

# APPLYING A BEHAVIOR CHANGE LENS: A BUDGET ADVOCACY TOOL FOR THE NATIONAL COMMUNITY HEALTH POLICY IN GUINEA

(SUPPORTIVE MATERIALS)

## OVERVIEW

### Objective

These materials are designed for the **Budget Advocacy Tool for the National Community Health Policy (PNSC) in Guinea ('tool')**. The focal tool is a detailed slide deck with contextual insights that integrate behavior change approaches into budget advocacy. The following guidance and worksheets will support users to hold officials accountable for their responsibilities and commitments under the community health policy. Users will design budget advocacy approaches using these materials and information from the tool. Appendix 4 provides an outline of the tool.

### Budget advocacy tool

The tool includes detailed information to support citizen and civil society engagement in budget advocacy for the National Community Health Policy (Politique Nationale de Santé Communautaire, PNSC) in Guinea. Specifically, it includes background on the health and the community health policy, key actors and their roles, the budgeting process by administrative level, and how to develop behavior change approaches. Content from the tool will be referenced in this guidance to develop advocacy approaches informed by behavioral insights.

## Targeted tool users

It was designed to be inclusive for those from diverse backgrounds, technical skills, and knowledge about the PNSC and budgetary processes. Any individual or organization can apply the tool to community health financing advocacy activities. It can be used by individuals, organizations, and institutions. Users should tailor these materials to fit your unique budget advocacy needs at the national and or sub-national level.

## Suggested time for completion

The specific time will depend on the user level of expertise and familiarity with PNSC implementation and budgetary processes. The concept of behavior change within budget advocacy and for systems level change is challenging and will likely be new to all users. Adapt the materials and allocated time based on the users' experience using the materials. Users that have already defined their prioritized advocacy goals will be able to complete it in less time. Reviewing the tool in advance with users will support their understanding of key concepts and facilitate completing these materials.

## Recommended resources

Electronic resources include a projector and laptop to facilitate group review and completion of the worksheets. Electronic copies of the tool and this resource for all participants. Alternative materials include printed copies of the worksheets, flip chart paper, notebook paper, and writing materials.

## BEFORE YOU START

1. **Determine users' familiarity with key topics (PNSC, budgetary processes, behavior change).**
2. **Adapt the facilitation approach and these materials to meet user needs.**
3. **Review and share the tool contents with users.**
4. **Further adapt the facilitation approach and materials based on the tool review experience.**

# STEP 1: ADVOCACY PRIORITIZATION

## Guidance

See Worksheet 1 in the Appendix. This worksheet is designed to document and support prioritization of a specific budget advocacy goal. The advocacy goals for this activity should be defined at the start before designing the advocacy strategies. The overall goal of this work is to improve financing for the PNSC across administrative levels. Use these materials to develop a target advocacy goal.

## Part A: Identify the target advocacy goal

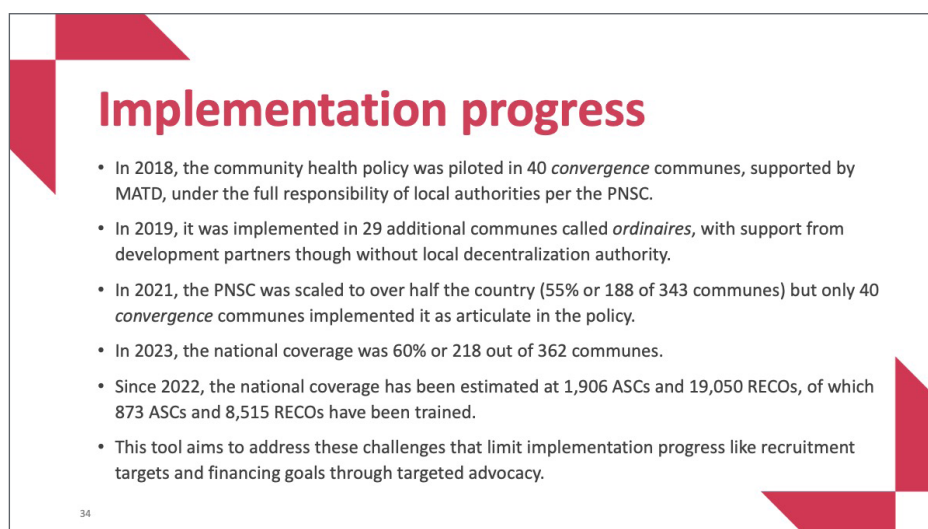
1. Review the tool to better understand the existing issues in implementation (slide 27) and financing (slide 33), as well as the budgetary processes (slides 22, 40-43), and advocacy entry points (slides 57-60).
2. Discuss potential advocacy goals including by administrative level and time period.

3. Select a specific goal for this activity by considering:
  - What are the most important issues?
  - Which of these issues can be addressed through budget advocacy?
  - Based on the budget advocacy opportunities (slides 58-59) what are feasible proactive efforts?
4. Write a budget advocacy goal (specific, realistic, timebound) that you aim to achieve through this activity.

### Examples:

- In the next budget cycle, the mayor in Dubreka commune will include community health staff salaries in their annual budget.
- In the next budget cycle, Forecariah commune honors community health salary payments.

To guide budget advocacy efforts relevant images from the Budget Advocacy Tool are included in this document. These images include key information needed to develop and plan for budget advocacy.



## Implementation progress

- In 2018, the community health policy was piloted in 40 *convergence* communes, supported by MATD, under the full responsibility of local authorities per the PNSC.
- In 2019, it was implemented in 29 additional communes called *ordinaires*, with support from development partners though without local decentralization authority.
- In 2021, the PNSC was scaled to over half the country (55% or 188 of 343 communes) but only 40 *convergence* communes implemented it as articulate in the policy.
- In 2023, the national coverage was 60% or 218 out of 362 communes.
- Since 2022, the national coverage has been estimated at 1,906 ASCs and 19,050 RECOs, of which 873 ASCs and 8,515 RECOs have been trained.
- This tool aims to address these challenges that limit implementation progress like recruitment targets and financing goals through targeted advocacy.

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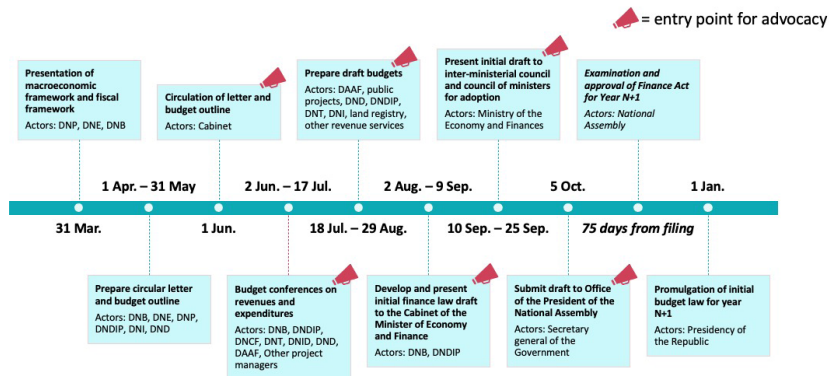
## Financing issues for the PNSC

- Financing issues across administrative levels have contributed to the limited uptake and implementation quality of the national community health policy.
- As of October 2021, 218 of 342 communes implemented the policy, of which none are financed by domestic resources, despite local financing requirements.
- In communes where the plan is operationalized, there are gaps in available resources, honoring salary payments, and staffing coverage rates for community-based staff.
- This tool aims to support citizen and/or civilian engagement and oversight in budget processes at all levels, to increase officials' accountability and resolve these financing issues.

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## National budget advocacy opportunities



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## Subnational budget advocacy opportunities



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## STEP 2: BEHAVIOR MAPPING

### Guidance

See Worksheet 2 in the Appendix. This worksheet is designed to document and support behavior mapping for your target advocacy goal. Behavior mapping is a common practice often via group discussion to examine context and complex dynamics for behavior change goals. It details the behaviors and the actors from communities to individuals and institutions to focus on for advocacy using a behavioral lens. Refer to the tool (slides 44-48) for the detailed list of actors and their roles. Use this guidance and the worksheet to detail relevant actors and their behaviors related to the priority advocacy goal.

### Part A: Identify behaviors and actions

1. Write down examples of positive and negative behaviors – what is done or the actions or practices – that impact the target advocacy outcome.
2. Write down presumed influences like culture, norms, and external pressure that may inform behaviors in unique settings and issues.
3. Use this knowledge to list target positive actions and practices to amplify or negative ones to change to achieve advocacy goals.

### Part B: Identify supportive actors

1. Consider the desired outcome of your advocacy efforts – which actors can feasibly facilitate this output within the specified timeframe?
2. Write out the *existing relationships* with actors including positive and negative ones to determine who is the best fit for advocacy success.
3. Develop a list of actors that can support advocacy efforts given feasibility considerations, the relationships, and the broader environment.

These images are from the budget advocacy tool and describe key actors and responsibilities to consider while completing Worksheet 2.

### National actors budget responsibilities (I)

Title	Budget responsibilities
Ministry of Finance (MF)	<ul style="list-style-type: none"> <li>Analyze ministry budgets to ensure costs are appropriately allocated by defined budget lines and within budget ceiling for the sector.</li> <li>Work with ministries to ensure budgets align with budget ceiling for the sector.</li> </ul>
Ministry of Budget (MB)	<ul style="list-style-type: none"> <li>Mobilize resources by ministry, present budget to Counsel of Ministries.</li> <li>Develop and publish citizen's budget; pay for all state expenses.</li> </ul>
National Assembly (AN), Finance Committee	<ul style="list-style-type: none"> <li>Review ministry budgets for alignment with international agreements and overall national budget processes</li> </ul>
Other Ministries (i.e., Health/MSHP, Local Government/MATD)	<ul style="list-style-type: none"> <li>Define and formulate sector budgets; internal validation to cover operational needs and costs including salaries, equipment, supplies, other costs</li> <li>Consult with MF then submit to NA including the NA Health Commission</li> </ul>
Secretariat, National Assemblée (AN)	<ul style="list-style-type: none"> <li>Develop budgetary documents for deputies and government members</li> <li>Organize parliamentary budget sessions to review/vote on national budget</li> </ul>
National Assembly/Conseil National de la Transition (CNT)	<ul style="list-style-type: none"> <li>Vote on budgetary laws (revenue and expenditure)</li> </ul>

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### National actors' budget responsibilities (II)

Title	Budget responsibilities
Department of Administrative and Financial Affairs (DAF)	<ul style="list-style-type: none"> <li>Prepare budgets for each ministerial department and submit to the government (Ministries of Budget and Finance; MB, MF).</li> </ul>
Head of public projects and programs, financial authorities, other departments	<ul style="list-style-type: none"> <li>Respond to circular letter request for budget development.</li> <li>Prepare budgets for their respective missions and organizations.</li> </ul>

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## Regional actors budget responsibilities

Title	Budget responsibilities
Governor	<ul style="list-style-type: none"> <li>Receive and share the circular letter requesting the establishment of the regional and commune budget;</li> <li>Supervise the consolidation, validation, and transmission of municipal/regional budgets to the MF, MB and other Ministries (MSHP, MATD).</li> </ul>
Regional directors	<ul style="list-style-type: none"> <li>Supervise the proposal, planning, validation, and transmission of the budget.</li> </ul>

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## Prefectural & Commune actors' budget responsibilities

Title	Budget responsibilities
Prefect	<ul style="list-style-type: none"> <li>Oversee prefecture budget reception and execution.</li> <li>Support identification of revenue sources with local authorities.</li> </ul>
Sub-prefect	
Head of Budget & Financial Controller Section	<ul style="list-style-type: none"> <li>Prepare, monitor and manage prefectural budget execution.</li> <li>Disseminate the circular letter and budget outline to the communes.</li> </ul>
Commune Mayor	<ul style="list-style-type: none"> <li>Authorize the commune level budget.</li> <li>Receives circular letter; prepares and executes commune budget.</li> </ul>
Commune Secretary General	
Receiver, Commune level	<ul style="list-style-type: none"> <li>Assist in commune budget preparation and execution.</li> <li>Ensure the commune budget is executed.</li> <li>Validate commune budget by revenue and expenditure.</li> </ul>

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## Community & other actors budget responsibilities

Title	Budget responsibilities
Local citizens	<ul style="list-style-type: none"> <li>Identify priorities and ensure budget transparency (right to review the budget), budget advocacy.</li> <li>Participate in fund replenishment and domestic resource mobilization (payment of taxes, fees, and charges).</li> </ul>
Health and Hygiene Committee	<ul style="list-style-type: none"> <li>Mobilize funds and health center management.</li> </ul>
Civil society	<ul style="list-style-type: none"> <li>Support resource mobilization, advocacy, community inclusion in budget process via advocacy efforts.</li> <li>Social and societal accountability by civil society is included in the national legislation.</li> </ul>
Technical and financial partners	<ul style="list-style-type: none"> <li>Technical implementation and financial support for health interventions and health system initiatives (private/public sectors).</li> <li>Support district efforts in vaccine financing, social mobilization.</li> </ul>

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## STEP 3: ADVOCACY STRATEGY

### Guidance

See Worksheet 3 in the Appendix. This worksheet is designed to develop your strategy using the mapping behavioral insights to achieve the targeted advocacy outcome. Use the findings from Worksheet 2 to complete this work.

### Part 1: Select target actors and behaviors

1. Review the positive and negative behaviors as described during the mapping process from the list of potential actors for budget advocacy.
2. Detail the behaviors by specific actors that can be changed or amplified to achieve the advocacy outcomes within the anticipated timeframe.
3. Select target behaviors in consideration of external influences (cultural, political) that may impact achieving the desired advocacy outcomes. List these potential influences.

### Part 2: Design tailored communication strategies

1. Assess and write down how each targeted actor may respond to your advocacy and process information including within their work environment (responsibilities and challenges).
2. Design tailored messaging for actions that align with the actor's current behaviors as well as their underlying motivations and external factors.
3. Develop concise messages about what to do and how it can be done – including with advocacy support – to achieve the budgetary outcome.

### Part 3: Design your advocacy activities

1. Consider the budget process along the advocacy timing timelines (slides 58-59) to plan the timing of your advocacy activities. Circular letters and the official budget timeframe are key opportunities to signal that it is time to prepare and begin your advocacy activities.
2. Describe *proactive* and *targeted* advocacy efforts to be completed.
3. List the advocacy timing and who is responsible for completing the activity.



## **APPENDICES**

**Appendix 1: Advocacy  
Prioritization  
Worksheet 1**

**Appendix 2: Behavior Mapping  
Worksheet 2**

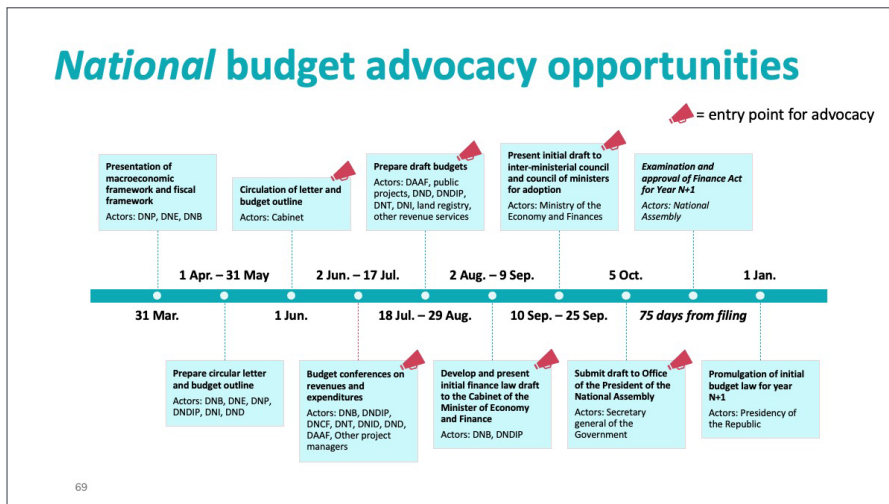
**Appendix 3: Advocacy Strategy  
Worksheet 3**

**Appendix 4: Outline of the Tool**

**APPENDIX 1**

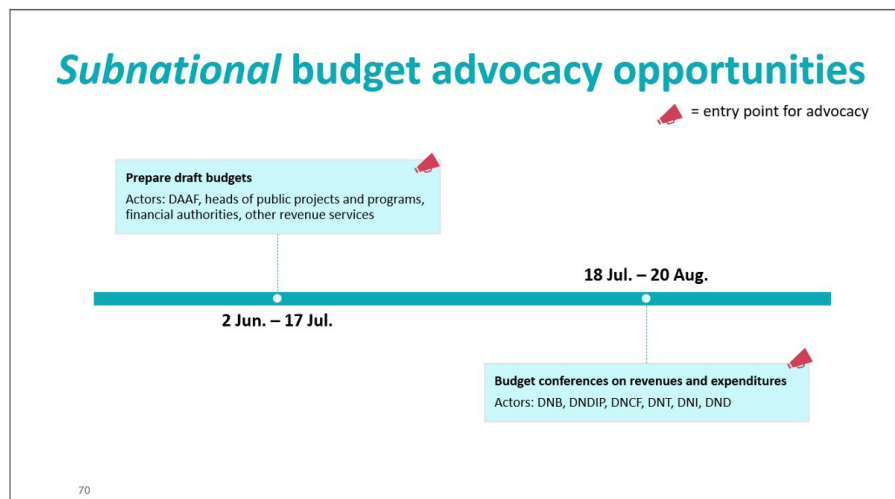
**Advocacy Prioritization Worksheet**

Overall advocacy goal	To improve the implementation of the National Community Health Strategy
What are the most important issues?	-
Which of these issues can be addressed through budget advocacy?	-
What are feasible advocacy efforts that you can complete?	-
What is your target budget advocacy goal? (specific, realistic, timebound goals)	-



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APPENDIX 2		Behavior Mapping Worksheet	
Overall advocacy goal		Improve the implementation of the National Community Health Strategy	
Target budget advocacy goal			
<b>Identify behaviors and actions</b>			
<b>Define positive and negative behaviors that impact the target advocacy goal</b>  i.e., what is done or the actions or practices –		<i>Positive – Facilitators for the target advocacy goal</i>  - - - - - -	<i>Negative – Barriers for the target advocacy goal</i>  - - - - - -
<b>Describe presumed influences on behaviors and actions</b>  i.e., <i>culture, norms,</i> and <i>external pressure</i> that may inform behaviors in unique settings and issues		<i>Positive – Facilitators for the target advocacy goal</i>  - - - - - -	<i>Negative – Barriers for the target advocacy goal</i>  - - - - - -
<b>Identify and describe supportive actors</b>			
<b>List supportive actors</b>  - - - - - - - -	<b>Describe your relationship with them</b>  - - - - - - - -	<b>List positive actions and practices to amplify or negative ones to change for advocacy goal</b>  - - - - - - - -	<b>List presumed influences on their behaviors and actions</b>  - - - - - - - -

APPENDIX 3	Advocacy Strategy Worksheet	
Overall advocacy goal	Improve the implementation of the National Community Health Strategy	
Target budget advocacy goal		
<b>Select your targeted actors for advocacy, their behaviors to change or amplify, &amp; presumed influences</b>		
List of selected actors for advocacy	List of their behaviors and actions to change or amplify	List presumed influences on their behaviors and actions
-	-	-
-	-	-
-	-	-
-	-	-
-	-	-
-	-	-
<b>Design tailored communication strategies for each actor</b>		
Target actor(s) and behavior	Consider how they may respond to your advocacy	Describe your tailored messaging and approaches
-	-	-
-	-	-
-	-	-
-	-	-
-	-	-
-	-	-
<b>Planned advocacy activities</b>		
Target actor(s) and behavior	Describe your advocacy activities	Advocacy timing & who is responsible
-	-	-
-	-	-
-	-	-
-	-	-
-	-	-
-	-	-

<b>APPENDIX 4</b>		<b>Outline of the Tool</b>	
<b>Section I: Understanding the tool</b>			
Background	Why is this tool needed? What is unique about this tool? Who can use this tool? How was the tool developed?		
Guiding concepts	Health systems approach. Social accountability. Budget advocacy. Social and behavior change.		
Budgeting	Budgeting for health. Administrative levels. Government structure. Overview of budget process.		
National Community Health Policy	Overview. Community health staff cadres. Policy implications. Implementation progress.		
<b>Section II: How the tool works</b>			
Starting points	Using this tool. How budget advocacy works. Using SBC in budget advocacy. Financing issues for the PNSC.		
Actors and roles	Key considerations. Budget responsibilities by level (National actors, Regional actors, Prefectural and commune actors, Community and other actors).		
Budget process	Key considerations. National budget process. Subnational budget process.		
<b>Section III: Process of using the tool</b>			
Mapping design	Key considerations. Behavior mapping process (Identify behaviors and actions, Identify the relevant actors, Identify contextual factors).		
Implementation	Key considerations. List the potential actors. Identify their behaviors to target. Strategies for communication.		
Advocacy timing	National advocacy opportunities. Subnational advocacy opportunities. Putting this into practice.		
Main takeaways	Takeaways to use this tool. Takeaways for Behavior change informed budget advocacy.		

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