LAKE VICTORIA ENVIRONMENTAL MANAGEMENT PROJECT

(LVEMP)

THE LVEMP
COMMUNITY PARTICIPATION STRATEGY

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DAR-ES-SALAAM,   June 2004

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ABBERVIATIONS

AIC	=	Appreciation Influence Control
BA	=	Beneficiary Assessment
BMUs	=	Beach Management Units
CBOs	=	Community Based Organization
CMUs	=	Conservation Management Units
DC	=	District Council
HIV/AIDS	=	Human Immunodeficient Virus/Acquired Immunodeficiency Syndrome
LANESO	=	Lake Nyanza Environmental and Sanitation Organization
LGRP	=	Local Government Reform Programme
LVEMP	=	Lake Victoria Environmental Management Project
NGOs	=	Non Governmental Organizations
PLD	=	Participatory Learning and Development
PRA	=	Participatory Rural Appraisal
RRA	=	Rural Rapid Appraisal
SARAR	=	Self esteem Associative strength Resourcefulness, Action planning and Responsibility

EXECUTIVE SUMMARY

Since its inception in 1997, the Lake Victoria Environmental Management Project (LVEMP) has made several efforts to integrate community participation across all project components. Success in implementation of community participation has varied from one component to another depending on the nature of component activities being undertaken as well as general understanding of participatory approaches among implementers.

In order to effectively internalize and strengthen community participation in LVEMP, development of a coherent strategy to guide and coordinate community activities was reckoned necessary. This document presents the community participation strategy for the Lake Victoria Environmental Management Project. The strategy aims at building the capacity of local communities and their institutions to take over devolved responsibilities from the Central Government as per Local Government Reform initiative. Under LVEMP, this means empowering the communities to manage and utilize available natural resources for their livelihood, income generation and economic development.

The strategy has reviewed the status of community participation under all components since the beginning of the project in 1997. The review was necessary to identify bottlenecks and challenges encountered during implementation. Following this review, the strategy recommended several fundamentals for effective participation and examined the relevant participatory techniques for enhancing community participation. Based on the above review, the strategy consists of important elements for effective participation, review of community participation under the project, tools and approaches for community participation and a strategic action plan matrix.

In order to achieve effective participation under LVEMP, the following key elements need to be incorporated in the program. Among others are political

will, economic well-being, peace and security, institutional arrangement and awareness. Others are education, knowledge and skills, minority monopoly over common resources, proper communication and infrastructure facilities and trust among the communities.

It is recommended that stakeholders and staff of LVEMP be exposed and trained on the following key participatory tools: Participatory Rural Appraisal (PRA), Rapid Rural Appraisal (RRA), Self-esteem, Associative Strength Resourcefulness Action planning and Responsibility (SARAR), conscientization, group organization, gendermainstreaming/ consideration and beneficiaries assessment.

Notwithstanding achievements in involving communities the project components have been experiencing difficulties in areas of communities' motivation, conflicts resolution, controlling piracy and offering efficient extension services. Others are weak linkage between institutions, lack of knowledge of participatory tools and approaches and unclear process in devolving powers to local authorities. In this regard, the strategy recommends the following key strategic measures for enhancing community participation by components:

Coordinating Secretariat

- Coordinate implementation of community participation strategy
- Internalize micro project guidelines to local government authorities
- Mainstreaming gender consideration in LVEMP and
- Disseminate information on community participation

Fisheries Management

- Resolve conflicts in the fishing industry
- Strengthen and build financial capability of Beach Management Units (BMU)
- Strengthen the link between Fisheries Research and Fisheries Extension

- Improve and maintain Fish Quality and Safety Assurance standards

- Improve management of satellites lakes

- Control use of illegal gears and encourage better fishing methods and

- Ensure peace and security to fishers and their fishing gears.

Fisheries Research

- Strengthen the link between the Fisheries Research and Fisheries Extension

- Create awareness to the communities on the importance of research

- Ensure availability adequate and quality fingerlings

- Identify potential areas for fish farming

- Establish of community based hatchery centers

Water Hyacinth

- Ensure sustainable management of weevil rearing centers

- Control water hyacinth infestation in other water bodies in the basin

- Control spread of water hyacinth by human beings

- Operationalize the national water hyacinth surveillance system

Soil and Water Conservation

- Create awareness to communities on the importance of soil and water conservation

- Strengthen catchment management committees

- Replicate soil and water conservation to other areas

- Impart knowledge on proper handling and disposal of agrochemicals

Wetlands Management

- Create awareness on the importance of wetlands

- Improve management of village wetland areas

- Expand management to non-fringing wetlands

- Formulate/develop wetland policy

Catchment Afforestation

- Create awareness to communities on the importance of conserving forest and tree farming

- Replicate commercial nursery and community based natural forest management techniques to other areas in the basin
- Improve survival rates of planted trees
- Establish locally based seed and seedling production system

Water Quality and Ecosystem Management

- Create awareness to communities on the importance of research and strength feedback mechanisms
- Improve linkage between research and end users of information
- Improve public health and sanitation of shore line settlements
- Build manpower capacity.

This proposed strategy is in line with the current on going political and socio economic reforms on the country in particular the Local Government Reform Program (LGRP). Due to political, economic and ecological changes, the strategy is expected to be revised as need arises.

1.0   INTRODUCTION

Lake Victoria is a shared water body by the three riparian countries of Kenya, Uganda and Tanzania. The lake covers a surface area of 68800 Km² and adjoining catchment of 18400 Km² . The Tanzanian part of the lake covers 51% while Uganda covers 43% and the rest 6% is on the Kenyan part. The catchment supports over 25 million people of whom 6 million are on the Tanzania side.

In Tanzania, the Lake Victoria fisheries engage about 56,000 full time fishermen operating more than 15,434 fishing vessels. About half a million people are employed formally and informally in fisheries related activities. The average annual fish catch for the last nine years (1992 to 2000) was 155, 575 metric tones. Apart from being an important source of water for domestic industrial and agricultural use, the lake basin is also endowed with other resources such as minerals, arable land, livestock, forests, wetlands and wildlife. In spite of having these abundant natural resources, majority of the lake basin communities live below poverty line. The Lake is also of great scientific interest because of its unique biodiversity and endemism.

Multiple land use activities in the catchment with weak regulatory mechanisms has resulted into serious environmental problems with the most obvious ones being declining water quality, disappearance of indigenous fish species, water hyacinth infestation and algae blooms. Deforestation, severe soil erosion and destruction of wetlands have also become common problems in the catchments.

To reverse the deterioration of the lake quality and its natural resources, the three riparian countries jointly agreed to embark on a five-year rehabilitation program under the Lake Victoria Environmental Management Project with the following objectives:

a) Maximize the sustainable benefits to riparian communities from using resources within the basin to generate food, employment and income, supply safe water and sustain a disease free environment.

b) Conserve biodiversity and genetic resources for the benefit of the riparian communities and the global community.

c) In order to address the trade off among these objectives that cut across national boundaries, a further project objective is to harmonize national management programs in order to achieve to the maximum extent possible, the reversal of increasing environmental degradation.

During the last five years the project has focused on the following major areas:
- Capacity building through training and physical infrastructure.
- Research, monitoring and collection of baseline information.
- Lake wide and pilot interventions including fisheries management, water hyacinth control, soil and water conservations and catchments afforestation. Others were micro-project, wetlands management.
- Regional harmonization of fisheries legislations, water quality standards, fish quality control, assurance and fisheries database and water hyacinth surveillance system.

Project activities are being implemented through nine components namely: fisheries management; fisheries research; water hyacinth control; wetlands management; water quality and ecosystems management; soil and water conservations; catchments afforestation; support to riparian universities and the coordinating secretariat. These components operate under relevant Ministries and public institutions.

During project preparation, it was noted that general lack of community participation in management programs was one of the major setbacks in aquatic resource management in East Africa. Since its inception in 1997, the project had

recommended development of comprehensive community participation strategy. The purpose of the strategy is to build capacity of the local community to take over devolved responsibilities from the Central Government. Under LVEMP this would mean empowering the local communities to manage and utilize the natural resources for their long-term sustainable benefits.

This keen interest in promoting community participation is basically a function of the following desires on the part of LVEMP:

- Promotion of community interests in, and ownership of the various LVEMP activities.
- Making sure that the communities benefit from the various LVEMP initiatives and activities.
- Promotion of long-term sustainability of the LVEMP.

To that effect LVEMP organized a workshop in 1998, which was facilitated by Prof. L. Msambichaka from the Economic Research Bureau. The outcome of the workshop was Community Participation Guidelines (CPGL) to be referred to by all LVEMP components in mainstreaming community participation in the various activities. Apart from introducing and defining the concept of community participation, the document also spells out the general goals and rationale for community participation, the objectives of community in LVEMP activities, the methodologies, mechanisms/factors contributing or facilitating as well as the various forms of community participation. Additionally, to enhance community involvement, a draft of community participation strategy was produced in 2002. This was later followed by development of micro-project implementation manual focusing local community involvement.

In addition, several studies related to community participation were conducted namely: community involvement in fisheries from production to marketing; the level of awareness and perception on LVEMP in Kagera, Mara and Mwanza

regions of Tanzania and a study on how to make Beach Management Units more effective.

In a major respect, one finding that comes out very clearly today after six years of mainstreaming of community participation by all LVEMP components and the establishment of the community participation coordinating unit at the LVEMP Secretariat is that it has not been very successful as it ought to have been --- not very successful at least from views and opinions that the co-editors of this document heard from the various stakeholders during a recent assessment tour of the three Lake Victoria regions of Mara, Kagera and Mwanza.

The above state of affairs can partly be explained by the following:

- The LVEMP community participation activities were introduced without a baseline survey and community needs and capacity assessment.
- There is low level of awareness of the LVEMP and its activities or would be beneficiaries (Musoke and Nyirabu, 2000).
- There is lack of capacity to participate in various LVEMP activities on the part of local communities in terms of education, skills, cultural belief systems and material attributes including money.
- A lack of commitment on the part of some LVEMP technical/professional cadres unwilling to share power with ordinary common folk who are also said to be ignorant and illiterate.
- Ambivalence of some LVEMP components and sub-component leaders as well as local leaders.
- Purely technical nature of some LVEMP activities.

It is because of these shortcomings that the need for development of a comprehensive community participation strategy was deemed indispensable. The proposed strategy covers the following major elements:

- A review of the status of community participation under LVEMP.
- Potentials and opportunities for community participation.
- Issues/constraints to be addressed for effective community participation.
- Tools for community participation.
- Action plan.
- Implementation mechanisms.

To be sure, this proposed strategy is in line with the current on going political and socio economic reforms in the country in particular the Local Government Reform Program. Due to political, economic and ecological changes, the strategy is expected to be revised as need arises.

2.0   PARTICIPATION AND DEVELOPMENT

In the last four decades or so since the early 1970s the world has witnessed increasing concerns and interest in participatory approaches to development both as a means and as an objective of development. The purpose of this publication is twofold:

1) To highlight some of the most salient features of these approaches, their objectives/goals, their rationale as well as their prerequisites or determining factors and the specific forms or dimensions which they take.

2) To map a comprehensive community participation strategy to be embraced by the Lake Victoria Environmental Management Project.

Ostensibly, one of the controversial but still very important concept and process in development discourse and practice today is participatory development and more specifically, community participation. The concept of participation has its roots in the United Nations Economic and Social Council Resolution 1929 (LVIII)

according to which participation entails the voluntary and democratic involvement of people in three major issues (Msambichaka 1998:9):

   a) Participation in contributing to development efforts;

   b) Participation in sharing equitably the benefits derived there from;

   c) Participation in decision making with respect to setting goals, formulating policies, planning and implementing economic and social development programmes.

Thus, and very closely related to the concept of community participation is the concept of development. Though a very important and key concept in this presentation, the concept development is still elusive and ambiguous with different interpretations depending on the ideological, value – orientations and objectives of the person or institution using it (Dag Hammarksjold Foundation 1975; Sen 1983; Wahidul et al 1977). Currently, there three different interpretations that can be discerned from the literature on development (Ghai, UNRISD 1988: 2-3):

1) First, development is often treated synonymously with economic growth and is thus interpreted to mean increases in total output, technological progress, and industrialization with the consequent shift of population to urban areas. While these structural changes are generally associated with economic growth, equating them with development shifts the focus to economic aggregates and away from living standards and human dimensions.

2) The second interpretation of development seeks to remedy this deficiency by concentrating on such indices of living standards as poverty, income distribution, literacy and education, access to employment, housing, water supply and similar amenities. This way of looking at development brings it closer to the common-sense view and endows it with greater human reality. Nevertheless, the emphasis continues to be on economic and social

indicators and individual human being and social groups tend to be off-stage passively supplied with goods, services and materials.

3) The third view of development puts the spotlight on human potentials and capabilities in the context of relations with other social groups. According to this view, development is seen in such terms as greater understanding of social, economic and political processes, enhanced competence to analyze and solve problems of day-to-day living, expansion of manual skills and greater control over economic resources, restoration of human dignity and human self-respect, and interaction with other social groups on a basis of mutual respect and equality. This notion of development does not neglect material deprivation and poverty but the focus shifts to realization of human potential expressed in such terms as human dignity, self-respect, social emancipation and enhancement of moral, intellectual and technical capabilities. A comparable definition has been suggested by Sen (1983) when he says, " the process of economic development can be seen as a process of expanding the capabilities of people".

Equally and as with development, the concept participation is also flawed with some ambiguities. Interestingly and as with development, there are essentially three major interpretations of the concept participation and each of them parallel with one of the levels or interpretations of the concept of development just given above. The first and most common usage of the term participation refers to the process of mobilization of people to undertake social and economic development projects. As a general rule, the projects are conceived and designed from above and the people are mobilized to implement them. People's participation under such situations consists in their contribution of labour and other material resources either free or paid for by authorities above. Most such projects are usually of infrastructures nature meant to benefit the rural poor and in most

cases the benefits are in the form of employment generated during the phases of construction.

However, the distribution of the benefits accrued from such projects (assets and facilities created) usually depend on a variety of factors including patterns of ownership of productive resources, the distribution of political power among social groups and the nature of the project. At their best such projects may result in a widespread diffusion of benefits both in the construction and the subsequent phase. At worst participation may result in free provision of labour and materials by the poor to create facilities, which are of benefit to the affluent groups.

The second interpretation equates participation with decentralization in governmental machinery or in related organizations. In such situations, resources and decision-making process/powers may be transferred to lower echelons of the organization or local project committees (Uphoff, 1986). While such arrangements allow for local-level decisions on the choice, design and implementation of the development activities, it does not necessarily mean that there is any meaningful participation by the people. Indeed the distribution of political and economic power at local levels in many countries in such that decentralization may well result in allocation of resources and choice of development activities which are less beneficial to the poor than when such decisions are taken at the central level (Uphoff: 4).

The third conception of participation refers to it as a process of empowerment of the hitherto deprived, disregarded, excluded and marginalized groups (Gran 1983; Oakley 1987; Oakley and Marsden 1984; Pateman 1970; Midgley et al 1986. This particular orientation is based on the recognition of differences in political and economic power among different social groups and/or classes. Accordingly, participation is equated to the strengthening of the power and position of the deprived majority and/or minority groups. Its main characteristics have been

amply summarized as the sharing of power and scarce resources, deliberate efforts by social groups to control their own destinies and improve their living conditions, and opening up of opportunities from below (Dilon and Steifel 1987). In this way participation entails the creation of organizations of the poor and/or deprived social groups and/or classes, which are democratic, independent and self-reliance (ACRD 1979; ILO 1976).

It is this latter form of participation with its attendant or subsequent development attributes mentioned in the third conception of development earlier on that is the subject matter for discussion and promotion in this publication and which should be adopted as the Community Participation Strategy for the LVEMP.

3.0: DEFINITION OF BASIC CONCEPTS

Any attempt at the definition of the basic concept of community participation has to first of all make a distinction between **popular participation** and **community participation** in development. Although closely interrelated, the two terms are somewhat conceptually different (Midgley et al 1986:23). Accordingly, **popular participation** is concerned with broad issues of social development and the creation of opportunities for the involvement of people in the political, economic and social life of a nation. **Community participation**, on the other hand, refers to the direct involvement of ordinary people in local affairs. In this way community participation has been defined to mean "the creation of opportunities to enable all members of a community to actively contribute to and influence the development process and to share equitably in the fruits of development" (UN 1981:5). Thus the concept of community in this context refers to people who have an interest in what is happening in their village or part of the community. Such people depict a very high level of awareness of what is taking place around them and have an urge to participate and contribute to what is going on.

Working from the above premises the UNDP (1993:21) has defined community participation to mean that the people are closely involved in the economic, social, cultural and political processes that influence and concern their lives. As clearly put up by Hanchett (1997:278) community participation should be seen as an artificial opening up of communication between two or more levels of a social hierarchy, a mutual commitment of unequal partners to speak to and listen to each other. This also means that people at the top of the hierarchy must agree, to some extent, to allow people at the bottom of the hierarchy who otherwise would have no role in making decisions to make decisions that affect them. **Community participation** therefore constitutes **a partnership between a development project/programme initiator and planner and members of a particular community or group of people called the beneficiaries**. Both the community participation planner and the community have knowledge and expertise related to the issue. The planner knows how to facilitate the process and can help the community members analyze the problem under review. However, the planner only provides the tools and suggests strategies to collect information concerning the issue or problem (Hauser,2000).

On the other hand, the community is an important partner in the process as it can bring community perspectives to the issue or problem. The community is an expert on its part - - in the community's culture and priorities. It recognizes the community's resources and constraints. During the process of community mobilization people become more knowledgeable on the issue and more vested in identifying and implementing successful strategies to find solutions to the problem or issue. The process therefore helps the community to take ownership of both the problem and the solutions to it. In so doing community mobilization also improves program success and sustainability.

In short, the concept of community participation refers to process through which beneficiaries are involved in the development process ranging form the conceptualization to the planning, implementation, monitoring and evaluation of a particular development project hence total community ownership and long-term sustainability of any particular development project and process.

4.0: BASIC ASSUMPTIONS, OBJECTIVES OF COMMUNITY PARTICIPATION

To date there as many reasons, rationales and advantages or positive functions and contributions of community participation just as there are so many protagonists and/or scholars on the subject. According to Pateman (1970), supporters of community participation usually rely on two arguments about its value. The first is that it makes for justice in decision making. People have some say in, and influence on collective decisions. Secondly, it has an educative value and through participation people learn.

Accordingly, getting as many people as possible in the decision making process is said to help policy makers, developers, politicians and investors understand the issues and hence make better informed decision. Additionally, community participation also gives an opportunity for people to learn from one another and think about things that could have been difficult or neglected before. Furthermore, community participation provides possibilities of changing someone's mind about things he/she thought familiar to him or her. Community participation is therefore not about conflict, inflexibility or trying to make individuals or specific groups happy, but rather it is about hearing, being heard and eventually working together. It is about reaching and admitting that we don not have all the answers. The ultimate result, however, may not be what individuals and specific group wants, instead it will be closer to what everyone as a whole wants. In this way the final products will be a plan or a decision, which comes from the collective efforts of a community as a whole. Such

decisions will in turn gain legitimacy of the community because it comes from the community.

Brendam Direen (2000) provides a helpful list of benefits of community participation.

(i)   It increases the sense of responsibility and control over community issues.

(ii)   It facilitates empowerments of individuals through increased awareness and development of new skills through participation.

(iii) It helps to bring greater understanding of local conditions.

(iv)   It provides appropriate and effective incorporation of traditional, indigenous experience in economical, medical and social planning issues.

(v)   It helps to improve the social and economic lives of the people by increasing production output.

In the same vein, a team of researchers from the Economic and Social Research Foundation (ESRF) of Tanzania has provided five advantages of community participation (Koopman et al 2001):

1. Participation in planning can help reduce design mistakes.

2. Participatory discussions of the design may also help to convince people that the technical choices they did not think were correct are in fact a good choice.

3. Participation helps to improve the programme/project design.

4. If people are not fully involved, they won't be willing to contribute funds or labour to the project.

5. Participatory decision-making increases the prospect for social and economic sustainability because it both creates a sense of ownership and gives people a greater understanding of how the particular project rehabilitation scheme will work technically; how to avoid breakdowns

and how every one can contribute to good maintenance and proper operation can increase everyone's benefits.

In this way people's participation ensures project sustainability and social acceptability when the beneficiaries participate in the project. Indeed community participation leads to resource mobilization in the form of money and labour - - materials that can be easily obtained if people are committed to a project. But even more forcefully, the rationale and objective or positive function of community participation in the development cycle or project has been ably and succinctly summarized by Msambichaka:

> The active involvement and participation of the community has been noted as sine qua non for imitating, planning, implementation and management of development programmes and projects. That is if programmes/projects are to succeed, the community has to be involved and should participate in the entire project cycle (Msambichaka 1998:1).

In the case of LVEMP, the overall objectives and the specific activities to be carried in order to achieve the respective goal of community participation in LVEMP activities include the following:

1. *Raise awareness among the communities on how they can benefit from lake basin resources and environment.*

Specific activities:

- Visit the area and take inventory of the area in terms of history, traditions and customs
- Prepare fora for awareness creation through information, education and communication e.g. seminars, meetings, leaflets, and workshops
- Explore and involve community to identify priority felt needs

2. Ensure that people benefit from the use of Lake Basin resources and the conservation of the environment.

Specific activities:

- Encourage use of available local resources.
- Initiate and promote sustainable financial and technical assistance to the community project.
- Skill awareness development.

3. Encourage community around Lake Victoria to implement and sustain environmental management activities.

Specific activities:

- Assist the community to develop policy, goals, and objectives of project activities.
- Community elects committees to spearhead preparation, implementation and supervision of project activities.
- Assist the community to develop policy, goals, and objectives of project activities.

4. Identify different stakeholders, role, and responsibilities.

Specific activities:

- Establish pilot areas.
- Visit areas and take inventory of stakeholders, role and responsibilities.

5. Explore and provide capacity building on environmental management and appropriate technology and skills.

Specific activities:

- Develop human and institutional capacity building in all areas of implementation so as to ensure project sustainability

- Maintain continuity of project staff and have them assured through strengthened and regular training.

5.0 FACTORS DETERMINIMG COMMUNITY PARTICIPATION

A community or individual's decision to participate in the community development project/programme and plan is usually determined or influenced by a number of factors. Some community development planners and practitioners have categorized such elements or factors for effective participation into two major categories namely community related and personal factors.

5.1: Community Related Factors

These factors generally include the following:

  i) The magnitude of the problem: an objective measure of the prevalence or extent of the problem.

  ii) A history of community support: This includes the existence of organization or agencies involved in the alleviation of the respective problem/issue, the presence of traditional systems for dealing with the issue, the amount of efforts and resources expended on the issue in a defined period of time by any sources with the community.

  iii) The existence of personal networks: As with the case (ii) above, this factor refers to the number, strength and connectedness of various networks that belong to the community and the presence of leaders in such networks.

  iv) The availability of resources related to the issue: These include the availability of information about the issue within the community,

the presence of channels of communication that carry information about the issue, the amount of money and other resources available for the community to use in addressing the issue, and the presence of alternative practices/behaviors that could substitute for or alleviate the problem.

v) A history of external support: This may include the past and present policy, legal financial or infrastructural support form outside the community (e.g. donor funding, technical assistance, enforcement etc).

vi) Prior Community Action: This refers to the extent to which community participation has previously been resorted to in the community. This factor is sometimes referred to as "Collective Efficacy" - - the belief that the group/community is capable of accomplishing a task by working together. It is obviously influenced by some of the previous factors

vii) Subjective Norms: This refers to perception of what other people do or think should be done about a particular issue, including the perception of how acceptable collective action is on the respective issue.

5.2: Personal Related Factors

These typically include one or more of the following factors:

i) Personal Involvement: refers to the degree to which one has direct personal experience with the issue or problem being addressed.
Perceived self-efficacy: a person's belief that she/he is personally capable of performing a particular task.

ii) Prior personal participation in community activities that refers to the number of times/frequency that an individual has been involved in group activities.

iii) Strength of identification with the community: the degree or extent to which people recognize or feel they belong to the group or community that is affected by the issue in question.

iv) Perceived consequences of change: referring to an individual's perception of what the consequences of change are vis-à-vis the respective problem/issue i.e. "What will happen to me if I do this? If I don't? What if my community does or does not? What are the costs and benefits for me/my community? etc.

It is important at this stage to accentuate that each of the above personal factors may be positive or negative, strong or weak in any given situation. The stronger and more positive they are, the more likely will people in the community be willing and/or want to participate.

6.0: TYPES OF COMMUNITY PARTICIPATION

Community participation varies from situation to situation and takes several forms. In view of that Msambichaka (1998) suggests some vital factors that determine or influence the individual and/or community's level of participation (See Box: 1).

Box 1: Community Participation Types

The community in LVEMP can participate or has to participate in one of the followings ways:

Type 1: Community Consultation

This type of participation usually involves the exchange of ideas with either the leaders of the community/representatives of the community or a group of the community. In most cases in this type of participation, the external agents would define the problems and the solutions. They may listen to the views with the responses made by the people but they are in no way obliged to include them. In actual sense the external agents merely to inform the community without allowing them to share in decision-making. In a way they go to seek approval of decisions which have been made by other people elsewhere. They also ask them to implement decisions that have already been derided by other people for them.

Type 2: Community Financial Contributions

This is one of the modes of community participation, which is usually seen in programmes and

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projects. What happens is that communities are requested to contribute in cash or kind towards the project. The contributions are made either before the project starts or during the implementation period. Important in this case is that the community has at the minimum to be consulted but it is better if they participate fully in the whole decision process which leads towards making a decision that every member of the community contributes towards the project's activity.

Type 3: Community Self-Help

This type of participation demands that the community not only participated in consultations and contributions. Important in this type of participation is that the community participates fully in the following project stages:- *identification, design, planning, implementation, management, and monitoring and evaluation* of project activities. In this type of participation it is assumed that the community have "identified" that problem and that they want to solve the problem through their own resources, and leadership. The government and other organizations are only there to supplement the people's efforts and not to replace them.

Another view on types or levels of community participation has been advanced by Winklemann (1999) who opines six types:

1. Passive participation - - in which people participate just by virtue of living in the area in which the project is implemented, but they have no any input into the project.

2. Participation for material incentives – - in which people participate by being paid for their labour.

3. Participation by resource contribution - - in which people participate by contributing in resources such as labour (unpaid labour), material or money to a predetermined project.

4. Participation by consultation - - where people participate by being consulted on projects where the majority of the decisions have been made.

5. Interactive participation - - when people participate by joining with external professionals in analyzing their situation, developing action plans and determining common projects.

6. Spontaneous participation - - where people have spontaneously mobilized themselves and participated by taking their own initiative independent of external professionals to change their situation.

6.1: Elements for Effective Participation

The Draft Report of the LVEMP Community Participation Strategy provides a comprehensive list of elements for effective participation (LVEMP January 2003:8-10). These elements include the following:

1. **Political will**: There is political mandate in support of community participation through the Constitution and various political and socio-economic reforms taking place in the country. For example, the Local Government Reform Program (LGRP). However, with the current multiparty politics and lack of civic education among communities, there are incidences where certain political parties have used multi-partyism as a pretext to oppose the participation of communities in self-help projects.

2. **Economic well-being of communities**: Availability of important basic needs and services such as health services, education, safe and clean water are very important. However, due to abject poverty affecting the majority of majority of lake basic communities, provision of these services has been inadequate. If the issue of poverty is not addressed, effective community participation will be hindered.

3. **Peace and Security**: Peace and Security are important aspects to be considered for effective participation. Areas where communities experience frequent theft of fishing gears, hijacking, robbery, piracy and cattle raiding they are unlikely to fully participate in community development activities.

4. **Institutional Arrangement**: Clear well defined, coordinated institutional structures and mandates are necessary for effective participation. Many actors such as Ministries, NGOs, bilateral organizations and Local Government Authorities are implementing community participation in Tanzania. In many cases, these institutions are not well coordinated.

5. **Education, Knowledge and Skills**: Education, knowledge and skills are very important in enabling communities to undertake development activities. Majority of the people in the lake basin are illiterate, unskilled and lack essential knowledge to adapt to changes. It is therefore, imperative that a comprehensive community participation strategy takes cognizance of these shortcomings.

6. **Awareness**: A majority of local communities lack awareness in various aspects e.g. environmental management and conservation, technological changes and civic knowledge. Sensitization and awareness creation programs are therefore important tools in enhancing community participation.

7. **Communication and infrastructure facilities**: Under this aspect, they are several key facilities, which need to be availed for effective participation to bring a linkage during the implementation process. These include; transportation, telephones, emails, radios, televisions and web sites.

8. **Socio-cultural Beliefs**: Social-cultural norms and taboos are important aspects to be considered in community participation. In some communities there exist taboos and norms that prohibit some important activities to take place such as afforestation, farming and sanitation. Some communities (e.g. in Kagera) believe that contour farming is a cause for male impotence. In some societies, certain types of trees, if planted within the compound, are considered to be associated with death of head of the

household. Likewise in some areas along the Lake basin, men and women shy away from common toilet with their in-laws.

9. **Information and Feedback Mechanism**: Since information is power, communities have the right to access and share information for informed decision-making and learning from others. An effective community participation strategy should therefore build adequate capacity for information networking.

10. **Sharing of Common Resources**: In a situation where few people manage to monopolize common resources, the possibility of other people particularly the poor to participate positively in community participation activities is difficult. For instance, in the Nile perch fishing industry, only few people have amended to monopolize production processes from fishing, filleting and export. This situation is a hindrance to effective participation.

11. **Trust, Transparency and Accountability**: Trust, transparency and accountability are key elements for enabling communities to work together within their local settings. For example, lack of trust between Nile perch fish processors, prominent fishers/collectors and the artisan/poor fishers have created mistrust and tensions.

12. **Motivations, Incentives and Benefits:** This is one of the important aspects for drawing supportive community participation. When the communities realize benefits form their daily livelihood they participate positively on implementation of various activities.

As regards factors determining community participation in the LVEMP activities and components there is need to address the following issues with respect to the

involvement of community in decision-making process at all levels:

- Who is making the decision?
- Who is implementing the decision?
- Who is benefiting from the decision?
- Who is evaluating the impact of the decision?
- To what extent does the community have influence over activities in which they participate?
- Does the community have power over activities in which they participate?
- Sense of ownership of properties and resources
- To what extent does the community have control over activities in which they participate?
- Willingness to share cost and benefits.
- Gender decisions, male, female, youth, elders, poor, illiterate etc.
- Extent of poverty (economic status of the community).
- Language convenient to the community.

7.0: STATUS OF COMMUNITY PARTICIPATION BY PROJECT COMPONENTS

7.1: Fisheries Management

The emphasis of fisheries management in community participation is the establishment of a sustainable fisheries co-management regime, law enforcement, extension services, data collection, financing of community demand driven micro projects and establishment of Fish Levy Trust Fund. During the project implementation, the Fisheries Management Component implemented the following community participation activities:

- A total of 511 Beach Management Units (BMUs) have been formed in consultation with local communities. The main duties of BMUs are patrolling and surveillance and law enforcement. Other activities of the BMUs have included promotion of environmental friendly activities such

as afforestation, sanitation and conservation of fish breeding areas. A total of six local communities demand driven micro-projects related to fisheries through 'self help initiatives' type of participation are in place. The communities contributed in cash and kind in implementation of these micro projects.

- Local communities together with the fisheries management and fisheries research components worked jointly and identified 53 beach landing sites. Members of Beach Management Units in 53 beach landing sites are involved in fisheries data collection.

- The local communities, fisheries management and fisheries research components worked jointly and identified 141 closed fishing areas.

- Through a series of stakeholders meetings and workshops, the local communities were involved in the study on Fish Levy Trust Fund to lay the foundation for generating public revenues from fishing activities and using them to sustain further environmental protection activities in the Lake Victoria basin.

- Fish inspectors from fish quality control and safety assurance unit, workers of fish processing plants, fishers and fish trades have been trained on quality control and safety assurance guidelines.

- Several fishers have been trained on catamaran and long line fishing techniques.

7.1.2: Challenges in Fisheries Management

In order to enhance community participation under fisheries management, a number of challenges need to be addressed. First, is to provide incentive packages for BMUs to facilitate creation of cooperatives, savings and credit schemes. Other challenges are to resolve prevailing conflicts between fish processing factories, prominent fishers and artisan fishers, control piracy, illegal fishing and theft of fishing gears and provide adequate, quality fingerlings to fish farmers and improve extension services and manpower development.

7.2: Fisheries Research

Fisheries research has been involving the communities through various research works by seeking information and data from the communities as part of the community participation in solving the identified problems under investigation. As such, communities participated in the following activities:

Research studies:

- Community involvement in the fishing industry from harvesting to marketing.
- Study on how to make BMUs more effective.
- The impact of fisheries activities on resource and environmental degradation.
- Study on the aquaculture potential of Lake Victoria basin.
- Study on the contribution of fisheries to the national economy.
- Study on literature review on socio economic dimension of the Lake Victoria basin.
- Pilot study on nutrition and health in Mwanza region.

Action research activities have also been undertaken such as:

- Collaboration with Fisheries Management in the process of formation of 13 Conservation Management Units (CMUs) in five selected satellite lakes.
- Collaboration with NGOs and local communities in establishing community-based hatcheries for production of quality fingerlings.
- Quality fish fingerlings were produced and distributed to fish farmers in the regions of Kagera (1,235), Mara (600) and Mwanza (40).
- Involvement of local communities in surveys of non-trawl able habitats of the lake.

In addition to that, a number of workshops involving communities were conducted. Among others were:

- Fisheries research vision development

- The impact of fishing immature Nile perch fish.

- Workshop on identifying major areas for research.

- A workshop involving fish farmers from a few pilot zones to sensitize them about LVEMP and to explain how they could participate in the project.

- A workshop on artificial spawning of *Clarias gariepinus* and on farm hatchery techniques was conducted to selected fish farmers.

7.2.1: Challenges in Fisheries Research

The main challenges for fisheries research are to establish an effective linkage with fisheries extension services, avail adequate and quality fingerlings to extension staff as well as communities, train fish farmers on proper bond management systems and improve research feedback mechanism.

7.3: Water Quality and Ecosystem Management

Community participation under Water Quality and Ecosystem Management Component has focused on the following main areas:

- Workers from 15 industries in the catchment area were trained cleaner production programme techniques in February 2001.

- Communities in 300 shoreline settlements in Kagera, Mwanza and Mara regions participated in a survey on the status of hygiene and sanitation.

- Communities along Mirongo River in Mwanza city were involved in a study on people's perception on environmental management.

- Several school and local communities have been involved in rainfall data collection.

- Workers and factory owners from 124 industries participated in a study on classification of industries according to the nature of industry e.g. fish processing factories, oil producers and textiles.

- Local communities in Igogo Ward have been involved in feasibility and socio-economic study for the establishment of the Igogo simplified sewage system.
- Communities were involved in the Component Vision development.

7.3.1: Challenges in Water Quality and Ecosystem

The main challenges facing the Water Quality and Ecosystem Management Component include working closely with local communities on sanitation and hygiene along shoreline settlements and awareness creation for the local communities on the usefulness of installed equipments. An additional challenge is to address the issue of manpower shortage and improve research feedback mechanism to local communities.

7.4: Water Hyacinth Control

Community participation under Water Hyacinth Control emphasizes the removal of the water hyacinth through manual techniques, rearing and release of biocontrol agents. More specifically the component has undertaken the following:

- Communities have been involved in the manual removal in 530 beaches.
- Local communities are involved in the management of nine weevil rearing centers.
- One non-governmental organization-- Lake Nyanza Environmental and Sanitation (LANESO) has been supplied with manual removal equipment worth Tshs 30 million.
- Twenty eight local communities were trained on weevil rearing and release techniques
- Local communities were sent to a study tour in Uganda for experience sharing on water hyacinth control operations.
- Communities were involved in the Component Vision development.

- Communities were involved in the formulation and implementation of the National Water Hyacinth Surveillance System.
- Local communities were involved in development of quarantine regulations on water hyacinth.

7.4.1: Challenges in Water Hyacinth Control

The major challenges for this component are continued awareness to communities on quarantine regulations, training of local communities on data collection for the National Surveillance System and utilization of a sustainable locally based mechanism for management of weevil rearing centers.

7.5: Soil and Water Conservation

Under the Soil and Water Conservation sub-component, community participation has put emphasis on introduction of on-farm soil and water conservation techniques, appropriate use of agrochemicals, and introduction of energy-saving stoves. Specific activities carried out are as follows:

- Communities at Kalemera, Itumbili and Kwibuse have been trained and implemented soil and water conservation techniques.
- Local communities were trained on proper use, handling and disposal of agrochemicals. They were also trained on IPM concepts and hazards caused by agrochemicals.
- Women groups at Kalemera have been trained on the production and use of energy-saving stoves.
- Some members of the local communities were sent on a study tour in Arusha and Shinyanga for experience sharing on soil and water conservation techniques.
- Some selected farmers in Kalemera were trained on rainwater harvesting for upland paddy production.
- Communities were involved in the Component Vision development

7.5.1: Challenges in Soil and Water Conservation

The challenges to this sub-component are involvement of communities in the development of appropriate land-use plans, transfer of soil and water conservation techniques from the pilot areas to communities in other equally affected areas, creation of community awareness on land management issues and land husbandry techniques, imparting knowledge on proper use, handling and of IPM concepts and knowledge of hazards caused by agrochemicals.

7.6:   Catchments Afforestation

The catchments afforestation sub-component has involved communities through creation of awareness on catchment protection and tree farming, developing local seed sources, improved management of existing forest reserves, creation of new forest reserves and conservation of forest biodiversity.   During the implementation period, the component has undertaken the following specific community participation activities:

- Communities have been involved in the establishment of nine commercial nurseries, which are mostly managed by the local communities.
- Communities have raised three million trees from central, individual and commercial groups, out of which 2.3 million trees have been planted with an average survival rate of 60%.
- Public awareness campaigns were carried out and communities in 64 villages agreed to conserve their natural forests.
- Communities in five selected forest areas have participated in preparing and implementing management plans for conservation.
- Communities participated in the assessment of the status of six existing forest reserves.
- Some selected communities were sent on a tour of Singida, Mbulu and Usambara to share experiences on forest conservation techniques.
- Communities were involved in the Components Vision development.

7.6.1: Challenges in the Catchments Afforestation

The Catchments Afforestation sub-component faces the following challenges to accomplish its objectives. The first is creation of awareness to the local communities on the economic importance of tree farming. Second, is to provide adequate and trained manpower. Third, is to design a commercial nursery self-financing strategy to avoid too much dependence on project support. Finally, it is to introduce the concept of commercial nurseries, natural forest conservation idea to other catchments areas and to address the issue of low survival rate of planted trees.

7.7: Wetlands Management

This component has involved local communities in a range of activities as follows:

- Communities around Simiyu and Rubana wetlands took part in preparing village wetland management plans.
- Involved communities in evolving strategies for community participation in sustainable use of wetlands.
- Initiated pilot activities to demonstrate sustainable use of wetlands to local communities, and strengthened capacity of local NGOs and CBOs to undertake wetland wise use activities.
- Local communities were involved during the process of designing the buffering capacity study
- Communities were involved in the Component Vision development

7.7.1: Challenges in Wetlands Management

The major challenges for the Wetlands Management component are as follows: To continue cooperating with local communities in reversing the degradation of wetlands. Second, is to collaborate with local communities to come up with strategies on how to resolve the existing conflict between cattle keepers, farmers

and fishers. And finally, is to work together with local communities to come up with a Wetlands Management Strategy and strengthen research feedback mechanism to local communities.

7.8: Support to the Riparian University

Local communities were involved in data collection of various scientific studies undertaken by the component and in the component vision development. These studies include:

- The impact of mining of heavy metal levels in Lake Victoria and its catchments.
- Agricultural non-print source model to estimate the input of phosphorus in Lake Victoria from rural catchments in Tanzania.
- The movement, habitat use, reproduction, trophic status and fishery of *Labeo victorianus* I Lake Victoria (Tanzania).

7.8.1: Challenges to the Riparian University

The challenges of this component are twofold. First, local communities should be involved in the design of research studies. Secondly, the component should provide feedback of their research findings to the local communities.

7.9: The Coordinating Secretariat

In ensuring project ownership by local communities as well as sustaining project activities, the secretariat has carried out community participation as follows:

- Local communities, NGOs and CBOs have participated in various workshops, seminars and meetings e.g. project inception workshop and project vision development workshop.
- Seminars for Members of Parliament, District Commissioners and District Executive Directors on the project were conducted.
- Awareness creation through primary schools competitions (songs, drama, poetry).

- Community involved in identifying and implementing 72 local demand driven micro-projects.
- Several pamphlets, leaflets and newsletters on various project activities have been distributed to local communities. Cinema and television programs focusing project activities were also shown/aired.
- Local communities have been involved in the integrated management plan for Kwibuse-Mwitore and Kirumi sub-catchments of lower River Mara watershed.
- Local communities were involved in the Project Vision Development.

7.9.1: Challenge to the Coordinating Secretariat

The foremost challenge for the Secretariat component is to ensure a successful implementation of the community participation strategy in all project components.

8.0: TOOLS AND APPROACHES TO COMMUNITY PARTICIPATION

8.1: Tools and Approaches to Community Participation

The methods/tools or approaches used to involve communities and individuals in the development projects or programmes do vary from individual to individual, programme/situation to programme/situation and according to the extent to which various prerequisites or determining factors are met. According to the Skokie Community Organization, there are several techniques available to make possible community participation. The most often used include:

a) Public Hearing

This is usually in the form of a meeting held before any judgment or decision on a particular issue is made. In short, public hearing is an opportunity for members of the community to give opinions on an issue This is the most structured and

formal method of participation mostly used in the latter part of the planning process after most information and comments have been gathered and considered by the project planners. This is a relatively good tool for eleciting commentary and considerations by elected and appointed representatives of the community and it gives the community's official stamp of approval of the plan. However, if not well veted and carried out the external agent or community official may use it for manipulative purposes.

b) Committee

This is a group of people in the community that deals with the planning of the project from conception to implementation or completion. It usually consists of volunteers or appointees who work together with village members and officials. This can be a very useful tool because committee members usually develop a high level of investment in the project. It is therefore imperative to make sure that a committee has high levels of representation of the residents and interest groups from the community. Individuals who are not in the committee can and should voice their views through the committee.

c) Focus/Advisory Groups

This is a group of community members similar to the committee, but unlike a committee that meets regularly during the entire length of the process, each focus group meets only once at the early phase of the process. The focus group is a good method of promoting dialogue between different groups in the community to identify issues and concerns towards establishing goals and objectives of the plan.

d) Charette

This is a multi-meeting intensive collaborative effort involving community members, village staff and officials to create a detailed design plan for a specific area. They address and suggest solutions for specific problems in a short period.

Such processes usually result in comprehensive physical plans for designated areas. The Charette is one of the fastest and best methods of developing a consensus among various individuals and community groups.

e) Surveys

These are used to get responses/ideas or people's opinions on certain issues. They are of three principle types namely: mail, telephone and face-to-face (in person) interviews.

f) Electronic Communications

This includes use of web sites, e-mail and cable television. These have recently become not only common but also very useful tools or methods for local governments (in areas accessible to this type of communication) to communicate with citizens. Information regarding planning can be put in the web site or broadcast on cable access channels with citizens/community members posting questions and/or comments directly to a site or responding by e-mail.

8.2:   Specific Methodologies

Some of the specific methodologies or activities used to involve people in the project cycle include the following:

a. **Participatory Rural Appraisal (PRA) and Rapid Rural Appraisal (RRA)**
   These are approaches which provide project planners and implementers in all fields of development activities alternative methods for collecting information needed to plan activities. Under these approaches, local people play a leading role in assessment of the situation, collecting and analyzing the information, monitoring and evaluation that lead to a 'process of participatory', and bottom-up planning. The PRA and RRA tools for research include; transect walk, Venn diagram, pair-wise ranking, survival (wealth ranking) survey,

triangulations, mapping, sorting, semi-structured questionnaires, ranking, sorting, case studies and time lines.

b. **SARAR: Self esteem, Associative strength, Resourcefulness Action planning and Responsibility**

This participatory approach, geared specifically to the training of local trainers/facilitators, builds on local knowledge and strengthens local capacity to assess, prioritize, plan, careate, organize, and evaluate. SARAR's purposes are to (i) to provide a multisectorial, multilevel approach to team building through training, (ii) encourage participants to learn from local experience rather than from external experts, and (iii) empower people at the community and agency levels to initiate action.

c. **Participatory Learning Development (PLD)**

This is a process that creates awareness through meetings, workshops and seminars where communities are involved in problem identification, planning, implementation, management, monitoring, evaluation and reporting. Communities' also decide on the mode of participation to solve a particular problem.

d. **Conscientization:**

This is an awareness creation process. In the conscientization process people are expected to achieve a deepened awareness of the reality that shapes their capacity to change that reality. This process of conscientization should be continuous throughout programme planning, implementation and evaluation in order to ensure sustainability.

e. **Group mobilization, formation and organization**

Group formation and organizations are the key tools for enhancing local community's participation in various activities. When communities consider

themselves to be members of the group, they are able to collectively achieve their objectives and work hand in hand with development agencies/projects. Evidence indicates that working with well-organized groups, the extension services can be doubled and cost for implementation reduced.

f. **Gender mainstreaming**

This is a technique whereby the roles and responsibilities of gender groups in the society are taken into consideration. This aspect allows for heterogeneous composition of community members (men, women, youth, children) to take part in development activities.

g. **Action Research**:

It is a research method, which brings participation together with the knowledge of both the local communities and the experts on which decisions basing on both parties are made.

h. **Community Representation**

Under this aspect the need to draw the key actors from various institutions for implementing various activities is important (governments, local communities, NGOs, CBOs and private sector such as business community).

i. **Beneficiaries Assessment (BA)**

Beneficiaries Assessment is a systematic investigation of the perceptions of beneficiaries and other stakeholders to ensure that their concerns are heard and incorporated into project and policy formulation. BA's general purposes are to (i) undertake systematic listening to 'give voice' to poor and other hard-to-reach beneficiaries, thereby highlighting constraints to beneficiary participation and (ii) obtain feedback on development interventions.

j. **Appreciation Influence Control (AIC)**

This is a workshop based technique that encourages stakeholders to consider the social, political, and cultural factors along with technical and economic aspects that influence a given project or policy. AIC helps workshop participants identify a common purposes, encourages to recognize the range of stakeholders relevant to that purpose, and creates an enabling forum for stakeholders to pursue that purpose collaboratively. Activities focus on building appreciation through listening, influence through dialogue, and control through action.

9.0 OTHER ESSENTIAL ISSUES TO CONSIDER IN COMMUNITY PARTICIPATION

Several other issues and factors that should be mainstreamed and considered in the LVEMP Community Participation Strategy:

a) **Partnership and Coordination**

Partnership and coordination at all administrative levels is of crucial importance. Local government should take the lead at all levels. To that effect the specific government levels and the donor community or development partners should play specific roles as follows:

i) Village Government

The village government through its various committees should ensure the following:

- Ownership and control of resources;
- Monitoring and evaluation of project activities;
- Full community participation in the project activities;
- Establish reporting and feedback mechanisms;
- Conflict resolution.

ii) District Council

The District council should ensure the following:

- Provide technical support;

- Ensure proper coordination and control of resources;

- Coordinate all projects in the district;

- Monitoring and evaluation of project activities;

- Reporting and put in place feedback mechanism;

- Conflict Resolution;

iii) Development Partners

These should ensure or provide the following:

- Provide technical and financial support;

- Monitoring and evaluation of project activities;.

b)   Regulatory and Institutional Framework

It is also important to put in place specific laws, rules and regulations governing the behaviors and areas of jurisdiction and authority of each of the participating partners.

- Village governments should put in place and enforce by-laws for community participation that are to be approved by the District Council.

- By-laws should be consistent with main laws/national legislation.

- Implementation of laws in the project area should be uniform.

A suggested institutional framework through which community participation and development projects should be initiated and implemented starting from the bottom levels of society is provided in Figures 1 and 2 below. The choice of either of the two is left to the respective components, as they deem appropriate.
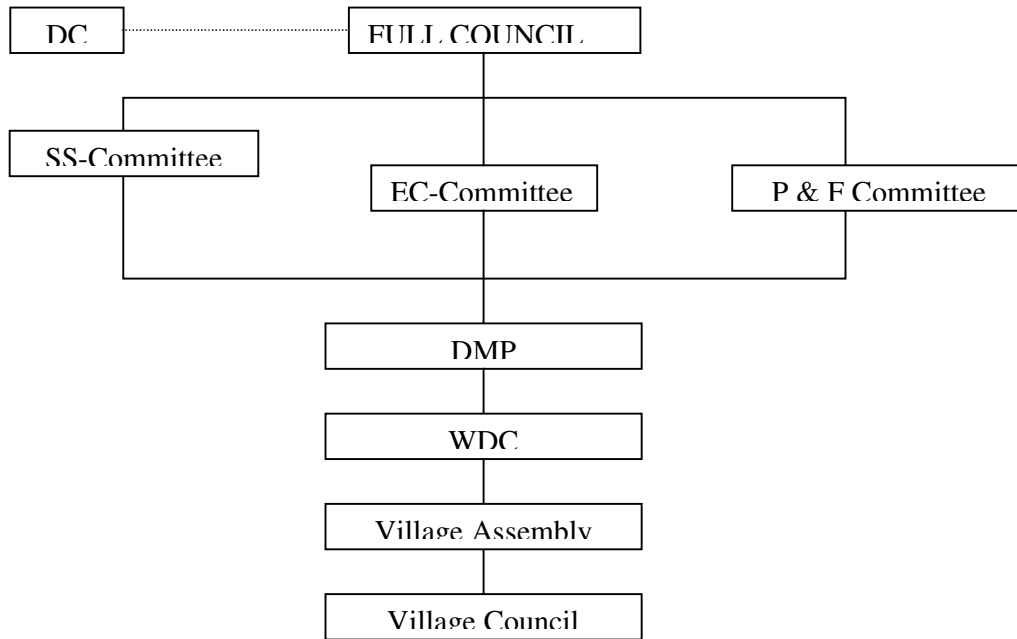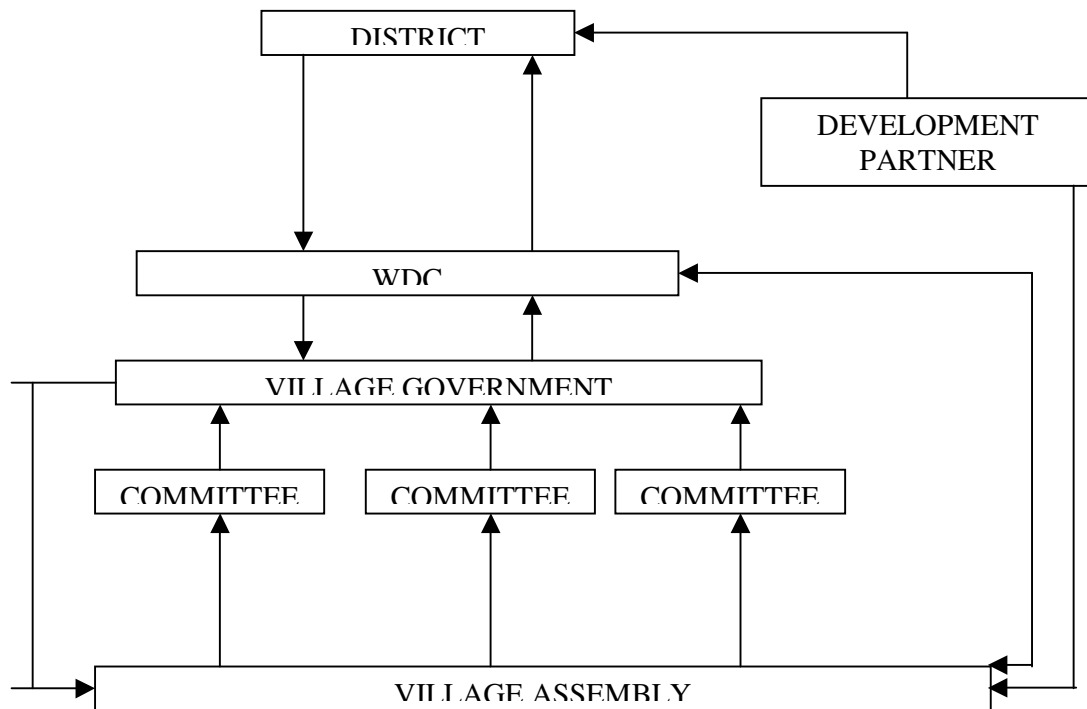
Fig 1: Institutional Framework I

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Fig 2: Institutional Framework II

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c) **A ssessment, Monitoring and Evaluation**

An independent body including DED, Councilors, Community leadership, Community Development and District Planning Officer should be entrusted with this task and should be mainstreamed within the project.

- Monitoring should be internal and done at a reasonable time frame (preferably every six months).
- Monitoring and evaluation should put into consideration and overall project indicators should be adhered to as succinctly provided in the CPGL document (p.25 item 3.7.2.1).
- Feedback of the evaluation should be given to the beneficiaries. It is also important that each project or LVEMP component and sub-component should establish monitorable indicators to be used in the monitoring and evaluation of its community participation strategy.

The criteria for indicators should include target group, location, quantity, quality and time. Where possible a success criteria matrix worked out from the action plan should be put in place.

d) **Sustainability**

Long time sustainability of the project can only come about if the communities' involved feel satisfied and convinced that they own the project. Much more important in this regard is if they have any real benefits accruing from their involvement in the project activities. To that effect it is advised that a mechanism tying or linking micro-projects to a community's participation and/or implementation of the LVEMP projects be put in place. Micro-projects should go to communities that demonstrate their commitment and actual participation in implementing the latter's activities.

10.0 SUCCESS FACTORS FOR COMMUNITY PARTICIPATION

Drawing from what has been outlined in the preceding three sub-sections it is now apparent that participation or lack of it is a function of the following important factors:

1. Participation or the lack of it is a function of whether people are or not aware of and concerned about a particular issue or project. Where awareness and concern are high, it is generally much easier to stimulate participation. In this case there is need for community members to hear in advance about the projects, program or plan and know that they are invited to participate in meetings and activities.

2. Individuals and community capacity in terms of skills and resources for community participation and management of the project.

3. Adequate incentives available for individuals to participate and the government and external agencies to provide assistance.

4. Adequate regulatory and institutional arrangements and/or framework providing for community participation as well as machinery through which this can be done. There should thus be appropriate processes in operations and maintenance, which must be institutionalized within the community.

5. Cooperative organizational relationships through which individuals and groups can participate in the planning and managements of the project must also be developed.

6. There must be appropriate and efficient technology to manage the project effectively.

7. There must be an effective system of coordination, monitoring, evaluation and feedback.

11.0 OVERCOMING BARRIERS AND RESISTANCE TO COMMUNITY PARTICIPATION

While it is a good idea that people should be free to decide and choose whether or not to participate, there are times, however, when people genuinely want to participate but are unable because of certain barriers. Knowledge of these barriers as well as ways to overcome them can yield very useful fruits. The most common barriers in this case include the following:

1. Limited physical access to meeting sites/areas.

2. Cultural limits to mobility and participation as for example women in traditional African societies, castes, structure, age etc.

3. Time constraints.

4. Social responsibilities such as caring for children, animals, jobs etc.

5. Prohibition of certain family members to participate e.g. husbands may initially object to their wives participation especially when tangible benefits are not anticipated.

6. Individual perceptions that the meeting are for other people especially if the individual has never been invited to participate in community meetings or has been actively discouraged from doing do.

7. Opportunity, costs of participation - - i.e. "if I attend this meeting I will miss doing something else that might be more beneficial to me or my family".

8. Low self – esteem - - i.e. feelings like "I have nothing to contribute".

9. Lack of identification with other participants i.e. "my needs are different and they wouldn't be understood".

10. Fear of group process e.g. fear to speak in front of a group of other people, village meeting etc.

STRATEGIC ACTION PLAN

Component/Sub-component	Strategy	Specific Actions	Indicators
Coordinating Secretariat	Coordinate implementation of the Community Participation Strategy	• Facilitate effective implementation of the strategy by components • Conduct training on tools for community participation • Convene workshops and seminars with local government leaders and communities • Train Local communities on the Micro-projects guidelines • Develop a Memorandum Of Understanding (MOU) between LVEMP and respective local government authorities • Develop guidelines for mainstreaming gender roles	• Implementation reports produced • Increased participation by communities • A number of communities trained on participatory tools • A number of communities and other stakeholders attended seminars and workshops • A number of communities trained • An MOU prepared and adopted • Guidelines prepared and adopted
	Internalize the Micro-projects guidelines to local government authorities		
	Mainstream gender roles in LVEMP	• Prepare a coordinated plan on information dissemination • Identify areas for networking	• Dissemination plan prepared and implemented • Areas for networking identified • Operational information networking
	Disseminate information on community participation		
	Promote networking and frequent exchange of information among different actors in the basin		

Component/Sub-component	Strategy	Specific Actions	Indicators
Fisheries Management	Resolve conflicts in the fishing industry e.g. large-scale fishers vs. artisan fishers in rich fishing ground	• Prepare a full fledged package for conflict resolution	• Reduced number of conflicts • A document on conflict resolution prepared
	Strengthen and build financial capability of BMUs	• Facilitate consultations and dialogue between BMUs and respective District Councils to allow BMUs to become agents for revenue collection • Training BMUs on entrepreneurship, data recording and enforcement of regulations • Facilitate formation of cooperatives, savings and credit systems • Ensure availability of necessary working tools • Accommodate BMUs in the fisheries legislation	• Report on BMUs financial status • A number of active cooperatives, savings and credit systems formed • A number of BMUs acting as agents for levy collection • Fisheries Legislation recognizing BMUs as legal entities • Necessary working tools put in place
	Strengthen the link between Fisheries Research and Fisheries Extension	• Convene a meeting between Fisheries Research and Fisheries Extensions	• A number of meeting held • Recommendations implemented

Component/Sub-component	Strategy	Specific Actions	Indicators
Fisheries Management **(Cont)**	Improve and maintain Fish Quality and Safety Assurance Standards (FQSAS)	• Train fisher folks, BMUs and fish processors • Educate and encourage fisher folk on value added techniques to fishery products • Introduce Conservation Management Units (CMUs) to other satellite lakes and strengthen the existing ones	• A number of people trained on FQSAS • Reduced post harvest losses • A number of CMUs formed • Report on CMUs financial status • A number of active cooperatives, savings and credit systems formed • A number of CMUs acting as agents for levy collection • Fisheries Legislation recognizing CMUs as legal entities • Necessary working tools in place
	Improve management of satellite lakes		
	Control use of illegal fishing gears and encourage better fishing methods	• Facilitate availability of legal and improved fishing gears • Train fisher folk on better fishing methods and impact of illegal fishing gears.	• Increased number of legal fishing gears • Illegal fishing minimized

Component/Sub-component	Strategy	Specific Actions	*Indicators*
Fisheries Management **(Cont'd)**	Extend and improve fish farming	• Identify potential areas for fish farming • Provide adequate and quality fingerlings • Train fish farmers on proper pond management • Establish community hatcheries	• A number of potential areas identified • A number of farmers trained • A number of quality fingerlings distributed • A number of community hatcheries established
	Ensure peace and security to fishers	• Facilitate formation of vigilant groups to control theft and piracy	• Number of vigilant groups formed
	Strengthen extension services	• Improve manpower development • Ensure availability of physical infrastructure and working tools	• Increased number of extension staff • A number of trained staff increased • A number of physical infrastructures established
Fisheries Research	Strengthen the link between Fisheries Extension and Fisheries Research	• Convene a meeting between Fisheries Research and Fisheries Extension • Workshops to establish modalities for communication linkage between Fisheries Research and Extension	• A number of meetings held • Recommendations implemented • Report on areas for linkage produced

Component/Sub-component	Strategy	Specific Actions	Indicators
Fisheries Research (Cont'd)	Create awareness to the communities on the importance of research and strengthen the feedback mechanism	• Prepare an awareness campaign program • Establish an effective feedback mechanism • Establish community based hatchery centers	• An awareness document produced • A sustainable feedback mechanism established • A well defined outreach system in place • Fish farmers satisfied with quantity and quality of fingerling • A number of hatcheries established
	Ensure availability of adequate and quality fingerlings	• Prepare a comprehensive and user friendly fisheries database plan	• A well and coordinated database system in place
	Enhance fisheries database mechanism	• Involve communities in designing, implementing and evaluation process	• Communities awareness on research and development • Report on community based research
	Enhance developmental research with the communities		

Component/Sub-component	Strategy	Specific Actions	Indicators
Water Hyacinth Control	Ensure sustainable management of weevil rearing centers	• Establish a community based mechanism for management of weevil rearing centers	• A mechanism put in place
	Control water hyacinth infestation in other water bodies in the basin	• Establish weevil-rearing centers in other water bodies e.g. satellite lakes, dams, rivers and ponds.	• Community weevil centers in place
	Build capacity on weevil rearing and distribution	• Train local communities on weevil rearing and distribution • Facilitate availability of essential tools	• A number of trained community members • Number of facilities and working tools made available • Positive attitudes achieved
	Control spread of water hyacinth by human being	• Create awareness on quarantine regulations	• A number of local communities trained
Soil and Water Conservation	Operationalize the national water hyacinth surveillance system Create awareness to communities on the importance of soil and water conservation	• Train communities on how to operate the system • Prepare an awareness campaign program • Establish an effective feedback mechanism	• An awareness document produced • A sustainable feedback mechanism established

Component/Sub-component	Strategy	Specific Actions	*Indicators*
Soil and Water Conservation (Cont'd)	Strengthen catchments management committees	• Impart leadership skills to committee members • Facilitate communities to formulate land use plan	• Training/workshop reports. • Land use plans prepared
	Replicate soil and water conservation methods to other areas	• Train farmers on soil and water conservation techniques	• Number of people trained • Number of farmers who adopted the technique
	Impart knowledge on proper handling and disposal of agrochemicals	• Conduct training on proper handling and disposal techniques	• A number of communities trained
Wetlands Management	Create awareness on the importance of wetlands	• Conduct meetings and workshops	• An awareness document produced • A number of video films, reports, posters and brochures produced
	Improve management of village wetland areas	• Formulate and implement community-based wetland management plans	• A number of management plans put in place
	Extend management to non-fringing wetlands	• Rapid assessment of non fringing wetlands • Prepare and implement management plans	• Report on rapid assessment produced • Management plans put in place

Component/Sub-component	Strategy	Specific Actions	Indicators
Wetland Management (Cont'd)	Formulate/develop wetland policy	• Seek and incorporate views from stakeholder • Draft the wetland policy • Seek government consent	• Report on views produced • Policy document put in place • Approval received
Catchment Afforestation	Create awareness to communities on the importance of conserving forests and tree farming	• Prepare an awareness campaign program • Establish an effective feedback mechanism	• An awareness document produced • A sustainable feedback mechanism established
	Replicate commercial nursery and community based natural forest management techniques to other areas in the basin	• Identify potential areas for natural forest conservation and tree farming • Prepare and implement plans for natural forest conservation and commercial nursery establishment	• Number of conservation areas and hectarege of planted trees increased • Increased number of people engaged in afforestation activities • Management plan in place
	Improve survival rate of planted trees	• Develop a package for improvement of tree survival rate • Close monitoring of planted trees	• Package developed • Survival rate of planted trees increased
	Establish locally based seed and seedling production system	• Train and encourage communities on local seed and seedling production	• The system developed and operational

Component/Sub-component	Strategy	Specific Action	Indicators
Water Quality & Ecosystem Management	Create awareness to the communities on importance of research and strengthen feedback mechanism	• Prepare an awareness campaign program • Establish an effective feedback mechanism	• An awareness document produced • A sustainable feedback mechanism established
	Improve linkage between research (monitoring) and end user of information	• Convene a meeting between research (monitoring) and information end users	• A number of meetings held • Recommendations implemented
	Improve public health and sanitation of shoreline settlements	• Establish linkage with the health sector • Prepare community based plans for improvement of public health and sanitation	• A number of meetings held and reports prepared • Public health and sanitation plans prepared
	Build manpower capacity	• Train and recruit more personnel to enhance community participation	• A number of staff recruited • A number of staff and communities trained

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