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PEOPLE FIRST, WATER AND SANITATION LATER

COMMUNITY PARTNERSHIP

IN THE INTERNATIONAL DECADE

by
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1. INTRODUCTION

In the story of creation in the old Testament, it is reported that the Lord said "Let there be light" and there was light - and He saw that it was good.

"Let there be light" is a command, a major choice of things to be done - a statement of policy, we may say.

"He saw that it was good" is an assessment of the results - perhaps the first recorded evaluation. Very satisfactory, apparently.

"And there was light", however, poses a number of serious problems, for there is no information available regarding what processes, what steps, what resources and what technology led from the policy through implementation to the evaluation. There is little guidance here for us. We must accept, and we do, that the Lord had the power, the means, and the know-how to implement His policy. Perhaps it is improper for us to ask questions.

For us mere mortals, with naturally limited powers both in command and resources, we have to be more specific, describing and achieving step-by-step if our policy is to result in a satisfactory outcome.

Nevertheless, there is something very noble, even sacred in the Declaration of Nations in our time that there should be "Health For All" by Western chronology the year 2000 and closely associated to this aspiration safe drinking water and satisfactory sanitation by the end of the 1981-1990 Decade (International Drinking Water Supply and Sanitation Decade - IDWSSD).

Governments throughout the world have pledged themselves to these goals and have incorporated them in statements of national policy.

Now comes the hard part - what is to be done?

In this document we will examine the endeavours of the IDWSSD and what are some of the lessons to be learnt from the first half of this period.

There has been general agreement on Decade approaches. These have been stated as follows:

(1) complementary sanitation and water supply development;

(2) strategies that give precedence to underserved populations, both rural and urban;

(3) programmes that will serve as a model for self-reliant, self-sustaining action;

(4) use of socially relevant systems that people can afford;

(5) association of communities in all stages of projects;

(6) coordination of water supply and sanitation programme with those in other sectors;

(7) association of water supply and sanitation with other health improvement.*

There is also a growing acknowledgement that "field results have been poor".

Three major problems are apparent:

(1) the conceptual gap between people and planners;

(2) the emphasis on coverage rather than on the continued functioning and utilization of facilities;

(3) the lack of effective backup support to communities, particularly after the completion of the project.**

It will be noted that the agreement on Decade approaches and the major problems cited here have little to say regarding the hardware of water and sanitation programmes. Although there are certainly technical matters which need improvement, the IDWSSD lessons and problems relate very much to the people - or social aspects of planning. This document will therefore concern itself with these social aspects.

The expectation is that if we can begin to get right a planning partnership between those who will experience the rewards or suffer the failures of plans and those who have a professional responsibility for initiating planning, then the technology will find its most effective place in realizing IDWSSD objectives.

It is with this orientation that we have given this work the title:

"People First, Water and Sanitation later
Community Partnership in the International Decade"

We begin with a look at the sources and implications of the IDWSSD declarations and policy intentions, given the present planning, organizational, administrative, political and economic situations. We then turn to the challenge of involving communities and creating the mechanisms and necessary personnel to forge such partnership.

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* Drinking-Water and Sanitation, 1981-1990 "A Way to Health", WHO Geneva

** Achieving Success in Community Water Supply and Sanitation Projects, SEARO Regional Health Paper No.9, New Delhi, 1985

Those who expect to find here a blueprint* applicable to all conditions of communities and countries will be disappointed. Those who are eager to tap the aspirations, local wisdom and endurance of ordinary people, and unite it with the best resources of technology and management, we hope will find here a contribution to the search for ways and means of making the Decade's grand intentions a reality.

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* For a critique of 'blueprint' planning, see "Community Organization - Rural Development, A learning Process Approach" Public Administration Review, Sept/Oct. 1980, by David C. Korten.

2. CLEAR STATEMENTS OF POLICY

The IDWSSD declarations have become for many countries the starting point for national statements of policy. The declarations and endorsement of approaches are a statement of good intentions, and set standards to be aimed at in the long term.

It should be noted however that, in the main, these objectives and standards have originated from outside and have not ordinarily grown from a ground swell of expressed demand from within the nation.

Governments have many demands made upon them which they must attempt to meet. They have choices to make.

What priority do they intend to give to the IDWSSD in relation to all these other demands?

If policy statements aim to become a practical guide to action, they must go beyond general statements of intention.

Policy must be arrived at for these purposes from a realistic examination of what a government judges it will actually have to work with and must choose between practical options in achieving the stated aims.

2.1 Policy derived from expectation rather than from judgements of available resources

There are difficulties in arriving at sound judgements.

Commonly, some difficulties arise from external sources (the same sources as from which the IDWSSD has been promoted):

(1) the expectation that ambitious programmes will attract significant external funding;

(2) that technologies and technical inputs (associated with the funding) will become available in some quantity;

(3) the pressure to provide a wide range of figures and percentages in the presentation of programme documents and proposals outruns the capacity to collect numbers based on reliable data, which results in a fair measure of fiction rather than fact on which to plan.

2.2 Whose policy, whose plan?

Offered with the best intentions, this external assistance may well determine the very nature of a government's plans. The planning process itself may also become an alien exercise because of the need to secure the assistance.

If this is the case, governments will find themselves faced with problems:

(1) the funding (which is frequently earmarked for non-recurring capital costs) cannot be matched by the government's capacity to provide on-going costs (manpower salaries, expendable equipment, career benefits, pensions, etc);

(2) the over-estimation of the ability to absorb new or more widely applied technology. The technology is often not suited to local conditions, and is difficult and costly to maintain with the available spare parts, running costs, technical skills, etc;

(3) the planning of projects which require resources and situations which cannot be replicated because they will be too expensive to provide country-wide coverage;

(4) in situations where bureaucracies are highly centralized, and decision-making is dictated from above, the management capability of the administrative structure is too limited for the programme tasks, especially in effectively reaching rural or relatively isolated communities.

The external influences on governments must be tempered by a close look at where their country really stands economically, politically, organizationally and socially. While offers of assistance are to be welcomed, it should be made clear that assistance must be to assist the government with its own home-grown plans and development initiatives based on where a country actually stands and on demonstrated capability shown by past experience.

Such plans should provide an opportunity for donor organizations to "buy-a-piece-of-the-action" which the government is confident it will be able to absorb and sustain within its overall development process. It is not inconceivable that, in the long-term, donors will raise their contributions, given the confidence that a government's plans are firmly anchored in reality.

In relation to water and sanitation particularly, it is for governments to realistically decide:

- what general level (or different levels for different situations) of safe drinking water and sanitation facilities are they aiming to achieve nationally?

- what point along a scale between absolute safe water and some significant improvement over present conditions is to be planned for?

- how much effort and resources are best spent on rehabilitating, improving or extending current facilities which might not require much in "hardware" costs?

- what conditions make it appropriate to introduce new systems utilizing new or newly available technologies (usually incurring heavy expenditure both in capital and maintenance)?

- which areas are hydrologically well placed for technical innovation?

- which areas of the country are most in need - need being determined how?

- in terms of equity, which areas merit greater investment than others?

- on a local scale, how best can the interests of the underserved be promoted?

3. THE IDWSSD IN THE CONTEXT OF OVERALL DEVELOPMENT

Considerations such as those above clearly cannot be weighed in isolation from what else is happening in the country.

The overall economic situation and prospects will determine levels of expenditure and allocation of resources. Expenditures are more easily justifiable in areas where economic growth expansion and the promise of economic returns are most likely.

For example, improved availability of water may well attract population movement in its direction, when a government may have reasons for encouraging population shifts elsewhere.

How much then can be channeled to the most in need and the underserved where costs are likely to be high and economic returns limited? How does one reconcile the underserved precedence with another IDWSSD principle, that of self-reliance and self-sustaining activity? How much indeed can be allocated generally to the health and water sectors?

Conflicting objectives need to be reconciled between the various programme areas and between the range of objectives encompassed within the IDWSSD programme itself.

3.1 Integrated planning

The advantages of combined planning and deployment of resources are well documented and relatively easily understood and organized between projects closely associated with water and sanitation within primary health care areas such as nutrition, maternal and child care and immunization.

3.2 PHC/IDWSSD conceptually inseparable

It is difficult indeed to conceive of the IDWSSD programme planned in a way which is not an integral part of the Primary Health Care (PHC) activities.

The degree to which PHC has been developed and is in place will determine very much what information and support a country has to work with in launching and emphasizing IDWSSD projects.

The readiness of the community, the skills and demonstrated capacity of community health workers, the known facts of the local situation, and the bureaucratic and back-up facilities available in the country's PHC programme provide the most likely foundation upon which realistic planning and implementation of the IDWSSD can be built. Where there is no such PHC foundation then the country has much to do in creating the necessary pre-conditions for successful PHC/IDWSSD initiatives. If it is intended to achieve an improvement in the community's health status, PHC and IDWSSD are inseparable.

3.3 Sanitation

The weakness in conceptual thinking and planning in an integrated way can be seen very well within the IDWSSD activity itself. It is very marked that relative to water matters, sanitation has received little attention in country plans and programmes to date. There are many reasons for this.

Sanitation programmes must attempt to deal with extremely intimate personal and social behaviour around which many taboos have accumulated. The social situations are very varied from location to location, with differences of behaviour even within family units. There are great differences between males and females, between very young, young, and old, differences of behaviour in sanitation matters as to time of day, at times of sickness, at work and at home, at different seasons and weather conditions and the local terrain.

It is imperative that sanitation projects be very much community-specific. Except in unusual circumstances, sanitation must ride on other development activities which can provide incentives for change.

Sanitation especially should be part of an integrated plan in which a community bargain is struck.

"If these external inputs are what you want and they are to be provided, will you undertake to ....." (whatever is the relevant sanitation activity).

Sanitation therefore should be considered a trade-off which requires a firm formal commitment from the community.

3.4 Animals and agriculture

Yet of greater significance although less understood and more difficult to plan for in an integrated way, are those areas where there are competing demands for water.

Rural economies and survival itself are based on animals and agriculture. What food is available, its nutritive value and the health and cleanliness of animals are indivisible from the health status of rural people themselves.

Water for livestock and water for extending growing seasons by irrigation have a more evident priority for both agencies and people than does the demand for drinking water and its hygienic protection. The scale of agricultural programmes will also overshadow and often preempt resources for IDWSSD purposes.

Because this is so, it is essential that working links be made between IDWSSD and PHC with the relevant ministries, departments and their personnel.

Governments will need to be firm about the priority they really intend to give to IDWSSD concerns in relation to such other policy issues and to make the priority stick by allocating the necessary powers to the IDWSSD implementing agencies in relation to other agencies and also by devising effective means of collaboration between the agencies.

3.5 Community participation

Increasingly, countries have come to recognize that attempts to achieve the Decade goals essentially require the understanding, acceptance and effective contribution of ordinary people and their communities in the overall processes of planning and implementation of programmes.

How to involve these communities in partnership with government agencies and technicians becomes a central component of planning. It does not just add a further element and complexity to planning. If community participation is to be taken seriously, it will lead to a change in the nature of much of our planning practices to date. Particularly, it will put under increasing scrutiny the quality and nature of the relationship between officials and citizens.

3.6 The underserved

Further, the acceptance as a tenet of policy of "giving precedence to the underserved" raises all kinds of challenges. This is so especially where the poorest are in many senses disfranchised. Their status as have-nots has resulted in them being counted perhaps rather than having a voice and actually counting in community affairs. The element of "social justice" in the decision to give the underserved precedence has important implications for allocation of scarce resources and for conferring an element of power in decision-making; it also leads to the process of involving those unfamiliar in consulting with those unfamiliar with being consulted. When this happens, the non-persons will have to be included amongst the citizenry to whom officials must relate.

3.7 Planning with people - a profound change

If:

- the IDWSSD approach is taken seriously, and the means are devised for arriving at an indigenous policy which is soundly based and clearly enunciated;

- it has been decided that the communities themselves are to become fully involved in the planning process;

- it has been decided and means devised by which the underserved will receive a measure of precedence;

(all of which are inherent in IDWSSD),

then governments must be fully aware of the extent of the profound changes to which they are committing themselves, their public servants and their people, and the departures in planning which must be initiated and developed.

The above intentions, by their very nature, imply a considerable number of innovative processes and procedures. In a given nation what are these to be?

It would be comforting if there were to be a globally-agreed and soundly trusted set of manuals to advise all countries exactly step-by-step how to proceed in sufficient detail for immediate adoption. Unfortunately experience is fragmentary and highly country, indeed highly regional and locally, specific. Perhaps this is not in fact unfortunate at all, but is how it should be and that countries must work out their details for themselves, with the people they have, with the knowledge of the current situation, and with whatever external contribution that they themselves judge clearly as of value in their particular unique set of circumstances.

4. THE SCENARIO - (i) Administrative

The focus of attention in a people-oriented (rather than technically-oriented) way of looking at IDWSSD programmes becomes the creative participatory 'interface' between officialdom and the community.

Those responsible for planning the water and sanitation programmes, along with those who have special skills and experience in what is now to become the crucial matter of working with communities, should become engaged in the task of envisaging in as much detail as possible the whole process of involving the community from the perspective of the community itself - the community eye-view.

The steps and sequence of events should be in the form of a scenario.

The scenario should begin from the moment of preliminary (and usually remote) decision-making which will first implicate the community. The description should indicate when and in what way the community will first hear of the proposed programme, and how it will be able to react, respond and relate its particular needs and situation to the general policy and programme intention. The description will continue by dealing with the means by which it is proposed that a creative dialogue be opened up between the community and those externally responsible for the programme; how a local plan is to be drawn up; what must be included in the plan; how the project will be implemented and maintained; who will assist the community in its endeavours, and so on.

This scenario and description will require not only a feat of planning imagination, but will need to be put to the test in discussion with real communities and repeatedly be tried out, observed and documented before one can expect to have the descriptions sufficiently elaborated for useful model building.

In the course of conducting the scenario exercise, the planner will have to review in some detail what is known about these two very different structures (community and official) before they come to some judgement regarding their capabilities and potential in working together.

4.1 Community structures

Who, operationally speaking, will actually be the 'community' with whom the 'official' structure will transact? What is the capability of the community-based structures in involving themselves in the development programmes and projects generally and in the IDWSSD in particular?

How might the community assign specific responsibility for the dialogue/negotiations? Should there be community water committees (or will an existing authority adopt this function)? If they do not exist, how does one go about setting up such a committeee? What should be the committee's terms of reference? How will it keep everyone informed generally? To whom is it

responsible specifically? What will be its authority vis-a-vis other community-based authorities? What will its negotiation responsibilities be in relation to external agents and organizations? To whom will it report what, when, for what purpose, and what will then follow?

In some countries and in some places, traditional structures are still sufficiently intact (i.e. tribes with respected chiefs); in others, relatively new political party structures are in place which have the active support of local people. To the extent that these community structures are demonstrably able to organize and carry out the IDWSSD responsibilities and adequately pay particular attention to the underserved (which is a tenet of government policy), the two structures - official and community - will be well placed to open up a dialogue in relation to the IDWSSD endeavours.

However, there will be situations where such structures do not adequatly exist; where there are strong internal dissensions; or where the structures have grown from and continue to concern themselves and serve interests not sufficiently related to the work required to ensure IDWSSD activity and achievement of goals. In any event, even in the best-regulated countries, because there are great differences from community to community, it cannot be taken for granted that an effective working group will already exist.

In such situations, the social development worker* will have to help lay the foundation for such a working group in his early contact. He will have to identify the formal and informal leaders and opinion-makers and help them to come to some agreement regarding community-based organization and responsibilities. He will have to help them to reach out and truly encourage and enlist full participation of community members in the decision, committments and responsibilities required if the community wishes to be included in the programme.

It is well said that a community must consider itself the owner of its problems before it will organize itself to come to grips with them.

The foundation task of the social development worker will include promoting this point of view and coming to a sound judgement on whether such ownership is genuinely acknowledged and whether there is a sufficient measure of social cohesion to give feasibility to the intention that the programme can be carried through successfully by each community.

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* Of paramount importance will be the nature and quality of performance of the personnel who are to come into contact with the community and who will be responsible for establishing and following through a productive working relationship with them.
There is a broad agreement that special skills, training and responsibilities are necessary for such a role. What his/her title should be should be determined by each country in relation to the organizations to which he is answerable (in this document we shall adopt the title social development worker).

4.2 Manpower, institutional capacity

The work on the scenario will also provide the basis for coming to decisions regarding which agency, agencies or combination of agencies and personnel are to take overall responsibility and constitute the official structure of the partnership with the community for IDWSSD purposes.

No other governmental decision is going to be so important operationally as the choice of the agency which is going to run the water programme

It is often the case that agencies are in a position and have a way of working which predates the adoption of new policies, aims and objectives by the government. The grafting of new aims creates problems because agencies tend to perpetuate their older ways of doing things; some governments have for this reason created new agencies to supersede the old. In practice, in different countries a whole range of variations is to be found.

From the point of view of community participation, a great deal will depend on the political climate of the country - and hence on what sort of motivation for self-improvement can be summoned, and by whom. It will equally depend on the strengths and problems affecting the local administrative system, for many administrations suffer from lack of qualified personnel, and the existing personnel may be overburdened or imbued with inappropriate attitudes of bureaucratic efficiency and maintain a social distance, which makes it unlikely that they would successfully play a supportive role in participatory planning and implementation of the programme.

The questions are often raised: what would be the best agency to support the role of the social development worker? A separate agency? A division of an existing technical agency? A health agency? A public works agency? A community development agency? A non-governmental agency?

There is no one sound answer. The options in the abstract will each have their own strengths but leave some areas of the activity less likely to receive adequate attention than would be the case given an alternative choice.

Governments, however, cannot make decisions on theoretical assumptions; they will need to examine their available and potential human resources and institutional capacity in realistic terms. They will then be able to make judgements on the basis of what already exists and upon which they can build and what, if any, new elements will need to be introduced to carry out the necessary functions. This review of manpower is perhaps even more important than the review of technical resources. Nevertheless there is very little experience available which shows that this kind of (manpower and institutional capacity for people-oriented functions) review has been carried out satisfactorily.

Governments will need to ask:

- which agencies are currently closest to the communities and would be able to take up the necessary community-oriented IDWSSD tasks?

- whom do we presently have available with a track record of good working relationships with communities?

- who have potentially the attributes on which we can build the necessary people-oriented skills?

- where there are such personnel and agencies, and if we draw upon them for these additional tasks, will they be over-burdened? How will we relieve them of present responsibilities and how then will the responsibilities be met?

- what will be the full implication of spelling out new job descriptions and incorporating them into agency structures?

- what change in allegiances will the new responsibilities require?

- what are to be the incentives to motivate such personnel, what will be the appropriate rewards and promotion opportunities, i.e. the career structure to be opened up for them?

- how will their work be supervised and assessed and how will they be helped to improve performance?

- how many of such personnel will be required, what will their status be in relation to other personnel in the overall programme?

- should we expand and how quickly (or slowly) is it possible to expand in order to reach the required numbers and to ensure high standards of work?

5. COMMUNICATIONS

The scenario will certainly throw into relief the importance of communications between all those who are to be involved in the IDWSSD process.

Especially important will communication be at the interface between community and officials.

Carefully-designed communications and the role of the social development workers are the institutional means to bridge the all-too-destructive gap which exists between planners and people.

5.1 How are the communities to hear about and be invited to respond to the possibility of being included in the programme?

It is advisable to set up a special communications staff to service the needs of the programme.

The responsibilities of the communications staff should include:

- preparation of speeches by government leaders and releases for the media to provide general information regarding the purposes of the programme;

- preparation (with full consideration of the different levels of responsibility, sophistication, literacy and comprehension of the intended readers) of statements of government policy and explanation of its elements;

- helping to prepare the directives to the different levels of management down the line in as simple a manner as possible.

It has long been recognized that being told about things results in a fraction of the information being retained and leaves the way open to much misinterpretation and misunderstanding. It is therefore necessary to give a great deal of thought and attention to the content, methods and materials of communication, which can be utilized by the external agent in his contacts with the community.

The communications staff will have a special responsibility for:

- preparing the materials to be utilized by the social development staff to work with the community authorities and participants. This material will include "discussion packages" and "How to ... Guides" related to the setting up or strengthening of the effectiveness of community groups, setting out tasks and responsibilities, etc. It will also include relevant considerations regarding drinking water supply and sanitation; related agricultural practices utilizing, competing for, or contaminating water; health matters. A whole range of these "How to ... Guides" will need to be developed;

- preparing simple explanations related to the different technological options. Technical drawings are not what is meant here. At present there is almost no material which lay people and communities can consider at their own pace, related to spelling out the people details. For example, hand pumps, gravity flow, individual domestic taps, power pumping systems, etc, each requires a specific and different involvement and response from community and users. The matter of costs (capital, on-going and maintenance) will differ with each, and the possiblity of recovering such costs will differ also according to each of the possible technologies. Such implications for the adopting of each technology must be fully understood, be seen to be realistic for each specific community, and fully accepted with genuine commitment on all sides.

The communications staff must aim at producing a simply stated but comprehensive collection of materials which together will become the overall guide designed for village community authorities and groups. The guides must make clear the policy rationale and social justice elements in establishing criteria for selection for participation in the various development schemes.

These criteria must indicate the order of priorities against which communities will be able to judge their own needs in relation to the needs of others, and assist them in coming to a decision upon whether to make known their interest and willingness to join in a joint endeavour with the authorities related to the water programme, and how to set about it.

5.2 Policy, agencies, job descriptions, training

The person or persons who connect and transact between the community and the official structures become all-important actors in the whole process. It is upon these actors and the working partnerships which they establish that the success or failure of programmes will depend.

The official structure and the community structure have different historical and organizational cultures and they have different points of reference. The gap between the two cultures, though perhaps subtle and often unrecognized, is usually immense. Each brings its own perception to encounters.

Although staff members of agencies may carry their own personal perceptions, even predjudicess, and unwittingly superimpose them upon situations in the field, nevertheless as functionaries in a bureaucratic hierarchy they are conscious - or certainly should be - of their organizational terms of reference embodied in the policies of the agency within which they are expected to operate, and specified in their particular job descriptions.

The first requirements for an effective programme are a very clear statement of policy, a very clear set of job descriptions, and a staff capable of interpreting these in their day-to-day activities and tasks.

Training is of great importance and for the social development worker whose role has been detailed in the scenario, the innovative, relatively unfamiliar, community-oriented skills-with-people assignment requires very special attention.

6. TRAINING

Bureaucratic and technical agencies typically operate as production rather than people-oriented organizations.

The IDWSSD programmes require an alteration in the major concern for technical matters and the adoption of a very strong concern for the social aspects, which necessitates ways of working very closely with communities in all stages of the programme.

There is broad agreement that there is a need for staff with special responsibilities for this "across-two-cultures" (agency and community) interface work. It is clear that usually staff are neither already skilled in this task nor are they waiting in the wings to be added to the technical agencies.

Such staff will need to be identified in terms of potentially having the appropriate attitudes, experience and willingness to learn their roles. The agencies too will have to be prepared for a large measure of reorientation of their ways of planning and operating in order to create new kinds of organization to effectively accommodate the new technical/social mix.

Despite the pressure and urgency to find models on which to base the establishment of such organizations, experience is fragmentary and limited. In practice, is it likely that governments can set up new agencies with new staff uninfluenced by their pasts, even if we knew exactly, step-by-step, what was required?

Agencies and staff must then be prepared to find out how best to operate in these new endeavours and to recreate and modify organization and practice as experience dictates.

The training of the interfacing staff must be a practical training - that is training to do certain tasks. Theoretical content is required only where it is directly related to a specific activity. Problem-solving and practice skills are central to this kind of training.

Training programmes to date have been found to:

- over-rely on western models and theories which squeeze local environments into intellectual concepts not always valid in developing countries;
- be insufficiently (or hardly at all) based on actual field conditions and problems: the observations and evaluation of local situations are neglected or not seen as the new building blocks of training programmes (or for that matter the contruction of indigenous and specific social theory);
- be taught by trainers who have not had first-hand experience of the skills that they should be imparting in an apprentice-type style and instead tend to teach subjects in a didactic way*.

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* See Yasas, Drucker, and Basnyat, Mobile Training Scheme, UNDP/ECAFE Project Development Mission, Thailand, February 1973.

6.1 Job descriptions

Any training should be founded on a specific job description - training is to learn what is to be done and how to do it. For convenience, because everything cannot be learnt at once, the jobs are to be broken down into a task analysis. However, in working predominantly in the field of human relationships, it is the putting together of what has been learnt, to use as situations require, which is the test of whether the training has been effective or not.

What then is the job for which the social development worker is to be trained?

Where there are skilled workers of this kind actually working in successful water/sanitation programmes, it is possible to describe their activities in some detail and their skills can be drawn upon to be transferred to new workers in an apprentice-type relationship.

This kind of learning relies a great deal on what is caught rather than what can be taught didactically. This process of learning (i.e. methods, techniques and performance, in which one observes self in relation to others) sets up an attitude to learning which encourages self-direction and on-going improvement in performance and a constructive identification with the standards set by the trainer/worker.

This matter of attitude and self-evaluation is central to community work and it is why training for community work is different from training for much else, where attitude is peripheral or of no vital importance.

What is being advocated here is a style in which the relationship between trainer and learner is one of co-workers in which the trainer stimulates, encourages, and demonstrates in order to build upon the trainee's own latent capacities. This relationship is one which the trainee is expected to identify with and adopt when he/she (as co-worker) works with communities. He will be stimulating the community to draw upon their latent capacities.

It should be noted that in most situations, he will be working in a way which runs counter to the all-too-familiar and expected tradition of taking the superior stance of an authority figure bestowing his wisdom upon those who should properly do as they are told.

The familiar tradition is endemic in governmental and teaching institutions, and is fatal to true partnership and genuine participation. In attempting to change from this tradition, one should not underestimate the full magnitude of what is being tried in setting up effective social development cadres for water and sanitation programmes.

To begin with, training and training institutes should not be considered an adjunct to an agency and its field operations, but as a link in the chain of line authority. Trainers will have an on-going educational supervisors role in operations and trainees will have an on-going responsibility for developing their own skills, improving procedures, contributing to more effective training and become field trainers in their own right.

6.2 Trainers with first-hand experience

A major problem with practice-oriented community-focussed training, and the putting together of a content to be used selectively in relation to the practice, is that except for a few experienced community development workers in a few small (and often controversial) institutions, there are not many trainers in the developing world who know and are familiar with the approach outlined here. Even more scarce are those who have first-hand experience of working in a variety of communities related specifically to rural water supply.

Working on the principle that if you have not done it, then it is difficult to teach others how to (and from the writer's experience of so many classroom-bound theoretical "banquet"* courses which pass for training in the Third World and often in affluent societies too), it suggests that the matter of training workers for social preparation responsibilities will more often than not require the assembling and training of a special group of trainers.

The trainers must bring their present skills to bear specifically upon the need for setting up a training regimen (rather than a course) for the community work related to the water and sanitation projects. There are precious few precedents, and few have skills in curriculum building of this kind.

For the purposes we have in mind here, the trainers should be prepared to regard themselves as a team of explorers and become the prototype cadre of social development workers. Fully undertaking and playing the role of the community worker, they will be responsible for initiating contact with the villagers, finding out what seems to work in reality and what does not, putting together and fully documenting their methods, identifying and elaborating upon the skills and techniques they use, and devising the training materials for the trainees who will be following in their footsteps not very far behind.

The trainers will be the pioneers and trail-blazers and should be recruited less for their subject or academic qualifications than for their ability and enthusiasm for working in rural areas; their openness to new experiences and willingness to learn from them; their powers of analysis of what they are doing in field problem-solving; and most importantly, their ability to stimulate enthusiasm in others.

6.3 How to produce the trainers

The trainers could begin by drawing upon the best information and experience to hand and be the ones who shared the responsibility for writing out the first operational scenario(s) for the community-focussed water and sanitation work. They must be prepared to take the scenario into much greater detail regarding the content and process of contacting, working with and follow through with communities.

For start-up purposes, perhaps they should work in pairs in the villages, introducing themselves and undertaking the social-preparation community work along the lines of the scenario which they themselves have written. Each pair should proceed to the best of their abilities, along the guidelines they themselves have developed from the scenario, and keep a full diary and description of their day-to-day experience.

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* See "the cafeteria style", page 20

These trainer/role-playing pairs would come together regularly to extensively review and examine each others' on-going experience in the villages.

The trainers would divide themselves into sub-groups (with an overlapping membership) and be responsible for developing different aspects of the training programme which they will be creating and eventually conducting.

They will work from their own written documentation; seek further elaboration from each other as necessary; bring in specialists for advice where it is required; and incorporate any other available material which they judge of particular significance to their practical experience.

One group might work progressively on improving the scenario (and developing alternate scenarios) to fit with the experienced reality. Where there are inconsistencies between what planners, administrators or technicians have in mind and what is discovered in the field realities and action, the discrepancies, gaps and inconsistencies should be fully written up and one group might be delegated to clarify these issues and come up with some agreement with the authorities concerned regarding how best to proceed. Such clarification is likely to be necessary, perhaps in spelling out increasingly realistic job descriptions, and one of the sub-groups should undertake the task of getting these to a satisfactory state.

Beyond well-elaborated job descriptions comes the necessity for breaking them down into a set of task analyses which will need to be performed at the village level. It is these which will begin to focus the trainers on what precisely will need to be taught, i.e. what exactly must the trainers learn to do (the scenario writers will keep an eye on things and suggest sequences).

A teaching materials sub-group will begin to identify and extract from the raw accounts a set of narrative mini case-studies and refine them for discussion and teaching purposes (much human relationships and problem-solving skills can be effectively developed in case-study discussion sessions).

This trainer sub-group should edit the case materials; outline the range of things which are illustrated by the materials; raise issues and indicate related materials as reading matter, so providing teaching notes and suggestions for using the case material.

Another group will develop with the communications staff a growing range of "How to ... Guides" and notes of how best to utilize these in practice.

Perhaps this "How best the material might be utilized" could be taken up by a sub-group which will describe and try out different kinds of training and teaching possibilities and methods for utilizing each piece of material.

Another sub-group will have to begin working out how to introduce the first batch of trainees to take up and refine the work of the trainers (who will by the time the trainees arrive have had the first-hand experience of trying to do the job). The sub-group will be detailing the initial true training "curriculum" course, in which the trainers will be shifting back from front line work (but not too far back) to take up their role of educational supervisors and guides to the trainers whose major training experience will be as field- and practice-oriented as that of the trainer had been before them.

The sub-groups suggested above should continue to function when the trainees are in place. But now, the trainers will be utilizing the trainees' reporting for adding to and revising the training materials and the training programme.

What will have been instituted is the "training" of an on-going cadre of trainers who will have created a training programme from their first-hand experience and who can continue to keep their programme closely related to the continuingly accumulated knowledge and understanding coming from the field.

This can be fairly described as bottom-up support-down curriculum building, and has a parallel in bottom-up and support-down planning processes which are fundamental to concepts of community participation.

The trainers will have been taken through a process of creating a training regimen - a training to do. The tasks will be pitched at the level which they themselves will have found possible to perform under real conditions which face a community worker in his country's villages.

They themselves will have tried and established the initial realistic standard of delivery of service to be aimed at in working with real communities in relation to the water and sanitation programme as it has been planned and is meant to be implemented.

They themselves will have demonstrated how the new kind of mutually respecting partnership with the community can be initiated step by step, established, maintained and expanded.

The trainers will have been directly involved in a kind of participant action-oriented research for identifying the elements of a practice. As practitioners (and later as trainers and supervisors of field practice) they will continually be identifying and focussing upon practice problems for more concentrated attention and research.

These trainers, from their first-hand experience of working with the community and the water agency, can be expected to gradually improve upon the training programme and assist as indicated in producing and modifying the communication materials with the communications staff.

It should again be emphasized that the training should not be seen as an isolated or separate activity of the agency, but as part of the line management. The trainer's job should be so organized that responsibility for training is merged with the responsibility for on-going supervision of the social development workers. The training and the later supervision can of course be conducted in appropriate groups, but a degree of individual supervision should also be part of the pattern.

In this way, the quality of the social development work with the community can be monitored, maintained and built upon. This will also provide trainers with up-to-date and new illustrative material and probably a wider range of content, to be fed back into the training programme from the ever-widening pool of field experience.

6.4 The "cafeteria" style

The content of training should be envisaged as being gradually put together and stored for use as in a "cafeteria". The more content we can prepare, the more choice we have when it comes to select what we need when we need it (as dictated by the specific situation we find in our field experience). The "cafeteria" style, where one can take or leave in any order one prefers from what is actually available, differs very dramatically and significantly from our familiar "banquet" style of teaching, where someone on high provides fixed courses ahead of time which you are expected to get through from appetiser to mints, whether you take in, properly digest and can use the content or not.

The items accumulated in the cafeteria will gradually enrich the possibilities of pulling together a variety of permutations into composite training modules adapted to the specific needs of the trainees at any given time and situation. The range of these modules will be directed and linked to the different stages of the scenario as it is played out in a given community. In work with different communities, the cafeteria style should be adopted too. The scenario provides a generalized guide to the process and variety of working with communities, each of which will have its own distinct strengths and weaknesses.

Those who work with the communities should be encouraged to use their experience of the cafeteria style by effectively responding to the issues as they naturally emerge in any community, without insisting on a rigid sequence of issues (banquet). The community workers must of course see the process as a whole and sensitively introduce issues and questions as it is necessary to back-track or where important matters are being forgotten or avoided. To change the metaphor, the worker will be assisting in orchestrating the recurring themes and instruments to match the rythms and nuances of each community. His work becomes community-centered rather than technology-centered, as it currently tends to be.

6.5 How to ... guides

Each one of the activities in the community work scenario will require the development of simple "How to ... Guides". Guides should tell of the real experience of other communities, what arrangements worked, what problems were run into and how they were overcome, what to take into account, and advantages and disadvantages of different solutions, checklists. This "How to ..." material should be carefully put together, perhaps in comic strip form, but at any event geared to the literacy level and comprehension skills of the community involved.

These "How to ... Guides" and how they can most effectively be introduced and used with the community will become part of the content of training for the development worker.

As the need and focus for these "How to ... Guides" will emerge is also the base from which the job of the workers can be described in increasing detail and a task-by-task analysis made. These tasks are what the worker must be able to perform either from their existing proven capacities when recruited and assigned, or from the skills they will learn as a consequence of training and practice. Many of the tasks will be seen essentially to require skills in human relations and will involve interpersonal exchanges with individuals, groups and different kinds of organizations.

In this way, training content will be accumulated constantly, developed into communications materials, and be ready for use when it is found to be needed by the worker/practioner specifically related to the situation in the community.

These skills are to be practised, of course, in the context of sharing with the community the work of spelling out a satisfactory IDWSSD plan.

7. THE SCENARIO - (ii) Community planning

The emphasis that has been given to the creation and continuing modification and improvement of scenarios grew from the need to tackle a range of difficulties that have been observed in a number of countries and which receive relatively little prominence in health-related planning literature.

The scenario, it has been seen, serves as a reference point for determining a number of broad areas of organizational decision-making.

However, as this document has concentrated very much on the "missing ingredient" (so to speak) of community partnership with officialdom - the interface - some further considerations can be offered to those who will be trying to construct their own country-specific community-oriented scenarios.

7.1 Communities should demonstrate initial interest and potential committment by making an application for inclusion in the programme

An extremely important principle confirmed repeatedly in practice is that partnership must be established on the basis of a community being able, ready and actively willing to become involved and to commit itself. This kind of committment should be demonstrated in requiring a community after sufficient consideration to make an initial application to join the programme.

The communication staff should prepare a simple guide on "How to make an initial application".

The initial application would need to include:

- what is the status of the group signing the application (it may be an ad hoc group or an already formalized group);
- a brief description of the water situation of the village, severity of problems met with, improvements desired;
- a brief description of the health and sanitation conditions of the village;
- an expression of willingness to meet potential costs, labour requirements, and provide selected people/groups for training in management/maintenance;
- a committment to make equitable provision for disadvantaged groups;
- an invitation for a social development worker from the agency to join them in planning the next step - the formal application.

7.2 The initial application

The process required for making an application is not to create a bureaucratic hurdle, but to enable a community to provide some basic information and to provide the authorities with a preliminary "diagnostic" tool. The preliminary application can then be used to make a judgement of a community's true interest, degree of readiness, etc, and become a "prognostic" indicator of a potentially successful partnership.

The preliminary application is the reciprocal information supplied by the community in response to the information received about the programme from outside; in effect, the application gives notice to the authority that the community is now open to the establishment of the interfacing partnership between them and the social development staff of the programme.

As the first applications arrive, decisions can then be made regarding the deployment of the staff who are to be responsible for making, stimulating and assisting communities in planning and implementing the project.

Where applications are not forthcoming, a decision can be made regarding how much more concentrated work must be done to promote and explain the programme on a community-by-community basis.

For example, if a gravity flow system is a technical possibility and could potentially serve say twenty communities along the flow line, and only twelve communities have responded positively and shown interest, should the remaining eight be left out? Would that make sense? Why are they not interested? Have they actually understood? Have they not presently got the organizational capacity within the community to respond and join in the programme? Do they have valid reasons for lack of interest? And will their lack of interest jeopardize the scheme for the others?

Such considerations based on the response or otherwise to the call for applications will have important implications for the deployment and concentration of staff to assist communities in organizing themselves sufficiently to make an application.

The arrival or non-arrival of applications and the quality of the information provided may indicate the need for rethinking procedures or rethinking programmes in relation to these communities.

The preliminary application by definition needs to be a simple affair, and should promptly trigger a response from outside by the IDWSSD authority group. The response must indicate who is to be the agency social development worker (team), and when they will be available to the community.

7.3 The interface
Community participation process
Preliminary planning and formal application

The social development worker is allocated and introduces him/herself to the village community; it is at this stage that the agency and the community interface partnership actually begins to become established. Their joint task is now to outline the elements and dimensions of a community-focussed plan for a water project within the overall water programme.

The partnership will aim to produce a plan which will be an integral part of the submission of a formal application. The process of producing the plan will involve a great deal of providing and sharing information on both sides.

The giving and the seeking of information is not a neutral activity. Much will depend upon the relationship - the attitudes - of the giving and receiving partners.

The manner of providing information is an important aspect of community participation. For whom is the information intended, and for what purpose? The answer, with emphasis on the matter of partnership, is that one is providing the partners, jointly, with what they both need to know in order to plan and agree jointly.

7.4 Surveys, data bases ...
A participatory process, not an academic exercise

Too much information-gathering - surveys, etc. - are conducted by those who consider themselves on a higher plane hierarchically and intellectually. Many water programmes spend a great deal of time and effort on base-line surveys. An enormous number of problems is inherent in attempting to extract valid data from the villagers and communities in developing countries. The process of such data collecting is very likely to raise the suspicions of the community (e.g., inquiries about household income may be interpreted as the preliminary to new types of taxation) and is therefore antithetical to the process of establishing good working relationships.

If the base-line data is intended as a piece of research to illustrate the impact of the provision of a new water supply system or some such, this raises complex survey technicalities. In that case, it is best thought of as a specialized research operation in its own right, not to be confused with what information is needed for sharing in a joint planning process.

Frequently, the activity is like squeezing a lemon: the information juice is collected and taken away, the rest of the fruit (the community) is discarded. Typically, the juice is processed and used by the squeezer, and the community never has the opportunity to utilize its own informational juice for itself. The collection of information should be a process that aims at leaving communities juicier than they were to begin with... knowing afresh what they know, and being stimulated to think about their knowing in new ways. Information givers should be able to understand why information is needed, and how it can be used, in order to make their project an effective one.

Concepts of planning in the sequence of (a) data, (b) analysis, (c) planning, etc, are not appropriate here, nor are issues of scientific objectivity. What the partners need at this stage is to experience the quality of the process.

This process is the essential one for building mutual trust and the working partnership.

It is obvious that this kind of operation does not come naturally to many who have been embedded in bureaucratic or academic institutions and structures, where hierarchical traditions and behaviour towards those not so embedded is - however muted - of the "we know best, really" kind. Establishing these new attitudes and ways of working are a crucial area for training in the practice of performing work in partnership with communities.

Where the partners will start from will depend very much on what is already known - by the outsiders and the insiders - and on the pooling of information and agreeing that the already known is known by both. This sharing of knowledge will be the content of early exchanges between the partners.

The partners will have to identify what more will need to be known in order to agree upon the objectives and to examine the various possibilities of achieving these. They will have to find ways of getting to know the not clearly or not sufficiently known things. They must share the interpretation of the information which will provide the basis for making a whole range of decisions and testing out or judging the implications of these decisions. The communication staff will have provided the materials which will guide the worker and the community in collecting and examining information and its significance for the project.

7.5 Self-surveys

The planning process will require a description of how the community, through its working committee, might begin to look at itself by stating its present situation; the need as it experiences it; its present resources; the way in which the new resources which the programme might make available will make a difference, and as far as possible spell out these differences in terms of their own "targets".

Such a piece of work could be in the form of a self-survey and this would require the development of a community-oriented "How to ... Guide" - in this case a "How to examine your water supply and water-related health needs guide". The survey should clearly arise directly from the community's needs to have information about itself as a preliminary step in more detailed planning. Of course, the information can be shared with others, but fundamentally should be collected because the community needs to know and it should be able to see the purpose for each of the questions it will be addressing.

Such a self-survey might be placed in the context of establishing the community's "eligibility" in relation to the policy and priorities which the programme will have determined.

The ability and success of the community in conducting the survey could of itself be considered an expression of a community's potential for effective participation and indicate the degree of its social preparedness for engaging in the project. It should be emphasized that an agency must be assured of committment by the community before committing scarce and expensive investment resources. The submission of the self-survey can be considered as an important prognostic element which should be part of the criteria for the selection of a community for receiving external resources.

In any event, communities will need to understand very clearly what the criteria for selection are, and they must have an idea of how the criteria have been arrived at (the criteria properly explained can have an important part to play politically and relate to processes of nation building in making tangible and credible such a concept as "social justice", i.e. the reasons why one community is justifiably "favoured" with assistance rather than another).

The scenario will then spell out how applications will be handled, by whom, and how the selection or rejection (or request for more information) will be managed.

7.6 Local institution building

The community group will also need to examine its own capacity for the planning task, and make sure it has included all appropriate members of the community.

It should include those not ordinarily important in other village affairs, but for whom water and health programmes are of particular significance, with a special concern for the disadvantaged groups. Such a broad-based group brought together for the planning process will probably need to include many more persons than the ones who signed the original informal application - and in turn, this planning group will eventually decide the nature of the "local institution" which will carry the responsibility for implementing on-going support and maintenance of the water scheme. The existence of such a local institution is an essential step in the participatory process.

The planning group will need to plan information campaigns to keep the wider community closely in touch in an on-going way with what is being done and what needs to be decided.

7.7 Technicians on tap

Bearing in mind what has been said about the "we know best, really" mentality which places expertise on top rather than on tap in planning, and the decision-making processes, the technical staff will have a very important role to perform. Technical staff in particular may have difficulties in accepting the advisory role as outlined here, especially as they do know best about a range of technological matters, and this knowledge is usually scarce and essential.

However, they too must learn to share their knowledge, and to listen and help incorporate such knowledge in an overall social development plan with what things the community knows best, however disorderly at first sight these things are. For example, each community will know best how much in manpower and resources it will be able and willing to commit to water matters, compared to all the other demands that their lives make upon them. It will know, too, the year-round local availability and utilization of water in the community.

Nevertheless the community plan will in many important ways be influenced by and have to be built around whatever technology options are being proposed. Therefore, a significant element of the community plan will be determined by the content of the engineers' report, assuming that the community agrees that the technological options are appropriate for its needs and its way of doing things.

The report itself will need to be fully shared in ways that the community will understand, and the implications for the community fully accepted and planned for.

As has been observed earlier, the different technical solutions require different responsibilities to be placed on the community and on support services. These requirements and responsibilities should be well explained and detailed in material provided by the communications staff.

7.8 Maintenance

It is of major importance that, after installation of facilities, a breakdown due to lack of maintenance and back-up systems does not soon occur.

There is clearly a very serious lack of formal procedures related to operation and maintenance of water and sanitation systems.

Construction of any system should not be considered complete until: (1) a detailed schedule (day by day, week by week, month by month) of activities is worked out for the specific system; (2) it is determined who will be responsible for carrying out these items; (3) a simple reporting and monitoring sytem has been devised.

When establishing the above, it should be borne in mind:

(i) What can be done easily by lay persons: cleaning of surrounds; walking the lines to detect leaks; inspection of sanitation facilities, etc.

(ii) What will require some simple training and demonstration so that the trainees can perform regular maintenance procedures such as oiling, tightening, replacing taps, washers, cleaning out silt deposits, etc.

(iii) What will require some special training for relatively simple repairs.

(iv) What spares and tools must be left with the community to allow it to carry out the above, and which they will be responsible for protecting, issuing and replacing.

(v) What activities will be carried out on a regularly scheduled basis by trained maintenance crews.

(vi) What must be done in the event of a breakdown which cannot be handled locally; how and whom to get in touch with to report such breakdown; what to do about safe emergency supplies of water until the breakdown has been repaired.

The communications staff will have a job to do here in spelling out these maintenance responsibilities.

The discussions between the community and the social development worker will need to concentrate upon all these responsibilities and step-by-step jointly arrive at satisfactory ways of ensuring that the responsibilities will be carried out and maintained over time.

8. THE COMMUNITY PLAN

Although it is unlikely to be a straight and sequential path, the community plan will have to deal with and decide upon what is required, and what they will need to do in relation to:

- arranging for information and campaigns around the coming of the water supply;
- under advice, the selection of the appropriate technology and working out of its full potential (and its limitations) in terms of how it will be used in the community;
- involving the children at school (Water Curriculum Packages)*;
- selection of the optimal site for the water supply and distribution points from both the social and technical points of view;
- clearing the site for the technical operations;
- arranging for unimpeded access of equipment or of drilling rigs;
- arranging for assistance to the technical crews:
  - shelter, food, hospitality,
  - labour, digging of pits,
  - water supply, local materials, etc;
- informational and educative "entertainment" while the crews are in the village ("circus" approach to communications)**;

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* See "I - spy games", page 32.

** "The circus is coming" approach - it might be useful to think of water and sanitation projects which have the objective of improving public health conditions and require much community involvement and health education inputs in the context of "The circus is coming".

The circus is the excitment, activity and sense of event and entertainment generated by the arrival of technicians and their equipment in the villages. Circuses are planned well in advance. Staff move ahead to negotiate sites and service, place notices about the circus, fix dates, open ticket booths, arrange the circus parade, clean up and repair sites, and make sure expenses (and fines) are paid and that the community will be ready for the circus to come again next time.

The coming of project staff should be thought about in the same way. The actual physical work will be only one dramatic point in a continuum of work to be undertaken in villages.

- considering and selecting the possible designs of appropriate:

  . well platforms,
  . pump houses,
  . storage tanks,
  . distribution points,
  . drainage of water, etc;

- selection, training arrangements and payment of operating and maintenance workers, pump operators, etc;

- securing, payment for and storage of supplies:

  . fuel,
  . spare parts,
  . construction and maintenance,
  . materials;

- routine maintenance and procedures for arranging repairs beyond local expertise;

- inspection and maintenance of facilities;

- sampling for quality of water and arranging for conveying samples for analysis;

- all matters related to the use of water:

  . drinking - use of safe source year-round,
  . household - washing clothes, bathing, preparation and protection of food;

- sanitation campaigns:

  . improvement in domestic water usage,
  . latrines,
  . garbage disposal;

- the involvement of the community health worker in planning primary health care campaigns and surveillance;

- associated agricultural and animal husbandry matters:

  . irrigation,
  . animals;

- lighting and power possibilities (if there are generators for pumps);

- costing:

  . capital, maintenance, operational costs, drilling crew costs, materials, manpower (caretakers), fuel;

- revenue management:

  . water sales, taxes, subvention of the poorest;

- on-going monitoring, evaluation of projects and reporting arrangements.

Each of these areas having been fully examined and decisions made, the social development worker will assist the community in drawing up an outline plan.

The outline of the community plan incorporating the technical report will constitute the required documentation to accompany a formal application for inclusion in the programme.

8.1 An aid to planning with the community
Examples of how this kind of planning might be managed

At a large village gathering, everyone is invited to list all the things that they foresee will need to be done. The emphasis is on activities. Bearing in mind the low level of literacy, someone is invited to do a drawing of each activity (no great artistic skill is necessary; matchstick men and crude representations will do, although it is surprising how often a village artist is discovered). Each drawing is pinned on the wall until all the actions have been mentioned and everything seems to have been covered.

The activities are then considered in order of precedence chronologically, clustering the pictures where activities have to be undertaken simultaneously. When the sequence from start to finish has been pinned around the meeting place to everyone's satisfaction, consideration can be given to practicalities such as seasons, wet/dry, sowing/harvest, festivals and so on, so that above the pictures agreed dates for the activity can be placed (without talking the language of planning, the community will have produced its own flow charts and chronological bar chart representations). The number of people, what skills, tools and resources, can be represented under each of the drawings and at some point who exactly will be involved in each activity can be worked out and added - a manpower plan.

A useful device can be utilized to deal with costs and book-keeping*, which will clarify matters even for those poorly endowed with numeracy: plastic bags should be placed under each activity and play-money (as in the game of Monopoly) used to count out what each activity is expected to cost**.

Where there is to be some revenue, from selling water or some other product, a similar estimating and counting out can be enacted and shown against costs. Later, as money is collected or dispersed, it can be shown to be moved from one plastic bag to another. There now exists a very visible representation of the community budgeting for the project, and the whole collection of pictures and bags remains in the community publicly displayed and can be used for monitoring and further discussion as the project gets under way and proceeds.

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* Poor attention to such matters has been the curse of development efforts and has caused the failure of many a cooperative.

** Even those who find difficulty in adding up and substracting have skills in counting out cash.

8.2 I - spy games*
Village Surveys

Another example illustrates how children might become contributors to the community planning process. It is sometimes said that children are often the culprits in the mishandling of facilities. It might help a great deal to have them feel it is their programme and therefore they must protect the facilities.

One such game could be to look for every conceivable water source in the surrounding area. The children could work in pairs or teams, leaving some kind of marker or agreed "secret sign" at each source discovered, so that the same source is not claimed more than once by any "player", and so that a proper claim is made of each "find" and can be judged to belong to the first finder.

Some kind of points system and reward for the most points could be devised. All the information from this I - Spy game would then be brought together and displayed on the largest possible area on which an outlined map of the village or community can be marked out - the school playground, a sportsfield, a market square, the side of a house. The map can be outlined with chalk, stones or bamboo, or scraped on the dry earth. The children can make models with mud, coconut shells, cardboard, anything. Then, with sections of the map allocated to pairs of children, they would fill in the map, marking all the water sources.

A village leader, a health worker, or a youth group might organize the whole game. Better still, an enterprising schoolteacher might use a water I - Spy game to teach and link many aspects of the curriculum, preferably as a practical activity illustrating what the school is supposed to be teaching anyway: map-making, charts, graphs, handicrafts, hygiene, social studies, essay-writing or as a valuable learning project in its own right.

Children could be asked to write on "twenty-four hours of water use in my family", describing where the water comes from, how it is collected and stored, how much is used for what, and something about the seasonal variations. They could be set the task of producing a wall mural (children paired, each pair taking a small section of the wall) illustrating water use in the village. All of this clearly has direct relevance to the school curriculum.

From this basic game, we can move on to an I - Spy "Sanitary Inspector" game. Teams are again formed and rewards given, this time to the team that identifies from all the sources the most water risk danger situations (having been told all about these beforehand - cattle drinking, bathing, clothes washing, open wells, defecation). They must place a sign to mark the danger and to claim the site for their team. The signs could be semi-permanent so as to mark the site until the risk was eradicated.

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* The original game requires one child to select an object and to call out the letter it begins with "I spy, with my little eye something beginning with ...". The other children try to guess and the one who guesses correctly then calls out for the next round of guessing.

Now the risks would be added (big red spots?) to the sources plotted on the huge map. These water games might be linked appropriately to local water festivals such as Holi, Mahathingyan, and so on. When the whole layout is satisfactorily completed, the village leaders and the whole village should be invited to attend a ceremonial inspection of the map. The whole thing will be explained (perhaps by the children themselves) and a full presentation made on "Our Village Water Conditions and What Might be Done for a Clean Village Water Supply".

Of course, these games and the whole procedure expect much of the schoolteacher or whoever, and might require a campaign to back them up, with an orientation and practice sessions, sponsored by the education, welfare or health authorities.

Variations can be prepared or experimented with in relation to malaria, nutrition (what is in the market week by week and is cheapest), agriculture, irrigation, forestry, husbandry, transportation, marketing, and so on.

What has been illustrated is a child-contribution approach to planning. However, the principle is the same even where an adult group is to take responsibility rather than the children. The information and the community involvement and interest engendered by these "game" activities are the fertile ground upon which specifically local, tailor-made plans can be built.

8.3 "Planning up" links with "support down"

Once the whole picture of the step-by-step development and activities which are necessary at the community level has been laid out, it should then be possible and somewhat more familiar to work back up the administrative and technical agency structures and to tie into the community timetable and flow of activity the inputs and support from outside, detail by detail.

Where there are activities determined by technical and administrative imperatives which cannot neatly gear into the community pace and way of doing things, these points of discord must be given special consideration and a mutually acceptable arrangement be agreed upon and replanned in the community.

The range, content and timing of the activities must eventually all lead to a satisfactory service for the community - satisfactory, that is, for the community and the authorities, and from the technological point of view.

In skillful hands, this planning process at the community level can result in the enhancing of social cohesiveness; much health and development education; the establishment and improvement of community/government operational relationships.

Assuming the plan is in the judgement of the agency sufficiently technically and socially sound and has, in the view of the social development worker, full community commitment, the application will be processed. Approval will then be determined by the priorities to be given in relation to all other applications and the available resources.

8.4 Contractual agreement

The village-based plans, having been examined, agreed upon and approved, should then be drawn up in the form of a contractual agreement.

The community will formally undertake to provide agreed labour and local materials, make selections for training and support those trained therafter, undertake maintenance, keep appropriate records for monitoring and carry through all the social aspects of the programme, such as health education, etc.

The agency will undertake to provide the external inputs and support and so on.

The contract signing should be accompanied with appropriate ceremonial, for although such contractual agreements may be difficult to enforce, it should be made to be a highly significant and symbolic milestone in community affairs.

With this agreement, the time-frame for activity will be established. The community will now be assisted in spelling out in operational details the things to be done before, during and after the construction and installation of the planned facilities.

9. PAY-OFF AND SPIN OFFS

The planning approach and the establishment of genuine working partnerships with communities along the lines suggested in this document are designed to meet the major problems which were stated at the beginning:

- the conceptual gap between people and planners;
- the emphasis on coverage rather than on the continued functionning and utilization of facilities;
- effective back-up support to communities, which is often lacking, particularly after the completion of the project.

What has been proposed is clearly not a "quick-fix" but a radical change in approach. If successfully conceived and mounted, the planning process can be expected to yield a whole range of positive spin-offs way beyond the implementation, on-going maintenance, improvement and expansion of IDWSSD activities.

Inherent in what has been proposed is movement towards:

- new methods of planning;
- a sounder basis for integrated planning and programmes because planning emerging from community-focussed activity should provide a rational orchestration of sectoral support and inputs;
- postponing decisions around costly investments (of technology, etc) until their appropriateness and their productive utilization can be more firmly assured;
- improved government/donor relationships by providing confidence that funding will actually reach, have impact on, and more likely achieve the community level IDWSSD objectives. This in turn may well attract increased funding at subsequent rounds of negotiation;
- strengthening the organizational capacity of local communities and groups;
- strengthening the positive political aspects of the nation's life in that genuine community participation provides constructive and creative channels for more people and for the energetic and idealistic young to give expression to the desired process of nation building;
- translating values such as "social justice" into observable action, so meeting a world-wide rising tide of demand for equity in national life;

- the establishment of a cadre of social development workers, related here to IDWSSD, but whose skills and experience will provide a community-oriented manpower base for many other types of programmes (the investment in the social aspects of the processes outlined in this document is undeniably considerable). However, in initiating and establishing the community's participation, the investment should be seen not merely as expenditure but as an accumulation of social capital for achieving long-term objectives. It is social capital, in that communities which have experienced good working relationships with government, and have monitored and evaluated the success of their participation in the outcome of projects and seen what they can achieve largely for themselves, will more readily be prepared to begin over and plan to use their newly-gained organizational experience towards the identification and planning of other projects. For such a new round of activity, much will then be in place that was not for the IDWSSD, and therefore the amount of time, effort and resources for involving the community will not need to be expended to such a degree again;

- suggesting ways in which the technical/social "mix" of planning and personnel can be developed for other areas of development;

- the establishment of a programme-support communications cadre staff with skills (and equipment) adaptable to other programmes;

- bringing together training and line management in programmes and projects in mutually enriching ways;

- providing a model, experience and capacity for creating increasingly effective training institutes in other fields;

- providing a whole range of new methods and training skills;

- demonstrating how content and curricula is cumulatively built, developed and put together in a way which is increasingly action, rather than subject-oriented;

- opening up a whole range of knowledge of local communities and the way they function and can be assisted to change, which will offer opportunities for action-oriented research which should contribute to the development of the behavioural sciences based on indigeneous observation, experience and thinking (in time the behavioural sciences might then become more of an applied field than an academic one);

- providing the opportunity for a great deal of community-focussed adult education in the process of village-level planning;

- placing health education on a firmer footing both in content and context of community-originated concerns and activity;

- contributing "curriculum packages" and so provide here-and-now illustrations and activities which will enrich the work of teachers and the schools.

In all the ways listed above, the IDWSSD programme can demonstrate that not only is it dependent upon much else which is available and happening in community life but that IDWSSD activities can be seen as providing many new entry points for other developments.

The IDWSSD is not a somewhat costly one-off affair, but its pay-off and its spin-offs could be, and should be, considerable in the mainstream of national progress.

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