facilities.

### **Discussion**

Mr. Quarshie, Ministry of Works and Housing, in his contribution said that if the management systems are to be transferred to the community, a lot of work would have to be done by GWSC and NGO's before then.

Mr. R.R. ( Bob) Bannerman of Prakla Seismos, asked if CIDA funded boreholes which are not in operation could be maintained by another organisation.

Mr. K.A.P. Brown , PAMSCAD, replied that some organisations can be contracted to maintain them.

Naana Agyeman Mensah, Cowater International, suggested that the women who manage the facilities should be remunerated with the view to attract the men into water management.

Ron Bannerman, WaterAid, asked the three speakers to throw more light on the following four issues:

- i. Ownership of facility.
- ii. Issue of bad debts.
- iii. Information dissemination.
- iv. Training.

Mr. K.A.P. Brown (PAMSCAD) said the Department of Community Development (DCD) animate communities and create a feeling of ownership of the facilities and then GWSC would provide the facilities.

Lawrence Addy ( ADRA ) asked where NGO's fitted in to the management structure given by Mr. Dovlo of GWSC. His representative, Mr. P O. Sackey said NGO's are classified under the private sector.

Dr. Amonoo, University of Cape Coast, said the issue of ownership must be resolved by government. He said if the GWSC does not have the capacity to provide the service they should inform the External Support Agencies (ESA) and NGO's and the private sector to do so

### **Discussion Groups**

After the morning break the meeting broke into four groups and discussed

“ The current role of GWSC, and how its role would change if full community management were to be achieved and the impact it would have on NGO's

Their conclusions are as follows;

#### **Group One**

##### **Present Role of GWSC**

- \* Direct delivery
- \* Coordination
- \* Policy Planning
- \* Operation and Maintenance
- \* Water quality control.
- \* Technology choice.
- \* Protection of water sources
- \* Mobilisation of funds
- \* Cost recovery.

##### **Institutional Constraints**

- \* Structural weakness.
- \* Orientation towards provision of facilities
- \* Emphasis on urban water
- \* Expensive maintenance system

There is the need for community management because of the above constraints

GWSC will have to provide the enabling environment for Community Management this can be done by

- i. Changing GWSC's role to one of promoter rather than provider
- ii. GWSC can act as a contractor
- iii. Creation of a separate rural water body

- iv. **Facilitating interaction of all actors in rural water delivery at community level.**
- v. **Animation should be intensified by GWSC.**

### **Under Community Management**

- \* **GWSC will promote interaction of all actors in rural water delivery in the community.**
- \* **Play the role of an animator**

### **Impact of Community Management of rural water delivery.**

- \* **The provision of rural water will become the sole responsibility of NGO and the private sector.**

### **Implications for NGO's**

- \* **Financial constraints.**
- \* **NGO's will have to increase their capacity to reach the unreached with personnel, logistics, funding etc.**
- \* **NGO's will have to live up to expectations**
- \* **NGO's will have to ensure interagency interaction**



## Group Two

### THE ROLE OF GWSC IN COMMUNITY MANAGEMENT (CM) SYSTEMS

PRESENT ROLE	UNDER CM	NGO ROLE
1 Owns all systems	Community ownership	
2. Animation and Education	G.W.S.C. to train trainers	N.G.O.'s to assist
3 Recommend Tarrif	Community to build Funds. G.W.S.C. to assist	
4 Collect Tarrif	No role of G.W.S.C.	
5 Install and replace systems	Private Sector and G.W.S.C. regulates	N.G.O.'s assist community with this.
6. Undertake maintenance of wells	G.W.S.C. to train trainers	N.G.O.'s to provide training
7 O & M of piped systems	G.W.S.C. to train communities or act as contractors	Provide funds.
8 Quality control	Maintain this role	N.G.O.'s to provide funds
9. Operate Workshops	G.W.S.C. to maintain that role	N.G.O. to assist
10 Monitoring	G.W.S.C. to maintain role and regulate.	N.G.O. to monitor their system
11. Stock spare parts	Private sector G.W.S.C. to standardise.	Assist private sector
12. Planning and Data collection	District administration and G.W.S.C. to cooperate	Assist with funds and logistics.
13 Staff	Redeployment of staff to go to the private sector.	Retraining and assistance
14. Rural Sanitation	To promote and build Demonstration Units.	Promote and give credits.

## **Group Three**

### **Elements of CM**

- \* Ownership
- \* Control
- \* Management
- \* Financing
- \* Operation
- \* Maintenance

### **Defects in current GWSC role.**

- \* They finance and develop systems that undermine ownership etc.

### **Reasons for shifting to Community Management**

- \* It is the present trend in rural water delivery
- \* It is more sustainable
- \* It leads to investment in human resources

### **Recommended shifts in GWSC's role**

- \* They will have to create an enabling environment by providing:
  - Policy legislation.
  - quality assurance
  - Co-ordinating forum
- \* They will have to decentralise and build up power at regional level.
- \* Staff will have to be retrained in skills like monitoring.
- \* Mobilisation of funds
- \* Provide guidance about areas to cover to actors in the rural water sector.

### **Implications for the role of NGO's**

- \* Income generating activities within communities should be supported by NGO'S
- \* NGO's should form strong networks.
- \* They should have a higher advocacy profile.
- \* They should be involved in training, animation and mobilisation
- \* Fund mobilisation should be increased

## **Group Four**

### **Current Structure / Role of GWSC**

- \* Rural water division within GWSC at national level.
- \* Rural water division has a director reporting the managing director.
- \* At regional level, there is a regional director responsible for both urban and rural water systems.
- \* At regional level there is a rural water engineer responsible for rural water development in the region.
- \* At district level, district managers responsible for the maintenance of boreholes and small package treatment systems
  - Collect revenue / tariffs
  - Provide technical services

collaboration with other agencies to promote Information, Education and Communication (IEC) eg. UNICEF, UNDP.

- At community level there is no presence of GWSC.

### **Change in role of GWSC after achievement of CM of system.**

- \* The legal framework of GWSC will have to change.
- \* The Rural water division of GWSC will need strengthening.
- \* Facilities will have to be handed over to communities.
- \* A framework for collaboration between NGO's/ private sector, district assemblies and beneficiary communities. A mode of operation for all the players should be worked out.
- \* GWSC will provide back up support for enhancement of CM( training, repairs beyond control of Community and technical support.
- \* They will collect and collate relevant data for planning, advocacy, budgeting, monitoring and evaluation and disseminate this in collaboration with NGO's.
- \* Social engineering should be part of the overall budget for GWSC.

### **NGO's role after the achievement of CM**

- \* They will have to participate more in service delivery.
- \* Spare parts procurement and distribution in collaboration with the private sector and GWSC.
- \* Community animation.
- \* Monitor projects.
- \* Collection, collation and analysis of data at the very low level and dissemination of the information.

The chairman, Mr. Francis Brown asked Mr. Sackey to comment on the groups reports. Mr Sackey said the fees rural people pay are heavily subsidized by government and they cover transportation costs. He further said one advantage associated with decentralisation is that it enhances routine maintenance. He said if NGO's are advocating for community management they need to put the machinery in place for doing so. Mr. Sackey attributed the inability to repair facilities early enough to lack of spare parts and said there should be a separate body for rural water supply.

Health Education and Sanitation are incumbent on a Rural Water Programme, where will they fit into a Community Managed System?

**Summary of a presentation by Ms. Charlotte Akweley Engmann,  
Engineer, Rural Water Division, GWSC.**

**Definitions**

**Community Management:** The management of a system by a community once there has been training in its operation and maintenance. The underlying assumption is that the community is bearing the financial responsibility for the system.

**Health Education:** is a process which seeks to promote behaviours that lead to better health.

**Sanitation:** is the provision of systems that protect people's health. This includes proper housing, handling of food, water and keeping a clean and healthy environment

Health Education if well done and therefore accepted by the community should do the following:

1. Increase demand for more and better water and sanitation facilities, particularly household rural sanitation facilities.
2. Encourage commitment to water and sanitation systems.
3. Ensures that facilities will be correctly used and will last longer
4. Underlie the importance of the system in health promotion in the eyes of the community.

Health education must therefore start before the provision of water and sanitation facilities and continue so that the community maintains the facility once they have it.

Sanitation facilities are of two types. The communal and the household.

For the communal latrines communities have to take into consideration a number of factors like how it will be managed, which option the community can afford to build and maintain and which is best for the health of the community.

The Household facilities are the option which allows women and community artisans to get more training in the construction and maintenance. The capital costs for this facility must be borne by the family alone. It is therefore important that the costs are minimal if at community level such facilities are to be encouraged. Twenty thousand Cedis (20,000) is a reasonable amount for a village level VIP.

## **Discussion**

A number of participants considered her definition for community management, sanitation and health education narrow. It was felt that there should be a holistic view of sanitation, it is not just excreta disposal.

Mr. Eric Baah (University of Ghana) asked Ms. Engmann to explain the integrated approach. Very simply it involves including health education and sanitation in a rural water programme so that the communities learn how to operate and maintain water, sanitation and health education in their communities.

Ms. Engmann observed also that health education and sanitation tend not to be resourced. They should be adequately resourced and it was suggested that NGO's should assist in setting up of a revolving fund for sanitation promotion at community level.

Mr. Francis Awindaogo needed some clarification on the difference between a VIP and KVIP. This was given very efficiently by Francis Brown the chairperson.

### **Women have a vital role in the transition to and sustainability of community managed water systems. What should that role be?**

#### **Summary of a paper presented by Ms. Alima Mahama,**

#### **Northern Region Rural Integrated Programme, NORRIP**

#### **General observations about women and water.**

Women are the primary carriers, distributors and users of water for domestic consumption. As a result they have an interest in the establishment of safe and reliable water systems.

The management of water supply has always been the women's traditional role. In relation to this women

- i. decide where and when to collect water.
- ii. determine how much to collect and how it is used.
- iii. they play a role in maintaining and managing the community water supply.
- iv. adopt appropriate hygienic practices associated with water utilisation and teach children same.

For any water project to succeed women must participate in discussions and decision making in relation to it.

### **The role of women in the transition to and sustainability of community managed water systems.**

Women have always managed their water systems in the sense that they have always decided on where to fetch and how to use water. The requirement that women should play an active role in the introduction and management of any modern water system is therefore not new and should not be characterised by confrontation.

**Womens role in the management of the water system can be enhanced if they can alongside men make decisions in relation to:**

- i. choice of alternative sources
- ii. location/siting of water source.
- iii. control and management of water source and site development.
- iv. user fees.
- v. maintenance
- vi. training.
- vii. hygienic practices associated with water utilisation.

**Some factors have prevented women from taking part in the decision making for the above and they are related to**

- i. Socio cultural conditions in the community.
- ii. Illiteracy.
- iii. Multiple role of women that does not leave them with much time to attend meetings and training for example.
- iv. Lack of economic power/cash flow to support and manage the water systems.

**Ideally women should participate on a 50:50 basis but even the best thought through programmes find this difficult to achieve. The following illustration using the Integrated Village Water Project (IVWP) in the Northern region and executed by NORRIP makes the point clearer.**

**The IVWP has as its goal the provision of potable water in sufficient quantities to targeted villages. There is a step by step approach adopted by a team of two, one woman one man called the Village Extension Team (VET) to achieve this goal**

#### **Step one.**

**The VET hold discussions about improved water at village level. The woman in the team reach out to the women of the community involving in community discussions. The facilitator will provide them with information at first hand.**

#### **Step two.**

**The community requests a facility. The women are usually there when the request is being made but their technological preference does not always count.**

#### **Step three**

**The VETs then mobilise the community by paying a number of visits and explaining the roles and responsibilities of the village on the one hand and NORRIP on the other**

#### **Step four.**

**A Village health and Water Committee is set up. This committee is responsible for the management of the facility The composition should be 50% women**

**Step five.**

The Committee signs an agreement with NORRIP which sets out the roles and responsibilities of each party and hygiene and sanitation promotion begins.

**Step six.**

The village makes contributions and there is provision of the facility preceded by site selection which is done in consultation with the village

**Step seven.**

A hand pump fund is set up by the village

**Step eight.**

A hand pump is installed by GWSC and the Village Level Operation and Maintenance Support Unit.

**Step nine**

Hand Pump Mechanics, HPMs are selected There are two per village, one male one female These people are trained by the VLOM support unit of NORRIP at two levels Level one is to do routine maintenance and level two is to detect major faults and report them to the VLOM unit

**Step ten**

Management training is organised for the Village Water and Health Committee on their roles, leadership skills and reporting procedures

**Step eleven**

Hygiene and Sanitation promotion are intensified. The main target is women

**Step twelve.**

This occurs a year after the installation At this stage the only help the village gets from NORRIP is when major repairs have to be made on the installation.

**Shortcomings in the programme which have direct bearing on women and community management.**

- i. **Female participation is low - 33%. Women do not take an active part in the discussions, it is only the magazia or the leader of the womens group who actively participate and one or two others who are affluent or exposed to urban life who do.**
- ii. **Technical constraints prevent sites from being in the area of the womens choice. This has to do with the hydrgeological situation in this area**
- iii. **Pump site maintenance and development: This daily maintenance is a female concern but because they do not take active part in meetings they cannot bring up issues related to the development of the site.**

- iv. Women find it difficult to make the most of training because of their heavy work load. They send representatives if the training is frequent or lasts for more than a day.
- v. The hand pump fund is not well subscribed because women are not used to paying for water and secondly they may not be involved in income generating activities which will provide the cash to be used for such payments. This leads to installations being out of order for long periods of time.
- vi. Hand pump mechanics should receive some remuneration for their jobs but the 50% who are women hardly raise this as an issue that the community should address.

This illustration makes it clear that even though it is important to meet women's practical needs it is important at the same time to raise women's consciousness, improve their self confidence and provide them with appropriate training if they are to take part as equals in the development process

### **Group Work**

After the presentation Alima had a number of issues that she wanted four different groups to discuss, one of the issues was to be discussed by all groups. The meeting broke up into four groups to discuss the issues until dinner time for report back first thing the next morning.

The topics for discussion were as follows:

#### **Group One:**

“ How do we improve the quality of animation to enhance women's participation ? “

#### **Group Two:**

“ How do we integrate other activities in water projects ? “

#### **Group Three:**

“ How do we schedule training to suit women's activity profile? ”

#### **Group Four:**

“ What is the most appropriate strategy for enhancing the flow of information to women and vice versa. How do we monitor the effectiveness of this ? “

#### **All Groups:**

“ How do we empower women in the decision making process ? ”



# DAY THREE

WEDNESDAY DECEMBER 16

**Chairperson: MR. RON BANNERMAN,**  
**COUNTRY REPRESENTATIVE,**  
**WATERAID.**

The chairperson Mr Bannerman introduced himself and started the session off by inviting the four different groups to present their conclusions on the various topics related to women

## Group One

Their topic was "How do we improve quality animation to enhance women's participation in community management?"

### Animation

It is a social marketing process that motivates, creates awareness and commitment of communities in community managed systems.

#### Steps in the animation process

- i. Community analysis of base line data.
- ii. Programme / extension design
- iii. Messages / contents of animation
- iv. Role models of actors
- v. Monitoring

#### Steps to enhance women's participation

- i. Community analysis of baseline data must be simple, purposeful and understood by the community. There must be a feedback process to the community
- ii. Programme / Extension design This should be participatory ie
  - a. The media should be used
  - b. Different kinds of stimuli should be used
  - c. There should be experience sharing activities.
  - d. Extension workers should be trained in participatory communications skills and basic gender issues
- iii. Contents of animation should create conditions at community level for women to make decisions

- iv. Positive female role models should be used to change negative attitudes towards women. Two methods were suggested
  - a. Women should play positive roles in community management
  - b. Men and women who have positive attitudes about women should be used

**“ How do we empower women in the decision making process ?”**

- \* Decision making activities of women should be central to project design
- \* It should be national policy that women should be part of the decision making process
- \* Womens' organisations should be strengthened within the community to involve all categories of women.
- \* There should be an element of any programme which addresses income for women
- \* Women should be given executive posts which are Central to the activities like chairperson and secretary
- \* Women should receive training in the following areas.
  - Womens' solidarity through focus group discussions
  - Project planning and implementation
  - Record keeping.
  - Marketing ( information, farm gate prices, cost building, banking systems
  - Maintenance - control of funds for maintenance and spare parts

**Group Three**

**“ How do we schedule training to suit women's activity profile ? “**

**Preconditions for training of women**

- \* Gender awareness.
- \* Education of the custodians of culture.
- \* Empowerment of women.
- \* Labour saving devices.
- \* Liberation of women.

**Organising training**

- \* Female trainers should be used.
- \* The communities should participate in the planning and scheduling of the training.
- \* There should be consultation with spouses of would be participants.
- \* There should be child care arrangements during training
- \* We must make sure that the timing, duration and location of the training allows women to take part in the activity.

### **Integrating children into water activities.**

- \* Children can be targets for health and hygiene education.
- \* They should be taught to operate hand pumps to avoid misuse.
- \* Maintenance responsibility should not be shifted to children as it might result in abuse in the usage of the facility.

### **Group Four**

#### **“What is the appropriate strategy for enhancing the flow of information to and from women? “**

- \* The entry point should be the traditional council.
- \* Existing traditional media for information flow should be identified eg.
  - Cultural groups.
  - Church groups.
  - Muslim womens' associations.
  - Queen mothers associations.
  - 31st December womens' movement.
  - Non formal education groups.

### **Methods to be employed**

- \* Existing groups in small communities are to be used. In the case of bigger communities effective groups are to be used.
- \* A preliminary durbar should be used to spell out the roles of various actors and actresses.
- \* Sectional meetings with specific actors should be held using correct languages for each group There is the need to be culturally sensitive in the use of language.

### **Feedback**

- \* The most relevant way of obtaining feedback is by making good use of the mass media.
- \* The community will be involved in the use of a number of communication media eg.
  - Drama
  - Audio visual aids
  - Story telling
  - Information service mobile cinema services.

**“ How do we empower women in the decision making process ? “**

**Empowerment**

- \* This entails the education of communities, especially men to allow women to participate equally in issues affecting the community
- \* Women should be adequately represented on management committees
- \* They will have to be motivated to accept these responsibilities. If their income levels are strengthened then they will be able to take part in more community activity
- \* The modification or abolition of cultural practices can enhance the role that women can play in society.
- \* Encouraging young girls to be formally educated will provide them with the necessary exposure which will give them the confidence to take part in activities and use correctly facilities

The chairman then invited the Manager of the Training Network Centre, Dr. J.G. Monney to speak on training.

**Training: The key to community management.**

**Summary of presentation made by Dr. J.G. Monney,  
Manager, Training Network Centre, Kumasi.**

Dr Monney gave a brief background to the context in which Ghana is now having to manage a transition to community management of water supply and sanitation facilities. The New Delhi Declaration of 1990 had as one of its recommendations that by the year 2000 agencies involved in water supply be they governmental or not should aim at serving the unserved and as part of the service deal with sanitation provision

The National Rural Water and Sanitation Strategy of Ghana is in fact guided by the principles laid down in New Delhi in 1990. He mentioned three key elements of the strategy for the meetings consideration:

- i. Individual communities to take responsibility for the operation and maintenance of their water and sanitation facilities
- ii. The private sector to provide goods and services for construction and maintenance.
- iii. Government to facilitate the construction of new systems and the establishment of community based management of water supply and sanitation

The shift in responsibility to communities and the private sector requires a well thought out and executed human resource development strategy. Simply put a lot of training has to take place for the various categories of sector personnel.

An institutional framework within which community management can take place was outlined indicating roles and responsibilities.

## **National Support Unit**

### **Roles**

- i. Establish policy
- ii. Set priorities
- iii. Coordination eg financial resource mobilisation
- iv. Regulate private sector
- v. Establish national database

### **Regional Support Unit**

This unit by providing support to the private sector and the district support unit will implement regional water supply and sanitation projects by

- i. Providing technical support, training and operational support to district staff.
- ii. Coordinating rural water supply and sanitation plans in the region
- iii. Training private hand pump mechanics and latrine construction artisans.
- iv. Providing back up services related to spare parts distribution and maintenance of water supply facilities

### **District Support Unit**

- i. Provide extension support to communities either receiving new water supply and sanitation facilities or requiring rehabilitation of these facilities.
- ii. Assist communities to plan their water supply and sanitation facilities
- iii. Assist communities to form and train WATSAN committee members
- iv. Assess needs, animate, regulate and monitor development.

### **Community**

- i. Operate and maintain the facility
- ii. Generate revenue to meet operation and maintenance

### **Targeted trainees:**

#### **National/ Regional Level**

- \* Community Development Specialists
- \* Rural Water Supply Technology Specialists
- \* Sanitation / health specialists
- \* Hydrogeologists.
- \* Planning specialists

- \* **Administrative officers**
- \* **Managers**

**District Level Personnel**

- \* **Community development officers**
- \* **Rural Water Supply Technology Specialists**
- \* **Sanitation Specialists.**
- \* **Health Education Specialists.**

**Private sector**

- \* **Pump mechanics**
- \* **Hand dug well contractors**
- \* **Borehole drillers**
- \* **VIP latrine artisans**
- \* **Communities**
- \* **Water Committees.**

The Training Network Centre (TNC) based at UST was set up to address the training needs in the rural water sector by performing the following functions.

- a. Preparation and dissemination of information and training materials on water supply and sanitation for students and professionals in the fields of engineering, social science, public health and management.
- b. Training of Trainers in sector institutions in low cost water supply and sanitation including planning, improving implementation strategies, communication skills, technologies and management
- c. Conducting applied research in both the hardware and software aspects of low cost water supply and sanitation

In this regard the TNC will work with GWSC on the national training programme and prepare training materials as part of the National Rural Water Supply and Sanitation Strategy.

Training will take two forms, formal and non formal. Formal training is restricted to universities and other institutions of learning. The non formal take place during training workshops, seminars and short term courses ie. not lasting longer than six months.

This paper is only to stimulate the group discussions which will

- a. Identify what the training needs are.
- b. Identify who needs the training
- c. Identify training materials to be developed.

The Final session was held in the afternoon, Mr. Ato Brown presented a brief submission on NGO's to begin with.

## **Survival of NGO's - Prospects for the future**

### **Summary of points raised in a discussion**

**led by Francis Ato Brown,**

**UNDP/World Bank Water and Sanitation desk, Accra.**

NGO's play a major role in the transition to community management. This will happen if NGO's do the following:

- i assume a strong advocacy role at policy level.
- ii are accountable and deliver services with an orientation based on high output with quality
- iii Institutionalise local financial support
- iv Obtain core funding from partners.
- v Raise funds jointly
- vi Buy into sector projects and programmes

**To achieve this a number of steps have to be taken:**

- i NGO's must be recognized and regulated by government as complementary partners.
- ii There should be extensive training of staff in areas like fund raising, animation and financial management
- iii NGO's should network

## **Closing Ceremony**

The closing ceremony was attended the Secretary for Works and Housing who came as promised to listen to the conclusions from the three day conference. He arrived after lunch and was present for the brief session on NGO's.

Mr. Ron Bannerman, Country Representative of WaterAid presented the Rapporteurs summary. Below are all the recommendations

## **DAY ONE**

### **1. COMMUNITY MANAGEMENT OF RURAL WATER SYSTEMS**

The meeting endorses the principle of community management as a sustainable process and not a divestiture of responsibility.

This could take a number of forms:-

- \* Community and GWSC.
- \* Community and the District Assembly
- \* Community and NGOS.

- \* **Community alone.**
- \* **Any combination of the above.**

In pursuance of this, the lead agency (GWSC) will have to undergo significant structural changes concerning:-

- \* **Legal framework**
- \* **Staffing levels**
- \* **Attitude transformation (Non tech)**
- \* **Decentralisation**
- \* **Decrease GWSC role at district level and an increase in the district assembly role**

The meeting endorses the shift of GWSC from that of provider to promoter of Rural water services. This will necessitate an increased role for the private sector and Non-Governmental Organisations.

## **2. STEPS TO TAKE US FROM CENTRALISED MAINTENANCE TO COMMUNITY MANAGEMENT**

The private sector and NGOs can move towards community management if they can secure the following for themselves -

- \* **Commitment**
- \* **Institutional support - Financial and programme support**
- \* **Training**

This meeting concluded that NGOS are already at various stages of community management

The next steps in the transition period for NGOS will involve:

- \* **Stepping up of the advocacy profile on behalf of communities with government**
- \* **Broadening the information, education and communication support to communities**
- \* **Increasing interaction with District Assemblies**
- \* **Providing the enabling environment for sustained delivery of spares and maintenance service to communities**

## **DAY TWO**

### **3. THE ROLE FOR GWSC**

The meeting, after a lengthy debate and discussion confirmed the principle that, in the transition period, GWSC moves from its position of provider to that of a promoter. But to get to community management, government must resolve certain issues

Issues to be resolved Rural water

- \* **Ownership of facilities**
- \* **Bad debt / Community indebtedness**
- \* **Development of processes for information dissemination**
- \* **Training support to local government, GWSC, NGO's and the private sector**



The meeting endorses that there is a role for the NGOs, the community and the private sector at National, Regional and District levels to achieve community management

The meeting further endorsed that, there will however be the need for the formulation of guidelines and regulatory processes including certification to control the operations of NGOS and the private sector

#### **4. HEALTH EDUCATION AND SANITATION.**

This meeting concluded that

- \* Appropriate Sanitation and Health Education would facilitate the transition to community management
- \* Balance of Health Education/Sanitation in development of community management system - integration
- \* Tools for community management should also go for Health Education/Sanitation.
- \* Health Education / Sanitation delivery has to be adequately resourced eg. NGOs' assist in setting of revolving fund for sanitation promotion.
- \* Holistic view of sanitation (not just excreta disposal).

#### **5. WOMENS ROLE IN THE TRANSITION**

The meeting endorsed that women have a vital role in the community management process To make this possible, the transition period must deal with -

- \* Raising women's income levels
- \* Preventing overburdening
- \* Re-sensitising men/encourage confidence of men in women's involvement
- \* Emphasizing training for women with due consideration to timing
- \* Encouraging conditions which actively involve women
- \* Eliminating oppressive cultural practices.

### **DAY THREE**

#### **6. TRAINING**

The meeting endorsed training as the key to community management

**TYPES OF TRAINING SKILLS REQUIRED INCLUDE:-**

- \* Community entry
- \* Admin./ Financial management
- \* Community leadership (team building) and gender planning
- \* Problem resolution/data collection
- \* Planning, proposal design and implementation

- \* **Monitoring, evaluation and reporting**
- \* **Social and technical material mobilisation and organisational health education, training of facilitators.**

## **7. SURVIVAL OF NGOS**

**The meeting endorsed NGOs as having a major role to play in the transition to community management. This will happen once NGOs can do the following**

- \* **Assume a strong advocacy role at policy level**
- \* **Be accountable and deliver services with an orientation based on high output with quality**
- \* **Institutionalise local financial support**
- \* **Obtain core funding from partners**
- \* **Raise funds jointly**
- \* **Buy into sector projects and programmes**

**To achieve this a number of steps have to be taken**

- \* **NGOs must be recognised and regulated by government as complementary partners**
- \* **There should be extensive training of staff in the sector in**
  - i. **Project proposal preparation**
  - ii. **Participatory development techniques**
  - iii. **Social analysis**
  - iv. **Documentation support**
  - v. **Financial management**
- \* **Experiences should be shared between NGOs (Information Network should be developed.)**

### **Closing address and vote of thanks**

**In her short closing address Judith Thompson noted that the Mole series of conferences have become a major annual event in the rural water sector. This years conference has proved to be a success. Many people contributed to the success of the conference, those who worked the hardest, the staff of Isodec, but got the least praise were made special mention of. The Secretary for Works and Housing, the speakers, chairpersons, participants and the press, the latter belatedly were thanked.**

## **APPENDIXES**

- Appendix 1. Welcome Address
- Appendix 2. The steps to community management.
- Appendix 3. Presentation by Rural Aid, Oxfam, Unicef, Adansi West health Team, Afriwater.
- Appendix 4. The role for GWSC in the transition. (Three speeches.)
- Appendix 5. Health Education and Sanitation in a community managed system.
- Appendix 6. Womens role in a community managed system.
- Appendix 7. Training: the key to community management.
- Appendix 8. Survival of NGO's.
- Appendix 9. Closing address and vote of thanks.

## WELCOME ADDRESS TO MOLE IV

### **SPEECH BY RON BANNERMAN, COUNTRY REPRESENTATIVE, WATERAID**

Mr. Chairman, Honourable PNDC Secretary for the Ministry of Works and Housing, guests and fellow participants.

My task is a simple one, unlike that of our speakers today who have the arduous task of taking us through and making the issues of sustainability and community management in the rural water sector applicable, practical and not least of all comprehensible.

Before welcoming you formally let me take you back to Mole I. The first in this series of rural water conferences, the year was 1989 and it was indeed held in Mole game reserve in Damongo.

The theme for Mole I was "Hand Dug Wells, Policy and Option"

Today it is hard to imagine that the issue of hand dug wells or not as a rural water option was on the agenda.

The Keynote address was delivered by Dr. Edwin Amonoo who outlined the story so far in the rural water sector, defined the weaknesses in the institutional framework for rural water delivery and the consequences of that weakness, let me quote from the summary of Dr Amonoo's presentation at Mole I.

#### **The Weaknesses:**

- i. inadequate guidelines.
- ii. GWSC's lack of co-ordination.
- iii. the presence of too many actors in the water sector.
- iv. inter ministerial rivalry.
- v. non harmonisation of policies and strategies.
- vi. over emphasis on the engineering component of sector development.
- vii. the non resolution of the issue of whether water supply should be viewed as a commercial or partially commercial proposition.

#### **The consequences:**

- Fifty per cent of KFW's boreholes are defective.
- Until recently, 30 per cent of CIDA's boreholes were defective.
- Most hand dug wells dry up for three months each year.
- About a third of all hand dug wells are not lined. They cave in frequently and are death traps.

*Mole Series IV - Conference Report*

- Strategies for encouraging community participation are lacking.
- Prototype designs to standardise spare parts and equipment have yet to be formulated and local manufacture of spare parts is still a long way away.
- Technological considerations dominate while the sociological aspect of water provision is neglected.
- Average cost recovery rates by GWSC were below 40 per cent in 1985 and 1986.

**Some of the recommendations from Mole I were as follows:**

- At a national level, GWSC (RWD) should co-ordinate the activities of both government agencies, NGO's and private organisations.
- At a local level the utility and social services committee of the district assembly should act as co-ordinator of interested parties. It should convene six monthly district meetings of agencies in the area.
- GWSC (RWD) should hold quarterly meetings with its district and regional officers to ensure that policy is being followed and data collected.
- Annual reports to GWSC (RWD) from agencies in the field should include details of finance actually expended in the field and the balance remaining.
- Communities must make a contribution towards maintenance and capital costs. Capital costs for boreholes should be c 60,000 ie the standard minimum charge. Where they are state sponsored boreholes this charge should be retained by GWSC to be used as a revolving fund. For Hand dug wells the beneficiary should provide sand, stone and labour in lieu of cash as capital contribution.

Then ladies and gentlemen there was Mole II which took place in 1990 and was again held in the Mole game reserve in Damongo. The theme was: "Rural water in the context of child survival"

The conference was funded by the Ghana National Petroleum Corporation (GNPC). For those of you here who think you invented the idea of the private sector in rural water it had happened as early as 1990 in a small way. But the road was clear, GNPC raises their funds on the foreign capital market.

The key note address was delivered by Prof Ashitey the Head of the Department of Community Health, University of Ghana Medical School. Some of the recommendations from Mole II were:

- The District Assembly and its Chief Executive, the District Secretary (DS) play a very important co-ordinating role in the districts. The DS is an ideal entry point and should not be bypassed.
- The provision of water must be seen as an entry point to be used to encourage conditions which involve women in the general decision making of a community.
- The aim of broadening women's roles is not to provoke conflict. However it must be recognised that conflict will occur when men's traditional power is challenged. It is important that conflict is handled in a constructive way and cultural sensitivities taken into account.

As an overall principle all water and sanitation projects should be organised in such a way as to provide a training ground for technical personnel and local artisans and should also be used to improve the organisational levels in communities to facilitate future development programmes.

There are many more recommendations but I felt these were particularly relevant.

We were so pleased with ourselves after Mole II there was Mole III held in 1991, not in Damongo but Elmina. However, we had become a club and so retained the "Mole" and coined what now appears to be the Institution of the Mole series of rural water conferences. The theme Mr. Chairman for "Mole III at Elmina" was "NGOs, the district, and water as an entry point"

The keynote address was again delivered by Dr. Edwin Amonoo We discussed amongst other things:-

- An assessment of NGOs interaction with the District Assembly
- Practical implications of the District centred approach for the actors.
- How do NGOs interact with the district now ?
- Implementation requirements of the district centred approach

I think we were all fairly confident that the district was the central actor in rural water delivery and I quote:

"Participants at this conference clearly support the governments 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 the top down approach of a centralised bureaucracy trying to assess needs nationwide."

"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

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."

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

**But that was 1991 and now we are in 1992. At Mole IV in Kokrobite our theme this year is:**

**“The transition to community managed water systems;  
The challenge for NGOs”**

**Mr Chairman, Honourable PNDC secretary for the Ministry of Works and Housing, ladies and gentlemen. It gives me great pleasure to formally welcome both the old and the new faces to the fourth in the Mole series of rural water conferences on behalf of WaterAid, the World Bank and UNDP**

## **WHAT ARE THE STEPS TO TAKE US FROM CENTRALISED MAINTENANCE TO COMMUNITY MANAGEMENT WITH PARTICULAR REFERENCE TO NGOs AND THE PRIVATE SECTOR?**

**R.R. BANNERMAN**

### **INTRODUCTION**

The topic is essentially meant to focus on NGOs, and the private sector and key operators who interact in the provision of rural water systems. In order to deal with the topic in detail, I propose to break the presentation into five broad sections. These are the following:

- i. Centralised Systems
- ii. Who/What are NGOs
- iii. Who/What are Private Sectors
- iv. Community management
- v. Steps to be taken by the private sector and NGOs to achieve community management.

The first four sections shall be dealt with briefly as this conference will provide the opportunity for participants to deal with these issues at length.

The fifth section shall be dealt with in greater detail as it deals with the essential issue of the presentation with respect to community management of rural water.

### **CENTRALISED MAINTENANCE**

These systems are characterised by units spread at Regional and district centres which cater for community supplies. They do this with a heavy human and logistical support base of vehicles, motorbikes, workshops with officers and technicians going round to do repairs. Another feature of the system is that the users of the water pay a tariff on a monthly, annual or as is where is basis.

**The start of centralised maintenance.** Centralised maintenance of systems started with the design and implementation of large scale rural water supply projects sponsored by multinational, bilateral and NGO projects eg. URWSP (CIDA), 3 thousand wells project, VORADEP, world Bank, JICA and probably with increased activities in the rural water sector by NGOs. This development took place in the early 70s. Up till the late '60s, communities were involved and responsible for their own water supplies.

The donors who set up these projects obviously did not learn from experiences of the past. This could be attributed to the fact that they the donors were genuinely afraid of failure if it were carried out any other way. On the other hand they might have adopted this centralised management stand to boost their egos. Significantly at this time the reports to the management and the donors involved were only of successes and not failures.

**Mode of operation.** The system has the four following distinct features.

- i. Non involvement of communities in the design, operation and maintenance of projects
- ii. Subsidisation of capital costs, indeed sometimes the capital cost is totally absorbed by the donor making it free to the community



- iii Spare parts are supplied.
- iv. Tariffs are paid to the central body.

Currently this system is variously described as unsatisfactory, ineffective and unsustainable. These conclusions have been drawn because it has been observed that there are substantial periods of time when these systems are out of order or have collapsed leading to a return to the use of the previous, mainly unsafe source of water

**Conclusion.** Today the system is in transition from being a centralised one to a community managed one. This is the theme of the conference and in due course I shall outline the steps to take it there

### **NGOS - WHO AND WHAT ARE THEY ?**

For the purposes of this paper I am restricting the NGOs to be discussed to the ones involved with rural water supply who also lay emphasis on public education about the importance of water in development. I put them in three categories:

- i. Initial development and relief agencies eg. ADRA and Oxfam.
- ii. Dedicated foreign agencies eg WaterAid and ActionAid.
- iii. Indigenous NGOs which are often small, usually poorly funded but whose main emphasis is self help and health education and appropriate technology Yet they are powerful elements in the overall effort to provide services

Fortunately for Ghana, history, tradition, political ideology or policy has not precluded the development of NGOs To my knowledge there are thirty (30) NGOs in rural water Ten (10) are foreign and Twenty (20) are indigenous Many of them are here today at this conference. NGOs perform a number of functions in rural water supply and I shall quickly give what to me is a run through of them all

- i. Planning
- ii. Animation of communities
- iii. Project implementation
- iv. Training
- v. Supplies of equipment.
- vi. Dissemination of information.
- vii. Maintenance

**NGOs have used a variety of technologies in rural water.**

- **Hand dug wells with rope and bucket fitted with a hand pump**
- **Drilled wells with hand pumps**
- **Spring catchment (gravity fed systems)**
- **Dams/dug outs especially in the North.**
- **Rain catchment/harvesting eg Afram plains**

**NGO investment in the rural water sector over the past decade has been high. An amount of Eighty Million US Dollars (US \$ 80,000,000) has been spent over the past ten (10) years.**

**Spread in aggregate** this amounts to at least Ten million US Dollars (US \$ 10,000,000) per year.

**NGOs** have a number of characteristics which allow them to deliver services in rural water with more ease than other organisations and I shall list them below.

- i. They are independent of the government.
- ii. They can be flexible and innovative
- iii. They can implement their programming very fast
- iv. Their response line is swifter than government programmes
- v. They operate on demonstrative basis to ensure replication
- vii. They involve the communities they serve in project implementation

These characteristics have made the World bank and the various UN agencies and other donors collaborate with them This is largely because they feel that NGOs have the skills to carry out programmes which government agencies do not have

They have a few shortcomings

- As they operate on relatively small scale and on demonstrative basis they do not have nationwide impact that is usually needed.
- They are operating in a slightly uncoordinated manner

## **THE PRIVATE SECTOR**

**A definition.** The private sector is formal or informal groups of companies and individuals with a role in the provision of goods and services. Usually they are market executed and supposed to be efficient and competitive There are a number of types of private sector operators. I consider four of them to be operative in the rural water sector.

- i. Consultants with a range of skills and specialisations.
- ii. Contractors.
- iii. Suppliers/ manufacturers.
- iv. Institutions - financial and insurance

Each of these play definite roles in the delivery of rural water.

**Consultants:** They are sometimes used for inventories, surveys, planning, research and also in well digging.

**Contractors:** They have come into use recently Some NGOs have contracted our jobs especially in bore hole drilling and hand pump installation

**Suppliers/manufacturers:** These people supply and manufacture sand, cement blocks, pumps, drilling, caissons, screens, equipment, accessories, concrete moulds, pick axes, shovels, sheds, chemicals for water treatment and disinfection, transport and haulage.

**Marketing and public relations.** The sector has to pay a lot more attention in this area. This is because their participation in the sector has gone on very quietly but effectively. **Publicity** about their achievements will enable them to become an integral part of the national water delivery effort

In conclusion I shall state that they have not been extensively involved in the rural water supply sector. Once they join it, they are expected to be propellers of the sector.

### COMMUNITY BASED SYSTEMS

By definition community based systems are systems in which the ownership, control and management of water services by the communities including responsibility for capital costs, mobilisation, repair and maintenance throughout the life of the facilities rests with the communities.

The rationale for community management is simple. It aligns responsibility for the water supply services with those who have most at stake in the efficient functioning of the community. This helps to build up the communities confidence and inspires accountability and transparency in the operations of the community. It is important when one is talking of community management to lay importance on flexibility so that it can be accepted under different circumstances.

This approach has been endorsed by the Accra Water and Sanitation Conference (September 1987) and the Kokrobite Declaration (February 1991) Almost all current water supply projects in Ghana have accepted community management in principle.

Currently a number of water projects operate using this principle. NORRIP, GAP, WUP to name a few.

### STEPS TO TAKE US FROM CENTRALISED MANAGEMENT TO COMMUNITY MANAGEMENT OF WATER SYSTEMS

To get to community managed systems there are three stages that I consider should be passed through by NGOs and the private sector. These are:

- i. Commitment.
- ii. Institutional support.
- iii. Training.

The tables below provide the information graphically.

#### STAGE ONE COMMITMENT

NGO's	PRIVATE SECTOR
1. To the NRWS & S plan	1. Ditto
2. Ensure widespread dissemination of information on National strategies.	2. Ditto
3. Inform your headquarters (principles) and through publications.	3. Establish WASAG for recognition by government and to serve an advocacy role.
4. Form stonger branches.	4. Market orientation by government and to serve in advocacy.
5. Orientate (redirect your resources and activities.)	5. Free yourself from government technocracy.
6. Decentralise yourself.	
7. Ensure performance (continuity) - move away from uncertain transitory status.	

Indeed, most community based projects hardly take off from the group or if they do take-off they do not live to celebrate the first anniversary of their inception, due to wrong processes of community management adopted

It is to prevent such failures that Rural Aid insists on full community involvement at every stage of the project implementation. In fact, Rural Aid makes sure that the beneficiary community is not just involved in the start of the project but that they really start the project. To achieve this the step-by-step approach is adopted in the implementation of the project This is as follows

#### **STEP 1**

A would be beneficiary community makes a request in writing to Rural Aid for a hand - dug well

#### **STEP 2**

Rural Aid reacts positively by accepting to assist Rural Aid then moves to the community to educate it members on the role the community will play in the implementation of the project. Even though the initial contacts with the community may be through the chief or opinion leaders subsequent contacts and briefing involve the entire community Here the rules of the community in the implementation of the project are clearly spelt out. This is the most critical stage of the process of project implementation

There is no rush to implement the project when the community has not properly understood their roles

Such roles include the formation of a water committee of not less than 7 members of which at least 3 must be women, b) the digging of the well, c) the provision of a suitable site, the provision of accommodation (and where possible, food) for the technical team of Rural Aid when they start the lining

#### **STEP 3**

The technical team of Rural Aid, then

- (a) moves in to assist to locate a suitable site for the well,
- (b) Demarcates the area of the well, and
- (c) Releases the hand tools and equipment for digging the well in the community .

The technical team mainly supervises the work at this stage, but the actual digging of the well is carried out by the community.

#### **STEP 4**

Rural Aid now supplies cement and equipment for the lining of the well Lining of the well is carried out by the technical staff of Rural Aid with the community providing staff of Rural Aid with labour for non-technical aspects of the work.

#### **STEP 5**

At this stage when construction of the well has been completed the Health Education Team of Rural Aid, moves in to educate the community (particularly the women and children) on the general principles of water management in relation to health.

This does not end here, three members of the community are selected by the community themselves (2 women and man) to attend Rural Aid's Health Education Training. These three people are called the village Health Co-ordinators. After each training (3 training) the VHC's also go back to their communities equipped with health education materials ie picture books, flip chart, carrying health education messages and the knowledge and skills acquired to also impart it to their community members. This has worked quite well in Rural Aid's projects.

There is regular monitoring of training in the communities by Rural Aid's Health Education Team

### **STEP 6**

The well is ready for use but the community is supplied with tree seedlings at subsidized rates by Rural Aid for transplanting at the well site with supervision from the staff of the Forestry Department

The involvement of the community in the whole process of project implementation makes the community aware that the project is theirs and its success or failure depends on them. It makes the community aware that the external assistance was only to fill in those gaps they could not have filled in easily. After all, they have invested their money (however small) time and energy in the construction of the well. This is enough to make them take good care of the well and to maintain it without being asked by Rural Aid or any external agency.

### **CONCLUSION**

Rural Aid by its set-up is yet to have the expertise to organise communities to enable them get assistance from external sources, and give training to communities in group dynamics or leadership. The working methods adopted by Rural Aid make the process of community management very simple.

Until NGOs and Government Organisations begin to spend more time educating communities on the roles of the community, in project implementation, the number of abandoned community projects will continue to increase and loan recovery will dwindle to vanishing point.

## **WHERE IS UNICEF IN THE PROCESS OF COMMUNITY MANAGEMENT?**

Ladies and Gentlemen, the topic for presentation, which will later become the subject matter for discussion, and provide an opportunity to share experiences is "Community Management, where is UNICEF in the process"

In thinking through the topic, I find it rather convenient, and for purposes of presentation and discussion to rephrase the topic to read "Community Management, the key to a sustainable service provision, a UNICEF vision for the decade and beyond"

The reason for this is based on our experiences, especially in the last decade both globally and in-country. We see it as a vision because, it is the hub around which success can be built not only for the water sector, but for all other sectorial interventions, a vision which also provides an opportunity for cost effective interventions in an integrated fashion, that will enhance the total well being of people

We recognise community participation in service delivery as a good thing. It is nothing new, and it is not an end in itself, but a means to UNICEF's aim of achieving a sustainable service coverage. For purposes of our programming and support assistance therefore, we define participation more precisely in the context of our own experiences - that communities must be assisted to become clients, not mere users or beneficiaries, because clients manage programmes, while beneficiaries do not !!!

The process of active participation or involvement of communities in service provision, has many stages, stages which are processed by themselves. These processes, more than not, involve effecting changes in the behaviour of many participants both in country and external. Our experience also shows that there exists no fixed formula of any process for any place. This is what makes the entire process, of a transition to community management very complex and difficult. To pose the question therefore of where you are in the process, is also very difficult to answer.

The UNICEF vision for the decade and beyond is that community management, of any intervention is programme sustainability. Community management, is more than an art. It requires professionals, resources and time. It is the basis for sustainability and cost effectiveness, and an indicator or measure of community ownership, which again by itself is the extent to which operation and maintenance costs can be carried by the community itself.

The UNICEF global goals and strategies for child survival and development can be achieved in many ways, but if the achievements are to become self sustaining, there must and we do insist on an active, willing, and informed community participation. Therefore development programmes that are to be responsive to felt needs, and must aim at empowering people within an enabling environment, to analyse and solve their own problems.

In our approach to programming we have at the back of our minds our vision of attaining community management of the interventions. The first line of attack is to make the word sustainability a programme objective.

From thence, we continue with the main activities which seek to empower the community in project implementation and service delivery. Ladies and gentlemen, I did mention that the concept of community management is nothing new. What is peculiar about it is its mode of implementation, which tends to vary from place to place. It is part of a structural learning process, which allows us to continuously learn and make changes in our programme approach.

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**Ladies and gentlemen, I'll like to draw participants attention to the theme, the many experts and implementors that are gathered here, will hopefully, share their experiences during a participatory discussion session, in conclusion, to be more positive, the theme reads Community managed water systems the challenge for NGOs. The nitty gritty of it can form part of the discussions during the group discussions**

**A BRIEF DESCRIPTION OF THE ADANSI WEST WATER AND  
SANITATION HEALTH TEAM SUBMITTED BY KIMBERLY M. KOPORC**

**Before the Adansi West Water and Sanitation Health Team**

During the first half of 1991, in my capacity as District Health Educator, I conducted a survey of existing water supplies in 65 rural communities within the concession of Ashanti Goldfields Corporation (A.G.C.). The purpose of the survey was to determine which villages were in most need of alternative water supplies (ie. boreholes). The survey not only pinpointed villages in need of alternative water supplies, but also showed that in most communities that had already been provided with boreholes, those new supplies had been abandoned for traditional sources: In the 65 villages surveyed, there were 57 boreholes, and of that total, only 18 were working.

The majority of the boreholes surveyed in Adansi West District were supplied by either the 3,000 Wells Projects or education activities to help the rural communities understand the link between clean water and healthy lives. Because of this lack of education, the villagers did not understand the importance of maintaining the new water supply. Consequently, boreholes were allowed to fall into disrepair.

Another factor contributing to the failure of the boreholes was the fact that Ghana Water and Sewerage Corporation (G.W.S.C.), a governmental organisation, had been given the responsibility of maintaining the boreholes provided by The 3,000 Wells Project. In order to recover part of their costs, G.W.S.C. charged 120 cedis per household per month. The villagers, unaccustomed to paying for water, neglected to pay the tariffs causing G.W.S.C. to suspend repairs pending payment of arrears. Therefore, by the time the survey was conducted, communication between G.W.S.C. and the rural communities had all but disintegrated. As for the boreholes installed by A.G.C., for all but a handful of the communities no support structure for maintenance had been provided.

Further aggravating the situation was the fact that out of all the organisations within the Adansi West District Administration assigned to carry out health education activities (ie. National Mobilization Programme, Department of Community Development, District Health Inspectors, and Community Health Nurses), none had a policy or a set of guidelines to assist them with water and sanitation or hygiene education. Hence, with all these factors combined - lack of health education, breakdown of communication with G.W.S.C., and lack of commitment by governmental and nongovernmental organisations - the boreholes were destined to fail.

**The Adansi West Water and Sanitation Health Team Becomes a Reality**

Along with the survey mentioned above, a report was submitted to Adansi West District Administration (A.W.D.A) and A.G.C., and it was in this report that the idea of the Adansi West Water and Sanitation Health Team was first proposed. In July of this year, A.G.C. agreed to support the Health Team, and three months later, on 11 August, it was launched as a non-governmental organisation. (For information on how funding was obtained, please refer to 'Funding' in the section entitled 'Challenges Along the Way').



### **Goals and Objectives of the Health Team**

The Adansi West Water and Sanitation Health Teams goal is to decrease the prevalence of water related diseases in rural communities by carrying out health education activities and training village level water and sanitation committees to develop and maintain water and sanitation facilities in their communities. We have selected 50 communities in the district in which we are committed to carry out an initial health education programme on water and sanitation. If, after this programme, a community wishes to continue working with the team, it will be responsible for the following

1. Setting up a village level water and sanitation committee,
2. Providing materials for developing water and sanitation facilities;
3. Maintaining the water and sanitation facilities

Once a community has shown a commitment to developing their water and sanitation facilities as described above, the Health Team will be responsible for the following:

1. Training village level water and sanitation committees to
  - a. understand the causes of water related diseases and how to prevent them;
  - b. carry out health education activities in their communities;
  - c. construct V I P Mozambique Slab Latrines,
  - d. repair and maintain borehole hand pumps,
  - e. write proposals to funding agencies with grants for small-scale water and sanitation facilities.
2. Providing technical assistance to those communities developing water and sanitation facilities

The Adansi West Water and Sanitation Health Team intends that the rural communities will gain full control of their water and sanitation facilities and be able to continue the development process once the Health Team leaves the community

### **Selection of the 50 Targeted Communities**

Originally, 32 communities were selected by the Health Team based on the sole criteria that they had been provided with a borehole either by the 3,000 Well Project or by A.G.C. However, in the course of the two months following the launching of the Health Team, eighteen additional communities had been targeted for the following reasons.

1. Eight communities independently approached the Health Team and requested assistance in obtaining an alternative source of water;
2. Nine communities were recommended by A.G.C because of the effect their mining operations had on the communities' traditional sources of water,
3. The Health Team took on one additional community because, with the assistance of the Department of Community Development, it was going to be provided with a hand-dug well with a hand pump

## **Organisational Structure of the Health Team**

The Adansi West Water and Sanitation Health Team is similar to other water and sanitation projects in that its goal is the reduction of water-related diseases in the district through health education and the development of water and sanitation facilities, but it is unique in its organisational structure.

The health team operates under a steering committee made up of governmental, non-governmental, and private organisations. The committee is to coordinate all activities in the district concerning rural water and sanitation and to advise the health team. The membership of the committee is made up of the following organisations and people

1. Adansi West District Administration - Deputy district Administration Officer;
2. Ministry of Health - district Health Superintendent,
3. Department of Community Development - district Officer,
4. Ghana Water and Sewerage Corporation - district Manager,
5. Ashanti Goldfields Corporation - Environmental Officer

Currently, the Steering Committee and the Health Team are chaired and coordinated by two Peace Corps Volunteers. One Volunteer specializes in health education and the other specializes in water and sanitation engineering

The team is also unique in that all the members are seconded from the organisations on the steering committee as well as the National Mobilization Programme. More specifically, the members on the health team represent the following organisations

1. National Mobilization Programme,
2. Ministry of Health
3. Department of Community Development;
4. Ghana Water and Sewerage Corporation

Seconding team members from governmental and non-governmental organisations already located in the district has the following advantages:

1. It is the parent organisation, and not the health team that is responsible for the wages and benefits of the team members,
2. Personnel who would otherwise be sitting idle because of lack of resources are utilized through the health Team,
3. Members bring to the team information on local politics, social customs, and the level of success of past projects implemented by parent organisations.

The Adansi West and Sanitation Health Team is the first organisation of its kind to work with other governmental and non-governmental organisations at the district and village levels. By coordinating the activities of all the organisations involved with water and sanitation through the steering committee and members of the team, the Adansi West Water and Sanitation Health Team is setting an example of how future development projects should be implemented at district level.

## **Challenges Encountered Along the Way**

From the time of its inception, to its implementation and beyond, the Adansi West Water and Sanitation Health Team has faced some common challenges in the field of water and sanitation. However, because of the existence of A.G.C. and A.G.C.'s relationship with A.W.D.A., the health team has also confronted some rather more unusual challenges.

### **Funding**

The first challenge was finding an organisation willing to fund a project working at the district level. Depending of the organisation approached, the project was either too small or too large to attract their interest. It was too small for those organisations interested in working in large areas and only working bilaterally through the Ministry of Economics and financial Planning, and it was too large for organisations interested in funding only small-scale projects like K.V.I.P. latrines and hand dug-wells.

WaterAid was the first organisation encountered that showed interest in funding the Health Team. However, they declined because they could not justify spending money to rectify what they perceived as a problem created by A.G.C. because of its role in polluting or adversely affecting many of the traditional water sources. A survey of existing water supplies referred to above, had enhanced A.G.C.'s awareness of the water situation in the rural communities. Hence, when A.G.C. was officially approached, they decided to support the Health Team for an initial period of two years.

### **A.G.C. and Development**

In the past, A.G.C. had no firm policy concerning community development, Each community was dealt with on an Ad-hoc basis with no long-term planning. Consequently, some communities received more attention from A.G.C than other deserving communities, and the projects that were implemented did not always benefits the community in the long-term. For example, in one community that had been adversely affected by open-pit mining preparations, A.G.C. supplied a borehole with an electric submersible pump that supplied sic standpipes. This community did not like the water supplied by the borehole and demanded that A.G.C. pipe water in from its domestic water supply. The reaction of the community was not surprising considering that they did not like the water from the boreholes supplied by the 3,000 Wells Project. In the end A.G.C spent a large sum of money on a source of water that was redundant and unappreciated by the community.

The Adansi West Water and Sanitation Health Team has approached this community, but like other communities of this type, it is only interested in working with the health team if the team provides all the materials for the small scale projects, and A.G.C remains responsible for maintaining the water supplies. In communities such as this one, the health team is committed to carrying our its initial health education programme, but if after this programme a community refuses to set up a village level water and sanitation committee, provide materials for small-scale water and sanitation projects, and maintain the water and sanitation facilities, the team will no longer be committed to working in that community.

### **The 3,000 Wells Project**

One of the main objectives of the Health Team is to give the responsibility of maintaining the boreholes to village-level committees. However, because of the amount of arrears owed by the rural communities, the 3,000 Wells Project is reluctant to allow G.W.S.C. to turn the boreholes over to the rural communities. In order to remedy this situation, the Health Team has proposed that once the rural communities have agreed to pay the amount in arrears, the 3,000 Wells Project will allow G.W.S.C. to turn the boreholes over to the rural communities.

### **Making Spare Parts Available to the Rural Communities**

To ensure that the village level water and sanitation committees will be able to maintain their boreholes hand pumps, the Health Team is working to set up an outlet in Obuasi where the village level water and sanitation committees can purchase tools and spare parts for repairing the hand pumps. As of now, we are in the process of obtaining a price list of the tools and spare parts required, and working to identify an appropriate supplier.

### **Conclusion**

The Adansi West Water and Sanitation Health Team supports the principle that the rural communities should be in full control of their water and sanitation facilities. We define 'full control' as the ability to maintain, repair, and develop water and sanitation facilities with their own resources. By helping the rural communities to make the links between clean water, good sanitation, and healthy lives, and by helping them to develop the skills needed to continue the development process once the team has left the community, the community will be in full control of their water and sanitation facilities. Ultimately, success will be measured not by the number of boreholes and V.I.P. latrines in existence in the district, but by the number of boreholes and sanitation facilities being used and maintained by the rural communities.

**PANEL DISCUSSION OF THE ROLE OF GWSC IN MANAGING  
TRANSITION TO COMMUNITY MANAGEMENT OF RURAL WATER  
SUPPLIES**

**BY E.K.Y. DOVLO AG. MANAGING DIRECTOR GWSC**

Mr. Chairman, colleagues and invited guests, I consider the transformation of the present structured public institutional management of water supply services to a decentralised community management very challenging to the beneficiary communities. Historically, before the incorporation of GWSC in 1965, a large number of rural water supply systems were operated and maintained by district councils (then called local councils). However, due to financial constraints and lack of maintenance, these systems broke down and had to be taken over by the newly created GWSC under Government directives. Government then provided funds and operational subsidies to enable GWSC rehabilitate, improve, operate and maintain them. To-day, GWSC's operations are self financing, making available cross-subsidaries to operate rural water supply systems. There are still a few systems operated by district councils to-day.

Mr. Chairman, the concept and practice of community based management of rural water supply (and sanitation) systems is based on the following premises.

- (a) Community management and ownership of RWS are essential if the systems are to be **SUSTAINED**
- (b) Under the government's decentralisation programme, local government becomes more autonomous, more responsive to local needs and technically and financially capable of providing services.
- (c) Government (GWSC) primary role would be that of a **PROMOTER** of improved RWSS services by
  - \* Mobilising financial resources;
  - \* assisting communities to plan W'SS systems;
  - \* utilising and providing technical and financial support to the private sector to provide the services; and
  - \* ensuring that high quality goods and services are provided.
- (d) Private sector - **PROVIDER** of goods and services.

Mr. Chairman, it would be necessary to adopt low cost and appropriate technologies to facilitate community management. These include simple water lifting devices from boreholes and wells, gravity systems from spring sources; filtration galleries from dams, rainwater harvesting, and slow sand filtration of surface waters. A number of pilot projects aimed at community management of rural water supplies are in progress throughout the country.

These include VLOM handpumps field testing in the Upper East and Volta Regions; large-scale borehole drilling programme in the Central and Northern Regions using VLOM handpumps and on coming RWSS projects in the Upper East, Upper West and Volta Regions.

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**Mr. Chairman, we anticipate four modes of community management emerging. These are:**

- (i) entire management by the community**
- (ii) joint management in partnership with GWSC (particularly for pipe-borne rural systems)**
- (iii) management (operation and/or maintenance) contract with GWSC and**
- (iv) management contract with private sector.**

**Mr. Chairman, as pointed out earlier, GWSC's role would be to redirect its effort from providing services to promoting services. Three main issues would then arise, namely**

- (a) redefinition of the role of our present maintenance set-up;**
- (b) policy on retrieval or write-off of arrears of tariff owed by the communities; and**
- (c) policies on standardisation of equipments and logistics support for ease of community management.**

**Mr. Chairman, it is my hope the strategies and issues discussed above would be deliberated upon by participants and recommendations made for consideration.**

**Thank you**

## **THE ROLE FOR THE GHANA WATER AND SEWERAGE CORPORATION IN MANAGING THE TRANSITION TO COMMUNITY MANAGED WATER SYSTEMS**

**DR. EDWIN AMONOO**

### **I. Introduction**

One major object of the Ghana Water and Sewerage Corporation as enshrined in the Act 310 of 1965 is to provide, distribute and conserve the supply of water in Ghana for public, domestic and industrial purpose<sup>1</sup>. In pursuance of the act, nearly 93 and 55 per cent urban and rural respectively improved drinking water coverage has been accomplished. Although major strides in terms of total national coverage have been realised especially in the past two decades, this country still has a long way to go before it can approach total coverage. To ensure sustainability of coverage exposes new dimensions and requires an articulation of new principles, approaches, strategies, and dispositions. The need for change prompted the PNDC Government to host the first donor conference on the water sector in 1987<sup>2</sup>. As a reiteration, an important issue which was expansively and comprehensively dwelt upon was the community managed systems for water provision within a decentralized management framework. The translation of the outcome of the Conference was the creation of a rural water section within the Ghana Water and Sewerage Corporation. In furtherance of the rural water sector's new philosophy, another conference was held at Kokrobite in 1991<sup>3</sup>. In sum, these conferences including the present one underscore or emphasise the need to delink from the old - strategy that tended to be paternalistic and patronizing - negating and squelching the self actualization of rural beneficiary communities. This old strategy which was not in harmony or in tune with self-reliance contributed in no small way to the present unenviable status of rural water development.

The need to create an enabling environment for community managed systems for water is therefore brought to the fore. At this point, a community managed water system can be said to be: Water systems that are prompted, initiated and owned by beneficiary communities to satisfy their water needs. The control of such systems is effected through the creation of local management committees that are accountable to the community at large for its development, operation and maintenance, cost recovery and its future replacement.

The role of external agencies, NGO's, GWSC, bilateral and multilateral ones is that of a catalyst and promotional rather than being the benefactor of use right.

Explicitly the supply of potable water under community managed systems is more social engineering oriented and not a hard core technology water point system which is an athwart of current sector philosophy. An anchorage for community propelled managed systems therefore can be found in soft-ware water technology input mix conditioned by rational resource allocation. The new philosophy or principle guiding the sector development is akin to "anorexia nervosa" which attenuate and rejects old signals and induces new insights and socio political dimensions into the role interplay of sector actors - NGOs, bilateral, multilateral, district assemblies, intersectoral committees, (national and regional) and the Ghana Water and Sewerage Corporation.

<sup>1</sup> Ghana Water and Sewerage Corporation Act 310, 1965

<sup>2</sup> Republic of Ghana Water and Sanitation Conference, 23rd - 25th September, 87, Accra, Ghana.

<sup>3</sup> UNDP/World Bank Rural Water Conference, Kokrobite. 1990

**The role interplay interrelationship or interdependence between public and private agencies (NGOs) on one hand and beneficiary communities on the other should be such that the role is not at variance with community involvement in the management of their water system that attempts a priori to influence outcomes should fall into oblivion and be replaced by community self regulating measures for water supply systems**

## **II Conditions**

The movement towards the frontiers of community managed systems for water supply requires satisfying some prerequisites. For the sake of brevity and easy recall the conditions are listed as:

1. Technologies for water supply are simple, culturally assimilable, socially replicable and cost effective or least cost.
2. The annual operation and maintenance cost of systems is met fully through the effort and sacrifice of beneficiary communities
3. Provision of technical, material and logistic support to communities should not heighten or internalize dependency.
4. Decentralised management framework should buttress vertical and horizontal coordination and alignment of interagency activities.
5. Capability in directing and controlling the processes and stages of scheduled activities and the flow of financial resources.
6. Ability to unearth existing and potential constraints which hamper or move community based projects path off course and to provide optimum resolution

The transformation of rural water delivery systems along the lines of community management unleashes new character and attributes that challenge the old order. The new order is more fluid and complex and is like a thin rope thrown to people at sea who have lost all hopes for survival. Not holding tightly to the rope means a disaster or a catastrophe of not realising the objective of community management of water supply. In this vein, the afore-mentioned conditions are boundaries which establish the *modus vivendi* for the role of the main utility authority during the period of transition.

## **III Roles of GWSC**

Granted that GWSC's role as a coordinating agent will be transient and not contentious, the key role that the Corporation can play in guiding the transition to community managed system for water supply need to be delineated. The role will be distinguished according to two levels - national and district, to reflect a bottom-up approach. The level distinction is not to be interpreted as compartmentalization of roles. Rather it should be viewed as a continuum of roles under a decentralised management system. The two levels mutually reinforce one another although the district level role is pivotal that is, the national role derives its strength from the former. Synchronisation of the two levels will achieve order and symmetry for the transition



**(a) National Level**

The main thrust of the GWSC's role during the transition is the coordination and integration of interagency activities within a decentralised management framework. Specifically, its roles will include the following:

1. To ensure that interagency activities are synchronised and responsive to the new rural water development philosophy. In order that this role can be realised, indicators or variables need to be put in place so that this can be used to appraise rural projects that might be prompted by interagencies or initiated by rural communities themselves.
2. To articulate technical and other back-up services - design of simple and affordable systems that can be managed at the community system level without too many technical difficulties and hold-ups.
3. To canvass for project support including (local and foreign) which could be used as matching funds for development (hardware and software).  
This will exclude operation and maintenance cost which is expected to be borne or shouldered by beneficiary communities.
4. To formulate quantifiable criteria for ex-post evaluation of project performance or outcome.
5. To promote spatial arrangement of systems so that water points are evenly distributed.
6. To facilitate the involvement of the private sector in the development operation and maintenance of systems for example the creation decentralised management system.

**(b) District level**

The role of the GWSC at this level is paramount since it is at this level that programming and implementation of policies, strategies and approaches responsive to the new sector's vicissitudes can be made manifest. The channel through which the transition will be managed is the District Assemblies.

Realisation of the perceived role of the GWSC within an orchestrated and stipulated time frame lasting not more than 3 years is contingent upon the delivery capacity of the above committee of the District Assemblies of which GWSC is a member. A review of the capability of the committees leaves one with the impression that no effort should be spared in retolling and strengthening them so that they can be responsive to their defined role. The membership of the Technical Infrastructure and Social Services Committee which includes GWSC makes it obvious that the GWSC's responsibility is joint and complementary rather than a surrogate or substitute role that can be spelt out as follows effective at the District level.

1. To promote an awareness, animation and follow-up action among communities so that they appreciate and adopt the new philosophy as their guiding principle in decision making at the development, operation and maintenance levels of water supply systems.
2. To implement together with other interagencies especially NGOs, an agreed design for systems that can be developed and operated by less inclined technical and skilled personnel.
3. To design and implement operation and maintenance regimes so as to ensure effective and efficient delivery of potable water.

4. To formulate guidelines for health and environmental education that will be assimilative and beneficial to communities at large.
5. To establish together with NGOs and district Assemblies, village and area committees for water, sanitation and environmental projects. The main roles of village and area committees will be the provision of technical backup, finance cost recovery and continuous education.
6. To effect an indicator system for monitoring water, sanitation and environmentally related projects.
7. To link with interagencies in soliciting local and external financial and technical support for the implementation of rural water supply systems.

#### **IV Conclusion**

The Ghana Water and Sewerage Corporation as the main utility organisation has an all-embracing role to play during the transition to community managed systems for rural water supply. Its main role is coordination through dovetailing of interagency activities within a delineated spatial context. This role will be more effective, if it operates through the established technical and social infrastructure committee of the District Assemblies. To achieve the desired and expected impact, a re-alignment or restructuring of the internal organisation and role of the rural water sector section of the GWSC is a desiderata that needs urgency. The change in the composition of the staffing profile of the rural water section will be of paramount importance, if the social engineering orientation and bias of the philosophy is to be brought firmly to bear on rural water development during the transition. A fortiori, self-reliance and actualization of the felt water needs of the rural communities will move on an even keel and approach the frontiers of sustainability during the current Water Decade if the "interregnum" or "babble" is well managed by the interagencies including the GWSC.

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**Prepared by UNDP/World Bank Water and Sanitation Program.**

## **THE ROLE OF GWSC IN MANAGING THE TRANSITION TO COMMUNITY MANAGEMENT**

**Speech presented by K.A.P. Brown**

The Act that set up the Ghana Water and Sewerage Corporation in the early 1960s made the corporation responsible for the provision of good drinking water throughout Ghana. The first action of the GWSC was to write to Government agencies involved in rural water supply to take their hands off the provision of water. In 1975 it became necessary for GWSC to relax its hold on rural water supply especially hand dug wells, Henderson box water systems and rain water catchment in the Brong Ahafo Rural Integrated Development Programme

Since then International organisations and NGOs and some government extension workers have demonstrated that it is more efficient to involve beneficiary communities in water supply and its maintenance.

The Ghana Water and Sewerage Corporation is itself now engaged in training men and women volunteers/artisans in some part of Ghana in community management and maintenance of low technology rural water systems - especially handpumps.

It can thus be said that GWSC has taken a step towards the transition to community management of low technology rural water supply systems.

The role I foresee for GWSC is as follows:-

### **1. Educational**

GWSC in collaboration with donors, NGOs, and Government Departments, such as the Department of Community Development, Information Services Department, the Ministry of Health and the National Service Secretariat should mount an educational campaign to explain community management of rural water systems and its advantages.

### **2. Technology**

GWSC in collaboration with Department of Community Development, NGOs and National Service Secretariat should set up a process of transferring low cost technology in the construction of wells and simple water systems to village level artisans or youth

### **3. Maintenance Training**

GWSC to set up a training programme for beneficiary communities in the maintenance of handpumps.

### **4. Maintenance Units**

GWSC to plan setting up maintenance units at vantage points throughout Ghana to help repair major faults and supply spare parts of hand pumps to rural water management committees. Mobile maintenance units would have been ideal but the running cost and replacement of vehicles sometimes are beyond the means of the operating organisations. Nevertheless it should be given due considerations.

5. **GWSC to collaborate with all NGOs involved in rural water programmes, register all rural water systems to be able to follow-up and repair major breakdowns of handpumps. - "Registration of rural water systems".**
6. **GWSC to set up the policy regarding the type, make and use of hand pumps and equipment - "standardised use of handpumps".**
7. **GWSC to test quality at regular intervals and advise on its control - "Water quality control".**
8. **GWSC, Department of Community Development, NGOs to help beneficiary communities set up rural water management committees - "management committees". They should also help the capacity building of community management.**

## **9. Finance**

One thorny area for both GWSC and the beneficiary communities of water is the payment of water rates. Many villagers do not see the reason why, if they have dug their own well or been given technical supervision to do so, they should be asked to pay for the water. The understanding is that people are paying for the servicing or maintenance of the handpumps even if they pay the water bill. This is not too clear to the beneficiary communities. It is hoped that community management of rural water systems will make the people their own bankers and accountants for services or maintenance of their water equipment.

On the payment for maintenance of equipment and services what is the range of bills to be raised?. Can the people afford to pay? This needs to be considered from time to time. The people have to be encouraged to raise funds from time to time especially during harvest and marketing times when it will be more convenient for them to contribute money.

## **10. Management Responsibilities**

In transferring to the community, management responsibilities it is necessary to look at how much burden the people can conveniently bear. Please note that as a result of the process of community development and the principles of self-help, people's participation in the decision making process, decentralisation and local government, communal labour voluntary/financial contribution to rural projects and the payment of levies and special local development levies in Ghana, many villages complain about the increasing burden of regularly paying for all their social amenity needs including the construction of communal facilities.

Even in the construction of hand-dug wells, apart from the beneficiary community gathering sand and stones and offering voluntary communal labour, the people have to buy cement to supplement that of GWSC under the PAMSCAD Water and Sanitation project. Some communities find it difficult to raise the money to buy the cement. Some rural communities are asking questions. Why is it that their neighbors in the urban areas are not asked to contribute towards the construction of school blocks, hospitals, water supply, public latrines etc.

It is important that a critical examination be made, of all aspects of community management of rural water supply in what they can conveniently bear.

## **11. GWSC's relationships with collaborating agencies in water**

- (a) GWSC should keep regular linkages with all collaborating agencies. The functions of these agencies in helping with rural water supply should be clearly outlined and the joint use of funds, if any, should be properly explained, allocated and accounted for.
- (b) NGO/GWSC relationship should be maintained at the national, regional and district levels.
- (c) Clear policy guidelines for NGOs in water must be jointly developed by GWSC and NGOs.
- (d) Finally it is expected that GWSC will maintain its leadership role in the provision of good drinking water throughout Ghana, get the necessary legal amendments made to the existing Act that will make it possible for the participation of NGOs, International organisations, beneficiary communities and related organisations in their spheres of competence.

All these will have to be done in collaboration with the District Assemblies as coordinators of programmes and projects in the district.

## **HEALTH EDUCATION AND SANITATION ARE INCUMBENT ON A RURAL WATER PROGRAMME. HOW WILL THEY FIT INTO A COMMUNITY MANAGED SYSTEM?**

Introductory points raised in a discussion led by Ms Charlotte Akweley Engmann, Engineer, Rural Water Division, GWSC

### **Definitions, Basic Concepts**

**Community Management** is the ability of a community to take responsibility for a system as far as the system's complexity and its own human resources after training will permit. (This implies also financial responsibility) i.e. for routine, breakdown maintenance and replacement of parts.

### **Health Education**

The basic assumption underlying health education is that people stay healthy or become ill often because of their own actions or behaviour. Health education therefore seeks to promote behaviours that lead to better health.

### **Sanitation**

Provision of systems that protect people's health. This includes proper housing, handling of food, water etc. and a clean and healthy environment.

Here we will refer specifically to the satisfactory disposal of human waste.

Example of sanitation systems: VIPs.

## **Introduction**

We find that man is the repository of many of the major diseases that affect him. The disposal of human waste must therefore be done in such a manner that diseases are not passed from infected people to uninfected ones. This is done primarily by providing sanitation facilities which when properly used will promote health. The use of these facilities however requires some basic information which when accepted by the community may lead to behavioural changes. This however must take into account the positive idea that the community already has about its own health. These behavioural changes, it is hoped, will also lead to changes in basic community attitudes. This should help to enhance the community management of water and sanitation systems in the community.

## **Health Education**

Health education, when it has been based on interactive communication and has been accepted by the community should be expected to do the following:-

1. It will increase demand for more and better water and sanitation facilities, particularly household rural sanitation facilities
2. It will encourage commitment to water and sanitation systems,
3. It ensures that facilities will be correctly used and will last longer
4. It underlies the importance of the system in health promotion in the eyes of the community

Hygiene education should therefore take place before during and after the construction of water and sanitation facilities. And ideally, a simple survey may be carried out in community programmes because of the expense each cannot be done.

## **Sanitation**

I will talk of two main types of sanitation, communally used sanitation facilities and household based sanitation facilities.

### **Communally used facilities**

1. The community must be informed of the available options and the maintenance, health, and financial implications, and the management structures that must be set up in the community. The project team must in turn know the social and other structures in the communities before presenting this information.
2. Each person must be able to use the facilities properly to achieve the desired effect (Hygiene education necessary)
3. A number of persons must be available to clean the facilities (daily) and provide periodic maintenance, (training and commitment)
4. All adults concerned must pay for its upkeep, (commitment and training, setting up structures)

### **Household facilities**

For household based rural sanitation however there must be daily cleaning and routine maintenance by the family and any payments are made for maintenance only, by the family.

Also they will normally have to pay capital costs themselves (strong commitment).

Household sanitation systems, must be aesthetically pleasing and affordable e.g. \$20,000 (describe Ga district example) so that people will want to own the systems. Therefore one can see that the degree of organisation required for communal systems higher

Likely behavioural changes are less. For household systems, degree of training of community especially, women and artisans, is higher.

Artisan may need to be trained and licensed to provide household sanitation facilities.

Community education - people must see the systems in place for themselves before they accept innovations.

### **WOMEN HAVE A VITAL ROLE IN THE TRANSITION TO AND SUSTAINABILITY OF COMMUNITY MANAGED WATER SYSTEMS WHAT SHOULD THAT ROLE BE?**

**Alima Mahama, Northern Region Rural Integrated  
Programme, (NORRIP)**

Water is a major sustenance of life and any community that does not have a reliable water source will invariably identify water supply as its priority need and this becomes their main concern. The role and interest of women is of a higher magnitude in relation to men. Women are the primary carriers, distributors and users of water for domestic consumption and they therefore have a vested interest in the establishment of safe and reliable water systems.

The man in a rural household sees himself as having an inalienable right to the use of water in the house and the woman accepts it as her duty to provide such water.

Fetching water for household consumption is one of the main time consuming activities undertaken by a woman in our rural communities. Let us try to recount the activity profile of the rural woman from the time she wakes up in the morning until she goes to bed at night.

Daily Activity Profile of a woman.

#### **Morning:**

- wash face
- collect water
- sweep compound
- set fire and heat water for cooking and bathing children
- prepare breakfast and serve
- feed children and eat
- wash utensils
- go to pick sheanuts
- collect water



### **Afternoon**

- prepare food and carry some with water to farm
- assist in farm work
- collect Firewood
- pluck and prepare vegetables
- go to market
- grind millet/corn

### **Evening:**

- Collect water
- clean compound
- prepare and serve dinner
- bath children
- clean utensils
- put children to bed
- Chat with family members while cracking groundnuts or sheanuts
- go to bed

These activities are carried out in addition to any other income generating ventures that the woman may be engaged in. Most of these activities of women do require water.

In some Dagbon and West Gonja villages women travel fourteen miles to and from their main water source. They spend an average of 5 hours a day in water collection in the dry season.

Managing water supply has always been the women's traditional role. As domestic managers, women

- decide where and when to collect water
- determine how much to collect and how it is used
- play a role in maintaining and managing the community water supply
- adopt appropriate hygienic practices associated with water utilisation and teach children same.

The active participation of women in discussions and decision making in any water project is therefore not only necessary but also imperative for project success.

The role of women in the Transition to and Sustainability of Community Managed Water Systems

As mentioned above women have always decided on where to fetch and how to use water and to a large extent therefore have always managed their water systems. Requiring that woman play an active role in the introduction and management of any Modern Water System is not a new dimension and therefore not characterised by confrontations. Both men and women in the villages accept this as appropriate. Thus development workers and technicians who are assisting communities to have access to potable water for domestic consumption

should therefore open a dialogue with all sectors of the community to ascertain how best their project designs can respond to, allow and support the communities to choose and manage their water systems.

**The role of women hinges on their ability to and the support they will get to actively participate in the decision making process together with men folk with respect to the following areas:**

- choice of alternative sources
- location/siting of water source
- control and management of water source and site development
- user fees
- maintenance
- training
- hygienic practices associated with water utilisation.

Women have faced a number of constraints in participating in taking decisions related to above and in effect managing their water systems. Some of these constraints are related to:

- socio-cultural conditions in the community illiteracy
- multiple role of women that does not leave them with much time to attend eg. meeting and training.
- lack of economic power/cash flow to support and manage the water systems.

#### **Experience of the Northern Region rural Integrated Programme (NORRIP)**

Permit me to use the experience of the Northern Region Rural Integrated Programme, Water Supply Project called the Integrated Village Water Project (IVWP) to highlight the role of women in community managed water systems and the constraints therein.

The Northern Region Rural Integrated Programme incorporates two bilateral programmes with support from CIDA and GTZ under the Ministry of Finance and Economic Planning. It was designed to be a development planning secretariat for Northern Region and the first phase was devoted to assessing the resource potential of the region and designing appropriate development projects. The second phase is mainly in the area of water and this involves the drilling of boreholes and hand dug wells.

The water project is known as the Integrated Village Water Project (IVWP) because we have health, hygiene and sanitation projects along side. The goal of the IVWP is to provide potable drinking water in sufficient quantities to targeted villages. As a village based project some processes are designed and adopted as the sequence of implementation.

- There are village extension teams - One male and one female who serve as a team to cover a zone of about six villages. This was necessary to ensure that the female extension worker will reach out to the women to get them involved in community discussions and enable them receive information and messages at first hand.
- Following the discussions the community makes a request for a water facility which could be borehole fitted with a handpump or a hand dug well. The women will usually be part of this discussion but whether their preferred option is what is carried has not yet been ascertained.

This is followed by community mobilization and the VETS pay a number of visits to the communities to explain the roles and responsibilities of the village and NORRIP

One main responsibility of the villagers is to set up a village Health and Water Committee which will be responsible for managing the water facility and the composition envisaged was 50% women participation

Steps were taken to mobilise women's groups to choose representatives to these committees and usually two of their leaders will be members of the committee.

In reality we have achieved only 33% women representatives in these committees and they are seldom Chairpersons and Secretaries

The next stage is the signing of the village agreement spelling out clearly the roles and responsibilities of each party.

This is followed by collection of village contributions Site selection in consultation with villages, drilling and handpump installations.

For any successful borehole the community is requested to show proof of the establishment of a hand pump fund before the pump is installed by GWSC and the Village Level Operation and Maintenance (VLOM) Support Unit as HPMs This involves two levels of Training and it is to enable them do routine check ups and repairs detect major faults and report to the VLOM Unit

Management Training is also organised for Village Water and Health Committee members on their roles, leadership skills and reporting procedures.

Hygiene and Sanitation promotion is carried out in each village to maximise health benefits right from the signing of the village agreement and intensified during and after installation of hand pumps The health messages developed are skewed towards women and in a recent survey to assess the impact we found out that 30% of the women understood and implemented all three messages, 80% two messages and 70% implemented at least one message

Full Community Management -

One year from the installation of the hand pump is referred to as the "transition period" during which the VETS follow up to assist villages manage their own facility and during which the VLOM Support Unit assists the community with maintenance and repairs. After one year the community takes full responsibility except that NORRIP will assist with major drawing from the initial contributions made by the communities.

**The NORRIP, IVWP experience indicates the following short comings associated with effective project implementation:**

**a) Quality of Participation:**

Though we have about 33% representation at the level of the Village Water and Health Committees, women's participation in discussions and decisions making is low. At village meetings or committee meetings, usually the leader of the women's group called the "magazia" is the spokes woman. A few other women who are economically better off or have previously travelled out to urban centres may participate actively in the discussion but the rest remain silent Participation now, after three years interaction is at a better level though much is still desired.

**b) Technical Aspects:**

Technical constraints do not allow women to choose locations for drilling. The hydrogeological situation of the terrain determines where to site and this does not often coincide with the community's choice.

**c) Pump Site Cleanliness and Development:**

Women's active participation is seen in pump site cleanliness. They are responsible for washing the pad and sweeping around the pump. This though desirable is limiting Women due to their low participation level at committee and village meetings do not bring up issues for pump site development for discussion though in private they may have useful ideas in this regard.

**d) Training:**

Due to the heavy work schedule (as shown in the activity profile) and their multiple roles women are finding it difficult to participate in training programmes. Where training is frequent or may take two to three days period, they send representatives to the training. This defeats the essence of targeting specific people for training.

**e) Hand Pump Mechanics (HPMs):**

Half of the total number of HPMs are women and some of them are enjoying their new role on the communities. However though they feel they should get remuneration for their services, they seldom bring this up for discussions at the community/village meetings.

**f) Hand Pump Fund:**

Some communities are not contributing into the Hand Pump Fund as envisaged. Some say they are not used to the idea of buying water. Women are having to make on the spot contributions when pumps break down to purchase spare parts for repairs because it is generally their responsibility to make water available for domestic consumption.

Experience with other projects indicate that in communities where women actively engage in income generating activities they have no problems contributing into their Hand Pump fund e.g. the SRDP/IFAD Water Project.

Where no such activities exist pumps will remain being out of order for lengthy periods. Also where it is a dam and animals have access to the water, men do also contribute - e.g. Village Reservoirs Projects.

It has become increasingly clear in the NORRIP water programme, that to ensure sustainability, there is the need to support communities especially women in their ability to retain petty cash to contribute into the Hand Pump fund and effectively manage their water facility.

**h)**

Over the long term, women have to be continually empowered to work alongside men in the management of the water systems.

**Conclusion:**

In satisfying the water need, a practical need of both men and women is met. However in addressing this practical need, it is always necessary to integrate the strategic needs of women which can be addressed by consciousness raising, increasing self confidence, training and strengthening women's organisations. In combining the strategic perspective to meet a practical need, development workers will be initiating a process that will make them capable of developing methodological arrangements that will empower women to improve their position in society, and in the long term transform power relations to enhance their potential to contribute, to the maximum extent possible, in the development process.

**ISSUES FOR DISCUSSIONS:**

1. Quality of animation could enhance women's ability to perform their role. How do we effect the animation process?
2. How do we empower women in the decision making process?
3. How do we incorporate other activities (such as income-generating activities) in the water project to enable women take care of and manage the water systems?
4. How do we schedule the training activities to take account of womens' family responsibilities so that they are not in conflict with women expected obligations within the household?
5. What strategy is most appropriate to ensure that the flow of information on project activities reach women and how do we monitor its effectiveness

**"TRAINING : THE KEY TO COMMUNITY MANAGEMENT  
A PAPER PRESENTED BY DR. J.G. MONNEY,  
MANAGER, TRAINING NETWORK CENTRE, UST, KUMASI**

**BACKGROUND:**

In September 1990, the UNDP/World Bank Global Water and Sanitation Programme convened a Water Conference in New Delhi, India. One of the objectives of this conference was to evaluate the performance of the delivery of water supply services by Governments External Support Agencies after the Water Decade (1980 - 1989) declared by the United Nations. The theme of the decade was Water For all.

At the end of the conference it was realised that most people particularly those living in the rural area, had not been served with potable water. It also came out that the sanitation (human excreta disposal) coverage, globally was much worse. Amongst the recommendations made was that all efforts must be made by Governments, External Support Agencies and Non - Governmental Agencies to serve the UNSERVED by the year 2000 and that sanitation should be part of that effort

As a follow - up to this New Delhi conference, the Regional Water and Sanitation Group of the UNDP/ World Bank based in Abidjan and Accra finalised a draft document on the National Rural Water Supply and Sanitation Strategy Action plan which was the subject for a Water Conference held here (Kokrobite) in February 1991. The strategy for a National Rural Water and Sanitation calls for

1. Individual communities to take responsibilities for the operation and maintenance of their water and sanitation facilities.
2. The private sector to provide goods and services for construction and maintenance.
3. Government to facilitate the construction of new systems and the establishment of community based management of water supply and sanitation.

This shift to greater responsibility for communities and private sector requires a concerted human resources development effort. Various categories of sector personnel eg. Decision Makers (Community, District, Regional eg. and National levels) and Technical and Non-Technical must be trained

The training can be done basically in two ways ie. Formal and Non-Formal Formal training, as you are aware, can be done at established institutions such as

- a. The Universities
- b. Sector Institutions eg. Schools of Hygiene of the Ministry of Health, GWSC Training School ( for Urban Supply) training schools of the Department of Community Development, Polytechnic.

Example of Non-formal education approaches are : Training workshops, Seminars, Conferences, Short term ie. up to 6 months) courses.

## **TRAINING NEEDS ASSESSMENT**

Before a meaningful attempt is made on the training needs assessment for the sector, it is perhaps worthwhile to visualize an institutional framework for community based management of water supply and sanitation. Figure 1 attempts to give a typical institutional arrangement together with suggested roles and responsibilities to facilitate discussions.

The main areas are the National, Regional, District and Community levels.

### **SUGGESTED ROLES AND RESPONSIBILITIES**

#### **National Support Unit**

1. Establish policies
2. Set priorities and standards
3. Coordination eg, Financial Resource Mobilization
4. Regulate Private sector
5. Establish national database.

#### **Regional Support Unit**

Implement regional water supply and sanitation projects by supporting the private sector and District Support Unit

- a. Provide technical support, training and operational support to district staff
- b. Coordinate Rural Water Supply and Sanitation plan in the region.
- c. Train private hand pump mechanics and latrine construction artisans and
- d. Provide back up services related to spare parts distribution and maintenance of water supply facilities.

#### **District Support Unit**

1. Provide extension support to communities either receiving new water supply and sanitation facilities or requiring rehabilitation of these facilities
2. Assist communities to plan their water supply and sanitation facilities
3. Assist communities to form and train WATSAN Committee members and
4. Assess needs, animate, regulate and monitor development

#### **Community**

1. Operate and maintain facilities
2. Generate revenue to meet O and M costs

**Private sector**

Supply goods and services.

Based on roles and responsibilities as outlined above, to identify those who need training. The following types of personnel, in my opinion, need training.-

**National/Regional Level Personnel**

- Community Development Specialists
- Rural Water Supply Technology Specialists
- Sanitation / Health Specialists
- Hydrogeologists
- Planning Specialists
- Administrative officers
- Managers

**District Level Personnel**

- Community Development Officers
- Rural Water Supply Technology Specialists
- Sanitation Specialists
- Health hygiene education personnel.

**Private Sector**

- Pump Mechanics
- Hand-Dug well contractors
- Borehole Drillers
- VIP Latrine artisans
- Communities
- Water committees

We are now at a point where we can turn our attention to how these personnel are trained. Generally speaking, types of personnel required at both the national and regional levels can receive their training at the tertiary institutions, all the others will have to be trained at one institution or another either through the Formal Education approach or a combination of formal and non formal approaches.

It is sad to note that none of the institutions set up by sector Agencies has courses tailored to adequately prepare District and Private sector personnel for community based management of Water Supply and Sanitation facilities.



To address this problem the World Bank/UNDP Global Water and Sanitation Programme in the early '80s conceived the idea of the establishment of Training Network Centers to undertake the following functions -

- a Preparation and dissemination of information and training materials on water supply and sanitation for students and supply and sanitation for students and professionals in the fields of engineering, social science, public health and planning
- b. Training of Trainers in sector institutions in low cost water supply and sanitation including planning, improving, implementation strategies communications skills, technologies and management.
- c Conducting applied research in both the hardware and software aspects of low-cost Water Supply and Sanitation

To date, eight such Centres have been established, (4) in Africa (4) in Asia In Africa, Centers have been established in Kenya, Zimbabwe, Burkina Faso, and Ghana The Ghana centre is located presently within the Department of Civil Engineering of the University of Science and Technology Kumasi Plans are far advanced to relocate the Centre, as a semi-autonomous body within the University It might be of interest to you to know that TNC is going to play a role in the HRD component of the National Rural Water Supply and Sanitation programme by working with the GWSC's RWS/S Division to prepare the training materials and assisting with the establishment of the national training programme

## **TRAINING MATERIALS PREPARATION**

A summary of suggested lists of training materials by

- a) category and
- b). personnel, are being submitted as annexes

These are being submitted to stimulate discussion when we break into our various group to attempt to -

- a. Identify what the training needs are
- b Identify who needs the training
- c Identify training materials to be developed

This material is based on information I made available to RWSG of the World Bank as a background paper in the preparation of the National Rural Water Supply and Sanitation Strategy and Action Plan which was subsequently revised and presented in this form.

The objectives of this paper has been to stimulate discussions on the training requirement for community management of water supply and sanitation facilities. a lot of issues, for example, financing for training have been touched upon It is my belief that this and other issues will come to light in the course of the discussions which follows this presentation.

Thank you.

# **SURVIVAL OF NGOS**

## **ABSTRACT**

**NGOs support to the sector**

**Prospects and challenges for the future**

## **PROBLEMSITUATION**

**Uncoordinated activities**

**Dependency on partner's philosophy**

**Operations not sustainable**

**Poor institutional development**

**Lack of long term stable financing**

## **POTENTIAL FOR SURVIVAL**

**Commitment and non conformist approaches to development**

**Sensibility to venerable groups and difficult situations**

**Comparative advantage in delivery of extension support services**

**Alternative fund raising approaches**

## **STRATEGIES FOR SURVIVAL**

**Building trust with partners and Government - District Assemblies**

**Focus on areas of comparative advantage**

**Institutionalization of local NGOs**

**Aggressive promotion and marketing**

## **METHODOLOGY**

**Strong advocacy at policy level**

**Quality output delivery orientation; accountability and transparency**

**Institutionalized local financial support system**

**Core funding from Partners**

**Consolidated fund - Matching Grants (Government/Firms/etc)**

**Joint fund raising**

**Buying into sector projects and programmes**

**SUPPORT SYSTEMS**

Recognition and regulation by **Government as Complementary Partners**

Human resources development (Training)

Project proposal preparation

Participatory development techniques and social analysis

Documentation support

Financial management

Inter-NGO sharing of experience

**MOLE SERIES IV - Presentation Notes ATO BROWN**

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