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Community Participation in Development
Sudan Council of Churches Jebel Aulia Displaced Camp
Water and Sanitation project
Khartoum.

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ACKNOWLEDGEMENT

ABSTRACT

Participatory community development strategy is the approach adopted by consortium of World Council of Churches (WCC) to develop a suitable development technique for sustainable community development in its areas of operation.

The overall objective of this study is to examine the operationality of the philosophy and the technical tool adopted for planning various development interventions. The attempt is to answer the following questions: What form of participatory development approach adopted by SCC; taking Jebel Aulia Displaced Camp, Water and Sanitation Project as a case study; to what extent community participation is effective in local community empowerment, and what are the constraints that affect people's participation in the project.

The methodology used in this research is to examine the theoretical framework of participation and development adopted by SCC in this project, the importance of participation in development and how community participation as a learning process become effective in project sustainability.

The main findings of the study are that communities were directly involved to participate in project implementation by attending meetings, digging pit-latrines and hand-pump management. The study clearly indicates that the management of this project was done through specific groups, that is to say; staff, youth, women and elders, and not all community members were involved. However, in this project, the communities have developed awareness of understanding the need for clean drinking water and environment that will ensure good health.

The main constraints are, the community members were not fully participating in project implementation because of beauracratic attitude of the SCC staff; lack of education and poor communication between the staff and the community members; and also, the cause of poverty among the community members hinders effective participation.

The study recommends the continuation of adopting the community participatory model as a means for project sustainability and as an effective tool for animation, training of and empowerment of beneficiaries from the development project.

مستخلص

ان استراتيجية تنمية المجتمع التشاركية هي الطريقة التي تبنتها مجموعة مجلس الكنائس العالمي لاحداث التنمية المستدامة في مجالات نشاطها .

ان الهدف الاساسي من هذه الدراسة هو فحص فعالية هذه الفلسفة كاداة فنية للتخطيط في مجالات التنمية المختلفة ان هذه الدراسة محاولة للاجابة على الاسئلة التالية : ما هو الشكل الذي ياخذه طريق التنمية التشاركية الذي تبناه مجلس الكنائس السوداني ويأخذ مشروع المياه والصرف الصحي لمعسكر النازحين بجبل اولياء كحالة بحثية تحاول التوفر الى أي مدى كانت المشاركة الجماعية فعالة في تقوية المجتمع المحلي وماهي المعوقات التي تؤثر على مشاركة المواطنين في المشروع.

المنهج الذي اتبع في هذا البحث هي التوفر على الاطار النظري للمشاركة والتنمية كما تبناه مجلس الكنائس السوداني في هذا المشروع واهمية المشاركة في التنمية وكيف يمكن ان تكون المشاركة الاجتماعية كعملية تعليمية ذات أثر في استدامة المشروع .

ان النتائج الرئيسية للدراسة هي أن المجتمعات كانت تشارك بفعالية في تنفيذ المشروع وبحضور الاجتماعات وحفر المراحيض وادارة طلمبات المياه .

وتوضح الدراسة جلياً ان ادارة هذا المشروع انجزت بواسطة مجموعات معينة هي الموظفين والشباب والنساء والكبار ولم يشارك اعضاء المجتمع . وعلى كل فأن المجتمعات استطاعت ان تنمي ادراكاً وفهماً بضرورة الماء النقي للشرب وبيئه توفر صحة جيدة .

المعوقات الرئيسية هي ان اعضاء المجتمع لم يشاركوا بالكامل في تأسيس المشروع نتيجة لبيروقراطية الموظفين بمجلس الكنائس السوداني وافراد المجتمع وكذلك فان الفقر لدى اعضاء المجتمع يعيق المساهمة .

توصي الدراسة باستمرار تبني نموذج المشاركة المجتمعية كوسيلة لاستمرارية المشروع وكاداة فاعلة لتدريب وانعاش تأصيل المستفيدين من مشروع التنمية .

List of Abbreviations:

NSA:	National Social Animator
NGO:	Non Governmental Organization
SCC:	Sudan Council of Churches
ILO:	International Labour Organization
UNRISD:	United Nations Research Institute for Sustainable Development
UNICEF:	United Nations Children Fund
UNDP:	United Nations Development Programme
CD:	Community Development
CID:	Community in Development
ADS:	Area Development Schemes
FAO:	Food and Agricultural Organization
PRA:	Participatory Rural Appraisal
PLA:	Participatory Learning Action
RRA:	Rapid Rural Appraisal
WDC:	Women Development Committee
WB:	World Bank
WCC:	World Council of Churches
YDC:	Youth Development Committee
WHO:	World Health Organization

Chapter One
INTRODUCTION AND BACKGROUND

1.1 Introduction:

In development context, participation has recently become highly fashionable. The participation of concerned people in the development process that affects them has a rather short history. In the past, participation usually tended to be practiced by NGOs, with varying depth and intensity. But overall developments like decentralization, democratization, development of institutional arrangements and organizational development can be dealt with appropriately without the participation of all the actors involved. Participation refers to the involvement of local people in the process of decision-making and execution of development projects. More and more, it is becoming understood that the participation of communities in development initiatives/projects aimed at improving their lives contributes towards empowerment. There is a strong belief that communities should not be left out of processes that, in one or another, affect their lives. It is increasingly being presented that, in order to succeed, every development project or activity has to be ensured.

Many however, make use of means that are inadequate and superficial, leading to alienation of the very communities that seeks to involve. Looking at the way participation is practiced, those who work directly with the community groups envisage that, through forming part of a process, communities are able to manifest their interests or are enticed to do so, but their engagement in activities is often not of their own free will. They are left to certain actions through the inspiration or motivation of forces outside their control. Often, the goals of what needs to be achieved are clear to those outside forces but not to the communities. This is manipulation; it is often sublet, gentle and is closely linked with the interest of communities. Still on the way participation is practiced, the use of participatory methodologies is flaunted and there is a general perception that the use of such methodologies leads to greater effectiveness on the part of organization. Somehow, in addition to causing confusion about an organization's ability to work developmentally, perpetuates the confusion between participation and empowerment. At times it is assumed that the ability of communities with

regard to decision-making increases automatically with the application of participatory methodologies. This is not necessary so where as participation refers to the involvement of people in their life reality, while empowerment refers to the ability of people to reflect on and react to situations around them, and come up with solutions. Participation therefore, is not an end in itself but can be seen as one element which contributes to the process of empowerment.

Many of us are aware of the "notion work for food" which has on numerous occasions been used as an incentive to ensure the involvement of communities. Many regard this as participation. But, this practice has failed to create the capacity that enables communities to have an active role and not necessarily by a deep conviction and commitment to the venture. The participation process is only complete where it leads to the resolution of community needs, an understanding of own reality and dialogic interaction.

Unfortunately, this lesson is not very often taken into consideration in planning process for development, and there is a constant tendency to repeat the errors of the past and to continue to think that development projects exclusively concern experts, technocrats and international or government officials, the perception is that the local people, the real target groups must accept what the experts consider good for their development. If we do not change this attitude, we will continue to develop projects, but development per-se will not be envisaged, what will come is negative development.

For people to participate in development activities, they must have the possibility to take decisions that affect their own environment through their grass-root institutions. As development is to continue, participatory development will be sustainable. Knowing that resources are limited, people-centered development interventions is the approach which proves to be effective. For people to participate in development activities, they must have the possibility to take decisions that affect their own environment through their grass-root institutions.

1.2 Problem Statement:

In participatory development context, participation refers to "the involvement of local people in the process of decision-making about planning and execution of development projects till evaluation".[1] Until recently, the national planning authorities guided by the national government objectives – used to set the components for development projects i.e. they decided on behalf of the rural communities.

It is this conviction that motivated me to study the project that established by Sudan council of churches in Jebel Aulia Displaced Camp, if the local communities were really involved in decision – making process or not.

These decisions were also affected by donars' development cooperation policies. They used to involve the target groups, but this involvement comes most of the time during late stages of projects or when a project is faced by social cultural obstacles or when donars want to withdrew; these projects are isolated and not deeply rooted within the local communities. Without strong participation at every stage/level of the development process, and without planning actions that respond to basic needs of local people, it is impossible to create strong commitment among the people who are directly influenced by project activities. Without such commitment and without participatory approach, the development objectives can not be achieved. Local communities are generally viewed as passive rather than active participants, with the problems being identified by donars and national officials; often the basis of limited knowledge of the real conditions in the area and without perceptions of people. The main questions are: Is participation effective in community development programme in SCC project? What benefits can the local people achieve in this community development project? Can participation change the attitude of local community in Jebel Aulia Displaced Camp towards this development programme? Without participation, any change will not last if is not understood and accepted by the local communities.

This research deals with the following questions: What form of community participatory development approach adopted by SCC in its project? In what extent community

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[1] Ahamed M. Elhussin (1985) Development Administration in Rural Development, DSRC Seminar paper No. 40 University of Khartoum, p.28.

participation is seen effective in local community empowerment in Jebel Aulia Displaced Camp project? And what constraints that affect people's participation in the project?

1.3 Research Objectives:

Along these lines, the objectives of the research are as follows:

i. To study the model of SCC programme in operational area/state and to interpret whether the participatory approach modality adopted by SCC can be taken as a success of participatory development advocacy.

ii. To look at the advantages and disadvantages of target group involvement and non involvement in decision-making process in SCC project established in Jebel Aulia Displaced Camp.

iii. To assess SCC initiative in the area of operation whether it has involved local communities in all stages of project implementation or not and what results.

1.4 Research Methodology:

When conducting this research, two sources of data collection were used:

1. **Secondary Data:** Many of the data collected were relevant information from books, magazines, etc. The study also selected some participatory project documents to link theory with real actions during project implementation. Too it made use of reports prepared by SCC experts concerning participatory development projects because they have experiences from field that help to show the status of participatory projects from donar perceptions.

2. **Primary Data:** Though questionnaires were not formulated for use in data collection, other sources such as; informal interviews, meetings, discussions with chiefs/sheiks, youth development committee, SCC staff members, and women group were conducted to gather relevant information. This adds to the data obtained from books and other relevant documents.

1.5 Research Presentation and Structure:

The organization of this research is structured as:

Chapter one presents general information of the study, where the problem is stated, discussed, and the methodology adopted. It also includes background information of Sudan Council of Churches pointing out the objectives and the bodies responsible in running the affairs of the council/organization (SCC). Chapter two deals with the theoretical framework of participatory community development adopted by SCC in its project, the concepts and importance of participation. Chapter three deals with the issues of community participation in the project and the empowerment of local community members. Chapter four looks at the constraints that affect people's participation in the project and finally draws out conclusion, findings and recommendations of the project.

1.6 Problems and Limitation of the Study:

During the research, and the period for gathering information, several problems have been faced:

Lack of relevant references on participatory development experiences. And the availability of the data on study area not sufficient.

Though the project was established in other areas, yet while this research was going on, no enough comparative data on other areas were available.

The operation of the Sudan Council of Churches' bureaucracy has let to general delays in initiating the implementation of the project. This acted as a constraint on the study. So, it has limited the testing of the participatory development experience in Jebel Aulia Displaced Camp.

Chapter Two
PARTICIPATION AND DEVELOPMENT

1.2 Introduction

The aim of this literature review on people's participation is to explore the various intellectual, operational and planning concepts that have been developed under the various approaches to participation. Historically, by the 1960s over sixty nations in Africa, Asia and Latin America had performed national or regional development programmes. India was an example or prototype for national Community Development (CD) programmes in the period 1952-1956. It was sponsored by the Ford Foundation and the United States Foreign Assistance Agency.[2]

Following this, the US assisted in major Community Development Programmes in India and Pakistan (1953), Philippines (1955), Jordan (1956), Indonesia (1957), and Korea (1958). Smaller Community Development Programmes were launched with US assistance in Iraq (1952), Afghanistan and Egypt (1953), Ceylon and Nepal (1955).[3]

Generally, the United Nations Agencies fostered the community development movement as did the US foreign aid agency but on a reduced scale. It provided technical and capital assistance for pilot programme and sponsoring international conferences with the preparation of widely disseminated community development publications.

Community Development declined by 1960 and the termination of community development programmes by 1965 was mentioned by Holdcraf, and he critically review some of the major approach problems to participatory community development in the Third world starting from 1950s until the contemporary period. It was clear that the participatory approach was the most vital one.[4]

The experience of China seeking to promote participatory patterns of social and economic development was worked by collective farming and large communes. The work was carried

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[2] Poostachi Iraj (1986) : Rural Development and Developing Countries Interdisciplinary Introductory Approach, India, p.78.
[3] Poostachi Iraj.....Ibid 1988, p.72.
[4] Wu.C & David, FIP 1993 London, p.132.

through teams which act as workers on resource use and distribution. The local customs, social organization and traditional ties marked the Bottom-up approach in China; with involvement in the agricultural sector and the development of small-scale rural industries complementary to agriculture.[5]

Also citing Sudan as an example, development policies were generally dictated from above and designed for the country as whole. Development projects were therefore centrally sponsored and their goals were perceived in the context of national objectives. The commercial emphasis of development projects reflects the top-down aggregative investment policies imposed by the Central Government.

The result is a geographical concentration of development efforts which in turn created disparities between regions in the Sudan. Such a development approach has polarized the country into modern and traditional segments. The modernized regions/states enjoy much social services and political power while the traditional ones are of less advantage. This is manifested in the inappropriate location of development projects and the negligence of the true needs of local communities as well as the revaluation of their aspirations by full involvement in the design implementation of projects. This creates a perception gap between planners and beneficiaries regarding output beyond the horizon hoped for.[6]

From the previously explored approaches of participatory development under different forms, we can conclude the following, highlighting the positive and negative aspects of participatory development. The positive signs of participatory and grass- root initiatives were mentioned by Ghai that on the self-reliant character of local organization and community initiatives, development of manual and technical skills were achieved. In economic benefits, significant improvements in production, empowerment, employment and living standards were realized. Social priorities were also improved such as schooling, health and literacy.

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[5] Morris J.(1985), Managing Induced Rural Development. International Development Institute, Boomington Indiana, p.79.
[6] Abu Sin. M.E. (1990), Community Based Sustainable Development in Central Butana- Sudan, Seminar paper No. 25- The Scandinavian Institute of African Studies.

The experience of China provides additional details on the participatory approach which summarized below by WU. C. and David FIP.[7]

The strategies focused on the provision of basic needs to insure that the population has productive work, supplied with essential commodities and provided with medical health care. There is well defined national frame-work for local control of decisions regarding use of resources, planning for production, infrastructure implements, work values and work distribution within the community members. This is combine with efficient administrative organizations which encourage rising of the individuals' quality of work. The emphasis on the use of local resources manpower and knowledge.

We know that one of the major aspects of Sudan Council of Churches is to encourage and assist rural communities in identifying opportunities for better life at local level. Thus in this chapter, is of significance to assess if the approach has involved the local community members to participate in project activities or not and what effect, the importance of participatory development will be stated in this chapter as an effective mechanism in boosting development. Not only this, but community as a learning process will be one of the topics that we shall deal with to make us understand and distinguish between planning from top and planning from below. In this chapter also we shall deal with groups' organizations and replicability of participatory development as one of the important components of sustainability of development in project development activities.

In this chapter too, participatory development approach adopted by SCC in the project will be critically examined, whether it uses top-down or bottom-up approach.

Until recently, strategies of development "from above" have dominated spatial planning theory and practice. Development is driven by external demand and innovative impulses; it starts from above than trickles down to the rest of the system. "Development from below is a more recent strategy and is a reflection of changing ideas on the nature and purpose of development itself. Development from below strategies is basic needs oriented, labour intensive, small scale, often rural center of participatory origin and argue for the use of

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[7] WU. C. And David FIP....Ibid p.27.

appropriate technology rather than highest technology".[8] Development from below is a new development strategy and new development ideology where development is determined from within by the people themselves, based on their own resources. It is qualitative and self reliant in nature, emphasizing the meeting of the basic needs of all the masses of the society. The ultimate aim of strategy is an improvement of both quantitative and qualitative type in the life style of al members of the society.

At least, the concept of popular participation and participatory development is now on the agenda of any debate about development. Popular participation became a phenomenon world wide. In the past, development used to be led from above by the technocrats. They classify and prepare it for the people to receive it as granted; ignoring that man is the aim of development. "Development does not start with goods; it starts with people and their education, organization and discipline. Without these three important elements, all resources remain latent, untapped, and inpotential. Every country no matter how devastated which had a high level of education, organization and discipline, produced an "economic miracle". In fact these were miracles only for people whose attention is on the tip of the iceberg".[9]

2.2 Importance of Participation in Development:

In order to establish a project to meet the needs of the communities, the first step is to identify problems facing them. This takes into consideration the problem of social animation process. It is known as "problem-posing methodology. The community members gathered in a session in which they list all their problems every individual think it should be mentioned. The session steered by the National Social Animator (NSA) who plays the role of facilitator and endorses each problem raised by the participants irrespective of its significance. Besides calling the whole community members to reflect on problems, the NSA must be very attentive to notify the individual participant who when repeats a problem already mentioned. At the end, the session should be concluded by a long list of various problems illustrating the area's situation and realities. In this step, the NSA should call the group in the session to

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[8] Walter B. Stohr & Fraser (1981), Development from above or below, London, p.8.
[9] E.F. Schumacher (1983), Small is Beautiful, London, p.24.

rank the problems they have got and prioritize them according to each problem's importance from their point of view.

In this stage, the groups often have different opinions as to which problem is the foremost and which one is the less. In this case, an elaborate discussion must take place for group consensus; otherwise voting among participants would be taken as a decisive measure to get what is called "Prioritization between Categories".

Participatory development is a tool for sustainable community development mostly in developing countries. It gives room for communities to participate in sharing ideas about development programmes initiated in the area. It plays a great role in community life to be part and partial of the development project. Thus, participatory development has the following importance:

   i.   To produce and encourage community sense of belonging.

  ii.   It's a means to awaken the positive and active aspects among the individuals in the community.

 iii.   It's a good method of sharing experiences and knowledge.

  iv.   It provides incentives for increasing production and decreasing costs.

   v.   It provides better flow of facts from local organizations about the situation of the target population. This will improve the quality of information gathered and will consequently ensure an adequate policy of assistance and resources distribution.

  vi.   Stronger participation of the target group will lead to greater interest in their own situation and therefore lead to better motivation to cooperate with projects and local organizations.

 vii.   It ensures closer identification of target populations with local, regional and international authorities.

viii.   Participation acts as an auxiliary teaching means for obtaining information for proper execution of the programme.

Participation is a process whereby local people cooperate or collaborate with externally introduced development programmes or projects. In this way, it becomes the means whereby such initiatives can be more effectively implemented. People's participation is sponsored by an external agency and it is a technique to support the progress of the programme or project.

The term participatory development is more commonly used to describe this approach and it implies externally designed development activities implemented in a participatory manner. This approach is widespread and essentially promotes participation as a means of ensuring the successful outcome.

It is a goal by itself; this goal can be expressed as the empowering of people in terms of acquiring skills, knowledge and experience to take greater responsibility for their development. People's poverty can be explained in terms of their exclusion and lack of access and control of resources which they need to sustain and improve their lives.

Participation is an instrument of change and it can help break the exclusion and provide poor people with basis for more direct involvement in development initiatives.

Here, then lies the central problem of development: People attention. We have to take into consideration that development is for the people and by the people. People centered initiatives is the core of development programmes. Any government or organization eager for real development must seek ways and means to allow people to participate in development of their lots and to promote people ability in local self-development which increase their efficiency and capabilities, to create village committees, set their priorities and care for the solution of their own problems.

Participation as simply defined by Elhussein is "the effective involvement of the masses in the process of decision-making in the planning and execution of community development projects. It is not luxurious activity, but important for training people in sustaining their development besides no economic development would be successful without the effective participation of the people".[10]

Here Elhussein emphasized the importance of participation as an effective mechanism in boosting development. It worth mentioning here that the writer assigned participation only to rural development, but participation as a phenomenon is generalized for all development initiatives, most probably rural development where people need to be trained about grouping/organizing themselves in committees in order to pave way for helping them and hence to sustain their development.

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[10] Ahamed M. Elhussein (1986), Development Administration in Rural Development. DSRC Seminar paper No.70 University of Khartoum , p.34.

Participation at local level has specific features in rural areas mainly developing countries where plans nearly always faced with difficulties imposed upon them by unilateral decisions of a central government. Participation as defined by ILO is "the contribution made by individuals or organized groups of the economic active population to the acceleration of economic and social development".[11] Local participation, unless tightly supervised, puts the public programme at the mercy of whatever interest groups are already organized in the local community eg exploitative local elite. In opening the door to community initiative local government losses control over the location of new development which in long run goes to the richer districts and communities.

2.3 Community Participation as a Learning Process:

The contrast between hierarchical and participatory organizations corresponds with the useful distinction between the blueprint and learning process. The blueprint approach emphasizes planning from the top and implementation from below. The more successful learning process starts below.[12]

The creation of organizational machinery for planning is an essential first step for the preparation of a comprehensive development plan and its successful implementation.This primarily because planning is continuous, not once for all process. Formulation of plans is important but even more important is effective implementation which requires sound administrative systems which the planning organization has proper status.[13]

Dr. Mirghani has clearly stated the role of the central planning authorities to set the macro-goals and directives but implementation should be carried out at grass-roots levels. To abide by the same essence, Mirghani stated that people participation in development is the core of effective implementation. "It is very essential for effective implementation to create enthusiasm and ensure full cooperation of the people".[14] He even went further to state the modality for recruiting people at project level and the criteria for involving people. "Their total involvement has to be secured through information and persuasion and where

[11] ILO (1971), Employers and Workers Participation in Planning,Geneva, p.49.
[12] ILO…Ibid p.18.
[13] Abdal Rahim Mirghani (1960s), Development Planning in Sudan, Khartoum University Press, Khartoum p.18.
[14] Abdal Rahim Mirghani….Ibid p.28.

fissiparous, ethnic and regional tendencies exist, to avoid as far as possible market disparities in the prosperity and growth of different location within the country.[15]

Community participation is the process whereby members of the community are involved in decision-making as well as implementing decision concerning their lives within their community, "it is an endogenous process empowering members of the community with the continuing capability to deal with their development".[16] Community participation must be a process enabling the poor and the powerless to acquire greater control over their resources. So many projects failed in developing countries because no built-in mechanisms have been established and people are not the main initiators or decision-makers of the projects and therefore lack motivation to continue with it.

It became crucial, than to build community participation in such a way that the continuity of its projects is ensured. Such continuity must be based on self reliance, meaning that the community members be responsible for planning and management of projects in which they are involved. This can not be done in piece meal fashion, but will depend on whether the community as whole has strengthened its power to negotiate and participate in development. In this approach, the key problems are their causes and solutions which are more likely to be correctly identified and appropriate solutions outlined due to involvement of those most affected. There is also a more efficient use of scarce resources and local knowledge in bottom-up approach. It creates vehicles through which the most disadvantaged can be involved in, and benefited from the development process. However, despite the enthusiasm and support for such an approach, several weaknesses of this approach have been identified. It is very often assumed that the society is homogenous in its socio-economic make-up which is not true.

The issue of community participation is an important concept in rural development programmes. In order to explore this concept the following literature will highlight the issues. Community participation is a philosophy of development. For others, it is a management tool. However, all agree that it is both a process and a measure of how much is being done by the people for themselves, with a view to take control over their own lives

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[15] Abdal Rahim Mirghani Ibid…p.29.
[16] Dialogue Magazine (1985) "Methods and Media in Community Participation in Development", p.17.

and environment in a self-reliant effort and empowering the most disadvantaged members of the community, as compared to how is being done for the people by others. This definition refers to the interrelationship between community participation and social mobilization. People consider social mobilization to be initiated from the top, in which the development workers use techniques to get community members involved to attain the objectives designed for them. On the other hand, community participation is considered to be initiated from below, from grassroots, with assistance and guidance from development workers. Community participatory projects and programmes can be seen in different concepts; these concepts are identified as follows: Participation is a contribution made by the community, participation is an organizational process of the community, and participation is empowerment.

It can also mean being involved in the sense of undergoing a process passively with which one is concerned. Thus, having interest and responsibility in the matter. Participation also means taking part on the active and positive sense of involvement in the development process. In the development world, the main concern is with the second meaning of participation. By involving people actively in the development process, where economic and social developments are promoted. At the same time, the benefits of development are equitably distributed. It is considered a voluntary contribution by the people to one or another of the public programmes supposed to contribute to national development.

This definition explains that community involvement means people have both the rich and ability to participate in solving their own problems. They have greater responsibilities in assessing new solutions for those needs as well as creating and maintaining the local environment. However, sometimes the progrmmes may be already designed to achieve certain goals and the role of the beneficiaries or their representatives is to attain such goals. This kind of approach is related to top-down approach in development process.

2.4 Group Organizations, Sustainability and Replicability of Participatory Development:

Sustainability is an important component of the definition of participatory development. The concern for sustainability must be present in the promoter's mind from the very outset in the

process of approaching individuals and groups with the view to enhancing their participation. In similar vein, early concern for replicability is important, since activities that are not replicable are condemned to remain quantitatively insignificant. In the context of participatory development, sustainability does not imply that a given activity can be continued indefinitely without change. Rather, it means that people (individually or collectively) reach a stage of self-reliance that enables them to pursue their current activities and to cope with changing circumstances with a relatively high degree of autonomy. Sustainability therefore requires resources, know-how, skills, vision, self-confidence and enabling socio-political and economic relationship.

The ability of individuals and groups to mobilize resources can be a test of one dimensions of sustainability. People have to see that they will be able to reap economic benefits from their financial and other inputs and from their Participation in development.

The role of groups or committees is an important factor in development programmes. The focus will be on group initiatives because of their relevance to this study. Group organization, leadership, capacity building and group statutory relationships will also be reviewed as factors influencing groups' productivity.

The creation of groups able to diagnose and analyze their own problems, to decide upon collective action and to carry out such action to deal with those problems, independent of outside direction. Participation in the above sense is not easy to perceive. The end itself become difficult to define in clear terms since it is related to the qualitative processes of achieving power and the resulting ability to take independent action. This is an approach that can be used to bolster development in the developing countries but it is greatly encumbered by the socio-economic structures that are different from the developed world. These are cultures and language, high birth rate and mortality rates, and the high rural-urban migration and their consequences.

The terms of participation are seen as an outcome of an on going encounter between development and those being developed. UNRISD adopted a working definition of the term "popular participation" that highlighted this confrontational dimension: "The organized

efforts to increase control over resources and regulative institution, in given social situations on the part of those hitherto excluded from such control".[17]

Participatory development has been on the development agenda since the 1960s, mostly in the guise of community development, but the concepts underlying the terminology have changed radically in recent years. This change is mainly due to a better understanding of the deriving forces of socio-economic and political processes on development, and to innovative approaches introduced by some progressive practitioners and academics. Participatory development is no "quick fix" but a learning process which takes time, resources, imagination and sometimes courage to implement. It requires behavioural change on the part of many actors, calls into question old habits and often reveals conflict of interest because of the need for power sharing. The novelty in participatory development, as J. Adam and Jennifer of the World Bank, lies in a new people-centered vision of development, which replaces top-down procedures, with approaches based on joint learning and negotiations. Another new feature is that participatory development can no longer be seen as an exclusively local issue, but has strong national and international dimensions.

Although the need for more popular participation in the development process is generally acknowledged, the concept of participation has been given different meanings in different situations. Increasingly, however, it is accepted that genuine participation embodied some form of empowerment of the population, especially in decision-making. This conception thus has political connotation, since it views participation as linked to democratization.

Genuine participation means that people can be involved throughout the project or programme cycle, from the design stage through monitoring and evaluation. Mere consultation of the people is no longer considered sufficient, nor can participation be limited to the implementation of the activities previously defined from outside.

Adam and Jennifer affirm that participation is indeed at the centre of all development efforts. This implies re-thinking of conventional approaches and methodologies in aid agencies and elsewhere, and establishing new relationships among the stakeholders. Instead of mere

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[17] UNRISD (1988) Report on Popular Participation , Geneva, p.21.

beneficiaries of a project or programme, people are viewed as partners and actors in the spetrum of their own development.[18]

More generally, the issue is to favour the creation of local capacities of various kinds especially organizational and management capacities to strengthen the potentials for popular participation. Training is the instrument preferred by NGOs and aid agencies to build such capacities. If training is to be effective, it must use a participatory approach rather than conventional lecturing of pre-determined lessons delivered in top-down mode.

Stephen Wanje relates a parable that gets at heart of grass root participation in development. "A development worker went to a remote village and was highly motivated and fully prepared to solve all the villages' problems, and transform the primitive community. The villagers reported that they had of late noticed a Monster across the valley which they believed was sent by the evil spirits to finish them. They showed the development worker where the monster was, and then left him to face the beast alone. The development worker discovered that the "Monster" was nothing but an overgrown watermelon, which he dramatically cut into pieces while the villagers watched from a safe distance. However, to his dismay, the development worker was then asked to leave the village. How could he, asked the villagers possibly overcome the monster all alone if he were not a monster himself"?

"A few years later, another development worker came to the village just after a new monster had appeared. He identified the threat for what it was but did not tell the villagers that it was an overgrown watermelon. Instead, he asked them to use their traditional weapons and help him slaughter the fearsome object, which they did. Then proudly walked back to the village and celebrated their achievement. The development worker lived in the community a longer time and learns many things including how to grow and eat watermelon".[19]

Participatory development.. Getting all key people and institutions involved in the development decisions that affect them is increasingly being recognized and adopted as an

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[18] James Adam & Jennifer Micracken(1997), Participatory Development: Getting the Key players involved, Finance and Development Bulletin, World Bank Washington, p.36.
[19] International Development magazine Volume 7.5 Jan/Feb 1987, Article: Development Panorama Perspective, London, p.7.

indispensable ingredient in making development assistance work. The growing emphasis on participatory development comes at a time of increasing concern about the relevance and effectiveness of international development efforts to reduce poverty and improve the general well-being of the people in developing countries in a sustainable manner.

Over the past few years, the World Bank has undertaken a learning process on participatory development approaches, reviewing its own work from a participation perspective. At the end of 1990, the World Bank learning group on participatory development was launched and charged with examining the issue of participation and the challenges to the World Bank it entailed. Participation as defined by the World Banks' learning group as "a process through which stakeholder's influence and share control over development initiatives, decisions and resources which affect them".[20]

Robert Chambers, who has spent many years in academic studying and working in the Third World, argues that both approaches fail because they start with physical problems rather than people... the starting point...of Putting the Last First.

"When priorities of the poor are the starting point, the elements in the analysis arrange themselves in a different pattern and nothing is ever quite the same again. The first priority is not the environment or production but livelihoods".[21] The case of putting people first is not only about the moral imperative to do so, it is also Chambers argues,[22] "The way to achieve the objective of protecting the environment and increasing the production. "Putting people first does not have to be a slogan divorced from the world of economic and environmental realities, but a way of re-entering it.

In this chapter, we have seen the importance of community participation in development programme for project sustainability. This will give us an insight

about SCC adoption/implementation of participatory community approach in its Water and Sanitation Project established in Jebel Aulia.

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[20] James Adams and Jennifer Rietbergen (1998), Art.Participatory Development Getting the Key Players Involved, World Bank, Washington, p.23.
[21] Robert Chambers (1985) Rural Development. Putting the Last First, New York, p.147.
[22] Robert Chambers ....Ibid p.183.

Chapter Three
WATER AND SANITATION PROJECT
THE EXTENT COMMUNITY PARTICIPATION HAS SEEN EFFECTIVE IN LOCAL COMMUNITY EMPOWERMENT BY THE ORGANIZATION (SCC).

3.1 Introduction:

Thus, this chapter will give an insight to see how this approach has been applied in the project initiated by SCC in its operational area in Jebel Aulia Displaced Camp, and in less developed communities.

Jebel Aulia Displaced Camp is one amongst displaced camps in Khartoum Capital. It is located 40kms south of Khartoum State with many displaced ethnic tribes mostly from Southern and Western Sudan. It is one of the largest Displaced Camp in the whole of Khartoum. The Camp was established in early 1990s due to the influx of displaced people from the war affected areas in Sudan.

3.2 Sudan Council of Churches Background:

There was need for creating a forum of collective action and consultation on matters of common interest as well as enhancing the spirit of cooperation amongst the churches in Sudan. Sudan council of churches (SCC) is a voluntary association of Churches in the Sudan which seeks to give expression to the unity of Christians in the task of proclaiming the Gospel of Salvation and to encourage Christians to serve their neighbours individually and collectively. This council is formed by member churches as mention below: American Inland Church; Armenian Church; Catholic Church; Coptic Orthodox Church; Episcopal Church; Ethiopian Orthodox Church; Evangelical Church; Greek Orthodox Church; Maronite Church; Presbyterian Church in the Sudan; Sudanese Church of Christ; Sudan Interior Church; Sudan Evangelical Presbyterian Church; and Pentecostal Church.[23]

These churches all have their individual heads/leaders. The idea of a council of the churches in the Sudan had its origins in the 1930s when the Northern Intermission Christian Council was established to project and advances the common interest of missionaries and churches in the

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[23] Suleiman Youseph & Mousalli Fathi (1967) Directory of Christian Churches in the Sudan, SCC-Khartoum p.16.

Sudan. In 1967, Southern Sudan Missionary Council became Sudan Evangelical Council. In the same year, Sudan Council of Churches was formed though no full time secretariat was established to run the affairs of the Council and to wind up the commission for relief and rehabilitation established in 1974. In this year, Northern Intermission Christian Council became Northern Sudan Christians Council with regional offices in Juba, Wau and Malakal.

The head office of Sudan Council of Churches which is located in Khartoum is to coordinate work of regional offices.

The membership of the council is open to any church in the Sudan. Admission to membership is decided by the General Assembly upon written application. All the established churches in the Sudan are members of the council i.e. Catholic, Protestant and Orthodox.

3.3 Council Objectives:

The major objective of the Council is to protect and advance the common interest of missionaries and churches to make unity of Christians. This will create good atmosphere and encourage Christians to have good relationship with the non Christians and to proclaim gospel of salvation to the people. The other aspect of the objectives is to encourage and assist rural communities in identifying opportunities for life betterment at the local level. Not only this, but to provide technical expertise in project formulation and directing rural communities to available services and to oversee the administration of agricultural hand tools and vegetable seeds programme established by the council.

Also, the council has general assembly which is the principal policy-making authority. It comprises of representatives of member churches and the officers of the council. Outside experts, observers and secretariat staff may be invited to the assembly as non-voting members. The assembly normally meets once every year but emergency meetings may be call when need arise. It appoints the council chairman, vice-chairman and elects the General Secretary of the Council.

On the other hand, the council has executive committee comprises of one delegate from each member church and the officers of the council. It is empowered to carryout decisions of the council and acts on its behalf in case of emergency. It is headed by the General Secretary who is elected by the General Assembly. It is the senior administrative office of the council.

There are provincial committees which are setup by the executive committee to help achieve the general purpose of the council at the local level, particularly for community development purposes.

Sub-committees are also setup by the executive committee to assist officers of the council and secretariat staff in specific areas of interest. These committees include personnel sub-committee, finance, evangelism programme scholarships, public relations and Southern Region Sub-Committee. This council is affiliated to the Middle East Council of Churches, the All Africa Conference of Churches and the World Council of Churches. It is financed through contributions from Churches and church-related agencies, ecumenical bodies and membership fees. Its budget is approved by the Executive Committee. The council has a number of programmes in which some deals with humanitarian assistance and others developmental, where Water and Sanitation Project is one.

In 1965, the various Christian Churches in the Sudan agreed to set up the "Sudan Council of Churches" (SCC) to coordinate their activities and give witness of their solidarity and brotherhood.

Besides ecumenical activities, the Sudan Council of Churches strives to emphasize the principle that love must unite and strengthen all Christians in the fulfillment of their role of worthy citizens of their country. It concurs in forming their conscience to the sense of loyalty, gratuitous service and work well done. In the years 1971-72, it played a role in bringing together the two parties which eventually signed the Addis-Ababa Agreement. It also provides on many plans for the manifold needs of the population, which are often aggravated by trials: on the plans of schools, medical-care, means of subsistence and professional training. It participates in the promotion of the "common good", which is the role of the political rulers.

The challenge for water supply and sanitation will meet the backlog of demand while meeting the needs of growing populations. At present, one-third of the world's population has inadequate sanitation, and one billion people lack safe water. Making safe drinking water

available to everyone in the next generation will require an additional service for 3.7 billion people living in urban areas and for 1.2 billion people in rural areas.[24]

For sanitation, the problem is even serious; the number of urban dwellers currently served is little more than one billion. There is growing recognition that current approaches are not adequate to meet the needs of the coming years. Changes are needed in current policies dealing with water and sanitation.

Thus, the overall goal of this project is to contribute for the improvement of human health through provision of clean drinking water, and the clean environment. It helps in assisting the community in the achievement of sustainable development of water supply and sanitation management through resource support and training. The programme attributed for the health promotion through the communities.

The project/programme objective is to support initiated community development, water supply and sanitation, construction of pit-latrines, training of health educators, and support water quality control through monitoring. Extensive training and mobilization of community members and organized groups were made to take up the initiative and continue implementing the programme while given the financial support.

A conventional source of safe and adequate drinking water and sanitary environment are essential for the health and development of human beings. Their lack sets the stage for the danger of serious diseases such as diarrhea, malaria, guinea-warm, viral hepatitis, and many others. According to WHO, about 90% of major epidemics in the Sudan are water-borne and water-related, causing the death of some 40% of children under 5years of age (UNICEF 1999).[25]

The survey was carried out by SCC consultants in Jebel Aulia Displaced Camp in order to deepen their understanding of the displaced communities in the camp. This study component was concentrated on Clean Drinking Water and Sanitary Problems which was more dangerous if care is not taken. The views of the people need to be known with regard to the general situation in the camp and related aspects of boreholes if provided. Also the number of boreholes which could meet the communities' population was taken into consideration.

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[24] UNDP (2000) : Report on Water and Sanitation Services towards Sustainable Rural Development in Less Developed Countries, Geneva, p. 169.
[25] UNDP....Ibid, p.172.

Participation in the management of the boreholes by the communities' groups and individuals was also seen important during the survey.

The survey involves site visit and investigation in the three large communities' groups in the camp. Inquiry was made by semi-structured discussions/interviews during the survey. The sessions of inquiry and discussion involved chiefs/sheiks, elders, youth, women and members of boreholes and sanitary staff.

For all the displaced communities in the camp surveyed, the availability of water supply and sanitary services appeared to be the principal factor of the camp's problem for settlement. The survey data shows that Jebel Aulia Displaced Camp consists of three large communities i.e. Dinka, Nuer and various ethnic groups of Greater Equatoria where they are put separately though all are in one camp. But they have common interest in all services that need to be provided in the camp such as education, water, and sanitary services. The necessities of co-existence and cooperation tend to promote social and socio-cultural interaction between these communities.[26]

3.4 Mobilization in the Camp:

After survey was done by the consultants in the displaced camp, indeed there was need for drinking water and sanitary services as revealed by the survey results. Then community mobilization in the camp was carried out by SCC social workers by the help of chiefs/sheiks, church leaders, and the elders. A meeting was held in the camp between communities' leaders and social workers whereby Water and Sanitation project objectives were explained to the communities' leaders. The idea was accepted after long discussion, and it was agreed that another meeting be held where all communities' members take part.

Experiences from this project show clearly the prospects of labour mobilization by the communities for the purpose of project execution. This is another area where self-reliance can be effectively applied. An additional benefit derived from this is creation of employment in the area. Through more community participatory project implementation, better levels of development could be attained, besides availing opportunities and options for work. The flow of the processes generated by labour mobilization for community project is further demonstrated in figures one.

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[26] Sudan Council of Churches (2002), Participatory Development of Local people, SCC- Khartoum , p.38.

Figure [1]

Sustainable Development and Community Mobilization.

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                    ┌─────────────────────┐
                    │ Community Labour    │
                    │ mobilization        │
                    └─────────────────────┘
     ┌──────────────────┐              ┌──────────────────┐
     │ Sustainable      │              │ Availability of  │
     │ development      │              │ labour force     │
     └──────────────────┘              └──────────────────┘
                                              │
                                       ┌──────────────────────┐
     ┌──────────────────┐              │ Collective energies  │
     │ Tangible         │              │ for successful       │
     │ development      │              │ implementation       │
     └──────────────────┘              └──────────────────────┘

  ┌────────────────────────┐      ┌──────────────────────┐
  │ Training in participation│    │ Good opportunities and│
  │ leads in sharing health │◄─── │ option for work with  │
  │ and other benefits      │     │ development benefit   │
  └────────────────────────┘      └──────────────────────┘
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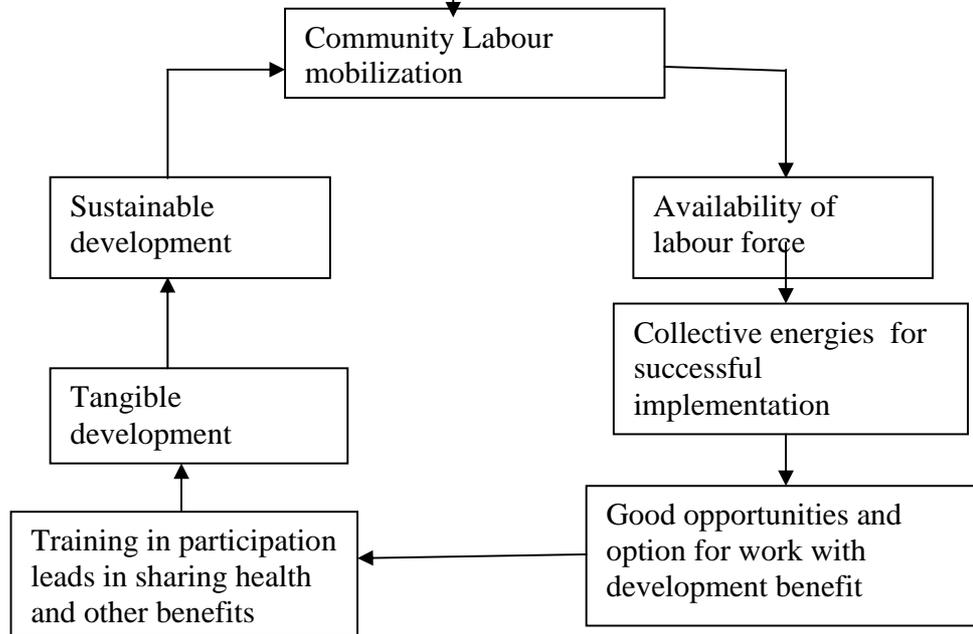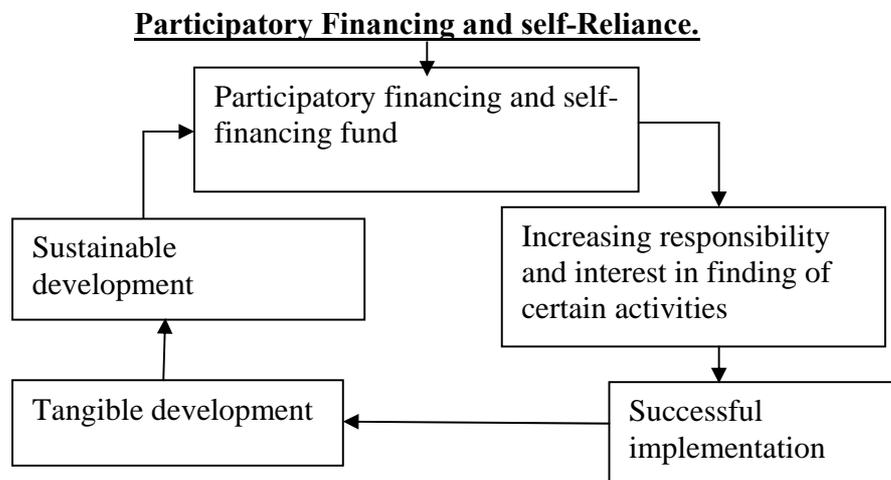
Source: SCC (2004), Field Survey Findings SCC Khartoum, p.72.

In the second meeting, the project objectives were clearly explained out to the communities' members, after lengthy discussion where some members had interest on education programme first. Lastly, it was agreed that the project be established. Among the communities' members, committees were set-up to help in the implementation of the project. The committees were: Women development committee, and Water and Sanitation committee. All these committees involved youth and elderly persons. These committees were elected by the communities' members in the camp to run the affairs of the water supply, sanitary services and to work hand in hand with the organization. In the whole displaced camp, the water committee was found to have a membership of persons with standing influence and initiative. Their main duty was to control the usage of the pumps to avoid constant breakdown, collection of small amount of money from individual households for repair and maintenance purposes since the donar organization will not be in position of

doing repair and maintenance work of the pumps, and it's a part of community contribution.[27]

One of the most important indicators for sustainable development was the participatory financing as characterized by self-reliance of the funding problems. Assessment of people's financial contribution to their projects indicates one-third of the project cost for maintenance work only was raised by the local communities though through hardship. The impact of self-financing on project implementation and sustainability is illustrated in below figure two.

Figure [2]

Participatory Financing and self-Reliance.

Source: SCC (2004), Field Survey Findings SCC Khartoum, p.80.

Participatory financing and self-reliance funding insures increased responsibility and interest by the community in executing the project. Furthermore, self-reliance could be taken to reflect communities' seriousness to raise funds to facilitate accessibility of maintenance off hand-pumps and drilling of more boreholes than depending on outside sources. Such positive responses from the community lay ground for successful community benefits and sustainable development.

In most projects, benefits are always going directly to individuals and others to the community as whole. This is not only limited to short term gains from development... for example; improved health, clean drinking water, improved sanitation, but would embrace

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[27] Sudan Council of Churches (2000), Annual Report, SCC Khartoum , pp. 23-40.

other long term benefits such as environmental improvement which will enhance sustainable development.

3.5 Sanitation Committee:

After the survey was done, it was agreed that, to avoid diarrhoea and cholera in the camp which is dangerous for human life especially children, the digging of pit-latrines is the only possible solution in the camp. This committee was selected to mobilize the whole communities in the camp for pit-latrine digging as discussed by the organization's surveyors. The committee came-up with a policy requesting food for work for those who have completed their pits to motivate others to do the same. The committee also came-up with a policy of capacity building particularly training of communities' members in pit construction and slaps manufacturing so that they can take part fully in project activities. The idea was accepted by the organization and three weeks intensive training was conducted to equip the communities' members in such skills as slaps manufacturing, brick-laying, minor repair and maintenance of hand-pumps, etc.

Training is an important factor in influencing participatory development and insuring sustainability of development. Technical training consisted of two types geared towards two phases of participatory approach.

1. **The planning phase:**

   This type of training is achieved in implementing the animation processes. Identification, prioritization and project formulation are the results of that process.

2. **The implementation Phase:**

   This covers training of local people in the management and financial aspects of the project. This focuses on management issues, accounting and record keeping, construction work and maintenance.

Figure [3]

Community Training and Development of Skills.
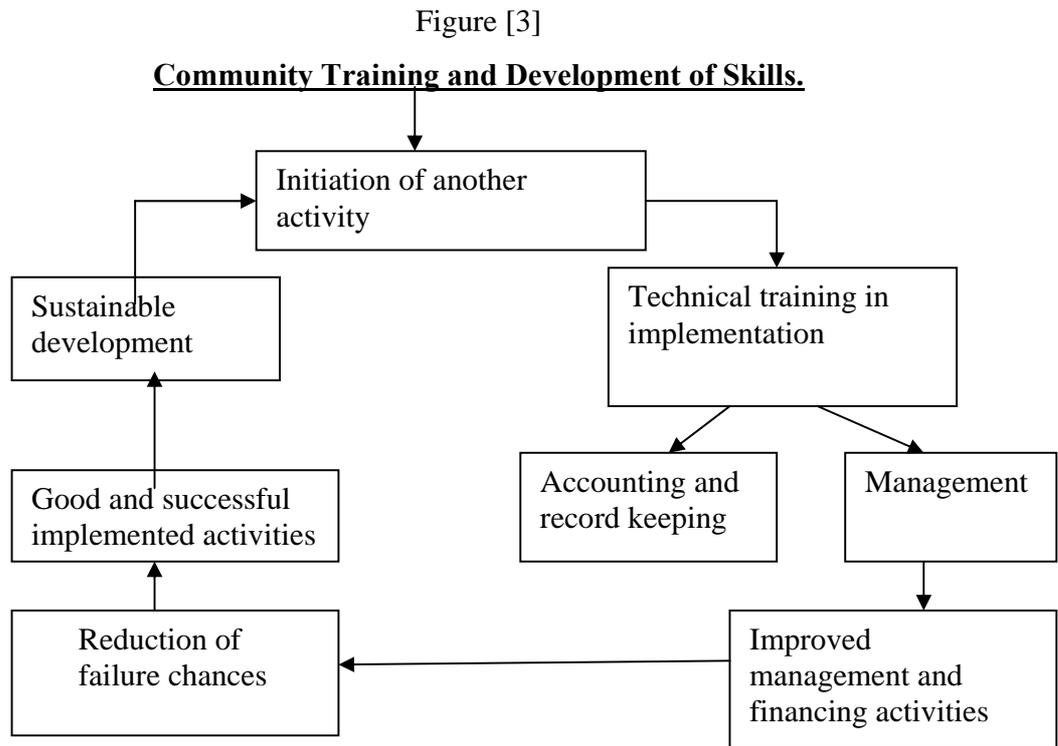
Source: SCC (2004), Field Survey Findings SCC Khartoum, p.87.

Training during implementing phase will lead to improved managerial and financing abilities of the community. Factors leading to failure of implementation will be reduced. The impact of such improvements shall lead to tangible development results.

Presently, the water committee is faced by necessity to secure operation of their hand-pumps themselves. They had to obtain some of the minor required spare-parts, local mechanics when need be, and find solutions when major break-down of hand-pump equipments occur. In most cases, they had to report to the organization (SCC) so that the repairment can take place shortly.

Thus, what had developed out of necessity in Jebel Aulia Displaced Camp is the system of community-managed hand-pumps which are operated and maintained (be it not adequately) almost independently from SCC. Under these circumstances, the displaced camp water committee tends to respond to crisis situation only. They are not really giving attention to

either routine or major maintenance of the hand water pumps equipments. When repairs are needed, these are organized on an emergency basis.[28]

3.6 Main Constraints Facing Project Sustainability:

Shortage of trained manpower is one available staff's constraint facing communities in all SCC areas of operation at different levels. Rural areas have departments deprived of well trained technicians who are attracted by satisfactory services in the advantaged regions. They are of low competence especially at the field level and they are either too young or too old to make use of their experiences. The potential attitudes of bureaucrats leave small room for local leadership to be involved in the programme activities.

The ideological perception of policy-makers sometimes constraints any attempt to increase the administrative capacity in community development in LDCs.

The poor status of information to design a comprehensive community development plan is inapplicable aggravated by bad coordination and collaboration of the concerned agencies.

Constant break-down of hand-pumps due to continues pumping whole day especially small children as for this project.

Lack of funds collected as agreed earlier for purchase of simple spare-parts for maintenance purpose.

Delayment on the repair of break-down of hand-pumps which creates concentration on the remaining ones where quarrels and fights always breakout among women and children.

Lack of communication between the committee and the organization where there is break-down of hand-pump for quick supply of spare-parts.[29]

3.7 Project Operationality:

Sudan Council of Churches works directly with communities in Jebel Aulia Displaced Camp. This project was aimed to provide clean drinking water to the community and initiation of digging pit-latrines for health environment, avoid water-borne diseases and improve quality life of the community. The development of effective viable and easily accessible participatory system is considered central for the realization of the basic project objectives

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[28] SCC...Ibid p.60.
[29] Sudan Council of churches (2001), Annual Report, SCC-Khartoum, pp. 1-8.

of sustainability, and community based development. Moreover, it is ranked as vital instrument for assisting the achievement of the immediate objective of the project concerning a measured increase in the health and improvement in the quality of life of the inhabitants of the community through implementation of project objectives. That is why it has been considered the core activity in the water and sanitation project.

The bottom-up approach clearly indicated that the management of this project is done through specified groups or committees which are the main implementing units for the project activities. The development committees will oversee the operation and activities of the project. The operating agency or organization is required to provide technical assistance, supervising the programme and training of technicians in managing the project especially the HAND-PUMPS.

In this same project established by the council, the communities have developed awareness of understanding the need for clean drinking water and environment that will ensure good health. Project staff has become aware of the need and have put much effort to get funds from donars to achieve this goal. The health educators have exerted effort to train community members in health education and encouraged the digging of pit-latrines for health environment. The problem facing this training in the beginning phase was the delay and neglect of determining the area groups or committees to participate in the project implementation

The greatest threat that happened during project operation was the heavy rains that have destabilized the area, resulting in collapse of many pit-latrines and lack of permanent technicians for maintenance of Hand-Pumps affected by constant break-down. In some cases, the beneficiaries have not been able to adopt payment strategies to cover cost of spare-parts and maintenance when there is any break-down. The aim is for the community to take part in the management of this project by themselves, by mobilizing funds locally for maintenance cost. It must be noted that, amount collected from the households will not be enough for purchases of spare-parts and maintenance cost.[30]

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[30] Hassabo Abbas (1994): Finance and Development in ADS, UNDP-Khartoum, p.23.

3.8 Project Impact on Communities/Beneficiaries:

The project impact on communities or beneficiaries can be assessed on two grounds: The first is the direct impact through allowing communities more control of the project. The second is the indirect impact of strengthening communities through supporting their committees or groups, community advocacy and empowerment.[31]

The community participatory development approach adopted: Community in Development (CID) approach which aimed at integrating community in development programmes through direct participation. Most development projects attempted to target community specific programmes such as agriculture, poultry, cooperatives... etc to increase their participation, all community members/development committees should be equally involve in all stages of project/programme activities.

However, the project activities were not well guided by clear direction and good monitoring indicators based on goals that the project wanted to achieve. It is unfortunate that in all projects targeting good health and environment, is not matched with the activities in which communities or beneficiaries are presently doing.

For the water and sanitation project, there is no clear policy worked out as a process that should equally involve all members of the community according to their individual needs. The water and sanitation development project intervention have been examined in terms of their impact on alleviating communities' conditions from health hazards. In most cases this has proved to be a response to the practical needs but not necessarily to respond to the health position or condition of communities that addresses their strategic needs and overcome problems which stem from their health position in community.

Water and Sanitation project has partially achieved the objectives of full involvement of community participation in such programme established at community level.

Sudan Council of Churches has adopted the bottom-up approach to development and has some success to a large extent in involving the communities of this area in the development process. There is no doubt that one of the important achievements of this project which can

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[31] Sudan Council of Churches (2002), Participatory Development of Local people, SCC-Khartoum, p.56.

be regarded as a revolution in the area, is the establishment of grass-roots institutions preceded by social animation.[32]

Where the process of forming the institutions was top-down, it flopped as in Equatoria Region where a similar project was initiated and project formulation was solely in the hands of the staff. Nevertheless, the continuation of social animation will gradually move it toward transmutation. These institutions (Youth development committee, Women development committee) are now considered a platform for all other institutions and NGOs engaged in development operations and services.

Moreover, the commitment of the local government is one of the decisive factors because their support facilitated official procedures and other vital necessities for implementation. Thus, government role in development activities is still desirable.

The training conducted by the project management was considered by all the members of the YDCs as not covering their full managerial aspects. It did not concentrate on capacity building issues. The training programme should also include "on the job" training.

The impact of weak supervision and monitoring was reflected in low rates of money collections, unwarranted lengthening of the duration of bore-holes services which contributed to constant break-down. Though succeeded, this project had no capacity to manage its own operating system needed for its sustainability. The training of technicians particularly in the field of bore-hole service and maintenance was not impressive because the effect was not sustained and the indication of the difficulty of the task. The assessment of the relevant aspects of the project/programme operation is important so the analysis below will reveal that the process was to a great extent responsible for the weaknesses and failures.

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[32] SCC..Ibid p.63.

3.9 Project Achievements:

The following points could be cited as indicators for achievements through the application of participatory community development approach:

The project has broken the barriers by fostering the principal of participation in development in area where lack of environmental health made people depend on own efforts and the help of SCC and other organizations.

There is no doubt that the achievements of Water and Sanitation Project in the area of establishing grassroots institutions, capacity building and daily practice is among the people can be regarded as a revolution. The project has empowered the people, enhanced self awareness about health and environment hazards and confidence among them. People now realized that they have a right to development for which they must struggle just like other people in the world. It is this conviction that will ensure sustainability, and achievement of the main goal of the project.

By making the participation of communities a condition in the formation of the committee, has broken the community barriers that have always kept down the status of communities participation is increasing at present. However a step forward has been taken and communities were fully integrated within the programme.

By enhancing awareness and establishing voluntary organization among the target communities, the water and sanitation project has lessened the narrow, self-centered thinking of the people, widened their scope to embrace general problems. In fact, this was specifically mentioned by one of the beneficiaries during the internal workshop in the hay Baraka water project, Haj-Yusif.[33]

The project established a close connection between development and the environment, thus enhancing the awareness of the people, as well as official organization of the importance of the environment and health, lack of coordination in the past between those UN organizations led to a considerable waste of effort mainly through duplication.

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[33] World Council of Churches (2001): Evaluation Report, SCC- Khartoum , p.40.

- This project can be regarded to a great extent a story: the local communities have largely been animated towards involvement in development in their area string ties have been established with other communities.

- Creation of participatory management system in the form of development committees guided by the traditional leaders.

- Acceptance and practice of participatory approach capitalizing on people's awareness and community consensus on development plan.

- Mobilization of the community labour facilitated by the local leaders.

- Technical training obtained enhanced the implementation capabilities.

Despite the considerable success brought by the participatory development approach of social and economic development, some experiences demonstrated some weaknesses and negative aspects. Barkam Okumu (1979) and morris (1981) stated from the earlier experimentation with participatory community development and marketing cooperatives that the participatory ideology is no panacea; it becomes problematic as seen from the self-help movements in the African Countries.[34]

Morris demonstrated the following weaknesses of the approach:[35]

The bottom-up approach often treats organizing cost as free, and may involve a substantial hidden subsidy as well as risks of collapse when support is withdrawn.

Some types of projects such as deep-well drilling or disease eradication require either specialized resources or mass compliance irrespective of local interest.

The approach idealized the efficiency of the village level worker or "bare-foot doctor". In fact it generates technical demands beyond the ability of paraprofessionals.

It allows communities to define their own priorities leading to a proliferation of social services without guaranteeing the productive fiscal base to support them.

Facilities constructed with self-help funds often do not operate effectively and thereby devalue the currency contributed by the communities.

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[34] Emma Lele (1989: The design of Rural Development. Lessions from Africa- a World Bank Research Publication 1989. N.Y, p.157.
[35] Morris J. (1985), Managing Induced Rural Development. International Development Institute. Bloomington, Indiana, p.32.

Recently, Ghai concluded on participation and community initiatives experiences that all of them had to overcome many difficulties such as financial problems, organization, know-how, and opposition from vested interest.

Water and Sanitation project is a participatory development programme, designed and introduced as an alternative to the conventional "top-down" development programme. Its "bottom-up" approach requires that, the target group participate in some stages of project activities (identification and implementation) through its sound social animation system. Aiming at creating sustainable community development, which to be expanded and carried out by the community in the future time through its participatory institutions that will be build during the project life.

Sudan Council of Churches' water and sanitation project in Jebel Aulia Camp is a case of participatory development planning signifying recent work in this respect. The experience of this project points to some good results. This project so far, implemented and discussed under the present study reflects some positive conclusions.

Findings from this study shows clearly that community members are capable enough to help implementing development activities when train and given the essential skills. Community participation in planning and project implementation matched with participatory management, and is among the mechanisms that give rise to tangible development. At the same time, these devices could be cited as indicators for the success of participatory community development. Though there is an achievement from this project for community participation and benefits, yet there are some constraints that affected smooth participation of the entire community in the Camp. This will be seen from the following proceeding chapter where we shall talk more about the constraints that affected peoples' participation in the project

Chapter Four

CONSTRAINTS THAT AFFECT PEOPLE'S PARTICIPATION IN THE PROJECT:

4.1 Introduction:

In this chapter, the main problem we shall be discussing is about people's participation. Our focus will be on community members whether they take part in project identification or not and why. The other areas that we shall be looking into will include project formulation, project implementation, etc which become the major constraints of project sustainability.

4.2 Project Identification.

In order to identify a development project within a particular community, there is a great need for the involvement of local community members in the process. The motivation and decision to set up a project lie with the existing community or institution. It may happen that external pressure may motivate an organization to set up a development project, but it can lead to failure if the local communities are not involved, as is the case with Water and Sanitation Project of Sudan Council of Churches in Jebel Aulia Camp. One reason is that the organization (SCC staff) lack trust on communities' decisions-making process based on the conception that they have low level of education, lack of experience and inability to make sound decisions. Second, they lack trained personnel and resources to run the project. Third, non-existence of a health atmosphere hinders the overall development planning process. In this case, project ideas should meet the interest of the community concern and it should be of value to the development of the area/region or community.[36]

Community involvement in the selection, design, construction and implementation of community development projects has often been the first step in the acceptance of change leading to the participation of the community. The manner in which early participation is to be achieved and balanced with the need for overall guidance and control is a problem which can only be resolved within each community.

It has become one of the core problems regarding this project for community to participate. Project identification was done without the consent of the community members to select for them, what project is most needed according to pressing problems within the community to

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[36] SCC (2006): Staff Report, SCC Khartoum, p. 32.

be solve first. Thus, this has made many community members pull out to be effective participants in the project. Even mere consultation of the community was not made during project identification. So, this contributed negatively for many community members to take part in project activities.

4.3 Project Formulation:

Project formulation is one of the important elements for local population to participate in project implementation if involved. It will give chance for community participation in planning process. Though not all community members should be involved, but few that are selected should work together with the organization staff in project formulation. However, with Water and Sanitation Project in Jebel Aulia Camp, the community members were not involved to work together with the SCC staff. There was a kind of undermining caused by SCC staff to fully involve community members in project formulation. This created an element of relaxation by the community members in project participation. Some however participated but with little interest.[37]

In this study, the local community members (males and females) were selected by their communities according to certain criteria to perform this job efficiently. The following criteria were used for the selection:

 i. Socially active persons.

 ii. Capable to stimulate people for reflection and creation of their local abilities to give solutions especially after their training.

 iii. Able and keen to solve any local conflicts of disagreements with the aid of local sheikh/chief.

 iv. Capable of assisting the social animator in the social animation processes and make any necessary arrangements on behalf of his/her community in the planning phase.

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[37] SCC..Ibid, SCC Khartoum.

v. Physically (preferred from the young age group) to communicate with the neighbouring communities in the cluster.

vi. Educated (preferably of Secondary School level) with ability to read and write.

vii. Assist in formation of development committees and mobilize communal efforts such as "nafir".

The project formulation exercise is a large and complex task undertaken after a positive decision has been made on a project idea. At this stage, the nature and scope of a project has to be spell out in comprehensive form. This requires a progressive refinement of the design of the project in all its dimensions. Here, although the task is done by the organization, the community should be made aware of the situation, what project is going to be established in the area and what benefits are to be achieved by the community/communities. Without involvement of them from the first stage/phase, it will look alien to the people of the area.

So, because of limited education and lack of technical know-how found within the community members, the SCC staffs were able to dominate and overcome the committee ideas in the project formulation process. This has made a setback to the committee selected for the purpose and sees the project alien to them and the entire communities. It created a lack of confidence between the community members and the project staff which resulted in none participation of community members.

4.4 Project Implementation:

The implementation stage covers the actual development or construction of project up to the point at which these become fully operational. It includes monitoring of all aspects of the work or activity as it proceeds and supervision by "Oversight" organization or body. This phase is the heart of project management. "Implementation is what realizes plans, generates project outputs and what utilizes the scarce resources".[38] Its role is to mobilize the resources which were anticipated and operationalize the activities which were designed. Further, it has

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[38] WCC (2001): Evaluation Report, SCC Khartoum, p. 45.

the objectives of anticipating deviations from planned performance and making proper adjustments. The community as such must be involved in such activities.

However, concerning this project in question, the communities were not involved in project management, only in partial implementation in such as; hand-pumps management, digging of pit-latrines, construction of slaps, etc. While the planning process was the sole responsibility of the organization. When an organization has assumed the responsibility of administering the project wholly, steps have to be taken to build the community, to develop the operating procedures, to hire and induce people within the community into jobs and to schedule the various activities required for the implementation of the project. In building the community, appointment of a project manager/officer and recruitment and selection of personnel are of great significant. For the success of a project depends greatly upon the personnel who are engaged in its implementation. As a management team, it has to develop a detailed plan or organization and administration including scheduling, budgeting, staffing, continuous evaluation, reporting, planning for contingencies and the final transition stage. Other methods that need to be taken into account in project implementation are the inflow of cooperation and coordination from other communities, the existence of favourable administrative, political and social environments from which the inputs of the projects are drawn.

4.5 Limited Education and Lack of Knowledge:

Many studies of economic growth in advanced communities confirm the importance of education in any community for knowing what is required for the benefit of the community. Education and knowledge contributes to productivity by raising the quality of the community population and has been a source of growth in many communities.[39] How important education is, has not been the case with the communities in Jebel Aulia Displaced Camp. They cannot participate effectively for the sustainability of the project because of limited education and lack of knowledge. Though there were few educated among the community members in the camp, yet there was tendency for generalization by the organization (SCC) staff for the overall communities. This creates lack of trust for

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[39] Michael P. Todaro and Stephen C. Smith (2006): Economic Development, USA, P.58.

involvement of community members to participate in project activities. These few educated become obstacles for other members in the community to participate in the project activities. The experiences from other projects established by SCC in other states shows that limited education has contributed negatively for the community participation in any development programme.

4.6 Administrative Problems:

Sudan Council of Churches administration consists of the secretariat, finance, progrmme and personnel in the head office. The secretariat assesses needs of the communities, identifies problems of development, offers solutions, gives directives for implementation, and plans for the implementation of the planned programmes or projects.[40]

Since the office is located in the centre of Khartoum State and the project is located far south in Jebel Aulia, it becomes difficult for the staff to effect communication with the community members in the camp for whatever information needed in the office.

So, communication issue becomes an obstacle for efficient participation. Lack of trust due to limited education and knowledge of the community members has made a setback for effective participation.[41] The communication gap between the community and the SCC staff widened, where it contributed for the none maintainaces of many broken hand-pumps. The none involvement of the various committees in helping running the project activities, made the communities see it alien though it was for their benefit. This has slow down the financial contribution as agreed upon for the maintenance work of hand-pumps.

Administrative problems become one of the constraints of the community participation in the project activities. The agency acts in cooperation with other people, mainly through committees. This is not only or primarily because it cannot know everything. Obviously, the agency cannot hope to be more expert than everybody outside the agency on every aspect, but even if it were, cooperation would still be essential for participatory development.

[4040] Suleiman Youseph and Mousalli Fathi (1967): Directory of Christian Churches in the Sudan, SCC, Khartoum, p.32.
[41] SCC (2000): Annual Report, SCC, Khartoum, p.54.

4.7 Improper Organization:

An organization structure is effective if it facilitates the contribution of individuals in the attainment of project objectives. However, there can be no doubt that in communities and those members who want to cooperate will work together most effectively if they know the part to play in any collaborative endeavour and how their roles relate to one another.

For an organizational role to exist and to be meaningful to people, it must incorporate: verifiable objectives; a clear concept of the major duties or activities involved; and understood area of authority so that the person filling it knows what decisions he/she can make to accomplish results. In addition to make role operational, provision is needed for information and other tools and resources necessary for performance in a role. So, there was lack of clear role distribution among the community participants in the project implementation.[42] There was overlapping of roles between community members and project implementing staff in the field. This has made many community members withdrew participating in project activities. Since roles distribution has not been made available for the community members to make effective contribution, it has created a vacuum for that effect in the project operation. There was also poor organizational and communication system between the staff and the members of the community in the camp. Therefore, this is another constraint in participatory community development.

4.8 Past Experience:

Sudan Council of Churches has established many different humanitarian programmes in Southern, Northern, Western, and Eastern Sudan; mostly for the poor communities who are vulnerable for self-support. Some members of these communities too moved from their places of origin to Khartoum and settled at Jebel Aulia Displaced Camp where they have experiences of the similar programmes. For initiation of any development programme/project, the initiator should always make it clear if who will benefit from such programme. The benefits achieved from the project will open door for further participation

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[42] WCC (2001): Evaluation Report, SCC Khartoum, p. 39.

of the communities if similar projects are initiated. Because of little or no benefit at all for the community from the project, they feel reluctant to participate in the programme.[43]

We have therefore seen obstacles that hindered peoples' participation in this project, starting from project identification which is a core issue in many projects failure. Also mistrust by the project officials due to limited education and lack of knowledge and past experiences people acknowledged from the previous established projects had made many people in the Camp became inactive to participate in project implementation. [44]

All these have contributed negatively for many people to take part though others participated for the success of this project which many people benefited from its fruits.

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[43] SCC (2006): Staff Report, SCC Khartoum, p. 21.
[44] SCC..Ibid p.27.

Conclusions:

When participatory approach of development was adopted by Sudan Council of Churches in its project in Jebel Aulia Displaced camp, it created a spirit of self-help and self-reliance among the communities in the Camp. The training that many people acquired from the organization made many of them gained skills in constructional work and hand-pumps maintenance. They became self employed in the whole Dar-El-Salam area in constructing pit-latrines.

This approach has made many community members became part and partial of the project. It is a community development tool which is of great relation to Rapid Rural Appraisal (RRA). It is a systematic field activity based on the rapid build-up of diverse information to be carried out by a multi-disciplinary team to develop community action plans in Jebel Aulia Displaced Camp.

Participatory community development approach has made the displaced communities in the camp aware enough of presenting their problems and prioritizing them according to their development need. Community members were trained in classifying and categorizing their development needs. Thus, this has made participation in community development programme effective.

Here, participatory approach is one of the pre-requisites of comprehensive development. It creates a participatory management system whereby the communities have the leading role to play in implementing the development activities. Since participatory community development is an effective tool, the traditional leaders in the Camp were involved to act as focal point in the planning and implementation phases, proving to have an encouraging role in enhancing community participation and mobilization.

The benefits which communities achieved in participatory community development approach were, local communities gained voice and move toward enhanced autonomy by going from passiveness or submission to negotiated action which is integral part. Also it encourages critical consciousness among the people of their own situation. Without community participation, such benefits could not be achieved.

There is no doubt; one of the important achievements of the project is the establishment of the grass-root institutions in the Camp. These institutions are now considered platform for any other institutions and agency engaged in provision of services in the Camp. The programme too oriented towards empowerment of people. So, SCC has broken the barriers by fostering the principle of participation.

Though communities of Jebel Aulia Displaced Camp are aware of the philosophy, the animation period was short and not inclusive. Some beneficiaries (Leaders) speak on behalf of themselves most of the time without getting consensus of their people, while also there are some tribal leaders and traditional Sheikhs/chiefs who look for their own interest more than the project interest. The constant break down of the hand-pumps and lack of funds for maintenance works are the main obstacles facing the project. Lack of monitoring work from the inception time up to date is another factor facing the project. Besides this, practical obstacles to adopting the community participatory approach exist; of this the following can be mention:

i. Lack of technical personnel to train the local communities on how to plan, prioritize, and formulate plans.

ii. Lack of enough funds and adequate facilities to enable planners to communicate with community members in the area and avail them the chance for participation in planning.

iii. Lack of confidence by officials for abilities of communities to plan for development.

iv. Small budget offered to cover the expenses, while the amount available being directed to priorities outside the project.

Therefore, findings from this study show clearly that communities are capable enough to plan and implant development activities when train and given the essential skills. Integrated planning and implementation matched with participatory management and financing are among the mechanism that give rise to tangible socio- economic development. At the same time, these devices could be cited as indicators for the success of participatory

implementation and development. This study attempted to analyze the participatory planning phase of SCC project and how the project used the community participatory approach as a tool for participatory development. The study also analyses the methodology of participatory or integrated approach and its implementation.

Finally, participatory community development approach could be adopted elsewhere in the country as a community level participatory tool. This approach is not rigid, modifications made its components of great significant for community development. More refinement would increase its efficiency especially when operationlized in areas of different socio-economic structure.

Recommendations:

Based on the analysis and findings, the following recommendations could be forwarded:

1. Community participation in development is recommended to implement development according to people's needs and priorities.

2. The participatory community development approach is recommended to ensure the deepening of awareness and the understanding of realities by the community.

3. For greater effectiveness of development activities, community participation is recommended in the stage of planning and implementation of projects.

4. The participatory implementation supported with participatory management is recommended to   be followed to insure sustainability of development in other areas of rural Sudan.

Suggestions for Future Research:

The following research areas are suggested to be undertaken in future efforts:

i. Undertaking comparative studies looking at the difference and similarities between different areas where participatory community development approach is to be adopted, e.g. in western, eastern, southern, and northern Sudan.

ii. Comparative analysis study of community's roles and contribution to participatory approach concentrating on studying areas where communities' roles are very different.

iii. Effect of implementation on social structure and class composition of the area.

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