



**Development of Information, Education and Communication (IEC)
activities in water supply and sanitation
in Guinea Bissau**

Report on a preliminary study

by

Dick de Jong

with the assistance of

J. Stephen Parker

The Hague, Netherlands, November 1993

IRC International Water and Sanitation Centre

Draft - IRC activity 925.02

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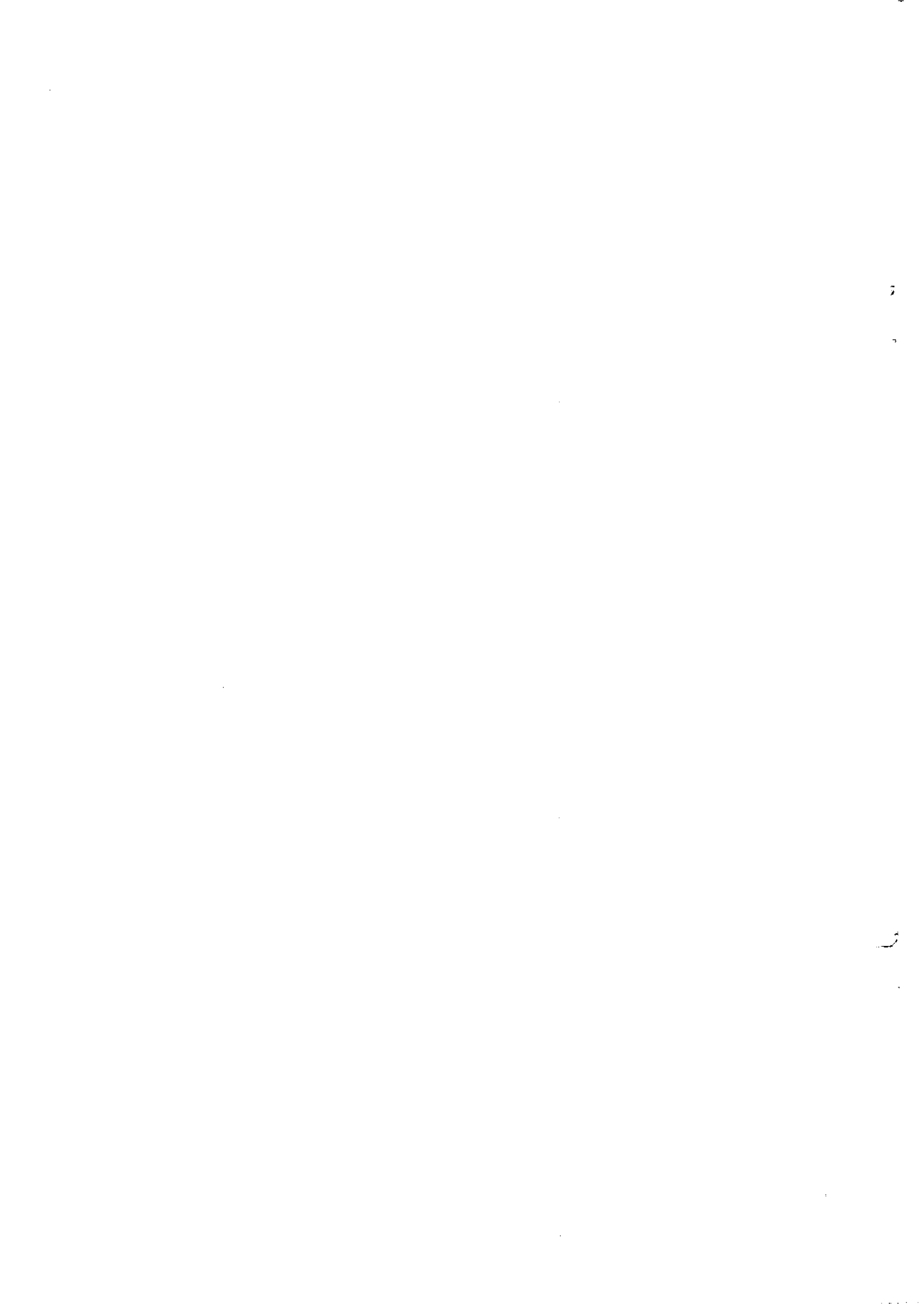
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Executive summary

- All the contacted Ministries and IEC consultants' reports showed little or no knowledge of the work of the DGRH Animation Department. This illustrates the weak communication effort by DGRH on animation at the national level.
- All the top people of the various ministries the mission talked with mentioned the lack of communication between them on IEC and animation. Yet at the lower working levels, some ad hoc collaboration already exists:
 - * animators of the Ministry of Public Health join the annual refresher training organized for DGRH animators
 - * the DGRH H14 project occasionally uses artists from GNCS and buys airtime on the GNCS radio programme
 - * in the UNICEF-supported DGRH project in five villages in Gabú, which involves promoters supporting village water committees, inventory work has been done by local staff of the Ministry of Public Health and Ministry of Education staff.
- The rapid analysis done during the mission shows that there is a lot of interest and many opportunities for IEC in general. The State Secretariat for Information, the Ministry of Public Health, Ministry of Education (INDE), and Ministry of Social Affairs and Women Promotion agreed to take part in an informal working group to prepare the national animation IEC workshop, which will contribute to the development of an overall IEC strategy for the water sector.
- The Centre for Communication and the Production of Health Education Materials (CECOMES) has spare capacity available for offset printing, which it is prepared to make available at cost for IEC productions in the water sector. Similarly, the National Institute for Development of Education (INDE) is offering social research capacity.
- Various inventories of IEC activities in the country already exist. There is potential for future collaboration on IEC. To be successful, this IEC collaboration requires: political will and a clear policy, availability of financial resources, real involvement of partners, a feeling of ownership, and availability of services of efficient quality. Finding common ground and mutual benefits is important through a further analysis of potential allies and partners for IEC in the water sector.
- No systematic socio-cultural or audience research has been done in the country. None of the communication materials used in the water sector has been pretested with users. No impact research has been done. Recent limited research by a UNICEF consultant confirms what is known already from elsewhere: the mix of interpersonal communication and radio has the most impact in spreading health information.
- So far, the DGRH animators seem to have been communicating rather top-down to the

tabanca level. The mission could not find out how far the animators at DGRH have been trained in two-way communication. In the programme of the 1992 refresher course the SARAR (SARAR stands for Self-esteem, Associative strength, Resourcefulness, Action Planning and Responsibility) approach and the GRAAP (Groupe de Recherche et d'Appui pour l'Autopromotion Paysanne) method of community problem solving were introduced. They were also compared. The mission could not find a report about this. During the field visit the chief animator in Gabú was able to demonstrate the story with a gap about the bad - good pump situation.

- During the day of reflection (Jornada de Reflexão) on intersectoral IEC, the mission made a presentation about the need for a two-way communication culture, the interrelationship of the water, health, environment and education sectors, the possibilities for inter sectoral coordination on IEC, lessons learned on IEC, and the phases and speed of adoption of innovations.
- The discussions with the various ministries and during the Jornada de Reflexão resulted in a range of agreed actions:
 1. Review of sector IEC situations by 30 November 1993. Each Ministry to write a few pages, to be submitted to the SEI as focal point for IEC.
 2. Elaborate sector strategies.
 3. Hold a national workshop for water sector communication planning as soon as possible.
 4. Each sector must nominate a contact or coordinator for the overall workshop to develop a national communication strategy for development, scheduled for February 1994 (funded by FAO).
 5. Organize four regional Rural Communication meetings in January 1994 (also FAO-funded).
 6. One person from each sector to participate in these regional meetings.
 7. The national conference should bring representatives from the regions and all consultants together and identify nationals to organize conference output and results.
- The IEC staff capacity in the MRN/DGRH urgently needs strengthening. The combination maintenance and animation as used by the Projecto de Manutenção e Animação (H14) has in practice so far used animation for sending messages down to the community level to facilitate decentralized pump maintenance and payment of the pump mechanics and spare parts. To achieve effective women involvement and hygiene education, DGRH staff will have to use more two-way communication with and learning from the women and men in the tabancas.
- The communication strategy for the water sector should, as far as possible, be drawn

up between now and May 1994 by the IEC working group from DGRH and outside members of other ministries. A West African regional workshop on IEC in the water sector is scheduled to take place in June 1994 in Nigeria, funded by the Netherlands government. The same donor will fund a national workshop on communication in the water sector in Guinea Bissau. This sector IEC strategy should be linked up with the national communication strategy, for which regional meetings are planned in January 1994 and the national meeting for end of February 1994.

- DGRH needs to follow up the momentum and start the work of its IEC working group immediately. A tentative list of actions of this group was supplied by the mission: consolidate and expand existing communication research in the country; translate relevant parts of the IEC resource booklet; do a strength-weakness analysis of partners and allies. For this, the consultants' report will provide a start. Definition of priority objectives and target groups and exploring the possibilities of common training for animation and a joint plan of action with the Ministry of Public Health are the other activities that should be undertaken before the national workshop.
- Gabú seems to be a region where some collaboration on IEC already exists. This could be further developed as a pilot project, testing out if, on which subject(s) and with what outcome, other ministries and ESAs can collaborate. The Ministry of Public Health is already producing IEC materials on diarrhoeal disease control, INDE on water and hygiene education at schools.
- At the debriefing at the Ministry of Natural Resources, Minister Cardoso decided that a team of Tamba Nassonde, Julio Antonio and Anita Djalo will constitute the IEC working group for DGRH. This group will be supported by the new SNV advisor for animation, who arrived in Bissau on 12 September. Urgent action is needed to translate relevant IEC materials into Portuguese. UNICEF staff were translating the Basic elements for messages chapter of the Communication in Water Supply and Sanitation Resource Booklet.
- On the information management side, nothing has happened since the mission last year. The DGRH documentation unit has no documents on the Animation Department's work.
- A solution proposed during the mission by DGRH and supported by the mission was to create a new unit in the organization chart of the DGRH under the Director General, which would combine Animation and Documentation. The project manager of the H14 project later agreed to this suggestion and mentioned also that the possibility of combining the Sanitation and Animation departments is still under discussion.

INTRODUCTION

Background

This document presents the results of a preliminary study of the situation of Information, Education and Communication (IEC) activities in the water and sanitation sector in Guinea Bissau.

United Nations agencies in Guinea Bissau stress the need for collaboration on IEC. The Resident Representative of the United Nations Development Programme (UNDP) in the country aims to improve cooperation between External Support Agencies (ESAs) with the aim of coordinating ESA-funded IEC activities of national agencies, and has requested the United Nations Children's Fund (UNICEF) to take the lead in this matter. At the request of Sr. Joao Cardoso, Minister of Natural Resources of Guinea Bissau, UNICEF Guinea Bissau accordingly agreed to finance a mission by Mr. Dick de Jong, a member of the staff of the IRC International Water and Sanitation Centre, to study the IEC situation in the water and sanitation sector in Guinea Bissau. Mr. de Jong was supported by Mr. J. Stephen Parker, an IRC consultant, whose participation was funded by IRC itself.

The mission took place from 6 to 17 September 1993, and was carried out as part of the activities of the IEC Working Group of the International Collaborative Council on Water Supply and Sanitation. A previous IRC mission to Guinea Bissau, undertaken by Mr. Parker in May 1992 as part of the activities of the Information Management Working Group of the Collaborative Council (also at the request of Sr. Cardoso), had reviewed the general situation of information provision and management in the water sector, including IEC. In accordance with the terms of reference laid down by UNICEF, the present mission aimed to investigate the IEC situation in more detail. Where appropriate, the findings and recommendations of the previous mission have been drawn upon in preparing the present report.

In addition to providing support to Mr. de Jong in respect of IEC activities, Mr. Parker also had discussions on information management in the General Directorate of Water Resources (Direcção Geral de Recursos Hídricos: DGRH) of the Ministry of Natural Resources as follow-up to his 1992 mission. A separate report on this subject has been prepared by Mr. Parker.

Terms of reference

The terms of reference for the present mission were as follows:

Objective:

To assist the Ministry of Natural Resources and UNICEF with preparation of a situation analysis about IEC and assist with the development of a strategy document for IEC for Water Supply and Sanitation.

Activity a:

Collection of information on IEC in support of animation, maintenance and operation of services to communities and help define a strategy for real community involvement and partnership financing/management of Water Supply and Sanitation services.

Activity b:

Situation analysis of existing IEC resources in Guinea Bissau (staff, materials, training and technical assistance of other sectors and ESAs).

Activity c:

Prepare a possible scenario for a sector communication strategy for discussion during la Jornada de Reflexão (15 September), together with Planning Ministry, Information Ministry, and participation of external support agencies.

Activities of the mission

In preparation for the mission, the consultants analysed a variety of documents concerned with 'animação' in Guinea Bissau which were available in the IRC Documentation Centre. After their arrival in Guinea Bissau, the consultants were able to study the reports of a number of other recent World Bank, UNICEF and other missions relating to the water and sanitation sector and the health sector in the country, and to take account of their findings, conclusions and recommendations. A copy of the report on a recent consultancy (June 1993) on IEC in the health sector in Guinea Bissau, carried out under the Social Sector project supported by the World Bank was not yet available.

The 'Jornada de Reflexão' referred to in the terms of reference for the mission had been proposed by a FAO consultant, Mr. Gunther Heidrich, during a mission in June 1993 concerned with the development of rural radio services under the State Secretariat of Information. In discussions with Mr. Heidrich during the mission, the consultants learned that the aim of the Jornada de Reflexão was to initiate the preparation of a series of four incountry regional seminars on rural communication, followed by a national seminar, which had been provisionally scheduled for February 1994. The consultants pointed out that funding was available from the Netherlands Government (DGIS) for a national workshop on IEC in the water and sanitation sector in Guinea Bissau, to be held as a follow-up to their present mission. It was agreed that efforts should be made to link these various activities, perhaps in conjunction with similar workshops for other sectors with a strong involvement in IEC activities, if this could be arranged.

The consultants visited a number of institutions and organizations involved in the water and sanitation sector in Guinea Bissau and held discussions with sector policy-makers, managers and professional staff in the towns of Bissau and Gabu. They also visited a village ('tabanca' Lenquato) in the Gabú region in company with staff of the Animation Department of DGRH, and held an open discussion with a group of villagers.

On 15 September, the consultants participated in the SEI/UNICEF Jornada de Reflexão, which was chaired by the UNICEF Representative and held at the UNICEF offices in

Bissau. This meeting was attended by representatives of various national and international institutions concerned with rural communication, and by the FAO consultant, Mr. Gunther Heidrich.

On 16 September, the consultants participated in two debriefing sessions, the first with the UNICEF Representative and the second with the Minister of Natural Resources, senior staff of the DGRH and the UNICEF Representative.

The report starts with a chapter Guinea Bissau's background, in which IEC activities function. The main provisions of national plans and policies concerned directly with the water and sanitation and health sectors are outlined in Chapter 2 below, and their provisions with regard to IEC are dealt with in detail in Chapter 3. IEC experiences in the water sector since 1978 are described in Chapter 4. The final chapter will give conclusions and recommendations for an IEC strategy for water in Guinea Bissau.

A list of institutions visited and persons met is provided at Appendix 1. A list of the key documents consulted is provided at Appendix 2.

Acknowledgments

In presenting this report, the consultants wish to express their thanks to the Minister of Natural Resources of Guinea Bissau, Sr. Joao Cardoso, the UNICEF Representative in Guinea Bissau, Ms. Maria-Theresa Hevia, and the various staff members of the DGRH, UNICEF and SNV who supported and participated in the activities of the mission. Special thanks are due to the UNICEF consultant, Sra. Isabella Miranda, who acted as de facto counterpart to the consultants and provided invaluable assistance and support. The UNICEF driver not only attended the mission very well throughout the assignment, but also managed to avoid the mission of getting stuck at the airport at the last minute, by taking swift action to get the mission back on the passengers list in time.

CHAPTER 1. BACKGROUND

Introduction

In this chapter relevant information will be provided about the country's situation to set the scene in which water supply and sanitation interventions function.

Geography and climate

Guinea Bissau is located on the coast of West Africa, having borders with Senegal, to the North, and Guinea-Conakry, to the West and South. The country has a land area of some 36,000 square kilometres and a tropical climate. In the north, the climate is of the Sahelian type, generally very hot and dry, while the south experiences generally lower temperatures and higher rainfall.

Population

Guinea Bissau has a total population of about 1 million, the majority of whom live in the rural areas, in 3,600 villages ('tabancas') of less than 2,000 inhabitants, and in thirty-three larger semi-urban centres. There are only three real urban centres, namely, Gabú, with 10,200 inhabitants, Bafatá, with 17,500, and the capital, Bissau, with a population of 180,000. The average annual growth rate of the population is 2.3 percent, but in the autonomous region of Bissau, it is 5.0 percent, indicating a rising movement of population from the rural areas. More than 43 percent of the population are under 15 years of age.

Culture

Different sources quote the number of different ethnic groups in the country at anywhere between six and thirty, each with its own language, culture and beliefs. The official language, Portuguese, is said to be spoken by only about 10 percent of the population. Creole, which has its own syntax and written lexicon, is spoken by about 50 percent of the population, but many people, especially women in isolated rural areas, speak only the language of their own ethnic group.

The different ethnic groups have varying group structures (hierarchical: Islamic Fulas and Madingas, horizontal: e.g. the Balanta). This has consequences for the village decision-making structure and shapes the way behavioural change will occur.

Social communication projects have to incorporate traditional beliefs and practices in such a way as to gain acceptance by communities.

Education

The national press has the capacity to produce textbooks but the distribution system is ineffective and many rural schools have few if any books.

There are seventeen nursery schools and 649 Basic Education schools; almost all villages in the predominantly Muslim Gabú region have a Koranic school, where children learn to read and write in Arabic, which is also used for the phonetic transcription of Fula and other local languages. Traditional non-formal education is also important for most ethnic groups.

Of those who enter primary school, 45 percent drop out before completing their studies. Less than 2 percent of the population finish secondary school. Official literacy figures indicate that the overall illiteracy rate is 68 percent with 50 percent illiteracy among men and 76 percent among women. It is, however, probable that 90 percent of the population do not know how to read or write adequately, and only 4 percent of women are considered to be functionally literate.

Creole was introduced into literacy programmes in 1982, and is now being established as the official language of instruction in schools. The Balanta and Fula languages are also being used in literacy programmes.

Infrastructure

The infrastructure of the country is very weak in all aspects, and Guinea Bissau is one of the poorest countries in Africa and one of the ten poorest in the world. Social indicators are among the lowest in Africa.

Health

The health situation is one of the worst in Africa, and 75 percent of the population suffer from transmissible diseases resulting from the wrong use of surface water and bad water consumption habits. It is estimated that every child between 6 and 18 months will contract diarrhoea five or six times a year, and malaria eight times a year. Malaria and diarrhoeal diseases account for 22 percent of mortality among children under five. Only 40 percent of the population has access to health services. The levels of information and education on health problems are low.

Administration

The country is divided into three provinces (North, East and South), and nine regions (Cacheu, Biombo, Oio, Bafatá, Gabú, Quinaria, Tombali, Bolama) and the Autonomous Sector of Bissau. These are subdivided into 36 Administrative Sectors.

National plan and policies

The Second National Economic and Social Development Plan (PDES II) for 1989-1992 was not adopted due to a lack of consensus. There is no overall national development plan as such. Development is carried on in accordance with guidelines incorporated in the 1991 Public Investment Programme and within the framework of the current Structural Adjustment Programme. The PIP does not include explicit concern for primary health care nor for the wider goal of 'health for all by the year 2000' formally endorsed by the government of Guinea Bissau.

The main provisions of national plans and policies concerned directly with the water and sanitation and health sectors are outlined in Chapter 2 below, and their provisions with regard to IEC are dealt with in detail in Chapter 3.

CHAPTER 2. WATER SUPPLY AND SANITATION IN GUINEA BISSAU

Introduction

Water supply and sanitation is one of the major problems for the socio-economic development of Guinea Bissau. Water is sometimes available in sufficient quantities, but not for all people. Water quality and related hygiene pose even greater problems. Investments in the sector have gone down in recent years.

Water resources availability

In good years, rainfall can produce a total volume of some 1,400 million cubic metres of fresh surface water; but the long-term trend is towards an ever-declining volume of rainfall. Water resources are abundant but unevenly distributed. Penetration of salt water is affecting deep aquifers. Another critical aspect is the use of water resources for diverse purposes, including a growing demand for irrigation. The crisis in the water resources sector is a factor influencing the wellbeing of the population. The decline in the area of irrigated land linked to declining rainfall and rising salinity in rice fields is reducing wetland rice cultivation in many areas.

Service coverage

Available data indicate that coverage of water supply services in urban areas is 48 percent, but only 30 percent for sanitation services. In rural areas, coverage rates are 18 percent for water and 19 percent for sanitation. The latest assessment of service coverage was done more than ten years ago. The Ministry of Health is giving priority to updating these indicators.

Recent problem analysis

Recent studies carried out by the Government and various external support agencies provide an insight into the problems confronting the water sector.

One of the principal problems affecting the development of the sector is the strong persistence, on the part of the population, of the idea that only the State should be responsible for supplying drinking water, which is, as a consequence, considered as a social good, supplied free to everyone.

Other reported problems include:

- The communication process has stagnated because of difficulties in organizing interested groups.
- There is little involvement of target populations in the management, maintenance, conservation of existing services.
- Little information is available on the knowledge, attitudes and practices (KAP)

of the population in terms of their personal and environmental hygiene behaviour.

- A large number of the water points constructed in the past were not considered by populations as being their property.
- Women are frequently unaware of basic measures and practices in hygiene and sanitation.
- Many schools and health centres are without water and sanitation facilities.

Other problems include the cultural diversity of the different ethnic groups in the country, the low level of development of the private sector, and the high cost of works and services. Some projects have been implemented without a real demand from the population affected, and animation and mobilization activities are insufficient to create such a demand among the population.

Institutions in the sector

In Guinea Bissau, as in other countries, the water and sanitation sector is characterized by the multiplicity of institutions working in the field. Among these, the most important is the Direcção Geral de Recursos Hídricos (DGRH), which forms part of the Ministry of Natural Resources (Ministério de Recursos Naturais (MRN).

Other elements of the same Ministry with responsibilities or interests in the sector are:

- the General Directorate of Geology and Mines (Direcção Geral de Geologia e Minas: DGGM)
- the General Directorate of Energy (Direcção Geral de Energia: DGE)
- the General Directorate of the Applied Technology Research Centre (Direcção Geral do Centro de Investigação de Tecnologia Aplicada: CITA).

Other government bodies active in the sector include:

- The General Directorate of Public Health (Direcção Geral de Saúde Pública: DGSP), of the Ministry of Public Health (Ministério de Saúde Pública (MSP).
- The Divisão Hídrico Água e Solos (DHAS) of the Ministry of Rural Development and Agriculture (Ministério de Desenvolvimento Rural e Agricultura: MDRA)
- The General Directorate of the Meteorological Service (Direcção Geral de Serviço Meteorológico), of the Ministry of Transport (Ministério de Transportes)
- The State Secretariat of Planning (Secretariado de Estado da Plano)

- The Ministry of Public Works, Construction and Urbanization (Ministério de Trabalhos Públicos, Construção e Urbanismo: MTPCU).

An Interministerial Committee for Water (ICW) has been created to coordinate the activities of the different institutions. This Committee has had a first meeting to map out a programme of coordination and action.

There are also other organizations active in the sector, such as the municipalities, local offices of international institutions, and a few non-governmental organizations (NGOs) which are coordinated by SOLIDAMI, a national NGO.

There are several intervenors in sanitary education in Guinea Bissau.

Under the Ministry of Public Health:

- the Division of Hygiene Education (Divisão de Educação Sanitária), which receives assistance from CECI, a Canadian NGO in the production of audiovisual materials.
- the Technical School for Health Cadres (Escola Técnica dos Quadros de Saúde)
- the Centre for Communication and the Production of Health Education Materials (Centro de Comunicação e de Produção de Materiais de Ensino para a Saúde: CECOMES).

Under the Ministry of Education:

- the National Institute for the Development of Education (Instituto Nacional para o Desenvolvimento do Ensino: INDE).

The State Secretariat of Information (Secretaria de Estado da Informação: SEI) has the National Office for Social Communication.

Plans and policies for water and sanitation

Since Independence, US\$ 47 million has been invested in water projects by various donors. From 1977 to 1990 the Netherlands has been the major donor in the water sector, funding 31 percent of the total investment. United Nations agencies contributed 24 percent, Saudi Arabia 19 percent, and the USSR 14 percent of the total. Denmark, the Commission of the European Communities, France and Sweden were the other donors.

In 1992 the Government and UNDP calculated that until 2001 US\$ 75 million will be required to increase water coverage to 86 percent of the population.

In recent years the Dutch have been the main donor in water supply and sanitation. In the first phase (1987-1990) of the H14 project, a total of NLG 7.5 million was contributed. In the second phase (1991-1994) the sum of NLG 4 million (US\$ 2.2 million) was provided, and in the proposed third phase (1994-1999) the provision of NLG 9.35 million is

envisaged. This project will be analyzed in more detail in later chapters, as animation is a major component of the project.

In the mid-1980s, it was decided that the water and sanitation sector required a global development plan. Preparation of the Schema directeur pour le secteur eau et assainissement (Master plan for the water and sanitation sector) accordingly began in 1987 and it was officially published in 1991. Two main lines of action are envisaged: first, the redefinition of the role of the state, and secondly, emphasis on community participation. State functions in future will include: promoting a correct sanitation policy; guaranteeing that water supply and sanitation services are an inalienable social right; training; and information. Community rights include choosing the location of water sources and participating in selecting appropriate technology.

The actions foreseen in the Schema are organized in three phases: 1992-95; 1996-98; and 1999-2001. The project for water supply and sanitation in rural areas, Projecto de Manutenção e Animação, Aguas Rurais, financed by the Dutch government (Project H14 in the Schema), includes important activities in relation to the animation of the population and the establishment of an Animation Department (Departamento de Animação) in DGRH, which at this moment functions as the focal point for support and coordination in this area for other projects included in the Schema.

The Schema Directeur is being put in practice to the extent possible, but there is a lack of staff in the Ministry of Natural Resources to implement it properly.

The further development of the Schema Directeur depends on new data to be gathered during its implementation, on demography and on water consumption. A Water Code has been approved, concerning not only drinking water supply and sanitation, but also the management and export of water resources.

In Chapters 3, 4 and 5 below, the Schema Directeur will be analyzed in the context of the IEC strategy.

Other Government and ESA plans

The Government of Guinea Bissau-UNICEF Country Programme, 1989-93, included two water and sanitation projects:

- Animation and mobilization of rural communities in the Bafatá and Gabú regions
- Well Diggers Training and Well and Latrine Construction Project in the São Domingos and Bigene sectors of Cacheu region.

The project in Bafatá and Gabú has suffered from a lack of human and financial resources, but has still benefited approximately 50,000 people through animation activities and through reinforcing of community participation at water point management committee level in the Gabú region. Lack of resources impeded the planned extension of the project to Bafatá. This project is to be reoriented to complement a recently signed water and sanitation project financed by the United Nations Capital Development Fund (UNCDF) in

the Gabú and Oio regions, while the animation component will be integrated into the São Domingos project.

The São Domingos project, financed by DANIDA and executed by UNICEF, involved the development of a school for well-diggers in the north of the country. This has recently been transformed into a National Training Centre for Well-Diggers (Centro Nacional de Treinamento para Poçeiros), with more emphasis on animation and sensibilization of the population. In the fourth and final phase of the project, 286 wells were constructed and seventy-five well diggers trained. A new curriculum and training programme for the well diggers school is now being prepared.

From 1990 to 1992, UNICEF provided USD 584,400 in programme support to water and sanitation and USD 1,367,000 in technical assistance.

The proposed Government of Guinea Bissau-UNICEF Country Programme 1994-97 has numerous references to water supply and sanitation and animation. Among its aims are:

- To contribute towards increasing access to drinking water and sanitation facilities through education and promotion campaigns to ensure the use of the services provided. These will be carried out in the Cacheu, Oio and Gabú regions.
- To reinforce the capacities of the Animation Department through training and through the production of animation material to increase community participation in the development, co-management and co-financing of services.
- To prepare messages and disseminate educational materials to communities for the protection and correct management of the environment.
- To facilitate permanent communication between the levels of decision making and the communities to assure their participation in seeking solutions to their own problems.
- To develop activities of information and communication as support for health programmes, sanitation, and environmental protection to sensitize donors and decision makers, as well as the population in general.

Impact objectives include contributing towards ensuring access to drinking water and sanitation of 60 percent of the rural population and 30 percent of the urban population by 1997.

Related government policy for the health sector

Under the Government's Health Sector Policy Implementation Plan of January 1993, the operational objectives to be attained by 1996 include:

- placing absolute priority on the Maternal and Child Health Programmes,

including drinking water supply and environmental sanitation

- reorienting and improving resources for research in public health in a single national institution for public health research

Among the range of priorities and objectives the Ministry of Public Health has set for the year 2000 are:

- a. enhancing the Department of Hygiene and Sanitation
- b. increasing sanitation services in rural areas and on the outskirts of Bissau by 30 percent and in urban areas by 40 percent
- c. increasing water supply in the urban and rural environments by 100 percent
- d. making quality controls on water for human consumption operational in urban and rural zones, aiming at 30 percent coverage
- e. supplying 50 percent of health centres with potable water using solar energy
- f. intensifying public information and education activities on water use and consumption, sanitation services and environmental protection.

Within the health sector, the World Bank funds various projects which have a water supply and sanitation component. Its subproject on strengthening the delivery of health services includes the financing of wells at twelve health centres and the supply of radios to Unidades de Saúde de Base (USBs) and health centres to receive health education messages. The Bank's Onchocerciasis programme includes the reinforcement of sanitation infrastructures in Gabú and Bafatá.

The 1993 Social Sector Project aims to improve the delivery and quality of primary health care for a wider base of the population. Health sector subprojects include inservice training refresher programmes for some twenty-five persons in environmental sanitation and the upgrading of twenty auxiliary nurses to environmental sanitation technicians.

Chapter 3. IEC IN WATER SUPPLY AND SANITATION IN GUINEA BISSAU

Introduction

In Guinea Bissau, the Portuguese term 'animação' ('animation') is generally understood to include both IEC activities and more general community participation and social mobilization activities. This chapter aims to summarize what has been and is being done in the field of animation in the water and sanitation sector and related sectors in Guinea Bissau.

This chapter first looks at the Schema Directeur pour le Secteur Eau et Assainissement, which was developed in 1991 for the Government of Guinea Bissau with support from UNDP. This sector policy paper provides the basis for new animation and IEC activities.

After the Schema Directeur a brief description of existing IEC institutions in the country will be provided. A historical summary of recent IEC experiences in the water sector in Guinea Bissau will be given in Chapter 4. An analysis of the effectiveness of these activities, and proposals for improvements within the framework of an IEC strategy for the sector, are provided in Chapter 5.

The Schema Directeur

The objectives for any IEC strategy for water supply and environmental sanitation emerge from the sector objectives as set out in the Schema Directeur (section 4.1.2 p. 59-60) and policy principles (section 4.1.3. p. 60-63).

Specific IEC objectives for hygiene education and sanitation are set out in the section on animation and sensibilization (4.2.4.3. p. 69-70), as follows:

- Prepare a national programme of sensibilization of communities on various aspects of hygiene.
- Animation has to be done for hygiene around the water points, environmental sanitation, control of used water and the construction of sanitary latrines.
- The animation programme will be developed by DGRH (sanitation, water points in rural areas) through its Animation Department; by the Ministry of Public Health (sanitation/health) through its Health Education Division (peri- and semi-urban) and the USBs at tabanca level and health centres; and by the Ministry of Education (hygiene education) through primary and secondary school teachers.
- The Animation Department will be responsible for the production of training materials (graphic and audiovisual) needed for the programme.

The broader elements of an information and sensibilization programme for water are set

out in section 4.5.3 (p 87):

- Introduce new concepts of community participation and cost sharing.
- Animation must explain the new strategy and define the precise role of all parties involved.
- The animation strategy integrates all aspects of water supply, hygiene, hygiene education, water use, and the protection of the environment. Animation actions on water and hygiene must be coordinated with the animation work of other interested or related ministries.

Proposed IEC actions in the Schema Directeur include:

- The Animation Department will coordinate programmes, define themes and organize campaigns at national level, using different media.
- The department will provide support to projects and local animators and assist in the development of specific themes and training materials.
- Train village water committees in operation and maintenance, financial contributions, hygiene.
- Promote the involvement of women in organization, selection of technology, and maintenance. They also are the prime target group for hygiene education.

GOGB - UNICEF Country Programme 1989 -1993

The UNICEF-supported Social Communication Programme was a component of the Health Programme and started around an Expanded Programme of Immunization in 1986. Since then it has produced large quantities of graphic material. In January 1991, the Government of Guinea Bissau decided to create a National Office for Social Communication (Gabinete Nacional de Comunicação Social), which has focused its efforts on the development of an educational social communication strategy using formal and traditional communication channels.

Within the UNICEF Health Programme, the main activities in communication and social mobilization have been the dissemination of messages on immunization. The Programme still lacks a proper articulation with the health sector, namely with the Health Education Department of the Ministry of Health.

Adequate collaboration between the health sector and the water supply and sanitation sector was not set up during the implementation of the 1989-93 GOGB/UNICEF Programme as had been foreseen. It included a project for animation and mobilization of rural communities in the Gabú and Bafatá regions. The last phase in this project is characterized by sensitization and mobilization of rural communities towards participation in the use of water, in maintenance and in the conservation of water points.

The results achieved included: six animators and eleven promoters were trained; twenty-five villages, with a total population of 15,000, benefited from activities resulting from community sensitization and mobilization.

The Well Diggers Training and Well and Latrine Construction Project in the São Domingos and Bigene sectors of Cacheu region used simple animation techniques in training well diggers. Another objective of this project was to transform the well-diggers school into a national training centre for elementary staff linked to water and sanitation. Well-diggers' training has been suspended since 1986 due to government austerity measures. Eleven animators were trained in the fourth phase, 1990-93.

Initially, these two projects fulfilled their objectives beyond expectations; one of the results is the existence of trained animators. But project development problems included weak activation of the animation component concerning mobilization of communities on maintenance of water points and use of clean water. The low level of community participation was due to the lack of an effective animation service at the national level.

GOGB - UNICEF COUNTRY PROGRAMME 1994-97

Support to the Government of Guinea Bissau under the 1994 -1997 country programme of UNICEF, as outlined in the Master Plan of Operation, is comprised of five sector programmes corresponding with priority interventions of UNICEF: Health, Water and Environmental Sanitation, Basic Education, reinforced by an Advocacy and Social Mobilization Programme. Planning, Monitoring and Evaluation will interlink the programme.

Four projects in this 1994-1997 programme concern IEC/animation. Under the Water and Environmental Sanitation Programme there are two projects:

- . maximization of the São Domingos Hydraulic Training Centre
- . support to Animation, Health Education and Monitoring.

The Advocacy and Social Mobilization Programme consists of two projects:

- Advocacy for the survival, development and protection of women and children
- Social communication in support to sectoral programmes.

For these activities. UNICEF's budget for 1994-1997 amounts to US\$ 400,000 for the water and sanitation programme, and US\$ 320,000 for the Advocacy and Social Mobilization programme, from approved general resources. The supplementary funding component, for which UNICEF will try to find funding from other donors, amounts to US\$ 2 million for the water programme, and US\$ 200,000 for the advocacy and social mobilization programme.

IEC in water and sanitation

All the aims of the water and sanitation programme as outlined in Chapter 2 have relevance for animation and IEC action.

Operational strategies for the maximization of the São Domingos Hydraulic Training Centre programme include:

- the training of animation officers at basic and intermediate levels
- the participation of families in co-financing of the promotion of latrine construction

Specific IEC activities listed in the country programme for this project include: the training of seventy village teachers and 140 basic health officers in animation techniques, and the training of 30 animators in the project area. Under social mobilization, broadcasting about the well-diggers' association, promoting mobile plays, and designing posters, videos and radio programmes are listed.

The second project in the water programme, Support to Animation and Monitoring of Water and Sanitation Master Plan, has two relevant components for IEC:

- support to the Animation Department at DGRH
- animation and health education in the Cacheu, Oio and Gabú regions.

Specific objectives under this project include:

- to raise to 50 percent the proportion of women who wash their hands before preparing food
- to contribute to a reduction by 80 percent of the cases of diarrhoea in the three Regions
- to provide health education to 100 percent of the villages which have water point management committees
- to provide training and upgrading in animation and health techniques to animators and health workers in areas where the Bamako initiative will be implemented
- to strengthen the Animation Department's abilities in the planning, organization, supervision and monitoring of activities at the national level.

To reach these objectives the operational strategy includes:

- The use of existing animators and the recruitment of new ones to become mobilization workers, together with teachers and health agents, in the context of water point management committees.
- The application of Knowledge, Attitude and Practice and Rapid Rural Appraisal methodologies to integrate community views in discussions and in problem solving.

- Permanent training of water point management committees in health education, environment preservation and maintenance of water and sanitation facilities.
- The introduction of hygiene, health education and environment preservation in school curricula.
- Social mobilization through mass media and the Social Communication Project.
- The reinforcement of existing means at the central level for monitoring animation activities.

Under 'Activities', two relevant areas of support are identified:

1. Support to the Animation Department

Providing technical assistance on animation methodologies; training in data collection, analysis, monitoring and evaluation; training in animation and social mobilization techniques; designing of training and animation materials.

2. Animation and health education at the regional level

Including: training of community workers; preparation of animation plan at village level.

Specific activities identified are :

- Training five higher staff from the Animation Department in 1994.
- Monitoring animation activities in 37 Administrative Sectors.
- Create eight animation sub-teams (1994).
- Provide training to 30 animators (1994).
- Provide training on animation techniques for 140 basic health officers (70 in 1994, 70 in 1995)
- Design of training and animation materials (70 kits) (1994).
- Provide training on animation techniques to village teachers (40 in 1994, 30 in 1995)
- To keep an animation service for health and environmental education in villages with drinking water supply (400 in four years).

In each of the 8 administrative sectors of the country where this project will concentrate, an animation team will manage animation activities, which are to be developed together with the communities. In Cacheu, Oio and Gabú three supervision teams will be set up, which will undertake the annual animation activities together with the local Health, Education and Agricultural services. The Project Coordinator at the national level who is to be appointed by DGRH, should possess intermediate or high level training and a good knowledge of planning an animation techniques.

Advocacy and Social Mobilization

Relevant elements from the two projects in the the Advocacy and Social Mobilization Programme 1994-1997 include:

- Improvements in health, education, water supply and sanitation require the transfer of knowledge to alter attitudes and traditional practices.
- Research will be carried out to identify alternative communication channels.
- The Programme will contribute to the preparation of a national communication and social mobilization strategy.
- The Programme will provide training for communication officers through translations, publication of educational materials and audiovisuals.

Priority problems addressed by the Programme include:

- weak utilization of social mobilization structures
- inadequacy of radio and television programmes
- obstacles to the free circulation of communication aids produced by projects
- ignorance of the National Plan of Action for the Implementation of the Convention on the Rights of the Child
- lack of coordination among social communication bodies to implement a joint Information, Communication and Social Mobilization strategy.

The Social Communication Support to Programmes project aims to assist sectoral objectives in Health, Education, Water and Sanitation. Project objectives are:

- Restructure the GNCS in order to develop appropriate communication strategies and materials.
- Develop capacities at the provincial level in support of the implementation of relevant social communication strategies at the local level.

Operational strategies to reach these objectives include:

1. Strengthening of national capacities in the fields of information and communication.
2. Support information and communication decentralization.
3. Undertake research and surveys on new approaches towards social mobilization and communication.
4. Reinforce the role of traditional media.

Specific activities of this project, for which the Secretariat of State of Information will be UNICEF's partner, include: promotion of a national conference for the development of a national social communication strategy; organization of an information seminar with churches, NGOs, the private sector and other associations on social communication for health, education and water; working meetings on communication and social mobilization with decision makers in ministries; production of materials for use by officers in communication amongst others on hygiene, water supply and prevention and treatment of diarrhoea.

National Office of Social Communication

The National Office of Social Communication (Gabinete Nacional de Comunicação Social - GNCS) was initiated by the Ministry of Information in 1990 and started functioning in 1991 with UNICEF support. It is dedicated to strengthening the population's attitudes and behaviour for improved child welfare. Originally, this social communication programme was to assist the Universal Child Immunization and water and sanitation projects with communication activities. In 1992 the main concentration of work by the GNCS has been on the follow-up of the World Summit for Children and Convention of the Rights of the Child.

The GNCS has been operating since January 1991 with eleven staff on the state budget payroll. It has three units:

- a unit in charge of written and illustrated communication material, like O Comunitário, posters, leaflets, comic strips etc., with three professional staff (including an excellent artist)
- a unit in charge of four radio programmes, with four permanent and seven part-time journalists: Voz da Tabanca (Voice from the Village), Bambara di Padida (Mother and Child), Teatro Radiofónica (Radio Theatre) are broadcasted once a week. A series of half hour programmes is broadcast daily in eight ethnic languages; it usually is a mix of social issues.
- three administrative staff.

With UNICEF support in 1994-1997 the GNCS is to be transformed into the National Centre for Social Communication, which is recognized as being a main strategy to sensitize, educate and mobilize the population to participate in their individual and community development. Projects envisaged are conception, elaboration and implementation of a National Information and Social Communication Planning for sustainable development, and the development of GNCS capacity to advise, conceive, implement and evaluate social communication activities for sustainable development. With technical support in periodic intervals of UNICEF the capacities of this centre could be built up on the following activities:

- to take stock of past activities
- to review constraints
- to run short, specific, on-the-job training sessions
- to set targets for the future six months
- to undertake strategic planning.

Ministry of Public Health - The World Bank Social Sector Project

The World Bank is financing a Social Sector Project to assist in primary health care delivery through the Ministry of Public Health. The IEC Subproject includes technical assistance and institutional strengthening inputs to coordinate and strengthen the delivery of IEC activities, develop an IEC policy framework, and suggest targeted programmes to better disseminate health messages. The total budget for the IEC subproject is USD 309,000, of which USD 15,000 is to be provided from local sources.

The Division of Health Education of the MPH is responsible for IEC activities in the health sector. It produces educational materials for health workers and the general population. A full-time technical assistant is provided by CECI, a Canadian NGO, which is also providing training of staff.

Several years ago, serial albums were produced with support from CECI on mother and child health and hygiene in the tabancas, containing messages about transmissible diseases. These albums were distributed throughout the country and have been used at USB level. The Division also produces materials -- mainly posters -- on hygiene, malaria, breastfeeding, etc. The development of audiovisuals is being supported by CECI.

During the field visit to the district health centre in Gabú, the mission found an earlier poster produced by the HED on how to treat diarrhoea (ORT, breastfeeding and supplementary feeding), four posters on immunization, and a history sheet on prenatal and health education, but nothing on hygiene.

The Ministry is also implementing an IEC programme for AIDS, which is to be extended to include the global Health Learning Materials Programme of UNDP and WHO. As part of this programme, the European Community financed the first phase a Centre of Communication and Production of Education Materials for Health (CECOMES). The second phase funding of CECOMES is under negotiation. CECOMES is involved with the production of audiovisual materials and the training of health staff.

The MPH concludes that, while there are a number of excellent IEC activities presently under way, they are largely uncoordinated efforts, with the end result being an inefficient use of available resources and diverse messages being communicated. IEC requires a well structured management system, without the parallel, duplication and overlapping functions, which now exist.

The following areas are being supported by the IEC sub-project:

- Short-term technical assistance to evaluate the overall IEC activities in the country and assist the newly formed National Council for Health to further develop an IEC framework within the country.
- Training and seminars on IEC for health personnel, and training and seminars for personnel involved in IEC delivery in graphic arts, illustration, layout and design, and audiovisuals.
- Equipment and supplies to strengthen the Health Education Division and the Information and Documentation Centre at the Ministry of Public Health.
- Funds for editing, adapting and distributing health information contained in the two serial albums, 'Health in the Tabancas', and 'Maternal and Child Health', which were produced a number of years ago by the MPH and CECI. The materials resulting from these efforts will be made available to all USBs and health centres in the country.

SEI/FAO Project: Assistance en matiere de communication rurale (TCP/GBS/2251)

The project is for support to Rural Communication, basically rural radio for agricultural extension and rural culture.

The objectives of the project are:

1. To provide support to national radio, including equipment and training of radio journalists.
2. To provide support to the Experimental Television (Televisão Experimental, TVE), including training in production and equipment for training.
3. To give support to the Agricultural Documentation, Education and Extension Centre (Centro de Documentação, Educação y Difusão Agrícola: CDEDA) under the Ministry of Rural Development and Agriculture (MDRA). This includes assistance on social communication, newsletter and video production and editing with a portable video camera and recorder.
4. To support the government in the development of a national strategy for rural communication.

The present situation of the project is that training of nine radio journalists has been completed. Assisted by two FAO consultants, a two-week field training on rural communication, including production of radio programmes, has been carried out in Bula in September 1993, where four "vulgarisateurs" (members of the Integrated Rural Development Programme, PDRI) were involved, and at Contuboel where 4 animators-farmers (members of the Association des Horticultures pour la Lutte contre la Faim, AHLUCOF) were involved. As part of the programme, one of the FAO consultants assisted the management and staff of national radio to work out a programme schedule for these broadcasts from the field in the rest of 1993. The second FAO consultant, a video specialist, assisted in preparing a training programme for television.

This project has also been instrumental in promoting the coordination of IEC and animation activities in various sectors. In this context four regional workshops on Rural Communication are scheduled to take place in January 1994. At these meetings, community-based organizations will express the needs and wishes of the villagers on rural communication for their lives. The outcomes of these regional meetings will feed into a national workshop designed to develop an inter sectoral national strategy and action plan on communication for development, scheduled for February 1994.

The draft proposal from the FAO consultant for this national rural communication strategy shows that suggested participants in the regional meetings on communication initially come from agricultural extension or rural development groups. Other groups are invited as well.

INDE

The National Institute for the Development of Education (Instituto Nacional para o Desenvolvimento do Ensino: INDE), has a number of programmes with relevance to work in the water sector. They include a programme on information and education on the environment for primary schools. With funding from the United Nations Population Fund (UNFPA), INDE is also engaged in the development of a project on Population and the Environment, which includes two themes:

1. Water and sanitation
2. Balancing of natural resources.

The project has three phases in primary education. Phase 1 includes the production of key messages on the importance of water and water use, and personal and environmental hygiene. Phase 2 includes information about diseases, and Phase 3 includes water treatment knowledge. INDE has invited other ministries to discuss and coordinate the project and is now beginning to produce teaching materials.

INDE has also done a survey of school sanitation in the context of a multi-country WHO/IRC project, which is to result in guidelines for school sanitation projects.

DEPA - Departamento de Pesquisas Agrícolas

This Department is a partner in the FAO Project TCP/GBS/2251(A): Assistance en matière de communication rural. It provided one or two popularisers for journalists training on rural communication in October 1993.

SOLIDAMI/SAWA

SOLIDAMI (Solidaridade e Amizade) and the SAWA Consultancy Group for Water Supply, Sanitation, Agriculture and Water Management from the Netherlands are implementing a proposal for training NGO staff in various capacities. A first course on Agricultural Animation has already taken place.

One of the seven courses scheduled for January and February 1994 is also on Agricultural Animation. The course lasts fifteen days, and has a budget of US\$ 15,400 per year. The course content includes the production and application of pedagogic materials which facilitate the acceptance of messages. The course will be held at the Departamento de Pesquisas Agrícolas (DEPA) in Tombali. It will train eight animators from NGOs and twelve extension workers of the Association of Basic Groups (Associação y Agrupemiantes de Base (AAB)).

The January 1994 course will have a sharper focus on agricultural animation than the first one. It will stress income generation in agriculture for peasants and associations. The course will deal purely with agricultural extension (including horticulture, rice, etc.). According to the course adviser, this course has nothing to do with animation for community participation in water supply and sanitation, because the NGOs that participate do not see water supply as their priority.

Existing IEC communication channels

Radio and television - The National Radio (Radio-Diffusion National) was recently expanded, financed by French cooperation. With assistance from the Portuguese, Experimental Television was created, and 100 television receivers with solar panels have been installed throughout the country. There are more to come. National Radio covers the whole country, but there are no data about its effectiveness as a communication medium. The impact of the solar television project has not yet been assessed. In its Situation Analysis of Children and Women in Guinea Bissau 1993, UNICEF reports that the modern mass media have low impact.

The Press - The national newspaper, No Pintcha, has been completely renovated graphically. The National Printing Press has been upgraded with support from Unesco and Swedish SIDA. Although there are now various newspapers being published, they have very limited coverage due to the low literacy rate.

Informal channels - Informal channels of communication can be very effective in mobilizing communities, but have been under-utilized in Guinea Bissau. Those available in the country include:

- 'Regulos', who with the political reforms are taking up again their role as the traditional chiefs in the villages.
- 'Marabus' in Islamic societies, traditionally known as 'muros', who are seen to possess great medical, religious and occult knowledge, thus reinforcing the influence they derive from their knowledge of human psychology and socio-cultural traditions. They are advisers, opinion leaders and key people in communication between communities and politicians.
- 'Djambacus' or 'Baluberos' play an important role in animist communities (which account for more than 60 percent of the population). They often have influence on a whole community due to their 'power'.
- 'Djidius or 'Griots', who are traditional artists with large penetration among village populations. Their songs are based and inspired on oral tradition.
- Christian church leaders have a good reputation among their followers and can also be drawn in to assist in communicating key messages on water use and hygiene.
- Various forms of community-based social and cultural organizations, such as NGOs and same-age groups in the country are also considered appropriate and credible IEC channels by various target groups.

Conclusion

There are many actors involved in IEC and animation for water supply, sanitation and hygiene education in Guinea Bissau. So far, little coordination of their efforts has been achieved. On behalf of the United Nations agencies in the country, UNDP has requested UNICEF to coordinate IEC support to the Government. On the Government side, the State Secretariat of Information is trying to coordinate social communication projects.

Since early 1991 the SEI has been trying to coordinate the social communication projects which various agencies are supporting in Guinea Bissau. In all the reports studied, lack of coordination on IEC planning and activities of various ministries is recognized as one of the weaknesses, which needs to be resolved.

In a meeting at the beginning of the mission as well as during the Jornada de Reflexão on 15 September, the Secretary General of the SEI stressed the importance of coordination in IEC to rationalize the use of resources, and emphasised that the duplication of IEC efforts must be avoided. He also reported a lack of consistency in the messages disseminated to the people by the various ministries. He saw the need for a flexible IEC strategy to be defined at the national level.

Points for consideration raised by the SEI during the day of reflection :

1. Dimensions of communication in process of development; different sectors may have different needs.

2. Involvement of rural communities.
3. How to use the results of present studies and projects, especially the outcome of the SEI/FAO project TCP/GBS/2251: Assistance en matière de communication rural.
4. Hygiene education.
5. Available resources and priorities on IEC and animation.
6. Cultural dimension of communication.
7. Language policy.
8. Role of the traditional community.
9. Training, other resources.
10. The role of each sector in preparing the national seminar on rural communication in February 1994.

Television needs to be responsive to local needs and problems of circulation of press output need to be solved.

The SEI saw opportunities for short term action on IEC collaboration between the various projects. Each project or department should create a nucleus to determine the content of messages. Duplication of messages or conflicting ones should be avoided. Ethical and religious aspects should be considered.

Planned IEC actions of SEI and GNCS for the medium-term include:

The need to do research into the use of traditional communication channels.

The need for institutional strengthening: e.g. the weaknesses of radio transmissions in the regions need to be solved.

At the end of the Jornada de Reflexão the following proposals for action were adopted:

1. A review of sector IEC situations is to be submitted to a central intersectoral IEC focal point at the SEI by 30 October, including what is being done at the regional level.
2. Each sector is to elaborate its own sector IEC strategy, and to define what it wants to get out of a national social communication strategy.
3. The IEC meeting for the water and sanitation sector, being supported by the Dutch government, tentatively scheduled in December 1993, should be organized by a small working group lead by DGRH, with inputs from other key ministries

involved.

4. Each sector must nominate an IEC contact or coordinator.
5. The FAO-funded Rural Communication programme envisages regional meetings in January 1994.
6. Radio and the SOLIDAMI network should be used to inform local groups about these regional meetings on rural communication.
7. One person from each sector should participate in these regional meetings.
8. The FAO-funded National Conference on Communication for Rural Development (scheduled for February 1994) should bring together all these IEC experiences and people working in this area and should concentrate on concrete output and results.

CHAPTER 4. IEC EXPERIENCES SINCE 1978

Introduction

Extensive experience in animation has been developed in Guinea Bissau through the earlier water supply and sanitation programme supported by the Government of the Netherlands.

Buba Tombali: social activation

In the Buba Tombali project (1978-1981), a social activation section was created with responsibility for introducing community-based project approaches and discussing choice of technologies (dug wells or pumps) with the communities. Already in those days the animation process comprised six elements:

1. research
2. mobilization of women
3. involvement of general village assembly
4. preparation for technical implementation, after which:
5. keep well surroundings clean (organization and responsibilities)
6. hygiene education.

Lessons learned

An evaluation of the project, especially of the effects of the animation work, was carried out in 1980. The evaluation resulted in interesting lessons. In every case where a community had not switched 100 percent to using the new water point, there was found to have been a lack of animation (also after the pump had been installed). The taste of water (iron, brackish) played a major role in acceptance of the new water source, but its importance varied greatly among the different ethnic groups.

A phenomenon which was found to need attention in the animation programme was the way in which access to the water points was organized when there was more than one well in a village. In villages where the water quality varied between wells, a well with brackish water may be designated for use, for all purposes, by the people in one part of the village, while those in another part might use a well with good water, also for all purposes. It was suggested that it would be better to use the well with good water for drinking water only, for the whole village, and that with brackish water for other purposes, again for the whole village.

Between 1978 and 1988, some 800 water points were constructed in the Dutch-supported project, at an average cost of US\$ 12,500. About 7 percent of this amount was meant to

be spent on animation.

In 1982 the Buba Tombali project experiences, including community participation and social activation, were documented in an English language publication. One of the suggested follow-ups was to find a solution for the maintenance problems of the wells and pumps. This was taken up in the Maintenance and Animation Project (H 14), which started in 1987.

The Animation Department at DGRH

To serve the project, an Animation Department was set up within DGRH. Staff of the DGRH Animation Department and UNICEF have produced useful analyses and evaluations of past IEC experiences, which have been presented at sector meetings such as the National Seminar for the water and sanitation sector in April 1989 (Relatório do Seminar Nacional sobre a Política de Manutenção e Animação no Domínio das Águas Rurais). However, these lessons do not appear to have been sufficiently integrated into the H14 project.

This project has also concentrated on one way communication to the communities in the tabancas, with the aim, first, of involving them in operation and maintenance, and subsequently, of convincing them of the need to pay for the services of the pump mechanic and for spare parts.

The objectives of the Animation Department, as defined by the Chief of the Department in 1989, were to provide support to the technical sections of DGRH and to help stimulate the optimum use of new water points. The methodology for the village work of the Animation Department calls for two visits to be made to villages before the construction of a new water point, followed by one visit during and one after construction. During the first visit, Department staff carry out an inventory of the local water situation, explain the project to the population and discuss the types, locations and number of new water points. In the second visit, the animators discuss the water situation with women and explain the way of working (i.e. the contributions required from the tabancas). The third visit aims to resolve possible problems about community participation in construction, while during the fourth visit the animators discuss how to make good use of the water point and choose, from among the community a woman to be responsible for hygiene around the water point and a man to take charge of preventive maintenance.

Problems identified by the Animation Department in 1989 included:

- Difficulties in raising interest among villagers and in motivating the women of the tabancas to keep the water point clean.
- While interviews with women were successful, only a few women participated in the discussions held after construction.
- Problems with community participation required a lot of time from the Animation Department field staff to resolve.

- The Animation Department must follow the work rhythm of the construction section to avoid delays.

In 1980 the work of the Animation Department was evaluated. The main conclusions, presented in the seminar in 1989, were:

- Although a new water point closer to the home was desired by women, their main priority was to gain income to buy food.
- Women had no time to participate in meetings and were not interested in doing so.

Another self-evaluation of the effect of the animation work was carried out in 1985-86. In assessing the contribution made by the Animation Department later, in 1989, the Department authors argued that it was impossible to distinguish results arising from animation from those due to the construction work. Yet one clear sign of insufficient result of the animation work was that the sector had not been able to convince communities about the importance of keeping the water point and its surroundings hygienically clean. About half of the 800 water points in 1989 had unacceptable hygiene conditions.

The Department's response to the evaluation was to recommend that, in future, the desired effects of the project should be concentrated more on increased comfort and supply -- for example, reducing the distance to water points and increasing the quantity of water per capita per day. It was felt that this would be more realistic than to continue to justify this type of project in terms of the effects on public health and possible increased production. Populations in the South appreciate new water points much more on convenience grounds than on possible public health effects.

At the same seminar in 1989, a UNICEF representative reported on a meeting on rural animation in the context of all UNICEF supported projects which had been organized by the Interministerial Committee for the Protection of the Child (Comité Interministerial de Protecção a Infância: CIPI) in the Eastern province in March 1989. This meeting showed the need to define a homogenous strategy for animation in rural water supply and sanitation to avoid different approaches and sometimes even contradictions. Two common mistakes in IEC for water and sanitation were identified:

1. Programmes and projects are developed without taking into account the human factor and the concrete reality of the country.
2. Many times, projects and programmes do not take into account the opinions of the target group.

Other mistakes made in the stimulation of agreement, understanding and support and popular participation included:

- animation is done one way, top-down

- messages are imposed by 'those-who-know' on 'those-who-don't'
- animation is used in a culturally dominant way
- a tendency to assume that 'we' have knowledge and know how to transfer it.

The UNICEF specialist concluded by saying that the process of change in knowledge attitudes and practices cannot be imposed from outside, but has to be developed from inside, and quickly.

From these documents, as well as from the quick analysis done during the mission, it becomes clear that hygiene education, effective collaboration with the health sector, and real community involvement have so far existed only on paper.

H14 project Maintenance and Animation 1987 - 1994 (SNV/DGRH)

The current phase of the Netherlands-supported H14 project has been extended to April 1994. At this moment there are twenty-one people working in the Animation Department of the DRGH, as follows:

national level

- two at the national coordination level (one expatriate, one national with ten years' experience);
- three in the Programa Experimental de Metodologias Participativas (PEMP/SARAR) at the CITA of the MRN, currently experimenting with the participatory methodology in six villages;
- four in the Secção de Abastecimento de Água Semi-Urbano (SAAS project), concentrating on semi-urban centres

provincial level

- four in Gabú
- four in Bissaor
- four in Buba

Sixteen of these are paid by SNV, two (in Gabú) by UNICEF, and two by DGRH with additional salary provided by SNV. In addition, UNICEF has four animators working in water and sanitation programmes in the Oio and Cacheu projects.

Following an evaluation of the pilot phase of the H14 project in October and November 1990 the DGRH animators, since 1991, have concentrated on the introduction of decentralized maintenance and the paying for water principle. They made 783 visits to tabancas in 1991 and 762 visits in 1992. Also in 1991, radio, television and newspapers

were used to spread messages about paying for water from handpumps and the performance of local mechanics in the rural areas.

For a more detailed overview of IEC activities in 1991 and 1992 at the field level see appendix 3 Actividades das animadoras provinciais.

Current IEC methodology

During a visit by the mission to Gabú three of the team of four animators employed at the Gabú DGRH office, (two female, one male) explained the process of animation and the IEC materials currently used.

They do first round introductions to some twenty or twenty-five tabancas, talking to the general village committees and asking them to choose a potential pump mechanic from among the village population. They then bring all these candidate mechanics together to select one, who will serve, on average, seventeen tabancas. In this process the animators use a set of five posters, developed by local artists in Bissau, but initially printed in the Netherlands. These illustrate:

1. recruitment of the mechanic
2. community participation in community management
3. the village forms a water committee
4. the village community has to help in transport of materials and maintenance
5. that the villagers also pay for the services.

Another set of five posters is used during a second visit to the tabancas to explaining the responsibilities of the water committees. These posters illustrate:

1. the two men and two women forming a village water committee
2. village leader (Muslim) and mechanic and payment
3. lubrication of pump and preventive maintenance
4. fencing of the pump area
5. women cleaning the area.

A third set of fifteen posters in album format present in Gabú (but not shown to the mission in Bissau), was prepared in 1989. Entitled *Água e Saneamento*, it was published as a joint UNICEF/SNV/PNUD production for DGRH, it was printed in Colombia and is said to have been distributed to all water and health centres in the country. The SNV expatriate responsible for animation explained that the set was produced in a hurry and that some of the posters have illustrations to which villagers are unable to relate.

None of these materials has been either pretested or revised after feedback from users. The poster concepts are usually being discussed between technicians and animators in Bissau, and adjusted to their comments. The same posters are used for all ethnic groups, yet these groups are known to react differently as far as participation is concerned. In the Gabú region, for example, there is much more participation from tabancas than in the South, because in Gabú water is much more a felt need and priority than in the South, where people have plenty of water.

Asked about possible differences in the acceptance of female and male animators by villagers in this Muslim dominated area, the male animator said there were none. But one of the female animators said there were: women animators had better access to women. She claimed to separate men and women and young and old in her work, taking a different approach to each group.

The Gabú animation office also holds a set of display cards which had been developed in 1991 under the Promotion of the Role of Women in Water and Environmental Sanitation Services (PROWESS). These cards tell four stories with a gap, which have been developed in six villages to involve women, in particular, in inventorizing problems. On the development of the PROWESS materials, exchange visits with Cape Verde have taken place.

Through these stories village women are asked to use a set of illustrated cards to get from a bad situation to a good one. It concerns the following stories:

- dirty pump - clean pump
- dirty well - clean well
- village without pump - village with pump
- village without well - village with well.

Training

The PROWESS materials were to be introduced and discussed in the next annual refresher training course for all the animators, due to be held for two weeks in October 1993.

Earlier training of DGRH animators took place in 1990, at the PDRI Zone 1 (Integrated Rural Development Programme) funded by Swedish SIDA. Six animators were trained for one month. Animators from PDRI have also introduced DRGH animators in their villages to make their entry easier. According to the H14 project manager, this happened only once, mainly because of institutional problems between PDRI and DGRH.

Since 1991, the animators meet once a year for a two week seminar to keep their knowledge up to date. There had been no outline programme prepared for the 1993 refresher course. Part of the programme for the 1992 course (see annex 4) was allotted to introducing the SARAR (Self-esteem, Associative strength, Resourcefulness, Action

Planning and Responsibility) approach and the GRAAP (Groupe de Recherche et d'Appui pour l'Autopromotion Paysanne) method of community problem solving. A comparison between the two methods was also made.

IEC investment

At the request of the mission, the project manager of H14 prepared an estimate of the amount of the project budget being spent on animation. On an annual basis, the estimated amount adds up to Dfl 339,000, distributed as follows:

<u>Item</u>	<u>Dfl</u>
materials	15,000
personnel	75,000
transport	90,000
training	10,000
expatriates	141,000
overheads	8,000

Project achievements

An evaluation of the H14 project in May 1993 found that decentralized maintenance had been achieved in 91 percent of the project area, and effective payment for handpumps in 60 percent. It was expected that in 1993 these figures could be increased so that 99 percent of all project interventions would be completed by the end of the year. It appears that these percentages refer mainly to the numbers of tabancas where these results have been achieved. Apparently the rate of payment for services and spare parts is satisfactory, but it is too early to say that the populations have taken in the message that they also have to take care of rehabilitation.

Following the conclusions of the 1993 evaluation to the effect that communities were able to pay more, the radio was used for one week in June 1993 to announce an increase in the charges for the pump mechanic and for spare parts (see annex 5 for content).

It is clear that, so far, the DGRH animators have only been able to do top-down introduction of decentralized maintenance and payment for a pre-selected technology -- the handpump. As announced in the Schema Directeur, it is only in new projects that communities will be given a say in the choice of technology, thus making a real dialogue possible. The Animation Department seems not to have prepared materials for this new policy.

Recommendations from evaluation missions for the Animation Department

Various evaluation missions to the H14 project have made recommendations for strengthening the animation activities. Only a few of those made in 1990 and 1993 appear to have been implemented or followed up, as indicated below.

1. Develop an action plan for animation activities for water as implementation of the plans in the Schema Directeur 1991-96 and 1996-2000. For sanitation, define borderlines and limitations and collaboration options in animation between DGRH and the Ministry of Health.

Action: Not done

2. To make the decentralized maintenance system sustainable, the population needs to be made aware or sensitized as to the value of safe water for health. The Animation Department should integrate a hygiene education component in the next phase of the H14 project. This should not interfere with, or aim to substitute for, the activities of the Ministry of Public Health in this field.

Action: In the proposed 1994-1999 third phase of the H14 project more emphasis on hygiene education is foreseen. The newly arrived SNV animation coordinator has it high on her list of activities.

3. To achieve a sustainable decentralized maintenance system, it is suggested that all new projects in the water sector should involve the Animation Department.

Action: In the new 1994-1999 proposal for the project, the animators will visit the tabancas before the technical teams move in. Other recently signed projects accept a similar approach.

4. Apply lessons learned from the PEMP with the SARAR approach in future information and mobilization activities of the Animation Department in a more participatory way.

Action: Not done yet

5. In the context of the water policy, clearly define the objectives and limitations of the application of participatory approaches, especially in relation with the technical school and training.

Action: Unclear if the 1992 refresher course for animators tackled this point.

6. Pay more attention to active women's involvement in the construction and maintenance of new water points and promote their real involvement in the participatory methodology (including its limitations). Develop a strategy and prepare an action plan with all agencies concerned for women's participation in water supply and sanitation.

Action: Not done

7. In collaboration with the Ministry of Promotion of Women, explore the

possibilities of organizing a seminar on women's involvement, not only for animators but also for other water and sanitation staff.

Action: Not done

8. Clarify the internal debate about the education of the population on technology issues.

Action: Not done

9. Increase the knowledge of animators on technical and economic issues.

Action: Unclear if the animators refresher course of 1992 contributed to this knowledge

10. Introduce new information and education materials such as community theatre, puppet plays and songs.

Action: Not done. UNICEF is trying to change the radio theatre group, which is now successfully used in a weekly health radio programme, into a theatre group performing in communities.

11. Concrete activities proposed for collaboration with the Ministry of Public Health, the Ministry of Education, and the National Office for Social Communication on hygiene education include the preparation of a school book on water, hygiene and health, and of radio programmes.

Action: Not done. At the Jornada de Reflexão, INDE announced that it is in the first phase of producing teaching material on Population and the Environment, which includes messages on personal hygiene and the value of water. INDE expressed its readiness to collaborate on the production of school materials. The SEI/FAO Rural Communication Programme offered to help in the production of rural radio programmes.

12. Study possibilities for a joint community participation course for animators, extension workers and village promoters of various ministries, initially at the regional or village levels.

Action: Apart from 1990 animation training at PDRI (no longer operational) nothing has been done.

13. Support national level initiatives for the coordination of water sector IEC.

Action: Now being started by a small Working Group within the DGRH and linked with the development of a

planned intersectoral national communication strategy
by the SEI.

CHAPTER 5. PROPOSALS FOR AN IEC STRATEGY FOR WATER IN GUINEA BISSAU

Introduction

The five basic phases for the development of the IEC Water supply and sanitation strategy can be categorized as:

1. Analysis
2. Planning and programming
3. Message development, pretesting and revision of messages and materials
4. Implementation of action plan, monitoring and measurement of impact
5. Evaluation.

Conclusions and recommendations in respect of each these basic steps, in relation to the description and analysis of the existing situation in Guinea Bissau in earlier chapters, are presented below.

1. ANALYSIS

Situation analysis is the first step in effective communication. It should include:

- a review of what **policies and programmes** exist
- identification of the **problems** to be solved and the **behaviour patterns** to be influenced or changed, based on existing knowledge, attitudes and practices
- choice of appropriate quantitative and qualitative **methods of investigation**
- identification of **constraints** to be addressed
- identification of **allies and partners**
- determination of available **media and communication resources**.

Policies and programmes

The existing policies and programmes on IEC for water supply and sanitation of the various actors in Guinea Bissau have been described in earlier chapters. The major actor is DGRH, through the activities of its Animation Department (see also chapter 4), supported by the Maintenance and Animation Project (Projecto de Manutenção e Animação: H14). The Animation Department has been weak in establishing effective IEC linkages on hygiene education and sanitation with the essential partner, the Ministry of Public Health.

The DGRH should make a serious effort to strengthen the Animation Department so that it can better serve all the departments of DGRH.

For the past three months, UNICEF has been providing support to the training of animators in five villages in the Gabú region, based on a village-based needs inventory done by workers from the ministries of Public Health and Education. The work of the animators includes activities around the well, health posts and latrines, and the involvement of village committees. Training of UNICEF supported animators is done jointly with the training of DGRH animators.

The 1994 - 1997 Master Plan of Operation of the UNICEF -supported has a lot of potential for IEC programming (see also Chapter 3). It remains to be seen how much of the IEC plans can be put in practice,

The Animation Department and IEC working group of DGRH should try to analyse the various IEC programmes and policies in further detail and should sound out on which water and sanitation subjects integration of activities and collaboration between various ministries are possible.

Collaboration and Coordination

At this moment there is hardly any contact on animation between DGRH and the Ministry of Health, except that some staff from the Ministry participate in the DGRH training of local animators. More practical collaboration is required on hygiene education and training for hygiene education between the agencies which report activities on this.

It is clear that, up to now, the various ministries and other agencies concerned have only talked on paper about coordinated IEC action. The only link between the Secretariat of State for Information (SEI) and the Animation Department of DGRH (specifically, project H14) in respect of IEC is that artists on the staff of SEI occasionally do work for the Department.

The recent initiative of the SEI to bring these agencies together through the Jornada de Reflexão opens opportunities to achieve the needed national coordination and strategy for communication for development.

It has been agreed by the SEI that the communication strategy for the water sector, which is to be developed during a national workshop funded by the Dutch government DGIS through the Water Supply and Sanitation Collaborative Council, could contribute to the development of an overall national IEC strategy.

Various inventories of IEC activities in the country exist. There is potential for future collaboration on IEC. To be successful this IEC collaboration requires: political will and a clear policy, availability of financial resources, real involvement of partners, a feeling of ownership, and availability of services of efficient quality. Finding common ground and mutual benefits is important. A first, unfinished analysis of potential allies and partners for IEC in the water sector is attached. The Working Group on IEC should complete this analysis.

DGRH should take up the preparation of the national workshop on IEC in the water sector and subsequent development of an IEC strategy urgently and with sufficient manpower.

Until now the Animation Department of DGRH has functioned only for the Maintenance and Animation Project H14. DGRH will have to integrate the work of the Animation Department much more in its other programmes and projects. The advocacy and communication skills of the Animation Department to get support from other ministries for its IEC strategy need to be improved.

During the day of reflection (Jornada de Reflexão) on intersectoral IEC, the mission made a presentation about the need for a two-way communication culture, the interrelationship of the water, health, environment and education sectors, the possibilities for inter sectoral coordination on IEC, lessons learned on IEC, and the phases and speed of adoption of innovations.

The discussions with the various ministries and during the Jornada de Reflexão resulted in a range of agreed actions:

1. Review of sector IEC situations by 30 November 1993. Each Ministry to write a few pages, to be submitted to the SEI as focal point for IEC.
2. Elaborate sector strategies.
3. Hold a national workshop for water sector communication planning as soon as possible.
4. Each sector must nominate a contact or coordinator for the overall workshop to develop a national communication strategy for development, scheduled for February 1994 (funded by FAO).
5. Organize four regional Rural Communication meetings in January 1994 (also FAO funded).
6. One person from each sector to participate in these regional meetings.
7. The national conference should bring all consultants together; identify nationals to organize conference output and results.

The IEC staff capacity in the MRN/DGRH urgently needs strengthening. The combination maintenance and animation as used by the Projecto de Manutenção e Animação (H14) has in practice so far used animation for sending messages down to the community level to facilitate decentralized pump maintenance and payment of the pump mechanics and spare parts. To achieve effective women involvement and hygiene education DGRH staff will have to use more two-way communication with and learning from the women and men in the tabancas.

The communication strategy for the water sector should, as far as possible, be drawn up by the IEC working group from DGRH and outside members of other ministries between now and May 1994. A West African regional workshop on IEC in the water sector is scheduled to take place in June 1994 in Nigeria, funded by the Netherlands government. The same donor will fund a national workshop on communication in the water sector in Guinea Bissau. This sector IEC strategy should be linked up with the national communication strategy, for which regional meetings are planned in January 1994 and the

national meeting for end of February 1994.

DGRH needs to follow up the momentum and start the work of its IEC working group immediately. A tentative list of actions of this group was supplied by the mission: consolidate and expand existing communication research in the country; translate relevant parts of the IEC resource booklet; do a strength-weakness analysis of partners and allies. For this, the consultants' report will provide a good start. Definition of priority objectives and target groups and exploring the possibilities of common training for animation and a joint plan of action with the Ministry of Public Health are the other activities that should be undertaken before the national workshop.

Gabú seems to be a region where some collaboration on IEC already exists. This could be further developed as a pilot project, testing out if, and with what outcome, other ministries and ESAs can collaborate.

At the debriefing at the Ministry of Natural Resources, Minister Cardoso decided that a team of Tamba Nassonde, Julio Antonio and Anita Djalo will constitute the IEC working group for DGRH. This group will be supported by the new SNV advisor for animation, who arrived in Bissau on 12 September. Urgent action is needed to translate relevant IEC materials into Portuguese. UNICEF staff were translating the Basic elements for messages chapter of the Communication in Water Supply and Sanitation Resource Booklet.

Problems to be solved and behaviour patterns to be changed

In earlier chapters a lot has already been said about the problems which various programmes set out to solve. These programmes state less explicit which behavioural changes they want to achieve. Problems of the sector as a whole have been described in chapter 2. More specific IEC related problems as identified in the Schema Directeur, UNICEF -, FAO and World Bank supported programmes were described in chapter 3.

The problems that so far the Animation Department of DGRH has given most attention in practice in the Netherlands supported Maintenance and Animation Project H14 are:

1. to decentralize maintenance of pumps
2. setting up of village water committees and pump mechanics
3. introduction of payment for the pump mechanic and spare parts
4. promotion of women's involvement
5. introduction of hygiene education
6. protection against water pollution.

So far, animation action has been concentrated on problems 1, 2 and 3, as can be expected from the project name. External project evaluations show that targets related to these three objectives have been largely achieved. But it is too early to tell whether the

decentralized maintenance and payment will continue to work. Urgent action is needed as soon as possible on problems 4, 5 and 6, in consultation with the various other ministries concerned.

The Animation Department views on the problems on animation as presented in the national seminar on water and sanitation in 1989 were described in chapter 4.

The IEC Working Group of DGRH should consolidate all these problems and should make a start prioritizing them. Final selection of priority problems to be solved by an IEC programme should be made at the national IEC workshop.

Methods of investigation

It is important, in carrying out studies in preparation for IEC activities, to achieve an appropriate mix of quantitative and qualitative methods such as questionnaires, focus group discussions and direct observations by field investigators.

One of the first socio-cultural studies on water supply problems in Guinea Bissau was carried out in 1978/1979 by the Dutch sociologist van der Ploeg. This was a study in forty-seven villages in the Quinara and Tombali districts in the context of the Netherlands supported Buba Tombali water project (1978-1981). This project already made provision for the village people to choose either a well with a bucket or equipped with a pump. The study was done in consultation with village committees using a checklist, and through observations at various water sources and household visits to find out from women about water use habits.

The study found an important difference in the hygiene customs of the two main ethnic groups in the area. Whereas the Fula had a concern for the cleanliness of their water (some filter it, while many used an old oil drum to cover their wells) the Balanta did not bother about clean water, so their wells were inadequate.

Different ethnic groups in the country have varying group structures (hierarchical: Islamic Fulas and Madingas, horizontal: e.g. the Balanta). This has consequences for the village decision-making structure and shapes the way behavioural change will occur. For the Fula and Mandinga, wise persons ('homens grandes') and imams are important allies for IEC, who need to be contacted (and won) first for IEC actions. The Balantas (the main population group in the South) do not have collective funds, such as the mosque funds of the Fula and Mandinga.

The evaluation mission of October 1990 to the H14 Project also encountered socio-cultural variations in ethnic group structures, funds, and water use (see annex 4 of the mission's report, Francesco Fernandes et al, 1990).

Field visits by external evaluation teams to the H14 project in 1990 and 1993 showed that, in the East and South, populations are willing to pay for spare parts. The 1993 evaluation recommended that prices could be increased.

In the context of the H14 project, two research groups have been surveying 23 semi-urban centres during 1993, to make an inventory of the water systems, the hygienic situation

around ten water points in each centre and the use of water for various purposes by women. The field work has been completed, but the report is not available at the time of writing. Preliminary results show that, in general, piped water is preferred for household use because of the convenience. For drinking water, traditional wells are preferred because of the better taste of the water. Only in three centres did the majority of the people surveyed use piped water for drinking.

According to the SNV (Serviço Holandes de Cooperação) representative in Guinea Bissau, various NGOs in the country try to help their home villages to develop by finding out the people's priority needs. Water is often included, especially in the dry season. The DGRH should try to link up with SOLIDAMI to find out which of these NGOs have effective capabilities and possibilities to assist in animation work. SOLIDAMI has offered support in this area.

DGRH should make officials in various ministries aware of these various surveys and research done in the water sector. In consultation with SEI, additional socio-cultural research or KAP studies for the water sector should be done in the country.

In the 1993 UNICEF evaluation of the GNCS of the SEI it is suggested that existing staff of GNCS will have to be reoriented to do research in social communication for community participation. A first practical suggestion is that the GNCS, with the help of SOLIDAMI, should first make an inventory of existing socio-cultural research capabilities in the country. A separate effort should be started to develop audience research skills.

Constraints to be addressed

The main general constraints include economic austerity, lack of resources, lack of trained staff, lack of expertise in IEC or community management, the existence of many different ethnic groups and languages, and the extremely low literacy rate.

An important constraint in the water sector itself is that the notion that 'water is free' is still dominant in the thinking of communities. Changing that to a willingness to pay for the services of the pump mechanic and spare parts will take considerable time. This willingness would be greatly enhanced if people were given a choice in the level of services. At present, people are not used to being involved and have not been sufficiently sensitized for real community management to be developed. In the tabanca visited during the mission, it was clear that the community was surprised that the pump was handed over, with the message 'from now on you are responsible for maintenance'.

The lack of a consistent policy regarding paying for all kinds of social services is another constraint. In the tabanca visited by the mission people complained that, in addition to being expected to pay for the pump mechanic and spare parts, they were suddenly expected also to pay for medicines from the local health centre.

Constraints within the DGRH include:

- not enough funds are available for maintenance and rehabilitation

- since 1989, investments in the sector from ESAs have decreased substantially
- staff funding is to a large extent dependent on funds from ESA projects
- management capacity for IEC activities is insufficient
- IEC staff are insufficiently qualified
- austerity measures (resulting, for example, in non-payment of salaries for several months) lead to demotivation of staff.

Some sector projects have been implemented without a demand or felt need among the communities concerned, and IEC and animation and sensibilization of communities have received insufficient attention in the past. However, some externally-funded projects in the water sector are now introducing IEC and animation work, which includes contact with the villages before the borehole drilling team comes in.

Another important constraint is that the financial capacity of communities to pay for operation and maintenance costs is limited.

IEC capacities of DGRH should be increased and will require additional funding of permanent staff from the Government as well as ESAs.

Identification of allies and partners

An analysis should be done to identify which organizations, institutions and individuals have the greatest potential as water and health communicators and mobilizers in urban and rural communities. The second aim of this analysis should be to assess the kinds of support needed by them in order to maximize their potential input. This analysis should also lead to strategies for involving these organizations and individuals on a regular basis in the communication strategy for water and health.

The analysis should consist of various related studies:

- a profile of allies and partners
- a study of existing channels of communication from which people get their information on water and health
- a profile of mass media and communication resources.
- a Knowledge, Attitudes and Practice (KAP) study of women and men to better understand what they know, believe and do about their water supply and sanitation.

This report contains a first quick analysis on all these areas, which the working group on IEC or a consultant should use for further work. For the allies and partners analysis, the "Assessing criteria for potential allies and partners for IEC in WSS" Chart, attached in Appendix 6 should be expanded.

To assist this work, general characteristics on allies and partners can be found in the Resource Booklet on Communication for Water Supply and Sanitation (p30-45). It also

describes target challenges, field examples and advantages and potential drawbacks for government staff, teachers and educators, health workers, NGOs, employers and trade unions, religious leaders, mass media and traditional media.

Determination of available media and communication resources

In May 1993, UNICEF did an evaluation of the National Office of Social Communication (GNCS) (see for more details Ute Deseniss-Gross' report of the technical assistance mission to evaluate the GNCS. During interviews and discussions with mothers and health staff in townships and health centres it was found that people do not retain much of the messages, contents and illustrations provided through GNCS communication support activities.

Reasons for this included:

1. lack of audience research
2. lack of coordination within GNCS and with the technical ministries
3. lack of use of traditional communication channels
4. lack of pretesting of the audio and visual communications productions.

A number of recommended actions from this UNICEF evaluation have already been followed up. For example, the magazine O Comunitário will be integrated as a weekly supplement in the irregularly-published official newspaper No Pintcha, with a circulation of 3,500 copies. This newspaper reaches only literates, mainly people working at the policy level in Bissau. Quite often there is no paper available to print the newspaper. During the mission, the GNCS and UNICEF signed an agreement by which UNICEF would be offered free radio time for a child survival programme in exchange for supplying GNCS with tapes, cassettes, a recorder, field transport and field reports.

This UNICEF evaluation highlighted the importance of interpersonal communication as the most efficient means of communication, followed by radio. Radio and the newspaper play a supportive role, but the quality of their contents and production techniques must improve. Audience research is a prerequisite for any further production. The perceptions of the rural population on social issues need to be taken into account. The contents of messages need to be harmonized and coordinated among technical ministries.

The radio theatre group needs to be trained for community performances, linked with face-to-face dialogue. The GNCS should also look into community theatre and picture code techniques and other traditional media.

The proposed follow-up of the UNICEF evaluation is to transform GNCS into a National Social Communication Authority which, with regular technical support from UNICEF,

will help build national capacities on social communication. This would allow GNCS:

- to take stock of past achievements
- to review constraints
- to run short, specific, on-the-job training sessions
- to set targets for the next six months
- to undertake strategic planning.

A survey on radio programmes should be carried out in order to find out how many radio sets are in use in the country. In the tabanca visited by the mission, with a population of 930, ten radio sets were in use. However, radio programmes do not reach all parts of the country; in Gabú, for example, programmes could only be received after 1700 hours, due to atmospheric conditions.

In the Ministry of Public Health, CECOMES has so far only been working on AIDS, with a strategy and annual plan to spread materials and messages carefully, as people need time to absorb new information. The centre has two offset presses (Gestetner 311) using imported paper, as well as a radio studio, from which the daily programme 'Radio Saúde' is produced, and two xerographic colour printing units operational. The centre works together with INDE. Both institutions have spare capacity available which could be hired by other organizations, provided that outside requests fit in with these centres' own plans.

Existing informal channels of communication such as religious leaders and opinion leaders should be used better in the water sector IEC strategy than they have been so far. The Resource Booklet on Communication in Water Supply and Sanitation (p 41-45) contains information on some general characteristics, advantages and drawbacks and gives some field examples of the use of radio, television, print media, and traditional media in water and health programmes.

2. PLANNING AND PROGRAMMING

This stage should result in an overall strategy and plan that defines the following components:

- definition of specific, realistic, prioritized and measurable **objectives**
- **audience segmentation**
- **selection of communication media**
- **interpersonal reinforcement**
- **preparation of work schedule**

- **budgeting**
- development of **management plan**

Definition of objectives

The general objectives for an IEC strategy for Guinea Bissau emerge from the statements of sector objectives and policy principles in the Schema Directeur (pp. 59 -63). Specific IEC objectives are given in the section on animation and sensibilization for hygiene and sanitation education (pp 69-70):

- prepare a national programme of sensibilization of communities on various aspects of hygiene
- prepare animation for cleanliness of the water points, environmental sanitation, control of used water and for the construction of sanitary latrines
- improve the capacity of the Animation Department of the DGRH to develop this animation programme, together with the SEI, the Ministry of Public Health, as well as with the ministries of Education, and Rural Development and Agriculture
- produce relevant training materials (graphic and audiovisual) needed by the programme, under responsibility of the Animation Department.

The Schema Directeur also outlines the broader elements of an information and sensibilization programme for water (p. 87):

- introduce new concepts of community participation and cost sharing
- animation must explain the new strategy and define the precise role of all parties involved
- the animation strategy integrates all aspects of water supply, hygiene, hygiene education, water use, protection of environment. Animation actions by the water sector must be coordinated with the animation work of other interested or related ministries.

Proposed IEC and animation actions under the Schema Directeur include the following:

- The Animation Department will coordinate programmes, define themes and organize campaigns at national level using different media.
- The department will provide support to projects and local animators and assist in the development of specific themes and training materials.
- Animators train village water committees in operation and maintenance, financial contributions and hygiene.

- Animators promote the involvement of women in organization of water supply, the selection of technology, and maintenance. Women are also the prime target group for hygiene education.

DGRH, with the other ministries concerned, should work out explicitly who will be responsible for the various IEC objectives as identified in various policy documents.

Audience segmentation

Politicians, women, teachers, and the private sector have all been mentioned in documents of, and during discussions at, the MRN/DGRH as different target groups in a water sector communication strategy. Some politicians may already have been targeted with special messages through the recently established Interministerial Committee on Water. For the other target groups, different sets of messages will have to be developed by the IEC working group.

In various external evaluation missions of the project H14, the production of a school book on water, hygiene and environmental sanitation has been recommended. According to the Schema Directeur, this is not expected to be achieved before 1996-1998. This seems rather late, also in view of the fact that the school materials on Women and Environment on which INDE is working are due to reach primary schools in the country in 1994. DGRH should follow-up the invitation of INDE for collaboration on this.

Basic elements for policy makers, sector professionals and users which can be adopted for local development of messages can be found in the Resource Booklet on Communication in Water Supply and Sanitation (pp. 15-19). Water sector staff in Guinea Bissau must become more effective communicators to listen and respond to needs and wishes from the users and to make a more convincing case to higher policy levels for increased budget allocations.

Selection of communication media

Media selection should involve a mix of mass media and inter-personal communication, with coordination of both assured for impact and timing, and should be coordinated with IEC actions of other sectors on content and timing. There is no coordination in this respect in Guinea Bissau, as a result of which villagers become confused or annoyed. This was, for instance, the case with the uncoordinated introduction of charges on communities to pay for pump maintenance and medicines, which were earlier provided free of charge by the government.

The earlier mentioned UNICEF evaluation of the GNCS included a limited field check on spread of health messages in Guinea Bissau. A mix of radio and interpersonal communication through health workers or animators was the most effective combination, it was found. This was confirmed by the recent use by DGRH of the radio, which broadcast short messages during one week to introduce the new price system for pump maintenance and spare parts, together with the use of field staff.

Interpersonal reinforcement

Interpersonal reinforcement of messages from the water sector in Guinea Bissau by community workers, religious leaders and other influential groups is under-utilized. At the field level, communication between the DGRH animators and the local health workers of the Ministry of Public Health should be greatly improved. These health workers who visit the tabancas regularly, could be used more in water and hygiene work.

In Gabú it was found that teachers in the madrassa schools are not being involved in teaching on hygiene issues, despite the fact that there are various references to hygiene in the Koran. These religious and traditional leaders could be motivated by the water sector to assist in two-way communication for more sustainable and hygienic water supply and sanitation in the country.

Preparation of work schedule

The Animation Department prepares monthly workplans for the project director of the H14 project. The monitoring reports received from the animators in the field are not being used at the higher level. They contain interesting information such as ratings and explanations of negative or positive reactions by the communities to each meeting with the animators. The Animation Department reports twice a year to the project director on content of the animation work in the field.

With more projects asking support of DGRH animators and once the Animation Department will be strengthened a new work schedule should be prepared and shared with all agencies concerned.

Budgeting

The animation budget should include line items for personnel, materials development, pretesting and revision, production, field worker training, equipment, travel and evaluation.

The creation of the Animation Department has not been made concrete in budgetary terms. At present, the department is organized in the form of cells linked with and funded by the H14 project. At the request of the mission, the project manager provided the following annual cost estimates for animation activities:

<u>Item</u>	<u>Dfl</u>
personnel	226,000
transport	90,000
materials	15,000
training	10,000
equipment	8,000
total	<u>339,000 (US\$ 180,000)</u>

Since some new donor-funded projects are foreseen which will create between 600 and

1,000 boreholes or waterpoints in the next few years, the Animation Department has a very important task and needs to be reinforced.

The proposed new 1994-1997 phase of the H14 project includes provision for IEC training for a period of five years in Brazil, starting in 1994, for a candidate with 11 to 12 years of schooling. Apart from this, the existing animators will need reorientation courses. It is also necessary to train a technician in visual communication and other practical communication methods in a short course. In the proposal for the 1994 -1997, budget lines have been included for training on animation (Dfl 220,000) and for the development of animation materials (Dfl 50,000).

The Ministry of Public Health received funding from the European Community for the establishment of CECOMES, mainly to produce materials on AIDS. The Hygiene Education Department together with CECI, recently produced a video on diarrhoea and a colour printed manual on the same subject.

The budget for the World Bank-supported Health Project under the Social Sector Project 1993-1997 includes an amount of US\$ 309,000 for IEC activities in health.

The pattern of UNICEF funding in recent years for IEC on social mobilization for mother and childcare, and for support to the GNCS, is as follows:

<u>Year</u>	<u>US\$</u>
1990	116,500
1991	118,100
1992	103,000
1993	199,900 (GNCS)
1993	107,000 (Gabú)
Total	644 ,500

The proposed budgets for 1994-1997 are as follows:

- US\$ 200,000 (plus US\$ 80,000 supplementary funding requested for the Advocacy and Social Mobilization project 01: Advocacy)
- US\$ 120,000 per year for four years (plus US\$ 120,000 supplementary funding requested for the Advocacy and Social Mobilization project 02: Social Communication in support to programmes).

The Schema Directeur contains two tables with budgetary information from which planned budgets for animation can be derived. Table 5.7a, Investments in the water and sanitation sector 1992-2000, shows eight projects with an animation component. Project A8 is the National Animation Programme, for which (including coordination, production of material and animation) total budgetary provision of US\$ 330,000 for four years is allocated.

From another table on the investment programme 1992-2000 (table 5.1) a more detailed

overview of IEC funding per year and project can be obtained:

<u>Project</u>	<u>US\$</u>	<u>Period</u>
D1 Animation/sanitation (Gabú)	450,000	1992-1995
D2 Study willingness to pay	not budgeted	
D3 Study environm/sanitation	100,000	1993
D4 Nat. Social Communic. Progr.	330,000	
D5 Training material products	400,000	1996-1999
D6 Support hygiene educ. serv.	200,000	1992
D7 Communication cell hyg. ed.	300,000	1993-1997
D8 School book(s) on hyg.ed.	350,000	1996-1998
D9 appropriate techn. transfer	50,000	1993
D10 Centre for studies, surveys	400,000	1996-1999

The activities of 1992 and 1993 have not taken place yet. From this table it becomes also clear that funding of essential activities for IEC in Guinea Bissau is not foreseen earlier than 1996. Unless DGRH remedies this situation animation and IEC will be able to contribute only a little to better used, maintained, jointly-paid water points and latrines, or to improved hygiene behaviour and health improvements.

The 1993 - 1997 PNUD/FENU borehole project has US\$ 135,000 earmarked for IEC.

Development of a management plan

The management plan for IEC should indicate specific responsibilities for major tasks.

The DGRH should consider IEC and animation a key factor for its total water supply and sanitation programme and devote more attention and money to it, rather than leave animation to remain a component in the Netherlands-supported programme. DRGH should put the Animation Department higher in its organization, put animation staff on the government payroll, and urgently train animation staff to handle the increasing volume of animation and IEC work at the national level.

So far, the Animation Department has mainly served the H14 Project at the district and tabanca level. Better management of IEC in the DGRH, cooperation and coordination on animation and IEC with other ministries should be taken up as soon as possible.

3. MESSAGE DEVELOPMENT, PRETESTING AND REVISION

Message development should be based on the analysis and design conducted in the first two stages. The steps to be followed are:

- development of **message concepts**
- **pretesting** of message concepts
- creation and testing of **messages and materials**.

Development of message concepts

The development of message concepts includes preliminary illustrations, words, phrases and theme lines or slogans.

Message concepts for Guinea Bissau should emerge from the Schema Directeur. Until now, they have been focusing on the needs of the H14 project, and dealing with decentralized handpump maintenance, the involvement of village water committees and pump mechanics, and payment for the services of the mechanic and for spare parts. Various poster sets are being used in the field.

Pretesting of message concepts

Concepts should be pretested with groups or representatives of the intended audience, especially pictures and other visual materials, which are easily misunderstood.

The DGRH has done no pretesting of concept materials. In practice, the animators and technical staff of DGRH comment on draft versions.

Creation and testing of messages and materials

After pretesting of message concepts, complete messages and materials, e.g. radio programmes, posters, dramas or puppet shows, should be created and pretested.

In Guinea Bissau, the radio theatre group is one of the most popular programmes on radio. Recent attempts to use the theatre group in townships and rural areas showed that they have still much to learn in order to apply their radio experience in live theatre.

Messages and materials should be pretested for comprehension, recall, strong and weak points, and personal relevance with representatives of the intended audience before final production.

In Guinea Bissau, only CECOMES and CECI do this. Posters on AIDS are field-tested by CECOMES before final production at a field station in Cacheu. The radio programme, Radio Saúde, on AIDS is evaluated every three months in all the eight regions, by a sample of eight or ten people.

All materials on diarrhoea control produced by MPS/CECI have been pretested at a pilot project in Bafatá.

UNICEF and the DGRH Animation Department use an artist from GNCS to make posters and flipovers. The 15-page UNICEF/SNV/DGRH full-colour poster set of 1989 was produced in a hurry, and it is considered that some of the posters could contain wrong messages or fail to make sense to communities.

In future, UNICEF will test its materials before they are produced.

Existing materials should be retested before being reproduced for further use. Before the Ministry of Public Health produces the announced update of the earlier health albums a retest should be done in the field.

Programme staff at all levels must be flexible and ready to make unanticipated changes as a result of testing. DGRH should pay more attention to pretesting its IEC/animation materials.

4. IMPLEMENTATION, MONITORING AND ASSESSMENT

These three processes overlap so that lessons learned can lead to improvements in the programme.

Implementation is usually the most costly stage of a communication programme. The steps to be followed include:

- producing final messages and materials based on pretest results
- scheduling and integrating distribution through appropriate channels to maximize impacts
- training those who will be using the materials, as necessary
- circulating implementation schedules and reports widely to harness alliance building.

DGRH should make other sectors fully aware of the work of the Animation Department. This should include the sharing of the schedule of visits to the tabancas used by the DGRH animators.

The participants of the Jornada de Reflexão on sectoral IEC of 15 September 1993 agreed that collaboration between various ministries and coordination by the SEI should lead to better coordinated production and distribution of IEC materials.

Monitoring steps include:

- monitoring the volume of materials production
- monitoring distribution of materials in media and through personal communication
- monitoring the workplan
- monitoring and strengthening relationships with other agencies
- making any necessary revisions.

In Guinea Bissau, after recent use of the radio by DGRH to disseminate messages about the new prices of the pump mechanic and spareparts, supervisors found during their field travels, that in most districts the messages had been received by both pump mechanics and village people. In one district the supervisors requested that a letter of DGRH should be sent to the pump mechanics as reinforcement of the radio messages.

Assessment steps include:

- measuring and tracking audience awareness, comprehension, recall and practice using affordable research techniques to obtain rapid feedback
- analysing the results in terms of specific objectives
- making any necessary revisions in project design.

Some revisions have been made in the animation and IEC programme of DGRH, based on the results of various evaluation missions of the Netherlands supported Buba Tombali and H14 projects. The input of the Animation Department in the animation and IEC strategy for the water sector should be reconsidered on the basis of the outcome of the various knowledge, attitudes and practice studies that have been announced in the Schema Directeur.

Monitoring and assessment should be seen as essential ingredients of success, not as tests of staff performance.

5. EVALUATION

This stage entails both the analysis of overall impact and application of the analysis for replanning future activities. The main steps in evaluation are:

- reviewing and analysing information gathered at each stage of the process
- analysing the project's impact on the proposed audiences, sponsoring organizations and others involved
- identifying significant changes in the national environment

- evaluating the skills acquired by local personnel
- estimating future needs in terms of support and funding
- redesigning continuing communication activities
- recycling assessment data into new programme design.

It is important to keep in mind that the communication process is a continuous one. Operations research at all stages of the communication process helps shape the direction. Significant changes in attitudes and behaviour take time and repeated effort. This process is cyclical, adjusting to the changing needs of audiences and building systematically on past experience.

According to the Animation Department at DGRH, no recent internal evaluation efforts of the animation work and methods used were undertaken.

All the external evaluation missions of the H14 project so far have evaluated the project as a whole. This always included a chapter on the functioning of the Animation Department. Only in the earlier Buba Tombali project was an evaluation of the animation team carried out. The general evaluation reports of 1990 and 1993 repeat similar conclusions and recommendations on animation. This means that it takes a long time before the project incorporates recommendations.

Most of these reports have made observations about the impact of the work of the Animation Department in relation to the H14 project objectives, in terms of achieved decentralized maintenance and the introduction of payment for services and spare parts. DRGH should undertake a further evaluation of its Animation Department operation

Appendix 1

Persons met

- Sr. Joao Cardoso, Ministro des Recursos Naturais
(promoter IEC Water supply and sanitation+ member of IEC Working Group
Water Supply and Sanitation Collaborative Council)
- Sr Seco Boia Baio, DG, DGRH
- Sr. J Baldo Directorate General des Recursos Hidricos
- Sr Carlos Barry, Directorate Planificacao de DGRH
- Sr. Tamba Nassone, Director Rural Water Supply DGRH
- Sra Ansatu Balde, responsável Departamento Animacao
- Sra Fatima Kande, Animadora, Gabu
- Sr. Eng Califa Seidi, Secretario de Estado de Informacao
0 national coordination unit IEC all sectors
0 a few months ago in process of making an inventory of IEC activities in GB)
- Sr. Francisco Barreto, Directeur General de l'Informatoin, SEI
0 coordinator GOGB/FAO Rural Communication Programme TCP/GBS/2251
- Sr. Eng Nelson Gomes Dias, Secretario de Estados do Plano
- Sr. Julio Cesar Sa Nogueira, DG de Saúde Pública, MSP
- Sr. Augusto Paulo Jose da Silva, Director Geral Estudos, Planeamento, Projectose
Cooperação Internacional, MSP
0 Manager IEC World Bank programme
0 national maanager and invloed in Lusophone WHO/UNDP Healt Learning
Material network
- Sra Fernanda Tavares, DG Ministerio de Promocao Femina
- Dr. Agostinho Sadja Hane, Coordinateur National CECOMES
- Giorgio Ferrario, Coordinateur CESTAS (Italy)
- Justiano Mendonca, radio journalist
0 part time national radio and part time radio producer for CECOMES, mainly on
AIDS)
- Humberto Gordeia Pinto (grafico) CECOMES
- Daniel Brodeur, Conseiller en prodction de Materiel Audio-visuel, CECI
- Sr Rui da Cunha, DG, INDE
- Sra Edurga Bienvenu-Ba, INDE (only at Jornada de reflexão)
- Sr Alfredo Handem, Director SOLIDAMI
- Sr. Manuel Freitas, Chefo do Projecto FENU/PNUD (Fonds des
Equipemens de Nations Unies
- Sra Maria Theresa Hevia, Represantante Residente UNICEF
- Sr. Oscar Barbosa, Info/Communication Officer UNICEF
- Sra Isabel Miranda, Communication consultant, UNICEF Gabu
0 served as counterpart during the mission
0 is implementing UNICEF training programme van promotores de saude of
DGRH in Gabu since May 1993)
- Sr. David Domingues, Project Officer Sao Domingo Projects, UNICEF
- Kristine Z. Jeppesen, Assistant Programme Officer UNICEF
0 involved in the Sao Domingo project
- Sr Hans Dorresteyjn, Delegado SNV Guinea-Bissau

- Sr Koen van der Werff, SNV
- Sra Knippenberg, part-time advisor Animation programme DGRH
- Sra Mary Hazenberg, School sanitation researcher INDE
- Sr Gunther Heydrich, consultor coordinador FAO, TCP/GBS 2251 project
- Sr. Seco Tecanhe, Documatalista (DGRH)

Appendix 2

IEC resources documents (on dates)

- Guia de avaliacao, PHHR/Buba/Tombali Project (see Van der Ploeg, eerste evaluatie Voorlichtings sectie Jan 1980
- Rural Water Supply Development: The Buba-Tombali Project, IRC/Government of Guinea Bissau, 1982 (villages and importance of taste p37, cultural differences of use of wells and characteristics of types of water p 38, assessment of felt needs p41. The social activation section objectives, tasks etc p 42-45, evaluation done by Ms Hochet in 1980 about effects of social activation, plan of action social activation and modification p 50, activities by promotional team and women, half yearly evaluation p 53.]
- Ansatu Balde and Annet Hermans (1989). Investigação aplicada no projecto de Buba (Quinaro e Tombali) in: , MRNI, Guiné Bissau.
- Relatório do seminário nacional sobre a política de manutenção e animação no domínio das águas rurais, DGRH, April 1989
 - 5.7 Francisco Fernandes: A tarefa de animação no âmbito da DGRH
 - 5.9 Alba Luci Alves, UNICEF Comunicação social no sector de água e saneamento (62 -64)
- Onderhoud Rurale Drinkwatervoorziening: onderhoud-voorlichting-waterleiding; Een evaluatie van de pilot fase, 1990, Francisco Fernandes et al, DGRH/DGIS
- Schema directeur pour le secteur eau et assainissement, PNUD, New York 1991
- Plano de Animação, Foram retidas 6 tabancas Gabu (including Lenqueto) (1992?)
- O fornecimento de informação na direcção geral de recursos hídricos do ministério de recursos naturais e a indústria de Guiné Bissau - Relatório de uma abordagem preliminar, Stephen Parker, CIR 1992
- Conteúdo das reuniões de animação nas tabancas ater ou com um ponto de água, Projecto de Manutenção e Animação, DRGH, 1991
- Programa da reciclagem das animadoras do Projecto H 14, 29 September - 9 October 1992.
- Plano de Acção 1993, Projecto de Comunicação Social, Gabinete Nacional de Comunicação Social, SEI/UNICEF, 1992
- Ute Deseniss-Gros (1993). Report of the technical assistance mission to evaluate the the National Social Communication Cabinet (GNCS), Programme Communication and Social Mobilization Unit UNICEF

- Assistance en matière de communication rurale, Gunther Heidrich, FAO, 1993
- Draft evaluation of the well construction and well-diggers training project in Sao Domingos, May 1993, UNICEF, Guinea Bissau
- Plano de Accao Anual, Projecto de Animacao Social Rural de Gabu, MRN/UNICEF, 1993
- Pagamento de Mecanicos Locais das bombas manuais, Text of radio message DRGH, April 1993
- Ficha de animacao
- Draft Technical Assistance in the Area of Information, Education and Communication for Health, Social Sector Project, Ministry of Health/World Bank, Pina Frazzica, June 1993
- UNICEF 1994-1998 GOGB-UNICEF Programme, Master Plan of Operations, July 1993
- GOGB/SNV programme proposal 3rd phase H14 project 1994 - 1999, September 1993

Appendix 3

quadro 2

ACTIVIDADES DAS ANIMADORAS PROVINCIAIS

durante os anos de 1991 e 1992	NORTE		LESTE		SUL		TOTAL PAIS	
	1991	1992	1991	1992	1991	1992	1991	1992
reunioes com populacao								
- introd. sist. e escolh. MEC.AREA	102	56	233	0	27	0	362	56
- intr. sist. compl. e esc. MEC.TAE	52	2	7	0	16	7	75	9
- paga. peças e esc.COMITE G.	36	83	90	254	34	268	160	605
- entrega do MEC . TAB.	38	16					38	16
- assinatura do CONTRATO			32	20	16	0	48	20
- EDUCACAO sanitaria	1	0	13	37			14	37
- novo ponto de agua			6	9			6	9
- standardizacao			24	12			24	12
reunioes com os comites								
- escolha MEC. AREA	4	7	5	2			9	9
- entrega do MEC. AREA	4	7	8	7	2	19	14	33
- assist. a form. MEC.	4	3	5	4			9	7
outras, de caract. geral								
- visitas / recolha dados	9	19	1	0			10	19
- entrevistas / inqueritos			7	0			7	0
TOTAL DAS INTERVENCOES	250	193	431	345	95	294	776	832

Appendix 4

PROGRAMA DA RECICLAGEM DAS ANIMADORES DO PROJECTO H14
DATA: 29 DE SETEMBRO ATE 9 DE OUTUBRO 1992.
LUGAR: AMFITEATRO DO MINISTERIO DE RECURSOS NATURAIS BISSAU

SEGUNDA FEIRA 29 DE SETEMBRO

09:00 H - 10:30 H APRESENTAÇÃO PROGRAMA, TRANSPORTE,
PAGAMENTO AJUDA DE CUSTO ETC.
10:30 H - 11:00 H CAFE
11:00 H - 12:00 H MODELO DA COMUNICAÇÃO
Por Marceano Sousa Cordeiro - INDE
12:00 H - 14:00 H ALMOÇO
14:00 H - 17:00 H MODELO DA COMUNICAÇÃO E PREPARAÇÃO DA
VISITA DE TERÇA FEIRA
Por Marceano Sousa Cordeiro - INDE

TERÇA FEIRA 29 DE SETEMBRO

08:00 H - 14:30 H SAIDA PARA JAAL (BIOMBO)
1. RECOLHER E INVENTARISAR DADOS
2. FAZER E OBSERVAR UMA REUNIÃO
Por Marceano Sousa Cordeiro - INDE

QUARTA FEIRA 30 DE SETEMBRO

09:00 H - 12:00 H ANALISE DE VISITA DE 29 DE SETEMBRO
1. RECOLHER E INVENTARISAR DADOS
Por Marceano Sousa Cordeiro - INDE
12:00 H - 14:00 H ALMOÇO
14:00 H - 17:00 H ANALISE DE VISITA DE 29 DE SETEMBRO
2. O MODELO DA COMUNICAÇÃO EM PRÁTICA
Por Marceano Sousa Cordeiro - INDE
17:00 H - 17:15 H AVALIAÇÃO

QUINTA FEIRA 01 DE OUTUBRO

09:00 H - 12:00 H APRESENTAÇÃO METODOLOGIA GRAAP E DISCUSSÃO
Por Filomeno Barbosa (formador) e Fatumata
Sí e Dufena Quebe (animadores) do Projecto
Agro-Silvo-Pastoril (PASP)
12:00 H - 14:00 H ALMOÇO
14:00 H - 17:00 H APRESENTAÇÃO METODOLOGIA SARAR E DISCUSSÃO
Por Yvone da Costa e animadoras do
Programa Experimental Metodologia
Participativa (PEMP)

SEXTA FEIRA 02 DE OUTUBRO

09:00 H - 12:00 H SEMELHANÇAS - VANTAGENS - OBSTACULOS DOS 2
METODOLOGIAS (trabalho em grupos)
Por PASP e PEMP
12:00 H - 14:00 H ALMOÇO
14:00 H - 17:00 H APRESENTAÇÃO DE TRABALHO DOS GRUPOS E
DEBATE
Por PASP e PEMP
17:00 H - 17:15 H AVALIAÇÃO

SEGUNDA FEIRA 05 DE OUTUBRO

09:00 H - 12:00 H PORTUGUÊS E RELATORIOS
Por Augusto Pereira - INDE
12:00 H - 14:00 H ALMOÇO
14:00 H - 17:00 H PORTUGUÊS E RELATORIOS
Por Augusto Pereira - INDE

TERÇA FEIRA 06 DE OUTUBRO

09:00 H - 12:00 H PORTUGUÊS E RELATORIOS
Por Augusto Pereira - INDE
12:00 H - 14:00 H ALMOÇO
14:00 H - 17:00 H PORTUGUÊS E RELATORIOS
Por Augusto Pereira - INDE

QUARTA FEIRA 07 DE OUTUBRO

09:00 H - 12:00 H PORTUGUÊS E RELATORIOS
Por Augusto Pereira - INDE
12:00 H - 14:00 H ALMOÇO
14:00 H - 17:00 H PORTUGUÊS E RELATORIOS
Por Augusto Pereira - INDE
17:00 H - 17:15 H AVALIAÇÃO

QUINTA FEIRA 08 DE OUTUBRO

09:00 H - 10:00 H APRESENTAÇÃO E DISCUSSÃO DE TRABALHO DE
INQUERITOS EM MANSOA
Por Animadores de Serviço Abastecimento de
Água Semi-Urban (SAAS)
10:00 H - 12:00 H PREPARAÇÃO DE APRESENTAÇÃO DE TRABALHO
(VEJA SEXTA FEIRA)
Por diferentes equipas de animadores
12:00 H - 14:00 H ALMOÇO
14:00 H - 17:00 H ASPECTOS TÉCNICOS DAS BOMBAS MANUAIS
Por Julde Jalo e Harry Bakker - H14

SEXTA FEIRA 09 DE OUTUBRO

09:00 H - 11:45 H ASPECTOS TÉCNICOS DAS BOMBAS MANUAIS
Por Julde Jalo e Harry Bakker - H14
11:45 H - 12:00 H AVALIAÇÃO
12:00 H - 14:00 H ALMOÇO
14:00 H - 17:00 H APRESENTAÇÃO DO TRABALHO NO ÚLTIMO ANO
Por diferentes equipas de animadores
17:00 H - 17:15 H AVALIAÇÃO GERAL

PARTICIPANTES DE RECICLAGEM DE 28 DE SETEMBRO ATÉ 09 DE OUTUBRO 1992

01 FILMENA CARVALHO DE S.	ANIMADORA NORTE
02 HENRIQUE TOME RODRIGUES	ANIMADOR NORTE
03 ANA CORREIA	CHEFE ANIMAÇÃO NORTE
04 ALGUIRA LUIS MENDES	ANIMADOR NORTE
05 HELENA BANJAI	ANIMADORA LESTE
06 ERNESTO BAMPOGNE	ANIMADOR LESTE
07 MARIA LUISA JALO	ANIMADORA LESTE
08 ADAMA JAURA	ANIMADORA LESTE
09 ADELINO NA BANDI	ANIMADOR SUL
10 SABADO CASSAMA	ANIMADORA SUL
11 NOEMA FRANCISCA DE A.	ANIMADORA SUL
12 CATARINA ZENOBIA VIEIRA	CHEFE ANIMAÇÃO SUL
13 QUINTAZINHA CA	ANIMADORA PEMP
14 CUMBA BALDE	ANIMADORA PEMP
15 SALIMATO ZULMIRA JALO	ANIMADORA PEMP
16 SABADO ARRANJO CAMPAL	ANIMADORA SAAS
17 DOMINGAS OLIVEIRA NHAU	ANIMADORA SAAS
18 RICARDO FRANCISCO SALINHA	ANIMADOR SAAS
19 ISABEL MANE	ANIMADORA SAAS

NOS DIAS 05 ATÉ 07 DE OUTUBRO (PORTUGUÊS E RELATORIOS)

20 JULDE JALO	SUPERVISOR NORTE
21 CARLOS CASSAMA	SUPERVISOR LESTE
22 DOMINGOS CARDOSO	SUPERVISOR LESTE
23 ALFUCENE SAMBU	SUPERVISOR SUL
24 DOMINGOS NHAGA	RESPONSAVEL SEGUIMENTO

Appendix 5



REPÚBLICA DA GUINÉ-BISSAU

Ministério dos Recursos Naturais e Indústria
DIRECÇÃO-GERAL DOS RECURSOS HÍDRICOS

Caixa Postal 399 Tel. 21 26 04 (Dir. - Geral)

NºReferência -024/DGRH/93

VºReferência

Bissau, 30 de Abril de 1993

ASSUNTO: - Pagamento de Mecânicos Locais
das Bombas Manuais.


A Direcção Geral dos Recursos Hídricos informa por este meio, a População Rural da Guiné-Bissau do que se segue:

- 1 - A partir de 1990 a politica do Ministério dos Recursos Naturais visa a transferência da responsabilidade completa de Manutenção das Bombas Manuais nas Tabancas à População com intuito de garantir a disponibilidade permanente de água.
- 2 - Para garantir a manutenção destas Bombas, surgiu a necessidade de formar Elementos da população (Membros da Comunidade) como mecânicos reparadores ou seja mecânicos de area.
- 3 - O pagamento dos Mecânicos da Area foi fixado em 1990, da seguinte forma:
 - Reparação acima do solo.....10.000,-PG
 - " abaixo do solo.....20.000,-PGCom a desvalorização do Peso nos ultimos anos, a Direcção Geral dos Recursos Hídricos do Ministério dos Recursos Naturais decidiu aumentar a tarifa das reparações dos mecânicos da area da forma que se segue:
 - Reparação acima do solo.....25.000,-PG
 - " abaixo do solo.....50.000,-PG
- 4 - O papel da Direcção Geral dos Recursos Hídricos é de sensibilizar a população em apoiar os mecânicos locais (da area) durante a reparação, construção de vedação e a sua conservação, a fim de evitar a entrada dos animais, das crianças etc; o que poderia elevar os custos de manutenção das bombas e/ou contaminar o ponto de agua.

.../

/...

- 5 - Cada bomba tem ou deve ter um Comité de Gestão que é responsável da mesma e da sua gerência, o que implica a diminuição de custo de manutenção.
- 6 - Tendo a bomba em funcionamento e cumprindo as tarefas já mencionadas nos pontos anteriores, VOCE dispor-se-a de agua da boa qualidade; o que vai garantir a melhor saúde da vossa familia.


O DIRECTOR GERAL
/ Eng^o. Seco Bua Baió /

C.C. - Direcção Abast.A.Saneamento

B I S S A U

- Direcção do Projecto H-14

B I S S A U

Chart: Assessing criteria for potential allies and partners for IEC WSS

Potential resource	Communication Ability	Access to target groups Primary Sec	Credibility with target gr Prim. Sec.	Commitment to WSS objectives	Capacity to be mobilized
DGRH 21 animadoras (H 14/SNV project)	good, although directive, 2-week in house training yearly	from all district towns to all Tabancas	good, although still a bit directive	100 % mainly water, maintenance, cost recovery	working full time now in the field, no spare capacity
MoH 6 promodoras de saude UNICEF	as above	only in Gabu, form district to Tabancas	as above receive same training as SNV	as above?	as above
Min of Health village workers	?	all tabancas?	?	no. 12 on their list?	?
Municipality Bissau (SNV urban development)	dialogue to find problems with community	only in Bissau	?	water points and sewerage	?
Min Agriculture. Agro forestry pastoreale project SNV	as above	only in Bafata region	?	5 % ?	?
Min of Agricul/rural/ Min Info training of rural radio 9 journalists (FAO)	training in rural radio programme making for national broadcast	1 week Bissau, 1 week PDRI Bula 1 week around CDEDA Contuboe Oct 1993		animadoras DGRH could assist in water programmes	?

Appendix 6

Min of Women 20 animadoras FNUAP + 20 being trained	only few still exist (taken over by MoH), rest left	-	-	-	-
SEI/GNCS	NRD TVE No Pincho	country wide Bissau/elite urban + literates	? ? ?	limited zero limited	
INDE	curriculum development	school teachers			
SOLIDAMI/SAWA	animation training	agricultural NGOs grass root org.		now zero	
?					
?					
?					

Additional criteria for assessing partners include:

- experience in communcion
- mutual benefits
- staff involved
- communication production capacity

After the inventory a secondary analysis can assess priority partners (through structured workshops. Each organization is assessed for its most useful role in the programme (development, financing, implementation) as well as its relevant importance (critical, important, and useful).