COMMUNITY DEVELOPMENT PROGRAMS & METHODS

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What Community Development Is:

The loose way in which the now popular term "community development" is used has created a great deal of confusion. Many types of undertaking can contribute to the improvement of the productive capacities and living conditions of the hundreds of millions of people who live in the hundreds of thousands of local villages in underdeveloped countries. It is doubtful, however, whether it is either conceptually or administratively helpful to call all of these types of undertaking "community development". Needless to say, "community development" cannot be administratively promoted or practically implemented unless it is used to mean something less than everything that contributes to economic and social welfare and something more than a pious slogan.

The seventy-five per cent or more of all the people in underdeveloped countries who live in local village communities are so poverty stricken, so much in need of more food, of better housing, health and sanitation, that any and all programs designed to meet these needs is likely to be called "community development". Because most of these people live in a relatively high degree of physical and cultural isolation, any and all programs designed to better their means of transportation and communication or to improve their capacity to read is likely to be called "community development". In some countries, most of them are landless farmers. Land reform is a necessary condition to their economic and social advancement and therefore land reform gets included in so-called "community development" programs. All of these things need to be done but most of them are either the products of community development, plus other kinds of development, or they are conditioning factors in community development. They are not, in and of themselves, community development.

Community development, in this statement, is used only to describe the methods by which the people who live in local villages or communities become involved in helping to improve their own economic and social conditions and thereby become effective working groups in programs of national development. The term community development programs is used to describe only those administrative plans and operational procedures which implement community development objectives.

It is impossible for economically underdeveloped, or any other countries, to provide enough financial or technical assistance to make all the economic and social improvements which are needed and desired in their thousands of local communities. Many, if not most, such improvements must depend on self-help local community efforts. If and when such efforts are aided, not only the manpower, but the ingenuity and enthusiasm of these thousands of local

communities, are mobilized for all kinds of needed improvements. Furthermore any aid provided to such self-help groups is much more effective and goes much further because each local community usually supplies all needed manual labor, in the majority of cases the foremanship, nearly always part of the materials, and quite often part of the cash cost. More important is the fact that once self-help activities are initiated the self-help group tends to perpetuate itself by seeking out and doing additional worthwhile improvement undertakings. Unless and until such self-perpetuating groups are developed, communities as such have not developed no matter how many things have been done for them.

There are enough programs now in operation in enough underdeveloped countries to make analysis of their practical operation feasible and profitable. Differences in these programs and the diversity of the cultural conditions under which they operate, instead of obscuring, helps to reveal their common denominators of success or failure. Their failures, or lack of success, and their violation of sound community methods reveal equally as much as do their successes and their use of sound methods and procedures.

These experiences reveal that violations of sound community development methods and procedures are most often due to one or more of the following: (1) A belief that profiding, no matter how, such things as water and sewer systems and community facility buildings, specifying types of community organization, operating pilot plants or demonstrations, etc., are the best methods of inducing local communities to undertake, or widely participate in economic and social improvement programs. (2) A belief on the part of many outsiders that because they can more objectively, and probably more scientifically, analyze the agricultural, health, educational, and other needs of people than can local villagers, therefore they can induce local communities to undertake, or enthusiastically participate in programs of improvement which they prescribe. (3) A failure to understand that they, and no one else, can do things for local communities and hand responsibility for them down from above; that such responsibility has to be developed within local community groups by doing things for themselves.

Experiences have also shown that the use of sound community development methods and procedures most often, if not always, are due to the three following: (1) A belief, or knowledge, that the manpower, ingenuity and enthusiastic participation of the millions of people who live in thousands of local villages or communities, is imperative to national, economic, social, and political development. (2) A knowledge that even isolated and illiterate villagers can be mobilized to help in national improvement programs only if they are permitted to be at least partially responsible for improvements in their own villages. (3) The establishment and operation of programs to train persons who will live and work among villagers to - (a) stimulate and assist them to organize self-help undertakings, and (b) act as a bridge or channel between villagers and the agencies of government, which stand ready to aid them in these undertakings.

The basic pre-requisite to the use of community development as one of the methods of economic and social development is a knowledge that illiterate villagers, no matter how isolated physically and culturally they are, have self-recognized needs and have desires to satisfy those needs. It needs also to be understood that if these villagers are seemingly lethargic and not interested in change, it is chiefly, if not solely, because they have never been permitted to participate, much less to lead, in programs for improving their own lot in life. They have been told by others what their needs were. Overhead government, colonial or feudal, has provided for the minimum of these needs through a hierarch of officials who as often as not were also inspectors and tax collectors. As a National Director General of Health, in a country which has started a nation-wide community development program, said recently, "We are completely reversing the direction of things. We have always tried to develop local communities from the top down. Now we are going to develop the nation from the bottom up. That is what community development is".

Because local villages and communities, in economically underdeveloped countries, are so physically and culturally isolated from the stream of state and national events, their chief concerns are about local needs. It is therefore easier to enlist their interest in local community improvement than in national development programs. If helped to understand that any organized self-help efforts on their part will be aided by technical, and even some material, assistance, they become ready and eager candidates for community development. They put not only their manpower but their ingenuity and enthusiasm into all kinds of improvement when they know their felt needs are going to be met and they are going to have a leading part in deciding what shall be done.

The validity of these statements have now been attested by experiences in a number of underdeveloped countries where sound practical methods of community development are being used. Because of these experiences it is possible to specify the steps in the methods of local community development. This is not to say that these steps can be blue-printed and precisely followed like the steps in building a house or that the members of a local community can, like an army platoon, be commanded to take them. They are, however, steps which any group of people, if permitted and assisted, will themselves take to meet needs which are common to all of them.

Methods of Community Development

The first step in community development is systematic discussion of common felt needs by members of the community. Unsystematic discussions of various kinds and on various topics are continuously going on among persons and families who literally live, as they do in rural villages, all the time in each others presence. Such discussions are, however, either mere gossip or concerned with complaints. It is only when discussions are systematic, even though among a relatively few representative persons or families, that anlysis of important commonly felt need is accomplished. Such discussion is readily induced when local villagers have cause to believe that any organized self-help

efforts on their part will be encouraged and assisted by their government or
some other dependable agency. This simple but necessary first step is not
taken when community councils or other village bodies are created by law or
overhead administrative directives, as has been done in some underdeveloped
countries which are trying to initiate community development programs. It
is not taken when some technical agency or welfare organization decides to
initiate some improvement just because it has the consent, or even the invi-
tation, of the Headman of the village to do so. It is not taken by finding
one willing innovator who will try out one improved practice.

Sound community development programs, now in operation in a number of
underdeveloped countries, provide both personnel to stimulate systematic
discussions among villagers and technical, sometimes material, assistance to
organized community self-help undertakings.

The second step in community development is systematic planning to carry
out the first self-help undertaking that has been selected by the community.
The most important things learned by the community in taking this step is that
nothing by way of community development occurs if a project is nominated the
carrying out of which is totally beyond its local community's self-help
capacity. The community may think its greatest need is canal water for irriga-
tion, which water can be provided only by constructing a great dam a hundred or
more miles distant from the village. This it cannot do or even help do. Or it
may think that its greatest need is for more commercial fertilizers which would
require the construction of a factory and the development of a market distribu-
tion system. The first of these is an undertaking for national or state
governments and the other an undertaking for government or some business
entrepreneur.

Systematic planning for aided self-help community undertakings leads to
the selection of the type of first project which, because it is practically
feasible, will mobilize the local manpower and ingenuity of those living in
the community. It leads to the actual task of enlisting persons who will
contribute their labor and talents, and often materials and money, to carry
out the project. It accomplishes realistic and responsible thinking about
what should be and what can be done. It is a step that starts to mobilize the
community to do something for itself.

All kinds of experiences have been had and are being had in the task of
mobilizing local communities for effective action in those underdeveloped
countries which are promoting programs of community development. In some
countries, however, the government jumps in and does the job which the Headman
or some small local group specifies as the first basic need. It may employ
local laborers and pay them wages, thus using the community's manpower but
developing no local community-group responsibility. It may pour in so much
material assistance and so many outside technical experts that the undertaking
is in no sense even a demonstration of what local communities themselves can
do. There are other countries which are encouraging local communities them-
selves to take this second step. It is always, by necessity, taken by doing

relatively small community improvement projects. With a small amount of technical assistance and the very minimum of material assistance, local communities are building hundreds of miles of village feeder roads, building hundreds of schools, digging hundreds of wells to supply both domestic and irrigation water, improving sewer systems, etc. Equally or more important with these accomplishments is the development of the responsibility, initiative and self-confidence of village community-groups.

The third step in community development is the almost complete mobilization and harnessing of the physical, economic and social potentialities of local community-groups. Once a goodly sized organized local group starts working on a project which if completed will yield obvious and early benefits to the whole community, members of the community who have thus far been only mildly interested or even skeptical start contributing to its successful completion. There are so many examples of this that what happens time after time no longer constitutes feature stories in the newspapers in some of the countries where community development programs are in successful operation.

Unfortunately some state and national leaders who have witnessed one or more local communities mobilize in this way jump to the conclusion that a whirlwind nation-wide propaganda campaign, offering of community improvement prizes, or some other mass stimulation and mobilization technique can be used to start a rash of community development activities. Many experiences in this type of undertaking have also been had. They teach almost as much as do sound programs of community development. What they teach is that there is no substitute for what have been described here as the first and second steps in community development. Even more important they teach that the next and most important step is seldom taken as the result of furious campaigns of propaganda and competition.

The fourth step in community development is the creation of aspiration and the determination to undertake additional community improvement projects. Until this step is taken the universal problem of how to get local villages and villagers to desire and initiate improvements is not solved. Many community organizations promoted by outsiders never take this step. But there are both good physical and sociological reasons why the majority of community-groups, which have come into existence and progressed by taking the three previous steps described here, do take this fourth step. The physical reason is, there are other improvements, which need to be undertaken which are within the now developed competence of the group. The sociological reason is that every human group that has successfully accomplished worthwhile undertakings is proud of itself and tends to seek out and do other things to justify and feed its group pride. It has developed team spirit, esprit de corps, patriotism, or, in simpler terms, group sentiments. Even Charles Darwin asserted that sentiment is the cement of groups. This cement, because it is sentiment, not only holds groups together but makes them seek to perpetuate themselves. When they have developed it they seek things to do the undertaking of which will effectively perpetuate them as functioning, aspiring groups.

CASE 3

Trying to find the basic components that

LEADERSHIP.

A = PERSON
B = ENVIRONMENT

1) Manipulative leadership = box people = maneuver people.
is dangerous. Antagonizes people

2) Problem-Solving leadership.

= appeal to intelligence of people, get
decision that they bound to.

NORMAL SITUATION vs CRISIS SITUATION

LAOS
TIME ELEMENT

There are plenty of examples of community groups which never have taken this fourth step and there are plenty of examples of groups which have. Two specific examples will serve to show why some so-called community projects have not led to the taking of the final step in community development. One is the experience of a country where the central government urged local communities to build community halls. In order to induce them to do so, it paid one-half the costs. A number of communities organized campaigns which involved a large per cent of all members of the community in one or another type of participation. In most cases these campaigns were sponsored by the most prominent citizens in the community. In most of the communities where halls were built, the community has done nothing more in an organized way and has even been unable to stimulate any great community use of the halls.

In another experience, in a different country, an enterprising and al-truistic government official tried to convert a dilapidated village of very low income families into a model community. By providing all types of technical advisors and a great deal of financial aid, he stimulated the villagers to clean up their streets, change their methods of sewage disposal, and even build new homes. The official now testifies that in less than ten years the village was just as dilapidated as when he started to change it. In this example, as in the other, the whole community helped in the project and some community improve-ment was accomplished. In neither case did the community seek out and accomplish other community improvement projects.

But there are examples in underdeveloped countries where the final step in community development has been and is being taken. A community which started by building a small but badly needed foot bridge across a stream, built a half mile of feeder road out to a highway, constructed a school with crude poles, straw and mud, cleaned out a spring to provide a clean domestic water supply, or made some other simple improvement which met a commonly felt need, has gone on to more and larger undertakings. Those communities went on from the first project to another, and another because out of self-motivated, self-help experiences they developed not only self-confidence and competence but group pride and aspirations. It is out of such accumulated and cumulating experiences, successful and unsuccessful, both quite numerous, that sound methods and pro-cedures of community development can be analyzed and fairly precisely stated.

Before those methods and procedures are restated in something like a prescription for organizing and operating a community development program, two important facts should be stated, an understanding of which helps to guard against probable disappointment. This understanding also derives from the ex-periences of agencies which promote community development programs and attempt to use community development methods. The first is that to expect all members of a local community to mobilize, to promote and undertake the community's first self-help improvement undertaking will lead to disillusionment and disappoint-ment. Such an expectation often leads to all sorts of frantic efforts to mobilize every body and a failure to go ahead when some smaller group in communities is ready and anxious for constructive action. The second is that it should not be assumed that just any local group in a community that wants

END PRODUCT = TEACHERS ?
MAINTANENCE ?

Can't fail on somethings + try to get other things

Home improvement contest. = Clean up
   Prize ?

Toilets = Simple things that are overlooked.
   1) Corrective = more pay = keep out of private industry
   2) Protective

How to get ideas to student body =
   1) school newspaper

to do something can be the nucleous of a community development group. Some groups are, and do not intend to be anything other than, selfish special interest groups. They may even be only a faction or a narrow clique in the community. There are numerous instances of agencies helping them and thereby dividing rather than mobilizing the community. The nucleous of a community development group must be composed of a goodly number of local citizens who are accepted as representative by the members of the community and whose proposed undertakings are for the benefit of the whole community. It is because of the necessity of starting community development through the instrumentality of such groups, that personnel working at the village level are a necessity in any nation-wide community development program.

Community Development Programs

Some countries may not be basically interested in the results which local community development secures but some of them honestly are. If and where they are, they should be helped to know the experiences in community development of the countries whose successful experiences have furnished the validity of the methods which have been all too briefly analyzed here. Those experiences can be summarized in something approaching a prescription which a country needs to follow if it desires to promote and implement a community development program.

A country wanting to promote and implement a community development program will need to recruit a large number of workers from local villages, or communities, as grass roots village workers. The reasons it will have to do this is because it does not now have enough technical personnel to help all, or even a small portion, of its local communities to develop and mobilize their potential capacities. Because of the existant class structure in some countries, many of the technically trained persons they do have are not skilled in working with simple villagers. Only persons born and reared in local villages, who are socially, economically and intellectually not too far in advance of simple village people have been found to be effective channels between them and the technical knowledge which they need, and the technical agencies whose assistance they must have.

It will need to set up training institutions especially designed to train village level workers and those who supervise them. It will need to do this because very few of even the best villagers selected for village work are sufficiently competent to assist village people either in technical improvements or community development. They must therefore be given enough training in agriculture, health, sanitation, literacy education, etc. as will prepare them to render first aid assistance to village groups which want to improve both their production and use of goods and services in these fields. Village workers will also need to be trained in the methods of mobilizing and organizing village groups for effective action in any and all of these fields. They will need to be taught where to seek and how to secure technical assistance which is far superior to that which they themselves can render to village groups. They will need to learn what kinds and amounts of material or financial assistance is available to villagers, and from what sources.

Why are we here?   After harvest- work in homes, watch etc.
                    merit for real works - need in house

No dorm counslers- etc.   award for best kept dorm.

What problem = overall problem

        Fatalistic problem- plumbing etc - out of their
        scope.

2 levels - student = bathrooms, grounds, dorm,
           youth movement = tackle sanitation + counsel
                          = putting into instructional media

        workers = plumbing, transportation,

Assuming + discharging responsibility = student in charge
        of area (under supervisor) Identifying with
        something - student organizations

<u>C</u>RITERIA = use pride don't step in too soon.

        WHAT IS IT? =   LAO standards = why we here.
                         Take them faster

        Empathy = rapoir = get them on border of alienation so
                           they won't worry about conflict
                           within own group.
        Must have them develope confidence in us + develope
Mutual goals   confidence in themselves.

Report = why was something done = are students doing it
         for students are for americans.
       = what level or standards are we setting.

National and State Governments will need to develop competent technical institutions and agencies to supply dependable technical assistance to village level workers. This is absolutely imperative and emphasis should be placed on the fact that this assistance needs to be dependable. Village workers who by necessity are qualified to render only first aid assistance in technical fields must be backstopped by persons professionally more competent than themselves. These persons must be supplied by the technical agencies of government and these agencies must therefore be adequately staffed with a corps of competent technical personnel and must be dependable in rendering technical assistance to village workers and the local villagers they serve.

Unless the two fundamental services of local village workers and well trained technical personnel are combined, a village development program is inadequate, in fact ineffective at either the top or the bottom and if it is ineffective at either, it is ineffective at the other. Local communities cannot raise themselves solely by their own boot straps. They can do a lot by well organized self-help undertakings. They can be stimulated to and helped in such undertakings by local village workers. But they must have the assistance from all technical ministries of government if they are to go very far in agricultural, health, sanitary and educational progress. One of the chief services of village level workers is to encourage villagers to request technical assistance. If these requests are not answered by competent technical persons from National or State Ministries, self-help village groups are frustrated and sometimes defeated in their self-help undertakings.

A prescription for an effective community development program stated with the finality of the above three underlined statements is not based on examples of a few countries which have perfectly operating programs of community development. Rather they are based on observations of a fairly large number of countries which have programs called "Community Education", "Social Programs", "Cultural Missions", "Welfare Commissions", "Rural Centers", "Rural Social Centers" or "Village Aids" and only a few called "Community Development". They are based on observations of countries which have attempted to promote such programs with no adequate corps of grass roots village workers, of some countries which tried either to use untrained village workers or expected local communities to carry out improvement projects under the "remote control" of the totally inadequate corps of technicians which various national ministries could provide. They are based also on the observation of some quite successful nation-wide community development programs and on the observation of some elements in other programs which provide proof of their validity. Above all, they are based on the judgment of a goodly number of persons who have had practical experience in directing and trying to administer these types of programs. They are stated with a degree of finality because the evidence is that they are fundamental procedures in the implementation of a nation-wide community development program.

F i n i s

Problems

People
  human relations
  end - goals
  qualitative ends
  quantitative ends
  Behavior
    attitudes
     behavior
     skills
     innovations

Resentment
acceptances
Barriers
Process

Self - fulfillment
self - awareness

Right side:

Project Problems (Human Relations) end Products

"Process" ⇄ (Education / Training)

10

What takes place in this "Process"?

⁰⁵/⁶¹

look at in terms of ourselves.
Healthy self - criticism

Do we have to win to bring about
a change?

One problem " Person shrinks up " while studying

CASE 1

Papa - interested in Fine Arts - remained aloof from maintance
Dr. Semphon - first Dr. other than medicine - energetic - building is
settling off so maintanence becoming factor.

  Combine peoples ideas -   involvement of total students
    lack of labor   + administration.
    lack of funds
    pride of students

Mural → cement art work. = CLASS PROJECTS = GIVEN TO SCHOOL

New construction has motivation - maintanence nothing.

Pride in race → need to identify = using it as showplace
causing more interest.

Student organization = plans for school. what they would like
        to do to improve school. Keep
        it on level that can be reached. +
        they can accomplish "Award system"