Ministry of Health

Ifakara Health Research and Development Centre

The Community Voice

Getting Community Needs into District Development Plans

An Operational Manual for District Management Teams

Ifakara Health Research and Development Centre in Collaboration with The Ministry of Health

Tanzania Essential Health Interventions Project

Morogoro and Rufiji District Councils
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### List of Acronyms

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<tr>
<td>CBO</td>
<td>Community Based Organisation</td>
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<tr>
<td>CHMT</td>
<td>Council Health Management Team</td>
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<td>CVT</td>
<td>Community Voice Tool</td>
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<td>DFT</td>
<td>District Facilitators Team</td>
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<td>DAS</td>
<td>District Administrative Secretary</td>
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<tr>
<td>DC</td>
<td>District Commissioner</td>
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<td>DED</td>
<td>District Executive Director</td>
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<td>D/CHMT</td>
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<td>DMT</td>
<td>District Management Team</td>
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<td>IHRDC</td>
<td>Ifakara Health Research and Development Centre</td>
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<tr>
<td>O&amp;OD</td>
<td>Opportunities and Obstacles to Development</td>
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<td>PAR</td>
<td>Participatory Action Research</td>
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<tr>
<td>SWOT</td>
<td>Strengths, Weaknesses, Opportunities and Threats</td>
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<td>TEHIP</td>
<td>Tanzania Essential Health Interventions Project</td>
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<td>VAP</td>
<td>Village Action Plan</td>
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<td>VEO</td>
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<td>VFT</td>
<td>Village Facilitation Team</td>
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<td>VG</td>
<td>Village Government</td>
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<td>VPT</td>
<td>Village Planning Team</td>
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Foreword

The production of this manual is timely. It comes at a time when both policies within the Health Sector and Local Government Reforms emphasize civil engagements and community participation in development work. The reform process mentions five principles: autonomy of local authorities, the capacity to mobilize and rationalize resources use, effectiveness and efficiency in service delivery, democratic process focusing on rights and obligations and community participation.

All the above came about due to the fact that most conventional planning processes are resource driven and do not necessarily address peoples' concerns and preferences. As such they have often led to needs either not being met, or the provision of services that are not considered as priorities and are hence not actually required by the community. As well, the planning process has been top – down. Decisions about what to do to tackle the scourges of disease, ignorance and poverty have been made by technocrats and politicians, with little participation of the people, especially those who live in rural areas who constitute the majority of the population, and who are also the poorest.

True community participation cannot be attained without a procedural framework. It should be realized that this is not the first time in Tanzania to have such a strategy in the development arena. Political commitment for community participation has not been translated into concrete action: action to engage the community in a true participatory sense and to empower them to have a larger voice for expressing their concerns, preferences, resource mobilisation and allocation. Therefore, the question has always remained as to how best to engage civil society and communities at large in planning for their own development? How should one go about developing such a procedural framework?

This manual attempts to answer the above questions by providing a technique - and process - that is based on action research, and that has been developed together with village communities in a truly participatory manner.

The authors are fully aware that this may not be the only manual, and that some may have been developed, and many more may be developed. It is recommended, therefore, that ways and means will be found to ensure that this and similar initiatives complement each other.

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Acknowledgements

We would like to thank all individuals and organizations that contributed in some way in the development of this manual. We are grateful to residents of the four study villages: Fulwe and Langali in Morogoro Rural, and Kiliman and Bungu in Rufiji districts, respectively. Their permission to conduct the research that forms the basis of this manual, combined with their active and full participation was pivotal to the success of the research work.

It is not possible to mention by names all those who participated in this work. Special mention goes to colleagues in the District Executive Directors’ (DEDs) Offices in the above district especially: District Water Engineers, District Agricultural Officers, District Education Officers, District Planning Officers and District Community Development Officers. Also, special thanks should go to Mr. Burhani Semdu and Ms Valiant Lema from the Community Development Department - Morogoro.

We are strongly indebted to all District Commissioners, District Executive Directors, Members of Parliament, District Medical Officers, and District Administrative Secretaries from Rufiji and Morogoro districts, as well as, respective heads of local government departments. The information they provided on matters of policy, as well as the technical advice that they availed to researchers and villagers were invaluable.

This work would not have been made possible had it not been the tireless support and guidance of Dr. Hassan Mshinda, the Director of IHRDC.

We would like to extend our special thanks to the TEHIP management team - Drs. Don de Savigny, Conrad Mbuya, Harun Kasale and Graham Reid for their constant encouragement and assistance.

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Introduction

This manual is intended to help different categories of stakeholders interested in community development issues that take community participation and involvement as an approach, particularly with rural communities.

The manual was developed within the context of The Tanzania Essential Health Interventions Project (TEHIP) – an IDRC funded research and development project that aimed, among other issues, to assess the extent to which CHMTs can use and do evidence-based planning. This evidence was both hard epidemiological data and soft data - that of community needs. Hence, health was an entry point. We have learned from this work, yet again, that rural communities perceive health and other needs to be interwoven, and as such, communities tend to tackle their problems in a holistic perspective. This situation reiterates the need for multi-sectoral collaboration in development work.

The manual has four sections. Section A provides a summary of the technique, and could be used for orientation for first time users, or those who will not be actually involved in fieldwork. Section B presents some general notes for facilitators with regards to operational aspects of using the tool. Section C is divided into 14 steps. Within each step there are subsections that explain the objective of the step, activities to be done, how the activities should be done, tools to be used and recommendations for timing. The last section (D) provides appendices, which include useful information, as well as case studies and examples of aides for facilitation.

We should emphasize, at this juncture, that this manual has not been developed to impart knowledge on community participation techniques, but rather to show the way towards raising community’s voices and concerns during the district planning process.
Part A

Overview
Overview

What is the Community Voice Tool and why is it Needed?

The Community Voice Tool or technique (CVT) is a process concerned with creating a true partnership in development planning between rural communities and government through its District Councils. The tool is intended to help the DMT to raise and include community concerns, as well as needs and preferences into the mainstream district planning process (DPP). Its thrust is in increasing the confidence and skills of both partners, namely rural communities and the District Management Team (DMT) in articulating community felt needs and developing solutions, with the guidance from the district level sectoral managers. It is therefore, an approach to starting a sustainable process of participatory development based on the actual working situation, abilities and needs of rural comminutes and the District Council.

Despite considerable rhetoric about community participation, the results from many countries including Tanzania have been disappointing. The frustrating gap between what is proclaimed in policy documents and what happens in practice has remained. The CVT was developed to respond to this situation. Yet the process is designed more than just to improve the functioning of individual DMTs and villages. It is critical that the process covers the entire district, region and eventually the whole country so as to give a boost to community participation in all development work. Measures for extending the process beyond a few districts to regions and eventually to all the country must, therefore, be developed from the outset.

Who are the targets of this manual?

The target groups for the CVT are clearly the DMTs. These teams consist of officials with responsibility for specific sectoral development programs. Traditionally, a District Executive Director (DED) heads district management teams.

The tool may however be used by any institution that wishes to use community participation in community based development work, such as non-governmental institutions (NGOs). This handbook does not recommend how a district management team should be constituted. It is assumed that the full DMT is a group of officials who meet regularly to make decisions concerning the planning and implementation of various development programs.

In Tanzania with on-going public service reforms, the district is the level of administrative systems where plans and budgets are prepared and implementation is coordinated with local government and other actors. The term village is used throughout this manual to represent a community - usually rural - that has common geographic and cultural attributes.
What can the CVT achieve?

When given the opportunity to define problems in their own terms and to focus on the ones they think are most important, villagers tend to identify issues that cut across sectoral barriers. Problems of governance and improvement of social services are the ones most frequently singled out to be remedied. This is demonstrated in the case studies described in appendix 1 in this manual, which emerged during development of the CVT.

Use of the tool by the DMT encourages them to prepare more realistic plans for technical support to village communities in overall development programs. In this manner, the CVT contributes to the development and preparation of more comprehensive district development plans.

How does the CVT work?

Many district management teams have little experience of facilitating community participatory planning. CVT requires teams to work with communities to analyze community problems, plan how to tackle those problems within the resources available (at both community and district levels) and review achievements critically.

By working on a limited number of problems in a structured way with support from trained facilitators, the DMT and village communities gain confidence in working with each other. In using the CVT, the most important action does not take place at seminars and workshops. Instead, the most important work takes place in the field in developing the plans for action for village development, and working together to implement the plans. The entire process of using the CVT comprises a number of modular steps beginning with building the necessary structures and capacity at both the district (DMT) and village levels. It proceeds through collection of all required information for planning and eventually leads to development of the village action plan (VAP) and concludes with plans for monitoring plan implementation.

Why does the CVT process work effectively?

The CVT strategy is based on a number of important principles and assumptions that include:

Ownership
Communities will be more committed to implementing plans if they are guided to identify, analyze and tackle problems that they themselves perceive to be important. The CVT does not supply ready-made solutions to problems identified from a national or international perspective. It gives true meaning to the term “bottom up” planning.

Teamwork
Problems are identified and solutions developed by members of the community. Responsibility for implementation is shared because tasks are assigned to different community members and not just to a single entity, such as the village government.
What are the options for organizing the CVT process?

It is recommended that the initiative starts in one or two districts if it is to be used nationally or regionally. This approach has several advantages:

- It provides an opportunity to train an initial (core) group of facilitators
- It allows fine-tuning of the methodology including materials
- It provides an opportunity to familiarize key decision makers with the process and its potential benefits.

In each district it is recommended that use of the tool begins in one or several villages where the chances of success are high and overhead costs relatively low.

Therefore criteria for selecting villages where to begin will be a good history in self-help work, and easy accessibility from the district headquarters such that the District Facilitation Team (DFT) can commute to the villages on daily basis if need be.

The initiative could then be spread to other villages as the DMT improves its skills in organizing and facilitating use of the tool. It is anticipated that once the technique has been used with visible success in one or a group of villages, word will spread to neighbouring villages and a demand originating from the villages will begin to emerge, which in turn will add momentum to the whole initiative.

Decisions must be made about several fundamental issues, the most important of which is whether and how the District Council shall make additional funds available for the implementation of VAPs.

Who facilitates, coordinates and supports the process of using the CVT?

A team of facilitators selected from one DMT — the District Facilitators Team or DFT - will be responsible for initiating the process. Initially close collaboration with resource persons with "hands on" experience in Participatory Action Research drawn from research institutions, such as the Ifakara Research and Development Centre or equivalents in non-health sectors.

In order to provide an institutional framework for the initiative, it is recommended that the team should also include trainers from other training institutions such as the Zonal Training Centres of the Ministry of Health, Teachers' and Cooperative Colleges or Community Development Training Centres.

Eventually, while scaling up to the national level, development of a network of national facilitators, essential for running a countrywide program, will be formed. The network will be responsible for planning and implementing the overall CV strategy in collaboration with the relevant national authorities.
A careful balance needs to be struck however about the composition of the team of facilitators. A team with too many training or planning specialists is likely to divert attention from the practical realities of work at district and village levels.

Involvement of the Ministry of Local Government in the CV process is important to ensure there is a link between the CVT and on-going reforms in districts and regions, as well as at the level of the Ministry.

Experience has shown that often, at start up, inviting its officials as observers, rather than having them as members of the facilitator network, best secures the participation of the Ministry of Regional and Local Government.

Support from the district level during the implementation of VAPs is an essential component of the entire process. Support should ideally be provided in the course of routine supervision but if routine supervision is not carried out, the DFT should provide additional support.

**What financial resources are required to implement Community Voice process?**

Initiating the use of the CVT is not costly, particularly if the long term benefits are taken into consideration. This is because the short-term costs are already in place since the tool is primarily a strategy for enabling district level program development managers to carry out their current responsibilities more effectively.

Normally, each department has funds set aside for community development work in the budgets, and these funds could be pooled since the plans emanating from using the CVT are multisectoral in nature. In this perspective there should be no costs normally associated with a new project.

The financial resources required for the process itself can be divided into two broad categories. The first lot is funds for the process of facilitation and follow-up support, while the second is for topping up village contributions, and is optional.

In the case of the former, funds are needed to meet the costs of workshops, meetings and supervision and include travel and subsistence allowances for the DFT, stationery and incidental costs.

Where such items are not readily available, some essential workshop equipment such as flipcharts and flipchart holders, large boards etc may need to be purchased. In districts where the “additional funding” option is necessary, the required amount needs to be budgeted for in the annual development plan.

In the districts where the CVT has been used, the local cost for a district ranges from TZS 10 million to 11 million (at 2000-2002 prices) or about TZS 300 per capita for a district population of 300,000.
It should be noted that this would be the total cost for all the community components of all sectoral programs, and is clearly affordable if all the departments in the district were to pool resources and adopt the Community Voice Strategy.
Part B

Planning & Facilitation
Planning and Facilitation

Even when a comprehensive handbook is widely available, there is no guarantee that it will be used. Ultimately someone in a position of authority has to decide that a particular initiative is needed, that it is appropriate to the nation's needs, and that resources should be allocated to it. If the impetus for a program comes from an external development partner, the capacity of local institutions to sustain the program will be an important consideration in planning and implementation.

Apart from providing the overall rationale for the CV process, it is clearly beyond the scope of the present manual to prescribe the steps leading to the decision to begin. This part of the handbook provides operational guidelines for planning, facilitation and support. These guidelines outline what needs to be done once a decision to embark on the CV process has been made.

There will be several types of gatherings as follows:

- Training workshops for facilitators
- Village decision-making meetings
- Village information-sharing meetings

All these need to be carefully planned and organized, and in general a degree of facilitation will be needed for each gathering. Section C provides details of facilitation in each step. In this section general notes are provided about overall planning, organization and facilitation.

Timing

The initiative should be planned such that village activities begin in the post-harvest season. At the beginning, after their training, the DFT should prepare a tentative timetable that also takes into account the government planning cycle. The time needed in implementing the technique is provided for each step in Section C. This time does not however include lead-time for preparation and this should be set aside by the DFT. Overall, working in one village with one DFT would take from 2 to 3 months to complete, during startup. The time required would decrease progressively over time as both village communities and facilitators gain more experience.

Key functions of facilitators

The facilitators will be responsible for planning, coordinating and implementing the overall CV strategy in collaboration with the villagers and relevant authorities. The eight key functions of the coordinators and other facilitators are:

- To coordinate and manage the introduction of the CV process
- To prepare if necessary, and translate handouts and other learning materials
- To plan and organize workshops
- To organize refresher training for facilitators
• To organize orientation workshops for development partners
• To monitor progress in improving management practices and performance
• To plan, prepare and facilitate village meetings
• To record the proceedings of village meetings and prepare synthesis reports
• To provide support for the implementation of CV action plans between workshops, if required
• To serve as advocates of participatory community development processes.

This handbook does not include a separate module for facilitator training. Training workshops for new facilitators are carried out as simulation exercises, as described in detail in Section C. In general however, each of the major steps in using the CVT will be worked through, during the simulation. In addition, experienced members of the facilitator network will work with new facilitators and discuss how to deal with practical problems that are likely to be encountered at each step of the process.

1: Planning and organization of workshops

The necessity of proper planning and preparation for each workshop must be emphasized. A task force should be formed to organize each workshop. This group should consist of officials from the district council office hosting the event, plus members of the facilitator network described in Section B. The activities of the task force will be as follows:

• To decide on dates and venue
• To ensure that the venue has a large room for plenary sessions and sufficient space for small group work;
• To ascertain the total funds available for running the workshop and prepare a detailed operational budget, covering the cost of room and board, travel, participants daily allowance, honoraria, special meals and entertainment, stationery and any other relevant expenditure;
• To send invitations to participants well in advance, including an outline of the workshop objectives and tentative schedule, details of travel, room and board and daily expense allowance;
• To send invitations to officials asking them to open and close workshop together with an outline of the workshop objectives and any addresses they are required to give.
• To send invitations to observers from other districts and parts of the country if appropriate;
• To produce sufficient copies of learning materials for all participants and observers.
• To order, store and provide, stationery and equipment when it is needed.

At the first meeting of the task force, responsibilities need to be clearly assigned and accepted. The task force should have a coordinator who is responsible for checking that the assigned tasks are completed on time.

During the workshop itself, a workshop secretariat responsible for secretarial and administrative tasks can be very helpful. The timely production of a short workshop report is made easier if reporters submit notes and records of group work promptly to the workshop secretariat.
The following materials are required to run facilitators' training workshop:

- Workshop schedule and handout
- Individual note pads and pencils for each participant
- Large sheets of paper for recording group decisions (at least 12 sheets per working group)
- Small cards for carrying out “But why” analysis and strategy development (at least 15 cards per participants);
- Material for fixing cards either directly to the wall or to a large soft board (e.g. masking tape or small pins);
- Coloured felt-tip pens.

2 : Planning and organization of village meetings

Many of the activities that have been outlined above also apply at the village level. However, special consideration needs to be given to some aspects of village meetings, in relation to the context of village life, culture and work patterns. Hence:

All activities must be planned in collaboration with villagers themselves through their leaders.
Timing should be more flexible and should take into account the work patterns of the village.
Due preparations need to be made to cater for illiterate members of the village.
Care should be taken in relation to matters of protocol, such as greetings and dressing.

3 : General guidelines for facilitation

Introducing and clarifying tasks

In decision making or working groups, all participants must understand what they are required to do at each step of the process. A key role of facilitators in all work sessions is to make clear what has to be done and who should do it.

Visual aids are an essential tool for making effective presentations. The appendix contains a number of aids that can help in making a point or simply as starters, to liven up discussions. Whenever possible use large sheets of paper with coloured felt-tip pens or better still locally available materials such as pebbles of different sizes, plants, fruit etc to present the key points.

After completion of a presentation in plenary, facilitators for group work should repeat the explanation of the task among their groups. They should give group members time discuss a task, decision or option and then encourage questions to see if further clarification is needed.

Working with groups

Carefully listen and observe what is going on. By monitoring the way group members work together, it will be easier to judge when they need assistance. Some groups will work well together and will need little guidance.
Others will need a great deal of help either with the task itself or with the process of working together as a team. It is worth remembering the following points:

- The role of a facilitator is to stimulate and guide discussion. This will involve regularly summarizing discussions and synthesizing the main points that have been made; finding ways of increasing participation within the group; dealing positively with disagreements; and preventing repetitive arguments or unproductive debate.

- Asking carefully worded questions is often a very effective way of stimulating reflection and encouraging participation.

- Do not impose ideas on participants. Although facilitators are selected because of their practical experience as a basis for posing questions, suggesting different options, clarifying arguments and interpreting instructions, participants should be encouraged as much as possible to trust their own judgments.

- Do not get involved over the definition or use of technical terminology with participants or other facilitators. Whenever possible it is advisable to give explanations of what is meant by citing practical examples. When working with villagers avoid use of jargons and discussion about concepts since this can create confusion and reduce the confidence of participants.

- Try to remember people's names and provide feedback to acknowledge a contribution, without ridicule.

- When joining a group in which another facilitator is working, do not intervene until it is clear that it is appropriate to do so. If, on the other hand, an observer or guest starts to dominate the group, it is important to intervene as rapidly and tactfully as possible.
Part C

Steps in Using the Community Voice Tool
Steps in Using the Community Voice Tool

Step 1. Recruiting and Training District Level Facilitators

A first step in each district will be the recruitment and training of the District Facilitators Team (DFT). This team shall represent the District Council, and shall introduce the Community Voice Tool (CVT) strategy in at least one district in the region.

Selection and Composition of the DFT

The DED shall select members of the DFT, which will be multidisciplinary in nature, and will comprise representatives from two groups. The first group contains departments of the office of the DED whose day-to-day work involves constant contact with village communities. The second will comprise of government continuing education or in-service training institutions based within the district or region. From the latter shall be drawn resource persons with training in educational methodology, as well as proficiency in participatory training and research methods. The rationale for including the second group stems from the need to institutionalise the Community Voice Tool, as a basis for later dissemination.

Gender balance shall be observed in the composition of the team and to the extent possible, at least one half of the team shall be made up of females. The departments from which team members shall be selected will comprise the following:

- Community Development
- Health
- Education
- Agriculture and Livestock Development
- Works and Engineering
- Natural Resources and Environment
- Cooperatives
- Planning
- Administration

At start-up, the District Community Development Officer (DCDO) shall be the leader of the DFT and shall head the team on behalf of the DED. S/He shall be assisted in his work with one of the Master Facilitators. It should be noted that, not all members of the team might be needed in the fieldwork all the time. However it is expedient to have as many trained personnel as possible in order to both create wide sensitisation at the district headquarters, as well as to cater for staff turn-over, and thereby ensuring continuity.
It is recommended that during selection, wherever possible, the preference be given to candidates with some proficiency in working with communities, the planning process and training.

Training the DFT

The training will comprise two units. The first unit will be in the form of a one- to two-week residential training workshop that will cover mainly the theoretical basis of the Community Voice strategy, with practical sessions in using some of the techniques. The second unit will be "hands-on" apprenticeship in the field when the DFT shall co-facilitate sessions with master trainers.

Course Content

The course shall comprise the following themes, and shall aim to:

- Equip the DFT with skills in conducting Participatory Action Research (PAR);
- Impart knowledge to the DFT about the context within which strategies such as the Community Voice operate with emphasis on local on-going development work.

Listed below are some of the topics that will be covered:

The Context

- Introduction to on-going public sector reforms
- Development and its relationship with good governance
- Self-reliance, Community Participation and Poverty alleviation

Participatory methods

- Doing PAR
- Participatory Rural Appraisal (Data Collection) and Presentation Techniques
- Interviewing
- Observation
- Mapping

Participatory planning

- Techniques of Adult Facilitation
- Team Facilitation
- Working with groups
- Using starters and animators
- Substantive facilitation techniques
- Organizing and conducting village meetings
Conducting Public Meetings
- Note taking and report writing

Other
- Village governance including related laws and by-laws.
- Policies associated with common village development priorities such as those of health, education, water and agriculture

Time
1 month

Step 2. Making Initial Contact with the Villagers

In this step the DFT shall inform the selected village of the intent of the District Council to start a participatory village-based development program together with the villagers.

The person responsible shall be the DCDO, who shall prepare a proposal to be presented to the village that clearly spells out the rationale, objectives and major activities of the scheme. It should also clearly indicate what role the villagers will be expected to play. Likewise, the proposal should spell out the fact that the programme is a partnership between the villagers and local, central government. Failure to do this may provoke a sense of scepticism on the part of the villagers, as some villagers could interpret it as an attempt by the government to abdicate from its responsibilities.

The leader of the DFT should then present this proposal both verbally and in writing to the village government leadership, and provide any explanation as necessary. Following this, the village leadership shall be requested to present the proposal to the whole village for discussion and approval. Upon presentation of the proposal, the DFT will request the village to provide a response within a specified time frame that shall be mutually agreed upon. At this meeting it should also be agreed how the response will get to the DFT, which is whether the DFT will collect it from the village, or whether the village will take the initiative to bring their reply to the District Headquarters. In the latter case, the person to whom the villagers shall present their response at the District Council Offices shall be specified.

Upon receiving the village’s response, the DFT shall then introduce the village representative(s) to the rest of the DFT, and wherever possible to the DED. During this encounter, a date shall be agreed upon for the first meeting between the DFT and the villagers, i.e. Community Entry. Together with the date, preparations that need to be conducted at the village shall be discussed and agreed upon and summarised in the form of a timetable. The timing of this activity should coincide with the first month of the post-harvest season because this is the time that is easy for community members to avail themselves in non farming activities. This will ensure satisfactory attendance and participation in community meetings and other gatherings through the process.

Time
1 week
Step 3. Conducting Sensitisation Meetings in the Villages

Up till now the village and especially its leadership government will have formed an idea of the nature of the programme. However, mere familiarization is not enough, and a deeper understanding of the nature and scope of the initiative shall have to be instilled to both the village leadership and to villagers in all the hamlets.

In order to achieve the above, the DFT shall conduct meetings in all villages and hamlets. On average each meeting will be of several hours duration. Where possible, two or more hamlets may gather at one point. Likewise, depending on the size of the village and the number of facilitators, the meetings may be conducted simultaneously in more than one hamlet. The aim should be to cover the whole village within a period of about one week.

Whatever the case, and even more so if many meetings are going to be held simultaneously it is imperative that the message delivered to the villagers be consistent, a guide of the main themes be covered needs to be provided to the facilitators, preferably with one stock written speech, which shall be prepared and read by all facilitators.

Organization and Content of Sensitisation Meetings

Content

The following themes should be covered:

- Local Government reforms
- Community participation for sustainable development
- The Community Voice Strategy

Organization

The village leadership shall have announced the date, time and venue of the meeting. One member of the DFT shall be the principal speaker, supported by at least one village leader (if at village level) or the hamlet chairperson if it is at hamlet level. The latter will be the overall arbiter, and shall deal with matters of protocol, including introducing the DFT speaker, and maintaining general order of the meeting.

In general the meeting should take the format of a dialogue rather than a one-way harangue. In order to attain this, the DFT presenter shall do the following:

- Arrange his presentation such that it can be delivered in sub-themes that are logical and natural flow
- Punctuate each sub-theme with examples, and animators as may be appropriate
- Encourage the villages to ask questions and present their views

The Community Voice
• Anticipate questions and be prepared to answer them
• Allow time for an exchange of views and ideas or “buzzing” among the community members
• Keep the meeting on track and be mindful of time

Some of the members of the DTF will have more experience in public speaking than others, and should be the principal speakers. However, where there are several facilitators, they should take turns in presenting topics. This will obviously require practice well before the actual event.

**Time**
1 week

**Step 4. Community Entry**

In this step, the whole of the DTF comes into contact with the villagers for the first time. During the one-week course of the activity the DFT and villagers get to know each other and the CVT is introduced to the villagers.

Since first impressions tend to last and will have an impact on the whole exercise, it is important that the DFT be well prepared. A one-week period of contact is recommended. The DFT needs to decide and inform the villagers whether or not the team will live in, or commute to the village daily. In general a balance should be struck between developing a congenial relationship with the villagers and not placing undue strain on the usually hospitable nature of villagers. For example, agreeing for the team to pay for the cost of boarding, if needed, and making contributions for food and refreshments, either in cash or in kind can achieve this balance.

**Objectives**

This step has the following objectives:
• To enable village government leaders and other villagers to get a thorough understanding of the village-based participatory development planning exercise, including major activities and their roles in these.
• To enable facilitators and villagers to get to know each other, and initiate the process of establishing rapport between themselves and villagers.
• To start familiarizing the DFT with the social, political, and economic characteristics of the village. These include community compositions in terms of demographic characteristics including ethnicity, local politics, social dynamics, leadership patterns, and the village economy.

**Activities**

In order to attain the above the facilitators shall conduct the following activities:

• Present themselves to the Village Chairperson (VC) and Village Executive Officer (VEO), at the village government office.
In addition to introducing themselves they will present a resume of the purpose of the whole scheme and the immediate activities.

- Request for a meeting to be convened for introducing the scheme to the village government council, as well as with other prominent persons, including religious and opposition political parties’ leaders. Others include persons in charge of local civil service institutions, such as head teachers, extension workers as well as leaders of community-based organizations (CBOs).

- Preparations for the next step for village and hamlet sensitisation meetings should begin at this meeting including the following:
  
  - A timetable for village and individual hamlet meetings shall be set and communicated to the villagers.
  
  - Persons responsible for organizing the meetings shall be identified for each hamlet. These shall comprise of at least three persons, one each from the village government, The DFT and the VFT.

While waiting for the meeting which may take several days to convene, spend the time to conduct an exploratory study about the village’s residents, their social organization, economic activities, food availability, disease patterns, social services, CBOs, as well as other existing institutions and other attributes of the villages that may be deemed useful in the development process.

Methods

Since the objective is to get an initial feel of the village, most of the above information can be obtained by means of the following relatively unstructured and non-intrusive methods:

- Observation through a walkabout with a village guide drawn from local government workers such as community development assistants and other extension personnel
- Perusal of village’s reports and statistics
- Casual conversations with a cross-section of villagers including government leaders, prominent persons and ordinary villagers.
- Participating in village formal or organized and casual gatherings. Examples include on-going development activities, sports events, funerals and religious gatherings.

A checklist may be provided to guide this exercise.

Time
1 week
Step 5. Selecting and Training the Village Facilitators’ Team

The whole exercise of the Community Voice strategy aims at building the capacity at the village level to undertake the task of planning and coordinating the implementation of local development initiatives. Hence, several bodies need to be formed from among the villagers whose main role shall be to sustain the strategy. The first among these village-owned bodies is a team of facilitators drawn from among the village itself needs to be formed. We shall call this team the Village Facilitators Team (VFT).

Composition and Selection of the VFT

The VFT shall comprise of 4 to 6 persons with wherever possible, an equal representation by gender. Among these, civil servants who work locally for example teachers, health facility staff, agricultural extension workers or community development officers shall form at least one half of the team. The rest shall be derived from among villagers.

The village government (VG) together with the DFT together shall do the selection. It is recommended that whenever possible facilitators from among the village society should be nominated during the village’s general meeting. Whatever the circumstances it is imperative that the selection be seen by all villagers to be just and fair.

Prior to the selection the VG, the DFT shall present the criteria for selection of which a list is provided below for to the VG for outright adoption or adaptation. When the selection is performed during the village meeting the criteria need to be read out clearly to the whole assembly. A list should be prepared and posted at the site of the assembly before the assembly such that villagers can read them in advance of the selection process.

Criteria for Nominating Facilitators

A facilitator should have the following qualities:

- Be a permanent resident of the village
- Be a good communicator
- Enjoy the respect of the villagers
- Be literate
- Be creative
- Have a thorough understanding of the society
- Possess demonstrable commitment to community development activities

Training the VFT

The DFT shall organize and conduct this exercise. The content and methods of the course have been covered in the section on training.
It should be emphasised here that the DFT should also teach by “apprenticeship” especially with regard to practical sessions. Thus, a DFT member shall act as the lead facilitator for the first few practical sessions, while gauging the degree of comprehension among the VFT. When a member with talent has been spotted from among the VFT, the DFT facilitator shall invite such persons to co-facilitate with him. Team facilitation techniques shall be used by the DFT from the outset and throughout the exercise, such that the DFT can learn about this technique right from the beginning.

Finally the DFT shall have to be introduced to the villagers. This shall be done at the sensitisation meetings.

**Time**

2 weeks

**Step 6. Community Reflective Activities**

To those facilitators who are familiar with planning and management in general, this stage is similar to the situation analysis, and also conceptually to a SWOT analysis, SWOT being the acronym for Strengths, Weaknesses, Opportunities and Threats. As in formal planning, this initial reflection about the present condition, and how it came about forms an essential first step towards identifying what needs to be changed, how and with what resources. The step involves collecting and interpreting information about the current (and past) situation of the village with the full participation, and incorporating the perspective of the villagers. The information that is collected may be presented in the form of numbers, but more often in diagrammatic forms, such as maps, charts, and special diagrams.

The facilitators, at this stage, will guide the village community through a systematic scrutiny and understanding of their environment – social, biological and physical. The villagers will be enabled to reflect upon, see and document how the interaction influences their day-to-day lives, and ultimately any development initiatives. The village community will be assisted by means of a number of techniques, to think carefully, or reflect, and consequently understand these interactions.

Thus after completing this step, the villagers shall have a clear understanding of the following attributes of the village and how their interaction affects their lives.

- Geography
  - Topography
  - Seasons of the year
  - Vegetation
- Land use patterns
- Social organization and relations
  - Wealth distribution among inhabitants
  - Influential persons and groups
- Tribal connections
- Gender relations
- Some of the village problems, preferences and felt needs

It will be noted that opportunities, in terms of potential resources – both material and human - as well as threats or obstacles may be found in any of the three components of the milieu, namely biological, geographical attributes and social organization.

The tasks that shall be performed during this are four in number as follows:

- Village mapping
- Institutional analysis
- Seasonal mapping
- Problem identification

Group work must be used in conducting the above activities, in order to involve as many villagers as possible and encourage discussion. Consequently, the facilitators will divide villagers into groups of not more than 8 to 12 persons. Each group shall be assigned one of the four tasks, and shall be assisted by at least one pair of facilitators, one each from among the DFT and the VFT. Where there are many villagers, the facilitators may assign more than one group to perform the same task.

**Village mapping**

A first exercise is to guide the villagers to draw a sketch map of their village. The facilitators should do the following:

- Explain to the group or groups that the map they are required to draw is only a sketch.
- Provide them with drawing materials
- Work together with the participants to draw the map, indicating the following:
  - Major landmarks, for example a trunk road
  - Points of the compass
  - Village boundaries: natural and man-made physical structures, for example, hills, mountains, valleys, roads, footpaths and rivers or gorges
  - Other roads, footpaths
  - Peoples dwellings, stratified by income if possible
  - Other institutions such as markets, shops, community buildings and structures, for example schools, health facility, godowns
  - Special buildings and sites, such as schools, churches, mosques, health centres, trading centres, playgrounds and women’s income generating activities, such as potteries
  - Shambas, grazing land, forests, large plantations and national parks and game reserves
  - Water sources
- Water "collection" points for various uses, for example domestic use and for livestock
- Waste disposal sites such as public latrines and waste dumps
- Sites of other income generating activities for example fishing villages and ranches, lumber villages

**Institutional mapping**

This exercise aims at assessing the village's perception of the importance of various individuals and institutions in the village in influencing village activities. In the present context, an institution is any organized group of individuals that has a clearly defined mission, objectives and leadership, which provides a service(s) to the community.

The specific objectives of this exercise are therefore to assist the villagers to:

- Identify such institutions, and the services that they provide
- Determine the magnitude of the potential of each institution in contributing to development activities in the village.
- The results of the exercise are presented in the form of a map known as a Venn diagram.

**How to prepare a Venn diagram of village institutions:**

- Prepare beforehand circular pieces of Manila paper of different sizes e.g. small, medium and large, and if possible, in different colours. As well have on the ready one large sheet of manila paper and marker pens or crayons.
- Begin by explaining the purpose of the exercise to the group
- Guide the groups to list all the institutions and prominent persons in the village. Write the responses as a list on a large piece of manila.
- Assist the group to discuss and reach a consensus about the magnitude of influence of each of the institutions or individuals and assign a rank, namely small, medium or large.
- Write the name of each one of the institutions or persons on a piece of circular manila paper corresponding to the institution's rank.
- Draw a large circle or oval on a large piece of manila and paste it on wall or place it on the ground.
- Guide the participants to place each piece of paper bearing the name of an institution within the circle. The distance from the centre of the circle reflects the group's perception with respect to that institution's potential to have a beneficial effect on development activities.

Figure 1 presents an example of a Venn diagram
Preparation of the seasonal calendar

This activity is aimed at enabling community members to obtain a deeper understanding of the effect of climatic changes on factors that influence their day-to-day lives. The process of preparation of the seasonal calendar, through discussion, visualization, and description, therefore, enables the villagers to identify the following:

- Important climatic events and the activities that these changes engender in their village at different times of the year.
- How these events and activities interact or influence each other. For example the increase in farming workload, or mosquito breeding associated with the beginning of the rains.
- How these interactions impact on their well-being. For example, an increase in malaria, or a decrease in other income generating activities. As well, the calendar will show the seasons of plentiful food availability, and that of decreased workload and therefore an opportune time to undertake non-agricultural activities.

It can be seen that through this exercise, problems and opportunities throughout the year may be identified.

Activities

This exercise is conducted in groups of 8-12 persons, which are categorised by socio-economic and demographic characteristics to ensure that the calendar captures the viewpoints of all village inhabitants. The activities are as follows:

- Propose to the participants that the groups should have the following composition.
- Adult male heads-of-households, who are not village leaders i.e. elders
• Women with children under 5 years of age
• Single youths
• Married youths.
• Leaders and prominent people including opinion leaders

Note: This is the popular theoretical composition of the group for such an exercise. However, field, experience has shown that “elders” are the best for this exercise. However males and females should perform the exercise separately.

• Provide the group with drawing tools. Note that the calendar can be drawn on the ground and be copied to paper later on.
• Give the participants a list of items that need to be included in the calendar and provide explanations as needed, before and during the exercise.
• Advise the participants to use signs or symbols in the calendar rather than words for the benefit of illiterate members of the village community.

An example of a Seasonal Calendar is provided in the figure below.

**Figure 2. An example of a Seasonal Calendar**

<table>
<thead>
<tr>
<th>MONTH</th>
<th>RAINFALL</th>
<th>MOSQUITO DENSITY</th>
<th>CASH INCOME</th>
<th>COMMUNICABLE DISEASES</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>XXX</td>
<td></td>
<td></td>
<td>XXXXXXXX</td>
</tr>
<tr>
<td>2.</td>
<td>XXXXX</td>
<td>XXXXXX</td>
<td></td>
<td>XXXXXXXX</td>
</tr>
<tr>
<td>3.</td>
<td>XXXXX</td>
<td>OOO</td>
<td></td>
<td>XXXXXXXX</td>
</tr>
<tr>
<td>4.</td>
<td>XXXXX</td>
<td>OOOOOOOO</td>
<td></td>
<td>XXXXXXXX</td>
</tr>
<tr>
<td>5.</td>
<td>XXXXXX</td>
<td>OOOOOOOOOO</td>
<td></td>
<td>XXXXXXXX</td>
</tr>
<tr>
<td>6.</td>
<td>OOO</td>
<td></td>
<td>XXX</td>
<td></td>
</tr>
<tr>
<td>7.</td>
<td>XXXXXX</td>
<td></td>
<td></td>
<td>XXXXXXXX</td>
</tr>
<tr>
<td>8.</td>
<td>XXXXXX</td>
<td></td>
<td></td>
<td>XXXXXXXX</td>
</tr>
<tr>
<td>9.</td>
<td>XXXXX</td>
<td></td>
<td></td>
<td>XXXXXXXX</td>
</tr>
<tr>
<td>10.</td>
<td>OOO</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>11.</td>
<td>OO</td>
<td></td>
<td></td>
<td>XXXX</td>
</tr>
<tr>
<td>12</td>
<td>XXXXX</td>
<td>OOO</td>
<td></td>
<td>XXXXXXXX</td>
</tr>
</tbody>
</table>
Initial problem and needs identification

In this exercise community members are assisted to identify important needs and problems facing their community, as they perceive them.

How to identify needs and problems

- Divide the participants in small groups as in the previous steps.
- Provide the group with a set of non-serialized posters (see next page).
- Encourage participants to thoroughly examine the pictures and stimulate discussion about what each group sees in the pictures.
- Ask participants to arrange the pictures so that they make a story out of them.
- Ask one of the participants to narrate the story that has been composed.
- Probe to determine if the story depicts problem(s) that is also experienced in their community.
- Probe for more problems that the community face.
- Ask one of the group participants to list down all the identified problems.

Time
A minimum of 2 weeks is required. Two to 3 hours are needed for each of the above activities i.e. seasonal calendar, institutional mapping, village mapping and initial problems identification. Different groups carry out these exercises concurrently. However if time, the availability of facilitators and other resources permit, several groups may perform the same exercise. The results subsequently collated in a plenary meeting.

Step 7. Conducting Feedback Meetings at the Village and District Levels

At this stage various activities will have taken place in the village and a lot of information will also have been gathered. Various groups however will have different activities, such that each segment of the village population will only have seen part of the village picture. Similarly though the DFT and VFT may be aware of the progress made thus far they will need to communicate this information to the DMT. Before progressing any farther it is important for the villagers and the facilitators to have a thorough grasp of the village’s situation, as a whole.

The objectives of this step therefore will be as follows:

- To inform the villagers and the DMT about all the progress made thus far
- To prepare the villagers for the steps that are to follow in preparation of the village plan
- To demonstrate to the DMT the probable need for multisectoral collaboration in assisting the villagers to solve their problems and/or meet their perceived needs.

Activities
Feedback will be provided separately for the DMT and the villagers. Some of the villagers should however be present when the DFT is meeting with the DMT.
Important activities are as presented below.

- Arrange with district/village leaders on appropriate dates and venue for the feedback meetings.
- Prepare reports of work that has been completed for presentation during the meetings, as well as illustrations, if any.
- Rehearse giving the presentation.
- Present the report and welcome questions, views and other constructive comments from the villagers.
- Allow selected community members to answer these questions wherever possible to both the villagers and DMT.
- Use this opportunity to emphasize the importance of holistic responses to community needs and preferences. At this point you may use the rainbow story, described in the appendix, as a tool to emphasize the importance of sector wide approach.

**Time**

1 week is sufficient to organise the meetings, while the actual feedback meeting should not take more time depending on how hamlets are clustered.

**Step 8. Formation of the Village Planning Team**

Up to this stage, the VFT will have been the main village-owned entity involved in the process of engaging the Community Voice. They will have been working together with the DFT and shall have acquired skills in two major initial or start-up activities: village sensitisation and data collection for formulation of the village development plan. At this juncture a second body – the Village Planning Team (VPT) from among the villagers shall be formed whose overall task will be to complete the process of plan formulation as described below.

The objective of this step is, therefore, to select the VPT with representation from each hamlet. To a large extent, procedures used to select members of the VPT shall be similar to those that were used in selecting the VFT.

**Box 1. Criteria for Selection of a VPT member**

<table>
<thead>
<tr>
<th>A VPT member should be</th>
</tr>
</thead>
<tbody>
<tr>
<td>Creative</td>
</tr>
<tr>
<td>A good communicator</td>
</tr>
<tr>
<td>Respected by the villagers</td>
</tr>
<tr>
<td>Thoroughly knowledgeable about the village</td>
</tr>
<tr>
<td>A permanent resident of the village</td>
</tr>
<tr>
<td>Have demonstrable commitment to community development activities.</td>
</tr>
</tbody>
</table>
Functions of the VPT

The planning team shall have the following major functions

- To discuss the information thus far collected in order to identify priority problems and needs of the village, as well as resources and constraints
- To identify courses of action to counter the problem and/or meet the needs
- To prepare plans of action
- To oversee plan implementation

Composition and Selection of the VPT

The VPT shall comprise a minimum of five representatives from all hamlets. Wherever possible, the DFT shall ensure a fair representation by gender, occupation, political affiliation and age. The following shall be included in the team by virtue of their positions:

- Hamlet chairpersons (who shall be included among the 5 representatives)
- The Village Government Chairperson
- The Village Executive Officer (VEO)
- Heads of Government Institutions
- Local Government Councillor(s)

The village or hamlet leaders together with the VFT and DFT shall undertake the selection. The latter team’s role shall be to ensure that the selection is fair, a task which needs to be undertaken with tact, such that ownership of the process remains in the hands of the villagers. Whenever possible, representatives from among the village society should be selected during a village or hamlet general meeting. Whatever the circumstances, it is imperative that the selection be seen by all villagers to be just and fair.

Prior to the selection the DFT and VFT shall present a list of criteria to village and hamlet leaders, adoption or adaptation. When the selection is performed during a hamlet meeting the criteria need to be read out clearly to the whole assembly. A list should also be prepared and posted at the site of the assembly before the assembly such that villagers can read the criteria in advance of the selection.

All selected individuals from the hamlets and village officials and heads of government who are to form the VPT will meet at the village centre and elect a team leader. Finally the VPT shall be introduced to the village government and receive formal endorsement following which they shall be introduced to the whole village during a specially convened meeting, if time permits. Alternatively a list of the VPT may be posted in various places in the village for everyone to see and comment.

Time

2 weeks
Step 9. Developing of the Village Action Plan

In this the step the facilitators assist the VPT to prepare the village plan. The plan usually addresses several of the problems and/or needs among the list that they will have prepared. The villagers are guided in a gradual and instructive manner through the process of plan formulation such that they not only prepare plans, but they also begin to acquire the necessary skills in the process in order that they may be able to plan in the future with minimal assistance from the outside.

The villagers should be reminded to ask themselves: How, if ever, have we dealt with problem situations in the past?

Preparing the planning sessions

The VPT should be divided in small groups of 8-12 persons each such that they are groups composed of women, men, and at least one group with a mixture of men and women, if culture and customs allow.

Some of the DFT should be present during plan preparation on a particular day (with respect to particular priority problem/need that its plan is developed) so as to provide technical information, in addition to co-facilitating the process.

Developing of the Village Development Plan

The method used in organizations to which most of the facilitators will be acquainted in which the planning team first learns how to plan, and then applies this knowledge and skills to prepare a plan. In the participatory planning the approach used is “learning by doing”. Thus, the starting point in this approach is not to present an overview of planning, rather to ask incremental questions, and record the answers, which are then collated to develop a comprehensive plan. In this manner the villagers develop plans without being needless and intimidating exposure to high-powered terminology or technical jargon.

Next to posing questions and recording responses, the other important role of the facilitator is to enable the participants to agree on common ground or arrive at decisions that are acceptable to the whole planning team. As a general rule all decisions must be reached in a transparent and democratic manner, either by consensus or voting after thorough discussion by members of the VPT.

In the following section, steps in formal planning are presented together with the central question used in participatory planning, whose answer shall be the building blocks in development of the village plan. The names of the steps are for the benefit of the facilitators who are used to the conventional planning methods.
Problem and needs identification

In this step the purpose is to answer the following question:

**What problem do we wish to remove?**

The VPT shall revisit the list of all problems and needs prepared during the community reflective activities in step 6, discuss it and prepare a final list of problems and needs. As well they should at all times refer to the other information collected during step 6. The list may be as long as the villagers wish in order that all concerns of the villagers are included. The facilitators should discourage any attempts to assess the feasibility of solving some of the problem at this early stage, in order to nurture participation and promote a sense of ownership of the process by all VPT members. In a similar exercise the villagers of Bungu, in Rufiji District drew a list of 14 problems as illustrated in Table 1, which is presented as an example.

**Table 1. A list of problems identified by the villagers of Bungu**

<table>
<thead>
<tr>
<th>Problem</th>
<th>Responsible District Department Head</th>
</tr>
</thead>
<tbody>
<tr>
<td>Insufficient village dispensary services</td>
<td>District Medical Officer</td>
</tr>
<tr>
<td>Lack of sufficient clean water availability</td>
<td>District Water Engineer</td>
</tr>
<tr>
<td>Insufficient education services</td>
<td>District Education Officer</td>
</tr>
<tr>
<td>Lack of the market for the agricultural output</td>
<td>Marketing and Cooperatives Officer</td>
</tr>
<tr>
<td>Lack of agricultural inputs</td>
<td>District Agricultural Officer</td>
</tr>
<tr>
<td>Crop destructive animals</td>
<td>District Agricultural Officer</td>
</tr>
<tr>
<td>Presence / persistence of different human diseases</td>
<td>DMO</td>
</tr>
<tr>
<td>Lack of electrical power supply</td>
<td>District Engineer</td>
</tr>
<tr>
<td>Lack of reliable means of communications (e.g., Posts and Telephones)</td>
<td>District Engineer</td>
</tr>
<tr>
<td>Lack of better / improved housing</td>
<td>District Administration officer</td>
</tr>
<tr>
<td>Lack of good leadership and governance</td>
<td>District Administration officer</td>
</tr>
<tr>
<td>Lack of knowledge of running small scale production groups</td>
<td>District Community Development Officer</td>
</tr>
<tr>
<td>Lack of capital for small scale production groups</td>
<td>District Community Development Officer</td>
</tr>
<tr>
<td>Environmental degradation</td>
<td>Natural Resources and Environment Office</td>
</tr>
</tbody>
</table>

Identification of available resources

In this step the purpose is to answer the following question:

**What resources do we have, or can we mobilize for use in solving the problems?**

By revisiting the products of the community reflective exercise the VPT will be make two lists of all assets. The first shall include existing resources that are within the village including manpower, funds, materials (land and other natural resources), leadership, as well as locally based and/or owned institutions that may be expected to contribute towards village development activities. Examples of these are faith-based institutions, income generating groups, local businesses, or branches of larger institutions such as banks. A second list shall include any potential support, in the form of funds, materials and expertise that the villagers may be able to obtain from non-village or outside sources.
This will include such entities as the district council and its departments, prominent individuals and enterprises affiliated to the village, organizations that are involved in other development or welfare activities in the village or its neighbourhood.

Prioritisation of needs and problems

In this step the purpose is to answer the following question:

*Given the resources that we have, or can mobilize, which problems do we wish to begin to address?*

At this juncture, the villagers will appreciate that though they have many problems, they cannot solve all of them at once, and hence need to make choices about which problem should be tackled first, which one should be second and so on. It is recommended that the villagers select several problems that they will begin to address within the next 2 to 5 years. In addition to the resources already listed, the seasonal calendar should be consulted to determine the time of the year when the villagers would have time to undertake activities aimed at solving the problem. Two main criteria may be suggested for priority setting:

- The perceived severity of the problem
- The feasibility or ease of solving the problem using the resources that the village already possesses or can mobilize.

Problem Analysis

The core question here is:

*What do we think are the causes, and consequences of this problem?*

The results will then be recorded into two lists, one of causes and the other of consequences. The exercise enables the participants to determine how the problem came about, or to get to the roots of the problem, as well as its consequences. This in turn enables them to devise solutions that are more lasting, in that they address the roots of the problem rather than the consequences. An example of a Problem Analysis is shown in Table 2 below.

**Table 2. A list of problems identified by the villagers of Bungu**

<table>
<thead>
<tr>
<th>Problem</th>
<th>Causes</th>
<th>Predisposing Factors</th>
<th>Consequences</th>
</tr>
</thead>
</table>
| Lack of good leadership and governance | - Lack of administrative knowledge and skills to the current leadership.  
- Lack of trustworthy and accountability of the leaders.  
- Inadequate voting education to voters during elections | - Insufficient leadership knowledge and skills.  
- Leaders are afraid of loosing the elections in the subsequent seasons.  
- Leaders mostly execute their duties for few and/or their own benefits i.e. are selfish and irresponsible  
- Multiparty democracy is not clearly understood by many community members  
- Voting education delivered is not compatible to time and the prevailing situation in our community. | Impaired village development |
Selection of interventions

The core question here is:

**How should we solve this problem?**

The focus in the step is on arriving at practical ways of solving the problem, and selecting one or several that are the most appropriate, and feasible as perceived by the participants. The proposed solution may be very broad and may need to be broken down into several components. See Table 3 below for an example:

**Table 3. An example of Proposition of Ways of Solving a Problem.**

<table>
<thead>
<tr>
<th>Problem</th>
<th>Strategies towards the solution</th>
<th>Most Practical Strategy</th>
</tr>
</thead>
</table>
| Lack of good leadership and governance | • Leadership knowledge and skills should be provided to the village government leaders.  
• The central government to improve the voters education  
• Formation of elders council to help the village government leaders  
• Immediate replacement of leaders when the current ones show the resistance of accepting challenges. | Leadership knowledge and skills should be provided to the village government leaders |

**Action Planning**

The core questions in this step are multiple and constitute a breakdown of the selected broad solution, or component into constituent activities and include:

- **What activities do we need to carry out to affect the solution?**
- **Who should do what?**
- **When shall the activity be carried out?**
- **What resources are required to complete each activity?**
- **What do we expect to have changed as a result of completing each activity?**

The results of this exercise may be summarised into a tabular form and a suggested format that most facilitators will be familiar with is presented in Table 4 below.

**Table 4. Action Plan Format.**

<table>
<thead>
<tr>
<th>The Problem:</th>
</tr>
</thead>
<tbody>
<tr>
<td>The Solution:</td>
</tr>
<tr>
<td>Activity</td>
</tr>
<tr>
<td>-----------</td>
</tr>
</tbody>
</table>

*This table might be modified according to the need of the users.*
Case Studies

Case Study 1

Working In A Multi-Party System: The Challenge of Including Opposition Parties

Through the course of development of this manual, several challenges were encountered including that of getting people with different political ideologies in the community to work together. In most of the rural communities, the ruling party enjoys supremacy. However, this does not imply that people from opposition parties should be denied their right to participate in forums for discussing and implementing development programs.

In one of the study villages, the village chairperson from the ruling party denied invited opposition party representatives to attend the community leaders’ introduction and sensitization meeting. The reason he gave was that that the initiative was part of the ruling party’s policy, and as such, allowing members of opposition parties to participate, would definitely result in obstruction, and would be in contravention of the ruling party’s ideologies.

It took the facilitators quite some time to explain and clarify the importance of including all of the various development stakeholders in such a program including people from opposition political parties. It turned out later on through the process that the representatives from the opposition political parties were highly motivated and so talented, that the villagers selected them to be part of the VPT. This was so encouraging to the opposition party members’ family, that they ended up offering a five-acre piece of land for construction of a village dispensary, the village’s priority need.

Case Study 2

Sector Wide Approach (SWAp): A Solution Towards Realistic Plans

The project through which this manual was developed had no financial topping up for plans that would evolve from the process. Apart from community commitment in raising funds from their own available resources, community members demonstrated innovative thinking by identifying and engaging other stakeholders, such as the government, NGOs and individuals.

In Kilimani village, in Rufiji District, the World Bank and the Rufiji District Council topped up the cost of implementation of the water project that was a priority developed using the Community Voice tool. During the course of the activities, the community raised TShs 1.7 million, which was topped up by the district council by TShs 1.3 million and the World Bank by TShs 57 million.

In Fulwe village, the Morogoro Rural District Council through the District Education Officer came into play by providing personnel and topping up the cost of construction of two classrooms. The District Medical Officer (DMO) offered 150 litres of diesel, which was used to transport burnt bricks and stones to the construction site.

The Community Voice
Several individuals were invited to attend a meeting that was intended to brief them on the Community Voice approach and the subsequent plans for tackling the priority problems. The Council also allocated teachers for the additional 2 classes. Similarly, Tanzania-Zambia (TAZAMA) Pipeline Company provided extra funds for further extension of the school. Construction work was proceeding in good progress by the time the project phased out. In the same village, The Tanzania Social Action Fund (TASAF) was funding a dispensary construction activity, which was another priority that had been identified and planned for using the Community Voice approach. Construction work was similarly still going on when the project concluded its activities in the village.

Case Study 3

Community Empowerment: A Threat to Poorly Governing Structures

One of the lessons learned by using the Community Voice approach was its potential to empower communities in raising and airing their concerns. In Kilimani village, community members identified poor village leadership, as the main obstacle to efforts to bring about development in the village. Community members argued openly, before their respective leaders, that unless the problem of poor leadership was settled, there would be no real development.

The immediate solution that community members thought of was to evict the existing leadership. Community members argued that their leaders were no longer useful to them. Such arguments and demands were made publicly in community participatory planning meetings before the leaders themselves. However, the facilitators led the community members to analyse the problem more thoroughly taking into account all perspectives, including the cause of such poor leadership experience in the village. The District Executive Director also had to be called upon to provide guidance in relation to replacement of village leaders when community members lose confidence in their leaders.

After a long discussion and clarification of legal requirements, it was realized that the main reason was lack of good governance and leadership skills among the village leaders, both the existing and the previous leaders. Most of the community leaders did not know their full responsibilities, since they work with neither guidelines nor any form of leadership training. It was therefore agreed that evicting the leaders would be just a temporary solution for even the new leaders who would be elected would have the same problem.

Training the village leaders was agreed to be the main and effective solution. The idea of evicting the existing leaders was abandoned.

Strategies to train the leaders were set and funds for training were voluntarily donated by each household. The District Executive Director was overwhelmed by this decision and he decided to cover the training cost by 90%. At the end, the leaders were trained. They subsequently became staunch advocates of The Community Voice Process and the successes that were later attained.
Case Study 4

Community Voice: The Real Empowering Machine that Ensures Sustainability

Along the various steps in the Community Voice process, villagers formed a committee that worked hand in hand with the village government to oversee the development and implementation of the community development plans that addressed their priorities. The villagers elected members of the committee during hamlet meetings who were then entrusted with the responsibility to represent the hamlets. Other members were engaged in the committee by virtue of their positions (village chairperson, village executive officer, religious leaders, extension officers living in the village etc). The committee was popularly called the Village Participatory Planning Body (VPPB) or VPT.

Members of VPT turned out to become experts in participatory techniques and approaches after the completion of the Community Voice activities in the study villages. In Fulwe village for example, one year after the completion of the Community Voice project, the village government leadership asked the VPT to use the Community Voice approach to solve other newly emerged problems in their village. Among those problems were lack of crop storage structures, and lack of employment opportunities among the youths in the village.

The VPT adopted the approach to involve fellow community members to analyse these problems and ultimately set plans to solve them. The youths were mobilized and they were later engaged in youth group activities dealing with fruit and vegetable gardening, agriculture activities thus getting them gainful employment. Similarly, other community members were mobilized to construct silos. Three hamlets had accomplished the work and the other remaining hamlets were still going on with the work.

Case Study 5

An Example of Fund Raising Strategy

Through the Community Voice project, villagers at Fulwe village in Morogoro identified the first three priority problems to be solved. These included extension of their primary school, construction of a dispensary and establishment of reliable water sources. After developing the action plans that were waiting to be included in the formal district planning process, the villagers took initiatives to start some implementation activities that were within their capacity.

In undertaking these activities funds were required. The Community Voice Project as mentioned above had no funds set aside for implementation of plans generated through the process. Although the plans identified various sources of funds, including the District Council, the villagers did not wish to sit and wait for the District Council to act. They sought other ways through which their own resources augmented.

The village is easily accessible from Morogoro town, as a result of which, many top government officials and other well-to-do people in the town municipal had established farms in the village.
The villagers organized a special meeting with all such “absentee” farm owners living in town. Among these officials were the District Executive Director, the District Water Engineer and a famous businessman in Morogoro Municipal. In the meeting, the village leaders and the members of the Village Participatory Planning Body briefed the officials and other invitees about the Community Voice activities in the village, and the contributions that the villagers were ready to make. They then asked for their material and non-material assistance to enable the implementation of the action plans developed succeed.

All the invitees applauded the idea and they gave their material support as well as ideas to enable more effective implementation of the plans.

**Case Study 6**

**Community Voice: A Forum for Real Democracy**

Presentation of the draft of the village action plan to the village general assembly is one of the most important steps in the Community Voice Participatory Planning process. The draft, having been developed by the community representatives would be presented and discussed in the general assembly before the plans are indorsed and submitted to the ward level and later to the district.

During the presentation of the action plans in Langali village assembly in Morogoro district, villagers agreed to all the priorities in the plans, but had reservations on implementation procedures. They stated a condition to the effect that before they contribute their labour and other resources for execution of the plans, they would like to be informed about the fate of bags of cement that had been delivered by the District Council for construction of bridges. These resources had been provided to the village prior to community voice activities but the planned work was stalled.

Since the village leaders could not satisfy the villagers with sufficient explanations, the village assembly decided to form a committee of enquiry that would investigate the disappearance of the cement. Members of the committee were selected on the spot, involving people of various cadres ranging from common villagers to retired officers living in the village and some trusted village leaders.

The committee consulted several people who were associated with the resources, including the district engineer and the contractor. Members of the committee volunteered to work without pay and the village government was only asked to cater for their transport to various places. The Community Voice project helped the committee with typing and photocopying of various documents. Ultimately a report was written and presented in the village assembly whereby a decision was passed that the suspects should pay back the lost bags of cement. Only then did the villagers agree to continue with the execution of the village action plans developed using the Community Voice participatory approach.
THE LOCAL GOVERNMENT ADMINISTRATIVE STRUCTURE

Hamlet 1  Hamlet 2  Hamlet 3  Hamlet 4

Village Government
(Head: Village Chairperson)

Ward Development Council
(Chair: Ward Councilor)
Supervised by Division Leadership

Division Leadership
Directly Accountable to DC
(Only Attend Full Council)

District Council
(Chair: District Commissioner)
VILLAGE GOVERNMENT STRUCTURE

VILLAGE CHAIRPERSON

VILLAGE EXECUTIVE OFFICER

HAMLET LEADERS

VILLAGE COUNCIL

PLANNING AND FINANCE

JUNIOR COMMITTEES

COMMUNITY AFFAIRS COMMITTEE

DEFENCE AND SECURITY

CONSTRUCTION COMMITTEE

EDUCATION COMMITTEE

HEALTH COMMITTEE

AGRICULTURAL COMMITTEE

COMMUNITY GROUPS AND ASSOCIATIONS

HAMLET SECRETARY
Aides to Facilitation:

1. The Blind Fold Game as a Starter

*To be used to solve related to leadership and governance. Appropriate at Step 9

Make sure that you have about 20 persons of both sexes.
- Ask one lady amongst the female participants to come forward. Tell her that you would like her to perform a play in which she will act as a leader.
- Describe and clarify her role, which is that she will be leading blind people to a required destination.
- She will hold a hand of one of the blind persons who, in turn, will be holding each others hands creating a chain like movement.
- Once the instructions are understood, let the game start. Help her select other players amongst the female participants.
- Blind fold all the participants using khangas (or any kind of pieces of cloth) except the leader. Ask each selected participants to hold each others’ hand.
- Ask the leader to pull them to the direction she wants, and record what happens.
- Let the leader stop the game and unfold them.
- A similar exercise should be repeated among the male group.

- When the two groups have completed the pulling exercise, invite one participant to ask on how they felt when pulling/being pulled. Write down the responses from among the two who were the leaders. Do the same for the blindfolded participants.

Note:
The responses from the two groups will illustrate how leaders perceive those they lead and on the other hand how the people being led perceive their leaders. Ask them the following:

- Do they face similar situations in their locality?
- To what extent does the exercise depict problems in their community?
- What is the possible cause of the situation? (Can they give examples without mentioning people’s names)?
- What had been the outcome?
- What could have been done to avert the situation?

Relate these experiences with the importance of good governance and involvement of communities in identifying their concerns, analyzing them, setting priorities, finding opportunities and ultimately setting out solutions together with their leaders.

2. The Lemon Game (or “Who knows best where the shoe pinches?”)

Use the lemon game to demonstrate and get answers to the question above. To be used at step 3.
The steps are as follows:

- Take a small basket or a box with at least 10 lemons of different features in it (big, small and medium sized, ripe and unripe, shrunken and succulent, smooth and rough etc).
- Invite one of the participants to distribute the lemons. Tell him/her to whisper to the participants while distributing the lemons that at one stage they would be asked to describe their lemons’ features in terms of shape, size, colour, deformities and cause for the situation.
- Having had the lemons distributed, ask two to three participants seated far from where the lemons are to mention what they observe/see and then ask one by one to give a full description of what they see (colour, size, shape, deformities) and suggest possible causes for the deformities and their respective remedies.
- Record all descriptions and explanations.
- Then ask two or three participants whose lemons have been described to give their description of the lemons. Record their descriptions too.
- Facilitate all the participants to compare the descriptions given by people sitting far from the lemons and those from the people holding the lemons.
- Which group gives the best description of the lemons?

Relate the answers to each other, and emphasize to the group on the importance of taking part in tackling their own problems, as they better placed to know how they feel and what they want than outsiders.

3. A Mirror

Use the mirror to illustrate the main objective of community reflective activities. The facilitator should do the following once s/he is satisfied with the number of participants present to carry out the community reflective activities: Appropriate at step 6.

- Take four ordinary mirrors; two of them dirty and the other two clean.
- Hand them over to four different participants. Ask them if they know what they were holding.
- Ask them if they normally keep such items in their homes. If yes, ask them the reasons for keeping the items.
- Involve other participants to tell more about the use of mirrors from their own perspective.
- Ask those who are holding the mirrors to reflect their faces in the mirrors.
- Ask each of the four to tell what they see on the faces of the mirrors.
- Record all the responses from the beginning to the end.
- Relate the responses with the objective of the community reflective activities and emphasize the importance of having seasonal calendars, village/resource maps, Venn diagrams etc.

4. Serialized Posters: Two Men Crossing a River

To be used at step 2 and 3.

The main objective for using these posters is to avoid raising expectations among the community members on the sensitization activities for local planning and enable them to realize that they need to depend on themselves as much as they can.
There are two sets of posters; the first set comprises five posters telling the story of crossing the river and the second one tells the story of a person who fell into a deep pit/well and was unable to help himself out.

- Once you are satisfied with the number of participants to enable you to continue with the activity, distribute copies of the first set of posters to participants. Start with the poster showing a man thinking hard of how he could cross a river. Three to five participants can share one poster.

- Facilitate the participants to discuss the posters by asking them what they see from the poster. Allow them to describe as many features as possible. Let two to three participants describe the posters and get the others to listen. Don’t worry if the descriptions vary and do not look for a consensus of the descriptions at this stage.

- Distribute the second, third, fourth and the fifth posters, showing a discussion between the two men: one man carrying the other on his shoulders, the carried man being put off the shoulders and the man left standing on his own respectively. Allow the discussion and loud description as done with the first poster for each poster before distributing another one.

- Get two people to summarize the story loudly while others are listening. At this stage you need a consensus of the narrations among all participants. Normally the story is straightforward.

- Facilitate the participants to relate the story in real life ensuring that the issue of dependence on one government or donors for development activities is brought up. Use this opportunity to explain about local government reforms as related to the bottom-up planning and communities being the frontlin-development stakeholders.

- Remember to collect all the posters and return them to the kit.

**THEN**

Following the same procedure above, distribute the second set of posters, one after another allowing similar discussion after each poster. This set comprises of two kinds of posters: a man in a deep well/pit being given fruits (6a) and the man in the pit being pulled out using a rope (6b).

- After the discussion and descriptions, ask the participants which kind of assistance is better between being provided with food but still remaining in the pit and being provided by a rope and pulled outside the pit?

- Relate the sensitisation activities for local planning with providing a rope to a man in the pit to get communities out the pit (development obstacles) so that they can be able to engage in development activities. Use this opportunity to promise cooperation with the community (the rope) in development activities and not direct financial assistance (fruits/food) as many usually would expect.

The Community Voice
See the poster series below.

**The Posters Series**

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5. The Rainbow

The Aid is used to demonstrate the importance of Sector Wide Approach as well as collaboration of various development stakeholders in development activities. It is useful during stakeholder meetings (at any level) and or during fund raising meetings.

- Select one of the participants to come in front of the group. Give him/her a rainbow poster and ask him/her to show it to all participants.
Ask him/her if s/he knows what is presented in the poster and later ask other participants to say if they also know and when do they normally observe it.

- Let the person holding the poster count the number of colours in the poster and allow the group to say if they also agree. Let them name the colours.

- Tell them the following story about the rainbow: “Once upon a time, the colours in the rainbow had an argument on who among them is the most important colour.

**GREEN** colour argued, “Look around the world, all the vegetation is green. I am the food feeding the human species: without me the earth is a desert and death will come to all animal species”.

**YELLOW** colour argued, “I am the one who provides wealth and health to man and other animal species. Minerals and carotenoids in plants is all me”.

**RED** argued, “I am fire; enabling human life to be easy and enjoyable. I am the one who makes a difference between humans and other species. I represent power, and when I get angry I burn everything and even dry the waters. All living species fear me”.

**BLUE** said, “I am the one covering more than three quarters of the earth. My influence is covering all waters and the sky. I am cool and all human beings are very fond in me”.

**WHITE** argued: “who can forget my powers? I make the day and my brightness allows all people to see. I am the light that if missing, people go to sleep and work cannot be done effectively”.

**BLACK** argued: “do I need to say much? I am the pride of Africans, covering their skins. I am the comforter of the human species for I make the night, which they use to get rest”.

**THEN**

- Ask one or two of the participants about what s/he thinks might be the meaning of the story.

**Note:**
The meaning is that, to make a rainbow, every colour is required. If one colour is missing the rainbow is incomplete. Similarly, no a single individual can bring about development in any community. A district council is made up of departments, no single department is more important than others, etc.

- You will need to give the meaning if the participants will give description far away from the intended meaning, though that rarely happens. If the meaning is correct you will have to just elaborate by giving more examples.
MONKEY

Feeling and joking

Who fool around, chatters a lot and prevents the group from concentrating on any serious business.

The Tortoise

"Withdraw"

Who withdraws from the group, refusing to give his or her ideas - opinion.

GIRAFFE

"Above it all"

Who looks down on the other and the program in general, feeling: 'I am above all this childish nonsense.'
**RHINO**

Who charges around 'putting her/his foot in it and squeezing people unnecessarily.

**THE MOUSE**

*I hope no one sees me*

Who is too timid to speak up on any subject.

**RABBIT**

Who runs away as soon as (s) he senses tension, conflict, or an unpleasant jab. This may mean quickly switching to another topic. (Flight behaviour)

*RUN AWAY*
THE FROG

Creak
Creak
Creak

Who cries on and about the same subject in a monotone voice.

THE CAT

"Meow...sympathy please"

Who is always looking for sympathy. It is so difficult for me... Meow...

HIPPO

Sleeps and yawns

Who sleeps all the time, and never puts up his head except to yawn.
OSTRICH

I don't think there is any conflict

Who buries his or her head in the sand and refuses to face reality or admit there is any problem at all.

ELEPHANT

Who simply blocks the way, and stubbornly prevents the group from continuing along the road to their desired goal.

THE FISH

Who sits there with a cold, glassy stare, not responding to anyone or anything.
THE CHAMELEON

Change colour Quick!

Who changes colour according to the people she is with. She'll say one thing to this group and something else to another.

LION

"FIGHT"

Who get in and fights whenever others disagree with his/her plan or interfere with her or his desires.

THE DONKEY

"I won't be moved"

Who is very stubborn will not change his/her point of view.