

The Tanzania Participatory Poverty Assessment.

Minutes from the 17th/18th January Design Group Workshop

I: In Attendance:

1. Deo Mutalemwa	-	ESRF
2. Anna Dominick	-	ESRF
3. Charles Ehrhart	-	ESRF
4. Rose Mwaipopo	-	ESRF
5. Charles Kadonya	-	ESRF
6. Fortunata Temu	-	ESRF
7. Loserian Sangale	-	ESRF
8. Patrick Ngowi	-	ESRF
9. Njoki Tibenda	-	forDIA
10. Gabriel Mbulanya	-	CSSC
11. Astronaut Bagile	-	Care Int. Tz
12. Anneth Ngaiza	-	ActionAid Tz
13. Charles Lwanga -Ntale	-	ESRF
14. Susanne Dam Hansen	-	UNDP
15. Omary H. Juma	-	PO-PP
16. Ezekiel Mpanda	-	PO-PP
17. Jose Lopez	-	Save The Children
18. Justine Mdemu	-	Save The Children
19. Kate Dyer	-	Maarifa ni Ufunguo
20. Joachim Njoki	-	ForDIA
21. Jenni Marshall	-	WaterAid
22. EW Swebe	-	NBS
23. Marya Poltnik	-	AMREF
24. Godfrey Tweve	-	Concern
25. Amani Manyelezi	-	Maarifa ni Ufunguo
26. Magdalena Ngaiza	-	Udsm
27. Cosmas Kamgusha	-	Udsm
28. Bright Msalya	-	RIPS/Mtwara
29. Fabia Shundi	-	WRDP
30. Anacleto K. Kashuliza	-	SUA

II: Discussions

Workshop Overview

1. Rational behind the creation of a “Design Group”
2. Goals of the Design Group
3. Workshop Agenda

- 1) The following was deliberated on the First Year Time line.

Activity 1: Field Work

In this activity, Design Group members identified “elements” of the research process and then debated which to include in the PPA. Afterwards, members determined how much time they wanted to allocate to each element. These elements include:

Element	Description	Duration (days)
1. Gov't. Protocol & Site Selection		1
2. Community Introduction		1
3. Gathering Information	Daily reports	7
4. Analysis & Writing up	“Preliminary Site Report”	2
5. Local Feedback		1
6. District Workshop		1
7. 2 nd Writing-up Period		2
8. R&R		2
9. Travel to next site		2
Total number of days allocated to each site		19

Respects will be paid to the RAS and DED. The Research Teams will work with the District Planning Officer to identify a specific site for research.

Research Teams will allocate a full day to setting the stage for an “introduction to the PPA” (see below).

Seven days will be allocated to research. This relatively long period was considered important in order to give researchers the flexibility to adapt to local people’s time constraints (especially as Research Teams will be in the field during a labour intensive period for farmers). This long time-period will also provide researchers with substantial opportunities to reflect on the information they are generating and plot to fill key gaps/triangulate.

The research period will be followed by two-days in site dedicated to analysis of “the big picture” and the writing-up of a “Preliminary Site Report.”

One day will be allocated to preparing for and presenting this Preliminary Site Report to the community. This is a vital means of verification/triangulation and sharing information with local people to use as they see fit.

The outcome of this process will be presented in a ½ day Workshop at the District Level for Local Authorities and Civil Society Organisations. This will allow still more verification of research results (and the addition of caveats about their typicality), the augmentation of research results and thinking about their implications for public policy.

Research Teams will then remain in the district headquarters for two more days refining their conclusions into a ‘Final Site Report’ to leave with Local Authorities and the community in which they worked.

This will end with two days Rest & Recuperation for the Research Teams before continuing to the next site.

It is understood that some activities in some sites may take more or less time than that tentatively allocated to them.

PPA process Time -line (March to July)

Dates	Activity	No. of Days
25 – 1 March	Personal Prep time	
4 March	Depart for the field	
6 March	Enter 1 st Field Site	
25 March	Enter 2 nd Field Site	
31 March/1 April	Easter Break	
15 April	Enter 3 rd Field Site	
<i>6 May, = Synthesis & analysis week</i>		
13 May	Home institution week	
20 May	Enter 4 th Field Site	
Time off for Easter		
29 April – 3 May	Synthesis & Analysis	
6- 10 May	Synthesis & Analysis	
13 – 17 May	Home Institutions	
<i>18 – 22 May, = Home Institution Break</i>		
23 May 5 July	Return to field	
8 – 12 July	Synthesis & Analysis	

----- Tea -----

Activity 1: First Year Time-line (1)

There are several goals in this activity, including:

- Agreeing on how much time we will allocate to spending in each Research Site
- Agreeing, in principle, on how many “site slots” we have available to us
- Agreeing, in general terms, what will be accomplished during this period
- Allocating time to regrouping for joint analysis, synthesis and further training (as necessary)
- Allocating time to spend in her home institutions (providing feedback, etc.)
- Allocating time to Rest & Relaxation/Recuperation (R&R)

----- Lunch Break -----

Activity 2: First Year Time-line (2)

----- Tea -----

Activity 3: Strategies to secure wide-scale “Community Consent”

Discussion 1: Why is wide -scale/representative consent necessary?

The Design Group discussed the important of engaging a wide range of individuals and social groups in the research process. It was, however, noted that it is very often difficult – particularly in a project of this kind – to do so. Failure to ensure wide-scale participation in the research would limit (if not undermine) the validity of the research. This is all the more so as *this* PPA has specifically been tasked to examine the trade-offs for different social groups between policy approaches.

Discussion 2: Problems surrounding the nature of village consent

Typically, we enter a community and try to explain what we want to do in a PPA before asking if people want to work with us. Previous PPAs have found it immensely difficult to clearly communicate their purpose and even more difficult to do so in such a way that many people listen and “get it.” The question/problematic is: how do we get many people to come to our “Introduction” and how do we get and maintain their interest?

Discussion 3: Strategic solutions

The Design Group came up with a complex solution. First, they will enter a community and distribute copies of “The Everyman’s Guide to the PRSP” and flyers inviting local people to an evening presentation featuring a video dramatisation about the PPA. This will create “the pull” for people to attend the meeting.

The video itself will dramatise the research process and the purpose of the PPA to inform public policy. It is hoped in this way, people will “get” what the PPA is about and want to contribute their knowledge and analysis of vulnerability in Tanzania.

The Design Group charged ESRF with exploring the (financial and practical) feasibility of each step in this strategy.

Day 2

Activity 1: Sowing seeds for maximum public policy impact (1)

Discussion 1: PPA goals and interwoven vs. discreet approaches to Research and Pro-poor Public Policy Advocacy.

The Design Group discussed the transition of research projects from:

- Research and publication only to
- Research and publication, then sensitisation & advocacy to
- A holistic process incorporating advocacy (interest & coalition building) from the point of inception and design

It was agreed that the Tanzania PPA Process should be implemented – as it has been so far – in a holistic manner.

Discussion 2: The pros and cons of inviting local and/or national-level policymakers to field-sites. What do we do?

The Design Group concluded that it would not be beneficial to invite local authorities (e.g. Councillors or the DED) into the field site during research. It was felt that the inclusion of District Planning Officers on the Research Teams was adequate for this purpose.

Participants expressed concern about inviting any non-researcher into the field for fear that this would negatively impact the research process and, perhaps, erupt in confrontation between community members and policymakers.

The PPA Technical Advisor shared experiences from the Gambia, Zambia and Madagascar of concrete benefits following from senior policymakers spending brief periods in the field.

The Design Group concluded that it would be appropriate to invite a few senior officials into the field, keeping in mind the 1.) strategic relevance of the individual and 2.) likelihood that they will enrich rather than detract from the research process.

It was tentatively suggested that relevant individuals from the VPO and MoF be included in those brought to the field. ESRF will consult with stakeholders to assemble other names.

Discussion 3: Additional strategies to build policymakers' understanding of, and appreciation for, Participatory Policy Research.

It was agreed that the IC will pursue additional opportunities (besides “site-visits”) to advise policymakers and the public of the PPA Process. It is hoped that this will build understanding of participatory policy research and, ultimately, increase the use of its research results.

These strategies will include the use of popular media, keeping in mind the good and bad experiences (as well as lessons learnt) by Implementing Partners.

ESRF will work to identify reliable journalists, etc. and assist them to accurately report on the PPA and its findings.

ESRF will also create opportunities to meet with policymakers and explain about the PPA and how it can help them fashion more effective pro-poor policies.

----- Tea -----

Discussion 4: Brainstorming additional activities to include in the research process that will facilitate future advocacy efforts (e.g. recording key policy messages from poor people on videotape)

The Design Group discussed the PPA's ultimate goal of yielding more effective pro-poor policies and the role of future advocacy/sensitisation efforts by the IC and the Sensitisation and Advocacy Working Group (within the Poverty Monitoring System).

With any eye towards these distant activities, participants brainstormed about what steps should be taken during the research process to generate powerful resources for advocacy.

Video documentation of the research process was mentioned as one possible advocacy tool, as was the creation of a video – together with community members – about vulnerability in their lives.

ESRF has agreed to discuss experiences in the production of such a video with IPs and others. It will then report back to the IC, which will decide whether or not to pursue this option.

Regardless, Research Teams will be provided with tape recorders and cassettes to record particularly compelling messages/vignettes from the communities to policymakers. It was agreed that a policy of “full disclosure” would be discussed before Teams head into the field.

Research Teams will also note particularly eloquent individuals capable of directly communicating experiences/recommendations about vulnerability to policymakers at the national level. These individuals may be contacted later in the PPA process. Care would be taken to avoid building expectations.

Discussion 5: How do we think the research process should be documented? Who should do this?

It was agreed that we need to document the research process for ourselves (to learn from), for other professionals interested in PPAs (so that they can learn from our experiences), for those funding the work (so that they know what was accomplished and how their money was used).

We will document our work by:

- Creating a standard field reporting format (this will include space for commenting on the “process” itself)
- Creating a periodic newsletter (to be distributed quarterly)
- Maintaining a web site (update regularly)
- Undertaking an “Internal Assessment” of the research process at the mid-term and end of field work
- Facilitating an “External/Independent Assessment” initiated by the R&AWG

The research process and results will also be documented in an appropriate manner to be left behind in each research community.

Activity 2: Practicalities

What equipment do we need?

- **What do we need to conduct the activities we have already planned?**

- **What equipment do we need in order to live in communities during research?**

It was agreed that ESRF would provide each Research Team with:

- One cassette recorder and a carton of tapes
- One 35 mm. camera and film
- One First Aid kit
- One torch
- One camp stove (kerosene)
- One container for kerosene
- One thermos
- One set of plates, etc.
- Two lanterns
- Two jerry cans for (non-drinking) water
- Two wash buckets
- Two large aluminium boxes with locks
- Seven ground cloths or camp/safari cots
- Stationery
- Plastic tarp for roof-rack
- Two sets of two tents
- Flier about PPA
- Projector for introductory and other videos

In addition, each Team Leader will be given:

- A phone allowance of \$10 per site
- A camp/team allowance of ____ per site
- Laptop and car charger

II: Site Selection

Basic considerations for site selection were discussed and these included understanding

- What site selection was about,
- How have others elsewhere handled it? (Lessons from Uganda)
- What could be the key considerations?
- What process could be followed?
- What more information or considerations should be addressed?

What is it about

- Choosing sites in a manner that is designed to best bring out or articulate the objectives of the research
- Therefore it should be
 - Transparent
 - Consistent
 - Simple
- Should avoid long lists of criteria

LESSONS FROM UGANDA

The key assumption of the Ugandan PPA process was that the research themes would be applicable in any of the selected Sites. The process had two Research themes

Theme I: Deepening the understanding of poverty

- (a) Gender dimensions of poverty

Policy Probes on gender issues:

- How best can gender be mainstreamed in service delivery programmes?
- How can Government/NGOs take forward, with a gender focus critical issues relating to inequities in asset base, etc., voice/representation, etc.

- (b) Poverty of specific groups (e.g. disabled, elderly poor, child-hooded households, etc.)

Policy probes:

- What is the need for, and viability of, policies that provide for safety nets for different categories of people?
- How responsive are current poverty eradication policies to the specific needs of special categories of the poor?

Theme 2: People's experiences of selected policies

- (a) PAF Programmes – Health, Water, Education, Agriculture, etc.

Policy Probes:

- What is the performance of the programmes?
- What are the bottlenecks in the implementation of programmes?

CRITERIA USED IN UGANDA

- (1) Agro-ecological zones
- (2) Welfare level (well-off & poor districts) - based on household expenditure per adult equivalent.
- (3) Non-overlapping of PPA 1 districts.
- (4) "Manageable" number of districts.
- (5) Regional diversity (4 Regions)
- (6) Insecurity (some insecure districts purposely selected)
- (7) Implementation of selected Government programmes.

POSSIBLE KEY CONSIDERATIONS

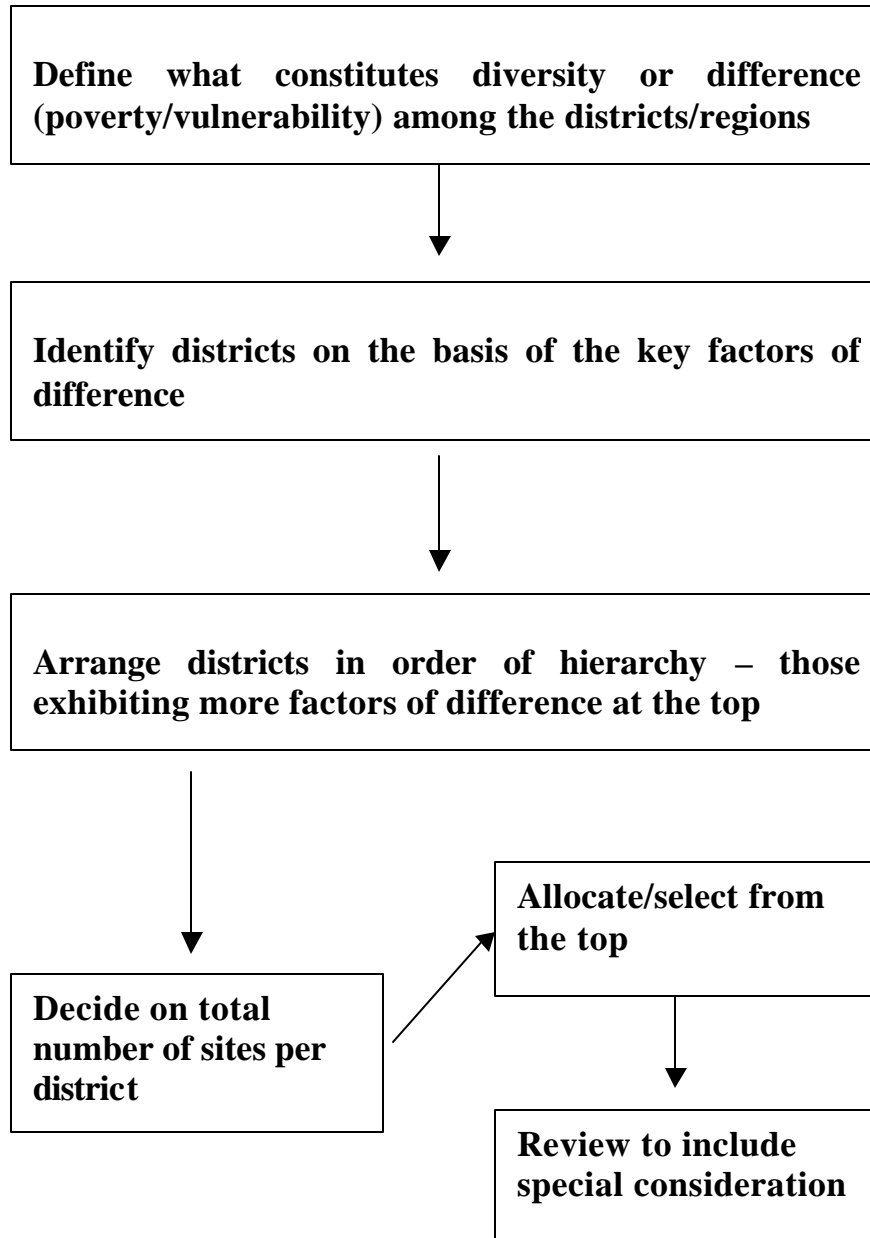
VULNERABILITY? (Long List!)

- Remote rural peasants
- Unemployed urban youth
- People with disabilities
- Un-supported elderly persons
- People in “receding” livelihoods
- People in marginal & environmentally declining areas
- Child-headed households
- Excluded/marginalized ethnic minorities
- Women-headed households
- Disaster – prone areas

OTHER

- Livelihoods**
- Fishing
 - Mining
 - Cattle Keeping
 - Subsistence farming
 - Petty Trade
 - Other – urban/rural; peasants with limited land etc.

A POSSIBLE PROCESS FOR SITE SELECTION



Final Summary:

All the items listed in the Design Group TOR (see Appendix II) were covered during the two day workshop, except:

- Deciding how to contact relevant Local Authorities and explain the PPA's purpose so as to secure their interest in and commitment to the research process
- Planning how to ease Research Teams' prolonged presence in remote field sites (addressing, for example, where RPs will sleep, what they will eat, who will be responsible for making arrangements and what materials should be provided to each Research Team by the Lead IP)

Appendix 1: Final Agenda for the 2002/3 PPA Design Group Meeting

Day 1: Field-work	
Time	Event
9:00 – 10:45	Introductions, Update and Q&A
10:45 – 11:00	Tea
11:00 – 1:00	First Year Time-line (1)
1:00 – 2:00	Lunch
2:00 – 3:45	First Year Time-line (2)
3:45 – 4:00	Tea
4:00 – 5:30	Strategies to secure wide-scale “Community Consent”

Day 2: Site Selection	
Time	Event
9:00 – 10:40	Sowing seeds for maximal Public Policy Impact
10:40 – 11:00	Tea
11:00 - 1:00	Practicalities
1:00 – 2:00	Lunch
2:00 – 3:40	Developing a Site Selection Process (1)
3:40 – 4:00	Tea
4:00 – 5:30	Developing a Site Selection Process (2)

Day 1

Introductions

1. Welcome
2. Personal Introductions

Update

1. Changes in RPs: ActionAid, IDS, WRDP
2. Status of MoUs and Contracts
3. Selection of Team Leaders
4. Selection of Research Interns
5. Confirmation of start date for Policy Week (distribute agenda/flyer)
6. Confirmation of start date for Training Programme (to be held in Bagomoyo)
7. Contact addresses for ESRF Management Team members and other partners...

Workshop Overview

4. Rationale behind creation of a “Design Group”
5. Goals of Design Group
6. Agenda

----- Tea -----

Activity 1: First Year Time-line (1)

There are several goals in this activity, including:

- Agreeing on how much time we will allocate to spending in each Research Site
- Agreeing, in principle, on how many “site slots” we have available to us
- Agreeing, in general terms, what will be accomplished during this period
- Allocating time to regrouping for joint analysis, synthesis and further training (as necessary)
- Allocating time to spend in her home institutions (providing feedback, etc.)
- Allocating time to Rest & Relaxation/Recuperation (R&R)

----- Lunch Break -----

Activity 2: First Year Time-line (2)

----- Tea -----

Activity 3: Strategies to secure wide-scale “Community Consent”

Discussion 1: Why is wide-scale /representative consent necessary (plenary)

Discussion 2: Problems surrounding the nature of village consent (plenary)

Discussion 3: Strategic solutions (small-groups, followed by plenary)

Day 2

Activity 1: Sowing seeds for maximum public policy impact (1)

Discussion 1: PPA goals and interwoven vs. discreet approaches to Research and Pro-poor Public Policy Advocacy.

Discussion 2: The pros and cons of inviting local and/or national-level policymakers to field-sites.¹ What do we do?

Discussion 3: Additional strategies to build policymakers' understanding of, and appreciation for, Participatory Policy Research.

----- Tea -----

Discussion 4: Brainstorming additional activities to include in the research process that will facilitate future advocacy efforts (e.g. recording key policy messages from poor people on videotape)

Discussion 5: How do we think the research process should be documented? Who should do this?

Activity 2: Practicalities

What equipment do we need?

- What do we need to conduct the activities we have already planned?
- What equipment do we need in order to live in communities during research?

----- Lunch Break -----

Developing a Site-selection process (1)

----- Tea -----

Developing a Site-selection process (2)

¹ Note: The PPA Policy Week will conclude with an activity identifying policy targets and key policy-makers/approvers that could be invited into the field.

Appendix 2: TOR for the 2002/3 PPA Design Group

1. Introduction

Institutions committed to poverty alleviation must have ideas about why it occurs, why it persists and how it can be overcome to guide their work. Indeed, they have always operated on the basis of specific theories about poverty that reflect their understanding of cultural, social and economic realities.

Since the second half of the 1980s, public institutions have developed increasingly sophisticated multi-topic surveys as their preferred means to measure, analyse and learn about poverty. In contrast with single-topic surveys (such as Employment, Income and Expenditure Surveys), these multi-topic Household Surveys are designed to generate information on a wide range of issues intimately linked to household welfare. At the same time, private development aid institutions and, to a lesser extent, academic institutions were rapidly pioneering a “participatory approach” to developing information and understanding about poverty.

In their current forms, both methodologies involve poor people in the production of data. The primary difference between participatory and survey-based research is that the former systematically involves poor people in the *analysis* of its findings. It is this analysis, as much as the raw data, which is then synthesised to inform pro-poor policies.

Some of the advantages to Participatory Policy Research are obvious. First, data analysis does not depend on speculation by urban elites about the conditions poor people face. Instead, it is the result of poor people – the “everyday experts on poverty” – reflecting on, theorising about, debating and explaining the world in which they live. Second, Participatory Policy Research contributes to social democratisation by engaging poor people in policymaking processes.

On the basis of these characteristics, the Government of Tanzania has decided to make Participatory Policy Research, in the form of Participatory Poverty Assessments (PPAs), a routine part of its Poverty Monitoring System. The 1st PPA Cycle begins in January 2002 and will run through December 2003. It will examine the vulnerability of different social groups to severe poverty and analyse their diverse experiences trying to prevent, survive and overcome it.

A Consortium of fourteen institutions will implement the 2002/3 PPA. They are:

1. The President’s Office, Planning and Privatisation (PO-PP)
2. The National Bureau of Statistics (NBS)
3. Christian Social Services Commission (CSSC)
4. The Economic and Social Research Foundation (ESRF)
5. Concern for Development Initiatives in Africa (forDIA)
6. The Institute of Development Studies (IDS), University of Dar es Salaam
7. Maarifa ni Ufunguo
8. Women’s Research and Documentation Project (WRDP)
9. ActionAid, Tanzania
10. Agency for Cooperation in Development (ACORD)
11. African Medical Research Foundation (AMREF)

12. CARE International, Tanzania
13. Concern Worldwide, Tanzania
14. Save the Children, UK

ESRF is the Lead Implementing Partner. As such, it is responsible for co-ordinating and facilitating the Consortium's activities.

2. The Design Group

The Implementing Consortium (IC) has established the "IC Committee" as its primary forum for collective discussion, debate and decision-making. Membership in this Committee is limited to the fourteen institutions implementing the PPA.

On 30th November, these Implementing Partners (IPs) decided that a "Design Group" should be formed to draw-up a macro-level, operational framework for the PPA.

This framework will house the detailed "Work Plans" designed by Research Partners (i.e. those individuals assigned by IPs to work full-time on the PPA) immediately following the completion of their Training Programme in February.²

2.1 Membership

The Design Group will be composed of all IC Committee members plus a number of external specialists. Approximately five specialists, nominated by IC members and chosen by the Lead Implementing Partner on the basis of their complimentary skills and areas of expertise, will be invited to join the Design Group.

2.2 Profile of External Specialists

Many Research Partners have experience in participatory research. Nonetheless, they believe that their discussions, debate and decisions will be improved by including particularly knowledgeable external specialists.

External specialists nominated to join the Design Group should:

- Understand and sympathise with the PPA's core goals (as listed in the "Preliminary Project Description") and the role it has been designed to play in Government's Poverty Monitoring System/PRSP Revision Process
- Be knowledgeable about ethical and technical concerns in relation to participatory research
- Have substantial experience undertaking participatory research in Tanzania

2.3 Specific Responsibilities

² Work Plans pertain to the micro-level and stipulate, for example, "the logical order in which we will address Research Items" and "what participatory tools (i.e. methods) we will try using in each case."

The specific responsibilities of the Design Group will include, but are not necessarily limited to:

- Deciding how to contact relevant Local Authorities and explain the PPA's purpose so as to secure their interest in and commitment to the research process
- Strategising how Research Teams should present their purpose at the site-level so as to gain *widespread* interest in contributing to/participating in the research process
- Planning how to ease Research Teams' prolonged presence in remote field sites (addressing, for example, where RPs will sleep, what they will eat, who will be responsible for making arrangements and what materials should be provided to each Research Team by the Lead IP)
- Deciding whether or not to invite local and/or national-level policymakers to field-sites and, if so, who, how, for how long, etc.
- Recommending additional means to build understanding and appreciation – particularly amongst those policymakers drafting the PRSP – for Participatory Policy Research
- Recommending other activities to include in the research process that will facilitate future advocacy efforts (e.g. recording key policy messages from poor people on videotape)
- Planning how to document the research process and identifying appropriate materials/equipment to be supplied by the Lead IP
- Deciding how much time Research Teams will spend in each site, as well as how much time will be allocated to R&R between field-sites, etc.
- Planning a Mid-term Break for Research Teams
- Strategising how to feed-back results at site and other local levels (e.g. ward and district) so as to maximise opportunities for (a.) the verification of research results and (b.) people's use of research results for their own purposes

2.4 Operational Details

- 5.1 The Design Group will be Chaired by the PPA Co-ordinator, and the Assistant Co-ordinator will act as Secretary.
- 5.2 The Lead IP will arrange to convene the Design Group. All Implementing Partners will have the authority to add items to the Group's Agenda.
- 5.3 Consensus will be sought on all decisions. However, when consensus cannot be reached, decisions stand if they are supported by ten or more IPs.

- 5.4 If serious disagreement arises between the Lead IP and a majority of IPs, the matter will be brought to the PPA Steering Committee for arbitration.
- 5.5 Changes can be made to the Design Group TOR by a vote of ten or more IPs.

3. Activities

The Design Group will meet on 17th and 18th January, beginning each day at 9:00 a.m. sharp, in the ESRF Conference Hall.

It is hoped that the Design Group will fulfil all of its responsibilities during these two days.

4. The Way Forward

Nominations for external specialists to join the PPA Design Group should be submitted to ESRF (Attn. Ms. Anna Dominick) by 21st December. ESRF will then select and contact a complimentary mix of nominees in order to ascertain their interest and availability.