

**PARTICIPATION BY BENEFICIARIES IN CARE  
PROSPECT PROJECTS IN ZAMBIA: THE ROLE OF  
PARTICIPATORY COMMUNICATION**

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**Raphael E. Jere**

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**Submitted in partial fulfillment of the requirements for the degree of Master of  
Communication for Development offered by the Department of Mass Communication,  
The University of Zambia.**

**Declaration:**

I declare that this Practical Attachment Report has not been previously submitted for a degree in this or any other University.

Full Name: Raphael E. Jere

Signature: R. Jere

Date: 8/3/2000

Supervisor: Prof. Francis P. Kasoma

Signature: F. Kasoma

Date: March 8, 2000

## **Acknowledgements:**

This attachment would not have been possible without the support of CARE PROSPECT (Zambia) staff, and in particular those in the Institutional Building component to which the author was assigned. In the same spirit, the author wishes to pay tribute to the Programme Manager, Mr. Darren Hedley, for his indulgence in allowing him to do the attachment at PROSPECT. Finally, the author thanks the University of Zambia, Staff Development Office, for funding the attachment.

Much of the information for this attachment report was obtained from the staff and documents at PROSPECT head and field offices, and the people of Chipata, Kanyama, George, Jack and Chaisa Compounds in Lusaka, to whom the author is very thankful. In the same vein, the author would like to recognise the special contribution made by Professor Francis Kasoma (University of Zambia), who guided him and supervised this work in the spirit of constructive criticism. Professors Polly McLean (Colorado State University, USA) and Cornelius Pratt (Michigan State University, USA), Mr. Fidelis Muzyamba and Mr. Billy Nkunika (University of Zambia) who took the author in lectures during class work, also deserve a lot of thanks. Their influence on the author in this report is not only undeniable but palpable too. However, any mistakes and inadequacies the report may have are entirely the author's responsibility.

## Abstract

For a development project to be successful and sustainable, it is essential that the beneficiaries participate in its planning, design, implementation and evaluation. For the beneficiaries to be empowered to participate, they need information which must be effectively conveyed to them. The report suggests that this could be achieved through the use of participatory development communication to share and spread information and knowledge among the stakeholders. To begin with, the author found that PROSPECT (to which the author was attached) maintains collaborative and consultative arrangements between itself and the beneficiaries of its projects through a variety of ways. Firstly, PROSPECT communicates with the beneficiaries and channels development interventions through area-based organisations. These are democratically elected, representative and non-political resident committees especially set up to expedite participation of local residents in any development programme in each of the informal settlements of the urban areas in Zambia. Secondly, PROSPECT uses participatory research to get baseline information for project planning, design and evaluation. However, there are some hints that communication, particularly, between the residents and the area-based organisations needs to be improved. To achieve some improvements in this area, the author suggests a number of things. Firstly, PROSPECT should change and re-orient the emphasis in the training of the leaders in the area-based organisations in the art of communicating with the residents to mobilise them for participation. Secondly, PROSPECT should encourage ABO leaders to keep written records and to communicate with the residents through some suggested appropriate channels of communication. Finally, PROSPECT should support development activities, like refuse collection and sanitation, community policing etc., that originate at zone level to help shift the focus from the RDC (as the case is now) to the zones and residents. This will give the leaders in the area-based organisations opportunities to interact and communicate with their people more often. It will also broaden the scope for ordinary residents to participate and gain genuine control over the development process in their compounds.

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## **Abbreviations**

ABO	Area-Based Organisation
CBO	Community-Based Organisation
CIDA	Canadian International Development Agency
DFID	Department for International Development
FRZ	Forum of Zone representatives
FAO	FOOD and Agricultural Organisation
GRZ	Government of the Republic of Zambia
IFAD	International Fund for Agricultural Development
IGA	Income Generating Activity
ISRS	Information Storage and Retrieval System
LAWB	Livelihood Assessment and Water Baseline
LCC	Lusaka City Council
LWSC	Lusaka Water & Sewerage Company
MCD	Master of Communication for Development
NGO	Non-Governmental Organisation
PANA	Participatory Appraisal and Needs Assessment
PET/LIT	Personal Empowerment Training/Livelihoods Improvement Training
PROSPECT	Programme of Support for Poverty Elimination and Community Transformation
RDC	Resident Development Committee
SADC	Southern African Development Community
UK	United Kingdom
UNDP	United nations development Programme
UNESCO	United Nations Education Scientific and Cultural Organisation
ZDC	Zone Development Committee

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# Chapter 1

## Background

The chapter provides a background to the attachment including: the problem, objectives and terms of reference of the attachment and a literature review of what other scholars have written about the area of work engaged in by PROSPECT (Programme of Support for Poverty Elimination and Community Transformation), the project with which the author worked. It also intends to give a contextual description of the activities of PROSPECT and general information about Zambia.

### 1.0 Introduction

The Masters programme in Communication for Development (MCD) offered by the Department of Mass Communication, University of Zambia, requires one to undergo a period of attachment in partial fulfillment for the award of the degree. The attachment should be at an organisation engaged in grass root development activities. The attachment for this student was at CARE PROSPECT, in Lusaka, the capital of Zambia, for the period from July to November, 1999.

### 1.1 General information about Zambia

For those who are not well acquainted with Zambia, this section gives the background of the country, and Lusaka where some of the PROSPECT projects are based.

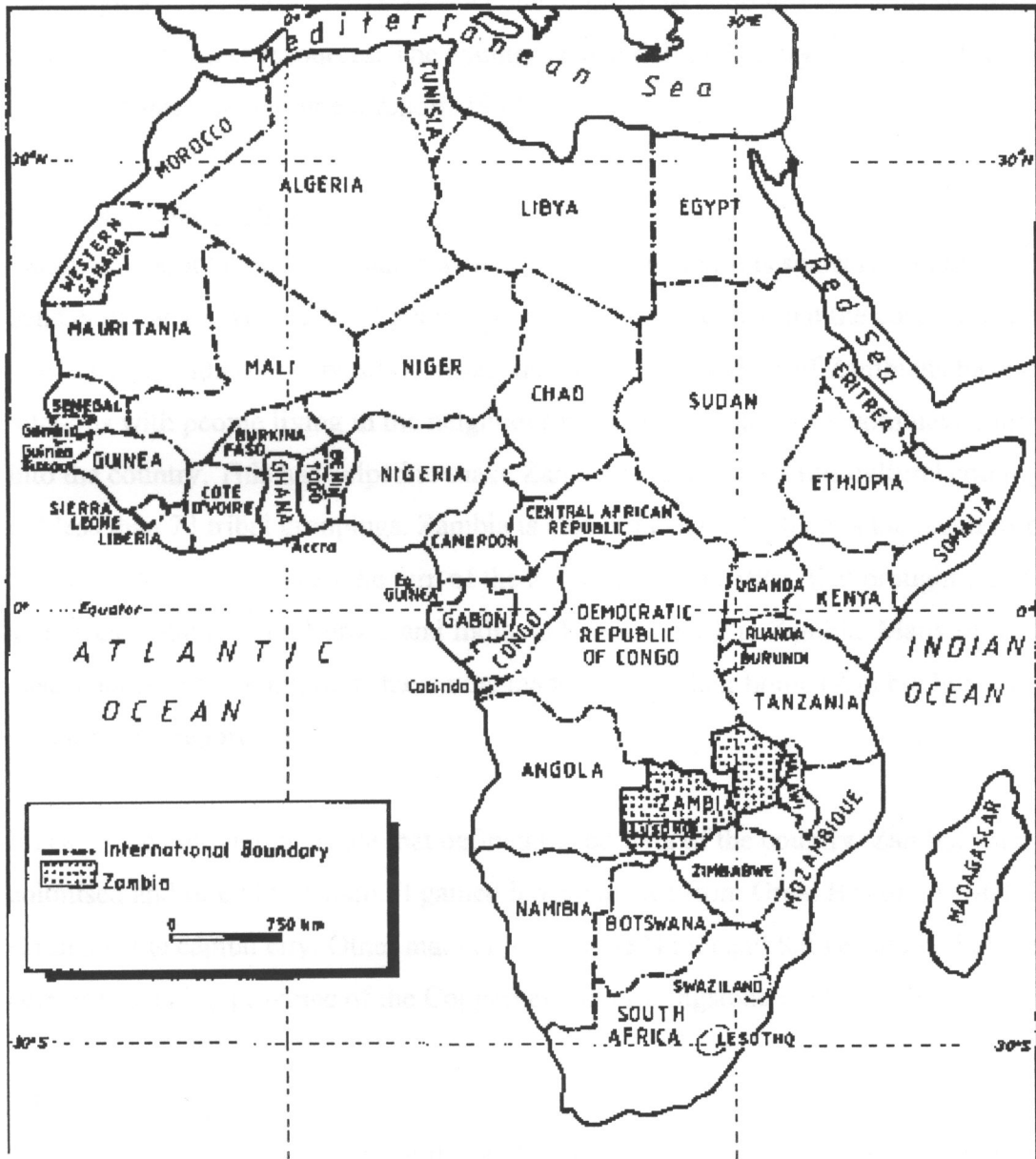
#### 1.1.1 Location

Zambia is a land-locked country, lying south of the Sahara (Figure 1). It shares borders with eight countries: Malawi and Mozambique to the east, Zimbabwe, Botswana and Namibia to the south, Angola to the west, the Democratic Republic of Congo (former Zaire) and Tanzania to the north. On the world map, Zambia lies between latitudes 8° and 18° south and longitudes 22° and 33° east (World Almanac, 1996).

#### 1.1.2 Physical features

Zambia has a total area of 753,000 square kilometers, which comes to about 2.5% of the area of the African continent. The dominant physical feature is the Zambezi River system and its tributaries, that is Kafue and Luangwa Rivers which drain a large part of the

Figure 1: Map of Africa showing the position of Zambia (shaded) in the southern part of the continent



country. The other river system, Chambeshi-Luapula with its associated lakes (Mweru and Bangweulu) in the northern part of the country, is part of the Congo River system. The four large rivers and four lakes (others are Lake Kariba, on the Zambezi River and Lake Tanganyika in the north), make Zambia one of the most endowed countries in Africa in terms of fresh water resources. The country is also rich in forestry and mineral resources. (Zambia human development report, 1997: 5).

### 1.1.3 Zambian society

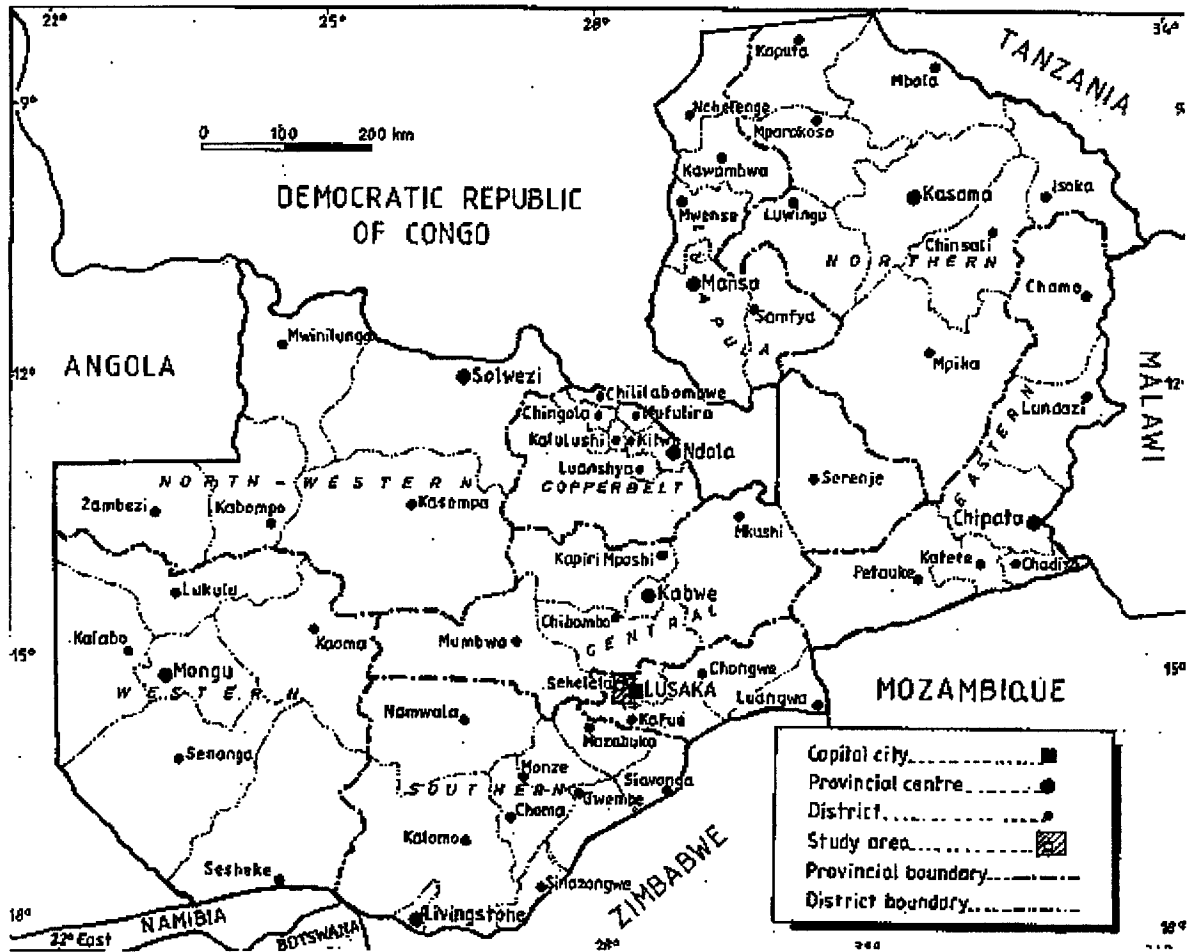
Zambian's population is estimated at about 10 million and it is sparsely populated with the density put at an average of 13 people per square km. The fact that the country shares borders with eight other countries means that a large proportion of Zambians have close relations with people living in the neighbouring countries many of whom have migrated into the country. This has helped to make Zambia (Figure 2) a multi-cultural country with not less than 73 tribal groupings. Zambia is also multi-racial, which is the result of the colonial interlude, between the turn of the 20<sup>th</sup> century and 1963, that brought other people and races, notably from Europe and India, to live and work in Zambia. Many of the descendants of these migrants have now made Zambia their home (Zambia human development report, 1997: 5).

It is also the colonial interlude that defined the borders of the country. Zambia was colonised and ruled by Britain. It gained independence from Great Britain in 1964 and Lusaka is the capital city. Other main cities include Ndola and Kitwe, situated in the copper producing province of the Copperbelt, and Livingstone in the south.

### 1.1.4 Economy

The occupation of the majority of the adult population is agriculture (maize, tobacco, sugar, cotton, groundnut, wheat, oilseeds, beans, sorghum, millet etc.), livestock rearing, fishing and trading. About 300,000 adults have formal employment in industry, commerce and government. The main exports include copper and cobalt, agricultural and forestry products, hydro-electricity and some manufactured goods. Currently, the country is connected by an extensive network of railways and roads to seaports in South Africa, Namibia, Mozambique and Tanzania. The per capita income is estimated at 300 US dollars (World Almanac, 1996: 298).

Figure 2: Map of Zambia



Form being a middle-income country shortly after independence in the sixties and the early part of the seventies, Zambia is today a very poor country, with about 80% of its population classified as living below the poverty datum line (under one US dollar per day) (World bank, 1998: 59). To compound the poverty conditions, the country has a debt burden of about Seven billion US dollars to multi-lateral and bilateral lenders, which takes money away from the essential needs of the people.

Zambia's problems were caused mainly by short-sighted economic policies of nationalization from 1968 and subsidizing consumption. The situation was further exacerbated by the continuous drop in commodity prices, in particular of copper, Zambia's principle export and further compounded by the 1974 world oil crisis.

After the 1991 multiparty elections (the first since 1968), the new government that took over from a quasi-socialist government, hoping to correct the economic malaise, espoused capitalist economic principles. It liberalized the economy and privatized state firms. Above all, it introduced cost-sharing in the provision of social services like health, education, maintenance of roads etc. In the case of municipal services and public utilities, the water and sewerage and electricity companies are aiming at full cost recovery, or making a profit, with the result that their services are now unaffordable for most households.

Liberalisation, on the other hand, has destroyed the local manufacturing industry as it can not cop with the cheaper and, in many cases, better quality and packaged imports from abroad. The result of this is high unemployment with its consequences of vices like crime and prostitution. While the measures taken by the government may look reasonable in the present circumstances, the net result is not what was intended. Instead, there has been further exacerbation of the poverty conditions in the country.

#### 1.1.5 Urbanisation

Zambia is one of most urbanized countries in Africa, south of the Sahara, with over 50% of the population living in the urban areas (Simwinga, 1997: 5). While this has been partly caused by the development of copper mines in the Copperbelt region of the country, the major cause of urbanisation in Zambia is the post-independence lop-sided development policies that favoured the development of essential facilities and infrastructure (roads,

railways, communications, schools, hospitals etc.) and major employment opportunities in the urban areas to the neglect of the rural areas. It is these conditions that triggered off the rural-urban migration and still continue to do so.

Lusaka (Figure 3) is the administrative centre of Zambia, which started as a railway depot at the beginning of the 20<sup>th</sup> century. By 1970, after 40 years as a capital city, it had a population of around 300,000. Restrictions on movements of people to the urban areas were removed immediately after independence in 1964. The few houses available for the migrants were not enough to cope with the influx of people (Simwinga, 1997: 5).

Squatter compounds evolved as the migrants built their own unplanned houses in the cities, particularly Lusaka which has more unplanned settlements than any other town in Zambia. With time, more and more compounds came up. Only a few settlements were planned, serviced and regulated. It is in these unplanned settlements of Lusaka in which PROSPECT is implementing development programmes. Two of these unplanned compounds, Kanyama and Chipata, was where most of the author's field attachment experience was gained (Figure 3). By 1998, Kanyama had a population of 90,000, while Chipata had 40,000 (PROSPECT, 1998: 5).

The 1990 census showed that the population of Lusaka had more than trebled to 987,706 in twenty years (Simwinga 1997: 6). It can safely be extrapolated that the population growth in Lusaka is now going towards the two million mark. From casual observation, there is also evidence now that while the population of other towns, especially on the Copperbelt, is declining mainly because of reduced copper mining operations, Lusaka's population is still increasing.

Most of these new emigrants will live in the unplanned settlements, putting more strain on the environment and the already increasingly inadequate public utilities and resources. So projects like PROSPECT come as a blessing because they contribute to the amelioration of the worsening conditions.



## **1.2 What is CARE PROSPECT?**

As pointed out above, this student worked at PROSPECT and was assigned to the institutional building component. PROSPECT began operations in March 1998, as an offshoot of the Peri-Urban Self-Help (PUSH) food-for-work project. It is one of the projects under CARE International Zambia. The goal of PROSPECT is to alleviate poverty in informal settlements (compounds) in Lusaka and Livingstone, where it has programmes. With financing from the United Kingdom (UK) Department for International Development (DFID), PROSPECT will in a period of five years support development activities in 14 compounds with 600,000 beneficiaries (PROSPECT, 1998: 3).

On the other hand, CARE International Zambia began operating in January 1992, with the initial funding from the Canadian International Development Agency (CIDA). This was a component of the World Food Programme-sponsored food-for-work infrastructure improvement project, also known as the PUSH project. During PUSH I, CARE diversified in order to elicit wider participation among the residents of the informal settlements, as a result of which PUSH II was started in 1994. In this second phase of the PUSH Project, food-for work was phased-out and participants began to receive training, after which they were given group loans. PUSH II ended in 1997.

CARE International has several programmes and projects in Zambia, apart from PROSPECT. Therefore, the titles of its programmes and projects may be expressed with the pre-fix 'CARE', like in CARE PROSPECT. Other examples are, CARE PUSH, CARE PULSE etc.

## **1.3 CARE PROSPECT components**

PROSPECT is aiming at building on the experience gained during the PUSH project in the micro-finance, infrastructure improvement and institutional building components and the gender, research, monitoring and evaluation and environmental health units.

### **1.3.1 Infrastructure Improvement**

PROSPECT wants to achieve its objectives through infrastructure improvement, particularly the development of water supply services. This involves the drilling of bore-

holes, construction of water tanks and water points and the laying of pipes to supply water in shanty compounds, which are not adequately serviced by the local water utilities.

So far under infrastructure development, a large community-managed water project has been completed in Chipata Compound. Now PROSPECT is implementing the water projects in Kanyama, Chaisa and Jack Compounds. Under the PUSH programme, infrastructure improvement concentrated on roads and bridges (PROSPECT, 1998: 4).

Under infrastructure improvement, PROSPECT is also implementing environmental health projects. This is because it is not enough to bring clean water to the people in the informal settlements, especially if other conditions that can cause diseases are left unattended to. With this programme, PROSPECT is helping residents tackle issues of environmental degradation, sanitation and solid waste management and personal health and hygiene.

### 1.3.2 Micro-finance

The micro-finance component is aimed at improving the personal livelihoods of vulnerable people in the peri-urban communities. This is being done by encouraging the residents to form groups in which members save money. These are the chilimba groups of five members and the savings associations of between 10 and up to 25 members. PROSPECT helps the chilimba groups and savings associations to open accounts and provides small loans so that the members engage in income-generation activities (IGAs).

An important element of the micro-finance component is the Personal Empowerment Training and the Livelihood Improvement Training (PET/LIT), through which participants in chilimba groups and savings associations receive tutelage in small-scale business management skills and income generating activities and are helped to build capacity for self-reliance.

### 1.3.3 Institutional Building

PROSPECT is helping local councils to develop local institutions, in particular, the area-based organisations (ABOs), through which CARE or any other agency, can channel interventions in development projects. In the case of PROSPECT, the ABOs are used to channel interventions in the areas of water supply, micro-finance, gender rights

sensitisation and environmental health and personal hygiene programmes. The use of ABOs is an attempt to enhance participation from the beneficiaries and ensures that PROSPECT projects have institutional support of local authorities.

The ABO structure comprises (Figure 7) the Zone Development Committees (ZDC's), the Forum of Zone Representatives (FZR) and Resident Development Committees (RDC's). The roles of ABOs are to coordinate and mobilize residents to participate in any local development programmes, such as developing, managing and maintaining basic infrastructure and services in education, health, community policing, water supply and sanitation, garbage collection, markets and roads etc.

Historically, local councils in Zambia have had only the RDCs. However, because of the need for wider representation, the Lusaka City Council (LCC), CARE and other development agencies sat together and decided to add the FZRs and ZDC's to the ABO structure. The ABOs have a constitution and are under the jurisdiction of local councils. To ensure long term viability of ABOs, CARE (through the institutional building component) trains ABO members and helps the local councils consolidate their capability to support ABOs.

#### 1.3.4 Gender Unit

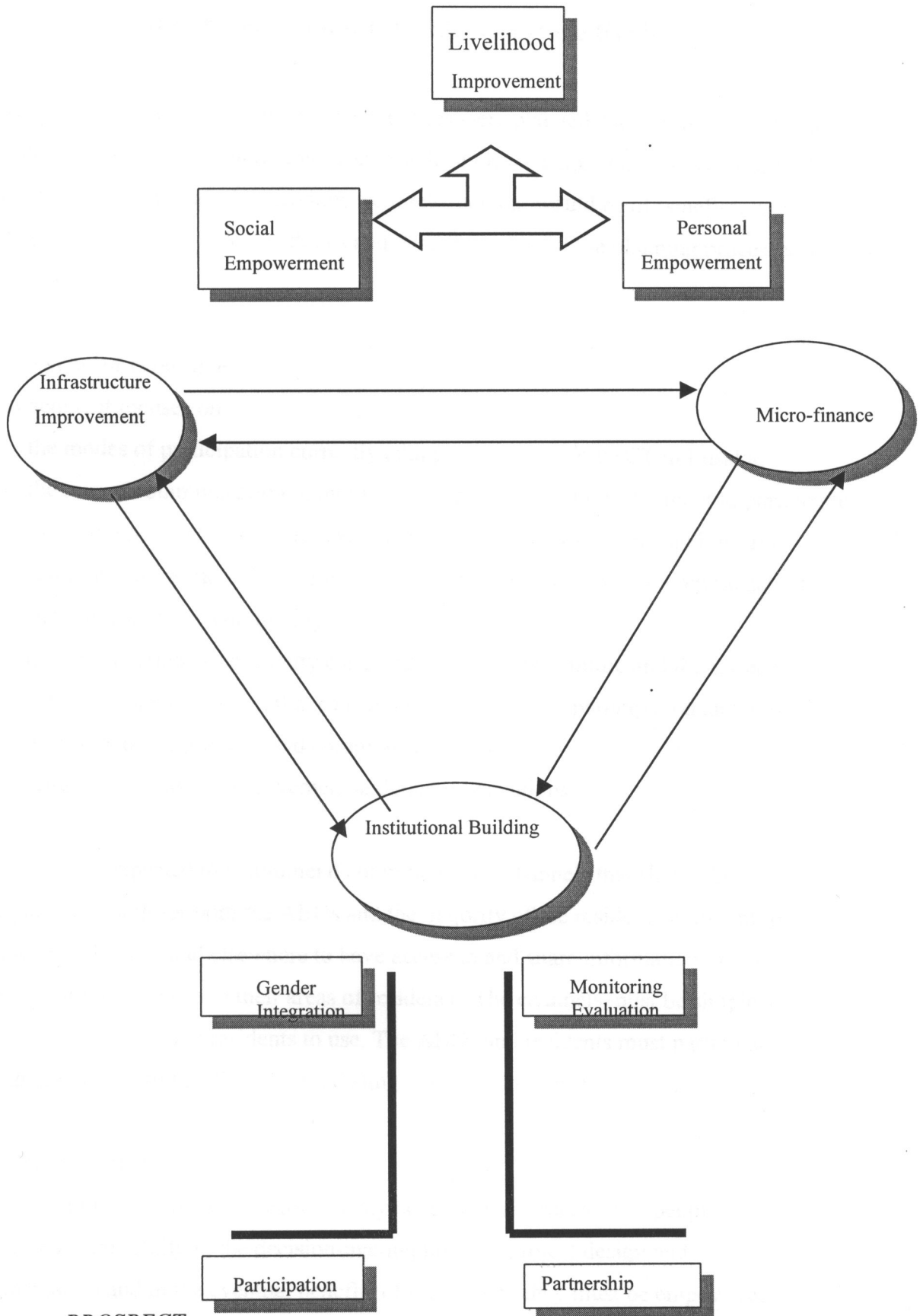
In any development endeavour in Zambia to-day, gender issues and women's rights always come to the fore. This is because gender issues and the discrimination against women can impede women's participation in development. The gender unit in PROSPECT is involved in the sensitisation of gender rights and issues among men and women of the informal settlements.

#### 1.3.5 Research, Monitoring and Evaluation Unit

This unit is responsible for collecting base-line information before PROSPECT starts implementing a project in any given compound. It is also responsible for assessing and monitoring the progress and impact of the projects and project interventions in PROSPECT programmes (Institutional Building, Infrastructure Improvement, Micro-finance, Health and Gender). The linkages among the 'components' and 'units' in PROSPECT are conceptualised in Figure 4.

As already stated, PROSPECT projects were started in 1998. Like in any project there are problems which are surfacing in the implementation stage which may not have been foreseen in the planning and design stage of the project. However, such situations are expected in real life. In the case of PROSPECT programmes, the problems are surmountable.

**Figure 4:** *Linkages of Components in PROSPECT*



source: PROSPECT

# Chapter 2

## Attachment Activities and Literature Review

Before embarking on the attachment, the activities were planned and approved by the head of the department of mass communication. The host organisation too was involved in the planning process to ensure the activities were relevant and would be of benefit to the organisation. This chapter demonstrates and describes some of the planning processes and the activities.

### 2.0 Terms of reference

This attachment focuses on:

1. the modes of participation currently taking place in PROSPECT in Lusaka;
2. the role of communication in mobilizing beneficiaries of development to participate
3. exploring personal experiences and understanding of how formal and informal communication and information networks operate within the programme activities and the rest of the community;
4. issues concerning opportunity costs and variables like culture and the influence of the development worker, that can tamper with effective participation and a two-way flow of information and communication; and,
5. suggesting areas of improvement and recommendations.

The author was expected to recommend communication channels that should be participatory enough for both the ABOs and the majority of the residents in the informal settlements of Lusaka and elsewhere to have access to and share information on the development programmes in their areas of residence. The channels must be simple and appropriate for ABOs and residents to use. The ABOs and residents must participate in creating the system so that they have a feeling of ownership for the system.

### 2.1 Justification

It is important to involve beneficiaries in any development process. For people to participate meaningfully in the decision-making process, project design and implementation and in the eventual benefits of the project, they must be empowered with

information. Communication is a means by which information is conveyed from one person to another. This attachment looks at how information can be communicated effectively among the residents in the informal settlements of Lusaka and elsewhere and the ABOs in order to enhance participation.

The attachment looks at the role of communication in relation to the strengths and constraints in the patterns of participation by beneficiaries in PROSPECT. It suggests areas for improvement and recommends the modalities of appropriate methods of documenting and promoting an equitable flow and sharing of communication and information among the ABOs, residents, donor agencies and other stakeholders.

## **2.2 Methodology**

During the attachment the experiences of this student at CARE PROSPECT projects were accumulated and analysed through participant observation, focus group discussions and planned and adhoc interviews. As a participant observer this student took part in some aspects of work at PROSPECT as facilitator during training sessions, conducting elections of ABO members in Chipata compound and attending some meetings at head office and in the compounds, during which he made some suggestions (Chapters 4 and 6).

For the experiences of this student to be put into context, there was a need to have background information about PROSPECT projects. This meant examining primary documents (sources) at CARE PROSPECT head and field offices. Other sources of enlightenment about the PROSPECT project and how the beneficiaries and project implementers participate and share information, included oral presentations (made in interviews, group discussions, meetings and training sessions) from the people of Chipata and Kanyama Compounds and PROSPECT staff.

These two compounds were chosen because in Chipata PROSPECT has already completed the major project of water supply. So the author wanted to experience how the beneficiaries are participating in the management of a development project and in its benefits. In Kanyama, PROSPECT was just beginning to implement water project at the time of this attachment. Here the author wanted to experience first hand how beneficiaries

participate in the construction of development projects and how the residents, ABOs and PROSPECT communicate with each other to promote participation from the residents.

### 2.2.1 Focus group discussions

Group discussions were used to collect data, views and opinions from beneficiaries of PROSPECT projects. The purpose of conducting focus group discussions was to establish some basic common ground and information, including questions for further investigation. A total of four discussions were conducted, two in Chapata compound and the other two in Kanyama compound.

#### 2.2.1.1 Procedure

The discussion groups were homogeneous in terms of the social status of being either a mere resident or an ABO member. This was meant to allow for confidentiality and free expression of opinions and ideas. Accordingly, one discussion was held with the residents and the other was held with ABO members in each of the compounds.

The discussants were asked the questions below. The rationale for selecting these questions was to put the focus on the communication with the residents, who are the object of development.

#### A. Participation

1. What form does participation in projects by residents take?
2. Does participation take too much of their time?

#### B. Communication

1. Why is there poor communication between residents and ABO members?
2. What are the consequences of lack of communication between residents and ABO members?
3. What should be done to improve communication and flow of information between the residents and ABO members?

While the author took notes from the responses of the discussants, a colleague from PROSPECT helped with asking the questions and follow-up queries. The responses to

these questions were classified into groups of likeness and commonality. They were then collapsed to form consolidated points of view.

### 2.2.2 Interviews and participant observations

Interviews and participant observation were used to collect data at the CARE PROSPECT offices and in the field during meetings and training sessions in Chipata, Chaisa and Kanyama compounds. Some of the observations were cross checked for correctness using adhoc interviews with PROSPECT staff, ABO members or residents.

#### 2.2.2.1 Procedure

Participant observation took the form of participating in training sessions and conducting training as a facilitator on the topics of communication and participation. Observation was part of gathering data in the other data gathering techniques. Interviews were both planned and unplanned. Planned interviews involved making an appointment with one of the PROSPECT staff and the discussions were usually in-depth. The observations and responses to interviews were recorded and later the facts were cross checked for correctness by comparing them with other available data and evidence.

## 2.3 **Limitations**

The major weakness of the practical attachment system is that some members of the project staff may tend to take an attachee as an intruder. When this is the case, several things will occur. First, the student will spend much valuable time in being extra careful to be accepted, and sometimes feeling rejected if such efforts do not yield the desired response.

Second, the student suggestions may not be taken seriously, “because they come from a person speaking from the ivory tower”, for example. This did not occur to this student in the extreme sense, but there were some incidences that made the attachee feel like an intruder. Fortunately for this attachee, such incidents were few and limited to some individuals only. In this case, this student would like to believe that it was normal like in any given work place.

On the other hand, in focus group discussions and interviews some responses are bound to be subjective. Personal observations of the student may also lead to completely wrong conclusions. However, the use of all the three methods at once ensures that one could cross check the facts to come up with a more or less correct picture. Another limitation in this kind of practical attachment where one is using observation, interviews and focus groups, is that one can not measure things. So that when one says residents expressed ignorance about what the ABOs are and what they do in the findings, one is unable to estimate or measure the proportion of the residents who are unaware about the work of ABOs.

## **2.4 Literature review**

For this literature review, 10 sources were consulted. It looks at what other writers have said about the topic of this attachment, particularly the concept of community participation. It also looks at the importance of community participation in project design and implementation and the role of ingredients, such as information, that are important for participation to occur.

According to CARE (1998: 4), PROSPECT is implementing what could be called community projects, with a heavy dose of community participation. For the origins, Kunda (1999: 2), says that Zambia's involvement with the concept of community participation in the informal settlements of the urban areas, began in the early 1970's with the GRZ/World Bank funded Squatter Upgrading project, involving compounds like Chaisa, George, Chawama, Garden and Chipata etc. This means that over 25 years have passed since Zambia first got involved with the concept of community participation in project planning, design and implementation. With hind sight, the practitioners of community participation these days have vastly improved the art, as will be shown in the findings (Chapter 7) of this report.

Taking water supply (which is the main project being implemented by PROSPECT), as a case study in the concept of community participation, Saywell and Cotton (1998: 45) say that there are three alternative approaches to the development of community water supply. These are: a) Agency developed – agency managed, which is similar to that of a government water agency that develops a supply and maintains it. b) Agency/community developed – Agency/community managed, in which the agency and the community work

together to develop and maintain a supply. c) Community developed – Community managed. This is the most common situation in which communities develop and manage their water supplies such as traditional water holes and springs, without external support.

Davis and Garvey (1993: 89) say that each of these approaches have their own problems. The first approach can provide enough water but only for as long as the water agency can manage and maintain the supply. If the water agency in the second approach withdraws its support, the community may not be able to manage the supply on its own. In the third approach, many of the sources of water developed by local people on their own, may not provide enough water and may be polluted or situated at great distances from the population centres. Usually, the first two approaches are embarked upon in order to solve the problems presented in the third approach.

It is the second approach that seems to be the one CARE PROSPECT is using in formulating and implementing not only its water projects, but all other projects too like micro-finance, gender and environmental health. In spite of its own problems, the second approach has advantages too. Of this approach, IFAD believes its benefits lie in the fact that it allows the development agency to take advantages of the traditional practices and indigenous technologies particularly suited to the environment and the absorptive capacities of the local people. On the other hand, Rakodi (1989: 35) adds that involving the community in the formulation of a development project helps to build the spirit and sense of ownership and responsibility among the beneficiaries towards the project. In future the beneficiaries could take charge in maintaining the project and guard it jealously against vandalism, for example.

CARE is already looking at how it can solve the problems which will be caused by the eventual withdrawal of its support to the water projects it is developing, for example. To this effect, PROSPECT (1999: 3) has already commissioned a consultancy. The consultants will recommend whether the ABOs should continue to manage the water supplies or independent boards should be formed to run the water schemes, after PROSPECT completes all the projects in all the affected compounds. They will also recommend the mechanics of arriving at satisfactory solutions and avoid potential

problems, in case of opting for either ABOs or autonomous boards to run the water schemes.

In the mean time, however, for the beneficiaries of projects under the second approach, Gerald (1994: 31) recommends that local communities should reduce dependency on external support whenever they are involved in Agency/Community developed – Agency/Community managed development programmes such as the ones PROSPECT is implementing. He says that if communities can take a greater share of responsibility for managing community projects, they will be less dependent on external support. Naturally, this is something that should be expected, as the aim of fostering genuine participation is in the end to ensure that there less government or development agency involvement and more local community involvement. This means that in some cases, the dependency can be eliminated completely. On the side of government of the development agency, IFAD (1999: 4) believes that community participation, not only promotes sustainability and replicability, but also reduces costs of project development and implementation.

Clearly, problems of continuity, as pointed out above in the case of the water project, can also affect all other PROSPECT projects such as micro-finance, environmental health and hygiene training and gender sensitisation in the peri-urban compounds. Smith (1996: 36), cautions that the principle of agencies supporting communities to develop and manage facilities is easier to state than to put into practice. He suggests flexibility when conceiving and implementing community projects. He adds that circumstances and the nature of each community will also require different approaches and tactics in approaching development projects.

On the other hand, information and how it is communicated are important issues in development. This is because information enables the beneficiaries of development programmes to participate. How to communicate information in order to enhance participation in development programmes is an issue that has extensively been dealt with in Chapter 3, Conceptual Framework. This section only dwells on what scholars have said on the importance of information to the process of development.

Information has been termed by Biru (1997: 89) as a resource of resources because it develops other resources such as manpower. In turn, the development of manpower improves the general quality of life. Stroetmann (1994: 7), adds that these days the importance of information is being recognised to the extent that people are including it among the critical factors of production, after labour, finance and property.

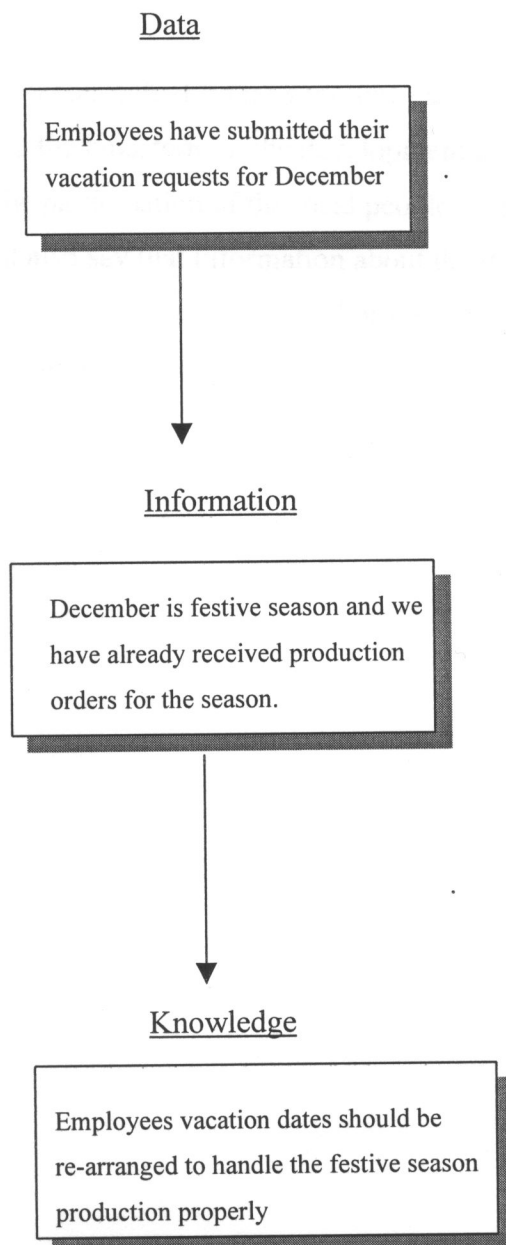
Like in the other eras before (iron, agrarian and industrial ages, for example) these days more and more people are working in the information industry. As it is well known, in the previous eras the labour force shifted from primary (agriculture, mining), to secondary (manufacturing) and to tertiary (service) industries. So too in the information age, there is a steady movement towards the substitution of information workers for manual workers.

Information workers are people who produce or use information outputs such as documents, reports analyses, or plans etc., in their work. In this sense it can be seen that even among the grass root in the informal settlements of the urban areas, there are people (community leaders, coordinators and organisers, for example), whose work is to mobilize their compatriots by gathering and spreading information. These could be recognised as information workers in their own right too. Biru (1997: 105), concludes that generally, the economic base is shifting from an industrial, to an information/knowledge intensive economy.

He says that information is distinguishable at three levels. Firstly, data constitute groups of characters organised as having the lowest level of meaning, like raw facts and opinions. Secondly, information has more meaning than data, because it can be useful in a current decision-making situation. Finally, knowledge has the highest level of meaning because it represents information that can be potentially useful in future decision-making situations. The following illustration (Figure 5), taken from a typical situation that might occur in a business enterprise, could elucidate matters further.

The illustration in Figure 5 shows that it is possible to make a correct decision only if correct information is made available at the right time. As participatory development workers, it could be said that if the workers were to take part in the decision-making

**Figure 5: Data/Information/Knowledge**



**Source:** *Biru*

process, such information which in most organisations is available only to management, would have to be made available to the ordinary workers too.

As it will be seen in the next chapter on conceptual framework, one can conclude by saying that community participation is the buzz term in the development community these days, as development workers seek the participation of the local people in the development process. On the other hand, one could also say that information about the development project and the way it is communicated to the beneficiaries and project implementers, is crucial to ensuring community participation.

# CHAPTER 3

## Conceptual Framework

This conceptual framework looks at participatory communication for development and how it facilitates participation of beneficiaries in programmes meant to uplift their lives. In order to do this, it would be necessary, by way of introducing the chapter, to go over what development is and what it is not. The inclusion of the definition of development in this kind of conceptual framework has a good basis for justification, because all of our endeavours in getting people to participate in projects are being pursued in the name of enhancing overall development.

### 3.0 What is development?

According to the SADC Centre of Communication for Development, human development is the process of enlarging the capabilities, choices and opportunities, especially for the poor, to lead a long, healthy and fulfilling life. This process includes the expansion of people's capacity and skills to gain access and control over factors that affect their basic needs and also to be able to control themselves as individuals and societies. (SADC Centre of Communication for development 1998: 6).

An important aspect of this definition is the last bit, which mentions 'the expansion of people's capacity and skills to gain access and control over the factors that affect their basic needs and to be able to control themselves'. This is so because unless we have the capacity and skills to control ourselves and what happens in our environments, both natural and man-made, we in the developing countries will not have achieved true development.

Western countries are said to be developed today because, basically, they have the capacity and skills to control, or at least mitigate, the factors (economic, social and natural etc.) that affect the basic needs of most of their citizens. Indeed, this is the most distinguishing factor of real substance between the so-called developing and developed countries. But development has no end, so it can be seen that the so-called developed countries, like us, still have to develop capacities to control themselves as societies and as individuals (or

self-discipline as Rodney, below, says). This is evident from the various forms of anti-social behaviour still being perpetrated in all our societies.

Rodney (1988: 3) ably amplifies the aspects of control, skills and capacity mentioned in the definition of development above. According to Rodney development is "... a many sided process. At the level of an individual it implies increased skill and capacity, greater freedom, creativity, self-discipline, responsibility and material well being".

Rodney adds that usually the term development is used in an exclusive economic sense. When the term development is used in this sense, Rodney says:

... society develops economically as its members increase jointly their capacity for dealing with the environment. This capacity for dealing with the environment is dependent on the extent to which they understand the laws of nature (science), on the extent to which they put that understanding into practice by devising tools (technology) and on the manner in which work is organised. (Rodney, 1988: 4)

Looking at all the three definitions of development, one can not help but notice that their overall importance lies in the emphasis on human development. This means that the other physical and economic developments are important to the extent that they help to improve the human condition. Indeed, as Rodney says, the type of an economy a society has may be indicative or contra-indicative of the living conditions and other social features in that society.

On the other hand, for this conceptual framework, themes like control, skill and capacity mentioned in all the definitions above, have special importance, and it will become obvious that they represent the gist of the matter as we proceed. Later in the other chapters, particularly Chapter 7 (Findings and Discussions), these themes will re-appear frequently. This is why for this attachment report, Rodney's definition of development and the one from the SADC centre are preferred and borrowed in total.

When the author discusses participatory processes in this chapter and Chapter 7, it will be seen that one of the purposes of getting local people to participate in development projects is to allow them to take “control” of the directions of the projects and assume ownership. For the local people to do so, they need skill and capacity. In this instance the local people’s capacity to participate is engendered, most importantly, by information about the project. To be of value, the information needs to be effectively conveyed to the beneficiaries. If this were so, it would clear that information and how it is communicated are very important to the process of development. Development practitioners say that one of the ways of effectively conveying information to the beneficiaries of development programmes, is through participatory communication for development.

### **3.1 Communication**

Before one can talk about participatory communication for development, it is important to say something about what communication in its raw form is. This is essential because it will enable us to see how these raw forms of communication can be utilised in the participatory processes.

Rogers (1995: 17) defines Communication as "... the process by which participants create and share information with one another in order to reach a mutual understanding". In other words it is a means by which data, information and knowledge are conveyed from one person to another. Moemeka (1995:11), went further by saying that while simply put communication is an exchange of ideas, it is not the mechanical transfer of facts and figures as the mathematical model of communication expounded by Shannon and Weaver in 1949 would appear to indicate. It is also not talking at people. It is instead, as Hiebert (1995: 34) says, an “interactive process that works in a circular, dynamic and ongoing way”.

About the importance and purposes of communication to humanity, Infante et. Al. (1997: 23) says, to communicate is important because it helps us create cooperation and interact with each other, promote democracy, acquire information and entertain ourselves. Development would not be possible if there was no communication. Even to be aware that development has occurred, one needs to be able to communicate with others and oneself.

According to Infante et al. (1997: 24) communication is talking with people, a process with no permanent sender and no permanent receiver. In the process of communication, the roles of sending and receiving change hands constantly, depending on who is talking and who is listening. For Moemeka (1995: 12), this implies freedom, equality and shared interest between sender and receiver.

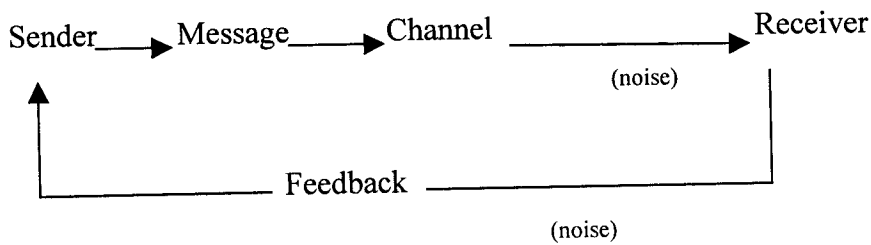
Moemeka (1995: 12) continues by adding that communication described as above departs from what Beltran's 1974 classical mechanistic-vertical model, which sees communication as a process of transmission of modes of thinking, feeling and behaving from one or more persons to another person or persons. He continues by saying that in this classical model, the paramount goal of communication is persuasion, and the element of feedback is important only to the extent that it acts as a device to enable the communicator to adjust the message. He says that this model assigns a predominant role to the communicator and a passive role to the communicatee. Moemeka concludes by saying that this is a kind of one way communication in which the emphasis is on the effects that communication can have on people, or on ways messages can use people.

### 3.1.1 The process of communication

Having described and defined what communication is and what it is not, it is opportune now to see how the process of communication is carried on. According to Infante et al. (1997: 23) the process of communication uses channels to communicate messages from sender to receiver. Examples of channels are mass media (newspapers, radio, TV, posters, leaflets, drums), or inter-personal (word of mouth), or any of the five senses of human perception (smell, hearing, touch, sight, taste).

The sender of a message might get a feedback from the receiver. A feedback may be verbal, non-verbal or both. It can be positive (applause), or negative (silence). Therefore, lack of response can be feedback too! But as already pointed out above, in an interactive communication process the receiver and sender are always interchanging roles, depending on who is talking and who is listening.

**Figure 6: the process of communication**



**Source:** *Infante et al. (1997: 23)*

### 3.1.2 The barriers of communication

The amount of information reaching a receiver is usually less than the amount originally transmitted by a sender. This is caused by "noise" in the channel that has been employed to convey the message. Noise is any distraction that prevents the receiver's accurate reception of a message. Three types of noise are: physical noise, which may be thunder of a jet aircraft or car horn etc.; psychological noise which occurs when an individual is pre-occupied with something else and, therefore, misses or misinterprets a message; and semantic noise which occurs when individuals have different meanings for language symbols and when those meanings are not mutually understood (Infante et al., 1997: 24).

According to Rogers (1995: 17), other barriers to communication are social-psychological, like selective exposure, perception and retention. This means that individuals tend to expose themselves to information or knowledge that is in accordance with their interests, needs and existing attitudes. On the other hand, individuals consciously or unconsciously avoid messages that are in conflict with their predispositions.

### 3.1.3 How to improve communication

There are several ways of improving the effectiveness of communication, one of which is to use several channels or media. For example, Infante et al. (1997: 24), says that a job applicant presents more information about him/herself in a face-to-face interview because she/he will be using more sensory channels, which would not be possible in a telephone interview. Secondly, one could repeat the message. However, once a decision has been made to select this option, it is important to avoid excessive redundancy; it can be annoying, or even insulting to the receiver.

Thirdly, using an appropriate channel or medium is important. For example, mass communication messages are good at creating and spreading knowledge rapidly, but may not persuade people to adopt a desired behaviour. Interpersonal communication is more effective at persuading people to change behaviour, or adopt an innovation etc. Fourthly, it is essential to avoid one-way communication. Communication must be a two-way, participatory or interactive process. Fifthly, for a message to be effective it must be targeted at a defined audience.

To overcome other barriers of effective communication, one could use interpersonal communication channels. They have greater effectiveness in dealing with apathy or resistance on the part of the receiver of a message. This is because they provide for a two-way exchange of information, so an individual can secure clarification or additional information about the message. This characteristic also allows individuals to overcome the social-psychological barriers of selective exposure, perception and retention, to messages (Rogers: 18).

Having defined communication and also having described the process of communication, it should now be appropriate for us to deal with the main subject of this chapter, that is participatory communication or communication for development.

### **3.2 Participatory communication for development**

According to the SADC Centre for Communication for Development (1998: 6), as development workers in the developing countries search for appropriate strategies to enhance the development process, some evidence has come to the fore that one of the major factors that slow down human development is the lack of people's participation in the design and implementation of policies and programmes that affect their lives.

Development practitioners believe that poor promotion of development programmes contributes to the failure, as information, ideas and knowledge are poorly identified and packaged for the socio-cultural context of the poor people. This, it is asserted, leads to the non-use and non-participation by the people, or even to their confusion and misdirection. The SADC Centre of Communication for Development (1998: 6) recommends the use of participatory communication for development in order to effectively convey information to

the beneficiaries of development programmes to enable them to participate. Participatory communication for development, the Centre says, is:

the systematic design and use of participatory activities, communication approaches and the media (inter-personal channels, audio-visual and mass media) to share information and knowledge among the stakeholders to facilitate participation at all levels of development programmes (SADC Centre for Communication for development (1998: 6).

The Food and Agricultural Organisation (1991: 3) adds that many projects fail because assumptions are made about the willingness and capacity of the beneficiaries to participate and take control of the direction of the development projects. It says that participatory communication for development can help to ensure that the design and action plan of a development programme take into account the attitudes, perceived needs and capacities of the people which the project is trying to help.

In the case of PROSPECT, to which this student was attached, for example, before it moves into a compound to start a project, it carries out a participatory needs assessment and appraisal in which, among other things, PROSPECT tries to get information on the attitudes of the people and their willingness to support the project. This is in the belief that if development is to be sustainable, it should not be imposed, but should flow from a process of dialogue launched prior to project formulation and design (IFAD 1999: 6).

Although participatory communication for development is closely associated with rural development and developing societies, it is also concerned with urban and sub-urban problems. This is the case with PROSPECT projects which are trying to sort out water problems in an urban area (Lusaka). In addition, participatory communication for development is concerned with social problems in developed societies as well.

The SADC Centre for Communication for development (1998: 7) also adds that participatory communication for development differs from communication in general because of the need for intelligent understanding and, therefore, it puts emphasis on human

development. This means that for communication activities in development to be effective, they must be interwoven with the socio-cultural, economic and political process in the local beneficiary community.

This point is relevant to the experiences of the attachee as can be seen that PROSPECT, uses local institutions (area-based organisations) to mobilise people for participation. This is to ensure that there is institutional support for the development activities, in this case the support from the council or local government. It can also be said that the use of various media like drama, song and dance, posters etc., by participatory communication for development workers (at PROSPECT or any other projects) in transmitting messages to the beneficiaries of development programmes, is a well calculated attempt at taking the socio-cultural milieu of local communities, mentioned above, into account.

Moemeka (1995: 12) on the other hand, views communication for development as the use of the principles and practices of the exchange of information and ideas to achieve development objectives, or the systematic use of communication in the planning and implementation of development programmes. To illustrate this point of view, Moemeka defines communication for development as:

the art and science of human communication applied to the speedy transformation of a country (economic growth, modernisation, industrialisation etc.) and the mass of its people (self actualisation, fulfillment of human potentials, greater social justice etc) through the identification and utilisation of appropriate expertise in the development process that will assist in increasing participation of the intended beneficiaries at the grass root level. (Moemeka, 1995: 12)

When it comes to the functions and roles, participatory communication for development, according to King and Cushman (1995: 24), is not merely about transmitting information on how things can be done better by using available resources and facilities, or the exchange of problem solving information. She says that the functions of participatory communication for development include:

the generation of psychic mobility or empathy, the raising of aspirations and willingness to work hard to meet those aspirations, the teaching of new skills, and encouragement of local participation in development activities. In addition, participatory communication for development performs the broader function of helping people to restructure their mental frame in interpreting specific events and phenomena and to relate to the broader world beyond to their immediate environments. (King & Cushman, 1995: 24).

For Chu on the other hand, participatory communication for development:

... plays two broad roles. The first is the transformation role through which it seeks social change or development in the direction of higher quality of life and social justice. The second is the socialisation role through which it strives to maintain some of the established values that are consonant with development and social change. In playing these roles, communication for development tries to communicate an enhancing atmosphere for the exchange of ideas that produces a happy balance in social and economic advancement between physical out put and human interrelationship. (Chu, 1995: 35)

While Moemeka and the others (above) look at what participatory communication for development and its functions are, White (1994: 145) helps us to understand the role of a development communicator in the participatory development process. White's perspective of a development communicator is important because it literally forces us to look at participatory communication for development afresh, that is, from a different point of view and, therefore, adds to our understanding of the concept.

White explains the role of a development communicator when she says that the participatory model of communication requires the development communicator to be a catalyst, initiator, facilitator, negotiator or mediator. She or he has to blend the knowledge inputs of both the technocrats and the intended beneficiaries. Accordingly, the beneficiaries and the experts give and take and share information to facilitate collective or

individual action. This means that a participatory communication for development worker does not come to the people with prescriptions or ready made blue prints. He or she come to the people to negotiate in the spirit of give and take.

Accordingly, White and Nair define participatory communication for development as:

a two-way, dynamic interaction, between 'grass roots' receivers and the 'information' source, mediated by development communicators, which facilitates participation of the 'target group' in the process of development.

(White & Nair, 1994: 145)

So clearly participatory communication for development is interactive, reciprocal and never one way. In conclusion one can say that the importance of communication in development has been amply stated by Moemeka (1995: 4) when he says that "... because communication is the web of society, its flow determines the pace of dynamic social development".

### 3.2.1 Pseudo participatory communication for development

A look at the descriptions and definitions of participatory communication for development and the best definitions of communication above, shows close similarities between them.

To begin with, there is the element of interactivity and secondly, participation is a key element to both of them. If this were so, then why is it important to labour trying to propound theories of participatory communication for development when it is well known that communication in itself is interactive or participatory in nature already? One answer to such a rhetorical question is that communication in practice, particularly as applied to development, is not always interactive or participatory. In real life there are a lot of situations where people talk at others or even talk down to others.

In as far as communication as applied to development is concerned, White 1994: 146) says traditionally, the role of communication for development has been to link the views of planners and project implementers to the intended beneficiaries, through the mass media, the local community or political leadership, or some other channels. Such communication is inherently one way. Its intended purpose seems to promote awareness, agreement and

understanding. It entails telling people about what has been planned by the bureaucrats and the local elite, what is going to be done, and to ask the people to cooperate with the project implementers. Even when such information giving is meant to be persuasive, as White (1994: 19) puts it, it can be manipulative and end up promoting the communicator's way of looking at things, attitudes and ideas, which she or he hopes can be adopted by the project beneficiaries. Such communication, needless to say, can not empower the people to participate, by way of controlling the direction of a development project, and it is therefore pseudo-participatory communication for development.

### **3.3 People's participation in development programmes**

A conceptual framework on participatory communication for development, which is said to enhance the participation in development programmes by the beneficiaries, would not be complete if there is nothing said about participation as advocated by participatory communication for development workers. In the development community circles, people's participation has always been such a familiar theme that few respectable development projects fail to claim some intention of ensuring local participation in the projects. The most obvious justification for this is that it is always good to involve people in anything that concerns them. To emphasise this point White says:

The euphoric word 'participation' has become part of development jargon. Now no respectable development project can be proposed without using this 'in' word. More than this, a project proposal nowadays can rarely be funded without some provision for the 'participation' of the people. Provision for 'participation for the people' is likely to become as integral to any project as 'evaluation'. No development project can do without it. (White (1994: 16),

In the case of the project the author worked with, community participation is a pre-requisite for PROSPECT to start a project in any of the compounds in Lusaka or Livingstone. According to PROSPECT, community participation nurtures a feeling of ownership in the beneficiaries for the project.

Indeed it is not enough to just involve local people in a project, the beneficiaries must be so intimately involved in a project that they must feel it is their own. Later when the

implementing agency has left, the beneficiaries can take over the management and maintenance of the project and guard it against vandalism, among other things. This helps to wean the beneficiary community from the dependency on the project implementing agency, which is a very important aspect for all Agency/Community developed - Agency/Community managed projects.

However, at this point the author wishes to state that participation is not viewed in the same way by different professionals. A look at how different groups might advocate participation could help us to explain the kind of participation which is advocated by participatory communication for development workers.

According to Paul (1987: 12), participation is associated with multi-faceted ideas and means different things to different development experts and practitioners. Some people use the term to mean active participation in political decision-making. For others, participation has no meaning unless the people involved have control over the decisions concerning the organisation to which they belong. Development economists tend to define participation by the poor in terms of the equitable sharing of the benefits of projects. Yet, others view participation as an instrument to enhance the efficiency of projects or as the co-production of services. Some would regard participation as an end in itself, whereas others see it as a means to achieve other goals.

These diverse perspectives truly reflect the differences in the objectives for which participation might be advocated by different groups. After looking at these diverse ways in which different development workers might advocate participation, Paul defines community participation (as advocated by participatory communication for development workers) as:

an active process by which target beneficiary groups influence the direction and execution of a development project with a view to enhancing their well being in terms of incomes, personal growth, self reliance or other values they cherish. (Paul, 1987: 13)

In 1984, the ILO published a sampling of definitions and statements that have been made about participation. One of these statements quoted by Bergdall, that comes closest to giving a good understanding of participation says: “with regard to rural development, participation includes people’s involvement in the decision-making processes, in implementing the programmes, sharing the benefits and in evaluating such programmes,” (Bergdall, 1989: 11),

The implications of these definitions and perspectives are that the context of participation is the development project. Second, the focus is on the participation of beneficiaries and not that of development experts, government personnel or of donor staff. The beneficiaries are the object of development and it is their involvement in the direction and execution of projects which is of concern. Third, the joint or collaborative involvement of beneficiaries in groups, is a hallmark of participation.

On other hand White (1994: 17) says that people’s participation in which the control of the project and decision-making powers rest with the planners, administrators and the community’s elite is pseudo participation. She says that in this case people are said to be participating by being present to listen to what is being planned for them, and what would be done. White (1994: 18) has categorised participation and pseudo-participation as follows:

#### 1. Pseudo-participation

- a) Domestication. This involves informing, therapy and manipulation.
- b) Assistencialism. This includes placation and consultation.

#### 2. Genuine participation

- a) Cooperation. This refers to partnership and delegation of power to the beneficiaries
- b) Citizen control. Which means empowerment of the beneficiaries.

### 3.4 Caveats concerning participatory process

However, White (1994: 19), cautions us against thinking that participatory communication processes are a panacea for all development. She says that, while participatory processes unearth root causes of poverty and oppression, usually involving long term goals, short

term solutions and interventions are also needed. For example, a mother whose child is dying from malaria does not need to "participate", but needs immediate treatment for her child.

Secondly, the price people have to pay for taking part in participatory processes is often over-looked. That is, the beneficiaries may be foregoing other productive activities by 'participating', especially if the participatory process does not lead to benefits, either in the short or long term. This is because while the local people are expected to be participating in development projects, their own work of tending crops, conducting income generating activities, caring for children fetching fuel and water etc., also need someone to attend to them. IFAD (1999: 16) adds that this is especially true when it is considered that day-to-day survival is a full time pre-occupation for most of the poor people who are expected to take part in the participatory processes.

In addition, for practical and technical reasons, local people may not participate in all aspects of the life-cycle of a project. For example, a project would normally go through the following cycle: formative evaluation, planning and design, implementation, monitoring and summative evaluation. It may not be practically possible for the implementers to involve the beneficiaries in some of the highly technical aspects of these stages of the project. However, given the opportunity costs mentioned above, Pratt and Loizos (1992: 63) ask whether the beneficiaries really want to be involved in every aspect of the stages of the project. They suggest that perhaps the participation of local people in the development project should be strategic, rather than total and about big issues rather than the nuts-and-bolts.

In conclusion, one would say while participatory processes are important, development workers must be mindful not to impose them on the local people. That is, participation must not be something local people have to endure. So for every project, it will be important for the planners and implementers to be aware of how far the local people can engage themselves in participatory processes even before the implementation of the project is started.

IFAD (1999: 18) advises that there must be a flexible approach to project implementation, which should be coupled with a learning approach because no development project sets out believing that what is planned will remain unchanged. Day-to-day experience in implementation might bring about re-thinking and plans might have to be modified and adapted to meet situations presented by unexpected realities. Beneficiaries too, must be able to change their minds and set new priorities if necessary.

## **Chapter 4**

### **Personal Experiences at CARE PROSPECT**

The attachment activities were planned long before this student joined PROSPECT. When finally the attachment started there was already a write-up entitled: “Some of the activities for Mr. Jere, the Master’s student”. In short, the document said the attachment student was to look at why there seemed to be poor communication between the representatives in ABOs and the residents they represent. The document also added that, even within the ABO structure (RDC, FZR and ZDC), PROSPECT was not sure whether information and communication flowed smoothly. The attachment student was to look at this problem too. It was from this document that this writer was able to fine tune the attachment question to read as it does now.

#### **4.0 Area of the attachment**

The section to which this student was assigned is called Institutional Building, whose main activity is to form the representative ABOs and assist in the capacity building of such organisations by providing training to ABO members. During the attachment, duties included taking part in the activities of the section. Among others, these activities were: training sessions, facilitating elections of leaders or members of ABOs and attending various meetings with resident development committees and other stakeholders, like Lusaka City Council. Most of the primary data presented in this report, as pointed out in the section on methodology, were obtained during these activities, through participant observations and adhoc interviews.

#### **4.1 Training**

The author took part in the training programmes undertaken by institutional building staff as an observer, facilitator and participant. The training sessions the author attended were held in the compounds, mainly Chipata and Kanyama. A typical training session consisted of the facilitator (e.g. the attachee) leading the participants through the topic during the plenary sessions. That is asking questions to the participants and helping them to discover the answers. Usually at the beginning of a training session a facilitator was expected to start with finding out what the participants knew about the topic. This was done through

asking questions and noting their answers on the board. Then through consensus arrive at the correct answers.

After the plenary sessions, the participants would be divided into groups and given topics to discuss. A *rapportour* from each group was expected to present a report of the group's discussions in the plenary session. In the case of this author, he included topics related to the attachment questions. The answers were noted for use in the attachment report.

Therefore, some of the findings in Chapter 7 come from discussion groups during training sessions in the compounds (Chipata and Kanyama).

In one instance, the author was invited by the Programme Manager of PROSPECT to take part in the training and orientation of new PROSPECT staff at the head office. The author was assigned to lead activities and a group discussion on participatory communication (for development). The facilitator of the training and orientation was the Programme Manager. Other topics of the training sessions included PROSPECT programmes and objectives, the concept of development for the grass root communities, community participation, gender issues, and the problem of AIDS etc.

Before leading the group into some activities and discussions, the author was asked to present a synopsis of his findings which he had gathered hitherto on the attachment topic to all the participants in a plenary session. The Programme Manager ensured that he had invited senior officers from CARE Mission Office whom he informed that there was a Master's student who would make a presentation on the work he was doing for his "dissertation". The short presentation was followed by questions from the audience to which the author replied or gave comments, or allowed other participants to give comments. Afterwards, this student could not help feeling that his presentation was made to act as a backdrop to the group activities.

After the presentation the participants broke into groups after which the groups headed into various compounds (Chipata, Chaisa, Kanyama, Jack etc.) to do "some research" on various topics. As already pointed out, the topic of the group to which the attachment student belonged was on communication (for development). In this case the group tried to

test the residents in Chipata compound as to whether there was adequate communication between them and their representatives in the ABO.

#### **4.2 Facilitating elections of resident development committees**

PROSPECT staff took this student along with them when they went to conduct elections for ABOs in Chipata compound. The process began by PROSPECT and LCC staff holding compound-wide meetings at which a task force was elected. The task force was then given an orientation course on topics such as community participation, the ABO structure and developmental issues, and how to mobilise the residents for elections etc. The author was given to lead discussions on how to mobilise the residents for elections.

It turned out that the task force was comprised of quite a number of people who had worked as ABO leaders before. So all the author had to do was to explain the problem and concepts and try to get those with the best methods of mobilising residents for elections to say what they know. Through consensus building, the participants agreed on what methods should be used to mobilise residents for elections this time around. For example, the majority of the people agreed that holding election meetings at water points in each zone would be the most effective way of dealing with apathy, as people naturally come to the water points to draw water.

They also suggested that to inform the residents about the meetings, the task force members in each zone should go door to door. Secondly, messages about the meetings could be given to the tap attendants to pass on to each person who comes to draw water. They agreed that these two methods of informing the residents about elections meetings, should both be used so that if a resident misses one message he can get the other. The task force later helped to conduct elections in each zone in Chipata compound, after which the elected zone leaders formed the FZR and the RDC.

#### **4.3 Meetings**

The author was invited to sit in various meetings with Resident Development Committees and stakeholders such as LCC and local politicians, to plan development activities or to resolve issues and conflicts. Most of these meetings were held in the compounds (Chipata, Chaisa, Kanyama and Jack). The author was also invited, in particular by the

Programme Manager, to sit in PROSPECT staff meetings discussing issues of how to communicate and mobilize residents to participate in participatory development projects. In this case, they sought the attachee's "expert" opinion, which was dutifully given. Some of this advice has been included in the appropriate chapter (6).

At one point, towards the end of the attachment, the author was asked to give an interview to a PhD research student in England (Humphrey Mpezeni) on the linkages, if any, between PROSPECT and other organisations in Zambia which were involved in the development of water supply projects. The author thought this demonstrated a measure of trust, confidence and respect for the attachment work the PROSPECT management and staff had developed over time.

Another thing that the author noticed was that because of his presence at the organisation, many PROSPECT staff tended to over-blame lack of proper communication and mobilisation strategies for many of the problems some of their programmes were facing, to the point that the author thought they were oversimplifying the issues. However, their habit of blaming everything on lack of proper communication helped the author to see that in order to solve the problem of getting people to participate in projects, PROSPECT needed to look beyond participatory communication for development. This is evident in the recommendations that have been given, which dwell on other related issues, like project management and administration, apart from participatory communication for development.

#### **4.4 Presenting the preliminary findings**

Towards the end of the data collection exercise and the attachment, the author was asked by the Project Manager to present the findings of the attachment and preliminary recommendations to a selected group of staff at PROSPECT. Earlier the coordinator of Institutional Building, to which this student was attached, read through the author's work and suggested some corrections.

During the presentation, those present gave comments, criticism and suggestions. They also asked for clarifications, which helped the author to see that certain issues in the report had to be made much more clearer. The leader of the group was later asked by the manager

to present him with issues raised and resolved as a result of the author's presentation for his attention.

Earlier, the manager had seemed happy with the author's report of findings in his hand-written memo to one of his coordinators in which he commented that he had a quick look at the author's findings and preliminary recommendations, and that he thought the author was 'on the mark!' These issues have been high-lighted in the appropriate chapters (6, 7 & 8). So this report has benefited greatly from the suggestions and constructive criticisms from the people at PROSPECT who attended the presentation and read through the author's work.

#### **4.5 Relationship with project staff**

The relationship between the staff members of PROSPECT and the author was cordial. The author felt welcome through out the attachment, although naturally at the beginning people did not warm up to the author easily. Some of the staff gave the author encouragement to take up tasks within PROSPECT in the compounds and at head office, while others went out of their way to assist and accommodate the author. In the end, the author felt he was not treated any differently from the permanent staff. There were also others who thought the author could apply for some of the jobs they were advertising at PROSPECT. This was a good sign.

In the end it was the feeling of the author also felt that management was doing everything possible to ensure that the project benefited something from the attachment. Finally, by the end of the attachment, the author thought he had made a lot of friends and, naturally, few enemies too.

# Chapter 5

## Communication Problems of CARE PROSPECT and Solutions

The conceptual framework of this attachment report (Chapter 3) clearly shows that communication is key to development. PROSPECT as a development programme is very much aware of this. Consequently it has identified the bottlenecks in the communication process between itself and the beneficiaries of the projects. In spite of the bottlenecks, PROSPECT has also endeavoured to ensure that it communicates with the beneficiaries. Below are some of the communication bottlenecks that have been identified (5.0), and also some of the ways in which PROSPECT has been ensuring communication with the local people, despite the problems.

### 5.0 Communication and mobilization of residents for participation

As already pointed out in the section on justification, interventions in projects undertaken by CARE are channeled through ABOs. As indicated by the arrows in Figure 7, both the decision-making process and the flow of communication and information among the residents and the ABO structure (ZDC, FZR and RDC), were designed to be both bottom-up and top-down. However, PROSPECT staff are concerned that this is not always the case. For example, the staff say that a lot of issues are discussed at stake holder (PROSPECT, LCC etc.) and partnership meetings with the RDC, but it is not known how much this is documented and shared with the FZR, ZDC and the residents. It is also not known how much consultation among RDC, FZR, ZDC and the residents is done before the meetings are held.

What causes such doubts is that often residents are taken by surprise when told that a given decision or issue was taken or discussed, as the case may be, at a meeting of ABOs, development agencies and other stakeholders. In a consultancy report by Price Water House/Coopers and Librand (1999: 4) for the Chipata water project, many residents claimed not to know their representatives in the Chipata ABO, or the role of the Chipata ABO in managing and maintaining the water project. Yet the Chipata ABO has been running the water service for over a year now.

This example, is a clear indication of lack of interaction between ABO leaders and the residents. So if any one needed evidence that there was little or no communication between the residents and the ABO in Chipata compound, this is it. Since ordinarily PROSPECT is supposed to communicate with the beneficiaries of its programmes through ABOs what this means is that there is poor communication between PROSPECT and the beneficiaries of its programmes in Chipata compound.

### **5.1 Attempts to solve the problem**

In order to solve the problem of communicating with the beneficiaries of its development programmes, PROSPECT develops local institutions, the ABOs, to increase their capacity to communicate and mobilise residents for participation in its project, such as water supply, micro-finance, gender rights sensitisation and environmental health and personal hygiene. To this effect, PROSPECT has set up a whole component, named institutional building, comprising seven members of staff and a coordinator. To show how much importance is attached to the component that is meant to raise the level of communication, mobilisation and participation among the beneficiaries of its development programmes, PROSPECT has put institutional building at the same level as infrastructure improvement and micro-finance. These two are the main projects in PROSPECT.

The duties of institutional building staff include forming ABOs in any compound that has been earmarked by PROSPECT for its development programmes. To this effective institutional building staff facilitate elections for ABOs, while PROSPECT provide the executive committee of an ABO with office accommodation. Once this has been done, institutional building staff will carry out training programmes meant to improve the effectiveness of ABO leaders to communicate and mobilise residents for participation. The subjects in which ABO members are trained include principles of community participation, communication and consultation and conflict resolution and issues concerning the nature and history of development in the first, second and third republics, jealousy and witchcraft etc.

However, inspite of all this investment in the formation of ABOs and training provided to the representatives of such organisations, communication between the residents and ABO members is still not as good as PROSPECT would have wished, and this is a matter of

concern to PROSPECT. However, apart from depending on the representatives of residents in ABO to communicate and mobilise beneficiaries, there are other ways in which PROSPECT endeavours to communicate and get feed back from the people who benefit from its projects. But these are meant for specific purposes (as will be indicated later), meaning that communication via ABOs is still considered the main vehicle for mobilising the beneficiaries to participate. Below are some of the other ways in which communication with the beneficiaries is perceived in PROSPECT.

## **5.2 Consultations**

In PROSPECT, communication between the residents and the ABOs may be perceived as the consultations that may occur between the leaders in ABOs and the residents concerning a development project. The consultations may be about a PROSPECT project or a local project conceived by the residents and their representatives in the ABOs.

The consultations may take the form of having meetings between residents and ABO members, or the act of informing and mobilizing residents for meetings or to ask people to contribute free labour for a project like water supply, or to negotiate where the water point will be constructed and where the water pipes will pass. The residents and ABOs might use a variety of methods to communicate such as call outs, loud speakers, door-to-door word-of-mouth, or meetings held at water points etc.

It can also be said that while people are working together, for example, providing free labour on PROSPECT or locally conceived projects, they interact and therefore, communicate with each other. That is larger issues about development activities in the whole compound might come to the fore, during such activities. This might in turn present an opportunity for the representatives in the ABOs and the residents to resolve and clarify issues and problems as they work together.

The problem with this is that many residents in Chipata and Kanyama compound, for example, say that zone leaders hardly hold meetings with them to inform them about local development activities, after a major project like water supply has been completed. It seems that consultations such as those narrated above, are at highest only when there is a major project like water supply. Once this is finished the consultations are likely to end, or

slow down. Yet PROSPECT is a five year programme, and it has other projects in each of the compounds where it has a water project, like micro-finance, environmental health and hygiene and gender sensitisation. ABO leaders need to communicate with and mobilise the residents to participate in such projects too, apart from participating in the management and maintenance of the water project.

### **5.3 Formative research**

Another form in which communication between residents of the compounds where PROSPECT has projects may be perceived, is when the project staff conduct formative research in a compound just before the start of new projects, for example, water project, micro-finance and environmental and personal hygiene. Formative research in PROSPECT is carried out using a tool known as PANA.

Apart from the socio-economic data (e.g. population statistics, demography, levels of poverty and wealth at family levels and living conditions and housing), the project staff want to find from the residents of the compound whether they will support PROSPECT projects. In the case of water, for example, PROSPECT staff might ask the residents whether they are ready to support it by contributing free labour, both skilled and unskilled, during the construction stage and in maintaining the project after construction is completed, by way of paying for the service. In the case of micro-finance, the socio-economic data collected during formative research, is meant to indicate the propensity and ability (or lack of them) of the residents to engage in small-scale income generating activities and/or save money.

It can be said that this is a form of communication between the project planners and designers and the beneficiaries since the data so collected would be used as inputs for the planning and designing process. This, one might say, is the first act of communication between the residents of a given compound and PROSPECT. The problem with this is that it is a one off-exercise, and not on-going.

### **5.4 Water point awareness campaigns**

PROSPECT water projects consist of communal taps, and ensure that each household is within a hundred metres of the nearest water point. After a water project has been

completed PROSPECT staff from the institutional building component and environmental health and hygiene unit organize tap awareness campaigns. This acts as part of the process of PROSPECT handing over the project to the residents. This is important because residents need to know how they will manage and maintain the water services, and what their responsibilities in this scheme of things are.

In the case of institutional building staff, they sensitize residents about their responsibilities in maintaining and paying for the water supply service, guarding the facilities against vandalism etc., and how the water supply service would operate. For example, the residents are informed that the service will be maintained through the local ABO (there is only one in each compound), whose RDC (of about 10 - 15 members) acts like the board of directors of the water project in the compound.

The RDC employs tap attendants, revenue collectors and accountants. All this work is supervised by the RDC on a voluntary basis. Payment for services or labour for community projects is against PROSPECT policy. The residents on their part are encouraged to form water committees for each water point to, among other things, sort out disputes that might arise at any time and guard the facilities against vandalism. The residents are also educated on the importance of cost-sharing in maintaining and managing the water project. To this effect, the residents are told that the water service will not be free-of-charge and that they will have to pay a fee that would be decided upon from time to time by their ABO.

Many people have discovered that by solving one problem, they cause another. This could be true with a water project. So the environmental health and hygiene unit informs residents about water borne diseases like cholera, dysentery etc., and how to deal with them. They also tell residents about the importance of boiling drinking water or chlorinating it, collecting garbage and keeping the surroundings clean. PROSPECT staff sometimes use drama groups to attract people to their campaigns and to produce and send messages.

## **5.5 Monitoring and Evaluation**

Monitoring and evaluating the impact and progress of projects is perceived as another form of communication between PROSPECT and the beneficiaries of its projects. Accordingly,

PROSPECT staff carry out an exercise called Livelihood Assessment and Water Baseline (LAWB) during the life span of its programmes in any given compound in order to monitor the impact and progress of its projects (water projects, micro-finance, gender sensitisation, environmental health and hygiene).

In this research tool, people's livelihoods are assessed according to their possessions such as: whether the house they live in is rented or their own, number of rooms, materials from which the house was built, household goods, number of meals the family can afford per day, sources of income, the number of people (and dependants) in a household, and whether the household is headed by a female or male etc. Accordingly, a household might be rated very poor, poor, not poor or rich.

The information collected is used by PROSPECT in its projects either to do more of the same, if the research shows that things are going on well, or make improvements or change direction of the projects if things are not going well. For example, since inception in March 1998, PROSPECT has had to change the direction of at least one programme, micro-finance, so far in 1999. The problem with this as strategy for communication is that although it can be on-going, it is a periodic and very demanding exercise, and so it can only be carried out some of the times. In the intervening periods, there may be a lot of things that the residents might want to communicate.

## **5.6 Resident's representatives in ABOs**

The policy in PROSPECT is not for the project staff to communicate directly with the residents, but through the ABO structure of RDC, FZR and ZDC. Therefore the main channel of communication is supposed to be from PROSPECT to RDC to FZR to ZDC and to the residents, and vice-versa. To this effect, the RDC holds meetings weekly, or depending on the need to deal with issues and problems. The FZR holds fortnightly meetings, also depending on availability of problems and issues to deal with. Finally, Zone leaders in the ZDC are supposed to hold monthly meetings with residents to brief them about development activities and to receive inputs from the residents which the zone leaders can pass on to the FZR, to the RDC and finally to PROSPECT (or any of the development agency they may be dealing with).

This is another way in which communication is perceived in PROSPECT. It is also supposed to be the main channel of communication. However, as pointed out in the first section (5.0) of this chapter, PROSPECT staff, doubt the effectiveness of this channel of communication, and since it is the main channel, they would like it to function better. This attachment task is about finding out why communication through ABOs to the residents is not effective, and to recommend how it can improve.

### **5.7 PROSPECT training programmes**

Another opportunity that exists for communication between PROSPECT and the beneficiaries is through the various training programmes which PROSPECT has in each of the compounds where it has projects. These are, as pointed out in Chapter One, gender sensitisation training, personal empowerment training/livelihood improvement training (PET/LIT), ABO leaders training.

During training programmes PROSPECT staff come face-to-face with the beneficiaries of PROSPECT projects and a lot of interaction between them occurs. It is likely that questions about the PROSPECT projects come up and clarifications are made on both sides. The problem with this as an opportunity for communication is that it only affects few people, as the findings in Chapter Seven (Table 4) will show, that people who took part in PET/LIT programmes in Lusaka compounds (Chipata, George, Kanyama, Chaisa and Jack) during the first year of the programme amounted to only a few hundred as compared to the thousands of people that live in these compounds.

It is true that taken in isolation all the above methods of communication between PROSPECT and the beneficiaries of its projects have defects. However, in their totality these attempts at communication amount to so much more that they must take credit for the whatever success PROSPECT has had so far.

## **CHAPTER 6**

### **Inputs by the Attachee to Solve Communication Problems in PROSPECT**

It is clear from the previous chapter that PROSPECT needs to solve communication problems with the beneficiaries of its projects. Accordingly, during the attachment the attachee made several contributions to PROSPECT in the areas of participation in projects by the beneficiaries and participatory communication for development. Below are some examples of the suggestions that the attachee made, which were taken for immediate implementation either by management or staff in their official or, in some cases, personal capacities.

#### **6.0 Awareness campaigns for new projects**

The attachee suggested to PROSPECT that just before it, or any other development agency, starts a project in any of the compounds, it must carry out compound-wide awareness campaigns about the project. Such a campaign is important for several reasons. For one, it would act as an introduction to the project. Later when the leaders of the ABOs begin personal communication with the residents, it would make things easier, as the residents would already be aware of what was going on. The assumption is that such awareness campaigns will be complemented, later or before, with the usual information exchange activities such as face-to-face zone meetings between ABO leaders and the residents and the usual research activities by PROSPECT like, formative and summative research and monitoring and evaluation.

The campaigns would be designed to generate interest in the project from the residents and inform the residents about all the aspects of the project and what would be expected of the residents in terms of their participation. Such awareness campaigns are not meant to be the end. They would only supplement the dialogue which would later follow among PROSPECT, the ABO leaders and residents.

The suggestion to mount awareness campaigns was made after it was discovered that there was low enthusiasm from the residents to participate in the implementation of a water project in Kanyama compound. The suggestion was based on the assumption that since water is a problem in a compound like Kanyama, the residents should welcome and assist any one trying to help them solve the problem. If residents did not show any enthusiasm, as the case apparently was in Kanyama, the problem could be lack of awareness. Although the problem of apathy and lack of commitment can not be ruled out, it should be kept in mind that these might have causes, like crisis of expectations, which may not have anything to do with participatory communication for development. For example those residents who expect individual water connections may not be enthusiastic about projects that promise to provide communal water points.

Since the awareness campaign would be carried out by PROSPECT staff, it would aim at giving accurate information about the project. This would deal with several problems. Firstly, it would deal with the problem of hiding information which some residents said their leaders in the ABOs are found of doing especially when the information is beneficial (Findings: Chapter 7). This is especially true with programmes in micro-finance, which can be beneficial personally. Secondly, awareness campaigns could deal with the problem of giving false promises which some leaders in the ABOs were also said to be found of committing in order to get a fast and favourable response from the residents.

False promises can affect adversely the water supply project. For example, in Chipata compound where the water project has already been completed, residents were reportedly told by their leaders that water would be provided free of charge. Others said each house would have its own individual water point. Later the residents were apparently disappointed to learn that they would have to pay for the water, as a cost-sharing measure.

This kind of situation can have an adverse effect on subsequent water projects in other compounds when the residents hear negative stories from some of their disillusioned colleagues from other compounds. So could it be that Kanyama residents had been given negative stories by their Chipata colleagues about the water project and that is why they gave their own water project lukewarm support?

This suggestion of mounting awareness campaigns got an immediate reaction from PROSPECT and the management decided to implement it almost immediately, beginning in Kanyama where they are starting to implement a new water project. It was planned that the awareness campaign would be conducted by holding compound-wide meetings that would involve cooperative politicians such as local councillors and the area Member of Parliament. During the compound-wide awareness campaign meetings, it was also planned to use drama groups to attract attention, produce and send messages to the residents of Kanyama.

Apart from such awareness campaign meetings, it was planned to produce information leaflets and sponsor radio and television discussion programmes about the Kanyama water project. The discussants on the radio and television programmes would include ordinary residents of Kanyama compound, ABO leaders and PROSPECT project staff. Although the awareness campaign had not started in Kanyama by the time the attachee finished to serve the attachment programme, everything had been planned and all that remained was for the process to start.

### **6.1 PROSPECT staff training in communication for development**

As already alluded to in Chapter Four above, The presence of the attachee at PROSPECT generated a lot of interest in participatory communication for development. More specifically, the attachee suggested during the presentation of the findings of the attachment (Chapter Four), that PROSPECT incorporates participatory communication for development in all its programmes.

Upon getting this suggestion, the staff in the institutional building section, decided to recommend that PROSPECT sponsors them for short courses in participatory communication for development. The attachee suggested to them the Southern Africa Development Community (SADC) Centre for Communication for Development in Zimbabwe and Rural Development Institute in Tanzania, as the organisations which offer a short course on communication for development. The Luanshya Technical and Vocational Training College in Zambia also has a course called “community mobilisation”.

PROSPECT management consented to the recommendations made by the staff in institutional building to sponsor them for the short courses. Institutional building staff, as pointed out throughout this report, are the ones that help ABOs to raise their effectiveness in mobilising residents for participation in the compounds where PROSPECT has projects.

In addition, at least one individual expressed the desire to pursue the degree course in communication for development at the University of Zambia, and asked the attachee to give her the course outline, which was done. Another member of staff was trying to see if she could pursue a similar degree programme at a university abroad.

## **6.2 Newsletters, leaflets and brochures**

The coordinator in the micro-finance component was for the attachee's idea to introduce leaflets and brochures to give information about his programmes, as part of a marketing strategy and to give accurate information to potential participants in the programmes. The micro-finance coordinator also said he would look at the attachee's other suggestion of introducing a newsletter for people who are involved in some income-generating activities of all kinds in the compounds. It was suggested by the attachee that the newsletters and brochures should be cheaply produced through such methods as desktop publishing so that they could easily be reproduced by the residents in the compounds through photocopying.

The idea of producing brochures and newsletters came about because the attachee's preliminary findings showed that the people entrusted with the duty of disseminating of information on micro-finance programmes (e.g. ABO leaders) tended to either hide the information because it is beneficial, or gave distorted information in order to get a fast or popular response from the residents. It was also discovered that micro-finance programmes needed marketing. The production of brochures and newsletters could be taken as part of a marketing strategy.

An example of distorted information about the micro-finance component of PROSPECT that can be given to the residents of the compounds would be to put too much emphasis on loans in order to make the message attractive, to the neglect of the personal empowerment training and group savings. The problem with this is that once people come to PROSPECT they get disappointed when they are told that they need to save money in groups and also

that they will have to be trained before they can be considered for loans. Other programmes that could benefit from the publication of brochures and newsletters, would be gender sensitisation training and environmental and personal hygiene training. In this section too, the coordinator was enthusiastic about the idea.

The newsletters, apart from endeavouring to give accurate information and marketing PROSPECT programmes, could serve the purpose of continuing to educate and update the former participants of PROSPECT training programmes. Former course participants could also get inspiration from the success and endeavours of their colleagues whose stories might be written in the newsletters.

### **6.3 Posters**

During group discussions in Chipata and Kanyama (Table 8) compound there was a great realisation among the discussants that posters have a great potential in communicating messages to people at various levels of literacy. For example, a poster meant for people who are not literate could only contain a picture of a behaviour (e.g. a breast-feeding mother) that the originators of the message want the receiver to adopt.

Specifically, most people involved in the discussion groups, said that posters (that contain words, for example, should be translated in different (main) languages for people to understand the messages. However, not all posters can communicate messages effectively. That is, some posters are written or designed so badly they hardly attract the attention of the public. There are techniques and principles to be followed when writing or designing good posters.

To this effect, the attachee felt that there was need to educate staff, particularly in the institutional building component as they are responsible for teaching ABO leaders mobilisation and communication techniques. In short, the staff were told by the attachee that a poster does not need to have a complicated design. In fact, posters for the compounds should be of simple design so that they can be easily replicated or reproduced by the local people.

A good poster should have a heading and a picture below the heading. These two act to attract the attention of the potential receivers of the message. Below, there is the message which explains the action or what is to be done. Finally, right below the message, there is the signature. The signature indicates the originators of the poster and their address. This is important because the receivers of the message might need to get more information, clarification or authenticate the message. It was hoped by the attachee that such information could be given to ABO leaders to use in designing posters to produce and send messages to the residents. The coordinator of institutional building agreed that such information would be given to ABO leaders during training.

#### **6.4 ABO training manual**

The topic on communication in the training manual for ABO members, is presented as: "Consultation and communication". The facilitator's guidelines in the manual on this topic only explain "consultation" and how it is conducted. There is nothing said about the process of communication. This gives the impression that communication is equated to consultation, when in fact consultation is only one form of communication.

The attachee also noticed that when it came to the actual facilitating of the training sessions, there were attempts by the facilitators to lead the participants through the question of what communication is.

However, because of lack of guideline notes on how communication takes place, the training sessions become messy as some mistaken contributions from some participants are taken without caution from some facilitators. To correct this situation, the attachee wrote guideline notes on the process of communication, which were to be used during training. These guideline notes were tested by the attachee during some training sessions of ABO leaders (Appendix 4).

The coordinator of the institutional building component of PROSPECT agreed to the attachee's new format of facilitating the topic on communication using the new guideline notes during the ABO training. He also inserted the guideline notes in his ABO training manual. As a result, the PROSPECT ABO manual now has new material in form of facilitator's notes in the section on communication.

The staff in the institutional building component were also in agreement with the way the attachee facilitated training on the topic of communication. The attachee gave more and new information on how the process of communication occurs to the participants from the guideline notes, than the case had previously been. The attachee felt that showing the training participants how the process of communication occurs is important because they can see what works, the barriers of communication and how these can be overcome. The participants also showed a lot of interest in the topic of communication as facilitated by the attachee. This could be seen from the way they avidly took note of the points that were noted on the flip charts, long after the training session had ended.

### **6.5 Information management system**

PROSPECT seems to have tacitly agreed with the attachee's ideas on the importance of managing information resources (Chapter 7 and 8), because it is easy to communicate information if it is well managed. Looking at the attachee's background in information management, PROSPECT asked the attachee to work on the information system at PROSPECT for a short period after the data collection exercise had been completed, to organize and give advice on information management. This work was to be done at the head office and in the compounds where PROSPECT has projects.

The advice given consisted of what was to be done once records or documents were created at PROSPECT and the life-cycle of an information document. The life span of an information document consists of the following stages: active usage, semi-active and inactive stages. Advice was also given on where and how to store or keep the documents which are in any of these stages. For example the office that created the document would normally retain the document for as long as the officers used it (active). Once the document became useful only for reference (semi-active), then it is advisable to transfer it to a central storage such as the registry or library. The documents that become inactive can either be put in the archives or be destroyed.

Together with PROSPECT management and staff, the criteria for PROSPECT to decide whether a document should be archived or destroyed were developed. This was the first stage of the assignment. The second stage was to create an information storage and

retrieval system (ISRS) to enable the staff to retrieve the documents once they have been stored in any of the formats such as registry, library or archives.

The attachee considers this as an important part, as reflected in the literature review (and later findings and discussion) of the attachment because there can be no communication if there is no information. In fact, PROSPECT management had already decided before the attachment began that the attachee would help with advice on information management system as part of the attachment.

Information is lost not only physically, as when a document is destroyed, for example, but even when one does not have an idea that the information exists. It means that to that particular person that given piece of information is lost. This can happen where information is not well managed. In conclusion, one senses from this that PROSPECT is acutely aware that communication in development projects is crucial and so too is information.

## **6.6 Other recommendations**

The examples of inputs to solve the communication problems in PROSPECT with the beneficiaries of its projects given above, are only those that PROSPECT management and staff reacted to almost immediately. The attachee made other recommendations which have been indicated at the end of this report in Chapter Eight, which hopefully can be implemented at an appropriate time. The reaction of the coordinator of institutional building component, to which the attachee was seconded, to the rest of the recommendations was that he would try by all means to incorporate them in his component's programmes. While those related to other components like micro-finance as indicated in section 6.2 of this chapter, for example, received favourable response too.

As pointed out at the beginning of Chapter Four, when the attachee joined PROSPECT for the attachment programme, he found that the management had already identified the problem area that the attachee was expected to work on. The attachment problem, as reflected in the title of this report, therefore, represents a real problem area for PROSPECT and not just a student academic exercise. This being the case, it may be true that once the

final copy of this report has been given to PROSPECT, they might look at it again to see what can be implemented, as promised by the coordinator of institutional building.

# Chapter 7

## Findings and Discussion

In presenting the findings the attachee has included short interpretations. Longer interpretations, implications and critical comments, have been presented in the section on discussion within the same chapter. Some sections of the discussion have been presented as if they were recommendations. This has been deliberately done to ensure that the implementers of the recommendations given in a summary form in Chapter Eight, can easily refer back to this chapter for background and rationale, if necessary.

### 7.0 Findings.

From the attachment at PROSPECT, the author was able to gather the findings presented below.

### 7.1 Presentation of findings

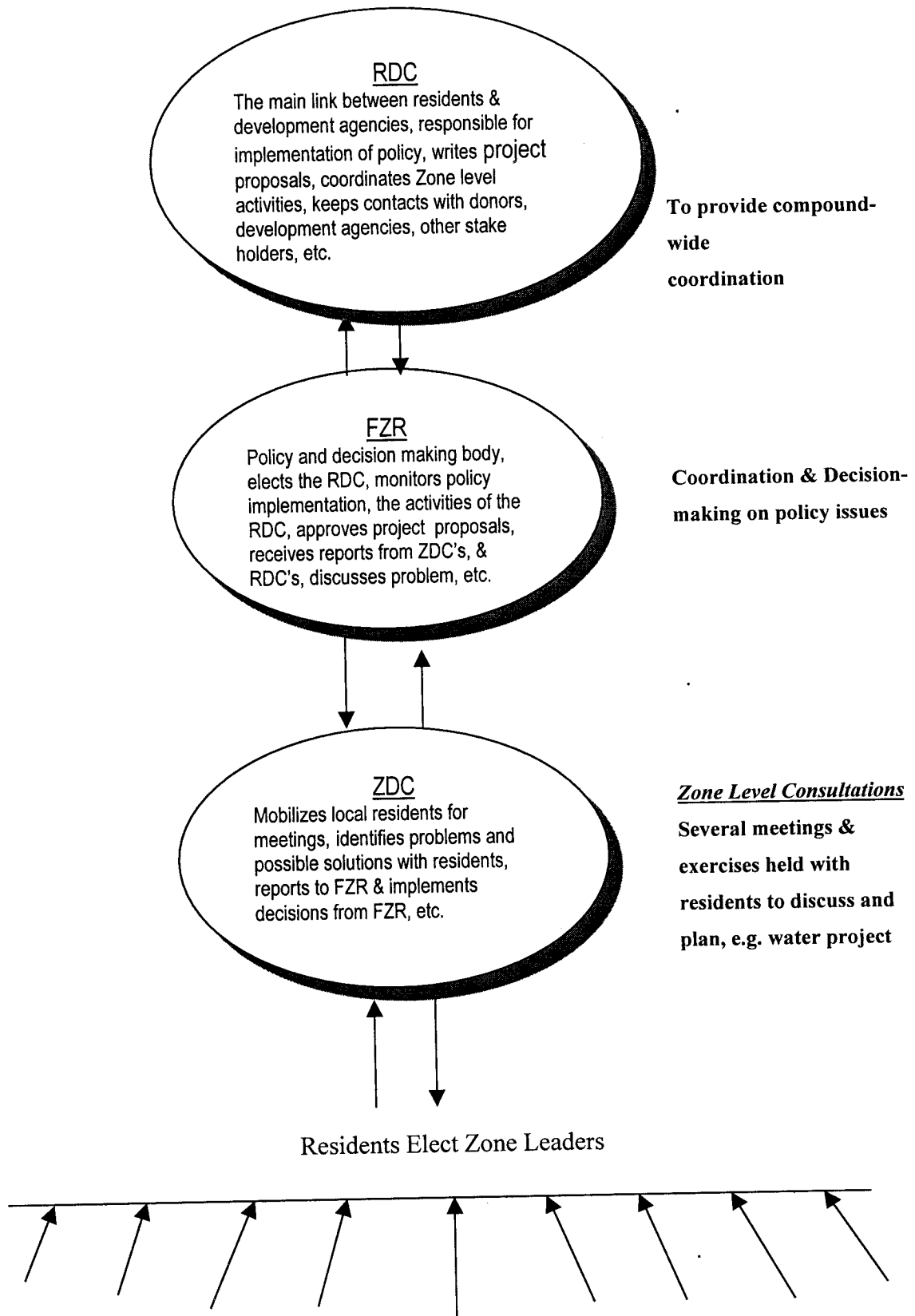
#### 1). Participation

Most of the local involvement in PROSPECT projects is facilitated through ABO structure (Figure 7):

- a) A compound like George, for example, is divided into zones and in each one, there is a zone development committee (ZDC) with 10 members, elected by the residents in the same locality.
- b) Above the ZDC, there is a forum of zone representatives (FZR), to which each zone development committee elects two of its members.
- c) Gender balance in the forum, is ensured by the rule that requires each zone to elect one male and one female.
- d) In a given compound, there may be as many as 32 zones, in which case there will be 64 members in the forum.
- e) Finally, the forum elects 10 to 15 of its members to be on the resident development committee (RDC).

The structure of ABOs below describes the involvement and participation of the local people and ABOs in the planning, design and implementation of development projects.

**Figure 7: ABO Structure and the Participation Of Beneficiaries**



Source: PROSPECT

Both the decision-making process and flow of communication and information, as indicated by the arrows, have been designed to be bottom-up and top-down.

2). Opportunity costs of participation by beneficiaries in PROSPECT projects

There is always an opportunity cost for participating in development projects, at least in the short term. In the case of PROSPECT, the eventual benefits of its projects directly reward the residents for participating. Table 1 gives some of the ways participation is rewarded.

3). Participation in construction, management and maintenance

In Chipata compound, where PROSPECT has already implemented the water project, residents participated in the project as shown in table 2.

4). Participation by residents in the benefits of PROSPECT projects

Apart from the projects initiated by PROSPECT, ABOs sometimes take the initiative and start their own community collaborative development projects either on self-help basis, or with funds from PROSPECT or other donors. PROSPECT staff render support to such initiatives by helping the RDC members with the writing of proper project proposals, if necessary. Tables 3 and 4 show the benefits residents are getting from PROSPECT.

5). Flow of information and communication among ABOs and residents

There is a lot of contact and sharing of information between the ABOs and PROSPECT and the LCC, through training programmes offered by PROSPECT and other gatherings. Tables 5 and 6 indicate some of the examples. Table 6 also gives an example of the number of gatherings involving ABO members and PROSPECT staff in a typical three months period in a year. Apart from these examples pre-scheduled meetings shown in Table 6, there are usually a number of impromptu contacts or meetings between LCC, PROSPECT and ABO members.

6). Table 7 shows the number of times ABO leaders, PROSPECT and LCC staff meet with residents to share information on development programmes in the compounds. The table shows that the meetings are purpose specific and not on-going, for example, to ask the

residents to participate in implementing a project by contributing labour. This means that once the purpose has been achieved the meetings cease.

8). Table 8 shows that:

- a) PROSPECT and the LCC supply more information to residents and ABO members than demanded from them.
- b) The ABO members, PROSPECT and the LCC are likely to supply even much more information to residents than demanded (by the residents).
- c) The sharing of information among the residents and ABO members, PROSPECT and the LCC, is supply driven rather than demand driven

9). Reasons for poor communication among residents, ABO leaders and PROSPECT  
Table 9 contains consolidated lists of ideas that were given to this author during focus group discussions with residents of Kanyama and Chipata on the problem of poor communication and what should be done to improve the situation. These ideas also represents sentiments given during group work in the training sessions carried out by the institutional building component in the compounds in which the author participated.

10). Mobilization and communicating with residents

The main tool used by PROSPECT to mobilize local residents for participation in projects is the ABO structure. Each zone has 10 committee members, with a maximum of 250 house-holds. Theoretically, each zone leader represents 25 house-holds. With this kind of representation, the methods given in Table 10 are used by ABOs to mobilize and communicate with residents.

11). Documentation of information, storage and retrieval

Any formal organisation produces and receives information documents. The information that is important for the operations of an organisation is stored for retrieval and perusal in future. For the RDCs, the findings are shown in Table 11.

**Table 1:** *Table showing how participants are rewarded for participating in the development process.*

<b>Category of participant</b>	<b>How the opportunity cost is rewarded or overcome</b>
Opportunity costs of participation by ABO members	<ul style="list-style-type: none"> <li>• There are usually large turn-outs during meetings and training programmes of ABO members organised by PROSPECT and LCC.</li> <li>• The above suggests that there are advantages in being an ABO leader and probably some inherent incentives that overcome opportunity costs.</li> <li>• One obvious incentive is that ABO members pay less for water than the rest of the residents.</li> <li>• Status, prestige and power, benefits from water supply</li> </ul>
Opportunity costs of participation by residents	<ul style="list-style-type: none"> <li>• Benefits from better and cheaper water supply. Before the water project, most of the residents spent their free time looking for water. They now see the advantage of sorting out the water problem, so that they could in future use their free time and money for other economic and social activities.</li> <li>• Where a family member is in full time employment, the Zambian culture of the extended family system ensures that there are other members of the family who could fill in for them.</li> </ul>

**Table 2: table of stages of project development and types of participation from residents**

Stage of the project	Types of participation by residents
Participation in project planning and design	<ul style="list-style-type: none"> <li>• In-puts in the base-line study, known as participatory appraisal &amp; needs assessment (PANA). Information collected includes whether the residents will support the project by providing free labour, security of taps, paying for the service, statistical data etc.</li> <li>• In-puts during consultations, discussions and planning for the water project in zones and in ABO committee meetings. This includes negotiations on where the pipes should pass, the location of a water point, types of individual contributions such as skilled, or manual labour etc.</li> </ul>
Participation during construction stage	<p>Providing voluntary labour in the digging of trenches, laying of pipes, construction of water points etc. This includes performing skilled jobs like carpentry, plumbing and brick-laying.</p>
Participation after construction is completed	<ul style="list-style-type: none"> <li>• The management and maintenance of the water and infrastructure services, are left in the hands of the residents, through the RDC. There are water committee and tap leaders. The RDC employs tap attendants and revenue collection and accounting staff, stores clerk etc.</li> <li>• Payment for the water supply. The money raised is used for the maintenance and management of the water and infrastructure service.</li> </ul>
Problems to participation still to be resolved	<ul style="list-style-type: none"> <li>• There are reportedly some residents who do not want to pay, preferring to share the cards of those who pay.</li> <li>• Some ABO members have reportedly been caught selling water and pocketing the money.</li> <li>• Chipata compound is still managing its water supply infrastructure services with the support from PROSPECT and partners like LCC. The Lusaka Water &amp; Sewerage Company renders assistance, although not necessarily free of charge.</li> </ul>

**Table 3:** table of some of the benefits residents are getting from PROSPECT projects, or projects that have the support of PROSPECT

Project/Component	Benefits
Participation by residents in the benefits of water supply	<ul style="list-style-type: none"> <li>• The Chipata Compound water project is serving 44,000 beneficiaries.</li> <li>• PROSPECT is now implementing the water project for Kanyama compound with 90,000 beneficiaries. Chaisa and Jack Compounds projects will start soon.</li> </ul>
Participation in the benefits of micro-finance	<ul style="list-style-type: none"> <li>• Participants in the micro-finance component of PROSPECT are recruited with the help of ABOs, community based co-facilitators and PROSPECT staff. This ensures that the poorest of the poor people are reached.</li> <li>• There is a complaint from PROSPECT that ABO members misinform the residents by emphasizing loans. The PET/LIT training and savings promotion, are hardly mentioned by the ABO members.</li> </ul>
Projects initiated by ABOs (the NOW projects)	<ul style="list-style-type: none"> <li>• George: waste management, sub-clinic development and police post</li> <li>• Kanyama: community policing and the taking over of the Human Settlement of Zambia (HUZA) bore-hole.</li> <li>• Malota: vehicle bridge construction</li> <li>• Chipata: in conjunction with Whole Child Health, initiated the establishment of community school.</li> <li>• Jack: working on construction of police post</li> </ul>

**Table 4:** *table of number of beneficiaries and benefits in PET/LIT, loans and savings*

<b>Type of micro-finance programme and the participants</b>	<b>Participants After One Year Existence of the Scheme</b>	<b>Target of Participants After Five years</b>
Number of people trained in PET/LIT programme	700	12,448
Number of active savings groups	43	730
New members of the savings groups	444	12,448
Number of groups taking loans	19	1,244
Number of individuals taking loans	120	14,912
Total loan amount disbursed	K 16,408,000	K 525,000,000

*Source: Tomesen, L. & Choongo, E. (August 1999).*

**Table 5:** *table of types of contacts between PROSPECT, LCC and ABO members*

<b>Type of contact meetings</b>	<b>Activity/Purpose</b>	<b>In Attendance</b>
During the formation of an ABO in a compound	PROSPECT & LCC staff form a taskforce committee (comprising one person from each zone and representatives from CBOs), that prepares residents for elections. The taskforce members are given a number of days of orientation and introduction to the ABO structure and PROSPECT projects and other topics. Reportedly, many of them end up being elected as ABO members.	PROSPECT/LCC
After the ABO has been formed	<ul style="list-style-type: none"> <li>• PROSPECT staff maintain contacts with ABO members through training programmes, such as ABO leadership and conflict resolution courses, held through out the year</li> <li>• Frequent meetings to review progress and to solve problems in projects or the RDC itself.</li> </ul>	PROSPECT /LCC
During the term of an ABO	<ul style="list-style-type: none"> <li>• RDCs hold weekly meetings and FZR and ZDCs monthly meetings.</li> <li>• ABO matrix to assess their performance</li> <li>• When there are training programmes and meetings organised by PROSPECT &amp; the LCC</li> <li>• Initiate NOW projects</li> </ul>	PROSPECT/LCC

**Table 6:** *table of scheduled contacts between PROSPECT (institutional building) and ABO members between July and September 1999*

<b>Activity</b>	<b>Begin</b>	<b>End</b>	<b>Type of Meeting/In attendance</b>
Conduct by-elections for Kanyama and Malota (Livingstone), full elections in Jack, Chipata.	July	Sept.	LCC/PROSPECT/ABO/Residents
Conduct ABO training for new ABO members in Kanyama and Malota, ABO support workshops in all compounds.	July	Sept.	PROSPECT/ABO Residents
Hold meetings with FZR's to discuss matrix, conduct matrix.	July	Sept.	LCC/PROSPECT/ABO Residents
Hold inter-compound ABO/councilor workshop	July	Sept.	LCC/PROSPECT/ABO Residents
Tour of councilors to PROSPECT compounds and workshop.	July	Sept.	LCC/PROSPECT/ABO
Meeting with LCC to discuss establishment of the compound-wide coordination mechanisms for ABOs and CBOs	July	Sept.	ABO/LCC/PROSPECT/Residents
Conduct conflict resolution training for George and Chipata.	July	Sept.	ABO/PROSPECT Residents
Meeting with ZDC's to discuss modalities	July	Sept.	ABO/PROSPECT Residents

*Source: Institutional Building quarterly plan)*

**Table 7:** *table of types and frequency of contacts and information sharing between PROSPECT, LCC and ABO members one hand, and the residents on the other.*

<b>Type of contact/meeting</b>	<b>Activity/Purpose</b>	<b>In Attendance</b>
Before the start-up of a project in a new compound	When PROSPECT conducts Participatory Appraisal & Needs Assessment (PANA) surveys. This is done to form a situation analysis, that is a common understanding of the situation in the compound; understand key issues and the needs and problems and their causes and the impact of those problems.	PROSPECT/ LCC/ABO/ Residents
Formation of taskforce that prepares for elections of ABO members.	When an area-wide meeting with the residents is held to come up with an ABO formation taskforce and later during elections.	PROSPECT/ LCC/Residents
When preparing for the beginning of a new project	When ABO members meet the residents for consultations and to plan for a project, e.g. water supply.	PROSPECT/ LCC/ABO/ Residents
When project is in progress	Residents participate by contributing free labour.	PROSPECT/ LCC/ABO/ Residents
After the project has been set up	<ul style="list-style-type: none"> <li>• Tap awareness meetings, when ABO members meet the residents to share information on the operations of the water points and the responsibilities of the water users, hygiene and the dangers of water-borne diseases such as cholera.</li> <li>• When there are problems with water supply.</li> </ul>	PROSPECT/ LCC/ABO members
Livelihood Assessment & Water Baseline	To establish a baseline to monitor livelihood trends & to determine the parameters that should be taken into consideration for the water system.	PROSPECT/ ABO/Residents
ABO Awareness surveys (so far none has been conducted) & ABO matrix	To determine whether the residents are aware of the existing ABOs & their roles; to determine the effectiveness of ABOs.	PROSPECT/ ABO/LCC/ Residents
Training	When conducting courses such as in environmental health, gender rights, & PET/LIT	PROSPECT/ LCC/ABO/ Residents

**Table 8:** *Examples of types of information various groups are likely to demand from other groups, or supply to other groups voluntarily.*

	Type of infor. Demanded by residents.	Type of infor. Supplied to residents	Type of infor. Demanded by ABOs	Type of infor. Supplied by PROSPECT & LCC to ABOs
Information for personal development/ Community development	<ul style="list-style-type: none"> <li>• PET/LIT, gender &amp; health training</li> <li>• Loans &amp; savings</li> </ul>	<ul style="list-style-type: none"> <li>• Water project</li> <li>• PET/LIT, gender &amp; health training</li> <li>• Loans and savings</li> </ul>	<ul style="list-style-type: none"> <li>• Water project</li> <li>• PET/LIT, gender &amp; health training</li> <li>• Loans and savings</li> </ul>	<ul style="list-style-type: none"> <li>• Water project</li> <li>• PET/LIT, gender &amp; health training</li> <li>• Loans and savings</li> </ul>
Information for community development	<ul style="list-style-type: none"> <li>• Problems with water supply/when is the water project starting</li> <li>• PET/LIT, gender &amp; health training</li> <li>• Loans &amp; savings</li> </ul>	<ul style="list-style-type: none"> <li>• Importance of cooperation, support, participation &amp; voluntary labour</li> <li>• Water point/tap awareness (payments, hygiene and disease, rules, tap attendants, security)</li> </ul>	<ul style="list-style-type: none"> <li>• Resolving problems concerning PROPECT projects</li> <li>• ABO leadership training</li> </ul>	<ul style="list-style-type: none"> <li>• Resolving problems concerning PROPECT projects</li> <li>• ABO leadership training</li> <li>• Importance of cooperation, support, participation &amp; voluntary labour</li> <li>• Water point/tap awareness (payments, hygiene and disease, rules, tap attendants)</li> </ul>

**Table 9:** Table of responses from participants in group discussions on the problem of poor flow of communication and information among the ABO members and the residents.

Questions /Problems	Causes of poor communication between ABO members and residents	Consequences of poor communication between ABO members and residents	What to do to improve communication between ABO members and residents
Responses	<ul style="list-style-type: none"> <li>• Misunderstandings;</li> <li>• Laziness/neglect/ Forgetfulness;</li> <li>• Jealousy/selfishness/ Personal interest in the information/hiding information (by ABO members);</li> <li>• Mistrust/lack of respect (for some residents by some ABO members);</li> <li>• Lack of resources (megaphones, transport, money, paper, pens);</li> <li>• Lack of education and fear to approach people by some ABO leaders;</li> <li>• Lack of feedback from residents/ignorant residents.</li> </ul>	<ul style="list-style-type: none"> <li>• No meetings,</li> <li>• No development/ Improvement/ Civilisation/ cooperation.</li> <li>• There will be poverty, diseases and deaths, conflicts etc.</li> </ul>	<ul style="list-style-type: none"> <li>• Good understanding/ cooperation between ABO members and residents, love for each other, honest;</li> <li>• Good organisation, good leadership, tolerance, holding regular meetings with residents;</li> <li>• RDC should invest in publicity materials (megaphone, bicycle for transport, broad sheets, markers), write poster translated in main languages;</li> <li>• Elect the right/active person for publicity work, leaders should lead by example;</li> <li>• Carry educational campaigns for residents;</li> <li>• Use appropriate communication channels.</li> </ul>

**Table 10:** table of channels of communication used by ABOs to communicate with and mobilize people in the compounds.

Types of Channel	Channel of Communication
Inter-personal communication	<ul style="list-style-type: none"> <li>• Use of tap attendants to pass on messages to the residents when they come to draw water.</li> <li>• Use of word of mouth, involving going from one house to another. (One zone in Kanyama reported that they have a bicycle which their publicity secretary uses to go round and meet with residents).</li> <li>• Some leaders say they use a combination of more than one method.</li> <li>• Holding meetings with residents around water points, where residents are readily found, or will naturally come there to draw water.</li> <li>• Drama groups may be used to attract and gather people together around markets or water points so that they can be addressed.</li> </ul>
Mass communication channels	<ul style="list-style-type: none"> <li>• Use of megaphones to announce messages. But there is no RDC which has its own megaphone. They borrow from local health centres or CARE.</li> <li>• Use of posters.</li> <li>• Use of drama groups to perform sketches, songs and dances that convey messages.</li> <li>• Use of call-outs, involving sending out small notices to residents.</li> <li>• Use of drums. This means that a certain type of drumming is understood by the residents to convey a specific message.</li> </ul>
ABO-Residents meetings	<p>Many residents expressed ignorance about the existence of ABOs and ABO members. A sign that there was little or no communication between residents and ABO leaders.</p>
Communicating through Community-Based Organisations (CBOs)	<ul style="list-style-type: none"> <li>• PROSPECT and ABOs are trying to incorporate community-based organisations like churches, associations, clubs and other local NGOs, so that their members can be accessed with messages from RDCs and PROSPECT.</li> <li>• Other organisations which PROSPECT and RDCs would like to access with information are government institutions like schools, clinics, police posts etc.</li> </ul>

**Table 11:** table of documentation produced or received in ABOs concerning development activities in the compounds.

Documentation	Activity
Minutes (of meetings)	<ul style="list-style-type: none"> <li>• Many meetings at RDC and FZR and some at zone level have a minute secretary.</li> <li>• But not all meetings have minutes or are documented. A search for the minutes at RDC and PROSPECT field offices yielded few documents, which is ironic since the ABOs claimed to hold frequent meetings.</li> </ul>
Storage and retrieval of documents	Established ABOs like Chipata and Kanyama have offices with file cabinets, were documents which they produce and receive like letters, reports, project proposals, accounting documents etc. can be filed.
Information brochures/leaflets	<ul style="list-style-type: none"> <li>• PROSPECT or RDCs have not produced information products like brochures and leaflets to inform the residents about programmes like loans and savings and personal empowerment training and gender and health and personal hygiene.</li> <li>• The transmission of information about loans and savings, personal empowerment, gender and health and personal hygiene training programmes, is left to the ABO members, local (volunteer) facilitators and information networks and PROSPECT field staff to pass on through word-of-mouth.</li> </ul>

## 7.2 Discussion

Zambia's involvement with the concept of community participation in the informal settlements of the urban areas, began in the early 1970's with the GRZ/World Bank funded Squatter Upgrading project, involving compounds like Chaisa, George, Chawama, Garden and Chipata etc., (Kunda, 1999: 2). In this project, communication between the planners and the residents is said to have included briefing and informing the residents, intended to achieve awareness, understanding, agreement and action. The project implementers used the "one party political system" structures to organise and communicate with the residents (Rakodi, 1981: 33).

Rakodi adds that the project was planned and designed by a team from the National Housing Authority (NHA), the LCC, the Ministry of Local Government and Housing and the World Bank, without the participation of the residents. Participation in the implementation stage of the project occurred when people began to improve their personal dwelling conditions. Voluntary labour for public works such as schools, health and community centres and markets, was not popular. The result is that less was achieved than originally planned.

Twenty-five years on, community participation is still being practiced in the development of public utilities in the compounds. As if with hind-sight, community participation is now more involving. Residents are given a chance to provide inputs in formative evaluation, project planning and design, implementation, monitoring and summative evaluation. Communication channels between planners and the beneficiaries has been improved with the use of participatory methods in collecting baseline information for project planning and design and in monitoring and evaluation and the new non-political community leadership structures of the ABOs.

The use of ABO's to communicate with beneficiaries and through which to channel project interventions has a good basis for justification. According to UNESCO (1996: 20), all societies have evolved institutions, mechanisms and structures to deal with the complexities of human interaction. If a development activity is to be sustainable, it will have to be integrated with these local institutions and the general pattern of activity for that society. This also serves as a measure of acceptance by the local people. So UNESCO

advises that in order to verify whether a project has some local validity what is needed is to ask and answer questions like: Is there institutional support for the project (e.g. council, local government, religious institutions, schools, political bodies etc.)? If new structures have been created, are they rooted in the institutional life of the community? I could be said that ABOs have local validity as they are elected by the local people and are recognised as entities by the local councils.

#### 7.2.1 Participation by beneficiaries in implementing projects

It is clear from the findings that PROSPECT is by design a programme meant to maintain collaborative and consultative arrangements between itself and the beneficiaries. This is being achieved through the participatory methods such as Participatory Appraisal and Needs Assessment (PANA) for collecting data like base-line information etc. planning meetings and discussions with the residents and the ABO structures established in all the compounds in which PROSPECT has projects. PROSPECT has dedicated a whole component (Institutional Building) in its establishment to form and nurture ABOs to facilitate participation.

As seen in Table 3, the involvement of local communities begins with PANA survey in the compounds PROSPECT wants to establish projects. This is a kind of formative research aimed at providing information needed for planning and project design. From this PROSPECT is able to form an understanding of the situation in the compound; understand the key issues, needs and problems and their causes and the impact of those problems.

Later the residents provide in-puts in the project when they are informed and consulted. Issues that may be of concern at this point include, negotiations on the siting of a water point, where the pipe line will pass and arrangements on how voluntary labour and what type of skills and expertise would be brought to bear on the project by the residents.

When the project is in progress residents participate by contributing voluntarily free labour, both skilled and unskilled. There is always opportunity costs for participating in development projects, at least in the short term. In the case of PROSPECT the eventual benefits of its projects directly reward the residents for participating. For example, in the water project opportunity costs among those who participate are apparently rewarded by

the fact that hitherto, water supply has been a very big problem. Solving the problem would be beneficial to all, in terms of saving both money, effort and time.

Another aspect about participation in contributing labour is peer pressure. Many residents fear to be ostracised by their colleagues, if they did not contribute labour. In such cases, even when the owners of a household have full time jobs, they would make sure a member of the family participates on their behalf. This is easily possible in the dependents and extended family system of the Zambian culture.

Once the project is set-up, residents get involved in the day-to-day decisions about the project by proxy, through their elected representatives in ABO. For example, the RDC is currently running and maintaining the Chipata water supply, with the help of PROSPECT and the LCC. It has employed accounting staff, tap attendants and a stores clerk etc. (Table 3). Residents participate in ensuring the sustainability of the water supply service by paying for the water. The money raised is ploughed back into maintenance and management. The residents also provide security of the taps against vandalism.

### 7.2.2 Participating in the benefits of PROSPECT

In terms of participating in the benefits, Chipata compound residents have moved from a situation where there was little or no water, to a situation where now there is a water point within 200 metres of each house (see Appendix 2). Access to the water points is easy for everyone, including children, as long as a household pays for it (through annual membership and monthly subscriptions, or daily). Residents who pay are given a card on which the water attendant ticks each time a household comes to draw water. Each household is entitled to a given number of 20 litre water containers per day. The water from the PROSPECT project is cheaper, than that from other sources.

In micro-finance projects, residents through ABO members work with PROSPECT staff to mobilize participants to form loans and savings groups. The complaint from PROSPECT staff, however, is that ABO members tend to misinform residents by over-emphasizing the loans part, to the neglect of savings and personal empowerment training components. The problem is that the leaders might want to make their message attractive by mentioning the

word, "loans". It is also possible that some leaders do not just pass on the information to their colleagues (Table 9).

The figures in Table 4, show that after one year in micro-finance, participation and disbursement of financial and other benefits to the residents are below target. For example, while the goal is to train over 12,000 residents in five years, the micro-finance component has only trained 700 participants since March 1998, when the target should be about 2,500 per year. In terms of financial benefits, micro-finance has disbursed only 16 Million Kwacha after one year of operation (out of a total of over 500 Million Kwacha over five years), when the target should be about 100 Million Kwacha per year. (Tomesen & Choongo, 1999).

Dependence on the word-of-mouth of ABO members to mobilize people to participate in the micro-finance programmes and lack of marketing, have been blamed for causing the poor results. Apart from the cases of some ABO members giving "wrong information" about micro-finance, by putting too much emphasis on loans and neglecting groups savings and personal empowerment training. The problem with this is that the residents get disillusioned when they are told by PROSPECT staff that they are not going to be given loans until they are trained and they demonstrate that they can save money as a group.

Table 9 shows that some leaders may in fact hide information from the residents because of "jealousy or their personal interest in it". The same table also shows that information may not be passed on to the beneficiaries because of the ineptitude and incompetence of some ABO members.

Clearly, there is a need to improve the way information about micro-finance is communicated to potential participants in the programme. This also goes for other "low profile" sectors of PROSPECT like gender and environmental health and personal hygiene. One way of cheaply marketing and informing residents about these programmes is by writing brochures and leaflets which can be distributed wide and far within the compounds. Other targets would be community-based organisations (churches, associations, clubs, NGOs) and government institutions (clinics, schools etc). This means that the word-of-mouth currently being used by ABO members, local (volunteer)

facilitators and information networks and PROSPECT field staff, could just reinforce the written messages. The brochure could be cheaply created by desktop publishing, so that they can be easily re-produced by ABOs through photocopying.

Additionally, PROSPECT and ABOs could consider the possibility of starting newsletters for programmes like loans and savings, personal empowerment training, gender and health and personal hygiene. After training, participants need to continue to share new ideas and information and find new inspiration from the challenges and successes of their compatriots.

Kotler and Roberto (1989: 45), advocate the use of more than one channel of communication to improve the chances of success in information campaigns. So as part of the mobilization process for the micro-finance (or any other) component, PROSPECT and the ABOs could also produce a documentary in which the contents should include training sessions, case studies and success stories of previous participants. The video could be shown in the compounds after which there could be discussions or question and answer sessions with PROSPECT staff or compound facilitators. It would be helpful if ABO members would be in attendance too.

### 7.2.3 The benefits of projects originating from the RDC (NOW projects)

The findings in Table 3 show that another level of participation by residents in making decisions that affect the development of their compounds can be seen in projects that are conceived by RDCs (also known as NOW projects). Here the residents identify the problem like garbage collection or community policing etc. at zone level. Zone leaders would then take the idea to the FZR, which is a policy-making body. Finally, the RDC would be given the task of implementing the ideas beginning with the writing of a project proposal and later contacting funding agencies, if necessary. As shown in the table, PROSPECT staff do help the RDCs in writing project proposals, if asked.

This example of a bottom-up approach to project formulation and implementation, is very important because it helps broaden the scope of activities of the RDCs, especially at ZDC level. It broadens the participation of the ordinary residents in the planning and designing

process, thereby giving the local people genuine control over development projects affecting their compounds.

The centre of activities in the ABO structure is now on the RDC. There is too much pre-occupation by PROSPECT and the LCC with the RDC. The result is that the ZDC is neglected. The NOW projects could help shift the centre of activity from the RDC to the ZDC by keeping development activities and the spotlight at the zone level. Keeping the focus on the residents at zone level could help retain enthusiasm in participation and improve opportunities for contacts and communication between the residents and their leaders. It also means, for example, that as the ABO members and the residents participate and work together on local (zone) projects, questions on larger issues of infrastructure improvement, micro-finance etc., could naturally come to the fore and the leaders and residents would have an opportunity to share information and knowledge (communicate).

The NOW projects could also deal with the problem of ensuring that ABO leaders, especially at ZDC level, remain relevant to the compounds. Since the ABO structures were formed with the help of PROSPECT, many people think that their only function is to bring water to the compounds. Once this is completed as in the case of Chipata, the usefulness of the ABOs is considered over, or when the project takes too long to start, as in the case of Kanyama, the ABO members lose credibility, and they cease to be effective as leaders. This means that in between the "big or main projects", the NOW projects could still give ZDC members and the entire ABO structure an opportunity to lead.

However, for all concerned to take full advantage of the strategic value offered by the NOW projects, institutional building staff should ensure that ABO members are alerted during the ABO training to this opportunity of communicating with their people available while working on the locally formulated or the so called NOW projects. It also means that discussions on the topic "communication" during the ABO training, should focus on the role of communication in development, exploring appropriate and practicable ways of communication with the residents. So apart from helping the residents in the informal settlements live a better life, donor support for the NOW projects could have strategic value.

#### 7.2.4 Communication and flow of information

Through the ABO structure, PROSPECT has endeavoured to create structures that allow the flow of information between itself and other stakeholders on one hand and the community leaders and residents on the other, to facilitate participation. However, evidence (Tables 5 – 7) shows there is a tendency for PROSPECT and the LCC to put too much emphasis on ABO members as if the formation and nurturing of ABOs is an end in itself. The result is that while communication and flow of information is relatively good among PROSPECT and LCC and the ABOs, there is an apparent disconnection between ABO members and residents.

Instead of being a veritable tool for mobilization, which it potentially looks to be, the ZDC in the ABO structure, has been identified as the weak link. The findings in Tables 5 to 8, provide us with some clues for the causes of the disconnection. While ABO members meet frequently among themselves and with LCC and PROSPECT staff, there are far fewer contacts between ABO members and their people (Tables 5 – 7). It might also mean that one reason why the ZDC is failing to act as a tool for mobilising people to participate in development projects is because the focus of activities in the ABO structure is on the RDC, to the neglect of the ZDC.

Secondly, Table 8 shows that the provision of information from PROSPECT and ABO members to residents is supply-driven, as opposed to being demand driven. This means that it is PROSPECT and the LCC, in conjunction with ABO members, who decide that they have information and need to make contact with the residents.

The same table shows that it is only in few instances when residents demand that PROSPECT, LCC and ABO members supply them with specific information. Even then, the residents are likely to demand for information on things concerning personal gain, such as PET/LIT training, loans and savings, rather than community projects.

Since residents do not usually demand for information, there is little that can force ABO members, especially at ZDC level, to hold meetings among themselves and with the residents regularly. While PROSPECT and LCC staff may be motivated to make contact and share information with ABO members and the residents because they are paid for it,

ABO members have no such motivation. Regular meetings between residents and ABO members is one of the suggestions for improving communication with residents, respondents gave during focus group discussions (Table 9).

The disconnection between leaders and their people, is not an anomaly in Zambia. It is common even on the national political level, where leaders hardly meet with the electorates after being elected. However, the same leaders attend Council or National Assembly meetings, as the case may be. One of the obvious reasons for this is that people will always take the easy way out. It is difficult to organise people for meetings, especially if the people think the leader has nothing to offer them, while there is an aura of status, power and prestige in meetings with PROSPECT and LCC officials, for example (Table 1).

As already pointed out, the findings in Table 9 show that other reasons for the poor state of communication with residents range from some ABO members hiding information, if they have personal interest in it, to personal failings and ineptitude such as laziness, neglect, forgetfulness, jealousy, selfishness, lack of education and fear to approach people. Naturally, there will always be leaders with such failings, but at least ABOs should be careful about the people they choose as publicity secretaries. They should choose, among themselves, competent and selfless people with a flare in public relations, who can easily mix with others.

As expected, Table 9 also shows that lack of resources such as megaphones, transport, money, stationery (including broad sheets for posters), markers etc., in RDCs, have been cited (Table 9) as some of the causes of poor communication between residents and ABO members. One zone in Kanyama compound, however, reported that they have a bicycle for their publicity secretary, which helps him to go round informing residents. Other zones could be encouraged to follow this example of investing in resources that can assist in communication and mobilization for participation. Currently, PROSPECT supplies the RDCs with some of the requisites needed for communication, but this is inherently not sustainable. A sustainable way would be for RDCs to invest in some or all of these items. RDCs that are running water schemes, for example, can easily afford expenses for the purchase of communication resources.

### 7.2.5 Intra-ABO communication and flow of information

On the surface, evidence presented in Figure 7, and Tables 5 – 7, indicates that there should be good interaction between ZDC, FZR and RDC members through the system of representation (two ZDC members in each zone are elected to the FZR and 10 FZR members are elected to the RDC). However, one can not be sure whether the flow of information and communication actually goes on within the ABO structures. What with evidence presented in Table 9 showing that some ABO leaders hide information, or do not care about passing on the information, while other leaders may be too timid to communicate.

To ensure an improved flow of information, there must be a requirement of reporting on meetings in the ABO structures. During the FZR meetings, zone representatives must present brief reports on meetings they had as zone committee members and with the residents, while the RDC members in the FZR should report on meetings held in the RDC. The rest of the ZDC members (who are not in the FZR) should demand for briefing meetings with their representatives after each FZR meeting.

### 7.2.6 Mobilization of residents for participation

As already pointed out, the ABO system is potentially a veritable tool for mobilizing people to take part in development. A zone is small enough (no more than 250 households), for the 10 committee members of the ZDC to know all the permanent residents and reach them with information about meetings, or to identify problems and possible solutions.

However, development workers should not expect miracles. Experiences with organisations such as neighbourhood watch associations in our own residential areas show that people are apathetic to resident committees, unless the problem is acute and the people can be made to believe that the association can solve the problem. This means that ABOs will need help. Below are some suggestions that might help ABOs to remain potent as tools of community mobilization.

The formation and nurturing of ABOs by PROSPECT and the LCC should focus on the role of ABOs in mobilizing residents for participation. This means that during ABO

training, PROSPECT must emphasize on exploring strategies, tools and tactics of communication and mobilization for community participation. Having put this in place, PROSPECT will then need to measure the effectiveness of ABOs in communicating and mobilizing residents for participation and adjust its ABO training programmes accordingly (if necessary). PROSPECT already has tools for measuring the effectiveness of ABOs, like the ABO matrix and the ABO awareness survey (Table 7). However, the designers of these tools did not recognise “effective communication and mobilization for participation” as a separate unit of assessment.

Secondly, before PROSPECT or any other development agent starts a project in a compound, there must be an awareness campaign, carried out by the concerned development agent in conjunction with the local ABO, to create interest and spread knowledge about the project (and its benefits) and what is expected of the residents. Although this is not a participatory approach, it could act as a general introduction to the project, so that later the work of leaders at the ZDC level to engage in dialogue with the residents to mobilize them for participation could be made easier. The assumption is that such awareness campaigns will be complemented, later or before, with the usual information exchange activities such as face-to-face zone meetings between ABO leaders and the residents and the research activities by PROSPECT like, formative and summative research and monitoring and evaluation.

The need for awareness campaigns is supported by the evidence in Table 9 which shows that the residents and ABO members alike, see the need for “education” campaigns in the compounds. The awareness campaigns at the beginning of a project could deal with the problem of ABO members who hide information, or who fail to pass on the information to the residents and misinformation. Strategies, tools and tactics for mobilization could include holding meetings that will involve local politicians (Area MP, councillors), use of drama groups to attract people for meetings or to produce and convey messages, video production etc.

Thirdly, once the project is made known to the residents, it must begin immediately and the project interventions must be released according to plan. The case of Kanyama where it has taken four years for the project to begin, is a bad advertisement for those that have to

mobilize their colleagues for participation. May be this explains why, unlike in the Chipata water project, the participation levels in the Kanyama water project from the residents is said to be below expectations.

Fourthly, it has been seen how frequent contacts (tables 5 – 7) among PROSPECT, LCC and ABO members seem to promote communication between these groups. PROSPECT should encourage genuinely voluntary contacts between ABO members and the residents to promote communication between them. The opportunity for contacts that the NOW projects (Table 3) are likely to make available to the residents in the compounds, is one such example which PROSPECT can use as a strategy to keep and communication between ABO members and residents alive. As already pointed out it means, for example, that as the ABO members and the residents participate and work together on local (zone) projects, the ABO members and the residents will naturally communicate on development issues concerning their compounds.

#### 7.2.7 Channels of communication

The channels of communication ABO members use in the compounds can be classified into two groups (Table 10). That is, inter-personal communication and mass communication. The findings show that interpersonal communication channels include door-to-door delivery of messages through word-of-mouth, leaving messages with tap attendants who pass them on to people who come to draw water, zone meetings held at water points etc.

As indicated in the conceptual framework of this report, the advantage of interpersonal communication channels is that they have greater effectiveness in dealing with apathy or resistance on the part of the receiver of a message. They provide for a two-way exchange of information, so an individual can secure clarification or additional information about the message. This characteristic allows individuals to overcome the social-psychological barriers of selective exposure, perception and retention (Rogers, 1995: 17).

Mass communication channels (Table 10) in the compounds include the use of megaphones, posters, drums, sending out call outs etc. Mass communicated messages create knowledge and spread information rapidly and might lead to changes in weakly-held

attitudes of some residents. However, it is generally accepted that mass communication channels are more important at the knowledge stage, while interpersonal channels might be useful at both information and persuasion stages (Rogers, 1995: 17).

Many ABO members acknowledged using more than one way of communication at the same time to get messages to the residents. This is consistent with the tested ideas of how one can improve the effectiveness of information campaigns, by using more than one communication channel and redundancy (Kotler and Roberto, 1989: 45).

The tactics and tools of gathering people and producing messages include drama group performances (sketches, songs and dances) done at water points and markets (Table 10). However, at the current charges by drama groups of K75,000 per hour, this might be too expensive for normal zone meetings. But it is also possible for local people to form drama groups and perform as a personal contribution to the community.

The use of water points and tap attendants to spread messages is ingenious. Traditionally, the water wells are very popular places. This is where women share news and information (including interesting gossip) and teach girls and young women about the responsibilities of womanhood and marriage. The modern communal water point has been robbed of some of this aura because of the heterogeneous nature of the urban population. It is interesting that now the communal water point could retain some of its interest by using it as a centre of exchange of information about development in the compounds.

The use of water points for spreading information can be reinforced, if ABO members can consistently continue to hold meetings there with the residents. They could also put posters and leave messages with tap attendants who can pass them on to whoever comes to draw water. Hopefully, in future information seekers could be going straight to the water point. For tap attendants to become proficient information brokers, they will have to be knowledgeable about PROSPECT, community participation in development programmes, ABO structure etc. In this regard, the institutional building component could consider extending its orientation programme to tap attendants too.

### 7.2.8 Documentation of information, storage and retrieval

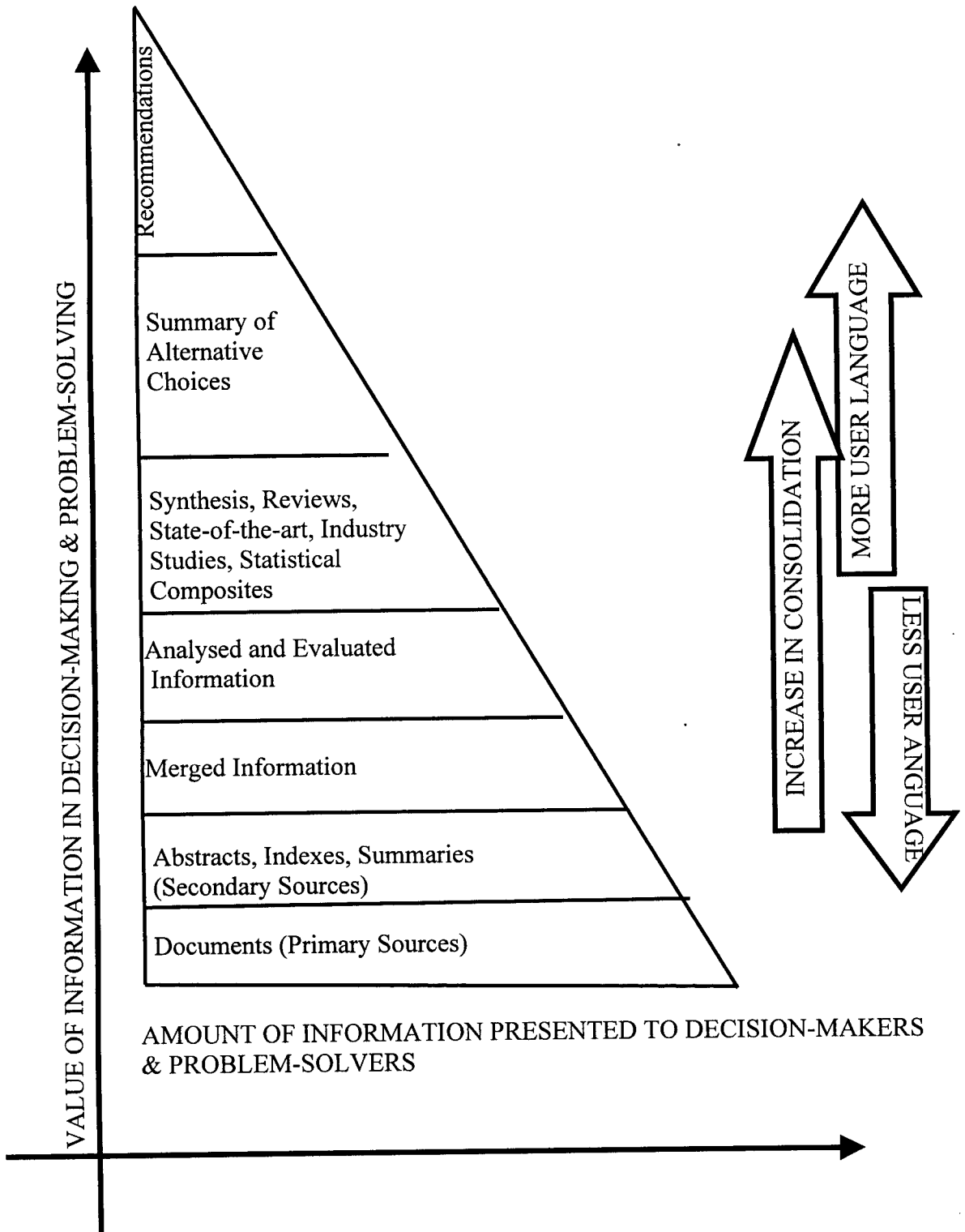
If communication is a means by which data, information and knowledge are conveyed from one person to another, then it is clear that without information or knowledge, there would be nothing to communicate. Since no one can remember everything, it is only logical that ABOs document their activities, such as meetings and that the documents they produce (letters, minutes, project proposals, accounting papers etc.) and those they receive from other organisations, are filed for future reference. They should also get filing cabinets and files to support the storage and retrieval of information. Primary documents produced or received by an organisation are important in present and future decision-making situations. They might also help present and future office bearers to see how a similar problem they are facing now was solved by their predecessors.

Evidence presented in Table 11, shows that established RDCs (e.g. Chipata and Kanyama) do have a system of keeping (or filing) documents. But, it is doubtful if the RDCs file all the documents they produce and receive from other organisations. Secondly, although some meetings held by ABOs have recorded minutes, which are sometimes sent to PROSPECT head and field offices in the compounds and the LCC, many meetings do not have recorded minutes.

Figure 8 shows how in a formal organisation, information is given more value for decision-making situations as it is processed and consolidated from primary sources (letters, receipts, payment vouchers, plans, project proposals and reports etc.) up to the act of representing recommendations at the highest level of the decision-making process. The whole process might occur over a year or more and when the recommendations are finally given in very few pages, it is often not recognised that the process began with all sorts of people recording voluminous primary documents. It should also be noted that the volume of information reduces as it becomes more useful in decision-making situations and gains more user language.

For the information system to be useful and relevant in the decision-making process in the ABOs, it must have pre-determined parameters. That is, it should provide for the information needs of a given group of users, within the given subjects and information

**Figure 8:** Value of Information in decision-making and problem-solving



Source: Tesfaye Biru

sources and in relation to the group's problems, under given economic and social-cultural constraints and requirements. The minimum functions and processes of an information system include selection and acquisition of information sources; representation or restructuring of information; organisation; storage; and/or the making of information products (e.g. indexes); retrieval; and dissemination.

In conclusion, one could say that according to the findings in this chapter, PROSPECT has all the best intentions of involving the beneficiaries in its projects, as advocated in the conceptual framework and literature review of this report. PROSPECT also has the best intentions of making communication between itself and the beneficiaries participatory. This being the case, what is needed is to perfect the art of achieving these goals. The ideas propounded in the discussion in this chapter and the recommendations given in the following chapter are an endeavour to make a contribution in that direction.

# Chapter 8

## Conclusion and recommendations

From the findings and discussions in this report, the following conclusions and recommendations can be made.

### 8.0 Conclusions

Levels of participation by beneficiaries in PROSPECT are generally good. Participation is enhanced by the use of ABOs and other forms of consultations, such as meetings between stakeholders. Participation is also enhanced by PROSPECT research activities like formative and summative research and monitoring and evaluation. From the experience of PROSPECT in implementing projects, one learns that if a project addresses real needs (like water supply), people will participate without regard to opportunity costs, as participation is fully rewarded by the eventual benefits of savings, for example, in terms of money, time and effort.

However, participation can still be improved upon in PROSPECT, as the evidence indicates in the case of micro-finance programmes (Table 4), in which after one year of being in existence, participation has been judged to be poor. It has also been seen in this report that while participation levels in the construction of the Chipata water project was generally accepted as good, the same can not, however, be said about the Kanyama water project which PROSPECT is implementing now. Since participation and the whole process of development is knowledge-intensive, it is safe to conclude that the flow of information to the beneficiaries needs to be improved upon if the local people are to fully participate in project implementation and in the eventual benefits.

One of the reasons why development workers seem to have more, and sometimes, undue influence on development projects is because in most cases they have more information than the beneficiaries. This situation is usually exacerbated by the fact that development workers may also be in control of the resources or the project interventions. While it would be almost impossible to reverse the scenario where development workers have more information than the project beneficiaries, the situation can at least be ameliorated by doing several things.

First, as a project there is a need to ensure that the provision of information from development agents (PROSPECT, LCC etc.) and ABO members, to the project beneficiaries, is demand-driven rather than supply-driven. This is because when the provision of information is demand-driven, the process becomes more efficient as development workers concentrate on giving out only the information that is needed.

Second, it is important to generate and maintain interest in the project from the beneficiaries, which can set-off the local people to seek more information about the project. One way of beginning to generate interest is by conducting awareness campaigns for new projects initiated by development agents.

Third, interest can be aroused and retained if more development activities are truly started from zone level. This is where the NOW projects, which as indicated in the findings and discussion are originated from the local people themselves, can help in playing the role of maintaining the interest of the residents in the development of their compounds.

The new ABO structure (with the addition of FZR and ZDC) represents a real genuine effort at finding the solution to the problem of mobilizing people to take part in development programmes, never seen before in the history of community participation in Zambia. It should be given all the support to succeed as suggested above in the chapter on discussion and below in the recommendations. The problems of the disconnection between the ZDC and the residents which has been identified as causing the bottleneck in the flow of information throughout the project-cycles should be expected as a normal process of development. These problems should elicit solutions rather than condemnation for the entire ABO structure, as some researchers like Tomesen & Choongo (1999), have done.

Total condemnation of the ABO structure will only make us throw the baby out with the bath water. To begin solving some of these problems of the disconnection between the residents and the ZDC, PROSPECT and the LCC must focus attention on helping ABOs possess and use strategies, tools and tactics for mobilizing the residents for community participation. Some of these solutions have been suggested in the discussion and recommendations of this report.

## **8.1 Summary of recommendations**

These recommendations have been presented in such a way that they can be implemented as they stand without reference to other sections of this report. However, for a deeper understanding of the background, references should be made to the relevant sections in Chapter 7, Section 7.8 (findings and discussion).

### **8.1.1 Participation**

1. There is a need to encourage ABOs to take on projects (the NOW projects) other than water to broaden the scope of activities and participation at especially at ZDC level. Such projects could be, for example, garbage collection. Community activities at zone level, would help to give an opportunity for ABO members to lead, communicate and be in contact with the residents. Activities at zone level could make project formulation, planning and design truly participatory.
2. Once the project is started, the development activities and project interventions must be immediate and sustained in order to retain the enthusiasm of ABO members and residents to participate. This is very apt in the case of micro-finance and the Kanyama water project. In the case of micro-finance only K16 million out of the targeted K100 million was disbursed in 1999. The Kanyama water project was announced four years ago and PROSPECT only started implementing it in 1999. This could partly explain why there is low participation and enthusiasm for both projects.

### **8.1.2 Flow of communication and information**

1. PROSPECT and the LCC have put too much focus on the RDC to the neglect of the ZDC. It is time attention was shifted from the RDC to the ZDC, by using the NOW projects, for example, to improve communication at zone level between the residents and zone leaders.
2. ABO members at zone level should hold briefing meetings among themselves and with residents regularly.
3. To ensure an improved flow of information within the ABOs and to the residents, there must be a requirement of reporting on meetings in the ABO structures. During the FZR

meetings, for example, zone representatives must present brief reports on meetings they had as zone committee members and with the residents, while the RDC members in the FZR should report on meetings held in the RDC. It could also help if the rest of the ZDC members (who are not in the FZR) could start demanding for briefing meetings with their representatives after each FZR meeting.

4. Without making it more bulky, the institutional building ABO training manual should include a concise guide in the section on communication. At the moment, there is just a title “communication and consultation”, without notes for the facilitator. Here, ABO members should be encouraged to implement the suggestions on improving communication within the ABO structures and with the residents and how to manage information (Appendix 4).
5. The focus on the topic on “communication” in the training of ABO members, should concentrate on exploring appropriate and practicable ways of communicating with the residents and the opportunities available to ABO leaders and residents in the compounds to share information (Appendix 4).
6. The importance of communication in development is obvious. CARE and PROSPECT should consider incorporating expertise for communication for development aspects in all their development programmes and have a separate budget for communication activities. Instead of doing this through trial-and-error, CARE could consider setting up a small consultancy to advise how best this can be achieved.

### 8.1.3 Mobilization for participation

1. Before PROSPECT or any other development agent starts a project in a compound, there must be an awareness campaign, carried out by the development agent in conjunction with the local ABO, to create interest and spread knowledge about the project (and its benefits) and what is expected of the residents. Awareness campaigns could stop misinformation or the reported hiding of information considered beneficial by ABO members.

The assumption is that such awareness campaigns will be complemented, later or before, with the usual information exchange activities such as face-to-face zone meetings between ABO leaders and the residents and the research activities by PROSPECT like, formative and summative research and monitoring and evaluation.

2. Strategies, tools and tactics for mobilization for compound-wide awareness campaigns should include holding meetings that will involve cooperative local politicians (Area MP, Councillors etc), use of drama groups to attract people for meetings and to produce and convey messages, video production, leaflets and brochures etc.
3. On ordinary days, the use of drama groups to mobilize people to attend zone meetings and to produce and convey messages, should be encouraged whenever it can be afforded. However, in order to make it more affordable, local drama groups could be encouraged to charge less and regard the difference as part of the group's contribution to the community.
4. The NOW projects, which as already observed, are originated from the beneficiaries, should be encouraged as a strategy to keep zone leaders relevant and give them an opportunity to lead during the periods when there is no major project like water supply. In this way the ABOs will remain a potent tool for mobilization in future projects. As of now, once a big project is completed as in the case of the Chipata water project, ABO leaders are deemed irrelevant, or once the big project is not implemented on time as in the case of the Kanyama water project, the ABO leaders lose credibility.
5. To measure and monitor the effectiveness of ABOs in communicating and mobilizing residents for participation, the institutional building component and the research, monitoring and evaluation unit should incorporate "effective communication and mobilization for participation" as a separate unit of assessment in the ABO matrix and the ABO awareness survey, respectively.

#### 8.1.4 Channels of communication

1. The water point should be used to spread information at zone level through posters or portable chalkboards. Zone leaders should take advantage of people who come to draw

water by holding meetings at water points. Tap attendants can be given specific messages to pass on to each person that comes to draw water. To make tap attendants more effective as information brokers, they should be knowledgeable about PROSPECT, its projects, the ABO structure and the concepts of development and community participation. Therefore, institutional building staff should extend their training courses to tap attendants.

2. ABOs must invest in equipment and materials to communicate with residents. The resources could include a bicycle to be used by publicity secretaries, a megaphone, portable chalkboard, stationery (broad sheet paper, markers for posters and writing paper). The present situation where these are supplied by CARE or government institutions like local clinics and schools is not sustainable.
3. ABO members must ensure that they choose, among themselves, suitable persons as publicity secretaries, with the right aptitudes in public relations, out-going personality, selflessness and who can easily mix with people etc.
4. ABOs should work with community-based organisations (churches, Parents-Teachers' Associations, schools and clinics, police posts and local NGOs) to get messages to the residents.

#### 8.1.5 Publicity materials

1. PROSPECT and ABOs should produce newsletters, brochures and leaflets to inform the residents about programmes like loans and savings, personal empowerment training, gender and health and personal hygiene. This will help in reducing misinformation and inaccuracies that occur when informing people through the word-of-mouth by all kinds of people. It also helps in avoiding the problem of some ABO members hiding personally beneficial information from residents. The brochures and leaflets should be cheaply created through desktop publishing, so that ABOs can easily reproduce them by photocopying. This is not a participatory method. It is recommended here purely to supplement other participatory methods already in use by PROSPECT.

2. There is a need to produce a video or documentary as part of the mobilization strategy for micro-finance and other programmes like loans and savings, personal empowerment training, gender and health and personal hygiene. The contents should include training sessions, case studies and success stories of previous participants in the loans and savings and personal empowerment training programme.

The video could be shown in the compounds and after each show, there could be discussions or a question-and-answer session with PROSPECT staff and compound facilitators. It is recommended that ABO members should attend such shows. A small consultancy could be established for a development communication worker to produce the documentary through participatory message-making. This is important to ensure that PROSPECT maintains the participatory process to which it looks already committed.

#### 8.1.6 Documentation of information, storage and retrieval

All ABO (RDC, FZR and ZDC) activities and meetings should be documented without fail. The documented information should be filed for future reference. ABOs should get filing cabinets and files for the storage and retrieval of information documents they produce and receive from other organisations. The file cabinets should have indexes.

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# Appendices

## *Appendix 1: Individuals Interviewed*

### PROSPECT Staff

1. Malekiado Phiri
2. Joyce Malasha-Phiri
3. Patricia Mwape
4. Patriacia Kasapatu
5. Mina Brill
6. Alex Musonda
7. Mutale Nkonde
8. Robert Sanyikosa

### Residents

- |                      |                       |
|----------------------|-----------------------|
| 1. Anne Tembo        | 9. Priscilla Kayumba  |
| 2. Loveness Palangwa | 10. Tenford Banda     |
| 3. Naoki Mori        | 11. Simon Ziba        |
| 4. Ndogwe Sitima     | 12. Jelasi Kanongesha |
| 5. James Kamamwa     | 13. Partson Masubi    |
| 6. Davis Phiri       | 14. Jim Siakanomba    |
| 7. John Mwape        | 15. Philemon Zulu     |
| 8. Joyce Kabwe       |                       |

### ABO Members

- |                 |               |
|-----------------|---------------|
| 1. F.M Chisanga | 5. N. Mulenga |
| 2. L.O. Banda   | 6. M. Zulu    |
| 3. K.K. Nkhoma  | 7. A. Daka    |
| 4. S.L. Phiri   |               |

*Appendix 2: Criteria for tap stand location in each zone*

1. No house should be more than 200 meters from the location
2. (In sparsely populated areas this may increase to 300 meters)
3. Site should be located as centrally as possible within the zone
4. Access should be easy for everyone including children.
5. There should be a space around the tap stand. No building should be closer than 10 meters (ideally.)
6. If possible the site should be in the shade of a tree, (or tall building.)
7. There should be provision for some form of soakaway **OR** for the wastewater to be used for garden watering.
8. The site should not be in a low-lying area where rainwater will collect / cause a flood.
9. Clearly it may not be possible to meet all the above criteria and the community should decide the priority of the above.
10. The design of the structure will be looked at separately and should not be affected by the choice of location.

**Source:** *PROSPECT*

*Appendix 3: Letter form Head of Department (Mass communication)*

# **University of Zambia**

## **Department of Mass Communication**

Tel: 252514/292884

Telgrams: UNZA, Lusaka

Telex: UNZA ZA 44370

Fax: 260-1-253952

E-mail: [fkasoma@hss.unza.zm](mailto:fkasoma@hss.unza.zm)

P.O. Box 32379

LUSAKA

19<sup>th</sup> July, 1999

The Programme Manager

CARE PROSPECT

LUSAKA

Dear Sir/Madam

### **RE: PRACTICAL ATTACHMENT**

Following earlier consultations with you concerning the practical attachment of Mr. Raphael Jere with your organisation, we now submit the proposal for the attachment which will serve as a guiding document for the author. If there will be anything you object too in the proposal, make it known to the author so that we can amend the proposal.

We thank you for allowing Mr. Jere to serve his practical attachment with your organisation.

Yours sincerely,

Professor Francis P. Kasoma

Head

**Department of Mass of Mass Communication**

**University of Zambia**

*Appendix 4: An Insertion On The Topic "Communication" In The Institutional Building  
ABO Training Manual*

Notes on Communication

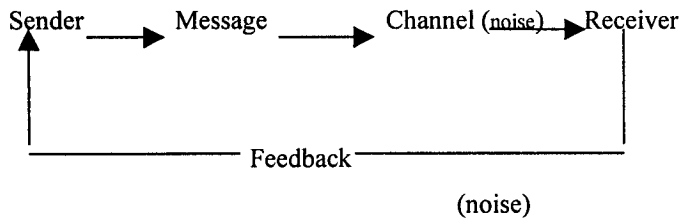
- Communication is the process by which participants create and share information with one another in order to reach a mutual understanding.
- In other words it is a means by which data, information and knowledge are conveyed from one person to another.
- To communicate is important because it helps us create cooperation and interact with each other, promote democracy, acquire information and entertain ourselves.
- Development would not be possible if there was no communication. Even to be aware that development has occurred, one needs to be able to communicate with others and oneself.

Examples of Types of Communication

- Inter-personal communication: communication between individuals.
  - Interpersonal channels are useful at both information and persuasion stages.
  - Interpersonal communication channels have greater effectiveness in dealing with apathy or resistance on the part of the receiver of a message. This is because they provide for a two-way exchange of information, so an individual can secure clarification or additional information about the message. This characteristic allows individuals to overcome the social-psychological barriers of selective exposure, perception and retention, to messages.
  - In the compounds inter-personal communication includes door-to-door information campaigns, meetings held at water points etc.
- Mass communication: communication between a mass media organisation (radio or TV station, newspaper etc.) and an undefined audience.
  - Mass communication messages are more important at the knowledge stage.
  - Mass communication messages create knowledge and spread information rapidly and might lead to changes in weakly-held attitudes of some residents.

- In the compounds mass communication messages include the use of megaphones, posters, drums, sending out call outs, chalkboards placed at strategic places etc.

**Figure 9:** *The process of communication*



**Source:** *Infante et al (1997: 23)*

- In the communication process, receiver can be sender and sender can be receiver. In an ideal two-way communication, receiver and sender are constantly inter-changing roles.
- Channel is a means by which a message is conveyed from sender to receiver, e.g. mass media (newspapers, radio, TV, posters, leaflets, drums); or inter-personal (word of mouth); or any of the five senses of human perception (smell, hearing, touch, sight, taste).
- Feedback may be verbal, non-verbal or both. It can be positive (applause), or negative (silence). Therefore, lack of response can be feedback too.

#### Barriers to effective communication

- The amount of information reaching a receiver is usually less than the amount originally transmitted by a sender. This is caused by “noise” in the channel that has been employed to convey the message.
- Noise is any distraction that prevents the receiver’s accurate reception of a message.

Three types of noise are:

1. *Physical noise, (thunder of a jet aircraft, car horn etc).*
2. *Psychological noise* occurs when an individual is pre-occupied with something and, therefore, misses or misinterprets a message.
3. *Semantic noise occurs when individuals have different meanings for language symbols and when those meanings are not mutually understood.*

4. Other barriers to communication are social-psychological, like selective exposure, perception and retention. This means that individuals tend to expose themselves to information or knowledge that is in accordance with their interests, needs and existing attitudes. On the other hand, individuals consciously or unconsciously avoid messages that are in conflict with their predispositions.

#### Improving the Communication Process

- Use several channels or media. For example, a job applicant presents more information about him/herself in a *face-to-face* interview because she/he will be using more sensory channels, which would not be possible in a *telephone* interview.
- Repeat the message. However, avoid excessive redundancy; it can be annoying, or even insulting to the receiver.
- Use an appropriate channel or medium. For example, mass communication messages are good at *informing* people, but not good in *persuading* people to adopt a desired behaviour. Inter-personal communication is better at persuading people to change behaviour, or adopt an innovation etc.
- Avoid one-way communication; keep it a two-way, participatory or interactive process.
- Target your message at a defined audience
- To overcome apathy and resistance and the social-psychological barriers of selective exposure, perception and retention, to messages, it is better to use interpersonal communication. It provides for a two-way exchange, so an individual can secure clarification or additional information about the message.

#### Communication materials

- To support communication activities, ABOs must invest in megaphones, stationery (including broad sheets and markers for posters), bicycles for publicity secretaries etc. They could also have portable chalkboards. Borrowing or getting these from CARE or local government institutions, is not sustainable.

#### Documentation of information, storage and retrieval

- We have already said that communication is a means by which data, information and knowledge are conveyed from one person to another.

- Without information or knowledge there would be nothing to communicate. Since no one can remember everything, ABO must ensure that they document their activities, such as meetings. They should also ensure that the documents they produce (letters, minutes, project proposals etc.) and receive from other organisations are filed for future reference.
- So ABOs must procure filing cabinets and files to support the storage and retrieval of information.

#### Intra-ABO (and Residents) communication

- To ensure an improved flow of information, there must be a requirement of reporting on meetings in the ABO structures. During the FZR meetings, zone representatives must present brief reports on meetings they had as zone committee members and with the residents, while the RDC members in the FZR should report on meetings held in the RDC. The rest of the ZDC members (who are not in the FZR) should demand for briefing meetings with their representatives after each FZR meeting.