Report on the Training Workshop on Participatory Action Plan Development (PAPD)

Annex 5

Report on the Training Workshop on Participatory Action Plan Development (PAPD) Agcharan, Kalihati, Tangail, Bangladesh 20-24 March 2005

Organizer: Center for Natural Resources Studies (CNRS) upon request of the WorldFish Center-Malaysia Trainers: Staff members of CNRS Trainees: Project staff of the WorldFish Center-Malaysia and Bangladesh, PROSHIKA, Bangladesh Environmental Lawyers' Association (BELA) and Mitraniketan Participants: Three groups of primary stakeholders, i.e. fishers, farmers and women in Agcharan village

Introduction

PAPD (Participatory Action Plan Development) is a participatory method for building consensus among multiple stakeholder groups on sustainable management of natural resources. This participatory method reflects a set of processes which enables the community to develop an action plan to improve and sustain the natural resources in their community. PAPD was developed by the Center for Natural Resource Studies (CNRS) and tested widely in Bangladesh. The method further emphasizes the involvement of many stakeholders in managing natural resources and ensures that views of stakeholders are represented.

The need to build consensus among multiple stakeholder group arises when there is conflict on issues as managing the resources and its expected benefits. In many cases, resolving conflicts involve third party intervention, e.g. NGOs or other institutions neutral to the conflict. The magnitude of conflict typically determines the degree of third party intervention and the type of facilitation needed. Consensus and relationship building among stakeholders can be practiced if appropriate facilitation could be provided through a third party. If arbitration is needed to resolve the conflict, then an advisory or binding assistance method can be practised.

In 2003, the WorldFish Center initiated a project titled "Enabling Better Management of Fisheries Conflicts". One of the objectives of the project was to develop and field test science-based consensus-building (CB) methodologies that could help resolve and minimize conflicts between small-scale and mechanized fishers in Sakthikulangara Village in Kerala Province, India. The project team identified PAPD as a potential tool for building consensus amongst conflicting fisher groups. However, partners need to enhance their knowledge and facilitation skill before carrying out the PAPD process in Sakthikulangara.

From 20-24 March 2005, the CNRS and the WorldFish Center team conducted PAPD training in Kalihati, Tangail, Bangladesh, for selected NGO partners from the WorldFish Center-Bangladesh and South Asia office, Mitraniketan, PROSHIKA and Bangladesh Environmental Lawyer Association (BELA). The five-day training covered a series of participatory process, which enabled three groups of stakeholders' (farmers, fishers and women) to identify problems related to their natural resources, prioritize the problems and consensually develop an action plan on implementable solutions. This report describes the PAPD sessions held with the farmers' group on Day 1 and Day 3; and with all three groups on Day 2 and Day 4. There were concurrent sessions for the three groups on Day 1 and Day 3.

PAPD 1. Problem Census 1.1) Problem Identification

- 1.2) Problem Selection
- 1.3) Problem Prioritization

1.1) Problem Identification

- Three stakeholder groups (farmers, fishers and women) were invited to participate in the PAPD session.
- Each stakeholder group was placed in a different location. Each group had a facilitator, co-facilitator and session assistant.
- The 15 farmer-participants were assembled in an open space near the CNRS workstation. Everybody sat in a u-shaped formation.
- The facilitator greeted the farmers and explained the purpose of the activity. An ice-breaking session was conducted.
- The farmers understood that they were in the Workshop to identify problems related to the natural resources within their locality and would have come to agree, through the PAPD process, on implementable action plans that would address their identified problems.
- The farmers filled their registration forms.
- The farmers split themselves into three sub-groups.
- The facilitator briefed the farmer participants on the problem-census procedure.
- The facilitator explained the problem definition process under the PAPD and qualified if the problems were related to land, water and livelihood.
- The facilitator requested the villagers to list down all of their problems in the cards. There should only be one problem per card.



An ice breaking session shows the strength of community as a team



Farmer participants identify problems

- The co-facilitators hopped from one group to another group, assisting the participants as they wrote using their cards.
- When the participants were done with problem lists, they were seated in u-formation again.
- One group presented their problem card. The other two groups listened to their problems noting that they would have to cull out their problems from their list if they were mentioned by group 1.
- The problems mentioned were: 1) lack of education, 2) threat to certain species, 3) illegal fishing gears, 4) no tractors available, 5) excessive fishing pressure, 6) irrigation problems, and 7) lack of modern technology or knowledge for cultivation
- The co-facilitator pinned the problem cards on the board as the group was presenting their problems. The session assistant wrote the problems in a note pad.

1.2) Problem Selection

- The facilitator explained to the groups that the emphasis of the Action Plan/Project that they were expected to develop was on managing natural resources. This would be the basis for classifying problems into "project-related problems" and "non-project related problems."
- A master list was made by the session assistant, while the facilitator and co-facilitator organized the cards into project and non-project groups.



Facilitators organize the cards based on project-related and non-project related problems



Session assistant prepares the master list

1.3) Problem Prioritization

- The participants were requested to prioritize project-related problems by casting their votes (each person was entitled to five votes).
- Each participant was given five stick-on tags and was asked to come to the board to stick on chosen
 project-related cards all the five tags representing votes. Participants could vote more than once on the
 same problem.
- The facilitator tallied the votes.
- The problem cards were arranged with the highest vote on top. The results showed that the top five problems were: 1) floods, 2) lack of capital for investment, 3) high cost of cultivation equipment, 4) lack of modern equipment for cultivation, and 5) use of harmful gears for fishing.



A participant prioritizes the problems by casting his vote



Co-facilitator tallies the vote.

PAPD 2. Problem Cluster and Prioritization 2.1) Problem Analysis and Solution

2.2) Problem Cluster and Consensus on Solution

2.1) Problem Analysis and Solution

- The top five problems were analysed by the team of facilitators using the Problem Analyses Format Table (see Table 2.1) pinned on board.
- Each problem was analysed in one Table (1 problem = 1 Table). So, five similar Table templates were prepared before the session.
- The facilitator explained to the participants the meaning of cause, impact, affected group and solution. To avoid being bias, the facilitator gave examples, but did not use the listed problems as examples.
- In this instance, the participants could give more than one cause, impact, affected group or solution.
- The facilitator then began filling in the Table while encouraging the participants gave their opinion on the causes of the problems (e.g. why flood happened)
- Upon knowing that the participants were satisfied with the analysis of the cause of the problem, the facilitator encouraged them to analyse the impact of the flood, for example, followed by a discussion on who were the affected groups and what were the possible solutions.

Table 2.1 Problem Analyses Format

PROBLEM	CAUSE	IMPACT	AFFECTED GROUP	SOLUTION
Problem 1: Flood	- Crop damage		- farmers	build sluice gatebuild embankment
Problem 2: Loan crisis			- farmers - fishers - small scale business	 government introduce/help through agricultural loan NGO & government provide help through agriculture subsidy for agricultural equipment (seeds, etc.) Interest-free loan
Problem 3: Lack of agriculture inputs (seed, insecticide, fertilizer)			- farmers	 foreign support alternative income-generating activity
Problem 4: Lack of modern technology (tractor, etc.)			- farmers - fishers	 need technology expert advice from officers loan for modern equipment government to supply some equipment
Problem 5: Harmful gears			- fishers	 enforcement from officers awareness programme for fishing community alternative income- generating activity during spawning season different species found in the waterbodies, so exchange fish sanctuary

- As expected, the participants suggested more than one solution to a problem.
- The facilitator asked the participants to prioritize solutions in the list by simply assigning a number to each solution according to their preferred priority.
- The facilitator proceeded with each problem following the format in Table 2.1.

Note 1. During the problem analyses, solutions were suggested. Some of the solutions typically involved physical construction, e.g. building embankment/dike or building sluice gate. The farmers were requested to draw their resource map indicating where the dike or sluice gate should be located in accordance with the suggested solution to the flood problem. The illustration would prove useful during implementation. The farmers also developed a cropping or seasonal calendar to facilitate decisions on planting rice or other crops considering the flooded and dry conditions of the farm.



Farmer-participants draw a resource map to indicate locations of suggested structures for construction.



The session assistant assists farmer-participants to draw a cropping or seasonal calendar.

- For the next day's session, the facilitator selected five to eight representatives from the farmers' group.
- Using the participant selection form (Tool 4) illustrated in the PAPD manual, each farmer was requested to "rate" the performance of all other farmer-participants on Day 1.
- The total score of each participant was calculated. The top five participants with the highest score were invited for the next day's session. The rest were reminded to attend Day 3 session.



Using the participant selection form, the cofacilitator requests each participant to rate the performance of all other participants on the day's activity.



Co-facilitator and session assistant calculate the scores of the participants for the next day's activity.

2.2) Problem Cluster and Consensus on Solution

Night Activity: All of the problems analysed on Day 1 by the three groups (farmers, fishers and women) were clustered. (In this activity, teamwork amongst facilitators, co-facilitators and session assistants is essential.) The team prepared the materials/Table templates for the next day's activity. They also clustered all of the 15 problem-analyses. Using logic and expertise in analysing problems, the team avoided duplication of problems, causes, affected group or solutions. Some solutions had to be reworded because they were, in fact, the real problems. The team worked on the following:

- 1) Compilation of all the problems identified by the three stakeholder groups into one manila card, covering both project and non-project related problems.
- 2) Compilation of all project-related problems into one manila card, with the score from each stakeholder group identified and the score indicated (all 36 problems were identified).
- 3) Compilation of all non-project related problems into one manila card from all the stakeholder groups (all ten problems were identified).
- 4) Clustering project problems—from 36 project-related problems, they were clustered into seven major clusters—using logic and intense discussion of the facilitating group.
- 5) Writing each cluster in bold letters in single cards—four sets done—one for each of the three groups was divided for tomorrow's session and one to be displayed in the board (see picture below). Under each cluster, the problems were captured.
- 6) Rearranging the outcomes obtained from the three stakeholder groups related to causes, effects, affected groups and solutions according to the problem cluster.
- 7) For each problem cluster, a Problem-Cluster-Solution Matrix, indicating Problem, Cause, Impact, Solution and Affected Group was made (1 problem cluster = 1 matrix).
- 8) Compilation of all the solutions into a Solution-Priority-Compilation Matrix.

DAY 2

2.2) Problem Cluster and Consensus on Solution

- All the stakeholders— farmers, fishers and women—were gathered in the same place.
- The three main lists (all problems, project-related problems, and non-project related problems) prepared the night before were displayed.
- Based upon the problem census the day before, 46 problems were identified (36 project-related and ten non-project related).
- Focusing on the project-related problems, 36 problems were clustered into seven major problem clusters (this was done by the team the night before).
- All the seven Problem-Cluster sets were pinned on the board.
- The facilitator explained to the participants how the problems identified by the three stakeholder groups the day before were clustered. The facilitator, along with the participants, checked whether every problem was captured under the clusters.

- Once the participants agreed consensually on the clusters and the problems that were captured under each cluster; the facilitator divided the participants into three subgroups by randomly assigning group numbers from 1 to 3.
- Each group received a set of the problem clusters.
- They then prioritized the problem clusters that required immediate solutions, using 1-7 scale.
- They coded the problem as 7, if they thought the problem cluster needed immediate solution, and the least immediate as 1.
- The team collected the problem-cluster cards from each group and pinned them on the board.



Facilitator explains how the problems from all three stakeholder groups (farmers, fishers and women) were clustered. Note the overall problem list, project related-problem list, and non-project related-problem list displayed at the back of the facilitator. Also, the seven problem-cluster sets in blue poster pinned on the board.



One group of participants discusses amongst themselves the problem cluster that they received and prioritizes each problem-cluster using 1-7 scale.



Facilitator displays the problem clusters prioritized by the first group. Coloured stickers indicate the scores.



Facilitator counts the score and explains the three highest-scored problem clusters.

- The facilitator counted the scores based on the coloured stickers. In this training, three out of seven prioritized problem clusters were identified as those "needing immediate solutions", such as 1) lack of training in alternative income-generating activity, 2) lack of financial capital, and 3) close fishing season.
- The facilitator then put up the three priority Problem-Cluster-Solution Matrices and the Solution-Priority-Compilation Matrix (these matrices were prepared the previous night).
- The facilitator read all three Problem-Cluster-Solution Matrices and asked the participants their opinion.
- Next, the facilitator selected five solutions from the three main problem clusters (two from the first problem cluster, two from the second, and one from the third cluster, totaling 2+2+1=5 solutions), based on the Solution-Priority-Compilation Matrix.
- In this matrix, all the solutions were listed down for each clustered problem.
- 2+2+1 of solutions was selected for the three priority problem clusters.
- The session assistant wrote the five selected main solutions in a poster and pinned it on the board. The
 facilitator explained the rational for focusing only on five solutions (further analyses of more than five
 solutions would take a long time and might affect the quality of group work).

- The facilitator asked the participants to express their opinion on the five selected solutions.
- There were some deliberations, but finally the participants consensually agreed on the solutions. The facilitating team and participants adopted the solutions for further analysis.
- The secondary stakeholders—district officer, agriculture officer, chairman of fisheries or agriculture organization—who were invited earlier, were now in attendance.
- The officers gave their reactions on the recommended solutions.
- A higher ranking officer gave a brief explanation on how the primary stakeholders contributed some impact on the PAPD process.
- Finally, the primary and secondary stakeholders consensually agreed on the three sets of problem clusters and solutions.



The fisheries officer, a secondary stakeholder, gives his reaction on the suggested solutions.



Participants listen intently to the secondary stakeholder's reaction.



A participant representing the women's group gives her views on the five solutions.



The Chief Administration Officer of the *upazila* gives his views on the PAPD process and how it could benefit the villagers.

DAY 3

PAPD 3, Impact Analysis of Solutions

- 3.1) Stakeholder Analysis
- 3.2) Impact Analysis of Solutions
- 3.3) Analysis of Indicators for Consensus Building

3.1) Stakeholder Analysis

Note 2. This session could be conducted on Day 1 if there is time.

- Cards, bearing number I to III, were distributed amongst the participants, who were grouped accordingly; card number I as Group I, etc.
- The facilitator explained to the participants that "stakeholders" comprised a group of people/institutions /individuals who could influence or have interest in the participants' livelihood.
- After this, the team distributed small cards to each group.

- Each group was required to fill in the names of all potential stakeholders (1 card=1 stakeholder).
- Meanwhile, the session assistant drew a horizontal line in a poster on the board. The area below the horizontal line suggested the participants' perceived negative relationships with the secondary stakeholders. The areas above the line, positive relationships.
- The facilitator collected the cards and placed all of them on the horizontal line, identifying the secondary stakeholders. If the same stakeholder was mentioned by the other group, there was no need to stick it on the board.
- Then the facilitator conducted a "force field analysis" to sort out the stakeholders based upon their positive and negative roles. Using past and present experiences with secondary stakeholders—particularly how these stakeholders actually contributed in resolving their livelihood-related problems—the participants, led by the facilitators, identified and agreed which stakeholder had more '+' impact, less '+' impact, more '-' impact, less '-' impact or "0" neutral impact on their livelihood.

3.2) Impact Analysis of Solutions

- Again three groups of stakeholders were segregated. (All those who attended Day 1 were asked to participate this time.)
- In the farmers' group, only three people attended the previous day's session.
- The three farmers then came out and explained to other 11 farmers the activities made on the second day.
- The session assistant displayed the three priority Problem-Cluster-Solution Matrices near the board.
- The problem-solution tandem was reflected as follows:
- •



All the cards are initially placed on the horizontal line.



Force Field Analysis Matrix bears the list of stakeholders' positive and negative impacts on the livelihood of farmer-participants

Problem 1: Lack of training for alternative income-generating activities Solution: i) Communicate with training sectors, ii) Education to be conducted

Problem 2: Lack of capital Solution: i) Fair crop price, ii) Construct embankment outside the waterbody

Problem 3: Close fishing season Solution: i) Arrange alternative income-generating livelihood

A matrix (Table 3.2a) for each solution was put up on the board (1 solution = 1 matrix). Five similar matrices for each solution were then prepared.

Table 3.2a. Solution Impact Analysis Matrix

Problem Solution	Objective/ Purpose	Alternative	Social / Political	Technical/ Economic	Environmental	Sustainability

Lack of training for AIGA	 Communicate with training sectors Education to be conducted 			
Lack of capital	 Fair crop price Construct embankment 			
Close fishing season	1) Arrange alternative income- generating activity			

- Farmers were given the opportunity to analyse 1) the **objective/purpose** of each solution, 2) **alternative** solutions to the one suggested, and 3) the **social, technical/economic, sustainable and environmental impacts** of each solution
- The facilitator and participants discussed intensively each of the solutions, through a question-andanswer session.
- The following guide questions provided by the facilitator helped the participants in completing the above matrix:

Objective

✓ Why do you (participants) propose this solution/activity?

Alternatives

✓ Is there any other alternative solution to the one you suggested (e.g. instead of building embankment, another alternative could be to construct sluices gate)?

Social/Political

- ✓ Would any stakeholder group be affected due to the proposed solutions?
- ✓ Would any stakeholder group go against the implementation of this solution?
- ✓ Whose help/assistance will be needed to implement this solution or to ensure the implementation process goes on?
- Can you identify the agencies, departments/people needed to obtain permission before implementing this solution?

Technical/Economic

- ✓ Would anybody lose or gain from the implementation of this solution?
- ✓ What are the width, length and depth for the proposed construction/s? (e.g. What will be the length of the embankment they proposed?)
- ✓ What is the suitable time to build the embankment or conduct the training?
- ✓ What is the soil type that can support the embankment? Is the soil suitable for a particular agriculture product, which could be adapted as an alternative income-generating activity?
- ✓ Would there be enough labourers to carry out the construction work?
- ✓ Is there a need to set up a committee that can oversee the training process conducted by the training sectors? Who will be the committee members?
- Can you identify the source of fund, approximate cost for the implementation of the particular solution?

Environmental

- ✓ Would there be any positive impact on the environment after the implementation of the solution? If yes, what could be the impacts?
- Would there be any negative impact on the environment after the implementation of the solution? If yes, what could be the impacts?

Sustainability

- ✓ How long could this solution sustain if implemented?
- ✓ What steps could make this solution more sustainable? (e.g. Is there need to establish any management committee after the project phase out?)
- The above process was tedious and time consuming. The facilitator would need excellent facilitating skills to lead the participants in giving their opinion and knowledge related to the guide questions.
- While the facilitator was involved in the question-and-answer session, the co-facilitator filled up the matrix on the board. The assistant wrote the responses in a notepad for compilation and processing purposes.
- After filing up one matrix for one solution, the facilitator once again explained the process to the
 participants and obtained their consensual agreement.

• Then the next solution matrix was put up. The same process was repeated for all five solutions.

Social Impact Analysis

- The facilitator displayed the matrix which showed the list of stakeholders with positive and negative impacts on the villagers' livelihood (Force Field Analysis Matrix). This matrix was done in the earlier activity.
- Session assistant displayed a Table (Table 3.2b), showing the solutions (horizontal), and primary and secondary stakeholders (vertical).
- The participants were asked on what might be the impact of each solution towards the stakeholders listed in the Table (e.g. impact of embankment construction to fishers, NGOs, etc.).

Table 3.2b. Analysis of Impact of Proposed Solutions on Stakeholders

		Farmers' opinion			
Stakeholder	Communicate with training sectors	Education to be conducted	Fair crop price	Construct embankment	Arrange alternative income- generating activities
Fishers	+	+	+	-	+
NGOs	+	+	+	-	+
Agricultural officers	+	+	-(+)	-	-(+)
Social department	+	+	+	+	-(+)
Upahzilla Chairman	+	+	+	=	+
Cooperative department	+	+	+	=	+

+ Benefit; - Loss; -(+) Might Benefit; +(-) Might Loss; = No Impact



Facilitator patiently assists the participants on the Solution-Impact-Analyses Matrix. (If participants are not literate, it would be difficult for them to follow this session. Thus, the facilitator has to slow down even more.)



Facilitator conducts a session to identify the impact of proposed solutions on stakeholders, whom they identified during the "Force Field Analysis" session on the previous day.

3.3) Analysis of Indicators for Consensus Building

- The session assistant displayed Table 3.3 on the board.
- The Table showed all consensus-building indicators.
- The facilitator defined and explained each indicator to the participants.

• The facilitator requested the participants to score each indicator, ranging from 1(very important) to 4 (not important).

Group: Farmers Date: 22 March 2005

Consensus-Building Indicators	Ranking
Mutual trust/belief	1
Social cohesion	2
Advocacy/Lobbying to overcome resistance	4
Mutual cooperation	1
Care for community interest not only self interest	2
Social unity	1
Compromising attitude	1
Work for the community well-being	1

1-Very important, 2-Important, 3-Fairly important, 4-Not important

- Arguments ensued amongst some participants on why the indicators should be scored 1, 2. 3 or 4. A small group preferred a particular indicator to be scored as 1; another wanted to score with 2.
- Facilitating skills and majority vote played an important role In this case.



Participants debate on scoring.



Participants consensually agree on the scoring and are pleased with the result.

DAY 4

- The facilitators, co-facilitators and session assistants prepared the materials listed in the PAPD manual that would be needed on the next day's activity.
- They compiled the findings of the solution-impact analysis matrix for all three stakeholder groups. Since all groups discussed the same five solutions, they had to:

1) compile the objective/purpose and alternative solutions

2) compile the social, technical/economic, sustainable and environmental impact of each solution (a list of feasibility assessment of the solutions)

3) compile the social impact analysis (a list on the impact of proposed solutions on stakeholders)4) compile the scores for the consensus building indicators

• Posters were prepared using large fonts with coloured marker pens. They had to be clear and readable from a distance because they would be displayed for the next day's activity.



Facilitators prepare the posters for the next day's activity.



Trainees take the opportunity to discuss and clarify issues with the facilitators.

DAY 5

PAPD 4. Consensus on Proposed Activities

- 4.1) Consensus amongst Primary and Secondary Stakeholders for Proposed Activities
- 4.2) Opinion of Local Government and Local Administration on Proposed Solutions
- 4.3) Community Action Plan for Implementation of Activities

4.1) Consensus among Primary and Secondary Stakeholders for Proposed Activities

- Posters 1, 3 and 4 were displayed in Location A.
- All seven Problem-Solution Matrices were displayed in Location B.
- The list of "project-related" and "non-project problems", and Poster 2 were displayed in Location C.
- All three stakeholder groups were gathered in a common place.
- The facilitator explained the findings of all the sessions conducted for the past three days to the participants. This enabled the participants to get an overview and relevance of the activities done so far and what would be done in the next session.
- The facilitator divided the participants into three small groups.
- Each group (with a co-facilitator/session assistant) moved to the locations and observed the displayed posters or lists.
- A member from each group or the facilitator explained the posters/lists.
- After going around the three locations, the participants gathered in a common place again.
- The facilitator then opened the floor for discussion. Any doubt, clarification or question related to the displayed posters/lists from the participants was answered by the facilitator and his team.
- In cases of differences in opinion or proposed solution, the facilitator requested some participants to explain the reason and build consensus amongst themselves.



Location C. A participant explains the compilation of Poster 2 to other participants.



Location B. A participant explains the Problem-Solution Matrix to other participants.

4.2) Opinion of Local Government and Local Administration on Proposed Solutions

Note 3. Ensure that local officers and other secondary stakeholders (local elite, local government, NGOs, etc.) are present in the final session.

- All materials were displayed in a common location where the primary and secondary stakeholders were
 present.
- The facilitator presented the project-related problems and non-project related problems to the secondary stakeholders. Then, the facilitator asked the secondary stakeholders to look into the non-project related problems and if they could attend to these problems through their respective offices.
- The facilitator also invited each secondary stakeholder to express views on the solutions and their capacity/constraints to implement them.
- The important aspect of this session was that the secondary stakeholders were directly discussing with the primary stakeholders problems and solutions that mattered most to both of them. This session gave them the opportunity to discuss interactively and consensually reach an agreement when disagreements on the solutions arose.
- The secondary stakeholders also informed the villagers on the possibility of implementing the solutions. Otherwise, the secondary stakeholders discussed the constraints or the impossibility of implementing solutions with the participants.
- The secondary stakeholders' opinion was recorded by the co-facilitator/session assistant.



An agricultural officer discusses the issue on constructing embankments as a matter of solution.



A co-facilitator records the secondary stakeholders' opinion in a chart.

4.3) Community Action Plan for Implementation of Activities

- Pursuant to this, an action plan was developed.
- This action plan followed the Plan Preparation Format.
- The constraints, existing policies, project limitation and timeframe were among the factors taken into consideration by secondary stakeholders when developing the action plan.
- Finally, the facilitator thanked each participant for actively participating and contributing to the PAPD activity before developing the action plan and consensually agreeing with the plan.