

## 4. PREPARING FOR ANNUAL COMPREHENSIVE PLANNING (ACP)

### 4.1 Introduction

This chapter provides you with guidelines on how to prepare yourself for the second phase of CPDP, the annual comprehensive planning (ACP) phase. The chapter gives directions for:

- The creation of interest and support
- Formal endorsement of the ACP process
- Getting the District Facilitation Team organised
- Selecting villages
- Preparing the ACP work plan and budget
- Preparing the district planning guidelines

### 4.2 Creating awareness, support and commitment

CPDP will only be possible and effective if the main actors such as the Council, district staff, NGOs and villagers are aware of the process and see enough benefits to support its implementation. CPDP is sometimes a new concept in the district. It is therefore important to sensitise – prior to execution – the main actors at district, ward and village level on the steps of the CPDP process. This will help to create a supportive political and administrative environment.

Raising awareness is a first step in a change process to move from traditional top-down planning instructions to a more bottom-up participatory planning approach such as CPDP. For many organisations and development planners this can be a fundamental change, and will take time to materialise. Awareness raising will be most effective if it brings across the specific benefits of CPDP to the various district levels and actors. Yet, this should be balanced by also mentioning the limitations of CPDP (refer also to Box 1).

Sensitisation can be done through a combination of written materials and through meetings targeting specific actors. You may also consider organising a short exposure visit to a near-by district or to NGOs that have successfully implemented CPDP already. Real life examples, if successful, are very motivating. Councillors, key district staff and members of development clusters and DAC may particularly benefit from such visits. If funds permit, such should also be considered for village leaders.

An important step to enhance mutual understanding between various agencies about CPDP is to do a comprehensive review of existing planning experiences, both positive and negative. Has participatory planning already been implemented in the district and has it been used by certain departments or agencies (e.g. planning land use management, water and sanitation or agriculture)? What methods have been used and what can be learnt from these experiences? Who has been involved in these activities; have they been trained and can they maybe train others? All these questions, discussed with the various agencies will help to create a common understanding of the current practices, successes and failures and to agree on improved district-wide comprehensive planning modalities which are, by and large, accepted and adhered to by the various development agencies.

If time and resources permit, consider organising a one-day interactive workshop for important stakeholders such as the DMT members, councillors, NGO managers in order to develop a deeper understanding of CPDP and their specific roles and responsibilities in the process. The main issues that should be on the agenda for such a workshop are:

- Presentation of the review on current planning practices among different agencies (SWOT).
- The CPDP approach, its steps and processes and its role in linking village priorities, district policies and national development priorities, sector wide programmes, etc.
- Limitations of conventional planning approaches.
- Advantages and limitations of PP and PRA and the O&OD planning approach.
- The specific roles and responsibilities of the key stakeholders: heads of departments, village governments, members of development clusters and DAC, councillors and NGOs.
- Implementation and operational issues: timing of the process, formats to be used, participation of civil society and private sectors in the planning process, etc.

Provide plenty of opportunities to those attending the workshop to comment, give suggestions, and discuss the various issues raised. This will help to increase their understanding and interest in CPDP. Experienced staff from sector departments and NGOs exposed to CPDP can help to facilitate such a workshop. Costs can be minimised by having such

a workshop in conjunction with a Full Council meeting.

### 4.3 Endorsing the district ACP

As in any other local government facilitated activity, ACP must be formally accepted and endorsed. Authorisation often takes the form of a specific policy decision by the Full Council after necessary preparatory work is done. It is important that the Full Council confirms the importance of ACP as the central approach to development planning in the district. In addition, the Full Council should endorse the organizational and institutional arrangements related to the successful implementation of CPDP (see Box 12).

#### Box 12: Authorisation of ACP: main areas of attention

- Main aspects of ACP in terms of timing, available resources, budget allocations, coverage of district, villages, etc.
- The importance of the outputs, the village and district development plans in relation to priorities identified by the National Government and available resources.
- Modalities of collaboration between various stakeholders.
- Mandates and responsibilities of various stakeholders.
- Mandate, responsibilities and composition of DFT and VFT.
- Mandate, responsibilities and composition of DCs.
- Mandate, responsibilities and composition of DACs.
- Mandate, responsibilities and composition of additional (ad-hoc) planning (steering) working groups.

### 4.4 Coordination and collaboration between stakeholders

Most districts receive support from various agencies such as donors, NGOs, and churches. While abundant financial and technical support may be available, collaboration between the various agencies is often minimal or, in some cases, absent. Some agencies may have already carried out participatory planning in their operational areas, while this information is not used in overall district planning. Improved coordination is therefore a challenge and CPDP offers unique opportunities in this respect as discussed to some length in Chapter 2.

An important step to enhance mutual understanding between various agencies about participatory planning is to do a joint review of existing planning experiences, both positive and negative. Has participatory planning already been implemented in the district, e.g. in planning land use management or in water and sanitation or agriculture? What methods have been used and

what can be learnt from these experiences? Who has been involved in these activities? Have they been trained and can they perhaps train others? Discussing these questions with the various agencies will help to create a common understanding of the current practices, successes, and failures and arrive at district-wide comprehensive planning modalities which are, by and large, accepted and adhered to by the various development agencies. Collaboration between agencies involved in development can be further strengthened by following the suggestions in Box 13.

#### Box 13: Strategies for strengthening inter-agency collaboration

- Build goodwill and trust through personal and organisational competence.
- Maintain transparent and open communication. Share information on all relevant issues such as budgets, funding requirements, available funding opportunities (sector wide programmes and baskets).
- Bring in competent staff of development programmes and NGOs into facilitation teams.
- Organise frequent coordination meetings for all stakeholders.
- Facilitate joint supervision visits to the village.
- Take initiative to visit new agencies and programmes, and acknowledge and appreciate their contributions and successes. Inform them on existing planning approaches and modalities of the district and invite them to participate. Explain procedures, formats and lessons learnt.
- Provide copies of all relevant documents: SDDP, village and district development plans, district policies and guidelines.

As much as it is important to establish good personal collaboration and cooperation, this should be supported by appropriate organisational and institutional structures for effective collaboration such as the DCs and the DAC (see Chapter 2). If these structures are not yet established in your district, then put your energies to launch these and to get the support of all stakeholders. It might be a worthwhile investment to visit a district where these structures are working well.

### 4.5 Organising the District Planning Facilitation Team

Once the decision to go ahead with ACP in the district is taken, the next important decision is to agree on the formation of the DFT. This is elaborated in Chapter 2.

The implementation of ACP however requires the active involvement of more actors than just the DFT. Different actors have important roles to play ranging from technical preparation of specific

sector plans to authorisation of consolidated annual plans. Table 4 provides you with an overview of various actors and their specific responsibilities that you may adopt for your district. Whatever division of tasks you agree upon, make sure it is clear to all the actors involved.

**Table 4: Actors and their core responsibilities in ACP**

Actor	Core Responsibilities
DED	Supervision of ACP, facilitation of decision making in DMT and Full Council.
DPLO	Coordination of ACP, formulation of general planning time frame and guidelines, contact and information point for ACP, advice to the FC.
DFT	Facilitation of stakeholders for ACP implementation, communication, dissemination of information and ACP outputs, liaison with all stakeholders, coordination, training, backstopping and supervision of primary ACP trainers and facilitation teams.
Heads of Departments	Formulation of sector specific planning guidelines, preparation and consolidation of sector plans and budgets, technical appraisal of VDPs.
DCs	Technical appraisal of sector plans and proposals, consolidation of cluster development plans and budgets, monitor implementation of cluster development plans and budgets, cluster data collection.
DAC	Comment on the ACP process and the annual CDDPs.
Councillors	Policy setting for ACP, support to planning at ward level, communication of planning results, final decision making on district policies, and district development plans.

Be aware that the role of the councillors is rather complex and that they often wear at least ‘two hats’. Usually they are present during village participatory planning meetings. At the same time they chair the WDCs and, as legislators of district policies, they are also called to approve or disapprove the SDDP and the CDDP. Many councillors need a concerted capacity building support programme to fulfil these multiple roles as elaborated in Chapter 10.

#### 4.6 Selection of villages for ACP

Village planning is done in a 3-year cycle as discussed in Chapter 2. In year 1, planning involves a detailed situation analysis as a basis for a 3-year indicative Village Development Plan with an elaborate annual plan for the first year. During year 2 and year 3, implementation of the previous year’s annual plan is reviewed, resulting in possible changes to the next year’s indicative plan and operational planning. These subsequent planning

exercises are much less intensive than that of the first year.

Such a planning cycle should and cannot be initiated in all villages in one year, as it will not be feasible logistically and financially. It is realistic to plan for having all villages covered in a 3-year period, which means that only one third of the villages will undertake the intensive planning exercise in the first year, the next third in the second year, and the last third in the third year.

As time goes on and villages gain substantial experience in participatory planning, they can do the planning themselves and request for outside facilitation as and when needed (rather than be selected by the district to undergo a planning session). This will certainly increase village ownership of the planning process, resulting in better VDPs and improved implementation. The fact that the village is able to organise the VC meeting and request the district for assistance is a good indicator of its commitment and leadership.

#### 4.7 Timing of the planning process and work plan preparation

One of the first tasks of the DFT is to prepare a detailed and concrete work plan with realistic time frames for implementing the ACP. Make sure you take into account the tasks and responsibilities of each of the important actors as described in Table 4. The DPLO as coordinating officer ensures that the work plan is properly prepared and that all activities are executed in time. Give specific attention to timing of the preparation of the VDPs and the consolidation into the annual CDDP. An example of main activities for the preparation of VDPs and the CDDP, and timing them throughout the year, is provided in Table 5.

Ideally, timing of ACP should be harmonised with the financial year of the government which is from July to June (Table 5). Preparation of planning guidelines and training of the district and village teams should not start later than December so as to complete the actual village planning in the period January to March. This will give ample time to consolidate the CDDP and to get it approved by the respective committees before July. However, the actual village planning coincides with the main agricultural season in many parts of Tanzania. It is important to schedule the village planning in such a manner that optimal participation of both men and women is guaranteed.

**Table 5: Timing of ACP through the year and related main activities**

Months/ Financial Year	Planning, Implementation, M&E Annual ACP	Main Activities for Work Plan		Main Actors involved
		PP in selected villages *	Revision VDP in selected villages **	
December		Awareness raising Preparation of district planning guidelines (Re-)Training of DFT (Re-)Training of VFT		DPLO Dev. Clusters, DPLO, DED, FC Outside trainers DFT (+ outside help)
January		Facilitation of village planning Advice WDC		DFT, VFTs, Village governments DFT, WDC
February		Approval of VDPs		Village assembly
March		Consolidation of VDPs by WDC		DFT, WDC
April/ May		Development of comprehensive district development plan (CDDP) Advice DAC/RAS Approval CDDP by Standing Committees, FC		Development Clusters, Sector Departments, DPLO, DED DAC, RAS Standing Committees, FC
June		Approval CDDP by PO-RALG, sector ministries, donors		PO-RALG, Sector Ministries, Donors
July		Release funds Communication to villages of approved budgets Start implementation		Ministry of Finance, Donors DFT, VFT, Councillors All stakeholders.
August		Implementation, M&E, Reporting (continues until June the next year)		All stakeholders according to defined and approved work plans
September				
October				
November				
*		Extensive participatory planning at the village to be carried out only in a limited number of selected villages depending on planning and financial capabilities; to be repeated in 4 <sup>th</sup> plan year.		
**	Revision of annual village work plans to be carried out in year 2 and 3 after extensive PP in year 1.			

It is crucial that the period between the actual village planning and allocation of funds and start of implementation should be as short as possible, preferably not exceeding 3 months. If longer, people will loose interest and become de-motivated.

### 4.8 Budget for ACP

After elaboration of a work plan, a specific annual budget has to be prepared and agreed upon to be able to implement ACP. Costs for ACP can be considerable and the entire funding may not be available within the Council’s revenue. Additional funds from donors might be needed. Whatever budget is required, it is important to try to keep the budget as realistic as possible. In practice this mostly means cutting proposed budgets so as to make the overall budget more cost efficient and to constantly set new budget priorities.

Some suggestions to keep the budget low are:

- Plan extensive facilitation of village participatory planning not at once in all villages, but in a staggered manner, covering all villages in 3 to 4 years. Such a staggered approach will also improve quality, as in-house expertise on planning is slowly built up.
- Rely on existing PRA studies and village plans. Avoid doing an extensive participatory planning

exercise if this has already been carried out through another agency.

- Make sure that preparatory work is carried out prior to the start of the actual village participatory planning. VEOs and Village Standing Committees can for example collect baseline & PRA information prior to participatory planning. This will reduce the planning days and therefore the costs.
- Sub-contract the training and facilitation of participatory planning to NGOs that are already operating in the location.
- Look for additional resources elsewhere, through the Local Government Reform Programme or with NGOs.
- Try to link-up with regular planned activities and meetings paid for by other budgets.
- Limit the number of non-productive (sensitisation) meetings.
- Make use of local or regional trainers in order to reduce transport costs.
- Make use of local (village) accommodation and prevent organising seminars at (semi)-urban centres.

An annual budget format for ACP implementation is provided in Table 6. The number of district and village facilitators is left to your discretion and will largely depend on available funds for CPDP.

**Table 6: Example budget format CPDP**

<i>District example size: 90 villages</i>	Year 1	Year 2	Year 3	Total	%
Awareness raising councillors & stakeholders once	728,500	-	-	728,500	1%
Training district facilitators 10 people once	4,129,200	-	-	4,129,200	6%
Selection village facilitators 6 per ward/year	228,000	228,000	228,000	684,000	1%
Training village facilitators for 6 wards/year	3,852,900	3,852,900	3,852,900	11,558,700	16%
Facilitation in selected 30 villages/year	15,109,500	15,109,500	15,109,500	45,328,500	63%
Training assessment/review planning in selected villages	-	890,300	890,300	1,780,600	2%
Facilitation in selected 30 villages of assessment/review	-	1,695,000	1,695,000	3,390,000	5%
Ward development compilation in 6 wards/year	120,600	120,600	120,600	361,800	1%
Comprehensive district development plan on yearly base	1,387,000	1,387,000	1,387,000	4,161,000	6%
<b>Total</b>	<b>25,555,700</b>	<b>23,283,300</b>	<b>23,283,300</b>	<b>72,122,300</b>	

Note: A detailed operational budget is provided on the CD-Rom.

Instead of making a 1-year budget it is recommended to make a 3-year budget to express the shifting focus and anticipated reduction in budgets over the years as follows:

- Year 1: Training of DFT, training of VFT, intensive on-the-job coaching of VFT by DFT in village PP.
- Year 2: Follow-up training of DFT and VFT, reduced on-the-job coaching of VFT by DFT.
- Year 3: Refresher workshop by the district team for VFT members.

Make sure that both the work plan and the proposed budget are not too ambitious. For example, trying to cover too many villages at once with an extensive PP exercise will result in a very tight and rigid schedule, which might not be realistic. Moreover, you run the risk that facilitators are over-stretched and that the quality of training and village participatory planning is reduced.

#### 4.9 Preparing of planning guidelines

Preparing clear planning guidelines concludes the main preparatory activities for village and district planning. Producing clear planning guidelines and disseminating these to all stakeholders concerned, particularly the villagers, prior to the start of the actual planning process is essential. It provides the necessary context, priorities, standards, and budget opportunities and limitations.

A starting point for the annual budget guidelines are the guidelines issued by PO-RALG and sector ministries early in the planning cycle. These need to be consolidated with priorities as elaborated in the SDDP (refer to Chapter 3) and 'translated' into practical and understandable guidelines to be used in preparing village and district plans. Translate the guidelines into Ki-Swahili for better understanding

by the village government and the wider public, and make sure they are distributed to all concerned in time.

Practical suggestions for preparing district planning guidelines are presented in Box 14. A number of them will also be used for setting the criteria for assessment of VDPs (refer to Chapter 6.3.1).

One of the difficulties you will face is collecting all relevant information on planning and funding before actual village participatory planning starts, i.e. in January. The only solution is to start requesting this information early – not only from sectoral ministries, PO-RALG, but also from donors, NGOs and other local stakeholders active in your district. If financiers are not able to give firm commitments, request for indicative figures – and mention this in your planning guidelines (to avoid disappointment afterwards).

Finally, before you really engage in the actual planning and start training facilitators and visiting villages, consider carefully the potential 'pitfalls' of ACP given in Box 15.

### Box 14: Suggestions for preparing district planning guidelines

- Make an overview of all funding sources for development activities of your district. Place this information in a table, using a format with the following columns:
  - ‘source of funding/name of programme’;
  - ‘indicative ceiling in Tshs’;
  - ‘conditions for use’.

Take the time to be as comprehensive as possible, by including funds from district’s own resources, central government, donors, NGOs, other local development stakeholders etc.
- Determine which funds are available for village level planning and which for district level planning (Indicative Planning Figure: IPF):
  - For some funding sources, central government allocation levels and ceilings are specified. (e.g. at least 50% of the grants that replace abolished sources of revenue should be allocated to village councils; at least 50% of the capital development grant from the Local Government Support Programme should be made available to villages; at least 40% of the LGSP capacity building support grant should benefit villages). But the council will need to determine whether allocation formulas and access criteria are needed: will the funds be divided equally over all villages, or will they be divided proportionate to, for example, population size; will all villages benefit from these grants, or should minimum access criteria be in place? If funding originates from the central government, you need to prepare a proposal on this – in consultation with senior management – for presentation and final endorsement by the Full Council. If funds originate from- and is managed by NGOs/other stakeholders, then you need to consult with them to arrive at clear criteria and allocation formulae;
  - For other funding sources, such allocation levels and ceilings are not clearly specified. A case in point is funding from the council’s own sources (i.e. through revenue collection). As with the vertical allocation formulae described above, the full council needs to take a decision on this: how much funds will flow back to the villages, for what purpose and under what conditions.
- Translate above information into indicative planning figures for village and district level planning, with their specific requirements and conditions. If allocation formulas have been used, indicative planning figures will differ from village to village, and this needs to be specified.
- Formulate the general requirements for village and district level planning based on the guidelines in this publication. Include at least:
  - The principles of participatory planning (how should participatory village planning be conducted; who should be involved; what process and output (format) is expected);
  - The principles for consolidation at district level (what criteria will be used to assess village proposals; what criteria will be used to assess district level proposals; how should consolidation take place);
  - The timetable (with deadlines) and feedback/communication mechanism.

These planning requirements and procedures need to be discussed and agreed upon by the development clusters, the District Management Team and the DAC, and endorsed by the Full Council/Planning and Finance Standing Committee.
- Compile the district planning guidelines, e.g. using the following format:
  1. Introduction (why these guidelines, how to use them, who to ask for assistance);
  2. Main points from SDDP as framework for village and district level planning (strategic objectives & targets, priorities, indicators, conditions, assumptions and strategies for implementation);
  3. General guidelines for operational District Development Plan and annual Budget;
    - 3.1 Village participatory planning (guiding principles, methods, procedures, outputs);
    - 3.2 Preparing a comprehensive DDP (criteria for assessing village level and district level plans, methods and procedures for consolidation, output);
  4. External funding sources and requirements (what funds are available, under what conditions);
  5. Timetable and deadlines;
  6. Feed back, preparing for implementation;
  7. Signatories.

Annex. Standard Bills of Quantities for Common Infrastructure Works

### Box 15: Common pitfalls of ACP

- District and village plans are usually over-optimistic: stated activities exceed by far the human and financial resources available. Strict selection of activities in line with the priorities of the villages is crucial for a realistic plan.
- Development plans attempt to keep all stakeholders happy and therefore often lack focus, leading to support of non-relevant activities.
- The wheel is re-invented. Existing evaluation reports, review missions, SWAP documents, national policies, development statistics and other relevant literature are often not used as input to the planning process.
- The development plan has not changed anything. The implementation of the previous year's plan is not critically assessed and lessons learnt are ignored. If planning hasn't changed anything, it hasn't worked.
- Planning is sector department oriented. There is no coordination with other departments and NGOs, missing out the opportunity for synergy. This often leads to a waste of scarce resources.
- Planning fatigue of villages and staff due to undertaking more than possible.
- Sector departments insist on implementing the bulk of activities, while their human resources are a constraint. There is insufficient outsourcing to villages, the private sector and NGOs.
- Many proposed budgets are not cost effective and often proposed in order to complement salaries. This affects credibility of the planning process as a whole and deters potential donors.
- Consolidated sector plans often remotely represent VDPs.
- Participatory planning is rushed well beyond the pace and capacity of the village community.
- Planning becomes an acceptable excuse for non-action. Multiple planning requirements constrain practical implementation and monitoring.
- Development Plans are often not read and shelved even before the ink has dried as they are not realistic and irrelevant.





## 5. FACILITATING VILLAGE PARTICIPATORY PLANNING

### 5.1 Introduction

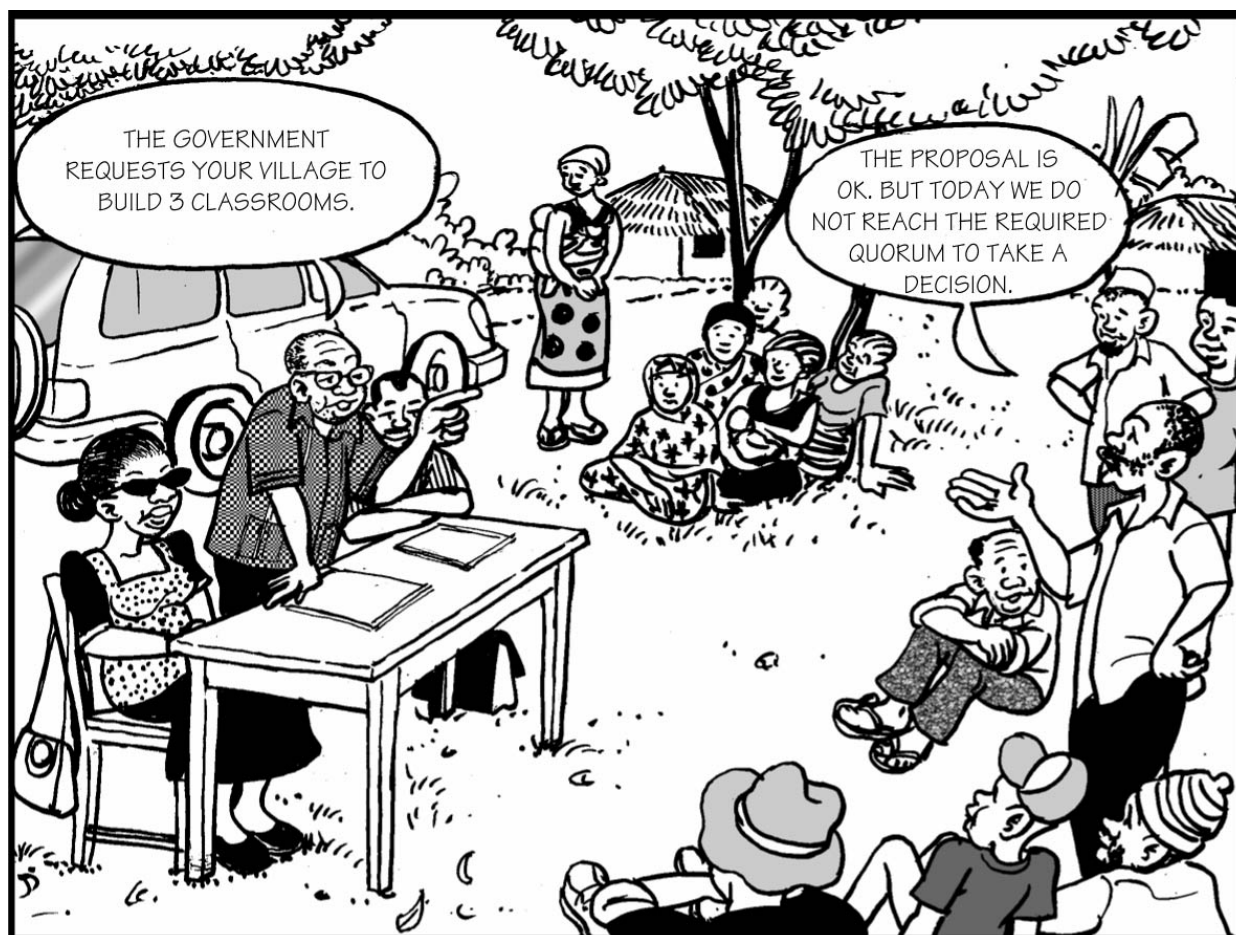
This chapter describes the actual planning process in the village and how to facilitate and support it to result in a village development plan. Particularly, the chapter helps you in:

- Short listing villages for participatory planning and dissemination of information and guidelines
- Clarifying village roles and responsibilities in planning, budgeting and re-planning, and ensuring adequate community representation.
- Timing the village planning and organising the first village meeting
- Taking stock of available information for situation analysis in a systematic way
- Making use of Participatory Rural Appraisal
- Using the Opportunities & Constraints format

- Facilitating the setting of village development priorities
- Establishing village development budgets
- Organising annual re-planning

Several village planning methodologies have been used in Tanzania. The Ministry for Local Governance (PO-RALG) promotes the Opportunities and Obstacles to Development approach (O&OD) as the national planning methodology.

This chapter helps you to well organise the O&OD process in the village. Chapter 5.5 and 5.9 are based directly on the O&OD methodology. For further information, please refer to the O&OD field manuals.



*The legitimacy of the participatory planning process depends entirely on the proper representation of the community. Government regulations require a quorum of 50% so that decisions of the village government or assembly are valid.*

## 5.2 Dissemination of information and guidelines

Inform villagers in time of the up-coming planning exercise. Make sure that an official invitation letter for participation is sent to the village government, with a copy to local NGOs and other village agencies and committees. You may use the village information (display) board to display the letter and other relevant information. Make sure a copy of the letter is also sent to the WDC. The letter should be signed by the DED and at least mention the following:

- Background and context with reference to previous VDP.
- The objectives of the participatory planning exercise for the village.
- The proposed timetable and the process foreseen in the village.
- The Village Planning Facilitation Team and its role (refer Chapter 2.6)
- Expected village participation.
- A request to make the necessary preparations, inform participants and provide for a local venue and possibly other resources such as refreshments and food.
- The planning guidelines (see Chapter 4.8) as attachment.

In informing the village, pay particular attention to all financial aspects of the VDP, such as funding priorities and opportunities, budget ceilings and limitations, and fund transfer modalities. Clarity on all these issues will prevent villagers from starting on a wrong footing. In terms of available development funding, the sector-wide programmes of education, health and agriculture are important. Villagers have to grasp and understand what these sector wide programmes have to offer and how they can benefit. Apart from specific information covering these issues in the planning guidelines, it is good to prepare leaflets with essential information on each sector wide programme and distribute them to all VEOs and WEOs.

Make sure that the information provided helps the proposed participants of the village planning exercise to understand what is expected from them and the ‘do’s and the don’ts’! This will help prevent “planning fatigue” (Box 16).

## 5.3 Community representation

The value and legitimacy of participatory planning depends entirely on the proper representation of the community in the process. Low turnout and

poor representation of the different village groups during meetings are a bad start and should be prevented. If this happens, it is a sign of poor communication or lack of community interest. Your guidance may be critical to ensure proper representation of various ‘social strata’ of the community. Care should be exercised to avoid government staff or influential political/business personalities dominating the planning process.

### Box 16: How to prevent planning fatigue

All of us have at one time or another been confronted with villages showing little interest in participatory planning. Villages may reject outright the idea of yet another planning exercise. Paying allowances is then the quick fix, but will it lead to good results? The reality in Tanzania is that all districts have conducted participatory planning in one way or another. Many villages have invested considerable time in the process. Unfortunately, many village plans that have been prepared are shelved, are of poor quality and are never implemented. No wonder there is planning fatigue.

Therefore:

- Always take the comments of the village seriously and analyse why they reject the offer.
- Build on existing plans even if they are of insufficient quality. Focus on the priorities of the last exercise and facilitate implementation.
- Make sure that the core activities of the actual village plan are implemented in order to create enthusiasm.
- Encourage local ownership and emphasise the villagers’ own responsibility rather than that of the government and donors.
- Be honest and do not bend to social pressure. Do not make easy promises to the community. Invest in communication. If activities were not approved for funding, explain immediately why and how the problems can be overcome in the future.
- Avoid overlap. Coordinate better between different development actors operating in the same villages
- Make sure that the facilitators provide quality, so that there is no need to have the same exercise re-done. Take care that the village plan is properly documented and that sufficient copies are available at the village and in all village agencies.

The following suggestions help to assure adequate community representation:

- Carry out a wealth ranking exercise. This is a PRA tool used to identify poor, average and prosperous families in the village. Organise sub-groups for planning and prioritisation along these categories.
- Based on a Venn diagram analysis of the village, another PRA tool, identify the major interest groups of the community. Invite the representatives of these major interest groups to the planning exercise.
- Make sure representatives of all sub-villages or hamlets attend.
- Emphasise from the start that leaders are to support the interest of the groups they represent and not their individual agendas.

- Encourage the representatives to discuss the outcome in their hamlets and to provide feedback to the VDCs.
- During village assemblies, use ranking rather than voting for prioritising development issues (see 5.9.3) as it allows for open consensus.

### 5.3.1 Women and minorities

Equal and functional gender representation during planning workshops and decision-making is important. It is also compulsory as stipulated in national policies. If too few women attend, they will rarely be very active. To allow for women to speak out, special sub-groups of women should be formed. Sub-groups of women during village planning provide the appropriate forum to express female concerns and decide on gender specific solutions. It is important to allow women to rank their development priorities separately.

In most villages, there are specific minorities such as small tribes, disabled people, recent immigrants, etc. Appropriate and functional representation of such minorities during core decision-making is also

important. Sub-groups of these minorities can help to formulate their concerns independently.

The concerns and priorities of the women and minorities should be separately documented in the village development plan. Merging these beyond recognition into the overall, as is often done, will only reduce the quality and relevance of the VDP.

### 5.3.2 NGOs and grassroots structures

In the village, participatory planning should not focus exclusively on the formal government structures such as the Village Council. Parallel to what was stated in Chapter 2 and 4 on stakeholder collaboration at the district level, and in line with the national policy, the active collaboration of CBOs, church groups, traditional institutions and NGOs should be supported and facilitated, also at the village level.

More resources will thus be mobilised for village development. NGO staff and church leaders could be resourceful members of sub-committees.



*Mere numbers of women in the planning exercise is not enough. Special sub-meetings should be organised to allow women to express their opinions freely.*

## 5.4 Village versus hamlet level planning

The recommended focal point for CPDP and extensive participatory planning workshops is the village level. Some districts, though, may have experience in facilitating CPDP at the sub-village level. Because of increased cost, increased time and other, mainly logistical, reasons this is not recommended. Trying to reach all sub-villages would be an impossible task.

Moreover, the village is the lowest level of local government, represented by the village government. The village government is legally recognised and is in direct contact with the District Council. Representatives of all respective village hamlets such as chairpersons and appointees should participate in the village level planning. It is their responsibility to represent the concerns of their constituency and to give feedback to their sub-village about decisions taken and about the VDP itself. A village may decide, though, to organise planning sessions at hamlet level for purposes of increased ownership and mobilisation of the beneficiaries.

In addition, some development activities may only involve certain hamlets and not all of them. Examples are traffic security along a new tarmac road, a shallow well or a hamlet land use plan. In case a village decides to have planning sessions at hamlet level, these should be done prior to the village level PP workshops.

## 5.5 Roles and responsibilities in village planning

In villages and wards, a number of main actors can be distinguished, each of them having distinct roles and responsibilities with respect to the various phases in the participatory planning process (Table 7).

A key role is also played by several village institutions: the village assembly, the village council and the various village-planning groups. The village assembly sets the initial development priorities, assigns representatives to be involved and ultimately endorses the VDP. The grassroots democracy in Tanzania hinges on the functioning of the village assemblies.

**Table 7: Responsibilities of main actors in village development planning**

<i>Stakeholder</i>	<i>Main Responsibility</i>
Villagers	<ul style="list-style-type: none"> <li>■ Active participation in village assembly.</li> <li>■ Critical review of VDP, village expenditure and revenue forecasts.</li> <li>■ Participation in PP workshops and technical committees.</li> <li>■ Representation in special planning groups.</li> </ul>
Village Chairperson	<ul style="list-style-type: none"> <li>■ Chairs the village assembly and the village council meetings</li> <li>■ Informs and mobilises the community for the planning process.</li> <li>■ Participates in sub-groups in PP.</li> </ul>
Hamlet Chairperson	<ul style="list-style-type: none"> <li>■ Member of the Village Council.</li> <li>■ Provides feedback from the hamlet to the planning process and vice versa.</li> <li>■ Possible resource person for PP workshops in sub-village (wealth ranking, transect walks).</li> <li>■ Records and verifies population data of the hamlet.</li> <li>■ Endorses and mobilises community contribution.</li> </ul>
Village Extension Officer	<ul style="list-style-type: none"> <li>■ Secretary of the Village Council.</li> <li>■ Compiles the results of PP process into a draft VDP and presents it to Village Council</li> <li>■ Presents the VDP to Ward Development Committee.</li> <li>■ Forwards the VDP to the district (attention DED).</li> <li>■ Compiles and provides village baseline data.</li> <li>■ Organises logistics (invitations to people, organising meetings, assessing capacity for local contribution etc).</li> <li>■ Displays the approved village development plan to the public.</li> </ul>
Ward Extension Officer	<ul style="list-style-type: none"> <li>■ Secretary of WDC.</li> <li>■ Supports the village council and the village planning process.</li> <li>■ Liaises with the technical departments.</li> <li>■ Verifies whether regulations of village councils and village assemblies are respected.</li> <li>■ Compiles and provides ward baseline data.</li> <li>■ Consolidates draft WDP and presents it to WDC.</li> <li>■ Forwards the ward development plan to DED.</li> <li>■ Displays ward sector development plan in public.</li> </ul>
NGOs, faith based organisations	<ul style="list-style-type: none"> <li>■ Resource persons for village facilitation team.</li> <li>■ Members of ward development committees.</li> </ul>
Councillor	<ul style="list-style-type: none"> <li>■ Chairperson of WDC.</li> <li>■ Feedback from district standing committees to constituency and vice versa.</li> <li>■ Mobilising, village community, ward and village leadership.</li> </ul>

Source: adapted from O&OD manual

Their functioning should, however, not be taken for granted. Village assemblies are strengthened if their role in the participatory planning process is formalised by the District Council.

Make sure that government laws related to the composition of village assemblies (quorum, gender and minority representation, representation of all sub-villages etc.) are observed. Consider closely the various suggestions given in Box 17 on how to strengthen the functioning of the village assemblies.

**Box 17: Strengthening the functioning of the village assembly**

- Make sure that the population is informed in time about the dates and important agenda points of the assembly meetings.
- Announce the agendas of the village assembly on sub-village and church notice boards.
- Stimulate transparency and accountability amongst village and hamlet leaders.
- Organise village assembly meetings during a period when the labour requirements at household and farm level are low and people have time to attend.
- Do not rush decisions. If no consensus is reached, allow for task forces to hammer out details or allow a second day of discussions.
- Also consider that:  
Although each and every villager may have participated in the planning process, it still may happen that there is some “pre-cooking” and lobbying by political and administrative leaders who pursue their own interests. The role of the district team is to mediate and bring back the discussion to the main stream planning process.  
Rural communities have their own informal ways of decision-making. It is good to map these during the PRA exercise (Venn diagrams highlighting the formal and informal institutions). Tribal norms still play an important role in decision-making.

As part of the process, village planning groups are formed and elected by the village assembly. They are primarily responsible to work out specific proposals, to collect data, or to analyse costs and feasibility of proposed activities. If present in the village, technical staff from NGOs and sector departments can be nominated to these planning groups. The results of all groups are compiled by the VEO into the draft Village Development Plan.<sup>4</sup>

The village council is responsible for reviewing and improving the draft VDP prepared by the VEO. The village council submits the VDP to the village assembly and oversees its implementation. Figure 5 depicts the functions of the actors in the various stages of the village planning process: After

<sup>4</sup> Note that in the O&OD methodology, these village planning groups are often called ‘village facilitation teams’. However, this guideline reserves the definition of ‘village facilitation team’ for the team that facilitates the planning process at the village.

the first start-up village assembly, the VFT helps to generate additional information using PRA tools (see below). This information is reviewed, together with secondary data available, in village planning groups per sector to work out proposals. Thereafter, the VEO and the facilitation team put these together into a first draft village development plan. Finally this draft plan is processed by the village council, reviewed by the Ward Development Committee for final approval in the concluding village assembly.

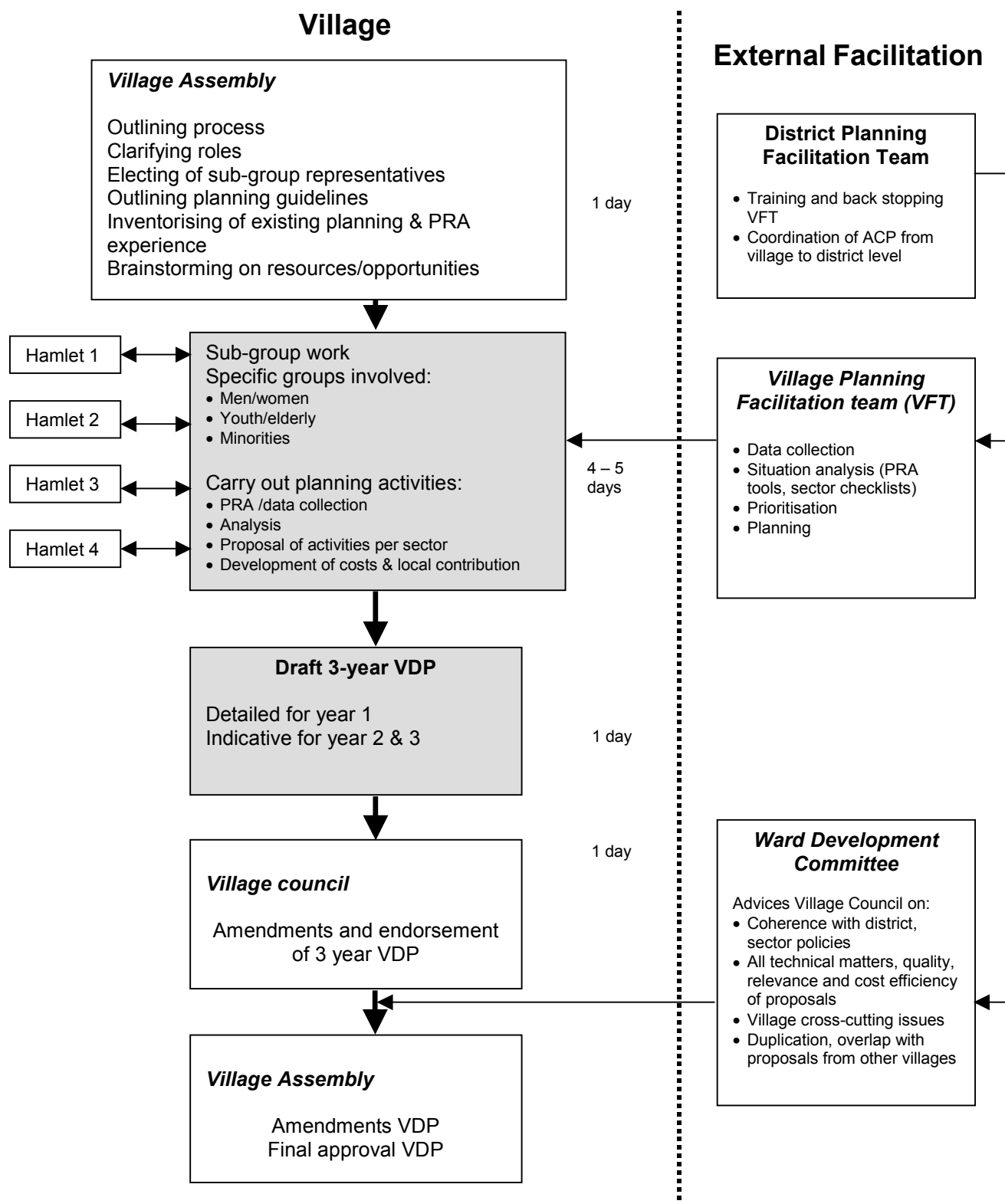
**5.6 The first village meeting: village ownership of the process**

The village planning process starts with a village assembly meeting. Make sure that members of the DFT attend this first session in support of the VFT, to provide information, to explain the planning guidelines, to elaborate the role of various stakeholders and generally, to give support to structure the village planning process. Typically, a village assembly meeting will include the following:

- Presentation and discussion of the objectives of village planning. Elaboration on planning guidelines. Agreement on the relevance of this exercise for the village.
- Overview of main steps with a review of existing village planning data to make choices on what needs to be done.
- Explanation and clarification of the roles and responsibilities of various stakeholders.
- Appointment of special workgroups representing the hamlets and different types of households in the village (female headed, poor, rich, pastoral etc).
- Agreement on how to do the village planning, a work-plan: timetable of events, required sub-groups, representation, who attends and where; facilities needed.
- Brainstorming on village resources and opportunities.
- Overview of contributions and support from village, ward and district.

Make absolutely sure that the conclusions and agreements reached during this meeting are recorded in official minutes and endorsed as a formal ‘contract of agreement’ for implementation of the participatory village planning. Once a village has gone through a participatory planning process and has appreciated its outcomes, a village by-law can be agreed upon stipulating the use of participatory planning for the future. With the passing of such by-laws, annual planning is fully institutionalised at the village level and becomes a routine exercise.

Figure 5: First-time ‘intensive’ Village Participatory Planning Process



Adapted from: O&OD Manual

## 5.7 Secondary data collection and analysis

As mentioned above, the village assembly during the first session is invited to report and review relevant previous planning exercises. These form an important input into planning. The facilitation team needs to make a list of existing PRA, planning and training documents/outputs and collect them. If they are not available in the village, make sure they are obtained from project offices or the district information centre.

Reliable statistics on village development are also an important input to the planning process. These include data on population, education, health, water, agriculture, revenue collection and development funding in the past. Such data will help the community to better understand the situation in their village, especially in comparison to national and district averages.

Ensuring that secondary data is available before the planning exercise will help save valuable time for in-depth planning. Data collection is part of the routine responsibilities of civil servants and the following statistics should be available:

- Village Extension Officer: population registers, village revenue & expenditure, service delivery in the village. Agricultural extension officer: production data, average yields etc.
- Head teacher: pupil registration, teacher/pupil ratio, book/pupil ratio, pupil/classroom ratio etc.
- Dispensary and health-center: Basic statistics on morbidity and health services.

However, be critical about the data as incorrect records can lead to wrong conclusions. Ensure the village statistics are reliable and up-to-date. Help the civil servants to translate the data into useful indicators. For instance, the total number of books in the school can be divided by the number of pupils in order to get the pupil/book ratio. The ratio can be compared with the national average or the target of the Ministry of Education. The core data should be displayed on the village announcement board.

The available documentation and relevant (PRA) information will determine what still needs to be done during the participatory planning exercise in the village.



*Powerful traditional and political leaders can disrupt democratic decision making.*

This means that there is no uniform schedule and work plan for all villages. Based on available documentation and previous planning work done, you can ‘cut corners’ and help save time and funds.

## 5.8 Participatory Rural Appraisal

Participatory Rural Appraisal (PRA) is often confused with Participatory Planning (PP). However there is a significant difference. PP encompasses the comprehensive process of planning development with primary stakeholders. PRA is an important methodology and tool box for PP. It provides facilitative and participatory techniques to help people collect relevant information, analyse problems and develop their own solutions. PRA elicits local knowledge, makes planning more transparent, and strengthens local capacities.

Table 8, provides an overview of commonly used PRA tools. The VFT needs to be trained in how to use them selectively for the village PP. The use of too many PRA tools should be prevented. It only leads to too much information that is often not used and PRA fatigue with the villagers. The use of PRA methodologies and instruments are not ‘written

*in stone*’. On the contrary, they should be used in a flexible manner and ‘*inventing*’ new methodologies appropriate for the circumstances is a sign that the purpose is understood.

Most PRA exercises should disaggregate according to gender. This will show the relative position of men and women for each issue and how this affects their respective analysis of the situation and proposals for the future.

## 5.9 Preparing the Village Development Plan

Based on the data generated and secondary data available, villagers can start on the actual planning. This is done in small sub-groups – planning groups – with facilitative support from the VFT. If it is the first time the village is involved in participatory planning the work is done in four steps (Figure 6):

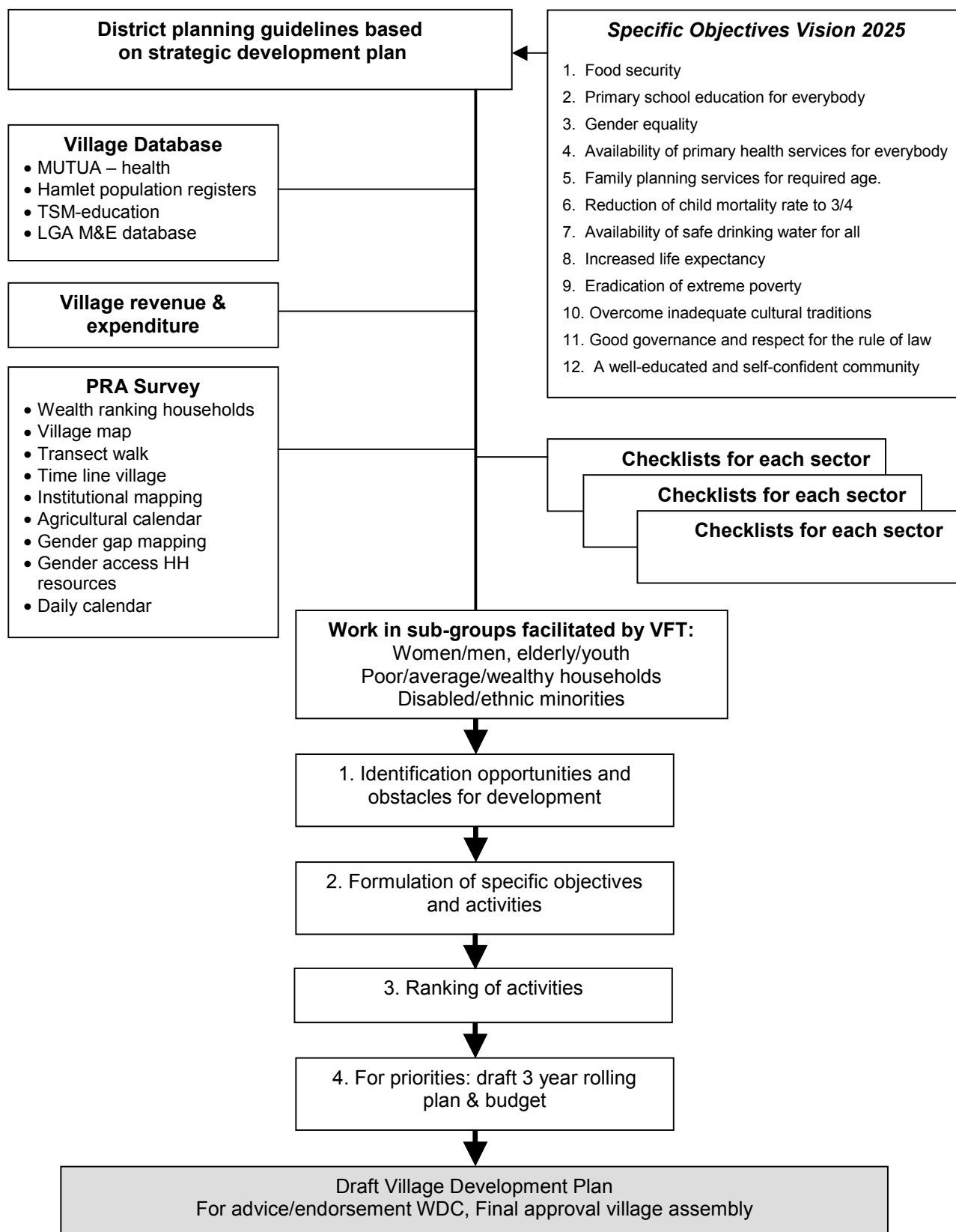
1. Identifying development opportunities and constraints.
2. Formulation of specific objectives and activities.
3. Ranking of activities.
4. Drafting a budget.

**Table 8: Overview of main PRA tools and their use**

<i>PRA tool</i>	<i>Purpose</i>
Venn Diagram: Institutional Analysis	<ul style="list-style-type: none"> <li>■ To identify the various actors in the village and their relative positions and relationships in village development and the further participatory planning process.</li> <li>■ To sensitise villagers on roles &amp; responsibilities of the Village Council.</li> </ul>
Wealth Ranking	<ul style="list-style-type: none"> <li>■ To identify poor/average and wealthy households for adequate community presentation in the planning process.</li> <li>■ To develop understanding that there are different sub-groups in the community who require different solutions.</li> </ul>
Service Delivery	<ul style="list-style-type: none"> <li>■ To reflect on (lack of) existing services and define priorities for missing services.</li> </ul>
Resource Mapping	<ul style="list-style-type: none"> <li>■ To make an inventory of (a) natural resources and land use, (b) social and ethnic stratification.</li> <li>■ To assess development opportunities and the community’s own resources that can be mobilised for village development.</li> </ul>
Transect Walk	<ul style="list-style-type: none"> <li>■ To identify land use within the landscape and agro-ecological conditions.</li> </ul>
Historical Profile	<ul style="list-style-type: none"> <li>■ To identify (a) trends and major development events, (b) development activities in the past and their impact, (c) track record of community self help initiatives as an indicator for the leadership of the village.</li> </ul>
Agricultural Calendar	<ul style="list-style-type: none"> <li>■ To list out major agricultural crops and major farm activities.</li> </ul>
Gender gap mapping	<ul style="list-style-type: none"> <li>■ To map gender inequalities as obstacles to development.</li> </ul>
Daily Routine Diagram	<ul style="list-style-type: none"> <li>■ To identify female/male workload and gender task division.</li> </ul>
Access to production factors and decision making	<ul style="list-style-type: none"> <li>■ To understand gender-related access to production factors and decision making.</li> <li>■ To outline development opportunities for women.</li> </ul>
Labour calendar	<ul style="list-style-type: none"> <li>■ To get an overview of labour fluctuations and availability.</li> <li>■ To identify periods when villagers have time to organise the planning process and community activities.</li> </ul>
Cash availability calendar.	<ul style="list-style-type: none"> <li>■ To identify periods of cash shortage and access.</li> <li>■ To decide on best period to mobilise community contributions for development activities.</li> </ul>
Flow diagrams of goods, services, people, cash and natural resources	<ul style="list-style-type: none"> <li>■ To outline the relationships of the village with the outside world.</li> <li>■ To identify development opportunities.</li> </ul>



Figure 6: Planning steps in the village



In facilitating the preparation of the VDP, the objectives of the Strategic District Development Plan (SDDP) are taken as guiding principles. The SDDP provides priority objectives for the district, which is an important reference for village planning. This prevents the usual bias towards social services. In case the district does not yet have a SDDP, the national policy goals and specific objectives (Vision 2025) can be used as a reference (see Figure 6). A copy of the National Development Vision 2025 should be available in the village.

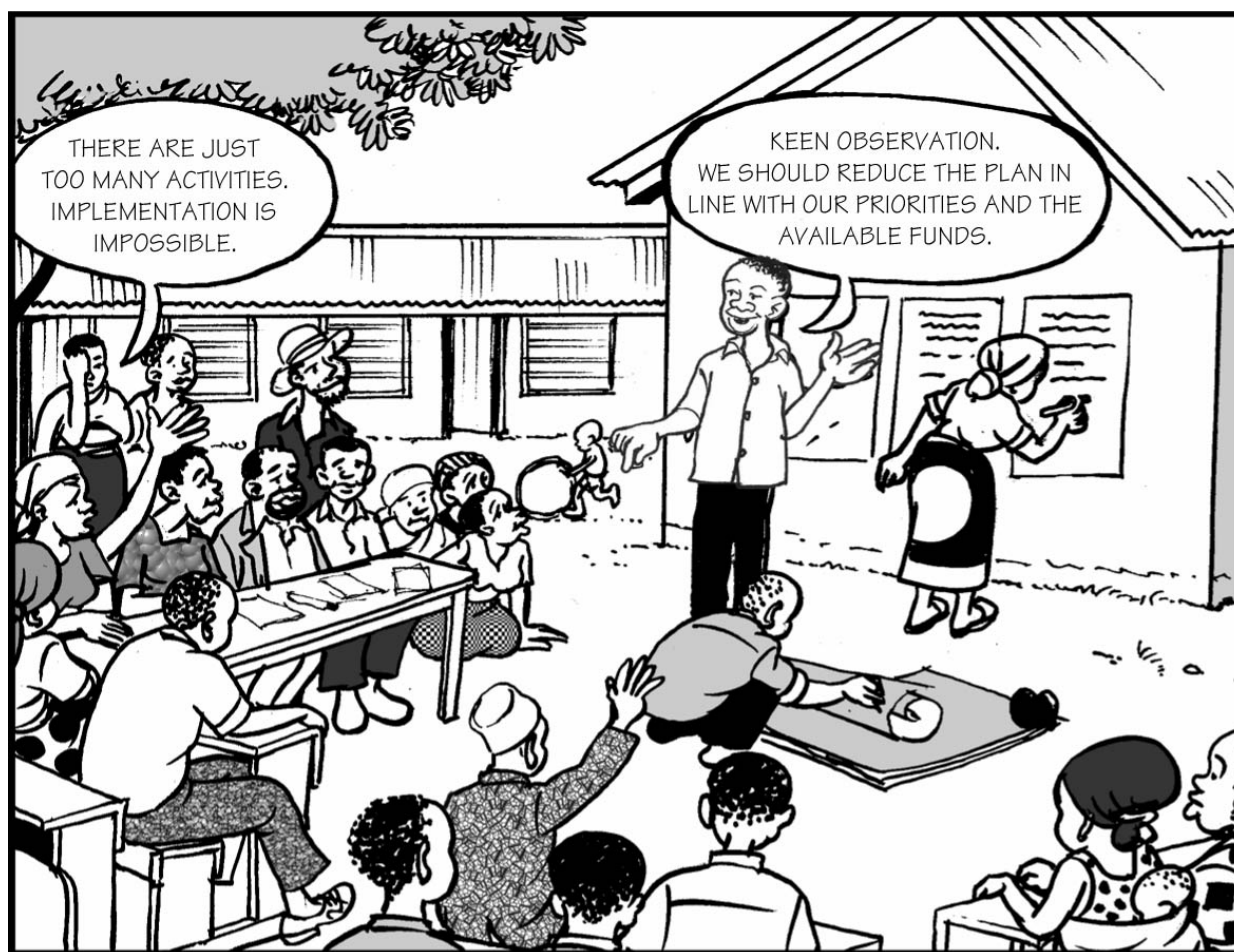
CPDP facilitates a planning process that incorporates a comprehensive list of activities of all relevant programmes and actors, covering all relevant development sectors. In principle a VDP consists of all activities relevant for the development of a village, although not all activities require funding. Examples are regular village council meetings, internal audits of the village development funds (PEDP, health basket, etc.), village land use plans, settling land disputes, enacting village by-laws, law enforcement, collection of contributions, establishment of firebreaks around village and school, woodlots/forest reserves etc.

Yet, these activities are important for the proper functioning of the village and should therefore be part of the VDP.

### 5.9.1 Identifying development opportunities and constraints

Rather than starting with focusing on constraints, it is more fruitful to emphasise local opportunities and available resources for development. What are the resources available in the village and why are they not optimally used for local development? A self-assessment by villagers taking this question as a starting point puts ownership and responsibility for local development where it belongs: in the village.

It is recommended to carry out a separate opportunity and constraint assessment for each sector based on the PRA results, production data and standard checklists. It is important that the VFT is familiar with the checklists. The O&OD manual (see 'Guidelines for the village facilitator') provides such checklists per sector. A range of issues and required data/indicators are listed.



*The majority of village plans have no focus and will therefore not be implemented.  
Priority setting based on transparent criteria is crucial.*

These help to guide and open up the planning exercise and broaden the planning horizon. These checklists also prevent the inherent technical bias of the VFT. However, do not use the checklists inflexibly. Keep local dynamics and priorities in mind. In addition, do not forget probing and explorative questioning. This will trigger analysis that is required for effective planning. Make sure that a checklist is only used after PRA and brainstorming exercises, after villagers have listed their opportunities and constraints, just to complement the villagers' own analysis.

### 5.9.2 Defining development objectives

Opportunities and constraints identified are translated into development objectives. Here too, the district strategic plan (based on the Tanzania development vision and local priorities) provides the framework for the village development objectives. Alternatively, the village can opt for the O&OD methodology, which proposes a number of standard development objectives (with a strong emphasis on health). Outputs and activities are then clustered per broad development objective.

### 5.9.3 Setting priorities and activities

Planning is making choices. Making choices is based on setting priorities, which can be best done by ranking, not by voting. Voting implies accepting or rejecting proposals and will usually result in frustration among participants, leading to low morale and finally defaulting from the planning process. Ranking sets proposals in order of priority, without rejecting any of them upfront. It is also useful in dealing with more sensitive issues. To put priorities in the right order, it is important that the community does the ranking without external interference.

Basically, there are two ranking methods that can be used:

- Pair-wise ranking. This is simply comparing the activities or options in pairs. This is a quick but less transparent approach. If you do pair-wise ranking, make sure that the criteria used are properly discussed as they are indications of what is felt to be really important.
- Matrix ranking. This is a comprehensive comparison of a number of activities or options. These are assessed using a number of criteria agreed upon by the community. Each criterion can be given a special weight. Community members can verify the score per criterion. It is a powerful tool for presentations in the village assembly.

Box 18 gives generally accepted criteria for matrix ranking. However the village could opt for other criteria as well.

#### Box 18: Useful criteria for priority ranking

- Does the activity correspond to the most felt need?
- Does a large part of the community benefit from the activity?
- Can rapid success be assured?
- Is the risk of failure or problems low?
- Is the activity cheap?
- Is external funding available?
- Does the activity also offer financial advantages to the beneficiaries?
- Does the activity fit into the local community pattern?
- Are locally available resources used?

Table 9 gives an example of a matrix ranking. It is important that all involved agree on how high or low the scores should be (see last column of Table 9). The final scores are obtained through public discussion.

**Table 9: Example of matrix ranking for proposed village development activities**

Ranking Matrix		Proposed activities					
		Construc- tion classroom	Water pumping scheme	Construc- tion office VC	Introduction resistant banana var.	Audit all village accounts	Explanation Score
Assessment criteria	By Gender						
	Most felt need	4	3	1	4	3	Very strong=5, None = 0
	Community benefits	5	2	1	5	5	100%= 5, <25%=1
	Rapid success	1	1	2	4	5	<1/2 year =5, >2 years =0
	Low risks	4	2	4	3	3	No risk=5, High risk=0
	Costs	1	0	1	5	4	Local contribution <50.000 Tsh= 5, >2 Mil Tsh = 0
	Available funding	5	2	1	3	3	Assured = 5, Not at all =0
	Financial increase	1	3	0	4	4	150%=5, <25%=0
	Fit local pattern	4	2	2	4	2	Yes= 5, No= 0
	Simple to implement	2	1	2	4	4	Easy= 5, Complicated=0
Use local resources	3	2	3	3	2	Entirely=5, Only land =0	
Total	<b>30</b>	18	17	<b>39</b>	<b>35</b>	Score in <b>bold</b> for activities selected by men.	

A proposal is made and other villagers chip in their opinion until a final agreement is reached. If activities are interdependent (for instance the construction of a gravity water scheme and watershed land use planning or the construction of a secondary school and lobbying for teachers), they should be clustered together during ranking so that implementation makes sense.

Let women and minority groups develop their priorities separately from men. There will therefore be two tables – one with the priorities of women and the other one for priorities identified by men. A second ranking might be required, whereby women and men get consensus on the final village priorities. It is then important that both women and men are equally represented.

It is recommended that the results of the ranking are attached as annex to the VDP and sent to the district (DED, DPLO) as a supporting document.

A systematic use of matrix ranking also helps to prevent errors as mentioned in Box 19.

Finally, following prioritisation, a decision has to be taken on the number of activities to be implemented per year. This is based on the:

- History of implementing capacity of the village
- Availability of external resources (see district planning guidelines)
- Village contribution.

**Box 19: The need for information on national policies to set village priorities**

In one village in the Kagera region, the *bwana shamba* proposed to introduce village coffee nurseries and to request funding from the district council. Farmers were to expand their coffee areas and produce more in order to compensate for the lower prices. With the promise of additional funding for nurseries, the village community adopted the proposal in the VDP.

However, the proposed further expansion of the coffee acreage was not in line with the national policy. The world coffee market was in a structural glut. National policy therefore advised to phase out coffee production in marginal areas (large sections of Kagera region are marginal), promote coffee quality and improve processing and marketing rather than increasing production. The planning team had to inform the village that funding would not be made available for the coffee nurseries.

A proper use of the ranking criteria and a critical dialogue between the villagers and the *bwana shamba* would have eliminated this proposal. The ranking exercise would have outlined that there is only a marginal financial gain for the coffee producers. A clear district policy on the matter would also have prevented wrong priority setting by the village.

**5.9.4 Drafting the Village Development Plan**

Table 10 gives a good format to bring the results of all the work into one planning matrix. Baseline data and PRA results are then used to develop quantitative indicators and benchmarks for monitoring. The format enables indication of activities for a three year period (Y1, Y2, Y3). The village plan can thus become a 3-year rolling plan when at the completion of each year, the previous year 2 will become year one, year 3 will become year 2 and a new year 3 is added on.

**Table 10: VDP Planning matrix**

Planning Matrix: 3-year rolling plan														
Specific objective	Opportunities	Con-strains	Reasons	Solutions	Implemen-tation steps	Who?	Require-ments	Cost			When			Indicator
								Total	Village	External	Y1	Y2	Y3	
Specific Objective 1					Activity 1 Activity 2 Activity 3									
Specific Objective 2					Activity 1 Activity 2 Activity 3									

### 5.9.5 Village development budgets

Once development priorities are established, a detailed and cost efficient budget has to be prepared. This requires a systematic review of a number of critical aspects. Good facilitation by the VFT, sometimes assisted by technical staff from the district, is crucial. As the trust of the community in the village executives hinges on the proper allocation and utilisation of development funds, VDP budgets need to be as transparent as possible. The VFT should ensure public scrutiny of the budget and should try to involve as many actors as possible to build in checks and balances for accountability and cost efficiency.

The village council needs to review the draft budget while the WDC should give additional advice. The VEO presents the final village budget along with the village plan to the village assembly.

In preparing the VDP budget, do not forget to critically assess previous years' budgets, ask questions such as: Was the village able to use all the funds of the last years? If not, why? Was the village able to accomplish all its proposed activities; what were the bottlenecks and what can be learnt from these? Did the village contribute in full with expected levels of local contribution in cash and kind? What went wrong? and identify ways to do it better this year.

The technical departments will have to provide the VFT with standard Bills Of Quantities for regular activities such as construction of roads, water infrastructure and buildings. This will help to meet standard costing and approved quality standards. Make sure these standards are adhered to. In case the VDP proposes specific technical projects beyond their planning and implementation capabilities (e.g. gravity schemes, bridges, etc.) a special technical survey will have to be carried out by the district technical departments. Consider making a visit to other villages that have implemented similar activities to get a feedback on costs.

The village contribution in kind and in cash should be quantified and included in the budget. For many programmes this is an important consideration for allocating additional funds to top-up the budget of the VDP. In principle, voluntary labour by villagers and local building materials should be valued according to the prevailing market rates. A typical VDP budget as in Table 11 therefore has two distinct cost columns: one covered by local contributions and one by external funding.

The yearly budget of Table 11 is of course derived from the 3 year rolling plan (Table 10 above). Outputs and activities of year 1 are carried forward to the yearly budget format. Details related to the costs and funding sources are filled out. The implementation is outlined per quarter.

If total costs and budgets of activities are too high, consider the following:

- Encourage the village to reduce the activities in line with its resources and priority ranking. The village revenue and expenditure plan will help to determine the allocation of local resources.
- Look for collaboration with neighbouring villages to reduce costs by combining activities. One example is the clustering of transport requirements for the construction of primary schools or pooling of purchases of building materials (see Chapter 6.2).

### 5.10 Advice from Ward Development Committee

The draft VDP is submitted to the Ward Development Committee for advice. It is important to remember that the ward does not have a governance function, but only an advisory one. As in the past, the ward has no power to override decision from the village assemblies and village councils. The main purpose of the ward in relation to the village is to strengthen village governance processes and to coordinate and build the village capacities, while respecting village autonomy.

**Table 11: Format village development budget year 1**

Priority Objective	Specific Activity	Resource Requirements	Budget Costing						Implementation period			
			Unit	Rate	Days/units	Amount	Village Contribution	External Funding	Q1	Q2	Q3	Q4
1.	1.											
	2.											
	3.											
2.	1.											
	2.											
	3.											

Partly, this advisory role of the ward is already carried out by getting ward-based technical staff into the VFT such as WEOs, WECs, health officers, extension workers, etc. Particularly the WDC will do the following:

- Give feedback on the district priorities in relation to sector wide programmes, national priorities and service delivery statistics of the ward.
- Give feedback on all technical matters, quality, relevance and cost efficiency of the VDP.
- Assist villagers with quantifying resources that are required to carry out activities.
- Advice coordination mechanisms between the various VDPs.

All comments are written down per sector. However, be aware that many WDCs don't have the required competence to advice on VDPs. You may consider to organise specific training for WDCs as part of a more comprehensive WDC capacity support programme (Chapter 10).

### 5.11 Review and endorsement by Village Council

After completion of the draft VDP, it is up to the Village Council to make a first assessment and to instruct for improvements or alterations, if any. The VFT could be of assistance by facilitating the assessment in particular with regards to planning and priority aspects.

The consolidated comments and advice of the WDC is presented to the Village Council by the VEO and the village chairman. The Village Council then reflects on the comment and can suggest adjustments and alterations to the VDP before it is submitted to the Village Assembly for final approval. After approval of the VDP, the plan is submitted to the DPLO and to the WDC.

### 5.12 Annual re-planning

After a village has gone through a well facilitated planning exercise process as described above, or even when it has done a detailed planning under other programmes, the planning process for the following years can be relatively simple and short. The purpose of the annual re-planning is to evaluate the implementation of the 3-year VDP, to update the VDP also as an input for updating the district CDDP.

Here again, the village should be well informed about the re-planning exercise through a letter by the DED. This letter should remind the village of the need for assessing implementation of the previous VDP and indicate that, if interested, the village could formally request support to facilitate re-planning.

Basically, the re-planning follows the same steps, procedures and formats as the first time planning, however the focus is on assessment and evaluation of the VDP under implementation. After one year of implementation, the relevance of the VDP will be under scrutiny and it will be possible to plan more realistically for the two years. Priorities are reviewed in the light of the changing context. Some activities would have been realised while others are carried forward for final completion. New activities may be identified and budgets will have to be updated. Moreover, tasks and responsibilities may also be reassigned in light of transfers, competence and commitment.

As one year of the 3-year period of the VDP has come to an end, a new 3rd year will be added to the rolling plan to maintain the overall 3-year time frame. The priorities and activities of this 3rd year are broad and need not to be planned into too much detail. Many factors are not known for the 3rd year. It is however important to keep a medium-term focus.

The review and re-planning process results in a new 3-year plan that follows the usual steps for technical advice and formal agreement: the WDC gives technical input and the village council submits the new plan to the village assembly for approval. A copy of the newly approved VDP is displayed on the village and school notice boards.

Remember that all documents related to the VDP must remain in the village. These include the Village Development Plan, the Work Plan, the Memorandum of Understanding, Progress Reports and Monitoring and Evaluation Reports. Copies should be sent to all relevant development partners.

### 5.13 Final considerations

Facilitating the compilation of a VDP is a balancing act between two key aspects. On the one hand it is important to encourage village ownership, with the emphasis on support to village priorities; on the other hand some level of top-down prioritisation to reflect district priorities is also unavoidable.

The VFT has to make sure that the two aspects are in held in balance to the satisfaction of all actors concerned.

In terms of funding and political focus, SWAPS such as for Education, Health and Agriculture are important. The link of participatory planning with PEDP and the health and agricultural sector wide programme and available funds is therefore very important and the VFT should provide all necessary information.

The O&OD planning format covers all sectors. Based on the consolidated ward plans, the technical departments can extract the information for their respective sector. Once the government reform process is fully implemented, the line ministries are

supposed to better coordinate the formats and planning process. The formats at villages level should not differ from the ones at ward, district and regional level. This will enhance compilation considerably and make resources available for implementation.

In terms of infrastructure, few villages have the capacity to implement more than the construction of two classrooms or a dispensary. During the village (re)-planning, the implementation capacity of the village should be taken into account, e.g. how the village has performed in previous years. Leadership and community contribution are two aspects that need to be given attention.

