

**RURAL WATER SUPPLY AND SANITATION  
PROJECT, PHASE V  
(RWSSP V)**

**Community  
Organizing**

*Process Guidebook*



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## PREFACE

Welcome to the **RWSSP V Community Organizing Process Guidebook**. This Guidebook is an enhancement of previous community organizing handbooks also developed by the Department of Interior and Local Government (DILG) for its past Water and Sanitation (WATSAN) projects. This enhanced version includes two major process activities which are highly participatory in nature: one is the use of the Methodology for Participatory Assessment (MPA) tools in the barangay profiling activity and the other is the participatory development and use of Sustainable Project Monitoring and Evaluation (SPME) tools.

Just what the previous handbooks' purpose, this Guidebook aimed to facilitate the synchronization of technical and community organizing (CO) activities in WATSAN projects. Major inputs came from previous experiences undergone by local government units (LGUs), non-government organizations (NGOs) and other national government agencies generated through a series of **Integrated Provincial Planning Workshops (IPPWs)** held for the provinces of *Ilocos Sur, Nueva Viscaya, Palawan, Mindoro Occidental and Mindoro Oriental*. It takes off from a project context, which assumes that a thorough demand assessment and baseline data collection has been done.

The Guidebook is divided into two parts: Part 1 presents the community organizing *framework* for the Rural Water Supply and Sanitation Project, Phase V; discusses the Guiding Principles on which the community organizing framework is premised; and gives an overview of the four basic phases of community organizing process. Part 2 contains the highlights of each CO process phase and the twenty (20) major activities from entry of the CO worker up to his exit from the community.

A consolidated checklist of major CO Activity *indicators* developed during the series of IPPWs is presented in the Appendices section.

It is hoped that this Guidebook will serve as one of the tools to institutionalize the participation of communities in effectively and efficiently managing their water supply and sanitation facilities.

# **PART 1**

The Community Organizing (CO) Framework,  
General Principles and Overview of the Four  
Phases of the Community Organizing Work

# Introduction

In an effort to increase chances of project sustainability, the Rural Water Supply and Sanitation Project Phase V (RWSSP V) provides for the organization of user groups at the community level who are expected to take responsibility over the sustained operations and management of their water supply and sanitation facilities.

The *Community Organizing Process Guidebook* is a tool developed for the use of the *Department of Interior and Local Government (DILG)* and all its existing structures (national to the municipal level) who are tasked to oversee community development work and for the *local community organizers* who shall be mobilized by the non-government organizations managed by the *Philippine Center for Water and Sanitation-The International Training Network Foundation* under the Rural Water Supply and Sanitation Project Phase V. The intention of this guidebook is to provide the CO project implementers a reference tool to the various activities that has to be undertaken in the process of community organizing for this project.

This tool takes off from the Framework for Community Organizing developed specifically for the RWSSP V. RWSSP V is a Japan Bank for International Cooperation (JBIC) funded project implemented by the DILG in the fifth and sixth class municipalities in the provinces of *Ilocos Sur, Nueva Vizcaya, Mindoro Occidental, Mindoro Oriental and Palawan*. The project is purely for Level 1(point source) water systems ( either deep well, shallow well or spring development projects of not more than 2 km. distribution line), school toilets and public toilets.

It covers four major phases: Preparatory Phase, Organization Building Phase, Consolidation Phase and Networking, Follow-thru Phase. Normally, it is envisioned that a period of six months is required for all the phases.

## **The Community Organizing (CO) Framework**

The over-all goal of community organizing is to contribute to the sustainability of water and sanitation services through the institutionalization of community management of water and sanitation programs.

Community management implies that user groups in the community collectively take responsibility and control over the local operation, maintenance and management of the water and sanitation systems. The organized user groups make sure that the water and sanitation systems are efficiently used, effectively sustained and that it contributes to the general development of the community.

Organized user groups maybe a newly formed barangay waterworks and sanitation association (BWSA) or any local community association that willingly assumes responsibility for the water and sanitation facility and operation.

Community organizing is a process that involves three primary tasks: 1) education and training; 2) organization building and 3) mobilization.



## **General principles of the Community Organizing Work**

The Framework for Community Organizing is premised on the following general principles:

### **(1) Demand-Responsive, Not Supply Driven**

The establishment of the WATSAN facility considers the total community situation, integrating efforts and resources to confront existing needs and concerns. The community takes up the option to construct the type of WATSAN facility needed and preferred in their area.

### **(2) Holistic, Integrated And Process Oriented Approach**

It integrates other relevant components into the WATSAN program, likewise covering health promotion, hygiene and sanitation or micro enterprise development, etc. The interest to achieve technical results like the construction of the WATSAN facility comes with the development of people's capabilities generated by an effective process of community development.

### **(3) Community Management**

Community management implies people's ownership of the WATSAN program, which entails community responsibility and accountability for the success of the program. It is people based and participatory, and it builds on people's capability at all levels.

(4) Indigenous/ Accessible/ Affordable/  
Technically Feasible

It takes into consideration the views and capabilities of partner communities in choosing the most appropriate WATSAN technology and level of services. It builds on local knowledge, skills, and cultural practices available within the community to maximize the effectiveness of WATSAN schemes in the management of facilities. Accessibility and affordability shall likewise consider sustainable long life facilities, such as open hole gravel packed well, despite higher construction cost.

(5) Committed Leadership And Good Governance

Indigenous leadership will strongly be encouraged in all stages of WATSAN schemes. Sound organizations rest on indigenous leadership in the management of their hygiene and WATSAN facilities and on keeping its accountability to their users. For such purpose, it also relies on the support of authorities/ institutions, and on the organization of households and communities.

(6) Synergy Among All Partners

Among partners, this calls for a spirit of camaraderie, mutual respect and openness, generously sharing time talent and treasures whenever applicable and available. It works to encourage a shared vision and commitment among users, (G0s, NGOs, and professionals) within the water and sanitation sector to combine technical expertise with an ability to work with users, administration sectors, as well as, with sectors on health, environment, education, and food.



(7) Gender Sensitive

It equally considers the participation of women along with men in the establishment, maintenance and operation of the WATSAN facility. It establishes WATSAN facilities and schemes that are accessible, user friendly and affordable to both men and women.

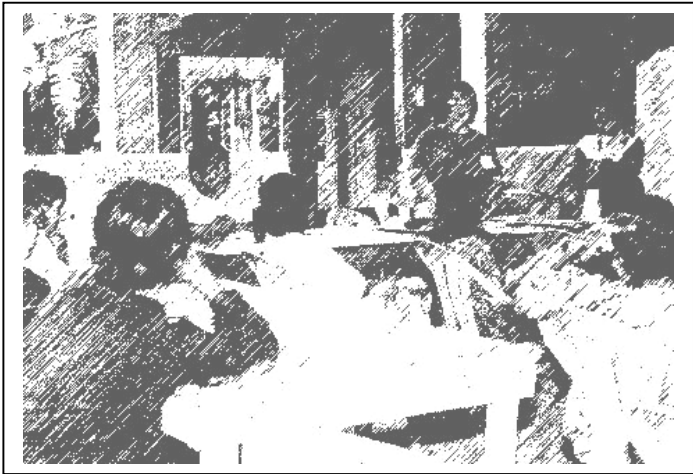


## Phases of the CO Process: An Overview

The establishment of the community managed WATSAN program involves the following phases:

### *1. Preparatory Phase*

The preparatory phase lays down the groundwork for WATSAN program community organizing work. It consists of institutional preparation, institutional linkaging, site selection and validation, gathering of baseline community data and community mapping, barangay acceptance of the program, as well as, the conduct of the integrated provincial planning workshops.



However, a modified approach was adopted for Phase I (Year 2002 Project) to catch up with the schedule for determination of Year 2002 scope of the project. Site selection was conducted through the confirmation/consultation with

prospective users/barangays on minimum requirements (social needs and technical feasibility). A complete set of CD work will be followed to ensure sustainability of the project.

## **2. *Organization Building Phase***

This involves the building of structures/mechanisms and capabilities to put up a community managed WATSAN program. WATSAN community associations or working groups within existing organizations, specifically the BWSA, shall be formed to take charge of the operation and maintenance of the WATSAN facility. The Organization Building phase is organized into twelve activities:

- a. Pre-organization formation
  - (1) Barangay entry and integration
  - (2) Participatory Assessments
  - (3) Development of CO Program Flag
  
- b. Organization Formation
  - (4) Leadership /spotting and development
  - (5) Formation of core group/working group
  - (6) Formation of proposed barangay action plan
  
- c. Organization Development
  - (7) Formalization of structures/mechanisms for WATSAN project management
  - (8) Pre-construction conference
  - (9) Test-run, adjustments of facilities
  - (10) Formulation of WATSAN action plan
  - (11) Skills training
  - (12) Hygiene and sanitation promotion

### **3. Consolidation Phase**

Once the BWSA or WATSAN working group has been organized, the next task is group strengthening for sustainability. Regular training, formal and informal; group bonding activities; actual initiation and implementation of group projects other than WATSAN (i.e., health promotion, micro enterprise development, etc.); and obtaining a legal organizational status are ways of strengthening the organization.

In the RWSSP V framework, the consolidation activities include capability building activities and training, formulation of organizational vision and future directions, establishment of legal status as an organization, initiation and management of barangay projects, and the formation of the SPME committee.

### **4. Networking, Pull-Out Expansion and Follow-Thru**

Generally, this phase precedes the actual pull-out of the primary helping organization/s. It is presumed that the established WATSAN organization or working group, has achieved a certain degree of stability and strength to effectively network with other organizations who will eventually become their partners and/or provide support mechanisms for group sustainability.

A truly consolidated association can conduct advocacy work taking up related issues in water and sanitation, as well as, promoting the WATSAN program to other concerned groups and communities. The WATSAN implementing organization, should provide clear mechanisms for follow-up and monitoring of the WATSAN organization/group to ensure the sustainability of its programs.

Within the RWSSP V framework, activities listed in this phase include federation building and the conduct of federation activities, establishment of formal linkages with LGUs/NGOs/other support structures, and the conduct of advocacy work. For sustainability, linkages such as channels of support and assistance among the operating body, the barangay council and municipal level council should be in place prior to pull out. This makes assistance in the operation and maintenance of the water and sanitation facility readily available.

Throughout the organizing process of the community managed WAT SAN program, capability building activities are conducted to make sure that people have the necessary knowledge, attitudes and skill for the operation and maintenance of their WATSAN facility. Training activities cover the requirements for the operation and maintenance of the WATSAN facility, basic accounting and bookkeeping procedures and organization building.

At the same time, regular monitoring, evaluation and supervision is conducted to ensure that the goal of working towards a sustainable WATSAN services is effectively carried out. As a complementary activity, an effective and efficient but simple documentation scheme is carried out to aid in monitoring, evaluation and supervision, as well, as in the identification of replicable models for sustainable WATSAN services.

# **PART 2**

HIGHLIGHTS OF THE FOUR (4) PHASES  
and the  
TWENTY (20) MAJOR ACTIVITIES  
in the  
COMMUNITY ORGANIZING PROCESS

# I. PREPARATORY PHASE

This phase is accomplished prior to the formal entry of the PCWS/NGO in the barangays.

A. Institutional Preparation and linkaging

DILG, as the lead agency, has been organizing the various key actors of the project to ensure that roles and responsibilities, coordination and support are rationalized and synchronized. This means putting in place the organizations and the people necessary to ensure that the policy of institutionalizing a decentralized management of water supply and sanitation system is in place. It makes sure that the PWSU and the MSLTs are created and that its various consultants are properly informed and equipped with the information and resources necessary prior to any local intervention.

B. Site selection and validation

C. Baseline Community Data and Community Mapping

D. Barangay acceptance

E. Integrated Provincial Planning Workshops



## II. ORGANIZATIONAL PHASE

## **A. PRE-ORGANIZATIONAL FORMATION**

### *Activity*

#### **1. *Barangay Entry and Integration***

- Courtesy call to Barangay Council with Municipal Sector Liason Team (MSLT) to provide orientation project concept, features, history, stakeholders, CO process.



- Endorsement of the community organizer

- Community Meeting where there will be a conduct of thorough orientation on project concept, history, features, stakeholders, tasks, responsibilities, CO process, activities, outputs and presentation of people to be involved in the project to the barangay council by the Municipal Sector Liason Team (MSLT)



- Solicit/ request for volunteers to participate in the conduct of community data gathering and assessment through the use of Methodology for Participatory Assessment (MPA)



*Activity*

2. *Conduct of Methodology For Participatory Assessment (MPA)* to establish socio-economic, political and technical information about community directly or indirectly related to water and sanitation.

- Determine/ recommend long list of potential core group members

*Activity*

3. *Formulation of CO program flag* to determine milestones indicating the role of the CO agent and the community starting from the CO agent's entry to the community up to the time of his formal exit.

## **B. ORGANIZATION FORMATION**

*Activity*

### **4. Leadership Spotting and development**

During integration, the CO conducts one on one Discussions and or small group meetings to deepen feedback on MPA results and generate interest to do follow-up activities, including the surfacing of thoughts on: **How the community perceived its role and counterpart in the project.**



From the group of interested individuals who have high potential for leadership, select not more than five people who shall function as your working group or core group. Be sure that there are not less than 2 women in your core group.



*Activity*

**5. Formation of core/ working group and adhoc committees**

- core/ working groups are equipped with more project information that they could use to recruit potential BWSA members. The core group also assists the CO in determining if there is still a need to organize a new community water sanitation association or if there exist an association in the community which is willing to assume ownership, management and responsibility over the water supply facilities of the community and the promotion of sanitation and hygiene.

*Activity*

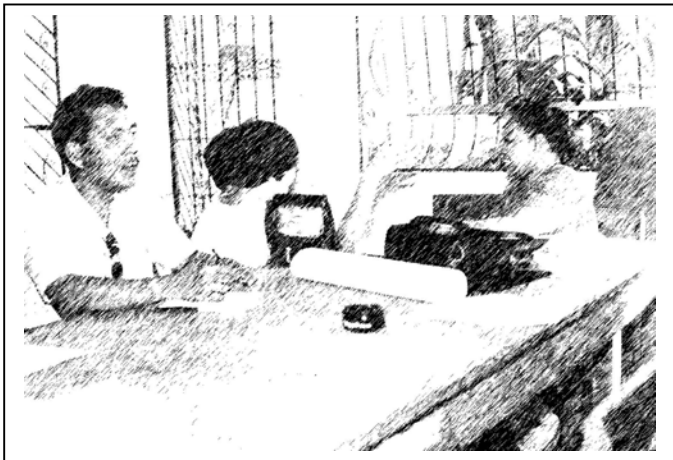
**6. Formation of proposed Barangay Action Plan**

The barangay action plan is a response to the results of the MPA. The core group are assisted to generate a broad listing of ideas and suggestions that the community has to

address barangay needs, not necessarily focused on water supply and sanitation. There should also be a preliminary identification of who would be responsible to do what, resources required and counterpart community contribution to the action plan.

The action plan generated must be submitted to the MSLT via the MLGOO, and to the NGO who shall package this information into possible future project ideas that the future federation may address in partnership with the community.

The action plan shall be one of the basis to monitor the development of organizational management skills.



### *Activity*

#### **7. Formalization of structures/ mechanisms on Operation and Management (O&M)**

- Drafting of constitution and by-laws; formulation of policies, procedures, constitution and by-laws

- distribution of draft constitution and by-laws for discussion to their members
- ratification of constitution, by-laws and policies
- Election of officers and creation of working committees ( functional working groups with clear mandates, leadership and membership)

### *Activity*

#### **8. Pre-construction conference**

- Make sure that there are adequate number of women in the meeting to encourage active participation ( equal number of men and women are highly preferable).
- Present and discuss to the community: the following:
  - role of technical people
  - contents of typical water system technical plan
  - presentation of design specifications and explanation of plan contents/drawings in layman's terms
  - presentation of program of work (POW), bill of and cost estimates materials
- validation of data gathered and used in the designing
- solicit ideas, opinions, comments and preferences
- come up with general agreements and if appropriate, determine local counterpart



*Activity*

**9. Test run, adjustments of WATSAN facilities**

- The community, through its organization, participates in ocular operation, test run and adjustments of facilities installed



*Activity*

**10. Formation of WATSAN action plan**

- Since the water and sanitation users association has been established, they have to make their water and sanitation focused plan. This plan should provide for hygiene and sanitation programs, articulation of other skills needed for operating, maintaining and repairing their level 1 systems, special projects that

they would like to implement and the decision to formally register their organization or formally amend the registration of their existing organization.

### *Activity*

#### **11. Skills training**

- Barangay level skills training should be a response to the watsan action plan developed by the organization. This could include the following:

- Leadership training; value formation
- Training on organizational management; bookkeeping



- Operation, maintenance and repair of level 1 water supply facility
- Sanitation and hygiene promotion

*Activity*

**12. Hygiene and environmental sanitation (HES)  
promotion program in place**

- The HES program should identify core messages to be promoted at certain periods of time, addressed to specific target groups such as a campaign on toilet construction addressed to household heads or a campaign on clean environment addressed to school children.
- Innovative projects/activities must be identified to carry the message.

### III. CONSOLIDATION PHASE

*Activity*

**13. Capability building activities/ trainings**

- Other training interventions could be designed at an inter-barangay level to help the organization mature into a stronger movement. Other capability building initiatives could include:
  - Training of Trainers
  - Gender Responsiveness



- Disease, Hygiene, Education, Health Care and Sanitation
- Excreta, Liquid and Solid Waste Disposal
- Initiation and management of barangay projects
- Environmental Sanitation, health and hygiene
- Water conservation
- Protection of Water resources/ Watershed
- Livelihood projects
- Resource Mobilization.

*Activity*

**14. Development Of Vision/ Future Directions**

As the organization nears maturity, it should be able to determine its long term vision and future directions. This gives them a sense of mission and responsibility to continue the task as the CO exists from the community.

*Activity*

**15. Obtain legal status**

- **Registration of BWSA** to appropriate government agencies is done. Options on where to register shall be presented and decided upon by the organization. For existing organizations, an amendment to their existing incorporation papers to include the water and sanitation related function may be arranged.

In the absence of a clear national policy on B/RWSA registration, the following Registering Agencies could be presented as options:

- Securities and Exchange Commission
  - Bureau of Rural Workers
  - Local Waterworks Utilities Administration
  - Department of Social Welfare and Development
  - Cooperatives Development Authority
- Accreditation of BWSA/RWSA is done through the municipal local government unit
  - Secure of all pertinent documentation that may be required (deed of donation, health potability clearance, water permit if there is intention to upgrade level of service, etc.)

*Activity*

**16. *Initiation and management of barangay projects***

- The association should be able to plan, implement, monitor and evaluate its own projects or activities that contribute to the attainment of their long term goals and directions.
- The association is also able to mobilize resources to support its action plans

*Activity*

**17. *Formation of SPME adhoc committee at the municipal level***

- The role of the SPME adhoc committee is to monitor progress of the BWSA vis a vis its sustainability objectives. The SPME adhoc comitee is formalized when the federation decides to establish an SPME committee as part of its organization.

# IV. NETWORKING, PULL-OUT AND FOLLOW-THRU PHASE



### *Activity*

#### **18. Federation building; federation activities**

- Formation of Municipal Federation of BWSAs and the provincial federation is an attempt to institutionalize a support system at the municipal and provincial level to ensure that the community associations would help each other and sustain one another.
- Working committees may be established depending on the program of work that the federation intends to do.
- The Federation replaces the role of the NGO in CO supervision and relates directly with the MSLT and the PWSU as an active member.

### *Activity*

#### **19. Establishment of formal linkages with relevant LGUs and NGOs and other support structures**

- The Federation is formally recognized, the BWSA is officially part of the LGU network and linkages with other support groups such as NGOs are established.

### *Activity*

#### **20. Advocacy work**

- As the community organization grows and matures and its concerns are broadened to cover not only the barangay level issues, the collective strength that is mobilized through the Federation may be a potent force in

creating a mass movement of water and sanitation advocates who will continuously work towards a clean and healthy world.

- Advocacy messages may be addressed to the public at large, to the local government units, to the national government or even to the global community.

# **APPENDICES**