

A Demand Driven approach in Service Delivery: The Community Water and Sanitation Program in Ghana

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In 2000, the Second Community Water and Sanitation Project (CWSP2) was initiated with support of a World Bank IDA credit of US\$21.9 million. The project built on lessons learned from the first Community Water and Sanitation Project (CWSP1,) and adopted a largescale decentralization approach in the planning, implementation and management of water supply and sanitation (WSS) services in Ghana. At the end of the project in 2004, nearly 800,000 people in rural communities were served with potable water and nearly 6,000 household and 440 schools were provided with latrines.

SECOND COMMUNITY WATER AND SANITATION PROJECT

The development objective of the CWSP2 was to increase access and achieve effective and sustained use of improved community WSS services in villages and small towns in four regions in Ghana. CPWS2 provided grants to communities and schools through their District Assemblies to construct WSS facilities.

Under the project, communities submitted proposals to their respective District Assemblies (DAs), which went through a process of appraisal before providing the proposed facilities. This demand-driven approach provided a good basis for strengthening communities' ownership and management as well as sustainable operation and maintenance.

Technical assistance and community development activities for public, private and civil society entities ensured adequate implementation capacity in critical areas such as procurement and financial management, planning, monitoring and evaluation, project and contract management. Water and Sanitation Committees (WATSANs) were set up to engage actively with NGOs, private sector providers

and the DAs in all stages of the subproject to make informed choices on appropriate levels of service. The WATSANs had a genderbalanced membership.

DECENTRALIZED DELIVERY MECHANISMS

An important feature of the project was the decentralized approach to rural WSS services delivery which placed Districts in the driving seat of implementation.

Districts are able to respond more effectively to the local needs. However, at the start of the project the implementation capacity was relatively weak. District Assemblies (DAs) tended to select more communities for subprojects than they could possibly support in a given period of time. This created high expectations among communities.

This drew the attention to the need to strengthen the planning capacity at the district level. A learning-by-doing approach to capacity building was adopted, centered on the operationalization of planning tools, such as the Annual District Water and Sanitation Plan.

The central Community Water and Sanitation Agency (CWSA) provided a well-coordinated pro-

Table 1: Number of service providers trained

Service providers	# trained
Latrine Artisans	498
Hand Dug well contractors	19
Area Mechanics	35
Small Town operators	2
Total	554



GHANA AT A GLANCE

Population: 21.1 million (World Bank, 2004) — urban 45%, rural 55%; 1.8% annual growth rate

Life expectancy: 54.1 years

Area: 238,500 km²

GNI per capita: US\$ 380

Below the basic needs poverty line: 39.5% (UN, 1998)

Human Development Index ranking: 138 out of 177 countries (UNDP, 2005)

Improved water service: 79% (UN, 2002)

Improved Sanitation services: 58% (UN, 2002)

MORE INFORMATION

Implementation Completion Report, *Ghana — The Community Water and sanitation Project*, March 1994

Implementation Completion Report, *Ghana — The Second Community Water and sanitation Project*, June 2005

Project Appraisal Document, *Ghana Small Town Water Supply and Sanitation*, July 2004

The First Ghana Community Water and Sanitation Project: Poverty and Gender Africa region findings infobrief; no. 232, November 2003

gram of capacity building and strong follow-up support and Technical Assistance. The learning curve for the Districts was steep, and the approach eventually resulted in stronger local capacity for service delivery.

In total, CWSP2 provided water supply services to 794,900 people and latrines to 5,814 households and 440 schools (see table 2). Over 2,000 communities were assisted in this project and managed to adequately use and maintain their water facilities. All these communities participated in the planning, proposal formulation, implementation and management of their facilities.

CWSP2 provided training to over 500 service providers which operated at the district or the community level (see table 2). Training of DAs, private sector, and NGOs was conducted to ensure a strong long-term delivery of goods, equipment and services to communities. About 120 DA staff received various forms of training ranging from computer literacy and financial management coaching to supervision of latrine and hand dug well construction.

RESULTS

CWSP2 emphasized the integration of WSS hardware with hygiene promotion. In 2001, CSWA launched the *Ghana Truly Clean Hands* campaign as part of the global Public-Private Partnership for Handwashing Initiative. The national campaign sought to prevent diarrhearelated illness and death by promoting the practice of handwashing with soap at critical times. It targeted mothers and care givers of children under 5, and school aged children. The campaign yielded success as women and children adopted sound hygiene practices (see table 3).

Table 2: CWSP2 outputs

Outputs	# Achieved
Pre-selected communities	3,292
Submitted acceptable community proposals	2,963
Boreholes	2,723
Hand dug wells	57
Small towns system rehabilitations	9
Household latrines	5,818
School latrines	440

Table 3: Hygiene behavior before and after campaign

HW with Soap Juncture	Before	After	Change
Women - After defecation	76%	89%	+13%
Women - Before eating	14%	55%	+41%
Women - Before feeding baby	6%	25%	+19%
Women - Before preparing food	11%	26%	+15%
Women - After eating	53%	31%	-22%
Children - After defecation	76%	89%	+13%
Children - Before eating	14%	76%	+62%
Children - After eating	61%	41%	-20%

CWSP2 contributed considerably to the Government's national decentralization and poverty reduction agenda. 42 Districts out of a total of 135 Districts in Ghana were actively engaged in the project.

CWSP2 showed that decentralized delivery of WSS has the potential for scaling up access. It showed a strong district and community ownership. It empowered communities and districts to plan, prepare, and execute their own rural water supply and sanitation programs.

In 2004, CWSP2 was followed by another IDA credit targeting small towns. An estimated 32% of the population in Ghana live in small towns—a figure likely to increase due to urbanization. The US\$26 million Ghana Small Town Water Supply and Sanitation project supports the government of Ghana in its goal to extend the access to sustainable water supply and sanitation facilities in towns.

The World Bank is actively collaborating with other development partners in the sector towards harmonization in the water sector in Ghana including the adoption of a demand-driven districtbased approach. This approach proved to be very successful in the delivery of water and sanitation facilities through ensuring sustainability and the sense of commitment and ownership of beneficiaries.

RELEVANT PROJECTS

Community Water and Sanitation Project (CWSP)	Second Community Water and Sanitation Project (CWSP2)	Ghana Small Town Water Supply and Sanitation
Project ID P081346	Project ID P050616	Project ID P084015

