Session Plan Two
Concept of Participatory Development (PD)

1. Objectives

- To describe how the meaning of participation has changed.
- To illustrate in what way participation means fundamental behaviour change.
- To conceptualise how participation leads to gender sensitive programming.
- Through case studies, to emphasise how participatory development leads to sustained and equitable distribution of benefits.

2. Session Outline

- Participation means fundamental behaviour change
- Communities' participation
- Major features of participation
- Designing Community-based Development

- Collaborative decision-making
- Gender issues in participation
- Benefits and costs of participation
- Case studies on benefits of participation
- Aids required
- Discussion / questions / answers
- Further reading materials

3. Session Time: 2 hours.

4. Assumptions

- People's involvement means participation in the development activities initiated, executed, and supervised by development promoters.
- Development approaches are neutral and consequently benefit all sectors of society equally: men, women, rich, poor, young, old, and ethnic groups.

5. **Session Topic: Epilogue (Notes for Trainer) (45 minutes)**

6. **Background to PD**

- Participation is a process in which beneficiaries collectively discover solutions to their own problems.
- This process mobilises and empowers.
- Power and control are pivotal to participation.
- If control of the project and decision-making power rests with the planners, administrators, and community elites, participation for ordinary users becomes listening to what is being planned for them and what will be done to them.
- A growing body of evidence shows that participation can help to bring more development to more people.

"Through participation, we lost control of the project, and, in so doing, gained ownership and sustainability, precious things in our business." World Bank, 1995

7. **Participation Means Fundamental Behaviour Change**

- Conducive situations are required for people's behaviour to change within a given system.
- Through participation, stakeholders influence and share control over development initiatives and the decisions and resources which affect them.
- It should be recognised that different stakeholders have different power, different interests, and different resources.
- A suitable environment needs to be created to enable different stakeholders to interact on an equitable and genuinely collaborative basis.
- Special arrangements and efforts are required to reach and engage people, progressively empowering them.
- The type of participation that occurs is greatly influenced by the overall circumstances and the unique social context in which action is being undertaken.

Participatory processes create a conducive environment for stakeholders to take part collaboratively to:

- decide and articulate what is needed,
- decide on directions, priorities, responsibilities, and
- develop aspects needed to move from the present to the future.

Participatory Situations

Participation is an interactive socio-political process, motivated by the desire to meet an individual's needs through collective action. This collective action must ensure mutual benefit for the parties involved.

People's participation can take place under four different conditions

i. Initiation

- An indigenous initiative of the people, by the people and for the people, bringing them together on a common platform

ii. Facilitation

- A catalysed process, often by an outside agent
- A planned intervention to create awareness and motivate action to change a situation or redress the cause or causes of problems.

iii. Co-optation

- A process deciding a project or programme
- A programme designed and packed for implementation
- A top-down process of decision-making
- Implementation requires that people participate

iv. Induction

- Power, social sanctions and propaganda used to brainwash people to participate

Basic Principles in People's Participation

i. Mutual Respect

- All people must be accepted as they are with their strengths and weaknesses.

ii. Active Involvement

- A pre requisite to participation
- Participation patterns must continue from planning through evaluation.

iii. Agree to Disagree

- Participation requires an implicit and explicit understanding to agree and disagree and to accept the common interest above personal interest.

iv. Building Consensus

- Collective responsibility for decisions made

v. Commitment to Action

- collective commitment to action on the basis of agreed – upon decisions and plans.

Participatory Development includes

- Formation of social capital
- Equitable meeting of present needs
- Safeguarding interests of future generations
- Creation of an enabling environment
- Access to equal opportunity
- Making the community's own choices

- Exercising active control
- Taking collective action
- Voluntary participation
- Increasing productivity
- Sustainability
- Empowerment
- Indigenous knowledge and value systems

8. Communities' Participation

The recognition that rural people and their communities are the principal decision-makers about matters of resource management has led development programmes to emphasise:

- the role of participatory methods,
- the analysis of gender issues,
- community envisioning,
- tapping of indigenous knowledge and creativity,
- mobilising local resources and stakeholders,
- platforms for local and equitable development, and
- benefit distribution.

Meaning of Participation

- Participation is about developing a mutually beneficial relationship in development, replacing the frustrating and unfruitful one-sided relationships of the past.
- People's participation is essential for achieving better resource management as effective development depends solely upon the meaningful mobilisation of people.
- True participation will only occur when sizeable representation is guaranteed to members of all kinds of groups, castes, ethnicities, religions, and economic levels and for women, men, and children of the community in question.
- An appropriate environment must be created so that the powerless, voiceless, and neglected sectors of the community can be heard.

Objective of Participatory Development Approaches

- Supporting and strengthening the capabilities of local people and their institutions
- Enabling people and their institutions to establish working relationships with related organizations
- Enhancing the sustainability of development programmes
- Enabling local-level planning, implementation, monitoring, and evaluation of development programmes
- Creating a suitable environment for better use of talents and resources available at the community level for sustainable local development

9. Local-Level Participatory Development Planning (PDP)

Concerned with planning, implementation, monitoring, evaluation, and management of development programmes at the local level.

Main Features of Local-Level PDP

- Considers social structures and values in formulation and implementation of development programmes
- Stresses the concept of development by the people
- Development programmes are area – or location – based
- Seeks to promote intersectoral linkages

10. Major Features of Participation

The main features of participation are described below.

i.   Participation continuum

- Participation occurs along a continuum.
- At one end are the beneficiaries, the recipients of services and resources.

ii.   Overcoming barriers

- Overcoming the vulnerability imposed by continual reliance on subsidies through a market-based system that can operate on its own.

iii.   Need for intermediation

- Mechanisms must be created to bridge the gaps created by poverty, illiteracy, gender, and remoteness.
- Local institutions must be built and nurtured, and the skills and confidence of the poor developed.

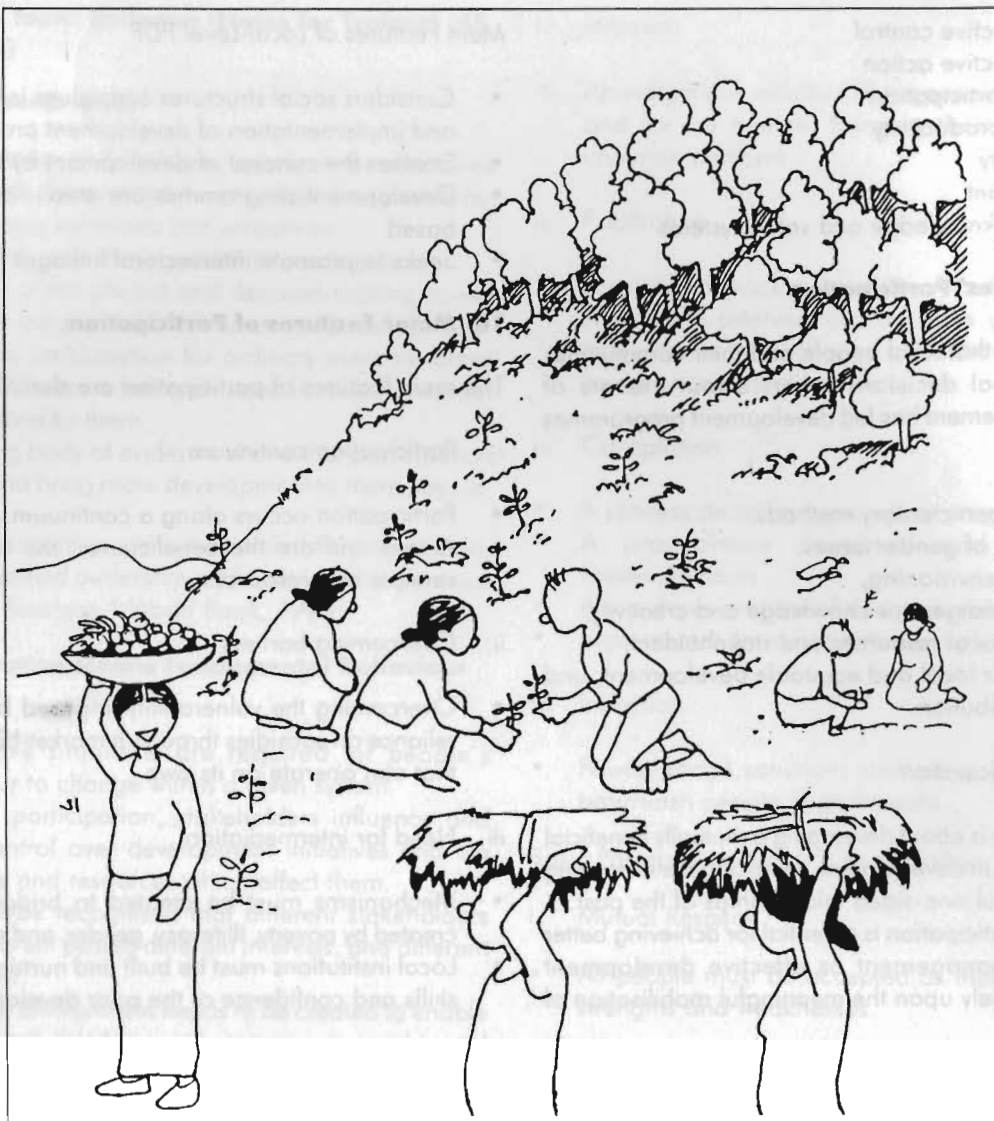iv.   Use of local self-help groups

- Group-based approaches have several advantages.

    - Groups' acceptance of joint responsibility is more binding,
    - Self-policing mechanisms
    - Bulk work when there is a sizeable unit to input supplying agencies and economical service
    - Mutual socio-psychological support

- Advantages for women:

    - Provides a legitimate 'social space' beyond the home
    - Fosters a sense of solidarity that allows women to deal far more freely with unfamiliar formal institutions and processes

v.   Natural Resource Management through Participation

- The production of food and other primary products has been a central concern throughout the evolution of human beings.
- Per capita food production has increased during the last thirty years.
- Success in raising food production has only been possible at the cost of significant environmental degradation.

- Meeting the ever-rising food needs in an environmentally-friendly way is possible only through people's participation.

Dynamics of Natural Resource Management (NRM)

In the process of meeting the needs and wants of the ever-rising population and the enterprises associated with it:

- the pressure on natural resources is expected to intensify during the next few decades, and
- tackling resource degradation and food insecurity can be like 'hitting a moving target', owing to continuous changes in the underlying factors.

11. Designing Community-based Development

- Participation in community-based development depends on reversing control and accountability from central authorities to community organizations.

- Successful design should be responsive to local needs, understanding and building on the strengths of existing institutions, and defining the changes needed in intermediary implementing agencies to support community action.
- Community-based programmes show two basic features: they cost more and require more time.
- Evidence increasingly indicates that when the institutional framework is right, community-based programmes actually cost less and are quicker to implement.

Participation in Forest and Conservation Management

The participation of local communities and other stakeholders in managing forestry and conservation projects can help:

- improve forest productivity,
- alleviate poverty,

- increase environmental sustainability, and
- enforce rules governing forest access.

Introducing participatory management depends on government commitment as it requires:

- time and resources to develop consensus among stakeholders,
- establishment of new institutional arrangements,
- decentralized finance and administration,
- ensurance of appropriate rules and incentives for local involvement, and
- organizational capabilities at the local level.

Benefits

When local communities and private companies share in the design, benefits, costs and management responsibility for forestry projects, they have incentives to cooperate in enforcing rules they have themselves agreed upon. They also have a stake in accountability and rational exploitation of resources.

Poverty Alleviation

The majority of people living in and around forest areas are poor and vulnerable. Enabling them to share in the benefits, as well as to manage forestry development and commercialisation, helps receive their poverty and diversify their sources of income.

Sustainability

Forests contribute significantly to preserving biodiversity and protecting critical watersheds. Participation is often the only viable way to conserve forest areas for sustainable use or for the intangible environmental values.

Limitations

The following situations may delimit the participatory approach:

- when conflicts over forest resources are particularly intense,
- when forest resources are abundant in relation to a small, dispersed population near the forest,
- when powerful interests at the national level oppose policy reforms in the sector or decentralization of authority, or
- when extreme social inequalities at the local level reinforce the control of forest benefits by local elites.

Participation in the Irrigation Sector

- A rich source of experiences and lessons in user participation
- Participation by farmers in system design and management helps ensure sustainability of the system

- Reduces public expenditure and improves efficiency, equity, and standards of service
- Mobilising support levels and establishing the participatory process involves costs
- Demands knowledge of the incentives in building effective users' organizations

Benefits

- Many large-scale irrigation systems managed by government agencies have performed poorly in terms of:

  - efficiency,
  - equity,
  - cost recovery, and
  - accountability.

- Greater participation by farmers, through water users' associations, has helped to overcome many of these problems.
- Building irrigation systems that are wanted, supported, and owned by users themselves provides the best assurance of sustainability. More equitable organizational arrangements and water delivery systems have been noted when participatory approaches are followed.

12. Collaborative Decision-making

Workshop-based methods

Appreciation-Influence-Control (AIC)

Encourages stakeholders to consider social, political, and cultural factors along with technical and economic aspects that influence a given project or policy:

- helps identify a common purpose,
- helps recognise the range of stakeholders relevant to the purpose, and
- creates an enabling forum for stakeholders to collaboratively pursue that purpose.

Objective-Oriented Project Planning (ZOPP)

- Helpful in setting priorities and planning for implementation and monitoring.
- The purpose of ZOPP is to undertake participatory, objective-oriented planning.

Main Features of ZOPP

- Encourages 'social learning'
- Promotes ownership
- Produces a visual matrix of a project plan
- Stakeholders establish the rules of the game
- Stakeholders establish working relations

Community-based Methods

Participatory Rural Appraisal (PRA)

- Emphasises local knowledge and enables local people to do their own appraisal, analysis and planning
- Uses group animation and exercises to facilitate information-sharing, analysis and action among stakeholders

SARAR

- A participatory approach to training which builds upon local knowledge and strengths and local capabilities to assess, prioritise, plan, create, organize, and evaluate.
- The five characteristics of SARAR are as follow.

  - Self-esteem
  - Associative strengths
  - Resourcefulness
  - Action planning
  - Responsibility

Purposes of SARAR

- To provide a multi-sectoral, multi-level approach to team-building through training
- To encourage participants to learn from local experience rather than from external experts
- To empower people at the community and agency levels to initiate action

Main Features of SARAR

- Based on interactive, often visual, tools which enable participation regardless of literacy levels
- Demystifies research and planning processes by drawing upon everyday experiences
- Participants feel empowered by their participation and the sense that their contributions are valued.

Beneficiary Assessment (BA)

- A systemic investigation of the perceptions of beneficiaries and other stakeholders to ensure that their concerns are heard and incorporated in the project and policy formulation.

Purposes of BA

- To undertake systemic listening in order to give voice to the poor and other hard-to-reach beneficiaries
- To obtain feedback on development interventions

Social Assessment (SA)

- A systematic approach to preparing a programme action framework

Purpose of SA

- To identify key stakeholders and establish the appropriate framework for their participation
- To ensure that the project objectives and incentives for change are appropriate and acceptable to beneficiaries
- To assess social aspects and risks
- To minimise or mitigate adverse impacts

Gender Analysis (GA)

- Focuses on understanding and documenting differences in gender roles, activities, needs, and opportunities in a given context
- Involves the disaggregation of quantitative data by gender
- Highlights the different roles and learned behaviour of men and women based on gender attributes which vary across culture, class, ethnicity, income, and education

13. Gender Issues in Participation

- Cultural and legal constraints impede women's equal participation with men in:

  - policy-making,
  - economic and sectoral analysis, and
  - project design and management.

- In addition, women have not been able to participate because of their relative lack of time and mobility as a result of workload and their multiple roles.
- Experience shows that women from different communities and castes not only have conflicting interests and priorities but often cannot even be brought together on a common platform due to deep-seated prejudices and beliefs about each other.
- If participatory development is to benefit from women's contributions and meet women's particular needs, a range of strategic and practical measures must be taken to overcome these barriers.

Prevailing Misconceptions about Women

- Women only do domestic work
- Each member of the family shares benefits equally
- Technology will automatically benefit both men and women equally
- Women's voices will be heard through their male relatives
- Women are incompetent at certain activities

How Women's Needs Generally Get Overlooked

Case Studies:

i.   A case of drinking water

- In areas with a drinking water problem, women suffer the most as they are required to spend

several hours a day fetching water for household needs.

- This places tremendous pressure on women who are already over-burdened.
- Formal institutions run by men may not prioritise drinking water issues because they cannot appreciate the burden it is, as they do not fetch drinking water.
- Consequently, the drinking water issue may be completely overlooked.

ii.   Potato Farming

- When potato farming was introduced as a cash crop on a large scale in the Almora hills, the income from potatoes was misused by male farmers, leaving the women and children worse off than when subsistence crops were grown.

iii.   Firewood/Fodder Collection

- In a watershed area of Nepal, forest land was declared protected and the local villagers were forbidden to enter.
- As a result, farmers, especially women, faced serious problems.
- Collecting the necessary firewood and fodder forced them to work several hours longer than previously.
- People had to enter the forest at night to avoid the army.

iv.   Women are Better Managers-Women's Groups in a Watershed Project in Nepal

- The Participatory Upland Conservation and Development Project in Nepal observed that women's groups were often more successful and active than mixed or male groups.
- The reasons were because women's groups made clearer financial statements. Furthermore, women were responsible and faithful to one another.

v.   Women as Efficient Money Users –Grameen Bank in Bangladesh

- Initially, the Grameen Bank in Bangladesh made a provision that 50% of its loans should go to women.
- Now 94% of its clients are poor women with a return rate of 97%.
- The Grameen Bank also found that women were able to spend the loans in more useful productive ways than men.
- Women spent their money on food, health, children, home, and family.
- Consequently, gender relations improved and women gained respect.

14. Benefits and Costs of Participation

Participation makes development more people-centred, yet it is not a panacea.

Benefits of Participation

- Increased quality and sustainability of development options
- Increased stakeholder ownership of policies and projects
- More willingness to share costs and help with maintenance
- Increased equity by involving the poor and other groups in planning and implementation
- Increased local capacity-building
- Increased transparency and accountability
- Better institutional performance.

Costs of Participation

- Participation sometimes entails painstaking collaboration.
- The process may not be captured by a small group of intermediateries intent on advancing their own agenda.
- The risk of raising expectations that may prove impossible to fulfill
- Possible cultural and political constraints

15. Case Studies on Benefits of Participation

i.   In Pakistan's Orangi Pilot Project

- The project provided sewage facilities to nearly one million people in a poor area of Karachi.
- Costs were one-eighth of the conventional sewage provided by city authorities.
- This was due to changes in technical design and elimination of pay-offs to intermediaries.

ii.   In Gujarat, India

- During the 1980s, an average of 18,000 forest offences, including timber theft and illegal grazing and fires, were recorded annually.
- Twenty forestry officials were killed in confrontation with communities and offenders, and assaults on forestry officials were frequent.
- In response, an experiment in joint management with communities was initiated by the conservator.
- This included community meetings, widely-publicised creation of forest protection committees, and profit – sharing of 25% on timber returns with local groups.
- As a result, conflicts between officials and community groups diminished, community groups assumed responsibility for patrolling forests, and productivity of land and returns to villages increased sharply.

iii.   In Cote d'Ivoire

- A national rural water supply programme established community water groups.
- The water groups managed the maintenance of 13,500 water points and reduced breakdown rates from 50% to 11% at one-third the cost.

- The results were sustained in those villages that had high demands for rehabilitated water points and where well-functioning community organizations already existed.

iv. In Tamil Nadu, India

- A community-based nutrition outreach programme in 9,000 villages resulted in a one-third decline in severe malnutrition.
- Earlier programmes focussing only on the creation of health infrastructure made no impact on in the nutritional status of children.

v. The Philippines

- Beginning with a pilot project in 1976, the approach to irrigation was expanded in 1980 to cover all communal systems and later extended to large-scale national irrigation systems.
- A 1993 study of three irrigation systems reported substantial improvements in performance after ownership and management responsibility were transferred to farmers.

vi. In Nicaragua

- Local supervision of a *barrio* upgrading project contributed to a rate of return 50% above what had been anticipated
- The project was completed in 3.5 instead of 5 years.

vii. In South Korea

- Over 52,000 kilometres of village access roads have been built over the past two decades as part of a community self-help effort.

viii. In Nepal (Baglung district)

- Communities constructed 62 suspension bridges using mostly local materials and labour inputs.
- The cost to the government was only about $ 50,000.

16. Aids Required

17. Discussion / Questions / Answers: (30 minutes)

18. Further Reading Materials