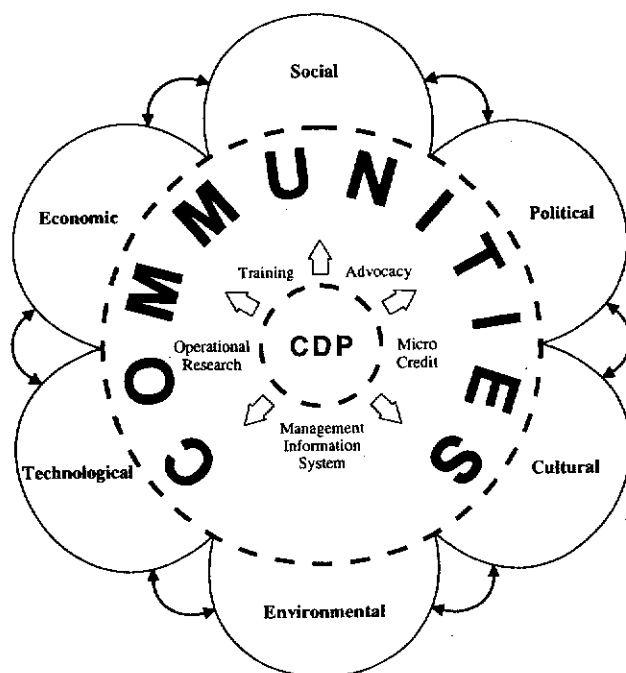




THE UNITED REPUBLIC OF TANZANIA

COMMUNITY DEVELOPMENT POLICY



**MINISTRY OF COMMUNITY DEVELOPMENT,
WOMAN AFFAIRS AND CHILDREN**

**DAR ES SALAAM
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COMMUNITY DEVELOPMENT POLICY (CDP)

INTRODUCTION:

1. Since independence Tanzania has been preparing and implementing policies, strategies, and long and short term plans which were intended to help the people to bring about their own development. The First President of the United Republic of Tanzania, Mwalimu Julius K. Nyerere emphasized that
“True development is development of people, not of things”
2. The Arusha Declaration clearly stated that the people are one of the basic resources in bringing about development. The Third Phase Government has emphasised this by stressing that ‘all those who can work should work’. On the basis of the above, a clear concept emerges that ‘true development is the development of the people and is brought about by the people themselves’. Thus, this Policy, which articulates and develops this concept, is a core one. Because Tanzania is a large country with many variations in culture, natural resources, wealth and the

environment in general, this policy has been prepared with all these variations in mind.

Definition of a Community:

3. It is difficult to give a comprehensive definition of a community because people are changing their way of life as a result of the environment, the economy, communications and intermingling through migration and intermarriage.

4. A community can, therefore, be defined as people of the same origin, living in the same area or people with similar occupations; people who are joined by some or all of these elements. In addition, as a result of developments in transport and other communication technologies, almost all communities in the world are so close to one another that they have formed international communities such as the United Nations, based on a common belief in equality, peace and universal development.

Tanzanian Communities:

5. In the light of the above definition of a community we can identify and define Tanzanian communities according to the following criteria:
 - (a) A community based on similar occupations; such as farmers, pastoralists, fishermen, employees and self employed, small and big business people.
 - (b) A community based on ethnic origin: such as Europeans, Asians and our African ethnic groups composed of more than 120 tribes.
 - (c) A community based on geographical location; such as rural and urban communities.
6. In all the above types of community there are groups of people who need special attention. These are women, children, youth, old people and people with disabilities.

The Meaning of Community Development (CD)

7. The concept of Community Development refers to those measures which enable people to recognise their own ability to identify their problems and use the available

- resources to earn and increase their income, and build a better life for themselves.
8. Tanzania has abundant resources including people, land, water and natural resources, minerals, game reserves, livestock etc. Because of inadequate capacity, in terms of knowledge & skills, and poor application of science and technology, most of Tanzania's communities have been largely unable to utilize these resources effectively in bringing about meaningful development. For example, one can go to many places in Tanzania and find communities with abundant livestock and yet, by any development indicators, their standard of living is very low. Likewise there are some farming communities with sizeable incomes but their lives continue to remain poor because they squander their income on drunkenness and other unnecessary luxuries.
 9. Therefore, in order to achieve community development, people must be enabled to develop their capacity to identify their problems and plan ways of solving them. In

addition, people must be helped to develop their capacity and enhance their desire to participate in decision making related to greater social and economic development. Government, donors, NGOs and other related organisations and institutions are most responsible in supporting the communities to achieve the envisioned capacity.

Indicators of Community Development:

10. Although community development is a product of many elements, including changes in thinking, cultural beliefs, traditions, etc, the following indicators can generally be used to show the levels of development and welfare in communities:- an increase in social services such as good housing, health, education, nutrition, clean environment, and sufficient clean and safe water etc. In addition, an increase in income that enables families in a community to meet their needs and set aside savings could be another indicator of community development. A decrease in infant and maternal mortality, a demand for modern technology, sustainable use of the environment and the reduction and

eventual eradication of poverty in the community and the nation in general are also relevant indicators.

11. On the basis of the above indicators it is clear that community development will come about as a result of the efforts of many people, including the government, donors and Non-Governmental Organizations (NGOs) and above all, the communities themselves. By this reasoning, the implementation of this policy will take into account the objectives of policies and programmes in different sectors such as Health, Water, Education, Agriculture, Energy, Environment, Roads, etc. This policy will provide a guideline on how to involve the efforts and resources of the community more effectively in the implementation of these policies and related programmes.

The Need for Community Development Policy:

12. For many years the Government has been preparing and implementing various plans aimed at bringing about the economic, social and cultural development of Tanzanian communities. However, the cost of continuing to

implement these plans and improving social and economic services has been rising too fast in relation to Government Budget capacity. It is for this reason that the Government has been implementing various economic and institutional reform programmes aimed at improving efficiency in service provision and administration.

13. These reforms place the responsibility for providing and improving services, especially social services, more on the society itself and NGOs. In such an approach, Government will have the responsibility to prepare policies and create a conducive environment for the people and other concerned parties such as NGOs and Religious Organisations to render and sustain delivery of the services. In such an environment, communities are given the responsibility of identifying their problems, formulating plans to solve them and implementing their plans by utilising to a large extent their own resources on a self-reliant basis. This policy gives guidelines on how communities will be helped to build their capacity to implement their responsibilities. The policy also states

clearly the responsibilities of different concerned parties in speeding up community development in the country.

14. Bearing in mind all the above, the aims of the Community Development Policy are as follows:

15. **Aims of the Community Development Policy:**

- (a) to enable Tanzanians to bring about their own development by working to improve production so that they may have increased income which will enable communities to build a better life through self-reliance and the use of locally available resources. This is the only way poverty can be eradicated in the country,
- (b) to enable Tanzanians to use their wealth to improve their welfare and bring about social and economic development,
- (c) to enable the majority of Tanzanians to enter into an economic system in which they can exchange their goods for money and use the money to pay for goods and services that will raise their standard of

- living,
- (d) to enable Tanzanians to enter into the budget system and spend their income carefully and develop the habit of placing their savings in the bank,
 - (e) to enable Tanzanians to join together in groups and increase their commitment to self-development.

Objectives of Community Development Policy:

16. The major objective of the Community Development Policy is to enable Tanzanians as individuals or in their families and/or groups/associations to contribute more to the government objectives of self reliance and therefore bring about development at all levels and finally the nation as a whole. Therefore, this Policy will provide direction in ensuring the following:-
- (a) To establish close and sustainable cooperation between all authorities/institutions concerned with community development in:
 - (i) Planning and implementing development plans.

- (ii) Preparation and control of the budget for recurrent and development expenditure.

There should be a transparent system for exchange of information on the implementation of community development plans and problems that arise.

There should be integrated training in community development for all relevant sectors.

There should be general economic policies which are geared to community development.

- (b) To educate communities that they have the resources they need and the ability to identify and use them in their own development instead of thinking that they will come from the government or external aid.
- (c) To recognise and emphasize that the family/household is the basis of community development.

- (d) To ensure that the people participate fully in formulating, planning, implementing and evaluating development plans.
- (e) To ensure that all community development plans and activities are gender sensitive.
- (f) To establish a favourable legal and economic environment which encourages organisations, financial institutions and investors to invest in community development activities (education, water, health services and industries in these sectors) by ensuring that: Levels of taxation encourage the promotion of related ventures/activities.
- (g) To establish an environment that will promote and encourage the discovery, development and use of technology which will boost community development.
- (h) To educate communities on the importance of environmental conservation in developing and consolidating community development.

- (i) To define the responsibilities of communities, Government, NGOs and donors in funding, supervising and managing community development by clearly outlining:
- . Responsibilities of the community
 - . Responsibilities of Government
 - (a) Central Government
 - (b) Local Governments
 - Village Governments
 - City, Municipal, Town and District Authorities.
 - Responsibilities of NGOs and Community Based Organisations, CBOs
 - Responsibilities of donors
- (j) To educate communities on the importance of bringing up their children properly to become effective participants/actors in bringing about community development,

stability, democracy and furthering the peaceful environment conducive to community development.

To enable communities to realize that defence and security is the responsibility of every community.

To educate communities on the importance of family planning and good nutrition.

To recognise the evils of giving or taking bribes.

(k) To enable institutions and other organisations responsible for bringing about community development to recognise that communities are responsible for bringing about their own development and thus support only those development efforts which are initiated by the people themselves and supervised by the government.

(i) To make families responsible for making decisions on how to use their resources in implementing their development plans; to

show positive developments from year to year and realize that the development of their community is brought about by the community itself.

- (m) To produce clear indicators for measuring community development by looking at the steps taken economically and socially and indicating a demand for these services.
- (o) To help the community to participate more effectively in economic activities by producing, exchanging or using products or services.
- (p) To help communities to realize the importance of electing good leaders and participating with them in leadership and development activities and to cultivate a sense of responsibility for their own development. Communities should also realise the importance of respecting existing laws, rules and regulations.

Areas of Emphasis of the Community Development Policy:

17. The Community Development Policy will place special emphasis on:
- (a) Eradicating poverty through involving those responsible for bringing about community development by:
 - (i) *Advising and training individual families and households.*
 - (ii) Encouraging group or cooperative productive activities
 - (b) Consolidating the informal sector by encouraging economic activities, industries, small businesses and production in groups both in urban and rural areas and assisting communities in setting up savings and credit societies based on existing community customs and traditions of cooperation such as women's groups and various urban groups.

- (c) Responding to and meeting the needs of special groups of women, children and youth in order to:
 - (i) Reduce their work load
 - (ii) Strengthen family income generating projects
 - (iii) Enable them to participate in decisions and ownership of family property.

- (d) To help in furthering efforts of the Government to respond to and meet the basic needs of the community with special emphasis on:
 - (i) Food and nutrition
 - (ii) Health and sanitation in rural and urban areas
 - (iii) Practical Primary Education and basic literacy and numeracy
 - (iv) Water and environmental sanitation
 - (v) Improved low cost housing using appropriate technology and local labour.

 - (vi) Appropriate technology for domestic energy use, in particular improved stoves.

- (e) To expand and develop rural infrastructure by mobilising people to construct both the infrastructure and other works of a similar nature and increase the growth rate of capital through using local labour in works such as roads, water, schools, dispensaries and godowns in rural and urban areas.
- (f) To guide efforts to improve the rural and urban environment for example through programmes for planting trees and forests in households, villages, wards etc.
- (g) To realize the importance of strengthening Local Governments so that they can provide the expertise required to guide and promote development in different communities.

Expectations from the Policy:

- 18. (i) To build a self reliant community with sufficient income to lead a good life.
- (ii) A self-governing, self-reliant nation.

SECTION TWO

Current Situation of Tanzanian Communities:

19. Since independence in 1961, Tanzania has worked consistently to help her people develop economically, and also build a culture of utilising social services. Before decentralization in 1972 Tanzania achieved a great deal because the people themselves participated in the implementation of development activities which were carried out with assistance from the government, various donors, parastatals and NGOs. However, during Decentralization, the achievements started to dwindle because the Government largely took over the responsibility of developing projects without involving the people themselves in formulating, planning and implementing them. The overall achievements can be summed up briefly by the following statistics:

(a) Income

20. Per capita income in Tanzania increased from US\$ 284 in 1980 to US\$308 in 1985. However, due to economic

decline, per capita income dropped to US\$ 110 (1993) and US\$ 100 (1994). At an average rate of 550/= to the dollar (1996) this means that the average per capita income was Shs 156,200/- in 1980, 169,400/- in 1985, 60,500/- in 1993 and 55,000/- in 1994. In 1983, 65% of all Tanzanians living in villages were living in poverty as compared to 50.5% in 1991! However, many Tanzanians are still poor.

(b) Sufficient Clean and Safe Water:

21. The percentage of all Tanzanians with access to sufficient clean and safe water increased from 12% (1971) to 47% (1980) to 46% (1992). However, statistics show that up to 1993, this service was provided to 75% of urban dwellers by comparison to 46.4% of those living in the rural areas. When one remembers that the majority of Tanzanians (more than 70%) live in villages, it is clear that there are still many Tanzanians who have no access to this service. Similarly, only 62% of all rural Tanzanians have latrines by comparison to 74% of urban dwellers.

(c) Health Services

22. The number of Health Centres in the country increased from 50 in 1969/70 to 183 in 1978/79 and 267 in 1992. The number of dispensaries also increased as follows: from 1,444 in 1969/70 to 2,282 in 1978/79 to 2,393 in 1992. Life expectancy increased from 35 years (1964), to 52 years (1984) and 54 years (1990); infant mortality decreased from 215 in every 1000 (1961) to 105 (1987). Although health services have increased, the use of those services has diminished due to economic problems which has resulted in a shortage of medicine and essential equipment; as well as low salaries which have led to a loss of commitment among medical staff quite apart from the shortage of medicine.

(d) Education:

23. Up to 1977, 73% of all Tanzanians had basic literacy and numeracy skills. However, statistics show that in 1993 this had declined to 63%. Similarly, while 93% of all children of school going age were enrolled in 1980, by 1993, the figures had gone down to 68%.

24. No doubt many Tanzanians still recognise the great contribution and leadership shown by community development workers in achieving these successes. Leaders are always expected to collaborate with the people in the implementation of various nation building activities. Through the use of different audio-visual media, community development workers mobilised and educated the people on how to get rid of ignorance, poverty, diseases and a generally low standard of living. These officers respected the priority areas they learnt from the people themselves and gave them knowledge and skills either individually or in groups or through training conducted in community centres and village libraries. In addition, Rural Training Centres now called Folk Development Colleges were used to give special training to the people either in the colleges or in the villages themselves.
25. When educating the people, it is essential to use different audio-visual media such as film shows, posters and pictures with specific messages. Similarly, programmes

on the National Radio should be used to educate many more people in a short time. There should also be Mobile Training Units which go to the people and educate them on a variety of issues such as nutrition, child care, domestic hygiene and upkeep of the environment and family planning. These teams are supposed to involve experts from various sectors in order to guarantee diversity in the messages delivered that would ultimately lead to a more holistic strengthening of a community.

26. In 1962 the Government started Rural Construction and Technical Training Units whose responsibility to nation building was to provide technical support to the people's self-help projects. By using these units Community Development Officers could contribute to the people's efforts in construction of schools, dispensaries, health centres and even roads and shallow wells.
27. From the above statistics, it is obvious that rural communities in Tanzania, which largely depend on agriculture, fishing, pastoralism, or small scale mining, are

less developed than those in urban areas. Yet, these communities are the key to the economy of the nation. They are, above all, our own indigenous African communities. African communities also live in urban areas but they have no reliable employment and many of them are engaged in petty businesses which cannot give them an adequate and reliable income.

28. On the other hand, Asian and European communities depend on business and, in general, have large incomes. They can easily pay for services, including social services such as education, health, clean and safe water, better nutrition, clothing and good housing. In addition to their good income community members also cooperate closely among themselves. For instance, they run schools for their children, they have vehicles to take their children to and from schools and they run reliable health facilities for their communities. All this is possible because they are well organised and maintain their standards. Although in big towns African communities could also organize themselves like the Asian communities, they are hampered

by a lack of unity and leadership among themselves. It follows therefore, that when we talk of a drop in the number of literates in the country to 68% and enrolment of children in Primary School to 63% (1991), these statistics refer more to the African communities whose people to a large extent still lead a poor life due to low income, poor education, poor health and continued adherence to customs and traditions which retard their development.

29. Other problems facing poor communities, especially rural communities, are caused by the low prices for farm produce which are also a result of their failure to unite and come to a common agreement on prices. As a result, prices are determined by crop authorities and even individual buyers who can meet and agree on exploitative prices for the crops. In addition, the use of poor technologies which are very labour intensive (such as the hand hoe) prevent some people from contributing fully to production. Members of the community who are most active in cultivation are children, women, old people and people with disabilities as a result of which production

declines. This means that some communities, particularly rural communities, remain dependent on the Government, while the Government itself depends on donors due to lack of economic power. This results in a nation that is perpetually and economically dependent.

SECTION THREE

Those responsible for bringing about community development (Community development actors)

30. In principle the main actors in the realisation of community development are the people themselves both in the rural and urban areas. It is necessary that 'every person who can work should work thereby enabling everyone to lead self-reliant lives'. However, because there is a limit to what people can achieve on their own, their efforts must be backed up by support at the point when they can go no further on their own.

31. Therefore, the main actors involved the process of community development can be identified as follows:-

- (a) Family/household (individual) contributing to the development of families/ households in their areas.
- (b) Local Government: village governments, District Councils, Municipalities and the City Council.
- (c) The Central Government together with its parastatals and other institutions
- (d) Politicians
- (e) Non-governmental Organizations (NGOs)
- (f) Donor agencies
- (g) Various religious denominations.

32. All these actors have their strengths and part to play although they may also have some shortcomings in their efforts to promote community development.

(a) **The Family/Household:**

33. Basically every family/household has the ability to identify its own problems and make its own decisions, to possess and use their resources, including their own labour. In

addition, they (even individual members) have the ability to receive, use and disseminate education and knowledge which includes knowing about and using their environment in a sustainable manner.

34. Despite these basic rights, families/households have been dependent on the Government as a result of some past policies which somehow implied giving services free of charge. In addition, the beliefs, customs and traditions of the less developed people among some Tanzanian communities have led to a lack of will to strive for greater development and modernity.

- 35 The outcome of the above has been inadequate starting capital, a continuing reliance on poor technologies, shifting cultivation and pastoralism resulting in environmental degradation; a lack of family planning and continuing gender discrimination against women.

36. As a result, Tanzania has continued to have a weak economy which is manifested in a small national income, a big national debt and a dependent government budget which cannot meet its needs. As Tanzania is largely dependent on small farmers, small miners and petty traders, these people must increase their efforts to eradicate their own poverty and that of their Government so that it can serve them effectively.
37. In order to remove these shortcomings, strengthening of families/households through provision of training, knowledge and skills, civic education and democracy is essential. Other strategies include strengthening adult education so as to increase the number of people who can see beyond their traditions; mobilising the people against poverty; voluntarism and self reliance, and giving the people ownership of the land so that they work to improve it and prevent environmental degradation. The people will also be encouraged to set up savings and credit societies through which they can get the starting capital they require for their development.

38. The government should also insist on improving access to technologies by reducing taxes and duties on the raw materials used in the manufacture of productive technologies (such as ploughs and brick making machines) so that they can be obtained by more people at a cheaper price. At present improved technologies are generally too expensive for ordinary people to afford. This defeats the Government's intention to disseminate technologies which are labour saving and increase productivity. As we move into the twenty first century this is a very unfortunate situation..

(b) Local Governments

(i) The Village Government

39. Although Local Governments generally, have the overall responsibility to mobilize human and natural resources and use them to bring about community development and are well placed to do so, Village Governments have a special position, because they are very close to the people. Since community members in one village have similar problems, it is easier for Village Governments to plan and strategise

more concretely for the development of the community than for District Councils which are charged with the responsibility of a wider area and whose problems are not so similar.

40. Village Governments should make use of strong leaders and people with sufficient expertise in devising, designing and implementing plans for the development of the community. Development levy will be collected after the people have harvested and sold their crops so that they have the money to pay.

41. In response to this situation, The Ministry of Community Development, Women Affairs and Children, in collaboration with the Prime Minister's Office and other Government institutions, have been conducting training for Village Executive Officers in order to boost community development. Despite this training, the situation still leaves much to be desired, which is why the community development policy insists that every village should have its own Community Development Officer.

42. Because of retrenchment and a halt in employment by government, this policy also insists that while Community Development Officers have not been recruited for every other village, village extension staff should be fully involved in running the activities of the Village Government particularly in working with the people to identify, design, plan and implement various development activities. The Government will give these extension workers basic community development skills through induction courses.

(ii) District, Town, Municipal and City Councils

43. These councils have the legal authority to make by-laws, to oversee development in areas under their jurisdiction, to plan, implement and evaluate development activities in their areas, to collect taxes, to provide social services such as primary education, health, water and rural and urban roads, to employ staff and provide them with working tools.

44. However, Local Governments must develop their capacity to conceive, plan, implement and supervise development activities in general. They must therefore, have sufficient

and capable staff who can implement the council's functions and responsibilities. In order to fulfil these mandates the Councils should have their own sources of income, a good revenue collection system and proper management of the same..

45. Plans implemented by local governments should always be those which have been chosen/ recommended by the people themselves in order for them to relate the government's development efforts to their own. With regard to subventions, the Central Government should make bigger contributions to the Local Governments than are shown by current statistics. Between 1988/89 and 1992/93 subventions for development activities were on average only 2% of the Government development budget and only 12% of the budget for recurrent expenditure went to local government, most of which was used to pay salaries to central government employees working with Local Governments.

(c) The Central Government

46. The biggest responsibility of the Central Government in bringing about community development is to prepare and supervise implementation and create a conducive environment for the community to implement various economic policies and to enable them to effectively use provided services. The Government will closely supervise laws and work regulations and revise them in line with changing realities.
47. In addition, Central Government will clearly define its relationship with Local Governments so that there will be no overlapping of responsibilities; the Government will also ensure prompt payment of salaries, training, promotions and sufficient incentives to civil servants as well as providing a satisfactory working environment. The Government will also address shortcomings following monitoring and evaluation of implementation of various policies as well and strategies. Another evil the government will have to pursue vigorously is that of corruption in order to ensure justice.

48 In order to speed up community development, the Government must look into ways of rectifying any weaknesses and provide incentives to its officials to boost their morale to carry out their roles and responsibilities effectively. Government also needs to be more transparent and accountable to the people, collect various taxes and duties effectively and devote all its efforts to fighting corruption. Government must also define clearly the roles and responsibilities of Local Governments and ensure that sufficient resources are set aside in terms of expert and experienced staff, tools, equipment and finances in order to enable Local Governments to carry out their responsibilities successfully so that the Government's intention to rule democratically can be realised.

(d) Politicians:

49. There are politicians within communities who can be very useful in uniting the people's efforts to bring about community development. These include Hon. Ministers, Members of Parliament, Councillors as well as other leaders living in their communities such as retired officers

who are well respected in Tanzanian society. These can be very useful in inspiring and mobilizing the people, kindling their aspirations to develop and helping in the preparation of plans and mobilisation of the resources of the communities, the Government and those of donor agencies in pursuit of community development.

(e) Donor Agencies

50. Despite the generous support of donor agencies, our international debt continues to increase year after year. Currently it stands at US\$7.5 billion. Every year our nation uses 25% of its Budget to pay back this debt, 35% of which comes from the sale of our agricultural exports. This amount is still insufficient to effectively service the debt. Due to this situation the remainder of debt continues to be added to the principles thereby contributing to its continued growth.

51. Because the Government is obliged to set aside a large portion of its income to pay off the debt, it is obvious that this reduces its ability to provide and develop economic

and social services in the country especially when one considers that this portion is larger than that set aside for all social services in the country. In addition to the current efforts to encourage people to work harder, the debt must be reduced by persuading donors to contribute more to the global objective of eradicating poverty and improving human development indicators as explicitly stated in several International Conferences such as the World Children's Summit (1990), Development and the Environment (1992), Social Summit (1995) and the Fourth World Summit for Women held in Beijing (1995).

As a result of the resolutions made at these conferences and considering the backwardness of the African Continent, The United Nations has inaugurated a special 10 year programme (UN System wide Initiative 1996) to speed up development which is expected to cost US\$ 25 billion. Donor countries and international financial institutions are urged to reduce the debt burden mentioned above to enable the Government to allocate more money from its budget programmes to community

development.

(f) **Religious Denominations**

53. Various religious denominations have been in the forefront in contributing to community development. Besides recognizing these efforts there is a need to learn from their experience and encourage the merging of these efforts with those of the communities where possible. This is particularly important because of the comparative *advantages these organizations have in the provision of social services and education.*

SECTION FOUR

Responsibilities of main actors in realisation of Community Development

54. The responsibilities of various actors in community development are considered in the light of the fact that community development is brought about by the people themselves who are supported by a host of other actors including the government, NGOs and donors at the point

where they can do no more on their own. Bearing this in mind, the roles and responsibilities of the main actors in community development are as follows:-

(a) **Community Responsibility:-**

1. Families/households and the community, in general, should show a desire to change and show evidence that they are moving forward from year to year in bringing positive changes in their lives and contributing to National Development. If necessary, they should be required to show developments and leaders at all levels should demand a yearly account of achievements made in the development of communities.
2. To inculcate in people the desire to develop to the maximum of their ability. The community should recognise that being satisfied with one's condition does encourage laziness and stagnation.

3. Communities should realize that they have the resources required and that it is their responsibility to use them for their development.
4. Communities should conceive and formulate their plans and look for the resources to implement them without waiting for assistance. However they should also identify where it is necessary for the Government to contribute and where they need further assistance from donors either inside or outside the country.
5. Communities should develop the habit of rejecting poor technologies and be willing to recognize, accept and make use of better technologies that can reduce their workload and increase productivity.
6. Communities should develop the habit of rejecting and combatting poverty.

7. Communities should recognise and value people with special talents, because such people are important in the process of developing this country. This includes the government, various institutions, NGOs, and individuals. People with talents and leaders at work places should realize that it is their responsibility to use their talents and expertise in furthering up the development process. In this respect, retired officers should realise that one of the major constraints to development is lack of organization skills to which they can make a significant contribution. It is their responsibility to contribute to development by giving their neighbours the necessary knowledge and participating in promoting community development. Communities should encourage such people and if

necessary they should make use of their talents in pursuit of community development objectives.

8. Communities should recognise those customs and traditions which negatively affect development; for instance considering children as labour power and therefore charging dowry as compensation for loss of labour; discriminative gender practices in child care and inheritance, for example giving land to male and not female children; and the habit of having many children without considering one's capacity to care for them. Community members should also reject customs and traditions that hinder development, and banish the belief that such customs and traditions are a part of their unchangeable culture. The Government, for its part, should make and revise laws which will prohibit such customs, traditions and practices.

9. Communities should build the habit of demanding services (such as health, education, expertise etc), and contributing to, protecting and effectively utilising them.
10. Communities should choose visionary leaders who will have foresight and capabilities supervise effective implementation of all their development plans.
11. Communities should build the habit of respecting laws, rules and regulations which have been put in place to guide their plans and lifestyle. Communities should condemn any wrongdoing in their midst.
12. Communities should show their determination to become more and more self-reliant by forming NGOs which will assist in their efforts to bring about their own development.

13. Communities should respect the policies and contributions of NGOs because such efforts are meant to contribute to community development.

(b) **Responsibility of the Government:**

1. The Government should build a conducive environment for communities and other collaborators to implement their plans successfully. This includes legal security in accordance with the constitution and eradicating corruption.
2. The Government should recognise its place in directing development and show clearly its contribution to community development especially in providing social services including coordination of community development and provision of experts and equipment which the people cannot afford themselves.

3. The Government is responsible for contributing finance and resources to community efforts and for assisting development funds including the Self-help and Regional Development Funds.
4. The Government should use money loaned for production to the fullest so that the outcome should benefit the community and make sure that the national debts do not hinder community development.
5. The Government has the responsibility of making sure that education, information and communication centres in communities are strengthened so that they can be more effective communicators for community development and within the community through film shows, radio programmes, print media and even television.
6. The Government should also improve the dissemination of information, education, knowledge and other development

communication through special radio and television programmes.

7. The Government should ensure that the media defends morality. This includes giving equal respect to both sexes such as preventing the use of degrading pictures of women in business advertisements.
8. The Government will prepare community development experts by giving them professional training and upgrading and finally posting them at all levels and following up their performance in order to ensure that they implement this policy successfully. When the appropriate time comes the Government will fill vacancies in 635 wards and employ a further 10,000 in the villages. According to 1995/96 rates, the total cost of salaries for all these community workers is estimated at three billion shillings.
9. The government should make sure that its laws and policies directed at enhancing

community development, for example the Local Governments are implemented properly.

10. The government will increase resources for community development so that they are sufficient to meet the requirements for implementation of this policy. The policy insists that this is an investment which will later bear fruit in that it will lead to future increases in the National Income. In addition, Local Governments which contribute 10% of their income to the Women's Development Fund, should continue to do so in line with directives on this or similar funds.

(c) Responsibility of NGOs, Donors and Other Institutions:

1. Donors and various NGOs should support community efforts to develop themselves in

line with the Community Development Policy with emphasis on collaboration and strengthening people's capability to be self-reliant.

SECTION FIVE

Basic Principles of Community Development Work

55. It is the people themselves as individuals or in their families/households or villages who decide for themselves on what should be done to promote their own development. For example, when an individual decides to build a house, she or he first makes all the necessary preparations and then invites other people to contribute their labour, knowledge and skills as well as other resources. In short, the household is the primary unit in implementing community development activities and even in using social services such as education and health. Although there might be a dispensary in the village, the decision to use its services lies with the individuals or the family.

56. In order to enable people to develop fast they must be sensitized to be desirous of development, education and skills which are obtained through learning from one another, practically or through seminars, meetings and special training. Resources available in the community such as land, forests etc. and those from outside the community such as money, building materials like cement etc. will also be needed in the course of development. In addition, leadership, organization and management are essential elements in supervision and monitoring of implementation. Good and firm leadership in the community is crucial to the eradication of poverty. Leaders must be transparent, observe the rule of law and peoples' rights and fight against corruption, social and environmental evils.

Mobilization of assistance both external and internal

57. Although the people are most responsible for their development, there are times when external contributions are needed in order to complete and reinforce these efforts. To a large extent, such contributions are in the form of expertise and equipment.

(i) **Expertise:**

58. Experts should live in the community so that they can understand the people and assist them to identify their development priorities more effectively and work with the communities themselves in planning how to solve identified problems, help them to identify different resources necessary for the implementation of their plans including expertise, money, industrial goods such as corrugated iron sheets, pipes, cement etc.; supervise implementation of the plans and help the communities to evaluate how the plans were implemented and their impact on the communities welfare.

(ii) **Ressources/Tools:**

59. Although the onus of development lies with the communities and their own resources, some resources are not available locally and must be bought either with their own money or contributions from others such as the government or donors. Those include industrially produced materials and even technical assistance.

(iii) Coordination and Organization:

60. There are many contributors to community development which means there is dire need for coordination and good organization. Coordination is an important aspect of planning and implementing development plans involving many actors. The main purpose is to ensure an efficient use of resources and avoid duplication of efforts. In coordinating community development activities, it is essential to exchange information about the activities of every sector or actor, so that all can progress together or take it in turns as required; and to identify areas where one sector depends on another; and coordinate resources so as to ensure fair distribution and utilisation. Thus, coordination does not mean control only but rather a way of planning who should come first and who should come later thereby ensuring efficiency.
61. For the purposes of this policy a coordinator is one who combines activities which may come from different sectors but which together provide a better and more comprehensive service. For instance, the objective of

providing clean and safe water is to guarantee good health among the people. But a water project alone without other projects for latrines, health education, environmental sanitation and personal hygiene will not be able to guarantee good health.

62. Logically therefore, a coordinator for development activities must have a wide spectrum of expertise which goes beyond sectoral development. A coordinator at village level is also expected to help villagers to make their own plans and arrangements in line with local priorities of solving development - related problems.

63. The intention of the Ministry responsible for community development to place a Community Development Officer in every village is to satisfy this need of having experts who go beyond a sectoral approach at all levels; village, ward, District Council, Region up to national level. However, at those levels where such officers are already in place their responsibilities should reflect their multi disciplinary nature.

Levels of Coordination:

64. Organization is essential for the coordination and success of development activities. Fortunately, Tanzania has a good administrative structure which can effectively be used to coordinate development activities at all levels from the village, ward, division, district, region up to the nation. In addition, directives and policies from the national level can be passed down to the people through the same system. In order to successfully promote community development, this administrative structure should be strengthened and utilised by all those who are involved in community development efforts.

Conducive environment for the implementation of community development activities:

65. In order for community development activities to be carried out successfully without discouraging the people themselves and all other actors, leaders, local and outside experts as well as coordinators, there must be transparency in the activities through regular exchanges of information. This can be done through official meetings

outlined above. There should also be strong leadership which responds to the needs of the people and which is accountable to them bearing in mind that the people are the beneficiaries and the main actors in development activities. Development plans must also be translated and explained in simple language. Project costs, for example, can be explained by using prices of crops or livestock such as the price of a chicken, a bag of maize etc. This will help to demonstrate to the people that everybody will be required to contribute what they can from their own assets.

SECTION SIX

Strengthening the Community Development Profession:

66. If the Community Development Policy is to be implemented successfully, it is imperative that the profession and professionals of the Community Development sector are strengthened. These professionals are development catalysts. In carrying out their roles and responsibilities they are guided by the following:-

- They go where the people are
- They live with them
- They learn from them
- They identify development priorities with them
- They plan together with them
- They look together for resources to implement the plans
- They collaborate with experts from other sectors to implement the plans
- The people manage their projects themselves
- They evaluate together with the people.

In line with the above, strengthening this profession will aim at building professional ethics as follows:-

- (a) to sharpen their skills in the identification of community problems and necessary resources for making community development a success.
- (b) Professionals will be given refresher and upgrading courses in colleges and other institutions of learning.
- (c) Their experience will be widened through study tours inside and outside their areas of work.

- (d) Incentives will be improved so as to increase their commitment to their work.
 - (e) They will be advised to form their own Community Development Professional Association so as to strengthen their profession, set professional standards and ethics and communicate with sister associations inside and outside the country.
67. Together with all the above, a system will be devised which will enable community development professionals at all levels to meet at least once a year in order to evaluate their performance in line with this Community Development Policy. The Ministry will arrange internship for newly recruited professionals before they are officially employed so as to assess their commitment to the profession. Similarly, technical services, education and counselling will be improved by strengthening Construction and Technical Training Units, the Unit for Education, Information and Communication and establishing counselling services for community development workers in order to sharpen their professionalism.