

**Ghana Case Study for the Symposium on  
Sustainable Water Supply and Sanitation: Strengthening  
Capacity for Local Governance**

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Capacity Development at the Intermediate Level in the Ghana  
Community Water Sector

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## Case Study

# Capacity Development at the Intermediate Level in the Ghana Community Water Sector

Bernard Akanbang

### Summary

This report presents an analysis of capacity development at the intermediate level in Ghana. It seeks to contribute to knowledge on intermediate level capacity development which is the theme of the IRC September 2006 symposium. It is the outcome of consultations held with national, regional and district level stakeholders. It also draws heavily on reports conducted in the sector on the same subject. The Ghana water sector embarked upon a major reform in the early 1990s. This reform involved the de-linking of the community water sector from the urban water sector and the enactment of an act of parliament establishing the Community Water and Sanitation Agency (CWSA), with core responsibility for facilitating the delivery of potable water and related sanitation to the rural and small towns. A major thrust of the sector reform is the decentralised management of water and sanitation. In line with Act 462 establishing the DAs, DAs assemblies had overall responsibility for the planning, delivery and management of water and sanitation. Thus capacity building at the intermediate level became core to the sector in view of the hitherto non involvement of this level in the provision of water and related sanitation. It is therefore common among projects in the sector to allocate some amount of resources towards building the capacity of this level to be able to function effectively. The study found out that projects allocate between 3-11% of total project funding to capacity development in the sector. The International Development Agency sponsored Community Water and Sanitation Programme 2/1 for instance allocated 11% of funding for capacity development (CWSP 2/1 Operational Manual, July 2000).

Two main capacity development activities were identified in the sector- training and institutional strengthening. These activities have the core objective of equipping DAs with the necessary knowledge and skills and logistics to better perform their activities. A third capacity development activity: organisational development was observed in only one project, EVORAP. This project had an organisational development and sort to develop the organisation capacity of DAs/DWSTs. A key observation of capacity development is that, capacity development interventions are normally preceded by capacity assessments and capacity development plans thus ensuring that capacity development activities are evidence based and directly linked to ensuring effectiveness and performance of actors involved. However, it was observed that, capacity development is project driven leading to the duplication of training materials, manuals, consultancy fees and waste of resources. Greater coordination and sharing of resources is thus needed in this regard to leverage resources required for accelerating the achievement of the MDGs water target.

The main actors at this level are the DAs. Within the DAs, district management teams, desk officers and district water and sanitation teams play leading roles in water and sanitation. The national decentralisation programme pursued by the country coupled with the implementation approach adopted by the National Community Water and Sanitation Programme in which decentralised planning, delivery and management of water and sanitation services has provided impetus for capacity development of the intermediate level. Main challenges with regards to capacity development were identified to be slow pace of the decentralisation programme which is impeding DAs to be able to engage competent staff to manage water and sanitation delivery. Frequent staff transfers in line with prevailing civil service regulations, staff attrition in pursuit of greener pastures, lack of incentives and poor salaries are constraining capacity development of actors at this level.

Generally actors at this level have limited capacity for contracting and contract management. The new procurement law passed in 2005 means that, more training is required in this direction to avert the many problems such as delays in award of contracts resulting from its implementation. The increasing emphasis of all the major projects on small town water systems also requires capacity development in this respect. Monitoring and evaluation, district water and sanitation planning are other capacity deficit areas requiring greater attention at this level. Knowledge and skills in sanitation marketing, technology development, financing options are areas DAs have no knowledge on and needs to be developed.

The private sector consisting of drilling companies, software consultants, piped schemes contractors, area mechanics and latrine artisans, spare parts suppliers who are directly involved in the delivery of water and sanitation services have not received required attention in terms of capacity development. Thus many of them are undercapitalised and therefore lack the capacity to compete effectively with foreign companies and firms. Capacity of consultancy firms for small town water supply and sanitation in general is weak such that the sector still relies on external technical assistants for services in these areas.

The role of NGOs and Community Based Organisations (CBDs) has been widely recognised by the sector as having the potential of contributing to building up ability and willingness for the grass-root levels to participate in the democratic processes and thereby contribute to a higher degree of accountability in the local government structures the avoidance of misuse of funds and in ensuring the sustainability of rural water systems. However, most local NGOs are not vibrant organisations and have knowledge and skill deficits in roles and responsibilities within the local government system; lobbying with the local government structures in relation to e.g. the DWSPs and the annual DA investment plans, advocacy and social and public accountability.

There is the need to move away from the recognition of capacity development gaps at the intermediate level and take practical steps towards improving the situation. With regards to DA capacity, the objective should be to empower districts to meet demands posed by government policy changes such as the introduction of new laws for public contracting and CWSPs shift towards small towns systems. The DAs knowledge and skills for district water and sanitation planning also needs to be given a priority. Organizational support to NGOs and Private groups who deliver services and capacity building support is required. Current efforts at donor coordination need to be strengthened to ensure the sharing of experiences and the avoidance of duplication and resultant waste of resources. There is also the need to develop training institutions and resource centers and tailor made courses for the sector to cater for the sector training needs. The organizational aspect of capacity development has not received the needed attention. This component has to be recognized if the sector is to develop vibrant organizations that will continue to run and manage projects when donors pull out of the sector. Greater attention therefore has to be paid to this aspect of capacity development. It is expected that, the sector wide approach currently being pursued by the sector will facilitate the development of sustainable intermediate level organizations.

## List of Abbreviations

AWSDBs	:	Association of Water and Sanitation Development Boards
BA	:	Bachelor of Arts
BED	:	Bachelor of Education
CA	:	Chartered Accountant
CB	:	Capacity Building
CBO	:	Community Based Organisation
CIDA	:	Canadian International Development Agency
CBRDP	:	Community Based Rural Development Programme
COM	:	Community Ownership and Management
CONIWAS	:	Coalition of Non Governmental Organisations in the Water and Sanitation
CRS	:	Catholic Relief Services

CSIR	:	Council for Scientific and Industrial Research
CSOs	:	Civil Society Organisations
CWIQ	:	Core Welfare Indicators Questionnaire
CWSA	:	Community Water and Sanitation Agency
CWSP	:	Community Water and Sanitation Programme
CWS	:	Community Water and Sanitation
DA	:	District Assembly
DACF	:	District Assembly Common Fund
DBO	:	District Budget Officer
DCE	:	District Chief Executive
DCD	:	District Coordinating Director
DISCAP	:	District Support for Capacity
DFO	:	District Finance Officer
DMT	:	District Management Team
DPO	:	District Planning Officer
DANIDA	:	Danish International Development Agency
DCE KNUST	:	Department of Civil Engineering of the Kwame Nkrumah University of Science and Technology
DPP	:	Development Policy Planning
DOP KNUST	:	Department of Planning of the Kwame Nkrumah University of Science and Technology
DBWSC	:	District Based Water and Sanitation Component
DISCAP	:	District Capacity Building Project
DWSP	:	District Water and Sanitation Plan
DWST	:	District Water and Sanitation Team
EDF	:	Edith Development Fund
EHA	:	Environmental Health Assistant
EHO	:	Environment Health Officer
EHU	:	Environmental Health Unit
EPA	:	Environmental Protection Agency
EVORAP	:	Eastern and Volta Region Assistance Project
ESAs	:	External Support Agencies
FINIDA	:	Finish International Development Assistance
GIMPA	:	Ghana Institute of Management and Public Administration
GoG	:	Government of Ghana
GPRS	:	Ghana Poverty Reduction Strategy
GWSC	:	Ghana Water and Sewerage Corporation
GWCL	:	Ghana Water Company Limited
GSB	:	Ghana Standard Board
GLSS	:	Ghana Living Standards Survey
GRWP	:	Ghana Rural Water Project
HIPC	:	Highly Indebted Poor Country
ICT	:	Information Communication Telecommunication
IDA	:	International Development Assistance
ILGS	:	Institute of Local Government Studies
IM	:	Information Management
IRC	:	International Water and Sanitation Centre
ITTC	:	Intermediate Technology Transfer Centre
JMP	:	Joint Monitoring Programme
KM	:	Knowledge Management
MAAs	:	Metropolitan/Municipal Assemblies
MDPI	:	Management Development Productivity Institute
M&E	:	Monitoring and Evaluation
MESS	:	Ministry of Education Science and Sports

MOH	:	Ministry of Health
MLGRDE	:	Ministry of Local Government Rural Development and Environment
MIS	:	Management Information System
MP	:	Member of Parliament
MSLC	:	Middle School Living Certificate
MWRWH	:	Ministry of Water Resources Works and Housing
NCWSP	:	National Community Water and Sanitation Programme
NGO	:	Non Governmental Organisation
NDPC	:	National Development Planning Commission
O&M	:	Operation and Maintenance
PG	:	Post Graduate
PMMS	:	Policy Monitoring and Management Support
POs	:	Partner Organisations
PPIAF	:	Public Private Infrastructure Advisory Facility
PPF	:	Public Provident Fund
PPP	:	Public Private Partnerships
PPS	:	Project Preparation Secretariat
PRE	:	Poverty Reduction Expenditure
PRUSPA	:	Private Utilities Providers Association
PSP	:	Private Sector Participation
RWST	:	Regional Water and Sanitation Teams
PURC	:	Public Utilities Regulatory Commission
RCs	:	Resource Centres
RCC	:	Regional Coordinating Council
RWST	:	Regional Water and Sanitation Team
RCD	:	Resource Centre Development
RCN	:	Resource Centre Network
SHEP	:	School Health Education Programme
SIP	:	Strategic Investment Plan
SNV	:	Netherlands Development Organisation
TAs	:	Technical Assistants
TOR	:	Terms of Reference
TREND	:	Training Research and Networking for Development
UCC	:	University of Cape Coast
UNICEF	:	United Nations Children Fund
USAID	:	United States Agency for International Development
VIP	:	Village Infrastructure Project
WBs	:	Water Boards
WHO	:	World Health Organisation
WRC	:	Water Resources Commission
WRI	:	Water Research Institute
WSDBs	:	Water and Sanitation Development Board
WSS	:	Water and Sanitation Sector
WSSPS	:	Water and Sanitation Sector Programme Support
WUGs	:	Water User Groups

# 1

## Introduction

### **Background and structure of the report**

This report is the outcome of a study IRC in conjunction with TREND and SNV is undertaking in Ghana in the context of the emphasis placed on the importance of the intermediate level for reaching the Millennium Development Goals in the water and sanitation sector. Although, a general acknowledgement of the importance of Capacity Development (CD) for sustainable development seems to exist, little concrete information is available about the situation and about approaches that are being used. Also, there is little known about possible changes that may be experienced because of decentralization processes that are taking place and because of the need for additional capacity required to reach the MDGs. To obtain more insight into the CD situation at the intermediate level, IRC through its collaborators in the south has commissioned a few country case studies. These case studies will be used as an input for a background paper for the international symposium on the theme: “Sustainable Water Supply and Sanitation: Strengthening Capacity for Local Governance”, which will take place from Tuesday 26 September until Thursday 28 September in Delft, the Netherlands.

The report is structured into 8 sections according to the thematic areas captured in the study. Section 1 in addition to providing background and purpose of the report, provides a general country situation of the water and sanitation sector including the key problems facing the sector. Section 2 provides an overview of roles and organisations in the sector while section 3 looks at the intermediate level; the enabling and constraining factors as well as the actors for capacity development at this level. Section 4 outlines the capacity building activities at the district level. Section 5 follows up with training approaches, methodologies, tools used in training delivery in the sector. The rest of the sections, i.e., six, seven and eight provide respectively, the enabling environment for capacity development, the perspective and trends of government with regards to capacity development and the conclusion of the study.

### **Introduction to the Ghanaian Community Water and Sanitation Sector**

Until the early 1990s, the rural water sector in Ghana was dominated by the central government. Central government and external support agencies were responsible for planning, construction and maintenance of rural water supplies, with little involvement of local government, communities and the private sector except for the foreign consulting firms hired to run projects and international contractors to drill boreholes. The Ghana Water and Sewerage Corporation (GWSC) – now Ghana Water Company Limited (GWCL), a parastatal organisation under the Ministry of Works and Housing, had official responsibility for urban and rural water supply and sewerage. Most of GWSC’s staff and resources, however, were devoted to the urban sector.

In the 1970s and 1980s, there were repeated disappointments with the centrally planned and often supply-driven efforts in the water and sanitation sector. As a result, the World Bank and many bilateral donors (FINIDA, DANIDA, and USAID) began articulating demand driven approaches to water supply. In line with global trends, the Ghanaian water sector undertook some reforms which have led to the transformation of the structure of the rural water sector in Ghana. The objective of the reform is to improve efficiency and improve access to potable water for the population. The key elements of the process involved the de-linking of rural/small towns water supply, the establishment of promotional/regulatory bodies and the promotion of increased private sector participation in the water supply process. Under the reform, the GWCL was made the Agency responsible for urban water supplies only, while District Assemblies (DAs) and communities were mandated to provide water and sanitation services to rural and small towns, based on a demand-driven approach with the CWSA playing a key facilitation role. Thus the Ghanaian water sector consists of the community water sub

sector encompassing rural point sources and small towns' pipe schemes, and the urban water sub sector that provides water to some 70 urban towns.

### **Status of water and sanitation facilities**

- Within the decade of implementing the National Community Water and Sanitation Programme (NCWSP), there has been significant acceleration in the provision of water and sanitation facilities to Rural Communities and Small Towns in Ghana. During this period, 5,789 new boreholes were completed and delivered. 3, 223 existing but non-functioning boreholes were rehabilitated and the beneficiaries are enjoying potable water. 1, 266 new Hand Dug Wells were constructed while 78 ran-down wells were rehabilitated (CWSA). During the same period, 247 Small Towns Pipe Systems were completed and delivered. For small/rural communities, 225 Pipe Water Schemes have been constructed and delivered to the beneficiary communities. Also 1,344 facilities have been converted to the Community Management (COM) System during this period (Source: CWSA Head office, MIS, 2004).

### **Programme management at district and community levels**

- The NCWSP is fully operational in all the 10 regions, and the 110 District Assemblies and 12,622 communities in the country. The program has since been lunched in the newly created 28 districts across the country. District Water and Sanitation Teams (DWSTs) have also been formed and trained in all the 138 districts to assist with the implementation of the NCWSP at the District and Community levels (CWSA Head office, MIS, 2004)..

At the community level, 12, 622 communities have fully signed onto the programme. Out of this number, 4,189 already had existing facilities which were either functioning or broken down. These communities, originally under the management of the GWCL system, have opted for the community ownership and management (COM) system under the NCWSP of the CWSA and have therefore had their systems converted or rehabilitated accordingly. Also, 14, 023 Water and Sanitation Committees (WatSans) have been established, 13, 945 of which have been trained, 285 Water and Sanitation Development Boards (WSDBs) have been formed and trained, while 16,220 Pump Caretakers have also been trained for pump maintenance at the community level Source: CWSA Head office, MIS, 2004).

### **Schools sanitation**

- On schools sanitation and hygiene promotion, there have so far been 1,717 School Health Committees formed and 2,848 Program Teachers formed and trained in water and sanitation management in over 850 schools.

### **Private sector**

- In all, 157 Technical Assistance Firms, 1,001 Area Mechanics, 3,937 latrine artisans, and 288 water contractors, 467 sanitation contractors have been formed and trained and are currently providing goods and services in the sector. Four (4) fully-fledged Ghanaian drilling companies have also been formed and constantly compete with foreign companies in the provision of borehole construction services.

### **Coverage for water and sanitation**

- Coverage for rural water supply (point and pipe schemes) is estimated to be 46.33 percent. The MDG target for the sector using the 1990 base year coverage of 36% will be 68%. However, the Ghanaian government is seeking to achieve 85% coverage for both water and sanitation by the year 2015. The coverage for sanitation as at 2002 is given as 28% for the rural areas. One unique feature in the sector is the availability of coverage data at the district level for the purpose of sub-national planning. Each district assembly prepares a water and sanitation plan indicating the priorities for achieving targets in the sector. These plans are reviewed and updated annually. Currently efforts are being made to further decentralize this process at the town council and unit committee levels to deepen the decentralization process. When this is achieved, it will mean that coverage figures will

be available at the very local levels to inform planning. However, it is worth noting that in spite of existence of disaggregated data up to the district level, one notable limitation with coverage figures in the sector has been the variations and inconsistencies in monitoring data from different sources as shown in the figure below. The probably reasons for this variability in data include variations in: (i) the sources of the data; (ii) the methodology for evaluating coverage; and (iii) definition of what constitutes access by the various agencies involved as a result of lack of collaboration among them.

### **Sector financing**

- There are currently many donors in the sector which is giving the wrong impression that investment in the sector is adequate. The 1993 Strategic Investment Plan (SIP) of the CWSA required 215m dollars to achieve coverage of 40% by 1997 and 80% by the close of 2004. Of this amount, \$195m was to come from External Support Agencies (ESAs). However, the total investment realized was only \$120m of which 89.9% came from ESAs (CWSA SIP 2005-2015, August, 2004, pg 6). This clearly demonstrates the high donor dependency in the sector. There is currently controversy on government contribution to the sector. Government funding through many other projects such as the Village Infrastructure Project (VIP) now Community Based Rural Development Programme (CBRDP) and Highly Indebted Poor Countries (HIPC) Initiative are not taken into consideration when computing the investment in the sector. Procured loans which have to be paid with interest by government are also normally counted as donor funding instead of funding from government since these moneys have to be paid back by the government. In spite of these arguments by government, there is demonstrable evidence that government funding for the sector is low compared to others. The distribution of government expenditure in three selected social sectors shown below clearly demonstrates this. Generally financing of sector institutions such as the CWSA Head Office, RWSTs comes from the following sources:
  - Grants from donors
  - Internally generated income
  - Government of Ghana subsidy
  - Community contribution
  - Funding from Ghana water company limited
  - Exchange difference (Africon/MWH, May 2004, pg 38). The details of this are shown in Annexure 2.

As can be seen from table 5 in the annexure, grants from donors especially the IDA constituted about 50% of financing of the sector. Over the years, internally generated funds are increasingly becoming a major source of sector funding after grants. Government's spending, however, continuous to show a downward trend between 2001 and 2003. Communities contribute 5% of capital cost of projects while they have complete responsibility for O&M of facilities. In the case of sanitation, an assessment of the implementation of CWSP2/1 showed that, communities contribute more than 50% of cost of household latrines.

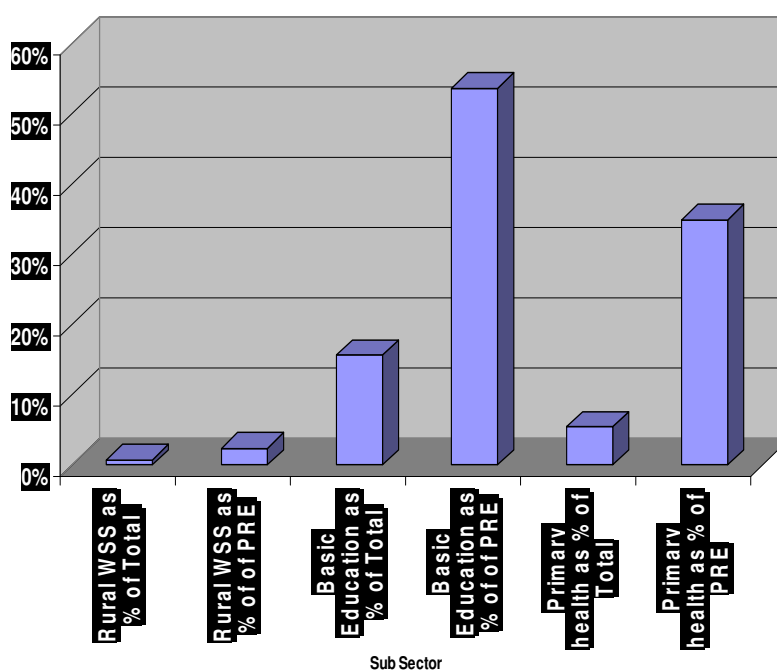
DAs financing for water and sanitation activities also come mainly from projects. Most projects make some allocations to DAs to support the activities of DWSTs during the implementation of projects. However, DAs take full responsibility for the activities of DWSTs during the post project phase. DAs also provide counterpart funding of capital cost of projects to the tune of 5%. In most cases especially with small town's water supply systems, DAs normally raise money to pay on behalf of the communities which have difficulties raising the 5% capital cost contribution. Like the sector agencies, major parts of district financing of the sector comes from projects. The IDA project for instance makes available between \$3000 and \$8000 to districts depending upon the peculiar needs of the districts (CWSP 2 Operational Manual, July 2000, pg 84) to support the implementation water and sanitation projects in districts.

**Table 1: Comparison of Coverage from Different Sources in Ghana**

Source	WHO-UNICEF	WB	Gov. of Ghana/WB		UN Millennium Project
Document title or project	JMP	GLSS	CWIQ		IRCS
Year to which data applies	2000	1998/99	1997/98	2003	2000
Access to improved/safe water sources (total %)		61	48		
Rural %	62	48	40	46.4	40
Urban %	91	79	63		70
Access to improved sanitation (total %)		78			
Rural %	70	70	46	55	44
Urban %	74	91			71

[http://www.wssinfo.org/en/pdf/country/ghana\\_sanitation1.pdf](http://www.wssinfo.org/en/pdf/country/ghana_sanitation1.pdf)  
[http://www.wssinfo.org/en/pdf/country/ghana\\_water1.pdf](http://www.wssinfo.org/en/pdf/country/ghana_water1.pdf)  
[http://www4.worldbank.org/afr/stats/StdFiles/bulletin01\\_gha\\_1998.pdf](http://www4.worldbank.org/afr/stats/StdFiles/bulletin01_gha_1998.pdf)  
<http://www.imf.org/external/pubs/ft/scr/2004/cr04207.pdf> and  
<http://poverty.worldbank.org/files/ghana%20iprsp.pdf>  
[http://www.unmillenniumproject.org/documents/mp\\_ccpaper\\_jan1704.pdf](http://www.unmillenniumproject.org/documents/mp_ccpaper_jan1704.pdf)

**GoG GPRS Expenditures 2003**



### Resource Centre Development

- Generally support for knowledge and information activities in sector projects have been largely non-existent until recently. Since 2003, Resource Centres (RCs) have become more visible as a result of an ongoing Dutch Government sponsored Resource Centre Development (RCD) project. Four RCs (TREND, WaterAid, KNUST and Water Research Institute have formed a Resource

Centre Network (RCN) to promote Information Management (IM)/Knowledge Management (KM). Their activities are supported by the Task force on knowledge management – a steering group (under the chairmanship of the CWSA that brings together all the key players in KM within the sector.

## **Key problems facing the sector**

The community water sector has made remarkable progress in the past decade since the launching of the NCWSP in 1994. However, the sector is still bedevilled with a mirage of problems elucidated below.

- **Limited investment especially by government in the sector**

Limited investment is one of the main challenges of the sector if it has to achieve the Millennium Development Goals (MDGs) targets it subscribed to. The current SIP of the CWSA requires an amount of \$756m over the period 2005-2015. This gives an annual average requirement of about \$68m while the current average annual expenditure is only \$25m. An analysis of the investment trend in the sector clearly shows that the SIP is dead at birth as its targets may not be achieved. Government funding is expected to rise from the low 4% in 2003 to 30% while ESAs contribution is expected to fall from the 90% to 60%. The level of domestic funding required within the period to achieve the targets of the SIP may not be available (CWSA SIP 2005-2015, 2005).

- **Problems with collection of 5% from Communities**

The inability of communities/DAs to raise their portion of capital costs affects the operations of stakeholders at the intermediate level due to its contributions to delays in project implementation. In most cases, communities fail to meet this requirement which will then require that the DAs contribute the remainder. Most DAs never get reimbursed but in some cases the communities agree to pay the DA from income collected or through delivery of water to DA agencies. There have in recent times been experiences where communities (with guarantee from district) have acquired bank loans for this purpose. The loans are paid through user fees collected.

- **Problems with the Supply Chain for Spare Parts and Materials**

Even though several attempts have been made from the onset of the CWSP to ensure the availability of an effective distribution chain for the supply of spare parts, the problem is still far from being solved. Selling of spare parts has been tried with hardware stockists at the district and regional levels. Information available however indicates that most private entrepreneurs find the trading of spare parts a non profitable venture and are not willing to go into it. The development of supply chain for hand pump spare parts is still an area that is still being developed. The Danida sector support package, Policy Monitoring and Management Support (PMMS), has a component that is piloting various options for developing spare parts supply chain. Supply chain for the more specialised items for repair of the more complicated systems for small town's water systems has also constituted a problem.

A second challenge has to do with obtaining hand pumps. Currently it is possible to obtain standardised hand pumps from local companies who on their own import hand pumps. However the practice is that when a larger number of hand pumps are required, it is more economical for contractors to purchase the pumps directly from overseas companies. This, while saving money, could result in delays and quality control problems. It also undermines the capacity of the local private suppliers. The World Bank had tried under a pilot scheme to provide private sector support which aimed at assisting the private sector to develop their

capacity to stock hand pumps to meet demand for larger orders. However this scheme did not take off due to lack of support to facilitate access to credit.

- **Low capacity of local private sector**

Even though, there are currently four locally drilling firms competing with foreign firms for assignments, generally the capacity of these local firms to deliver goods and services is low. The local private sector does not have requisite equipment and financial base to be able to execute certain assignments. Thus the international contractors and consultants have dominance in the sector. However, efforts are currently being made to overcome this dominance. These efforts include: i) breaking big projects into smaller units so that local private firms can participate, and ii) encouraging partnering with foreign contractors among others as ways of building their capacity. Generally the consultancy industry is in need of capacity building especially for small towns water supply schemes and for implementation of sanitation programmes. Most small towns systems still require external TAs (Interview with Water Directorate, July 2006)

- **Slow pace of decentralization**

The national program implementation approach is in line with the decentralization efforts of the country. However, the slow pace of decentralization is adversely affecting the capacity of district assemblies to assume their critical role in the design, planning, construction and supervision and management of water and sanitation projects. District assemblies for instance cannot at the moment hire staff to fill important positions to strengthen the capacity to manage water and sanitation. They as a result rely on seconded personnel from departments as works department, community development and environmental health departments for technical support in the delivery and management of services (Interview with CWSA and Water Directorate, July 2006).

- Generally the capacity at the intermediate level for KM is very weak. Three years of intense advocacy has had some impact and currently several upcoming projects are recognising the role of KM, and are making adequate provisions for documentation, knowledge sharing and the development of learning alliances. However leadership is yet to be translated into tangible support. Products and services are still inadequate. Impact of RCs still evolving but a long way is required to mainstream KM at the intermediate level because of poor ICT. However the overall interest for KM/IM and development of learning alliances has increased dramatically

## **Problems relating to Capacity Development**

The problems with capacity development at the DA level are numerous and lack of capacity at DA level is by far the biggest constraint for the implementation of projects. The local Government Act (act 462 of 1993) clearly allocates the responsibility for planning and execution of projects to the DAs yet most DAs do not have the required capacity to deal with the allocated responsibilities. DAs do not fall under the MWRWH, nor do they fall under CWSA. There is thus only little that can be done by CWSA to address problems at DA level. The end responsibility for capacitating the DA's therefore lies with the RCCs in cooperation with the MLGRD.

The key capacity problems with the DA at the organisational level include:

- Generally, the DA level has limited access to operational manuals. Inadequate reporting formats and procedures, lack of adequate guidelines on tender evaluation, lack of adequate database for consultants are other important challenges constraining the performance at this level.
- The organisation at the DA level has the DWSTs and the Desk Officer (usually the District Planners) acting as the leaders of the district team. The District Finance officers also play a key role. In most districts the Water and sanitation Desk Officers have numerous responsibilities and they are just not able to keep up their workload.
- Structural Problem with the location of the District Water and Sanitation Team (DWST)  
Currently the District Water and Sanitation Team (DWST) office has no recognition under the district assembly structure. Fears of delayed promotion, allegiance to parent organizations and in some cases interference from parent organizations tend to affect the capacity of the DWST staff to perform their duties. The most notable limitation associated with the position of the DWST in the

assembly is uncoordinated transfers which tend to affect the stability of capacity at the district level. Such uncoordinated staff transfers normally result in the underutilization of developed capacity of staff as some of them will not normally find themselves in similar positions in their new districts. At the same time, it creates capacity gaps in some districts as newly transferred people may not have developed their capacity because they have not been exposed to the project. Various means such as creating opportunities for the tapping of expertise outside the DWST, effective coordination between Regional Water Sanitation Teams (RWSTs) and Regional Coordinating Council (RCC) to ensure that transfers take cognizance and maximizes skills and expertise such as swapping of positions, keeping the staff for fixed period for example a project period will ensure the maximization of capacity at the district level are options that being considered by sector stakeholders as means of solving the problem

- Almost all DAs function under serious budgetary constraint. This is particularly true of most rural districts where economic base is low and consequent ability to generate their own income is often negligible. Weak capacity of DAs to generate funds leads to dependency on GOG funds for even the 5% capital cost contribution. The problems with financing are compounded by delays in effecting reimbursements by CWSA for project activities. This is blamed on poor reporting on the part of DAs leading to the rejection of applications for reimbursements (TREND/Water Directorate, August 2004).

### **Capacity Constraints with NGOs at the Intermediate Level**

Sector strategies recognise NGOs to be important in terms of using their potentials in the planning and delivery of water and sanitation facilities as an entry point to work with decentralisation at the district and sub district levels. NGOs are viewed as having the potential to:

- a) Contribute to the identification real needs-based (poverty targeted) allocation of facilities in the sector; and
- b) Contribute to building up ability and willingness for the grass-root levels to participate in the democratic processes and thereby contribute to a higher degree of accountability in the local government structures and the sustainable management of water and sanitation

However, many local NGOs are ill organised and do not have sustainable funding arrangements.

### **Capacity Constraints relating to sanitation at the Intermediate Level are as follows:**

- Many project documents, implementation manuals and capacity building for districts and community are geared towards supporting water programmes. The fact that sanitation is not extensively covered in the documents creates the impression that sanitation is less important than water.
- The institutional mandate for sanitation is not clear. Unlike water supply, by statutes sanitation is the responsibility of the MLGRD. Many DA staff and DWST do not fully understand why the CWSA addresses sanitation.
- Sanitation marketing and financing is a major problem. Potential partners at the intermediate level such as rural finance institutions are not motivated to be involved in sanitation. NGO partners are ill equipped to handle the challenge of marketing. Capacity building is required in this area.
- DA capacity for supporting sanitation planning and monitoring implementation of sanitation aspects at the community levels are inadequate.
- Training of artisans is done by private consultants and NGOs. Capacity of these trainers in terms of imparting knowledge and skills in sanitation marketing is limited.
- Mistrust between DA and WatSans means they are not willing to transfer sanitation funds into their account. Households have to deal directly with DWSTs in terms of accessing financial and technical support.

Existing manuals on sanitation are inadequate in terms of scope and applicability. Emphasis is on construction of selected technologies and less on marketing and financing.

## 2

# Organisational Structure and Roles

The community water and sanitation program's institutional arrangement follows a community-based approach to water and sanitation provision and management in line with the national decentralization program initiated in the country in 1988. A combination of different institutional models (Hybrid) is used to govern provision and management of water and sanitation under the NCWSP. These models are presented below:

### **Deconcentration**

Here CWSA has offices at the regional level (RWST) that plays the role of facilitator and gives technical and on the job training to District Assemblies (DAs) and communities. They also provide on demand to communities support such as assisting them to undertake water quality testing, buying of quality spare parts and equipment among others.

### **Devolution**

The sub-sector strategy is in line with the decentralization process of the country. In this regard DAs have a central role in the provision of water and sanitation. The establishment of the DWSTs which is a multi disciplinary team and a WatSan account at the district level are meant to provide support during the pre-project, project implementation and post project period and continuous hygiene education. The role of organisations at this level includes preparation of district water and sanitation development plans, project implementation, monitoring and support to community structures.

### **Delegation**

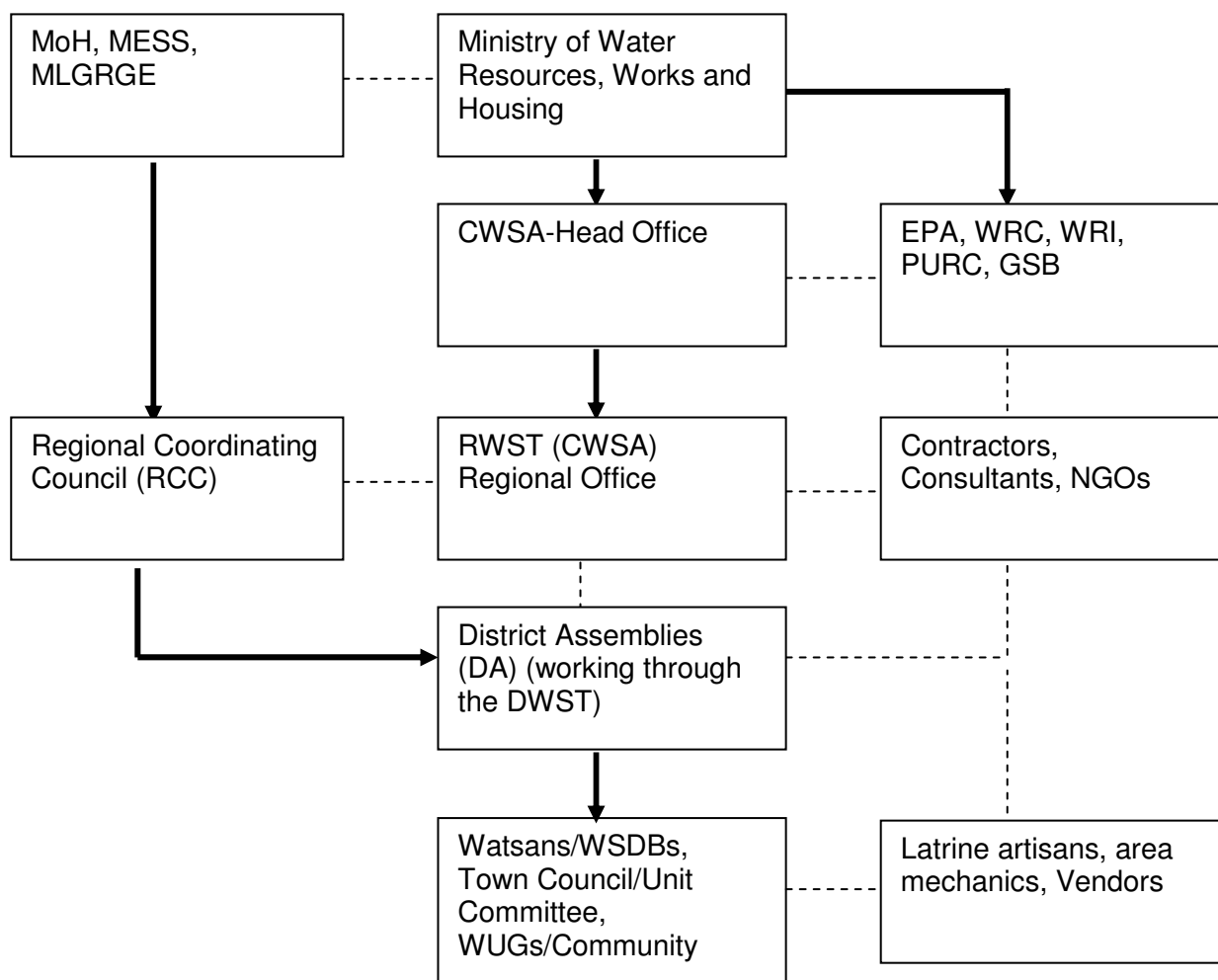
One unique feature of the Ghanaian water sector is the involvement of private sector, Non Governmental Organisations (NGOs) and civil society organisations in all phases of the project. There are a number of activities in which CWSA has delegated responsibility to the private sector. For example, the private sector has been involved in providing services such as assistance in technical repairs, supply of spare parts and tools among others. Other focus areas of private sector involvement include civil works and consulting services. Some NGOs are also involved drilling boreholes, wells, provision of sanitation and hygiene promotion and building the capacity of community level structures for the sustainable of management of water and sanitation facilities.

The institutional arrangement described is meant to ensure the professional management of water and sanitation activities in the country. The CWSA supports the RWSTs and DAs/MAs in the performance of their functions. The RWSTs, which are deconcentrated bodies of the central agency train and assists in the management of the procurement process as district /metropolitan/municipal assemblies technical units for water and sanitation develop their capacities. The DWSTs have been created by the CWSP to fill a vacuum at the district level for the provision of water and sanitation services. As the decentralisation efforts of the country progresses, it is expected that the functions of the DWSTs will be fully integrated into the DAs. Even though currently much of the of RWSTs work involve supporting DAs in the performance of their roles in view of low capacity at this level, they will continue to play their facilitation and coordination role at the regional level when the capacity of the DAs is developed. The development of the capacity at this level will ease the workload on the scanty staff of the RWSTs and allow them time to focus on their primary role as facilitators.

There are community water and sanitation organizations - WatSans and Water and Sanitation Development Boards (WSDBs) and Water User Groups (WUGs) - responsible for the operation and management of water and sanitation at the community level. In addition to the above organisations, the private sector is given a key role in the sector in delivery and provision of essential services at all levels.

The private sector plays a crucial role in designing, constructing, and maintaining water and sanitation facilities; developing NGO and Community Based Organisation (CBO) capacity to facilitate community mobilization and developing private and public sector capacity; and developing the capacity of households and communities to articulate demand for Water Supply and Sanitation (WSS) and to operate and maintain these facilities.

**Fig 2: Organisational arrangement for water and sanitation management in the community water sector**



The organisational arrangement and the relationship between the organisations involved in water and sanitation delivery is presented in the figure below. The staffing situation and the detail roles of each of the organizations are also presented in annexures 3 and 4

### Detailed description of National level organisations and their roles

This section presents description of national level organisations with a stake in water and sanitation. National level organisations role in the sector is generally focused on issues such as financing for WSS, policy and strategy formulation and regulation. A description of the organisations and specific role each plays is presented below. The description of the intermediate level organisations and actors is presented in section three of the report.

## **CWSA**

The CWSA is the lead sector agency for community water and related sanitation. The agency was established by an act of parliament, Act 564 in 1998. The agency operates under the MWRWH, the ministry responsible for the sector. The name of the ministry has undergone some changes to give focus to the management of water resources. Before the name change, a water directorate was created in 2004 at the instance of the ESAs to give priority to water in the activities of the sector ministry.

CWSA is the national sector agency charged with the coordination and facilitation of the implementation of the NCWSP. Under the act, CWSA is responsible for the following functions:

- Providing support to DAs to promote sustainable management of water and related sanitation in communities
- Supporting DAs to initiate community management of water and sanitation activities through the active involvement of community members especially women in the design, planning, construction and management of projects
- Design strategies for mobilizing resources for the execution of water and sanitation services in rural communities and small towns
- Prescribe standards and guidelines for safe water supply and provision of sanitation related services in rural communities and small towns and to support the DAs to ensure compliance by the suppliers of the services (CWSA SIP 2005-2015, 2004)

## **Ministry of Water Resources Works and Housing (MWRWH)**

- This is the sector ministry for water. It is responsible for policy formulation for drinking water in both rural and urban communities. A water Directorate created at the ministry is responsible for policy and strategy formulation, coordinating of budgets, and monitoring and evaluation to assure the efficiency in the use of funds in the sector (CWSA SIP 2005-2015, 2004)

## **Ministry of Local Government and Rural Development and Environment**

- This ministry is responsible for the formulation of policies and programmes for the administration of local government structures. It also has oversight responsibility for sanitation (water borne and solid waste) policy formulation and funds mobilization for capital investment in the sector (CWSA SIP 2005-2015, 2004).

## **Ministry of Education Science and Sports**

- The ministry is responsible for the implementation of hygiene promotion and school program in water and sanitation through the School Health Education Program (SHEP) (CWSA SIP 2005-2015, 2004).

## **Water Resources Commission (WRC)**

- The act that created the commission enjoins it with the responsibility of regulating, and management of the utilization of water resources and the coordination of policies in integrated water resources management.

## 3

### The Intermediate Level

#### **Definition of the intermediate level**

The definition of the intermediate level and which actors constitute this level in Ghana could be problematic because of the hybrid system of institutional arrangement put in place for management of water in the sector. The sector strategy has devolved responsibilities for water and sanitation management to the district level such that, district assemblies are now playing key roles in procurement, evaluation of bids, award of contracts among others. At the time of the launch of the program, capacity at the district level was very weak and is still weak even though there have been some marked improvements. The RWSTs which are deconcentrated organisation of the CWSA at the regional level thus played an important role in providing support to the DAs in procurement, contracting, project management, conflict resolution among others. This organization is still important in the sector in supporting DAs through on the job coaching and in some instances performing the functions of the DAs in disguise. The RWSTs thus still play an important role in supporting community management of services especially in the small towns piped schemes. With the increasing focus on small town's schemes in the sector, they will continue to play significant roles. In spite of the significant role the RWSTs play, for the purpose of this assignment, the DA/MA levels are treated as the intermediate level. However, staff profiles of the RWSTs have been presented for an overview of the capacity available at this level for the sector.

Figure 3 gives an overview of the levels of governance and the range of actors involved at each level. It also illustrates the complexity in determining which level is the intermediate level as there are two levels that fall into the category, i.e. the district and regional levels.

#### **Enabling environment for the intermediate level capacity development**

##### **Policy/legislation**

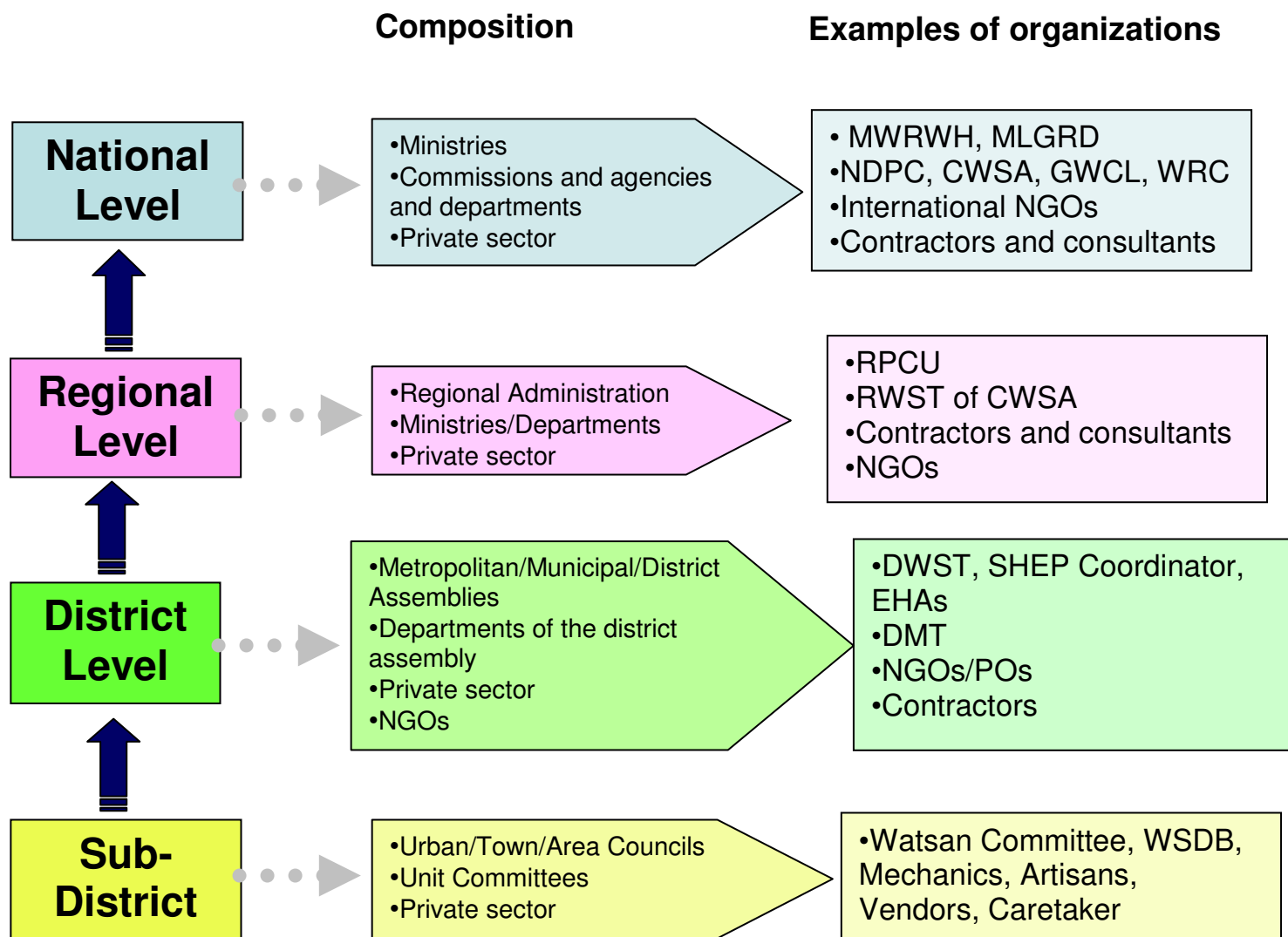
The passage of the national legislative instrument on decentralization in 1994 led to the creation and empowerment of 110 districts as the key institutions responsible for local governance including water and sanitation development at the district level. This has meant massive capacity development at this level to facilitate their new roles and responsibilities. In the water sector, which is ahead in the national decentralization efforts, capacity development was a top priority and a major component of all the major projects in the water and sanitation sector. The programme implementation strategy by the Sector in which focused is placed on decentralized delivery of services has provided impetus for accelerated capacity development at the district level. For instance, capacity development component formed 11% of the first phase of the International Development Agency (IDA) Community Water and Sanitation Programme 2 in Four Regions. The CWSA created the DWST at the district level to fill a vacuum in the management of water and sanitation. These DWSTs have undergone a number of capacity building activities to better perform their functions. Major projects placed emphasis on capacity development of the DWSTs. Thus, the availability of office space, establishment of a fund for their activities was a major requirement for participating districts in water and sanitation programs. This has helped to ensure requisite level of capacity development (CWSP 2 Operational Manual, July 2000).

##### **Slow pace of decentralization**

The slow pace of decentralization in the country as a whole is affecting capacity development negatively in most districts. Physical decentralization as against fiscal decentralization is incapacitating many districts from performing their functions well. Districts can not hire and fire staff, a situation

which is affecting the ability of district to hire and retain qualified staff. Besides, most districts in Ghana are still remote and lack basic services. As a result, they are not attractive enough to attract and retain qualified staff. This has led to a situation of limited human resource capacity at the district level. In some instances it is very difficult or even impossible to train some of the main actors (DWST members) (Interview with CWSA, July 2000).

**Figure 3: Levels of Governance for Water and sanitation management in Ghana**



### **Actors involved at the intermediate level**

In line with the sector strategy which is in line with the national decentralization programme, district/municipal and metropolitan assemblies play key role in water provision to rural and small town communities. In this regard, an effective arrangement has been put in place at this level to facilitate the performance of actors in their functions. The organizational structures at the district level for water and sanitation management has been elucidated as follows:

#### **Metropolitan/Municipal/District Assembly (MA/DA)**

The MA/DA is the main stakeholder in water and sanitation provision responsible for local level planning, facilitation and regulation. At this level, water and sanitation plans are prepared and updated.

They are also responsible for project implementation, monitoring and supervision of all water supply and sanitation activities and long term back stopping of community management.

The key actors at this DA/MA level for water and sanitation delivery are:

**The Municipal/Metropolitan/District Management Team**

This group comprises the District Chief Executive (DCE), District Coordinating Director (DCD), Deputy District Coordinating Director (DDCD), District Planning Officer (DPO), District Finance Officer (DFO), and District Budget Officer (DBO). The group is responsible for issues relating to planning, procurement, and monitoring/supervision of all water and sanitation development issues.

**The DWST**

This is a multi-disciplinary staff consisting of three full time seconded personnel from the Department of Community Development, Environmental Health Unit (EHU) and works department. The team is the technical unit of the DA/MAs and is directly responsible for program coordination and management, monitoring and supervision at the municipal/district level. It among other things performs the following roles and responsibilities.

- Planning for the provision of water and sanitation
- Processing of community applications
- Preparation of Terms of Reference (TORs), Tender documents, tendering and tender evaluation
- Review and preparation of contract documents
- Monitoring and supervision of services
- Certification of payments
- Financial management
- Reporting
- Technical support to communities

**The Social Services Subcommittee**

This is the subcommittee of the district/municipal/metropolitan assembly responsible for water and sanitation policies and approval of water and sanitation plans.

**Schedule officer**

To facilitate a link between the management staff level of the assembly and the DWST, a management staff usually the DPO or his/her assistant, is assigned coordinator of the DWST. She/He supervises the DWST and acts as the spoke person for the Team at management level.

**District SHEP Coordinator**

This is a Ghana Education Service (GES) staff member assigned with the responsibility of promoting sanitation and hygiene in first cycle schools. The SHEP coordinator liaises with the DWST to facilitate the provision of latrine facilities to schools.

The profiles of each of the above actors are presented in a table as annexure 4 to the report. Also presented as an annexure is the profile of staff at the regional level, who support the DAs in the provision of water to the various communities (TREND/Water Directorate, August, 2004). Box 1 is the outcome of an interview with planning officer/desk officer for water and sanitation in the Atebubu District Assembly in August 2006. The interview illustrates the typical situation with regards to capacity development at the intermediate level.

**Other actors at the intermediate level**

In addition to the DAs who have an assigned responsibility of providing water to communities. There are other important actors who operate at this level to complement the role of the DAs. These actors and the roles each of them play are discussed below.

## Civil society/NGOs

The sector also has the presence of a number locally and international reputable organizations involved in the delivery of various services and advocacy. All NGOs in the sector operate in line with the sector strategy of community ownership and management. Most NGOs either work directly with communities

### Box 1: Interview with Planning Officer (Desk Officer) for WSS for Atebubu District Assembly

**Interviewer:** Could you please tell me how long you have been working in this sector?

**Respondent:** I started working in the district in 1999 and have been the schedule officer for water and sanitation in the district.

**Interviewer:** What is your role WSS in the district?

**Respondent:** My role in water and sanitation is the provision of technical support. You know the technical capacity of the DWST members is weak. Mostly I guide them in conducting needs assessments, processing of community applications and in the analysis of data that the DWST bring from the field. In addition to this I also do much of the contract management in the evaluation of bids and management of the entire procurement process. I also receive reports from the DWST and act upon them at management level.

**Interviewer:** Have you received any training in the performance of your work?

**Respondent:** As far as water and sanitation is concerned, I have not received any training from the CWSA. It is only the DWST that have often been taken out for training. However, I have often been invited to participate in meetings when contracts are being awarded during which many issues come up.

**Interviewer:** I understand that GTZ and some other organizations have organized training in the district.

**Respondent:** Yes, it is true but the training was not specific to water and sanitation. They were provided for all the assembly staff and some selected assembly members.

**Interviewer:** Could you tell me more about these trainings and who were the target participants?

**Respondent:** In 2002, GTZ organized training on the planning process, monitoring and evaluation for the District Planning and coordination unit and for all heads of department including the DWST

- In 2003, the same GTZ organized a training for all heads of departments and some selected assembly members on financial management
- Late 2004, DFID, RCC and GTZ organized a briefing on data base for the DA
- Currently GTZ is implementing a solid waste management project in the district. Your organization is implementing this project. I am learning a lot from my active involvement in the implementation process.

**Interviewer:** What has been the impact of this training in the performance of your duties?

**Respondent:** The training helped us a lot. The training on financial management helped in our work especially in the procurement of consultants and contractors. We were able to prepare the district plan by ourselves. We those who had the training are able to teach new staff through on the job coaching.

**Interviewer:** What are main constraints to your work?

**Respondent:** Our biggest problem is difficulty in the release of funds for our monitoring and evaluation work. We also have difficulties with logistics such as cars and motor vehicles for fieldwork

**Interviewer:** What capacity development interventions will help you improve upon your performance?

**Respondent:** We still need more training in financial management especially on the new procurement laws. We also need an LCD, Laptop and projector.

**Interviewer Comment:** The respondent holds a Bachelor of Arts degree in Geography and Human Resource Development. He has been working in the district since leaving school. He benefited from an intensive three months course in planning for newly recruited planning officers organized by the Department of Planning in conjunction with the Ministry of Local Government.

in the provision of water and sanitation while other work with communities through the district. The challenge with the NGOs is how their activities can be coordinated especially at the district so that the work of the NGOs can be captured by the districts. Currently it is believed that, the output of NGOs is not captured and reported upon at the national level for the purpose of computing the water and

sanitation coverage. Another area where the NGOs and the CWSA don't seem to agree is the 5% community to capital contribution to capital cost. While CWSA insists that this should be paid upfront in order to benefit from a water facility, many NGOs do not go agree with this approach. Some NGOs use the five percent contribution as initial capital for supporting O&M.

A local umbrella group of NGOs has been formed to coordinate the activities of NGOs and to be the official mouth piece of all NGOs in the sector. It holds annual conferences and sector fora on sector topical issues. The annual Mole conference organized by the group is internationally acclaimed and has ensured the creation of an environment of trust between public sector agencies and the NGOs which hitherto were always at each others throats. Some of the local NGOs in the sector are involved direction provision of water and sanitation to communities and households, a responsibility which the sector ministry thinks should be left into the hands of the private sector while the NGOs concentrate on capacity building and advocacy activities which they are best at doing. The international organizations such as PLAN, WaterAid, ActionAid, among others work with partners (CBOs/NGOs) to provide direct water facilities or build the capacity of community level organizations.

### **Private Sector**

This consists of a wide range of stakeholders including consultants, contractors, O&M providers and educational institutions. These actors and their roles are presented in annexure 6.

#### **Consultants:**

There have emerged a number of Ghanaian consultancy firms involved in rendering various consultancy services to the sector at this level and also at the national and regional levels as a direct consequence of the implementation of the sector reforms. Many of these consultants provide hydrological services while a few provide software consultancy services in capacity building.

#### **Contractors (boreholes, small towns systems)**

This consists of both foreign and national contracting firms providing drilling and pump installation services. There are about four of such firms established with the support of the CWSA. The staffing profile of one of the locally established drilling firms is presented in annexure 5. As the profile shows, the company has eight professional staff made up of three hydro geologists, three technician engineers and two mechanics. None of the team members have academic training in their chosen positions. The hydro geologists have university education in Geology. All of the drilling team members developed professionally through on the job coaching working with other companies or corporations. Half of the staff managed to attain only basic education.

#### **Operation and Maintenance (O&M) service providers**

Another group of the private sector is the O&M service provider. These are made up of hardware and spare parts stockists and hand pump mechanics. The spare parts suppliers provide essential spare parts of the four standardized hand pumps approved by the CWSA. These suppliers exist up to the regional level. Some districts have some private people who also stock some parts. Another operation and maintenance operator at this level is the area mechanics who are trained bicycle /motor repairers. Four of such operators exist in every district to provide technical support to the WatSans. Missing in the sector at the district level is the availability of expertise to fix problems for the small town water systems. There are also five private operators in the small towns water supply directly involved in the delivery and management of water.

#### **Educational Institutions:**

The following training institutions are presently active in the sector.

- The Universities (Kwame Nkrumah University of Science Technology Department of Planning, (KNUST DOP), Department of Civil Engineering/School of Medical Sciences/Social Sciences etc. These departments of KNUST provide training on hygiene and sanitation, water and sanitation planning and management to various sector professionals.
- Schools of Hygiene- the school of hygiene have branches in a number of regions in the country. They are the major source of institutionalized training to EHAs and the hygiene member on the

DWST. DISCAP has supported the school of hygiene located in Tamale to develop customized courses for the training of DWST and EHOs.

- Dept of Community Development Training schools: These schools train the community development personnel at the district level.
- The Polytechnics- ten of these institutions located in all ten regions of the country provide training to the Work Superintendents, technical persons on DWST and the intermediate management staff for WSDBs.
- Ghana Institute of Management and Public Administration (GIMPA) and management Productivity Institute (MDPI): these two institutions advertise short courses and post graduate training for district level stakeholders, district management team.
- Institute of local Government Studies (ILGS) – this institute provide In-service training for the core staff of district assemblies.
- Private Training Institutions (eg. Gender Development Institute etc) (Interview with CWSA, July 2006)

### **Resource Centres**

There are also five identifiable resource centres involved in knowledge management in the sector. These include TREND which is a beneficiary of the IRC RCD programme. The rest are WaterAid, Water Research Institute (WRI), and KNUST. These (TREND, KNUST) provide training for district and community based organisations in the management of water. Currently TREND is involved in supporting West Africa Water Initiative (WAWI) and Partners in knowledge management activities and how to mainstream knowledge management in their activities. WaterAid provide advocacy in support of pro poor policies in water supply and support partners to provide water and sanitation to poor rural and urban people.

### **Associations and Networks**

The following associations and networks exist in the sector, CONIWAS, AWSDBs, RCN and PRUSPA. CONIWAS which is the umbrella organisation for non governmental organisations in the sector does advocacy on behalf of the NGOs on policies and programmes that support water and sanitation. They also organise the annual mole conference which is a platform to educate and inform members on developments in the sector developments and the opportunities available to members. The AWSDBs provide financial support to members and also training to members. They also do advocacy on behalf of members

## **Constraints to intermediate level actor's capacity development**

The roles of major actors at this level have already been presented in the previous section. In this section the major constraints in the performance of their duties is presented. An analysis of constraints in the performance of intermediate level actors revealed the following:

- DWSTs are constraint financially and this affects their activities. In spite of the requirement of major project that a fund be established for DWST activities for participating in the program, DWSTs have financial problems getting fuel to move to communities to do their work. As a result DWSTs are active only when there is drilling going in the district and there is pressing need to lead contractors to communities and to supervise the work to be able to make recommendations for their payment or otherwise (TREND/Water Directorate, August, 2004, Interview with DMT and DWST in Atebubu District Assembly, July 2006).
- The analysis of the DMT in the performance of their duties shows late disbursements of funds from both government sources and projects as one factor constraining the work of the management teams. This puts undue pressure on the management team from the contractors who have finished their part of the contract and waiting for payment. This also affects the timely completion of projects especially in the case of drilling; it might mean postponing the contract to another year because many of the communities may no be accessible in some parts of the year, the rainy season,

thus affecting the credibility of DAs on the part of communities who are very anxious about getting water (TREND/Water Directorate, August, 2004, Interview with DMT and DWST in Atebubu District Assembly, July 2006).

- DAs problems in contract management caused by delays in tendering caused by the no objection process and excess bureaucracy. Generally new procurement law introduced in 2003 has contributed to checking corruption. But their implementation involves cumbersome bureaucracy created by strict authority limits and requirements for no objection by donor representatives. These contribute to delayed processes and cumbersome project management
- Staffing situation at the district level is inadequate both in quantity and quality terms. Under such circumstances, enormous pressure is placed on the few qualified staff. The planning officer who is often the favourite by many projects at the district level is overburdened to the extent that it affects the quality of his work. The staffing situation in most of the decentralized departments such as the community development, works and environmental health departments which seconds staff to the DWST is weak. District Assemblies also require at least one engineer in the works division. Even though, the Faculty of Engineering of KNUST for instance produces 600 engineering graduates each year including about 150 civil engineers, generally, few first degree engineering and planning students end up at the district level. Staffing situation is compounded by civil service conditions which require DA key staff (in some cases the Task offices for Water and sanitation and DWST) is routinely transferred (TREND/Water Directorate, August, 2004).
- DA staff do not have the needed level of skills and most have only a basic qualification that are not commensurate with the skills needed to manage sub-projects that run into billions of cedis.
  - District capacities to make byelaws are weak. Bye laws do not seem to be in place such as those which give legitimacy to the WatSans.
  - All DWSTs need training in areas such as sanitation planning and implementation, tendering, project /contract management and M&E but this capacity is developing slowly throughout the nation
  - Planning capacity at the DA is weak. Most Districts have DWSPs that have been compiled with the help of Consultants. DA capacity to update DWSPs is rather weak. Thus most DWSPs are outdated. Baseline data used in the DWSPs need to be reassessed.
  - DAs have a major role in post construction monitoring and capacity building in terms of ensuring adequate O&M, ensuring adequate data gathering/reporting, auditing WSDB accounts and ensuring water quality monitoring. In most cases the capacity for carrying out these is not assured once the project is completed hence this affects sustainability of the system.
- Knowledge and systems for operating are weak. For example:
  - Financial accounting at DA level is mostly still done by hand. Dist Finance Officers and project accountants complain that they can not cope with the workload as they were responsible for maintaining a large number of accounts (TREND/Water Directorate, August, 2004).
  - Reporting and data keeping at the district level is very weak. Important documents and correspondence are always not available when needed. Basic filing systems are none existent. Few districts have database of good drillers and consultants. The majority always rely on CWSA (TREND/Water Directorate, August, 2004).
- Conditions of service at the DA level:
  - DWSTs operate under deprived conditions. In most cases there is inadequate logistics for their role including shortage with vehicles and fuel to carry out project activities and inadequate office facilities.
  - Salaries of DA staff are based on civil service levels and are therefore unattractive. This contributes to a generally high rate of attrition. Because they are poorly paid, they often

expect some incentives to perform their duties in relation to water and sanitation. Some donors working in different sectors within the district provide incentives that cause difficulties in so far as DA staffs are inclined to pay more attention to these other projects than sector projects which do not provide incentives. (Interview with CWSA and Water Directorate, July 2006).

## 4

# Capacity Development Support for the Intermediate Levels in the Wash Sector

## Main CD Activities that are Taking Place in relation to the Community Water Sector

### District Capacity Building

Under sector policy and the statutes that underpin the decentralisation process, all stakeholders are clear about the leadership role of District assemblies in the development of water. All players agree that the capacity of the district is a key prerequisite for enabling districts benefit from sector investment funds and for ensuring post project sustainability. However there is also widespread recognition that capacities of the majority are very weak and in many cases their capacity to lead the planning and management process affects their ability to benefit from a scaled up national programme in which the district has to meet several project conditions. The few strong districts generally benefit more from projects since they are able to meet requirements for projects, capital costs contribution etc. In the last five years there have been projects like DISCAP sponsored by the CIDA in the three northern Regions (2001-2006) and South Eastern District Water Supply Project (1999-2001) which emphasised entirely on building capacity at the intermediate level to ensure improved management and utilisation of available facilities.

There are two main groups of capacity building activities at the district level. These two groups are i) training and ii) institutional strengthening. The rationale for these two groups of activities is aimed at equipping stakeholders with technical expertise to perform their functions and the needed logistics to facilitate their work.

#### Training

Training is one key capacity building activity at the district level. As has been discussed in the introduction of this report, until the advent of the NCWSP, rural water supply has been centrally delivered and managed. There has been little involvement of local level organizations in the provision of water and sanitation. Thus capacity building became a key component of the national strategy which placed responsibility for water provision at the district level. All water projects and programmes whose implementation is facilitated by the CWSA have training as a key component of their projects. Training activities are generally geared towards providing all actors at this level with specialized knowledge and skills to deal with their day to day functions. Recently, new government policies like the procurement act have generated need for training for DA staff (as well Private sector and NGOs) in all the 138 DAs. Recent training thus emphasises on training to support government policies (e.g. procurement/auditing/financial management) and the deepening of the decentralisation process. Training is basically project driven even though within the parameters of the national strategy. Training materials, manuals are developed by each project for participating districts. Usually, the major projects in the sector make use of private sector and NGOs to design and implement training programmes. Thus there are no standardised training materials and manuals in the sector for the purpose of training even though there is little variation in training topics as shown in table 2 below.

Generally beneficiaries of capacity development at the district level include:

#### DMT

The objective of DMT training is to give members of the team insight into the program approach, the roles, benefits and obligations of each member of the team and the role the DA is expected to play in the program. This type of training is normally in the form of a two-day orientation workshop for the DMT and DWST. In view of the role this team play in contract

management, they are also taken through procurement processes, tendering, and contract management to enhance their performance.

- **Watsan schedule officers**

The watsan schedule officer is a member of the DMT appointed to coordinate the activities of the DWSTs and to be the liaison between the DWST and DMT. He plays a major role in the preparation of DWSPs and their review and updating. Thus in addition to general training received as a member of the DMT, he is given specialized training in DWSP preparation.

- **Project accountants/Budget officers**

Budget officers/Finance officers are taken through project financial management and reporting. This is expected to make them well versed in the project account preparation and reporting essential to avoiding mistakes and their resultant consequences of delays in disbursements of funding.

- **DWST**

DWST training emphasizes on the acquisition of technical knowledge and skills in the performance of their duties. Members of the DWST are given training in community mobilization skills, work planning, and report writing, basic computer skills to facilitate report preparation and storage. They are also given training in data collection techniques, hygiene and sanitation promotion. Most DWST training is normally done along with POs training in a two-week workshop.

- **Institutional strengthening**

This type of support seeks to help DAs provide an enabling environment for the DWSTs to be able to function effectively. This kind of support; institutional strengthening or start up support includes the following:

- **Transport:** This consists of cars and motor vehicles meant to facilitate mobility of the DWST. Most projects make available at least three motor bikes for the work of the DWST. Danida for instance in addition to the motor bikes, provide a cross country car. A few projects (like the Danida sponsored DBWSC which operate in 4 southern regions are talking about equipping district with field water quality equipment but this has not materialised.
- **Furniture:** This is made of office tables and chairs for use by the DWST
- **Start- up stationery**
- **A computer and accessories**
- **Office equipment- cabinets, calculators etc**
- **Project manuals, training manuals.**

- **Organisational support**

This kind of capacity development is not well integrated in the sector. The only single project which incorporated this kind of capacity development into its project is the EVORAP (2001-2006). The EVORAP project included an organisational development component which had the objective of ensuring a better understanding of the existing structures and relationships among the main stakeholders (CWSA, DAs, DWSTs and WSDBs), their roles, responsibilities, and procedures and how they feel. EVORAP also played a key role in developing CWSA's capacity for carrying out M&E at the district and sub-district level. The Project assisted the development of M&E by designing an O&M system and the necessary tools which allow WSDBs and DAs/DWSTs in selected small towns in the Project towns to carry out O&M measures in a permanent and transparent way. The successful system tested by EVORAP had formed the basis for a new harmonised system for the CWSA which is being considered for expansion to all other parts of the sector in the country. Provisions included funds for extensive training of all WSDBs and DWSTs in the Project towns in the use of the new harmonised systems (Interview with CWSA/Water Directorate, July 2006).

### **Capacity Building of NGOs at the Intermediate Level**

The role of NGOs is being increasingly acknowledged in terms of their advocacy roles and their provision of capacity support to DAs and community level stakeholders. However, capacity of the majority of NGOs in the Sector are too weak. To date, only less than a dozen local NGOs have the organisational capacity to be considered self-sustainable. Most of these are partners of larger international NGOs and benefit from capacity support including equipment, training and horizontal funds for their operations. A recent sector support under the Danida Water Sector Programme support (WSSPS II) included packages for establishment and development of CONIWAS – an umbrella organisation for NGOs working in the water sector - in recognition of the role of NGOs in the sector.

While CONIWAS have done a bit with strengthening networking between NGOs, CONIWAS activities have mostly involved NGOs at the regional and national level and they have so far failed to bring the large number of district based NGOs on board. And have made little impact with capacity building at the intermediate level. The large number of NGOs still remains as weak entities that are mostly being manipulated by district officials - often for personal gains.

### **Capacity Building of Private Sector at the Intermediate Level**

Generally private sector capacity building has not received the required attention. Limited training facilities and opportunities exist for the private sector except for those that are directly sponsored by Projects – such as training of area mechanics and latrine artisans. Capacity building support for the private sector at the district level is basically training geared towards empowering them to deliver efficient services to community based organisations such as the WatSans and WSDBs.

### **Partner Organisations (POs)/Technical Assistants (TAs)**

Partner organizations/Technical assistants are district or regional based NGOs used to facilitate Watson/WSDB formation and training. They are given training community in mobilization, project implementation requirements, gender mainstreaming techniques, hygiene and sanitation, facilitation skills among others to perform their functions.

### **Latrine Artisan/Area Mechanics training**

The sector has approved standardized latrines for promotion in communities. A selected number of masons are given practical training as latrine artisans in the construction of these latrines. These artisans work in zones. Similarly area mechanics consisting of bicycle repairers, motor vehicle repairers are given training hand pump maintenance. At least four of such people trained in each district.

### **Contractors/consultants**

The following two measures are currently available for developing the capacity of this category of private sector - partnering with foreign firms and breaking down projects into smaller assignments for local firms to be able to undertake and therefore develop their capacity. A few specific efforts are being made by some projects to strengthen interest and participation of the private sector. These initiatives include:

- The IDA sponsored PPIAF piloted project to examine the feasibility of private sector participation in management of small town's water supply. The impact of this has been positive. The core of contractors who were involved in the project evolved into private utility providers association which is growing. The project helped the sector to understand the limitations and opportunities and the outcomes have gone a long way to influence policy.
- A similar effort of the World Bank to support the role of the private sector in importation and stocking of hand-pumps has been less successful
- Danida is providing support for development of hand pump supply chain.

However these few interventions have been far from adequate. The vast majority of contractors, suppliers and service providers operate in a chaotic environment characterised by poor equipment stock, cash flow and poor management and delayed payments. Capital is unavailable – with bank interest as high as 30%. Nationwide, it is becoming increasingly recognised that corruption at the district level is a

major headache. Alongside these serious bottlenecks are also the problems of competition from Asian companies. These companies have driven down prices of services in the sector. For example the average price of drilling has dropped by about 50% in the last decade due largely to competition from foreign contractors. Even though the drop in prices provide a short term benefits for the sector, it does not promote local drilling companies who will in the long term provide much cheaper service to the sector.

Apart from these trainings provided by projects within the community water and sanitation sector, the ministry of local government has a training school which from time to time trains its staff in topics such public administration, project management, procurement among other topics. Similarly, workshops and seminars organized by the sector agencies or NGOs in the sector provide yet another source of training for stakeholders at this level.

Generally however, a huge chunk of the training at the DA level is non-technical. Most NGO and private trainings are linked to software aspects such as hygiene education (PHAST) and participatory skills and in gender mainstreaming.

Within the water sector the key challenges at the DA level in training include the following:

- Capacity in contract/project management
- Effort towards CB on hand-pump maintenance
- Capacity Building for sanitation development
- DAs capacity building for Small towns water supply management

## **Description of Available Training Institutions and their Activities**

Key sector organisations that provide training include:

- The Institute of Local Government Studies (ILGS):  
The ILGS was specifically established with Dutch Government support to act as a training/resource centre for district capacity building. It provides training to district level actors such as planning officers, finance officer, budget officers and coordinating directors and Chief executives. Staff of various ministries at the regional and national level is also target beneficiaries of the ILGS training. DWSTs who are at the centre of water and sanitation planning and management at the district level are not target group for ILGS training. Much of the training of ILGS is linked to empowerment to implement new policies.
- Ghana Institution of Engineers  
This institution has excellent facilities for training of engineers especially in issues relating to project and contract management. Project staff including some DA level engineers have benefited from their courses.
- The GWCL training school at Weija  
This training school serves as a venue for training of staff for the urban water sector. They are very strong in training in areas like water quality monitoring but collaboration with CWSA and DAs has been low.
- CWSA have no training institute but rely on consultants and NGOs for its project specific training. Key trainers have included TREND and other NGOs like the Gender Development Institute, and the Participatory Development Associates, which all offer tailor-made courses.
- Management institutions like Ghana Institute of Management and Public Administration (GIMPA) and Management Development and Productivity Institute (MDPI).  
These have special skills for provision of tailor-made courses for CWSA personnel. Staffs pay relatively high fees to benefit from these courses. Staff of private entities and NGOs have benefited from the training courses offered by GIMPA in project management and monitoring and evaluation. GIMPA also provided support for in-service career development of several DA core staff (planners, finance officers, Chief Executives Etc) in terms of post graduate

certificates and degrees. However, actual numbers of DA staff who have benefited from these courses are small.

· **KNUST Department of Planning**

The Department of Planning of the Kwame Nkrumah of University of Science and Technology on consultancy basis provide training for newly recruited district development planners. Some DWSTs have also benefited from training by department in data collection. Similarly the Civil Engineering Department of the same University and the University of Cape Coast with the support of CWSA organises tailor made courses for the WSDB staff and DWSTs.

## Major Training Programmes and Important CD components in major water programmes

Table 2 presents a summary of three of the major water programs in the country. It also shows the areas of intervention of the programs in terms of capacity development.

**Table 2: Summary of major water programmes and areas of capacity development interventions**

	IDA CWSP in Bong Ahafo, Ashanti, Upper East and Upper West Regions	DBWSC (DANIDA) in Volta, Eastern, Greater Accra and Central regions	DISCAP (CIDA) in the Upper East, Upper Westland Northern Regions
Training	<p>Orientation and awareness workshops for DMT and DWST</p> <p>Team building and communication training for DMT and DWST</p> <p>Monitoring and evaluation training for DWST</p> <p>Training in DWSP preparation for Planning officers and DWST</p> <p>Training in the acquisition of computer skills, data collection and data management for DWST</p> <p>Short computer-training courses for members of DWST and the schedule officer.</p> <p>Area mechanics training</p> <p>Latrine artisan training</p> <p>Watsan and WSDB training</p> <p>Pump caretaker training</p> <p>Health/Hygiene and School Teacher Training</p>	<p>Training of DA staff and DWST</p> <p>EHAs/DWST training</p> <p>Monitoring of Operation and Maintenance training</p> <p>PHAST training</p> <p>DWSP preparation training</p> <p>Training of artisans and handpump mechanics</p> <p>Women leaders training</p> <p>Formation/Training of WatSans ad WSDBs</p>	<p>Computer training for DWST members</p> <p>Trained WSDBs and the technical specialist of the DWST on the optimization of small piped systems,</p> <p>Trained the health and hygiene specialist on health and hygiene promotion.</p>

Organizational support	Between \$6000-\$8000 for new districts in the program \$30000-\$5000 for old districts for activities such as Setting up office space for DWST Furniture and equipment Motor bikes	Office equipment for DWST office, motorbikes for DWST Support for field operations, office furniture, Computer and accessories Staff incentives to DWST and key DA staff. Support to DWSP preparation in DAs	Office equipment Computers and accessories Office furniture Motor vehicles Logistical and technical support: installation of pressure boosters and Chlorinators to check water quality Forty meters have been provided to each of the pilot boards
Others	Study tours	Study tours Development of Data collection forms for point source facilities & piped schemes logistics as books for recording expenditure, minutes, visitor's registers and register facilities for recording operation and maintenance expenditure	Curricular development and institutional strengthening of training institutions Asset Register/Management System Follow up support to WSDBs Facilitation of dialogues between community and WSDBs Reorganisation and remobilisation of the boards: Development of a generic constitution for WSDBs Advocacy on behalf of water Boards

## Tertiary Training and country practice

- The key tertiary training institution in the sector is the KNUST in Kumasi. This institution trains almost all the engineers and planners in the sector. It also trains the social scientists, materials specialists, public health experts etc. Other Universities like the University of Ghana, University of Cape Coast and University of Development studies are entering the market with specific tailor made products. The general trend is good but the lack of sector sponsorship affects patronage.
- Generally, pre-service training provided by universities is inadequate. Universities have expanded dramatically in the last few years and produced more than enough graduates. However most of the graduates are ill suited to work directly in the water sector. Obsolete curricula, weak emphasis on community/management issues are the main causes. Hence, new graduates need long period of orientation and in service support to perform. Generally University training equips engineers with knowledge and skills more suited for the urban sector. More recently, there has been a history of partnerships between key sector agencies like CWSA, GWCL and Universities (KNUST and UCC) in providing tailor made courses. Not all of these collaborations have been successful. The most important in recent years involved a certificate course for WSDBs. The course run for three years but could not be sustained when donor funds expired.
- Post graduate courses seek to get students better suited for activities at the decentralised level. Some of the more important ones are: (i) SPRING programmes at the KNUST which trains development planners and (ii) the Dutch Government supported MSC course in Water and Environmental Management which trains students better suited to the needs of the water sector. The University of Ghana has also introduced a post graduate in public health issues which trains staff suited to support sanitation development.

## Brief Reflection on Possible Differences between the Community Water Sector and CD efforts in other Sectors

### Agricultural Sector

Like most sectors the agricultural sector is targeting their capacity building efforts at decentralised management and increased involvement of the private sector.

- The agriculture sector also shows increased involvement of the Private Sector in extension services provision and technical services delivery and increased emphasis on district and community ownership and management. Lessons are being learned from the CWS sector and a lot of NGOs operating in the water sector have been roped in. A World Bank sponsored programme is piloting the concept under an EDF component.
- Agriculture programmes tend to have a more comprehensive approach. Indeed most have a water supply component, but also crop production, micro-enterprise development, research and knowledge sharing etc.

However there are some key differences:

- Capacity of agricultural district offices seem better developed hence DA staff are better equipped to plan and implement activities. However offices suffer from similar constraints of inadequate logistics, poor remuneration etc. Also very little productive activity happens outside donor sponsored project environments.
- Most agricultural development is still done with private investment (compared to 90% funding of the water sector).
- The idea of incentives and top ups for districts staff on Projects seem better institutionalised. Some of the incentives packages within the agriculture sector which the water sector can learn from include: 1) the putting in place an arrangement (acquire motors at a subsidised price and payment made in instalments) in which motorbikes are acquired by extension staff to facilitate their work as well as giving them ownership of the motorbikes, 2) provision of simple accommodation (2 bed rooms with bath, toilet and kitchen) for extension staff in operational areas. On the average each district has fifteen operational areas, 3) well defined system of carrier development and job progression.
- Opportunities such as study leave with pay, job progression opportunities motivates workers in the performance of their work knowing that with handwork they can achieve high levels of carrier development.
- District offices have better support from Regional offices of the Ministry (compared to the CWSA where RCC support has often been weak)
- Generally programmes show more emphasis on knowledge generation. This is historic and could relate to the fact the most of the CSIR institutions were developed to support the agricultural sector
- Idea of group formation is well developed to serve as basis for assessing project support and micro-credit facilities. This is a trend that could be useful to the sanitation sector.

### **Educational Sector**

The Educational Sector shows more similarities to the water sector in many ways:

- Increased community management and privatisation
- Relaxation of policies which has opened the door for proliferation of private providers of education
- Channelling of Government support and subsidies to support the poorest areas.
- Greater capacity building of leaders in rural areas to monitor quality of education

But there are also some marked differences especially in terms of the institutional capacity for staff development and decentralised monitoring:

- Strong district offices serve as the focal points for development and quality monitoring
- Better training facilities for the facilitators and key players (teacher training colleges, Teacher training Universities)
- Better structured and more attractive incentives for teacher and educational sector workers – opportunities for training, career upgrading, allowances during training etc.
- sector where most students are given incentives to remain in the professions

5

## Available Approaches, Methodologies and Training Materials

The table below summarises the training approaches/methodologies and tools used in training in the major training programmes in the water sector. As shown in the table, most training materials are developed by projects with the support of consultants. This tends to duplicate efforts and resources.

**Table 3: Summary of available methodologies and tools**

	Training methodology	Type of materials used	Who developed training materials	Are materials gender sensitive
DWST/EHAs/WSDBs/WatSans	2 weeks workshop that combine class room learning, field simulations and study tours On the job coaching support	Training manuals on water and hygiene hygiene and sanitation, sanitation problems and barriers and HIV/AIDs Prevention. Each manual consists of a pedagogic guide, visual supports and an extensive range of participatory tools. Asset register Watsan manual Pos manual	EVORAP DISCAP CWSA/IDA Danida etc	Gender mainstreaming core in each training manual.  Siting arrangements gender sensitive  Timing of meetings also gender considerate  Female representation especially community level very high
District Training of EHAs/Pos	PHAST	Toolkits for PHAST on: Sanitation ladder Three pie sorting Faecal routes Faecal barriers Story with a gap Pocket voting Gender task analysis Community mapping	PLAN Ghana CWSA Greater Accra Region CWSA Central Region	Respect for people's knowledge and ideas Recognition of individual and collective inputs Recognition of creative potential of people Minimum of structure, a maximum of participation Commitment to creating opportunity for people to express themselves
DMT/Schedule officers/Project accountant	2 days orientation workshop Study tours On the job coaching support	Project Documents Training manuals	CWSA	Orientation emphasis the need for women involvement and ways in which women can be involved
Latrine artisans/H and pump mechanics training/handpump caretakers	2 weeks workshop that combine class room learning, field simulations	Training manuals including designs of various latrines Training manual including different types of hand pumps	CWSA	At least one woman caretaker from each committee

## 6

### Enabling environment for CD Activities

#### **Government orientation towards CD at the intermediate level**

In Ghana the achievement of the MDGs means improving access to water supply from a current 44% (in 2005) to 73% for rural water supply, and from 61% to 88% for urban water supply by 2015 using 2005 as the base year. In respect of sanitation the MDGs require that access increases to 56% for rural and 80% for urban areas. Generally the objectives of the ongoing sector reform which started in 1993 have been in line with the key principles which underpin the Ghana Poverty Reduction Strategy namely: issues of good governance, decentralisation, sustainability and poverty reduction. The reforms have provided strong basis for the delivery of the WSS agenda. Overall the community water and sanitation sub-sector has made good progress on the platform of community ownership and management, demand-responsiveness, decentralization and the integration of sanitation and hygiene education with water supply.

However the Sector ministry (MWRWH) sees three main obstacles to the achievement of the sector goals: (i) lack of capacity, especially at the decentralized level (ii) Insufficient allocation of funding to agencies to carry out their functions and (iii) Improving inter and intra-sector co-ordination. In terms of capacity at the intermediate level the priorities of government that are relevant include:

- Improved capacity of districts to implement and monitor projects
- Promotion of local private sector capacity
- Capacity in developing information and monitoring systems
- Improvement of capacity of sector to make interventions pro-poor
- Development of harmonized M&E system anchored within the DA
- Strengthening NGO capacity in terms of NGO coordination, increased capacity for advocacy and increased NGO participation in M&E activities.
- Development of innovative financing schemes for sector activities especially with regard to small town's water development and sanitation.

The Government sees the tackling of these as a prerequisite to the development of the sector and this is reflected in policy formulation and strategies such as the sector investment plan for capacity building. The ongoing sector reforms which place emphasis on capacity building at the decentralized level are aimed at creating the enabling environment for the achievement of the sector objectives and targets.

The above sector issues are often raised in important sector foray like the Mole Conference and Technical/Software Forum. The ongoing sector reforms which place emphasis on capacity building at the decentralized level are aimed at creating the enabling environment and institutions for the achievement of the sector objectives and targets.

#### **Official resource allocations for training and the other CD activities, including funding allocations 'hidden' in major projects**

A review of some available projects budget showed clearly the emphasis placed on decentralised capacity building. All budgets had a clear budget for DA capacity: Two of the most important projects (i) The IDA sponsored CWSP 2/1 (2000-2004) and the (ii) District Based Water and Sanitation Component presented below. The two projects show the extremities in terms of the former which places maximum emphasis on DA capacity building and the latter whose emphasis is thought to be more on CWSA and community level capacity building. As the table below shows, wide discrepancies in the level of allocation to capacity building at the intermediate level exist. Generally sector trends indicate an increasing trend in allocations for capacity building at the intermediate level. The conclusion from CWSA staff is that:

- Allocations of over 5% are common in Sector Project. The IDA is the single biggest advocate of DA capacity building and hence the 11% allocation is expected to be on the high side compared to other Projects.
- The expectation is that budget lines like pilot Projects and even allocations for community capacity building and miscellaneous funds ultimately benefit the intermediate level as support for capacity building. For example in the DBWSC a huge chunk of the Miscellaneous funds and pilot schemes have ended up in supporting capacity development of districts to pilot innovation financing schemes for sanitation.
- The allocation for the DBWSC is rather on the low side and that maybe, reflects the fact that there had been earlier projects under WSSPS I within the same set of regions which had tackled the needs at the district level. However the observed general trend is of more Projects allocating greater funds for direct capacity building at the community level for WSDB and Watsan capacity building.

**Table 4: Summary of Project Allocation of Funds**

Budget Item	CWSP II Value in US\$ Millions	% of total	DBWSP (WSSPS II)	Value in DKK (Millions)	% of total
WS& S facilities	17.30	61	Water Facilities Sanitation	119.55 57.575	43.8 21.2
Community Development	3.80	14	Community mobilisation/training	16.363	6.02
Capacity Building of DAs, NGOs, Private Sector	3.20	11	District Capacity	9.91	3.60
Project Management	2.5	9.0	TA CWSA capacity Cars/Audits	44.70 12.05 2.19	16.4 4.43 0.81
Pilot Schemes	0.8	3.0	Handpumps chain. Other pilots	0.75 0.25	. 0.37
Miscellaneous	0.4	2.0		8.284	3.05
Total	28	100		271.694	100

### **Funding enabling environment (organisational development)**

Increasingly many projects are providing funding for development of knowledge and piloting of new approaches, pilot systems that strengthen policy environment and generate knowledge that guide future strategies. These aspects of sector wide capacity development also impact on the intermediate levels. Some examples are:

- **Danida Sponsored WSSPS II**

Apart from funds for the DBWSC of about 271 Million Danish Kroners, Danida support to the sector, a separate package (22.95 Million) was meant for Sector wide capacity building called the Project Monitoring and Management Support Component. The PMMS had 5 main support components:

- Support to the Water Directorate
- Support to the Policy Directorate (MLGRD)
- Support to the CWSA
- Support to the NGO/Private community in the water and sanitation sector
- Support to the Intersectoral Technical Advisory Team

In particular the fourth component directly had inputs for organisational support to CONIWAS and support to the private sector for the establishment of the hand pump spare parts supply chain.

· **IDA sponsored Support to the Sector**

The CWSP II included the implementation of the pilot schemes under the support of the PPIAF. Five towns were helped to test options for Private sector/DA collaboration in management of small town's water supply.

## 7

# Perspectives and Trends

A brief summary of trends in CD is presented below.

### Evaluation of RWSTs and DWSTs

There are annual evaluations of the staff of RWSTs at the end of every year which is used as basis for staff promotion and staff training. However, most project evaluation missions have focused more on projects. In 2004 the IDA sponsored Community Water and Sanitation Project CWSP II which covered 4 regions carried out a detailed evaluation of the project that also looked at the overall effectiveness of RWST and DWSTs performance. The study was followed by a detailed capacity needs assessment of at the regional and district levels. The rationale for the evaluation was to learn lessons from the CWSP 2/1 that could inform the implementation of the CWSP 2/2. The key findings and recommendations concerning capacity development at the intermediate level including the following:

- **The need to push decentralization further to the grassroots level** by further decentralizing procurement of services and goods to the community level (through the use of area councils and unit committees in contracting). The report observed that the Projects objective for community level contracting has met with little success due largely to the lack of capacity at the community level. It observed that the pursuance of this objective of the Project has a lot of implications for capacity development at the district assembly level who have the responsibility for facilitating this process. The report further observed the need for the RWSTs and private consultants at DA level to focus more on assisting DWSTs to improve their capacity in areas like contract management and to empower the DAs to provide needed support to Unit Committees who are supposed to lead the community contracting process.
- **The need to institute champions at the district level** for water supply and sanitation delivery. It came out from the evaluation that advocacy and general coordination of water and sanitation activities at the DA levels were weak. There was the need to identify a champion at the DA level around whom capacity for water and sanitation can be built due to the fact that the desk officer for water and sanitation activities (often the district planner) is often overburdened with other responsibilities thus leaving little time for WASH activities. The report actually mooted the idea of future projects specifically funding the Water and Sanitation Desk with the DAs. However this recommendation has not yet been implemented in any project.
- **The need to develop capacity to ensure increased profile of Sanitation:** There was recognition of the fact that sanitation development seriously lagged behind the development of water supply services. The report recommended the need to further develop capacity of DWSTs and RWSTs in sanitation within the broader understanding of the linkage between health, environmental and water and related sanitation related aspects in order for them to have a vision and an understanding to promote sanitation facilities.
- **Need for further Development in Small Towns Water Supply Management:** The study identified the need for capacity building of RWST and DWSTs concerning the different management models in small towns water supply. In this regard it was recommended that a manual – (STOM) Small Towns Operations Manual similar in appearance to the COM and DOM manuals should be prepared regarding the various options.
- **Old Theme Areas that are Regaining Prominence in Capacity Building**  
Two areas come into prominence:
  - Sanitation and hygiene have always been viewed as integral components of the community water and sanitation strategy but after a dozen years of implementation, it is accepted sector-wide that the strategies have failed. In the last few years, emphasis has again swung

to the need to redevelop capacity for sanitation. Effort is being put into strengthening the Sector Ministry in charge of sanitation. Several projects are piloting new approaches and are providing support for the piloting of new approaches for sanitation marketing and innovative approaches to sanitation financing.

- Hand-pump maintenance and the establishment of spare parts supply chain is another area that has regained prominence in the past few years. Successes in this area have been few. The WSSPS II has started a component that involves piloting the establishment of hand-pump supply chain.
- **Harmonisation of M&E Systems:** Recent trends have been towards the development of harmonised M&E systems anchored at the District level. Under the Danida sponsored PMMS, support has been provided for the development of a harmonised sector-wide system for M&E to be anchored at the District level. EVORAP has provided support for this Danida led effort to be harmonised with Case's National monitoring system. DISCAP also piloted decentralised M&E in selected districts in the three Northern Regions of Ghana. These developments have led to the initiation of an extensive capacity building efforts at the District and sub-district levels.
- **Cases Advocacy for Private Sector Management:** Up until recently, WSDBs and the DA had the responsibility for deciding on the option for management of their small towns water supplies. In most cases WSDBs and DAs opted for direct management under which operators and management were recruited and trained to operate and maintain the systems. This trend is changing – as CWSA seeks to promote more indirect systems of management where management is delegated to private operators. The ongoing privatisation of GWCL has resulted in over 400 trained and experienced staff available to support private sector management in the community water sector.
- **Sector Wide Approaches to Training:** Under Cases leadership, there is an increasing trend towards harmonisation of training approaches and training curricula. Courses that are being applied sector wide include (i) a certificate course in WSDB training which was executed by 2 of the country's Universities (ii) a new M&E training curricula which has been developed to support the implementation the new harmonised systems for O&M of water supply and sanitation projects, the widespread adoption of PHAST as an approach for training of District staff in hygiene and sanitation management and (iv) the adoption of a common curricula developed by the CWSA for hygiene education.
- **New Thematic Area that are Evolving:** DBWSC is for the first time looking into the subject of Multiple uses of water with a view of developing innovative pilot approaches and ultimately incorporating the reality of MUS into sector policy. Support for CWSA has so far been weak but other NGOs like WaterAid and Plan Ghana are showing strong interest.
- **Conduct of Capacity Assessment:** Projects are keen to deliver capacity building support in a more structured way. An increasing trend which was hitherto absent has been an increased attention to capacity needs assessment and the formulation of structured capacity intervention plans with monitoring indicators and clear modalities for ensuring evaluation.

## Main views of important actors including perceptions on gender

### · **Bilateral Donors**

Concern with regards to capacity building dwells on:

The lack of attention to sanitation

- The lack of success with sanitation programmes and the extent to which sanitation lags behind water
- Issues to do with the slow rate of donor harmonisation
- General situation with high level of non-functional water-points and the whole challenge of post construction sustainability and how it relates to the whole issue of DA involvement in post construction maintenance

- **CWSA Head Office and Regional Offices**
  - Weak structures for monitoring and its impact on non availability of reliable databases, weak O&M and the lack of accurate statistics on sector coverage
  - The need to take decentralisation to the next logical step where projects should really be decentralised and DA should really lead and manage the process
  - The weak capacity of the district assemblies
  - The weak situation with sector learning and knowledge management
  
- **District Assemblies**
  - Weak financial and staffing situation vis-à-vis increasing responsibilities with Water and Sanitation (worsened by the irregularity of the District Assembly Common Fund (DACF))
  - Problems with resource mobilisation and cost recovery
  
- **NGOs ( including NGOs like WaterAid)**
  - Water and sanitation delivery to the poor. This group is supportive of recent pronouncements by the Government to abolish the 5% capital fund contribution.
  - The need for innovative schemes with cost recovery and the lack of adequate knowledge on pro-poor approaches.
  - Weak capacity of many district based NGOs and the lack of knowledge for ensuring a real positive change in health and hygiene behaviour.
  - Lack of proactive involvement of NGOs in structures in advocacy and in monitoring and evaluation of sector activities.
  - The lack of feedback on the effectiveness of gender mainstreaming approaches
  
- **Private Contractors and Sector Service Providers in O&M**
  - Lack of assurance regarding profitability of small towns water supply
  - Lack of capital and credits and its long term constraints with ability to compete (especially with competition from Chinese contractors)
  - Cumbersome tendering and project management procedures associated with District level management.
  
- **Resource Centres**
  - The lack of support for documentation, research and other knowledge management activities
  - Lack of knowledge about the potential benefits of KM and its concomitant low ranking in sector investments.

## 8

### Conclusions and Recommendations

In Ghana the achievement of the MDGs means improving access to water supply from a current 44% (in 2005) to 73% for rural water supply, and from 61% to 88% for urban water supply by 2015 using the 2005 as the base year. In respect of sanitation the MDGs require that access increases to 56% for rural and 80% for urban areas. Financing WSS interventions to achieve the targets has been estimated at US\$756 million and US\$850 million for rural and urban WSS respectively. Current annual investments are 40% of the required amounts.

In terms of capacity at the intermediate level the priorities of government that are relevant include:

- Improved capacity of districts to implement and monitor projects
- Promotion of the development of local private sector capacity
- Capacity in developing information and monitoring systems
- Improvement of capacity of sector to make interventions pro-poor
- Development of harmonized M&E system anchored within the DA
- Strengthening NGO capacity in terms of NGO coordination, increased capacity for advocacy and increased NGO participation in M&E activities.
- Development of innovative financing schemes for sector activities especially with regard to small town's water development and sanitation.

Generally sector policies support capacity building at intermediate level and the tackling of the above areas. Capacity to deliver capacity building is however still being developed and is mostly inadequate. Sector funding for intermediate capacity building have generally increased as the role of DA in ensuring sustainable delivery is being increasingly appreciated. Sector Projects commit up to 10% of all budgets into this area of development depending on the objectives of the project with regard to the depth of district management that is targeted. Despite this however capacity at the intermediate level is not commensurate with sector requirements and in some areas (like the NGO sector) it is actually quite weak.

In terms of capacity building the sector is characterized by:

- Wide variations in capacity of District assemblies. However most districts are still weak and suffer from inadequate staffing (both in terms of numbers and capacity), badly resourced and inadequately motivated DWSTs, and general problems with meeting requirements for district planning of sector services, as well as in meeting increasing roles in contract management and project monitoring. Most districts need additional capacity to meet requirements in these areas as well as with monitoring of sector activities.
- Weak capacity of NGOs. Most of them have limited organizational capacity, weak corporate governance structures, unstable financial situation and limited skills and knowledge for meeting their roles in training and advocacy
- In-service sector training institutions and Universities who do both pre-service and in service training are mostly inadequately equipped and lack the knowledge and skills to meet the training needs of the sector. The capacity for training in technical areas like sanitation and O&M is very inadequate. Further, these training institutions and Universities do not function optimally due to inability to run courses on financially sustainable basis

- Resource centres with limited capacity working in a sector where support for knowledge management is still very inadequate

Overall therefore the needs for capacity building outweigh the capacity to deliver them. Indeed most sector capacity building organisations themselves need support to play their roles effectively. After a dozen years of implementing a community water and sanitation sector policies, the sector is looking for ways to improve sector performance through improved performance of the District and the intermediate level stakeholders. The existing frameworks lead to a widespread acceptance that development of decentralised capacity which encompasses the intermediate level (as discussed in this paper is the way to achieve the Sector goals).

Current trends suggests that the sector development partners and Agencies are aware of the inadequacies within the sector and are willing to take steps to meet the challenges towards addressing these capacity needs. The core of capacity building efforts is aimed at empowering districts to meet demands posed by government policy changes such as the introduction of new laws for public contracting and CWSAs shift towards small towns systems. Support also includes the development of NGOs and Private groups who deliver services and capacity building support. Additionally increased attention is being given to development of innovative approaches. Further, Sector harmonizing at the donor level is also bringing into focus the need for more attention to development of training institutions and resource centres.

General trends in capacity building at the intermediate level show a shift towards increased donor harmonization and the adoption or more emphasis is placed on sector wide approaches in terms of capacity delivery to the intermediate level by CWSA. In addition to district capacity building, attention is also being given to other key priority capacity areas such as increased private participation in services delivery and O&M and district level planning and delivery of sanitation. Generally greater attention is being given to sharing of training curricula and materials and methodologies.

Most capacity building support is delivered through project support activities by the CWSA... An increasing number of key projects like the Danida sponsored DBWSC, the IDA sponsored CWSP 2/2, the CIDA sponsored DISCAP Project and the KFW/GTZ sponsored EVORAP Project have all recently carried out comprehensive capacity assessment of intermediate level stakeholders and have used the outcomes as basis for interventions.

Project support normally includes support for vehicles, equipment, and support for setting up office accommodation. Training is often a core component and delivery is mostly done through short duration workshops (maximum 2 weeks) at centralised locations within the Districts. Structured training activities also allow for ongoing coaching and follow-up visits. However, most trainings are still targeted at only District levels. Very few Projects provide training for NGOs or the private sector. Tendering processes for activities involving NGOs and Private sector in accordance with national tendering procedures normally ensure that adequately empowered organisations are recruited. But one consequence of lack of support to non government stakeholders is that some regions and districts are left with very weak intermediate level stakeholders and always have to rely on consultants from outside the districts and regions.

Advocacy is ensuring a deepening of decentralisation process and is contributing to the channelling of more sector investments to the district level. From a capacity building point of view therefore, the current emphasis on capacity building at the intermediate level is bound to gain momentum. The expectation is that more Projects will move support for capacity building to the level of the IDA-sponsored CWSP 2/2 which committed 11% of total project budget to intermediate capacity building. The prospects of meeting the capacity building goals at the intermediate level are therefore promising. However there is the need to improve approaches and methodologies to ensure more effective investments in capacity building and knowledge related issues like strategies for making investments more pro-poor.

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## Annexures

### Annexure 2.1: Consolidated CWSA Profit and Loss

Item	Audited 12 Months Ending December		
	2001 000	2002 000	2003 000
<b>INCOME</b>	<b>16,906,080</b>	<b>39,897,226</b>	<b>72,293,117</b>
IDA Grant	4,097,474	28,040,562	54,006,623
Internally Generated Income	2,391,285	2,545,777	4,298,479
Government of Ghana Subsidy	9,031,471	8,331,487	7,813,090
Community Contribution	-	193,730	55,720
Funding From Ghana Water Company Limited	1,300,000	500,000	5,400,000
Exchange Difference	85,850	285,670	719,206
<b>EXPENDITURE</b>	<b>22,932,902</b>	<b>38,849,710</b>	<b>68,012,678</b>
Personal Emoluments	3,285,758	5,702,542	7,095,532
Administrative Expenses	5,476,575	6,523,352	7,048,422
Service Activity Expenses	1,434,692	4,070,958	5,586,329
Sub Project Expenses	12,735,877	22,552,858	48,281,995
<b>Excess/Deficit of Income Over Expenditure</b>	<b>(6,026,822)</b>	<b>1,047,516</b>	<b>4,280,839</b>

Source: Africon/Coordinator, CWSP 2/2 PPS, Ministry of Works and Housing, April 2004,

### Annexure 2.2: Ashanti CWSA Profit and Loss

Code	Item	Audited 12 Months Ending December			
		2000	2001 000	2002 000	2003 000
	<b>INCOME</b>	<b>113</b>	<b>6,579</b>	<b>21,308</b>	<b>(8,496)</b>
1	IDA Grant	-	-	-	-
60	Internally Generated Income	113	2,391,285	2,545,777	4,298,479
61	Interest income	113	1,175	334	-
62	Rent deduction	-	98	270	-
63	Transport deduction	-	3,173	2,940	2,985
64	Sales of bid documents	-	375	17,229	22,500
65	Other income	-	1,759	536	(33,981)
66	Exchange Difference	-	-	-	-
67	GoG Release	-	-	-	-
68	Community contribution	-	-	-	-

	<b>RECURRENT EXPENDITURE</b>	<b>30,989</b>	<b>732,117</b>	<b>1,190,725</b>	<b>1,247,955</b>
100	Personal Emoluments	-	231,495	342,288	396,188
110	Established posts	-	203,670	300,045	351,367
120	Non established posts		22,418	38,005	43,921
130	SSF	-	-	-	-
150	Miscellaneous Allowances	-	5,408	4,238	900
200	Administrative Activity Expenses	164	301,101	407,295	457,079
210	Utilities	-	16,817	19,041	15,428
220	Office Cleaning	-	2,717	2,896	2,316
230	Office Consumables	-	21,614	36,425	50,700
240	Printing And Publication	-	10,675	14,309	5,143
250	Rent	-	20,825	63,873	71,638
260	Travel And Transport	-	149,546	200,639	222,456
270	Maintenance		25,096	18,632	31,542
280	Financial charges	164	31,874	20,075	17,984
290	Other allowances	-	22,028	31,405	39,872
300	Service activity expenses	28,889	153,764	366,723	316,690
310	Training and conference cost	15,494	82,042	171,979	177,108
315	Tuition fee(course/seminars	-	-	-	-
320	Consultancy	-	11,822	160,570	85,947
330	Materials and consumables	9,795	46,481	23,791	24,015
340	Printing and publications	2,010	6,983	5,446	23,207
350	Rent of plant and equipment	-	-	-	-
360	Travelling and transport	1,590	6,435	4,937	6,413
381	Special occasions	-	-	-	-
401	Sub project account	-	-	-	-
	<b>EXCESS/DEFICIT</b>	<b>(30,876)</b>	<b>(725,538)</b>	<b>(1,169,417)</b>	<b>(1,256,451)</b>

Source: Africon/Coordinator, CWSP 2/2 PPS, Ministry of Works and Housing, April 2004

**Annexure 3: Public organizations, roles, staffing at national, intermediate and local all levels**

<b>Level</b>	<b>National</b>	<b>Intermediate</b>	<b>Local</b>
<b>Organizations</b>	Ministry of Water Resources, works and Housing Community Water and Sanitation Agency Water Resources Commission Water Research	The District Assemblies DWST DMT	WatSans WSDBs Caretakers Hygiene facilitators Town council/unit committee, WUG

	Institute The Ministry of Finance and Economic Planning The Ministry of Local Government and Rural Development		
<b>Roles</b>	Policy formulation Facilitators Setting standards Hosting stakeholder consultations, Policy and project reviews meetings with external support agencies and conferences.	Ownership and implementation responsibilities Co financing of construction Full financing of DWST activities Planning Procurement Supervision of contractors and consultants Construction Monitoring and evaluation Technical support processing and prioritizing community applications for water supplies, Awarding contracts for hand-dug wells and latrine construction Implementation of school health and hygiene programs	Co financing of construction Full financing O&M Operation and management Hire local hand-pump mechanics to do the work.
<b>Staffing</b>	<ul style="list-style-type: none"> <li>· Only 8 women professional staff exist at head office of CWSA</li> <li>· Only 11 women staff out of 80 professional staff at the 10 regional office</li> </ul>	138 DAs/MAs have DWSTs Assessment of staffing situation in 13 districts in Brong Ahafo region showed the following: Only 11 females 84 males had tertiary education 5 females had tertiary education 22 males had certificates in professional courses 6 females had certificates in professional courses 2 secondary/intermediate technical education	Gender mainstreaming pronounced at this level At least 1/3 of watsan/wsdb ST members are women Meetings, sitting arrangements, promote women participation Partner Organisations/Technical AssistantsTAs training emphasis gender mainstreaming

Source: Inter with CWSA/Water Directorate, July 2006

**Annexure 4: Private sector organizations, roles and staffing at the national, intermediate and local level**

<b>Level</b>	<b>National</b>	<b>Intermediate</b>	
<b>Organizations</b>	Drilling companies, Consulting firms Piped scheme contractors National level NGOs International level NGOs Coalition of Non Governmental Organisations in Water and Sanitation (CONIWAS)	Partner Organizations (consultants, contractors) District based NGOs	<b>Local</b>
<b>Roles</b>	Siting Construction Training Pos at district level Advocacy	Training of WatSans/WSDBs/LAs/AMs Construction of hand dug wells	Latrine artisans Area mechanics Vendors
<b>Staffing</b>	4 drilling companies 3 piped scheme consulting firms	32 private hand-dug well contractors 32 NGOs and CBOs	Latrine construction latrine marketing Hand pump repairs
			481 household latrine artisans At least four area mechanics in each district Mostly men

Source: Inter with CWSA/Water Directorate, July 2006

**Annexure 5: Profiles of key DA staff involved in CWSS at the intermediate level**

<b>Position</b>	<b>Qualification</b>	<b>Roles and responsibilities</b>	<b>Previous training</b>	<b>Identified training needs</b>
<b>District Chief Executive</b>	BA Hons	Political head, bids evaluation, award of contracts	Orientation on the project Project management Conflict management	
<b>District Coordinating Director</b>	BA Hons, PG Dip in PA	Secretary to the DA, spending officer	Orientation on the project Project management Conflict management Public procurement	
<b>District Finance Officer</b>	CA Gh Part II	Preparation of project accounts and reporting Auditing of accounts WSDBs	Orientation on the project Project management Conflict management Project accounts preparation and reporting	Computerization projects and skills in using the computer to prepare project accounts
<b>District Planning Officer</b>	BA Social Science,	Schedule officer for watsan activities Liases between management	Orientation on the project Project management Conflict management	Preparation of bidding documents Evaluation of bids

	MSC DPP	team and DWST Coordination of preparation of DWSPs Monitoring and supervision of DWST and contracts Advice on payment to DCE/DCD on payment for services	Public procurement DWSP preparation	DWSP Preparation sanitation Technologies Basic hydrology Water resources
<b>District Budget Officer</b>	BA Hons, MA Population Studies	Preparation of DWSPs Preparation of bidding documents Evaluation of bids Monitoring and supervision of the services of the private sector	Orientation on the project Project management Conflict management Contract management Public procurement of services	Preparation of bidding documents Evaluation of bids
<b>MWST Technical Officer)</b>	MSLC	Program management Monitoring and supervision Data collection and data management Technical support to community structures Supervision of contractors and consultants Community mobilization Processing of community applications and selection of beneficiary communities Sanitation and hygiene promotion	Orientation on the project Computer skills Data collection and management Reporting Workplanning Community mobilization DWSP preparation	Training in MS Word, Excel, Access etc Consensus building and conflict management, Monitoring and evaluation Data collection, analysis, presentation and storage skills Project planning and management Health and hygiene promotion and education Sanitation Technologies Basic hydrology Water resources Social marketing of household latrines
<b>MWST (Community Dev. Officer)</b>	MSLC, Dip. In Rural Development	Program management Monitoring and supervision Data collection and data management Technical support to community structures Supervision of contractors and consultants Community mobilization Processing of community applications and selection of beneficiary communities Sanitation and hygiene promotion	Orientation on the project DWSP preparation Computer skills Data collection and management Reporting Workplanning Community mobilisation	Training in MS Word, Excel, Access etc Consensus building and conflict management, Monitoring and evaluation Data collection, analysis, presentation and storage skills Project planning and management Health and hygiene promotion and education Sanitation Technologies Basic hydrology Water resources Social marketing of household latrines
<b>MWST (Env. Health</b>	MSLC, Environm	Program management Monitoring and supervision	Orientation on the project Computer skills	Training in MS Word, Excel, Access etc

<b>Officer)</b>	ental Health Assistant	Data collection and data management Technical support to community structures Supervision of contractors and consultants Community mobilization Processing of community applications and selection of beneficiary communities Sanitation and hygiene promotion	Data collection and management Reporting Workplanning Community mobilisation DWSP preparation	Consensus building and conflict management, Monitoring and evaluation Data collection, analysis, presentation and storage skills Project planning and management Health and hygiene promotion and education Sanitation Technologies Basic hydrology Water resources Social marketing of household latrines
<b>SHEP Coordinator</b>	BED. English	School health education and hygiene promotion		Heath, hygiene and sanitation Participatory communication

Source: TREND/Coordinator, CWSP 2/2 PPS, Ministry of Works and Housing, August 2004

**Annexure 6: Profile of staff in CWSA at the regional level**

<b>Position</b>	<b>Qualification</b>	<b>Date of Employment</b>	<b>Objectives/Content of Individual Training Needs identified.</b>	<b>Comments on Staff Member/Training Needs</b>
<b>Regional Director</b>	B.A. Econs	October 1994	Human Resource Management is about staff appraisal, training planning, staff development issues, group dynamics etc.	Just completed an Executive MBA course at GIMPA.
<b>Extension Services Specialist</b>	B.A.	May 1996	Computer Skills: Need to improve skills in WORD, spreadsheet, PowerPoint	
<b>Extension Services Specialist</b>	B.A.	July 2003	Computer Skills: Need to improve skills in WORD, spreadsheet, PowerPoint	Training should be provided in-house by private sector provider. Follow-up coaching from MIS Officer
<b>Water and Sanitation Engineer</b>	PG Dip, Diploma Civil Engineering	August 1994	Sanitation Development and Promotion. Technologies, institutional and marketing issues. Ecological sanitation, sanitation financing. Office Administration: to strengthen role as 'Deputy' Regional Director.	Sanitation training Course could be organised for consultants from KNUST possibly could also involve staff from other regions.
<b>Water and Sanitation Engineer</b>	MSc. Water Supply and Environmental Sanitation	May 1994	Sanitation Development and Promotion. Technologies, institutional and marketing issues. Ecological sanitation, sanitation financing.	GIMPA have a course on 'Preparing to Retire.

			Preparing to Retire: To help prepare for retirement in 5 years time.	
<b>Ronal Hydro-geologist</b>	MSc. Water Supply and Environmental Sanitation	May 1994	Remote Sensing Techniques: To strengthen capacity to monitor borehole sitting.	Course is not available in Ghana. CWSA have benefited from similar courses organised in Israel.
<b>IT Specialist</b>	BSc. Computer Science	April 2002	Computer Hardware Management: Basic computer troubleshooting and maintenance skill software and hardware elements. Access Programming required to enable updating of database when required. Network administration to ensure adequate backstopping within office.	Work of MIS staff could be enhanced by improving ICT infrastructure to ensure connectivity.
<b>Accountant</b>			Advanced Computer Studies Excel, PowerPoint Communication Skills Improve negotiation skills,, relational skills	
<b>Accounts Clerk</b>			Advanced Computer Studies Excel, PowerPoint Communication Skills Improve negotiation skills,, relational skills	
<b>Secretary</b>	DBS, BEd. Psychology	1995	Objectives/Content of Individual Training Needs identified.	Comments on Staff Member/Training Needs
<b>Secretary</b>			Human Resource Management is about staff appraisal, training planning, staff development issues, group dynamics etc.	Just completed an Executive MBA course at GIMPA.

Source: TREND/Coordinator, CWSP 2/2 PPS, Ministry of Works and Housing, August 2004

**Annexure 7: Staffing Profile of a Local Drilling Firm**

<b>Position of staff</b>	<b>Qualification</b>	<b>Number of years of experience</b>	<b>Training received</b>	<b>Relationship with the company</b>
Managing Director	BSc Geology	15	On the Job training with GWSC	Founder and Managing director
Site Manager		14		
Hydrologist	BSc (Hons) Geology	10	On the job training in hydrology with Danida	Fulltime employee since 1998
Drilling Superintendent	Middle School Living Certificate, equivalent of Junior Secondary School Attempted Secondary School	16	On the job training in drilling with World Vision International	Part time
Chief Mechanic	Middle School Living Certificate,	21	On the job training as mechanic with GWSC	Full time employee since 1998
Chief Mechanic	Middle School Living Certificate	6	-	Fulltime employee since 1999
Site manager	Motor Vehicle Technician	8	-	Fulltime employee since 1998
Hydrologist	BSc Geology	7	-	Part time since 1999

Moving Technology, 2000, Biding documents for the construction of boreholes in the Kintampo and Savelugu Nanto Districts

**Annexure 8: Breakdown of project components for IDA sponsored CWSP II budget showing allocation for intermediate level training**

Project component	Sector/category	Indicative cost US\$M	% of Total	Bank financing	% of Bank financing
<b>1 Sub-project Grants</b>					
(a) Water and sanitation facilities including hygiene education in villages and small towns	Rural water supply and sanitation	17.30	61.0	15.60	62.0
(b) community development	Rural water & sanitation	3.80	14.0	3.80	15.0
<b>2 Sector support and training</b> for strengthening of DAs, NGOs, & private sector and programme dev't	Rural water Supply and sanitation	3.20	11.0	3.20	13.0
<b>3 Project Management</b>	Rural water supply and sanitation	2.50	<b>9.0</b>	1.20	5.0
<b>4 PPF Re-financing</b>		0.80	3.0	0.80	3.0
<b>5 Unallocated</b>		<b>0.40</b>	<b>2.0</b>	0.40	2.0
<b>Total Project costs</b>		28.00	100.0	25.00	100.0
<b>Total Financing Required</b>		<b>28.00</b>	<b>100.0</b>	<b>25.00</b>	<b>100.0</b>

Source: CWSA 2/1 Project Operational Manual 2000 Page: 20

**Annexure 9: Breakdown of Danida Water and Sanitation Sector Support Programme II showing allocation for intermediate level training**

MTEF code	Activity/Input	Quantity	DKK	
			Unit cost	Total
	<b>Output 1. Support to district capacity building</b>			<b>9,910,000</b>
31	District Capacity Building	Prov. Sum	-	1,500,000
31	Capacity building Central Region	Prov. Sum	-	1,500,000
321	Local Consultants, long term	225	10,000	2,250,000
321	Local consultants and PO's, short term	75	20,000	1,500,000
321	Project preparation fund	30	20,000	600,000
43	Initial mobilisation, district block grant	80	32,000	2,560,000
	<b>Output 2. Community Mobilisation and training</b>			<b>16,362,591</b>
3	Software support to projects		9.2%	16,362,591
	<b>Output 3. Water supply installations</b>			<b>119,550,480</b>
416	Deep wells with handpumps	930	64,800	60,264,000
416	Shallow wells with handpumps	165	32,400	5,346,000
416	Hand dug wells with handpump	160	21,600	3,456,000
416	Small Towns*, ground water based	10	1,728,000	17,280,000
416	Small Towns*, surface water based**	10	1,944,000	19,440,000
416	Rehabilitated Small Towns	10	1,376,448	13,764,480

Notes: \* Size of small towns 6.000 example

\*\* includes possible investment in Dangme East&West

	<b>Output 4. Environmental Sanitation</b>			<b>57,576,014</b>
414	Household latrines	1,000	304	303,614
414	School Latrines 8 cubicles	950	45,540	43,263,000
414	Health centre Latrines 6 cubicles	75	36,432	2,732,400
414	Public latrines 8 cubicles	50	45,540	2,277,000
414	Small Towns Env.Sanitation	30	300,000	9,000,000
	<b>5. CWSA Related costs</b>			<b>12,050,966</b>
3	CWSA Management Fee		5.00%	10,050,966
43	CWSA Initial costs			2,000,000
	<b>6. International TA Contract</b>			<b>44,770,000</b>
322	Management Adviser	53	120,000	6,360,000
322	Assistant Management Advisor	42	120,000	5,040,000
322	Financial Advisor	53	120,000	6,360,000
322	Engineering Advisor	42	120,000	5,040,000
322	Hydro geologist	42	120,000	5,040,000
322	Sociologist/Socioeconomist	42	120,000	5,040,000
322	International advisers' pool	45	150,000	6,750,000
321	Pool of national consultants	100	15,000	1,500,000
321	Financial consultants (national)	220	12,000	2,640,000
43	Equipment	Prov. Sum	200,000	200,000
33	Consumables and operating costs	Prov. Sum	800,000	800,000
	<b>7. Various expenses</b>			<b>3,190,000</b>
32	Pilot activities for documentation	Prov. Sum		250,000
	Support for central spare part outlet	Prov. Sum	750,000	750,000
432	Cars	8	180,000	1,440,000
32	Audits	5	150,000	750,000
	<b>8. Contingencies</b>		3.8%	<b>8,284,796</b>
<b>TOTAL DBWS COMPONENT</b>				<b>271,694,848</b>

Note: The budget allocations are indicative only and actual allocation will depend on the contents of the District W&S Plans and technical considerations.

Source: DANIDA/Government of Ghana, September, 2003