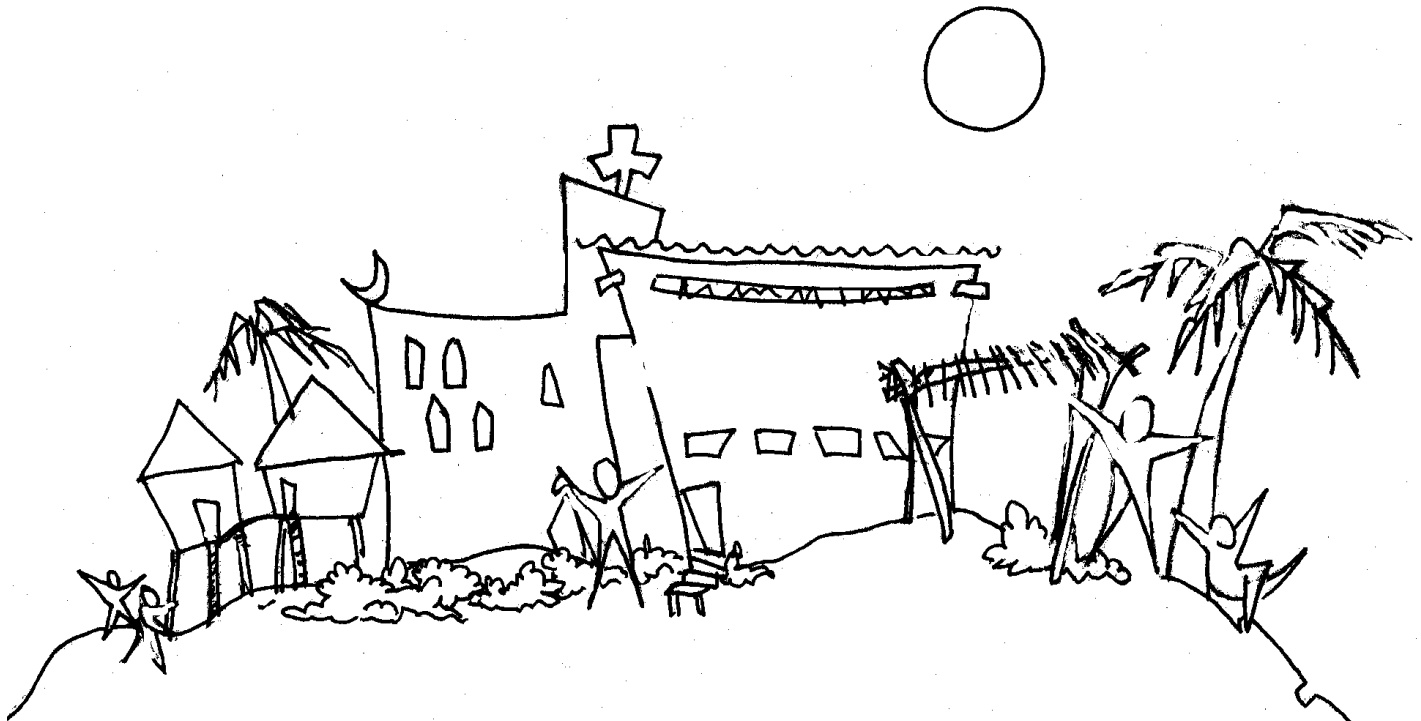


A CED Training Guide for Peace Corps Volunteers

Module 2

Citizen Participation in CED



MODULE 2

CITIZEN PARTICIPATION IN CED

A VOLUNTEER'S STORY

Coordinating the Public, Private, and Community Sectors

A business Volunteer in Slovakia is assigned to the SOTDUM voluntary association and microregion. The association, comprised of eight villages and the city of Topolcany, was brought into being in 1996 with the assistance of the Slovak Ministry of Agriculture in a program intended to revitalize rural villages. The microregion's villages stretch along the valley below the Povazskym mountain range and enjoy a clean and beautiful natural environment.

The association's goals are (1) to support and encourage strong civic life and local democracy; (2) to pursue development in the context of the microregion's specific economic, cultural, historical, and social contexts; (3) to develop and diversify the microregion economically; and (4) to pursue sustainable and environmentally sound development. SOTDUM does this concretely by focusing on three areas: small business development, the development of rural tourism, and cultural and historical preservation and education. Current projects include the development of a bicycle route connecting much of the microregion, preservation of the Topolcany castle ruin, and a project where grandparents go to schools to share the history of the region. SOTDUM, in conjunction with the city of Topolcany, is developing a tourist information center that will also serve local residents with Internet access and business information services.

From time to time SOTDUM sponsors public events, such as a trade show, showcasing local businesses and their products as well as those of local craftsmen; an "unconventional boat" competition; and a national history and geography bee for sixth graders.

The participants in this extended CED program assessed their communities, determined their goals, decided which projects were important, developed action plans, and are now in the process of implementing the projects.

When the Volunteer arrived at her site the association was in operation. A significant part of the Volunteer's job is coordinating

the efforts of groups in all three sectors of society in the various villages and sharing project information between groups. Her latest activity involves the publication of a project newsletter to disseminate information on SOTDUM projects to all stakeholders.

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Citizen participation is a critical factor in successful community economic development (CED). The materials and experiential activities in this module draw your attention to the importance of individual and group participation in CED. A number of specific techniques are described that can increase and maintain citizens' participation. Seven commandments are included to help define the role of Peace Corps Volunteers (PCVs) in promoting participation. After completing this module, you will have the knowledge, skills, and attitudes to:

- Explain the benefits and provide examples of how citizens can become involved in the CED process.
- Describe actions a Volunteer could take to move community residents to a higher lever of participation.
- Identify five activities a community might undertake to improve the quality of life of their residents by creating new community wealth.
- Give examples of how each of the three sectors of society, government (public), business (private), and community (civil society) can participate in CED.

INTRODUCTION TO PARTICIPATION

Participatory planning, participatory monitoring and evaluation, and participatory analysis are the development methods being promoted in the 21st century. There are good reasons for this emphasis on participation. Participation by project stakeholders, including beneficiaries, increases the odds that the project will meet local needs, will be culturally acceptable, will be able to mobilize adequate resources, and will be long-lived.

To achieve CED goals of improving the community's economic situation and building community capacity requires the participation of individual residents, organizations, and institutions. The experience of the Peace Corps and other development groups suggests that there is a significant correlation between the level and intensity of people's engagement in a project and the impact of the development activity.

The CED journey is a group tour. Are you prepared to be a tour guide? As you navigate through your two years of Peace Corps service, your participation in CED will stay on course if you obey these seven commandments.

- Do not do things for people.
Do help them do it themselves and learn.

- Do not assume people should do things the way we do them in the U.S. What works for us may not work for them.
Do respect local values, traditions, and ingenuity. Treat them as building blocks, not impediments.
- Do not try to push people beyond a pace and scale that exceeds their technical and managerial capability.
Do establish realistic expectations about the type and amount of progress that can be achieved within a given time frame.
- Do not establish a relationship based on your being more knowledgeable or otherwise superior.
Do establish a relationship based on a partnership approach in which you learn from each other.
- Do not introduce technology that the people cannot operate, maintain, repair, and replace using their own financial resources.
Do emphasize use of locally available resources, materials, and supplies when possible.
- Do not base your ego fulfillment on how much material and economic progress you personally promote and get credit for.
Do base your ego fulfillment on the progress people make in improving their productive capability and other social gains.
- Do not assume a leadership style based on an authoritative, forceful approach.
Do assume a leadership style that promotes the concept that when the task is done the people say, “We did it ourselves.”

(Adapted from Naomi Till, Peace Corps/Nicaragua)

The following activity shows how your approach to participation can affect an individual’s creativity and level of involvement.

ACTIVITY 2:1

CONNECT THE LINES OR COMPLETE THE PICTURES

Translate the instructions “connect the lines” and “complete the picture” into the local language. Make enough photocopies of the page with line drawings for each member of your host family, others you would like to have participate in this exercise, and yourself.

Cut the sheets in half. Give participants, including yourself, the top half of the page and ask them to connect the lines. When they have finished, give them the bottom half, and ask them to complete the pictures. Share both drawings with others in the group.

Discuss how each participant felt connecting the lines and completing the pictures.

- Which task did people enjoy more?
- Which of the two tasks were participants more excited about? Why?
- Which of the two instructions led to creative involvement from participants?

Learnings:

What did you learn from this exercise? Typical conclusions from this exercise:

Connect the lines requests a limited amount of participation and that is what you usually get. People commonly look for the line that is missing and fill it in.

Complete the picture encourages individuals to visualize what might be, what can be created starting with a few simple lines. This instruction is more empowering.

Note how merely changing the instructions affected the results.

What generalizations can be made about how participants are asked to become involved in an activity?

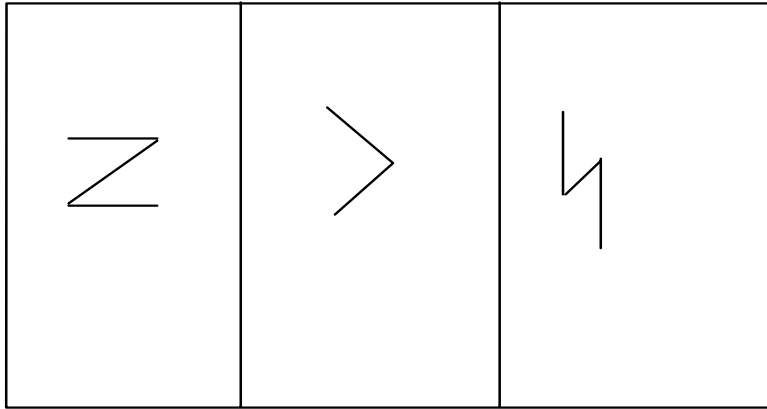
How can you apply what you have learned when requesting citizens’ participation in CED activities and projects?

Continued

Activity 2:1, continued

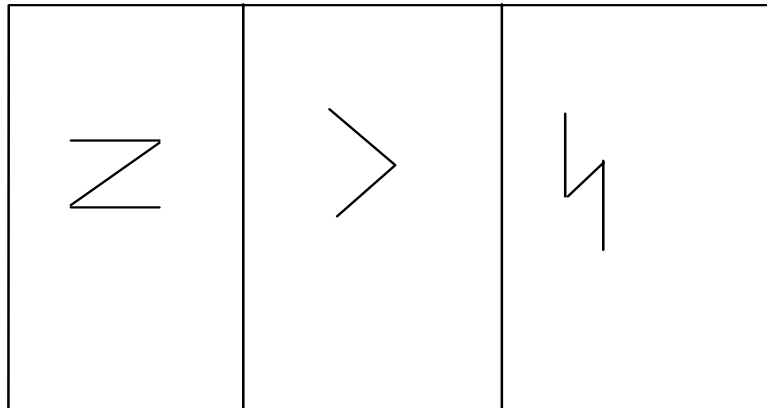
CONNECT THE LINES

Translation:



COMPLETE THE PICTURES

Translation:



CITIZEN PARTICIPATION

CED success depends on active group participation. Organizing a CED activity on your own is not impossible—just very difficult. As individuals, we can make a difference, yet when we gather many individuals together, the results are greater than the simple sum of individual accomplishments:

$$(1 + 1 + 1 + 1 > 4)$$

Synergy is the term used to describe the power of a group. CED by its very nature includes many players, and at the core are community members working together for the betterment of the whole.

A critical element of CED is people’s participation. It has emerged over the years as one of the key ingredients in development. Evidence indicates that long-term economic and sustainable environmental success comes about when people’s ideas and knowledge are valued and power is given to them to make decisions.

This is the context in which development professionals are shifting focus from a macro model to a micro model, from working with large international organizations and governments to working with indigenous community-based organizations (CBOs) and nongovernmental organizations (NGOs). The shift is away from doing for others, telling others, and establishing projects and programs for other people to a participatory approach that builds human capacity.

The participatory approach evolved over the past decade as a means to help people take greater control of their lives and their environment by developing skills in identifying assets, problem solving, and resource management.

» S C A L E O F I N C R E A S I N G P A R T I C I P A T I O N »	<p>HIGHEST LEVEL OF PARTICIPATION</p> <p>Self-Mobilization People participate by taking initiatives to change systems independent of external institutions.</p> <p>Interactive Participation People participate in joint analysis, which leads to action plans and the formation of new local institutions or the strengthening of existing ones.</p> <p>Functional Participation People participate by forming groups to meet predetermined objectives related to the project.</p> <p>Participation by Consultation People participate by providing resources, for example, labor in return for food, cash, or other material incentives.</p> <p>Participation in Information Giving People participate by providing information to outsiders by responding to questions filling out questionnaires and surveys, or similar approaches.</p> <p>Passive Participation People participate by being told what is going to happen or has already happened.</p> <p>LOWEST LEVEL OF PARTICIPATION</p>
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The term participation has different meanings for different people. One core activity in CED is to move citizens to higher levels of participation. To learn about people's current participation comfort level, conduct the following activity.

ACTIVITY 2:2

LEVEL OF PARTICIPATION

Use this activity at your training site to gauge residents' level of participation. Practice the activity with your fellow training participants, instructors, and/or host family members.

Procedure:

- Explain that the activity helps the group understand how each member feels about community participation.
- Provide paper and drawing materials. Ask individuals to draw a picture illustrating their understanding of community participation. Allow them about 10 minutes to draw. Explain that if they feel they can't draw, they can use stick figures.
- Ask individuals to share their drawings and describe how they see community members participating. Can you identify which level of participation, based on the discussion above, individuals are expressing in their pictures?
- Consider combining the drawings into a group mural. Be creative; make the mural a work of art. Display it in a common area as a reminder of the value of participation.
- In debriefing the activity, engage the group in a discussion of what needs to happen to move them to a higher level of participation. Explore cultural norms that may affect the participation of certain community members. Use these insights into participation in planning and implementing CED activities and projects.

TECHNIQUES FOR INCREASING PARTICIPATION

Why do people participate in CED? People join in community efforts for various reasons and to receive different kinds of benefits. Some participate because of issues that interest them. Others participate for personal or social reasons. And others participate for a combination of all three reasons. The leadership style and the “climate” of an organization also influence to what degree people participate.

* * * * *

A LEARNING MOMENT

What motivates you to participate? When you became involved in an organization or group, what motivated you—its cause, the opportunity to associate with people you enjoy, a chance to contribute, personal benefit, or other? Why did you decide to participate in the Peace Corps? Analyzing your motivation for participation is a first step in understanding what motivates others to participate.

* * * * *

Do not expect everyone to always participate. The important thing is to leave “the door wide open” for participation by asking for ideas and input. An organization should not be a “one woman or man show.” Recognizing and addressing people’s concerns—family problems, busy schedules, and financial worries goes a long way toward maintaining healthy participation.

Many people first join in a CED effort because they are concerned about a particular community issue, such as youth’s access to drugs, unemployment, or lack of municipal services. If the CED group is not addressing that particular issue or is not addressing it actively, these people are likely to stop participating. Also, when meetings are scheduled, the place, and the frequency may be factors in low participation.

Set realistic expectations. This cuts down on frustration and discouragement because of low participation.

1. People should be comfortable with the idea that everyone does not need to participate in the same way and assured that their contributions are valuable.
2. You may not need large turnouts at every meeting. Set goals for attendance and participation based on the work that needs to get done.
3. Establish a membership committee whose job it is to develop plans for recruiting new members.

4. Be realistic about what people can do, given the other responsibilities in their lives. Respect all contributions, no matter how small.

Survey participants periodically to make sure the CED group is really representing people's concerns and "the door is wide open" for participation.

1. Conduct a survey to learn (1) which issues are the highest priority, (2) the best location, day, and time for meetings, (3) how individuals would like to participate, and (4) what skills and talents they are interested in contributing.
2. The survey should be put together by representatives of the group and distributed door-to-door.
3. Publicize the results of the survey. People need to know their voices have been heard.
4. Conduct a survey periodically, say once a year, because communities change.

Hold effective meetings to keep people involved. The opposite will cause people to drop out.

1. Every effort should be made to have meetings start and end on time—on time has different meanings in different cultures.
2. Agendas should be prepared and distributed in advance. Agendas send a clear message—something will happen as an outcome of the meeting. Get everyone to agree on the agenda at the beginning of the meeting.
3. Be clear about who should be at the meeting. Bored people do not stay involved.
4. Do not hold unnecessary meetings.

What follows is an example of an agenda designed to assure participants "Something will happen as a result of this meeting and your time will not be wasted." Use it for ideas when you need to draft an agenda.

AGENDA

Group/Meeting Name _____

Date _____ Time: from _____ to _____

Location: _____

Meeting Leader: _____

Purpose: _____

Desired Outcomes: _____

Action Plan to Achieve Desired Outcomes:

What will be done?	How will it be done?	Who will do it?	By what time?

Organize visible activities to promote the work and progress of a CED group.

1. Publicize the group's activities and achievements, from the biggest to the smallest, in the media and/or in a newsletter.
2. Examples of concrete and visible CED activities include festivals, street clean-ups, and historical markers.

Schedule social time and social activities. Socialization creates a greater sense of involvement and is, in fact, a key reason why people join and participate in community groups. All work and no play makes for a dull group.

1. Schedule social time at some point in meetings—most groups do it at the beginning or the end of the meeting.
2. Form a social committee to plan not only social time at meetings, but also parties and other special events. These events might incorporate fundraising for the organization.

Share resources and information with participants. This is a concrete way in which an organization can benefit its members.

1. Publish lists in your newsletter of important phone numbers, organizations, and events that will be of interest to people and/or distribute these lists at meetings.
2. Invite people from different agencies and organizations to meetings to speak on topics of interest.

Develop new leaders. This avoids burnout of present leaders and encourages people to become more involved.

1. Use a “buddy system” where current leaders work closely with new or potential leaders to pass on skills, knowledge, contacts, and commitment to CED projects.
2. Find out about training workshops that would be helpful to new leaders and urge them to attend, or develop your own leadership training. Note: The Program, Design, and Management (PDM) workshops given by the Peace Corps are excellent for leadership training.
3. When giving out work to new leaders, assign one task at a time, evaluate at the completion of each task, make suggestions and criticisms in private, and praise an individual's effort in public.

Show appreciation for work well done. This encourages people to continue to work with the group.

1. Devote a column in your newsletter to publicizing people's efforts.
2. Give out certificates or awards at meetings and/or fundraising events.
3. Praise people in private as well as in public situations.

Delegate “real” work to people.

1. Break a job down into specific tasks; don’t give general assignments, and follow up after a task is assigned.
2. Let people perform a task their own way, even if it is not how you would do it. Allow for mistakes—that is part of the learning.
3. Do not set people up to fail. Make sure they have the ability and resources to do the job.
4. Remember your role as a PCV—guide, but do not interfere.

Be open to criticism. When people are invited to participate, they need to feel that they can criticize their organization and its leaders without being attacked.

“Never doubt that a small group of thoughtful, committed citizens can change the world; indeed, it’s the only thing that ever has.”

— Margaret Mead

THE THREE SECTORS’ PARTICIPATION IN CED

Participation of public (government), private (business), and civil society (third sector) organizations is essential to the success of CED efforts. Broad-based organizational participation provides the community with a wide range of resources and knowledge. It depoliticizes CED projects, thus allowing for their long-term sustainability. The increase in resources and sustainability bolsters the confidence of potential investors, thereby increasing the attractiveness of the community to businesses.

The **public sector** consists of publicly (tax) supported governmental units. This sector includes:

- Municipal governments;
- Local representatives of national governments (i.e., agricultural extension offices or public health clinics); and
- Schools and universities operated by the government.

The **private sector** consists of for-profit businesses and their representatives. It includes:

- Individual commercial businesses (ranging from one person vendors to large corporations);
- Banks;
- Chambers of commerce and other business support organizations.

The **civil society** (third sector) includes all those parties not in the public or private sector. It includes:

- Individuals;
- Churches;
- Community-based organizations (CBOs);
- Nongovernmental organizations (NGOs); and
- Schools and universities not operated by the government.

ACTIVITY 2:3

ANALYZING AN ORGANIZATION'S LEVEL OF PARTICIPATION

Work with your Peace Corps trainers to arrange a meeting with representatives of a local community organization to learn about the nature of their organization and about how they involve stakeholders.

Prepare in advance a set of questions you are interested in discussing. Ask your language teachers for help in translating these questions. Keep the questions appreciative and open-ended. Organizational representatives are likely to be better prepared and more comfortable with a set of discussion questions. Explain to the representatives that you have been reading about and discussing the benefits of participation and would like to learn from them how they encourage participation in their organization.

Possible questions:

- Who participates in your organization?
- How do they participate?
- What has your organization done in the past to encourage individual participation? What worked and what did not work?
- Are you satisfied with the level of individual participation? If not, what actions are being taken to increase participation?
- What factors do you feel limit people's participation in your organization?
- Are there organizations from other sectors of society that participate in projects and activities that your organization sponsors? If so, what is the nature of this participation?

Look at the section on "Techniques for Increasing Participation" to get ideas for other questions.

At the start of the interview, provide an opportunity for the representatives to tell you about their organization in general. People enjoy talking about their organizations, and this type of information provides a context for your understanding participation issues.

Do not forget to show your appreciation for the representatives' time and effort in some culturally appropriate way!

Continued

Activity 2:3, continued

Debriefing the experience and processing the learnings:

Discuss with your fellow trainees and trainers what was learned from the interview. Do you feel the organizational “doors were held wide open” for participation? If no, why not? How do you suspect culture affects participation in the organization? If you were asked by leaders of the organization to propose actions to increase participation, what would you suggest?

Are you convinced of the importance of participation in successful CED activities? Can you imagine how you will apply the 10 participation techniques discussed in the module when you arrive at your Peace Corps site? In the last part of this module, you looked at the role of the three sectors of society—government, private, and civil society—in working together to grow a community’s economy and build a community’s capacity.

You are responsible for your own learning. Have you mastered the knowledge, skills, and attitude objectives listed at the beginning of this module?

Before you put this module away, take a minute to look through the supplementary references. If one interests you, ask your trainers if a copy is available at the training site or how you can get a copy. The Internet contains almost unlimited information on a variety of topics including CED. Unfortunately, access is not yet available at all Peace Corps training sites. Check with your trainers to determine if Internet access is available.

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KEY TERMS

Key terms are defined as they are used in this module. A space is provided to write the translation of a word or phrase into the local language. Building a local language vocabulary of terms related to CED prepares you to function effectively in this area of development. Work with your language instructors to find the appropriate translation and definitions in the local language and build your technical vocabulary as you study this module.

Community-based organizations (CBOs) are local organizations, with a democratic governance structure, which provide members certain benefits because of their association with the organization.

Empowerment enables people to make choices and take responsibility for their own lives.

Nongovernmental organization (NGO) is the most common international name for an organization formed to help others that is not a government organization or a for-profit business.

Participation is to take part in a meeting, activity, event, etc.—to be actively involved.

Participatory is the process by which you engage others to share and encourage others to become actively involved.

Synergy is a concept that the whole is greater than the sum of its parts. As it applies to CED, synergy explains why five people working as a group can accomplish more than six people working individually.

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RESOURCES

These resources are available through the Peace Corps Information Collection and Exchange (ICE). The citations are presented as they appear in *The Whole ICE Catalog*.

Collaboration Handbook: Creating, Sustaining, and Enjoying the Journey.
Michael Winer and Karen Ray. (Wilder Foundation.) 1996. 179 pp.
(ICE No. CD053)

Gives expert advice on how to establish and operate a successful collaboration, including how to find and attract the right people, build trust, and change conflict into cooperation. Handbook includes numerous worksheets, sidebars, and tips for successful collaboration.

Tools for Community Participation: A Manual for Training Trainers in Participatory Techniques. Lyra Srinivasan. (PROWESS/UNDP.) 1990. 179 pp. (ICE No. WD084)

[Distributed to Peace Corps In-Country Resource Centers Only]

Easy-to-read manual for training trainers in participatory techniques. Although focused on involving women in water and sanitation projects, it is useful for training community workers in general.

Power, Process and Participation: Tools for Change. Rachel Slocum and Lori Wichhart, Editors. (IT Publications, Ltd.) 1995. 251 pp. (ICE No. WD123)

[Distributed to Peace Corps In-Country Resource Centers Only]

Provides participatory tools that will give voice to those excluded from decision-making processes and denied control of critical resources. Includes ways of encouraging the less powerful to translate their experiences and interests into action to transform needy regions. Discusses power relationships within a community and between local institutions and outsiders. Pays particular attention to gender issues, as

well as how class, ethnicity, race, caste, religion, age, and status may lead to the “politics of exclusion.”

Children’s Participation: From Tokenism to Citizenship. Roger A. Hart. (UNICEF International Child Development Center.) 1992. 44 pp. (ICE No. YD006)

Presents the case for children’s participation in decision-making. The different levels at which children have participated—from simply making an appearance to actually initiating projects and sharing responsibility with adults—are presented as a ladder. Describes the experience of British children who participated in community research and development through the schools. Also presents examples of children in developing countries, street kids and others, taking charge of their lives. Includes a bibliography.

Internet

www.pactpub.com/PMEpdf.html — Participating Agencies Collaborating Together

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TRAINER'S NOTES

MODULE 2 CITIZEN PARTICIPATION IN CED

Overview:

Training participants are presented with information and take part in experiential exercises that demonstrate the importance of individual and group participation in community economic development (CED). A number of specific techniques are described that can increase and maintain citizens' participation. Seven commandments are included to help Peace Corps Volunteers (PCVs) define their role in promoting participation.

Time:

Reading	1 hour
Activities and debriefing	4 hours

Materials:

Flip chart paper, pens markers, colored construction paper, scissors, colored pencils, large poster paper, and note paper. Sheets with line drawings and instructions for Activity 2:1. Materials for training participants and staff listed in the Resources section at the end of the module.

Preparation:

CED modules were designed to be modified and adapted to fit the local community economic conditions and training structure. As a trainer with first-hand knowledge of the training plan, post's project, and the country, your input is vital in adapting these CED modules. It would be helpful to read the other modules in this series for a comprehensive understanding and to be better equipped to answer training participants' questions.

Whether you are involved in community-based training (CBT) or center training, create situations where trainees can work with the community and actually listen to the community's wishes and aspirations. Look for ways to integrate language, cross-cultural, and health and safety training with technical training. For example, host families are resources for technical training as well as language learning and cross-cultural understanding.

TRAINER'S NOTES

ACTIVITY 2:1

CONNECT THE LINES OR COMPLETE THE PICTURES

Overview:

This simple activity increases training participants' awareness of how the way you ask for participation affects the level and results of that participation.

Time: 30 minutes

Materials:

One photocopy of line drawings, with instructions translated into the local language, for each participant.

Procedure:

- Encourage training participants to conduct this activity with individuals or small groups of host family members or friends.
- Cut the line drawing sheets in half. Give participants the top half of the page and ask them to "connect the lines." When they have finished, give them the bottom half and ask them to "complete the pictures."
- Share both drawings with others in the group.
- Discuss how each participant felt connecting the lines and completing the pictures.
- Which instructions inspired more creativity and involvement?

Debriefing the experience and processing the learnings:

- Which task did people enjoy more? Which of the two tasks were participants more excited about? Why?
- What was learned about involving individuals in an activity?
- Note how merely changing the instructions affected the results.
- How can what was learned be applied to involving citizens in CED?

Typical conclusions from this exercise:

Connect the lines requires a limited amount of participation and that is what you usually get. People commonly look for the line that is missing and fill it in.

Continued

Trainer's Notes, Activity 2:1, continued

Complete the picture encourages individuals to visualize what might be, what can be created with a few simple lines. This instruction is more empowering.

How can what participants learned from this exercise be applied in requesting citizens' participation in CED activities and projects? Some possible answers:

1. Do not limit people's participation by telling them how to do a task.
2. Allow people freedom to be innovative in their participation.
3. Encourage creative solutions.
4. Have fun!
5. Share your results with others.

TRAINER'S NOTES

ACTIVITY 2:2

LEVEL OF PARTICIPATION

Overview:

This activity stimulates thought on the meaning and forms of “community participation” by presenting participants’ different views. Making a mural of individuals’ drawings serves as a visual reminder of the different views people have of participation.

Time: 45 minutes – 1 hour

Materials:

Flip chart paper, colored construction paper, scissors, pens, markers, and/or colored pencils.

Procedure:

- Explain that the activity helps the group understand how each member feels about community participation.
- Provide paper and drawing materials. Ask individuals to draw a picture illustrating their concept of community participation. Allow them about 10 minutes to draw. Explain that if they can’t draw, they can use stick figures or symbols.
- Ask individuals to share their drawings and describe how they see community members participating.
- Combine the drawings into a group mural. Be creative, make the mural a work of art. Display it in a common area as a reminder of the value of participation.

Debriefing the experience and processing the learnings:

Engage the group in a discussion of what needs to happen to move them to a higher level of participation. Explore cultural norms that may affect the participation of certain community members. Use these participation insights to plan and implement CED activities and projects.

TRAINER'S NOTES

ACTIVITY 2:3

ANALYZING AN ORGANIZATION'S LEVEL OF PARTICIPATION

Overview:

There are two major reasons for this activity. (1) Applying materials covered in the module to participation in a real organization; (2) Discovering some of the differences between how Americans view participation and how locals view of participation.

Time:

Preparation of questions and inviting representatives	1 hour
Actual interview	30 minutes – 1 hour
Debriefing	30 minutes

Materials:

Interview questions translated into the local language.

Preparation:

Help training participants arrange to interview representatives of a community organization.

Debriefing the experience and processing the learnings:

Allow training participants to take charge of the debriefing. Be prepared to add to the debriefing your knowledge of how people participate in community organizations and to ask questions to probe training participants' understanding. You may want to include other Peace Corps staff or trainers in the debriefing to expand trainees' perception of participation in their host country.