

Mission to Guinea Bissau on Behavioural Change in Water Supply and Sanitation, 7 -13  
May 1994

Draft Summary Report

*"For sustainable development, collaboration is necessary among all partners. The approach to collaboration has to start with an understanding of the real needs of the users. Better collaboration will help to improve performance, to resolve conflict and to foster integration. To enable and support this partnership approach, water supply and sanitation decisions must be based on dialogue about the attitudes and needs of people in rural and urban communities, and what they can manage, maintain and pay for. Behaviour at political and governmental level, as well as in the water supply and sanitation sector, must change as required".*

*Action Programme, section 1. Water and People, Ministerial Conference on Drinking Water and Environmental Sanitation, 22 and 23 March 1994, Noordwijk, the Netherlands.*

### 1. Conceptual background

Communities in rural and urban areas in developing countries have a range of aspirations and wishes, ranging from jobs that bring in family income, conveniences such as roads, schools, electricity, to healthy children. Very often, water figures high on people's wish lists. Lack of proper sanitation facilities is usually mentioned less often and if so, mainly by women.

In response to people's wishes and aspirations regarding water supply and sanitation, government programmes can only be sustainable if they are jointly developed and implemented with the communities concerned. Joint problem identification and finding solutions in a partnership between communities and government officials, at the same time correcting inappropriate approaches and behaviours, require a process of communication.

A different approach by project planners to water and sanitation projects and the involvement of users (women as well as men) in design and planning for use and maintenance is needed to determine the reasons why people do not adopt new devices or practices. This implies that attitudes and behaviours at various levels must change: at project planners and technical staff levels related to water supply and environmental sanitation, allowing and facilitating this new partnership approach, as well in communities where indigenous knowledge needs to be strengthened, and inappropriate knowledge, attitudes and practices modified.

Education alone does not convince people to use facilities which do not bring them perceived benefits or which are not sustainable. Before a technology/service is introduced planners should find out from the communities if the issue has a high priority. Design, location and control of the facilities should be planned through dialogue with women and men. Afterwards, follow up on use and hygiene is required.

In order to assist this process, planners and implementors need to change their usual approach, and communities need to be enabled to play their roles in management, maintenance, hygienic use and costs sharing of water supply and sanitation systems.

## 2. Key problems

Against this background and following numerous discussions and consultations in Guinea Bissau, the mission identified the following key problems in Guinea Bissau's water supply and sanitation sector:

- a. water is not perceived by a large group of the population as the vital resource for health that it is, save some regions where water is scarce and therefore precious;
- b. there is lack of systematically collected, analyzed and recorded data and information about experiences on key issues relevant to sustainability and health impact of water supply and sanitation; therefore much hunch and educated guessing is at work in the sector;
- c. there is a lack of conceptualization of communication for behavioural change in water supply and sanitation.
- d. there is a pressing need to build up the expertise necessary to plan and run effective communication programmes for the social side of water supply and sanitation, and of skilled staff in participatory problem analysis and project planning, implementation, monitoring and evaluation.
- e. there is a lack of information circulation within the sector and between sectors, which leads to overlap, poor coordination and sub-optimal utilization of resources;

## 3. Recommended actions

3.1 Participatory planning and implementation of water supply and sanitation projects needs to be introduced. To enable this, key planners need to be made aware and trained in concepts and methodologies of communication for behavioural change in water supply and sanitation. A phased pilot programme of 18 to 24 months is recommended, which links capacity building on communication with a small participatory action research project in selected areas of Guinea Bissau.

The mission recommends capacity building as the first key activity. Building up cadres who can plan and implement interventions in water supply and sanitation which lead to behavioural change. In essence, a pilot operation is proposed to imbue the right persons, and enough of them, with the required conceptual frameworks and methodologies for planning and implementing of communication for behavioural change in water supply and sanitation, based on community knowledge, attitudes and practices. Capacity building for this is needed to prepare the action research at field level.

This pilot programme will prove that partnership and mutual learning will result in better maintained and used and more sustainable water supply and environmental sanitation.

3.2 The initial first six months of the pilot programme will need to consist mainly of preparatory capacity building, for which the following activities are recommended:

- identification of a Pilot Group to guide the pilot programme. In this phase the Pilot

Group will stimulate curriculum development, identify the action research sites and prepare a baseline Knowledge Attitude and Practice survey.

- curriculum development on communication for training preferably at the Sao Domingos School of Hydraulics. Expertise on this may have to be brought in from outside Guinea Bissau; and
- an intensive, three-week training focusing on communication for behavioural change of two planners each of the Ministries of Natural Resources, Health and Information in Guinea Bissau, probably by Portuguese-speaking experts on communication and behavioural change;
- planning of and action research approach. The action research should start as early as possible during Phase 1 with full implementation in later phases.
- preparation for mobilization of resources for the pilot programme.

3.3 The second-phase scheduled to start in early 1995, will include

- (i) capacity building at various levels; and
- (ii) action research.

It is recommended that three to six persons be trained as top priority in knowledge areas relevant to communication for behavioural change and community-level programming. They are to form the cadre at the São Domingos Hydraulic Training Centre, who will in turn have to train planners as well as middle level and community workers. In the class room, the case work method of learning might be considered, to compliment lectures and fieldwork. Initial training may include brief attachments to institutions abroad for preparation within the frameworks outlined above.

Other specific activities related to the action research include:

- Bringing in a specialist to prepare guidelines for the field-level action research
- Training cadre to carry out a baseline KAP study
- Based on KAP, selecting with the communities involved priority behaviour(s) which the pilot communication programme will address
- Designing and formulating of a pilot project
- Setting specific objectives and indicators

The training of middle level staff and animadoras will need to be concern these activities as well.

The action research needs to be vigorously continued, as it builds capacity of staff and communities involved, and at the same time contributes to the development of a methodology which takes behaviours at the heart of analysis and planning.

3.4 The third phase scheduled to start in the course of 1995, will be the implementation of the action research and learning project in the field and will include the following activities:

- Developing a communication plan , what will be done, when, where, how and by whom

- Preparation of communication materials, allocation of money and management of the process.
- Monitoring and evaluation.

During the third phase training of middle level staff and animadoras in these and other required elements will have to be organized on a continuous basis.

3.5 The action research will provide a process of learning for the project planners, implementors, trainers, as well as the communities involved in the project. Experiences gained in this process need to continuously be fed back into the planning, as well as contribute to fine tuning of training and the curriculum of the Training Centre for Hydraulics in Sao Domingo.

3.6 It is also recommended that somebody be made responsible and trained to document this whole process, so that experiences can be shared with planners, technical staff and communities.

The structure of the pilot programme and the phased approach to it are visualized in appendix 1.

3.7. The pilot programme will need to get underway as soon as possible after the new Government and government officials are in place.

3.8. Strategic allies which have told the mission to be interested in supporting parts of the pilot programme are UNICEF, the World Bank, the SNV-supported H14 project, and the FAO/Ministry of Information. It is recommended that options for joint work be explored with the following projects:

- Optimization of São Domingos Hydraulics Training Centre and field work in Cacheu region, Support to DGRH's the Extension Department, in the GOGB/UNICEF country programme 1994-1997,
- Sanitary Education and Monitoring of Water and Sanitation Master Plan project (UNICEF/UNDP/UNCDF/French Cooperation),
- Projet Hydraulique Villageoise, UNDP/UNDP/UNDP/UNDP with SNV input in animação, in the regions Oio and Gabu.

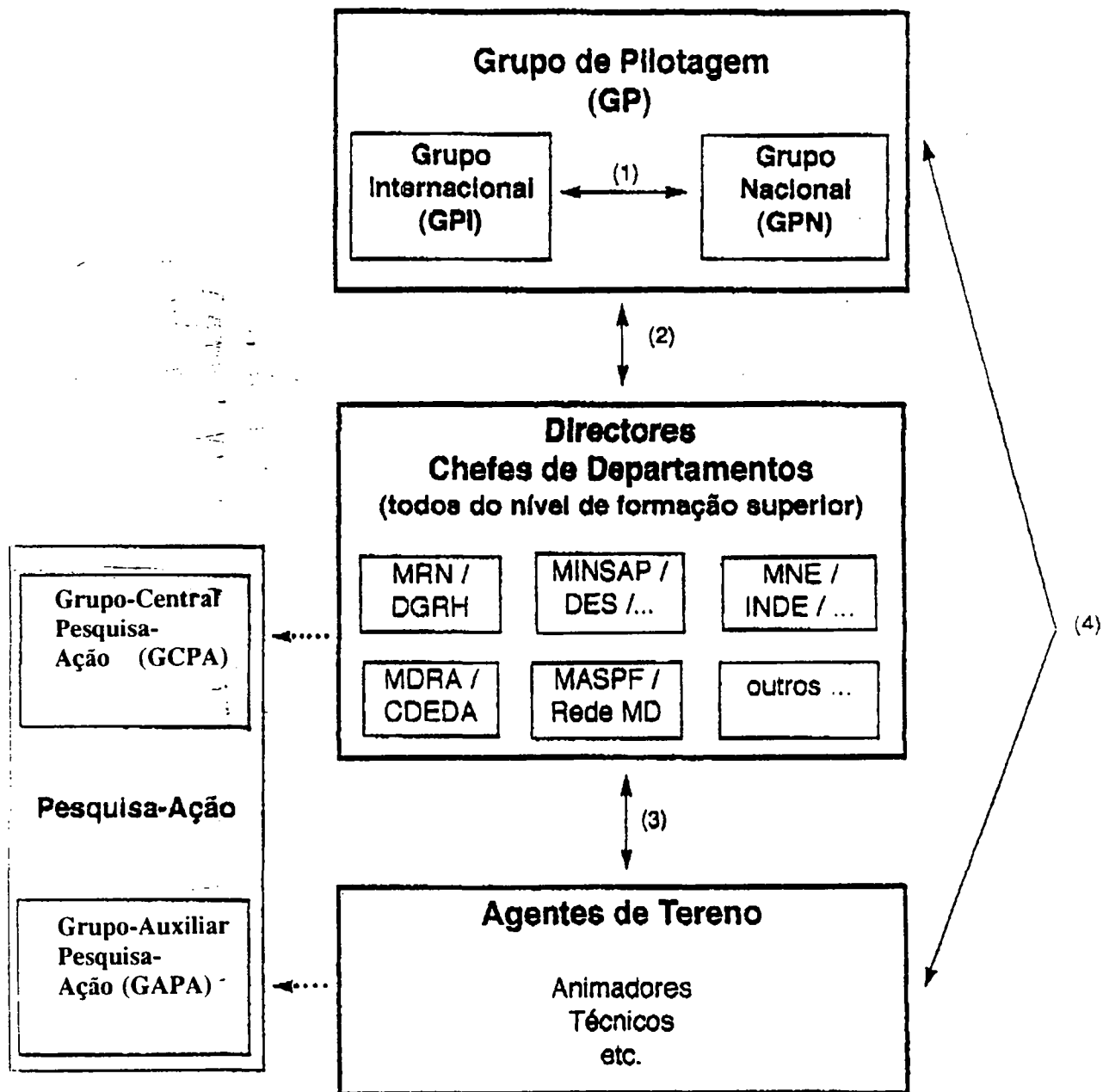
3.9 It is recommended that the pilot programme in Guinea Bissau be lodged in the Ministry of Natural Resources, and guided by somebody at DG or at least Director level. It is recommended that the areas which might provide a home for it might be the Department of Planning or the Department of Animation and Sanitation.

3.10 To make use of existing experiences related to water and sanitation in Guinea Bissau and elsewhere, including the sharing of experience from the proposed pilot project, it is recommended that the Ministry of Natural Resources and DGRH establish resources and a routine that will circulate relevant information to institutions and organs that have a stake in and resources to offer the water supply and sanitation sector.

#### 4. Follow-up

In addition to these recommendations, the mission has suggested to Mr Tamba Nassonde to organize together with Mr. Francesco Barreto a quick follow-up workshop and a frame work to introduce IEC and behavioural change to selected MRN/DGRH staff.

GESTÃO DO PROJETO PILOTO



Quatro (4) cenários de interação devem ser definidos pelos Termos de Referência:

- (1) entre o GPI e o GPN (dentro do grupo de pilotagem);
- (2) entre o grupo piloto (essencialmente GPN) e o grupo central de pesquisa-ação (GCPA) e diretores e Chefes de Departamento;
- (3) entre o GCPA e o nível de campo, que é o grupo auxiliar pesquisa ação (GAPA)/
- (4) entre o grupo piloto e o nível de campo.

Os campos principais da interação dizem respeito aos seguintes passos:

- |    |   |  |
|----|---|--|
| 1. | Preparação  | Estes seis passos devem ser concretamente definidos para os quatro (4) cenários de interação |
| -  | conceptualização em base hipotética               |  |
| -  | treinamento inicial funcional                     |  |
| 2. | Implementação                                     |  |
| 3. | Seguimento  |  |
| -  | monitoramento, auto-monitoramento com assistência |  |
| -  | retaguarda  |  |
| -  | guiar   |  |
| 4. | Avaliação   |  |
| 5. | Documentação e Capitalização                      |  |
| 6. | Circulação de Informação                          |  |

Estes passos devem ser seguidos em cada uma das fases do processo:

1.2.3.4.5.6.	1.2.3.4.5.6.	1.2.3.4.5.6.	1.2.3.4.5.6.	1.2.3.4.5.6.	1.2.3.4.5.6.
fase 1	fase 2	fase 3	fase 4	fase 5	fase 6

As principais linhas diretrizes do aprendizado neste processo são:

- aprender fazendo
- refletir no que se está fazendo
- diálogo
- alternância entre a sala de aula e o campo

DRAFT

**Behavioural Change in Water Supply and Sanitation**  
**Report of a mission to Guinea Bissau 7 -13 May 1994**



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*"As Agenda 21 states, for sustainable development, collaboration is necessary among all partners. The approach to collaboration has to start with an understanding of the real needs of the users. Better collaboration will help to improve performance, to resolve conflict and to foster integration. To enable and support this partnership approach, water supply and sanitation decisions must be based on dialogue about the attitudes and needs of people in rural and urban communities, and what they can manage, maintain and pay for. Behaviour at political and governmental level, as well as in the water supply and sanitation sector, must change as required".*

*Action Programme, section 1. Water and People, Ministerial Conference on Drinking Water and Environmental Sanitation, 22 and 23 March 1994, Noordwijk, the Netherlands.*

## **1. The context**

### **1.1 Water and communication**

The Water Decade and the international reflection that it encouraged shook some conventional wisdom to its foundations. Basic questions were asked. Are holes in the ground, stopped up by handpumps or cement slabs, really the essence of water supply and sanitation action? Is the job over merely after "coverage" of territory or people with steelware? Is supply-driven intervention adequate?

Deliberations at global sector meetings in New Delhi 1990 and Rabat 1993 answer "No" to all these questions, echoing much that experience has long suggested to development workers. Handpumps are, for instance, only the start of water supply for many millions in developing countries. Most of the contamination takes place en route from the pump to the mouth of the child or parent drinking the water. To have impact on health handwashing is the most effective intervention. Handpumps, therefore are about health and therefore about people. What links the pumps to the washing and to the health of the people and what makes a process of the four elements is effective communication.

It is no surprise, therefore, that the New Delhi Declaration of 1990 as well as the Noordwijk Declaration of 1994 point out that effective communication as a major challenge that now faces the sector.

### **1.2 Communication and behaviour**

In response to people's wishes and aspirations regarding water supply and sanitation, government programmes can only be sustainable if they are jointly developed and implemented with the communities concerned. Joint problem identification and finding solutions in a partnership between communities and government officials require a process of communication.

A different approach by planners to water and sanitation projects and the involvement of users (women as well as men) in design and planning for use and maintenance is needed to determine the reasons why people do not adopt new devices or practices. This approach has to focus on attitudes and behaviours of project planners and technical staff at all levels on the one hand and of communities on the other hand.

For planners the focus has to be on working out a suitable IEC approach and enabling technical staff at all levels to manage this approach. For communities the focus will have to be on identifying and strengthening their existing attitudes and behaviours and to facilitating adoption of new knowledge and behaviours.

Information and education alone do not convince people to use facilities which do not bring them perceived benefits or which are not sustainable. Before a technology/service is introduced, planners should find out from the communities if the issue has a high priority. Design, location and control of the facilities should be planned through dialogue with women and men. Afterwards, follow up on use of these facilities and hygiene is required.

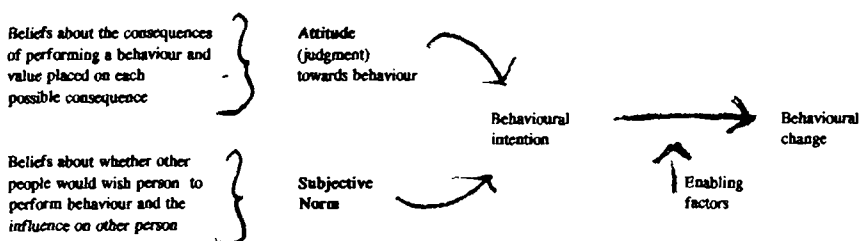
In order to assist this process, planners and implementors need to change their usual approach, and communities need to be enabled to play their roles in management, maintenance, hygienic use and cost sharing of sustainable water supply and sanitation systems.

The explanation of a lot of failures in water supply and sanitation programmes is now known to lie, as in much development, in the use of one-way communication, simply to spread awareness, even knowledge. Development in the end is solving development problems or meeting the needs of people. To do this, indigenous knowledge and attitudes of people living in communities must be the bases for support actions by outside agents.

Knowledge of key practices is essential, but it is not sufficient. Nor is behaviour affected by mere accentuation of communication. A different "loop" is to be employed, requiring a different process of project preparation and design. The process needs a behavioural model at its heart, in addition to informational/educational models.

### 1.3 Hubley's BASNEF model

Hubley (1993) has produced a valuable checklist for understanding and programme planning for health education and promotion, which involves examining behaviour from the perspective of the individual living in a community. BASNEF is an acronym of Behaviour, Attitude, Subjective Norms and Enabling Factors. It is summarized in the following figure.



The model suggests that any desired behaviour requires a prior behavioural intention. But this intention is not always enough. For instance, a mother may know and wish to give oral rehydration salts to her child with diarrhoea, but the product may not be available, which will frustrate the intention. Therefore, enabling factors are essential in any process leading to behavioural change. The BASNEF model implies that merely producing booklets, videos and posters makes no impact on behaviour, unless they are part of a well-focused process.

## 2 The mission to Guinea Bissau

Under the auspices of the Water Supply and Sanitation Collaborative Council (WASSANCO), a working group on IEC has been set up under the leadership of the IRC, whose Director chairs the group. In pursuance of policy views expressed at the Ministerial Conference on Drinking Water and Environmental Sanitation (March 1994, Noordwijk) and subsequent follow up discussions between IRC and UNICEF, a WASSANCO/IRC mission to Guinea Bissau was undertaken from 7 - 13 May 1994. A UNICEF Guinea Bissau-funded preparatory mission of IRC's Dick de Jong and Stephen Parker in September 1993 made a first rapid analysis about IEC in water supply and sanitation and related sectors.

At the ministerial meeting, His Excellency Mr Joao Cardoso, Minister for Natural Resources of Guinea Bissau re-iterated his country's interest in providing the location of a pilot communication project for behaviour change in the water supply and sanitation sector. The Government of the Netherlands has committed seed funding for this general purpose, as part of its support to the Water Supply and Sanitation Collaborative Council.

The broad objectives of the mission were:

- a. to initiate a participatory process of IEC planning for water supply and sanitation with partners concerned, aiming at behavioural change;
- b. to do a rapid appraisal of the water and sanitation situation from an IEC point of view and assess problems, constraints and options relevant to a potential Guinea Bissau pilot project on IEC;
- c. to identify potential resources, both institutional and financial that would assist a pilot project on IEC.

The mission comprised Mr. Gerson da Cunha, Consultant, team leader, Mr. Günter Heidrich, Consultant, and Mr. Dick de Jong, IRC Information Officer. The mission spoke with the Minister of Natural Resources, technical staff and senior level government officials of the Direcção-Geral dos Recursos Hídricos (DGRH) and various other ministries, as well as representatives from UNICEF, and a World Bank urban sanitation project. A field trip was made to the São Domingos Training Centre of Hydraulics, where the mission prompted a problem analysis session with 20 community level animadoras (communicators), who were at a hygiene education course at the training centre.

On May 12th, the mission shared its preliminary findings at a working meeting with various ministries. The Information Minister Mr. Augusto Viegas presided. The mission debriefed to Mr Mario Cabral, Minister of Agriculture and Rural Development, who was holding the Natural Resources portfolio in Mr Cardoso's absence from the country. The mission regretted not to be able to talk with anyone at senior level in the Ministry of Health, as the person met in the earlier mission was travelling abroad. A list of institutions visited and persons met is provided in Appendix 1.

The mission is grateful for the support provided by Mr. Tamba Nassonde of DGRH and Mr. Julio Balde of UNICEF, who acted as counterparts during the mission.

### 3. Diagnosis

#### 3.1 The situation of the sector

It is estimated that in 1991 42 percent of the rural population had access to potable water supply through some 2,300 water points. The need in 2001 has been estimated at 4,000 water points. The lowest coverage is found in the northern province, especially in Biombo, Oio and Cacheu regions. The southern province shows a high coverage rate and the Tombali and the Quinara regions have a reasonable coverage.

Urban areas account for 20 percent of the population. Less than a fifth of town dwellers have access to safe drinking water.

Major problems identified for water supply include:

- little involvement of the target population, particularly women, in management, maintenance and conservation of existing water points.
- maintenance and rehabilitation of facilities is continuously needed;
- rising of sand, water acidity, depleted wells make expansion difficult;
- lacking government funds;

In 1991 the rural population covered by sanitation facilities was estimated to be 18 percent, the urban population covered to be 30 percent. The sewage network in Bissau is almost non-existent.

One major problem identified in sanitation is that there is little information on knowledge, attitude and practices of the population concerning personal and environmental hygiene.

#### 3.2 The IEC situation

In follow-up to the September 1993 Day of reflection on Intersectoral Information, Education and Communication Mr. Tamba Nassonde has, in February 1994, submitted a summary of the MRN/DGRH IEC activities and plans to the coordinating Ministry of Information. For the communication with people in rural as well as semi-urban areas DGRH has a Department for Animation and Sanitation in Bissau with a network of "animadoras" or communication workers in the field. Two staff and one expatriate adviser in Bissau coordinate, supervise and train the provincial teams of animadoras. The most recent overview of animadoras per region is as follows:

	female	male	
North, Bissorá	5	1	
East, Gabu	3	1	1 UNICEF
South, Buba	3	1	
Semi urban	4		
Region Oio	6	4	UNDP/Cap. Dev Fund

Existing media and communication infrastructure for the water sector have been described by de Jong/ Parker (report 1993 pages 21 - 32). More recently, the four regional workshops in preparation of the national strategy for rural communication (GOGB with FAO/UNICEF support) have highlighted the importance of radio for development in

Guinea Bissau. Participants of these regional workshops have stressed the need for decentralized mass media and access to the media of community-based agencies. They also gave recommendations about programme content, dissemination and the necessary interaction between media producers and users. In general, mass media coverage in rural areas is rather limited, literacy is low, many different languages are spoken in the country. Oral communication channels are numerous and strong, but they are under-utilized by water and sanitation programme planners.

Substantial sums of money have been and are being invested in the sector. On the opposite page DGRH lists 9 ongoing and shortly starting projects. In negotiations with some of the donors concerned DGRH has been able to get an IEC/animacao component included. The PNUD/FENU handpumps programme in Oio and Gabu for instance has contracted SNV expertise to provide extension/communication services in the villages which their programme aims to serve in the next four years.

### 3.3 Key problems identified

In the light of numerous discussions and consultations, the mission sees these as the key problems in Guinea Bissau's water supply and sanitation sector:

- a. water is not perceived by a large group of the population as the vital resource for health that it is, save some regions where water is scarce and therefore precious;
- b. there is lack of systematically collected, analyzed and recorded data and information about experiences on key issues relevant to sustainability and health impact of water supply and sanitation; therefore much hunch and educated guessing is at work in the sector;
- c. there is a lack of conceptualization of communication for behavioural change in water supply and sanitation;
- d. there is a lack of the expertise necessary to plan and run effective communication programmes of the type required - an absence of skilled staff in problem analysis and project planning, implementation, monitoring and evaluation.
- e. there is a lack of information circulation within the sector and between sectors, which leads to overlap, poor coordination and sub-optimal utilization of resources.

## 4. Recommendations

### 4.1 General recommendations

The mission recommends capacity building as the first key activity in the sector in Guinea Bissau, building up cadres who can plan and implement interventions in water supply and sanitation which lead to behavioural change. In essence, a pilot operation is proposed to imbue the right persons, and enough of them, with the required conceptual frameworks

and methodologies for planning and implementing of communication for behavioural change in water supply and sanitation, based on community knowledge, attitudes and practices. Capacity building for this needs to be coupled with learning while doing practical action research at field level.

Whose capacity is to be upgraded? The mission's observations show that a fair, if inadequate number of activities have been happening to prepare and train community level communication workers. The gap is at middle to top levels in the sector. It is these policy and decision makers who are responsible for the basic shape and content - usually so flawed - of projects in the water supply and sanitation sector. Putting things right at the inception will be to act at a decisive point.

Participatory planning and implementation of water supply and sanitation projects needs to be introduced. To enable this, key planners need to be made aware and trained in concepts and methodologies of communication for behavioural change in water supply and sanitation.

The package of action recommended, in brief, is to:

- a. develop appropriate concepts of participatory planning and communication for behavioural change in the water and sanitation sector;
- b. establish a human resource development programme to improve communication skills for behavioural change at various levels, leading to participatory planning expertise in middle to senior level officials in government and NGOs.
- c. institute an action research project in selected areas as a learning experience. This should start with a baseline Knowledge Attitude and Practice study of the communities;
- d. use the baseline for monitoring and, through a matched study at an appropriate time, for evaluation.
- e. establish resources and a routine that will circulate relevant information to institutions and organs that have a stake in and resources to offer the water supply and sanitation sector.

#### 4.2 Specific Project Proposals

A phased pilot programme of 18 to 24 months is recommended, which links capacity building on communication with a small participatory action research project in selected areas of Guinea Bissau. This includes the identification and selection of key problems by planners and communities, which the communication programme will address. This action research builds capacity of staff and communities involved, and at the same time contributes to the development of a methodology which takes behaviours at the heart of analysis and planning.

Phase 1: The first six months of the pilot programme will need to consist mainly of preparatory capacity building, for which the following activities are recommended:

- identification of a Pilot Group to guide the pilot programme. In this phase the Pilot Group will stimulate curriculum development, identify the action research sites and prepare a baseline Knowledge Attitude and Practice survey.
- curriculum development on communication for training preferably at the São Domingos School of Hydraulics. Expertise on this may have to be brought in from outside Guinea Bissau; and
- an intensive, three-week training focusing on communication for behavioural change of two planners each of the Ministries of Natural Resources, Health and Information in Guinea Bissau, probably by Portuguese-speaking experts on communication and behavioural change;
- planning of and action research approach. The action research should start as early as possible during Phase 1 with full implementation in later phases.
- preparation for mobilization of resources for the pilot programme.

Phase 2: The second phase scheduled to start in early 1995, will include

- (i) capacity building at various levels; and
- (ii) action research.

It is recommended that three to six persons be trained as top priority in knowledge areas relevant to communication for behavioural change and community-level programming. They are to form the cadre at the São Domingos Hydraulic Training Centre, who will in turn have to train planners as well as middle level and community workers. In the class room, the case work method of learning might be considered, to compliment lectures and fieldwork. Initial training may include brief attachments to institutions abroad for preparation within the frameworks outlined above.

Other specific activities related to the action research include:

- Bringing in a specialist to prepare guidelines for the field-level action research
- Training cadre to carry out a baseline KAP study
- Based on KAP, selecting with the communities involved priority behaviour(s) which the pilot communication programme will address
- Designing and formulating of a pilot project
- Setting specific objectives and indicators

The training of middle level staff and animadoras will need to be concern these activities as well.

The action research needs to be vigorously continued, as it builds capacity of staff and communities involved, and at the same time contributes to the development of a methodology which takes behaviours at the heart of analysis and planning.

Phase 3: The third phase scheduled to start in the course of 1995, will be the implementation of the action research and learning project in the field and will include the following activities:

- Developing a communication plan , what will be done, when, where, how and by



whom

- Preparation of communication materials, allocation of money and management of the process.
- Monitoring and evaluation.

During the third phase training of middle level staff and animadoras in these and other required elements will have to be organized on a continuous basis.

The action research will provide a process of learning for the project planners, implementors, trainers, as well as the communities involved in the project. Experiences gained in this process need to continuously be fed back into the planning, as well as contribute to fine tuning of training and the curriculum of the Training Centre for Hydraulics in Sao Domingo.

It is also recommended that somebody be made responsible and trained to document this whole process, so that experiences can be shared with planners, technical staff and communities.

The pilot programme will need to get underway as soon as possible after the new Government and government officials are in place.

The structure of the pilot programme and the phased approach to it are visualized in appendix 1.

#### 4.3 Management

It is recommended that the pilot project in Guinea Bissau be lodged in the Ministry of Natural Resources, and guided by somebody at DG or at least Director level. It is recommended that the areas which might provide a home for it might be the Department of Planning or the Department of Animation and Sanitation. The choice might be made, in the end, on the basis of the experience and motivation of the department heads concerned. Preferably, a national officer, of sub-directorate level, can be put in place as Project Director. His or her functions will include: to manage the pilot programme, mobilize local resources, to act as programme officer for the field project and to liaise with the training centre and documentation unit.

#### 4.4 The faculty

It is recommended that three to six persons be trained as top priority in knowledge areas relevant to communication for behavioural change and community-level programming. They are to form the cadre at the São Domingos Hydraulic Training Centre, who will have to train planners as well as middle level and community workers. In the class room, the case work method of learning might be considered, to compliment lectures and fieldwork. Initial training may include brief attachments to institutions abroad for preparation within the frameworks outlined above.

Obviously, a great deal remains to be defined and fitted into the above skeleton, itself not complete. But the bare bones serve to outline the idea.

#### 4.5 Information circulation for coordination

Minister Cardoso made very clear to the mission that resources and a routine are necessary for clear information circulation and better coordination regarding water and sanitation was urgent and essential. He mentioned that the structure and operation of his Ministry's own documentation centre must improve.

The report of the previous IRC mission on Information Management aspects of the work of the Ministry and DGRH noted that the person responsible for the Ministry's documentation centre had presented the minister with an analysis of the problems of the centre, with which the mission was broadly in agreement. The mission also emphasized the need to define the respective roles of the documentation centres of the ministry and DGRH before any practical steps could be taken to improve the situation. It appeared at that time that there was a possibility of financial support for the development of the ministry's documentation centre under a French Government project. The current mission recommends that urgent action is undertaken to strengthen the active documentation operations at the Ministry.

### 5 Strategic Allies

Strategic allies which have told the mission to be interested in supporting parts of the pilot programme are UNICEF, the World Bank, the SNV-supported H14 project, and the FAO/Ministry of Information. It is recommended that options for joint work be explored with the following projects:

- Optimization of São Domingos Hydraulics Training Centre and field work in Cacheu region, Support to DGRH's the Extension Department, in the GOGB/UNICEF country programme 1994-1997,
- Sanitary Education and Monitoring of Water and Sanitation Master Plan project (UNICEF/UNDP/UNCDF/French Cooperation),
- Projet Hydraulique Villageoise, UNDP/UNDP/UNCDF with SNV input in animação, in the regions Oio and Gabu.

#### 5.1 DGRH/Ministry of Information/UNICEF

It is UNICEF that has nudged IRC in the general direction of this operation and provided some initial grist to the mill. In Guinea Bissau, UNICEF has been named lead agency for communication in water supply and sanitation among UN organizations present in the country. The UNICEF representative and the staff member in charge of Water Supply and Environmental Sanitation are fully with the basic thrust of this report, which reflects many aspects of their own Plan of Operations. They have a special point of interest in the possibility of utilizing the São Domingo school to house some of the activities mentioned in these recommendations. UNICEF has contracted a consultant to assist in developing a technical curriculum for the school. UNICEF hopes that this mission's work and follow-up will help build up a curriculum on communication for behavioural change. In the Government/UNICEF Country Programme, money has been budgeted for activities close,

if not identical, to those proposed above.

## 5.2 Ministry of Information/FAO

Participation of Mr. Günter Heidrich in this mission assures the linking of the water supply and sanitation sector's communication strategy with the efforts to develop a National Communication Strategy in Guinea Bissau. This is a project of the Ministry of Information, which is also receiving support from UNICEF. Mr. Heidrich is the coordinating consultant for this project. The national workshop on this is scheduled to take place in late 1994. Linkage and benefits will take place in two ways. Experiences with the water communication plan may contribute to the national workshop and its follow-up. Outcomes and experiences of the national communication strategy development process may provide guidelines for the water and sanitation sector's communication strategy as well.

## 5.3 DGRH/SNV

SNV through its Maintenance and Animation Project (H14) support to the Ministry of Natural Resources is another natural ally. Its resources and personnel could play an important advisory role and its field outreach could be vital. In the proposed third phase of the H14 project 1994 - 1999 the project objectives include: the strengthening of the institutional capacity of DGRH in the context of the strategy outlined in the Schema Directeur, and the optimization of water use in terms of efficiency and hygiene with more user involvement.

Among the specific objectives mentioned in the project document, which is still under discussion, is to optimize the methodology of communication and to implement communication strategies to improve the use of water. The envisaged tasks of the Animation Department within DGRH are:

1. promote communication between users and technicians in respect of the strategy and choice of technology;
2. promote decentralized operation and maintenance systems with community management;
3. monitor the functioning of the water supply and sanitation systems in relation to their use;
4. inform the population on modern concepts of health and hygiene through sanitary education.

Training at different levels is planned and budgeted for between 1994 and 1999 to increase capabilities and skills of animation staff. Training in social communication for the national coordinator of the Animation Department is proposed in this five year period in Brazil. Apart from this it is necessary to train a technician in visual communication and other practical communication methods. At the provincial level rural and semi urban animators will receive training through annual seminars.

In the budget of the project Dfl 100,000 is envisaged for the training in Brazil, Dfl 120,000 is budgeted for short course on animation. For the development of animation materials Dfl 50,000 is budgeted.

#### 5.4 DGRH/PNUD/FENU

In the PNUD FENU project Water and Sanitation in the Oio and Gabu regions ((GBS/90/003 and GBS/90/C01) SNV has been contracted to provide services of animadoras communicating with villagers before construction teams move in. Of the US\$ 7 million budgeted in the next four years, US\$ 125,000 has been earmarked for animacao work.

#### 5.5 DGRH/The World Bank

The Bank is at the initial stages of mounting an urban\semi urban sanitation programme. Interventions are planned in Bissau, Bafata and Gabu. The initiative has four components: safe water, rainwater control, sewerage and disposal of solid wastes. The Bank is anxious that the project should respond to community needs and popular demand. The local coordinator of this programme in Bissau believes that the Bank lacks detailed experience in this direction, and that the mission's work could help. The project is meant to benefit 200,000 people and will work with the Ministry of Natural Resources (Directorate of Water Resources). The Bank may well be another contributor of resources to the capacity building process that this mission is proposing.

### 6 The next steps

Elections are due in the first week of July. It is unlikely that the project can get under way before the new Government is in position. But it is of the utmost importance that the general lines of this project be agreed with the Minister of Natural Resources before campaigning begins seriously. It is crucial that agrees on the major lines of the WSSCC/IRC/UNICEF initiative.

In addition to these recommendations, the mission has suggested to Mr Tamba Nassonde to organize together with Mr. Francesco Barreto a quick follow-up workshop and a frame work to introduce IEC and behavioural change to selected MRN/DGRH staff.

The other urgent moves concern the academic side of this proposal, clarification of the field-level learning "project" and resource mobilization. This should happen in step with contacts with the Government of Guinea Bissau, specifically the MRN.

### 7 Conclusion

The mission's five days in Guinea Bissau could not yield more detailing than has been set out above. But what they have served to do is three things. One, to start up the process of communication for behavioural change towards more sustainable, partnership-oriented planning, design, and implementation of water and sanitation programmes; two, identify capacity building as the first step in the process; and three, identify resources . Three

Ministers of the Government of Guinea Bissau met during the mission strongly supported this approach. International support from the WASSANCO/IRC/UNICEF team is available to support follow-up action from the Government of Guinea Bissau.

## Appendix 1 CALENDAR OF MEETINGS

- 7 May - Tamba NASSONDE(DGRH), Carlos BARRY (DGRH), Julio BALDE (UNICEF)
- 8 May - Koen van der Werff (SNV/DGRH)
- 9 May
1. Seco BAIO (Director geeneral DGRH), Tamba
  2. Seco BAIO, Tamba, Koen, Carlos BARRY (Planification DGRH), Vicente CO (Dir. de Serviço de Gestão DGRH), Anita DJALLO Anita Djallo SANE (Dept. of Documentation MNR)
  3. Mr. AMIEL (Rep. UNICEF), Isabel MIRANDA (UNICEF), Julio, Tamba, Anita
  4. Maria de Lurdes VAZ (MASPF), Evarista SOUSA (MASPF), Tamba, Anita
  5. Alexandrino Alberto GOMES (MNE / INDE), Tamba, Anita
  6. Ansatu BALDE (MRN, Animation Dept.)
  7. João CARDOSO (Minister RN)
- 10 May - Field trip to the San Domingos Hydraulics Training Centre with Julio, Isabel, to meet 23 animadoras and have a small workshop with them + meetings with:  
João Antonia da Silva (Head of Animation and Sanitation Department DGRH).  
Henrique ... (Director)  
Josje WEIJTERS ( Chief animadoras in Bissora, SNV/PNUD/FENU)  
Isabel MIRANDA (UNICEF)
- 11 May - Carlos, Tamba, Koen, Vicente, DG (all from DGRH)
- 12 May
1. General meeting with other sectors:
    - Augusto VIEGAS (Minister of Information)
    - Inácio TAVARES (Director GNCS / M.I.)
    - José AMIEL (Rep. UNICEF)
    - Julio BALDE (WES officer UNICEF)
    - Tamba NASSONE, Carlos BARRY, Seco BAIO, Koen, (DGRH)
    - Agostinho ALVES (CDEDA / MDRA)
    - Mamadu MANE (GAPLA / MDRA)
    - Evarista SOUSA (MASPF)
    - Bienvenu Bâ (MNE / INDE)
  2. Julio, Tamba
  3. Djibril ... (Banque Mondial, Project with MRN)
13. May
1. Julio, Tamba,
  2. Oscar BARBOSA (Com. Officer, UNICEF)
  3. José AMIEL (UNICEF, debriefing)
  4. Mário CABRAL (Minister of DRA, debriefing)
  5. Julio, Tamba, Koen

Documents received

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- Nassonde, Tamba (1994), Informação, Educação e Comunicação (IEC), Ministério dos Recursos Naturais, Direcção Geral dos recursos Hídricos, Bissau
- SNV (1994) Draft Propositions pour animation et sensibilisation auteur de leau et de l'assainissement dans la région d'Oio, PNUD/FENU Projet GBS/90/003, SNV Bissau
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