

**THE INTERNATIONAL WORKSHOP  
ON PARTICIPATORY PLANNING  
APPROACHES FOR LOCAL GOVERNANCE**



**BANDUNG, INDONESIA  
20-27 JANUARY 2002**

*The International Workshop on Participatory Planning Approaches for Local Governance was held in Bandung, Indonesia from 20-27 January 2002. There were a total of 34 participants from 18 countries from Africa, South Asia, Southeast Asia, Latin America, Europe and North America. Among those participating at the workshop, there were 22 participants from civil society organizations, seven from government and five from academic institutions.*

*The workshop was organized by the Institute of Development Studies as part of the “Learning Initiative on Strengthening Citizen Participation in Local Governance” (LogoLink) Program. The Indonesian Partnership for Local Governance Initiatives (IPGI) and the Indonesia office of the Ford Foundation were partners and co-organizers for this activity.*

# Table of Contents

<b>Foreword</b> .....	<b>4</b>
<b>Formal Opening Program</b> .....	<b>7</b>
The LogoLink Initiative .....	7
The Indonesia Context .....	8
The Challenge of Good Governance in West Java .....	8
Orientation to the Workshop .....	9
<b>Overview of Participatory Planning Approaches</b> .....	<b>10</b>
Participatory Approaches to Development .....	10
Understanding the Participatory Planning Process .....	13
Moderated Open Discussion .....	15
Sharing of Experiences in Participatory Planning for Local Governance .....	18
Panel Presentations on Various Participatory	
<b>Local Governance Planning Approaches</b> .....	<b>19</b>
Participatory Planning in Bolivia .....	19
Participatory Planning in South Africa .....	23
Participatory Planning in Indonesia .....	24
Moderated Open Discussion .....	27
<b>Discussions on Themes and Issues Identified</b> .....	<b>29</b>
Report Back and Discussion on: Changing Habits to Make Participatory Planning Happen .....	30
Report Back and Discussion on: Citizen Participation in Participatory Planning .....	34
Report Back and Discussion on: Frameworks for Participatory Planning .....	38
Report Back and Discussion on: Resource Mobilization and Organization for Local Plans .....	42
Report Back and Discussion on: Skills and Capacity for Participatory Planning .....	45
Report Back and Discussion on: Power Relations in Participatory Planning .....	47
<b>Reports by Field Visit Teams</b> .....	<b>49</b>
Report Back and Discussion: Dumai Field Visit .....	49
Report Back and Discussion: Solo Field Visit .....	50
Report Back and Discussion: Majalaya Field Visit .....	54
<b>Final Discussions on "Sustainability and Innovation" and "Spread, Scale and Quality"</b> .....	<b>56</b>
Report Back by Groups on Sustainability and Innovation .....	58
Report Back by Groups on Scale, Spread and Quality .....	60
<b>Annex 1: Directory of Participants</b> .....	<b>65</b>
<b>Annex 2: Schedule of Activities</b> .....	<b>70</b>
<b>Annex 3: Participants' Final Reflection on What They are Taking Away with Them</b> .....	<b>75</b>
<b>Annex 4: List of Case Write-ups from Participants</b> .....	<b>80</b>
<b>Annex 5: Workshop Evaluation Summary</b> .....	<b>82</b>
Summary of Responses to End of Workshop Questionnaire .....	82

## Foreword

Participatory planning approaches have been widely used to draw in local knowledge and understanding as the anchor for development initiatives, and to ensure direct participation of communities in conceptualizing, planning, implementing and monitoring and evaluating development programs and projects. Over time, the practice of participation has taken on such concerns as policy advocacy and lobbying, representation and accountability, and citizenship rights education and awareness building. Thus, to the practice of “participatory development” has been added the dimension of “participatory governance”. It is in this context that participatory tools and methodologies have been increasingly applied in governance concerns, and encouraged along by the wave of decentralization reforms in many countries of the world today.

Participatory local governance planning—like all participatory planning exercises—is not just about generating a plan. There is no doubt that participatory planning exercises are themselves spaces for citizens especially those often excluded from formal political processes to raise voice and exercises their right to participate in decision-making processes that impact their lives. More than this, however, participatory planning exercises open up new spaces for citizens to exact performance, transparency and accountability from their local governments. Because citizens have participated in determining the priority policies and programs of their local governments, they become at the same time more informed about how they can best be involved in the implementation of these plans and better-placed to monitor and evaluate the performance of their local governments.

In recent years, there has been an unprecedented growth in the number of participatory local governance planning initiatives the world over. The impetus for these planning exercises have sometimes come from the untiring advocacy work of civil society organizations; others have come about as the result of efforts of progressive local government officials; and still others have been jointly sponsored by civil society and local governments alike.

In January 2002, the Learning Initiative on Strengthening Citizen Participation in Local Governance (LogoLink) Program organized an international workshop that brought together 34 practitioners from civil society organizations, local governments, and the research institutions from 18 countries across six geographical regions of the world to discuss and distill lessons and insights from a wide range of experiences in participatory local governance planning. The “International Workshop on Participatory Planning Approaches for Local Governance” was held in Bandung, Indonesia. The first three days of the week-long workshop involved intensive discussions on collectively identified themes drawn from the sharing and exchange of various experiences in participatory planning initiatives. This was then followed by field visits in three sites across the country, allowing the participants the chance to observe and learn from the stakeholders and communities involved in participatory planning initiatives underway. After the field visits, the participants reconvened in Jakarta for a final day of discussion and reflection.

This document has sought to capture the proceedings of this workshop.

The following points reflect the insights gleaned on the current practice of participatory local governance planning and underscore the challenges that practitioners the world over need to give constant thought and consideration to as they continue to promote greater citizen participation in local governance:

1. Citizen participation in local governance planning ideally involves the community in decision-making on the identification of priority problems, the formulation of solutions, the implementation, monitoring and evaluation of actions, as well as the mobilization and management of resources.

Most initiatives in participatory planning processes have mobilized communities in the identification and prioritization of problems, as well as in the formulation of doable solutions. There has been less community involvement in the actual implementation and monitoring and evaluation of actions. This is an important gap that needs to be addressed as participation in the implementation of actions helps to sustain the practice of participatory planning.

Effective and inclusionary participatory planning exercises require careful thought on who participates, and what spaces and language is used to ensure the quality of participation. This includes the need to be constantly clarifying and redefine the roles different stakeholders take on in these exercises.

2. Participatory planning processes require different stakeholders to take on new roles that also assume attitudes and behaviors consistent with the values that underpin participatory approaches to governance. These values include transparency, accountability, responsiveness, and inclusion.

It is important for all stakeholders to experience the rewards of participation, especially given that attitudinal and behavioral change is not easy to achieve and that there are real “costs” involved in adopting participatory approaches. There is a need to facilitate a deeper appreciation by local governments that participation is not just a “technical fix”; and fuller understanding by communities of the value of “public goods” over “individual needs”.

3. Both civil society and local governments alike require skills and capacities for participatory planning to happen. These include an understanding of the context within which participatory planning happens, technical and facilitative planning capacities, negotiating and lobbying, and abilities to work in complementation.

Building these skills and capacities needed by civil society and local governments also needs to focus on the roles that each needs to take on as distinct stakeholders as well as partners in governance.

4. Participatory planning initiatives builds stakeholdership in local plans. This, in turn, opens access to community resources. Transparent and accountable local governments attracts scarce resources needed for the implementation of local plans. Civil society organizations can play a role in mobilizing resources for the implementation of local plans.

5. Legal frameworks are important but not sufficient to make participatory planning happen. What is more important is to have the “enabling conditions” for participatory planning to happen. These include the political will of champions of participation within local governments, an informed and organized civil society, and a legal framework that at the minimum is supportive of participatory planning.
  
6. Participatory local governance planning is all about power and changing power relations.  
Participatory planning provides an arena within which communities can be strengthened, people empowered, and agendas negotiated. When participatory planning happens with local government sanction, the possibility that projects can be implemented is increased and the chance for working with reformers within government is heightened. But the possibility of planning “participatory” only because donors require it likewise increases.  
  
Participatory planning is only one of the instruments for popular empowerment. Many other forms of struggle including direct action is oftentimes necessary.
  
7. Finally, beyond further improving the current practice of participatory local governance planning, there is a need to be constantly rethinking the twin challenges of sustaining participatory planning in a manner that encouraged innovation so that these exercises continued to be relevant, responsive and meaningful on the one hand and the scaling up and scaling out the participatory planning without compromising the quality of the participation by citizens.

# International Workshop on Participatory Planning Approaches for Local Governance

Bandung, Indonesia  
20-27 January 2002



## Formal Opening Program

The workshop was opened with a formal program at which the participants were welcomed by the Secretary General of Indonesian Partnership for Local Governance Initiatives (IPGI), the local host organization for the workshop. There were also welcome messages from the LogoLink Program Coordinator from the Institute of Development Studies at the University of Sussex in the United Kingdom, and from the Peace and Social Justice Program Officer of the Ford Foundation Indonesia. Finally, the Governor of West Java sent a message welcoming the participants of this international conference to Indonesia.



## *The LogoLink Initiative*

In welcoming the participants to the workshop, Rose Nierras, the LogoLink Program Coordinator, explained that as a learning initiative, LogoLink facilitates dialogue, exchange and research on a variety of themes that directly relate to strengthening citizen participation in local governance. LogoLink promotes learning and innovation through workshops, cross-visits and networking at the country, regional and international levels, and through publishing and digital communications. LogoLink is an open network that involves Ford Foundation partners and program officers, and networks of civil society groups that are working to promote participatory local governance.



Discussions during previous LogoLink visits to Indonesia gave rise to the idea for this international workshop. There was expressed interest from Indonesian LogoLink partners to learn about participatory planning approaches, especially given the opportunities presented by the implementation of Law 22, which mandated decentralization in the country. At the same time, many of the current partners of Ford Foundation all over the world have been working on various approaches to participatory local governance planning. Thus, LogoLink decided to seize the chance to enable to make these exchanges possible. The hope expressed was the discussions at the workshop could draw out the lessons that can be learned so that these can be shared with others.

### ***The Indonesia Context***

In welcoming the participants to the workshop, Hans Antlov, the Peace and Social Justice Program Officer at the Ford Foundation Indonesia office took the chance to give a brief context of Indonesia. It was pointed out that until recently, Indonesia was one of – if not the most – centralized countries in the world. And this was best manifested in the fact that 93 percent of all resources went through the capital, Jakarta. The Suharto regime was also the time when Indonesia experienced tremendous economic growth, with poverty dropping from 60 to 16 percent. Despite this, however, government did not enjoy high levels of public trust and support. And this may be best indicated by the extremely high public perceptions of corruption in government. According to the Transparency International 2000 Corruption Perception Index, Indonesia ranked the third most corrupt country in the world.

The challenge for Indonesia now is not the absence of effective governance (like in many African or Eastern European states) or that the government is not close to the people (like countries in South Asia). In fact, it could be argued that government is too close to the people in all aspects of their daily lives—but without being accountable and transparent. Thus the real challenge for the country is to reform existing institutions – so that people can begin to trust them again. While there have been many changes since 1998, unfortunately, democracy in Indonesia has been “shallow”. Most in the government bureaucracy have yet to shift their attitudes and work patterns to be more attune to the standards of decentralization and democratic reforms.

Citizen participation is a human right and a means to overcome poverty and repression. The issue at the end remains how to realize social change, how to create leadership, and how to create a world where justice rules.

### ***The Challenge of Good Governance in West Java***

A message welcoming the participants to the city of Bandung from Hon. R. Nuriana, the Provincial Governor of West Java, was read by his representative. The message outlined the priority that the provincial government has given to the issue of “good





governance". It explained the current efforts that were being taken and the difficulties that were being encountered along the way. At the current time, it was explained that the current challenges the province is dealing with related to the following: (a) government capacities to integrate and work with both the private sector and civil society organizations; (b) civil society capacities to deliver assistance to communities; and (c) addressing cultural obstacles that stand in the way of local government partnerships with citizen groups. The hope was expressed that the International Workshop would yield constructive recommendations that would be useful for countries like Indonesia. With the reading of the message, the International Workshop on Participatory Planning Approaches for Local Governance was formally opened.



### ***Orientation to the Workshop***

Following the formal opening session, there was a quick orientation to the workshop and the workshop process. Administrative arrangements were also discussed.

There were group exercises that allowed participants to introduce themselves to each others, as well as the work on participatory local governance planning that they are currently involved with.

There was also a quick check on participants expectations of the workshop, as well as their worries and anxieties.

On hopes and expectations, participants raised the following: learning, networking, enlightenment about participatory experiences and new ideas, field visits to learn more about Indonesia. On worries and anxieties, participants expressed: lack of time, language and communication, ignorance about participation issues, ignorance about the Indonesian context, experience may not be seen as new, exhaustion (jet-lag etc), and work left at home. Finally, the participants also indicated that they would be missing the following from home: family, children, work, rest and "nothing - no time to miss anything!"

## Overview of Participatory Planning Approaches

The session on the overview of participatory planning approaches was intended to frame the discussions on participatory planning approaches for local governance. This included a general discussion on how participatory approaches to development have been evolving, followed by the presentation of a model that would be useful in terms of the breaking down of the actual practice of participatory local governance planning initiatives. The first part was handled by Robert Chambers. And the second part was handled by Rosemary McGee. Highlights of their presentation were as follows.

### ***Participatory Approaches to Development***

The call for greater participation in development has underscored the importance of process in all development initiatives. Practitioners of “participatory planning” experience planning to be part of a more complex process that is both continuous and iterative. By this experience, policies are made in implementing plans rather than in the specific act of generating a plan. All these become part of the experience of “participatory planning”, of planning as a process.

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***If “participatory planning” is a continuing process, then extra effort is needed to give sufficient attention to the activities beyond “generating a plan” and during which “planning” in fact continues.***

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The challenge to effective participatory planning approaches may be appreciated in terms of five key issues:

1. WORDS AND MEANINGS. As practitioners, we need to be very conscious about the words that we use and the meanings we ascribe to the words we use. And this could not be more appropriate than for the concept of “participatory planning”. Practitioners need to be sensitive to the prior bias towards the first thing that occurs in a process. Conventional wisdom recognizes that “planning” feeds into “implementation”, which in turn forms the basis for “monitoring and evaluation”, which loops back to “planning”. Conventional wisdom will also say that “planning” is over once “implementation” begins. If “participatory planning” is a continuing process, then extra effort is needed to give sufficient attention to the activities beyond “generating a plan” and during which “planning” in fact continues. And if this is the definition that we accept, then we are in fact challenging the conventional construction of what planning means. Thus, “planning” as a process becomes very different from “planning” in the conventional “project planning” sense.

2. ABCs AND RELATIONSHIPS. This refers to the “Attitude and Behavioral Changes” and “Relationships” implied and needed for genuine participatory approaches to succeed. Not enough attention and effort has been given to the dimension of personal relations implied by or required for participatory approaches to succeed and be sustained. As practitioners, we need to be constantly challenging ourselves about following certain “predictable” – even bureaucratic – modes of behavior. How can we enable personal change such that processes like planning can be more democratic than top-down? How can we enable people to realize that to empower people is satisfying, and personally rewarding and fulfilling?
3. POWER, PROCEDURE AND CONTROLS. Practitioners of participation experience power and power relations directly in their efforts at changing power structures in society in favor of the poorest and marginalized. But power and power relations are also present in terms of procedures within organizations and how these procedures effectively control processes that are intended to be participatory. Like ABCs and relationships, these too have to be addressed if participatory approaches are to be effective and sustained. The “logical framework” is a good example of how procedures within organizations effectively determine the results of any initiative. A bureaucrat within an organization may want to take on more participatory approaches but would be constrained by the “logical framework” imposed on a development initiative that they are about to embark on. What are the minimum level of controls that would allow organizations to function in a way that can be empowering? What is “enabling control” all about and how is this practiced?

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***The challenge in Indonesia is telling—how can we spread participatory planning approaches to the 65,000 villages all over the country without suffering the quality? What are the best ways of achieving scale? As we scale up and scale out efforts, how can we insure that there are process improvements so that the efforts can continually become better?***

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4. SPREAD, SCALE AND SUSTAINABILITY. Practitioners are very familiar with the levels of effort that are required to make participatory approaches work in a community. And known efforts to spread the application of these participatory approaches have often been at the expense of the quality of participation, or of the ability to innovate on these approaches, or to sustain them. The challenge in Indonesia is telling—how can we spread participatory planning approaches to the 65,000 villages all over the country without suffering the quality? What are the best ways of achieving scale? As we scale up and scale out efforts, how can we insure that there are process improvements so that the ef-

forts can continually become better? And how do we insure that as we spread our efforts we are also able to insure that participation is sustained?

5. CREATIVE DIVERSITY. The organizations of practitioners of participation are as diverse as the participatory approaches themselves. And practitioners and their organizations continually figure out the best ways by which they can best promote participatory processes. IPGI, as an organization, is composed of people from civil society organizations, local governments, and the academe. This is a very different arrangement from other organizations that we come from. It is not as important to categorize the kinds of organizations that we come from as it is to embrace this diversity, effectively learn from it, and inventively use this learning. Our challenge as practitioners is to be able to keep up with the possibilities to continually learn.

These issues speak to the “big, big shifts” that practitioners of participation are constantly challenged with. This was summarized in the matrix below.

	From “PROJECT” approach...	to “PROCESS” approach
FOCUS	THINGS	PEOPLE
PLANNING	TOP-DOWN	PARTICIPATORY
CHANGE	LINEAR, CONTROLLED	ITERATIVE, UNCONTROLLABLE
PEOPLE	“BENEFICIARY”	“CITIZEN”
BEHAVIOR	DOMINATING	EMPOWERING
TYPICAL PROCEDURES	LOGICAL FRAMEWORK	NEGOTIATED PRINCIPLES AND PROCESSES
ACCOUNTABILITY	UPWARDS	DOWNWARDS AND 360 DEGREES
SPREAD	REPLICATED	CATALYZED
OUTCOMES	INFRASTRUCTURES, STANDARADIZED	RELATIONSHIPS, DIVERSE



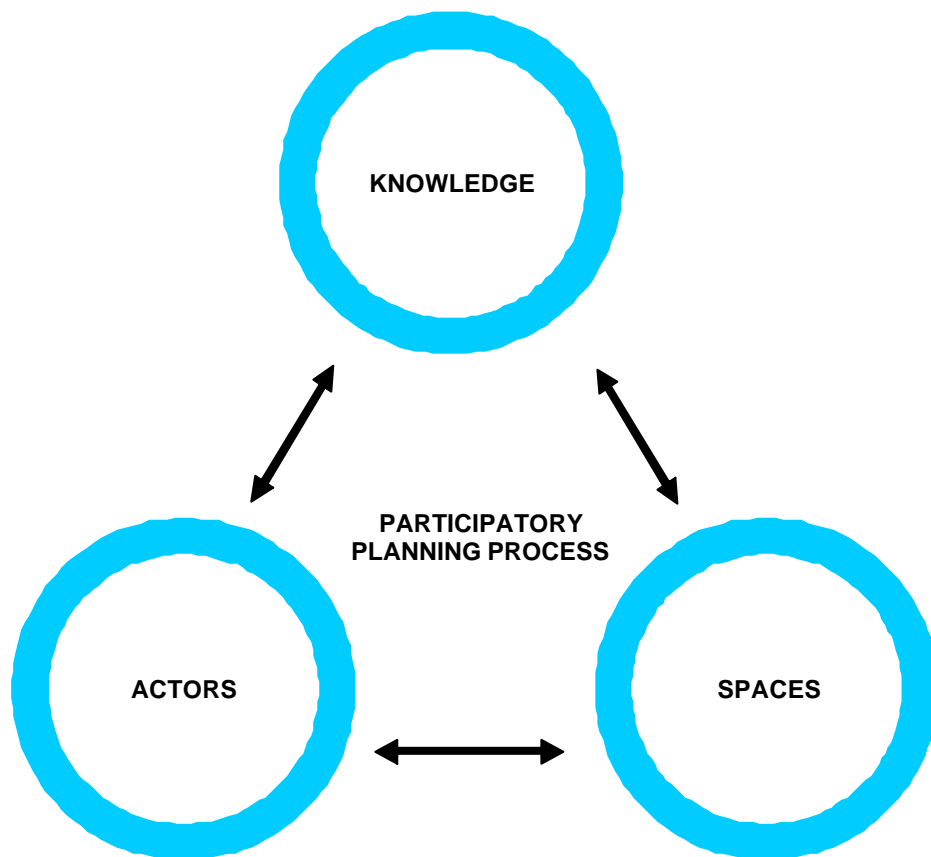
***It is not as important to categorize the kinds of organizations that we come from as it is to embrace this diversity, effectively learn from this, and inventively use this learning. Our challenge as practitioners is to be able to keep up with the possibilities to continually learn.***



## ***Understanding the Participatory Planning Process***

The tradition of planning is based on an “idealized model” that does not exist in reality. All practitioners will know that “participatory planning” is far from being a “neat, unilinear process”. In order to unpack the power dynamics involved in participatory planning, a framework was presented and discussed.

The framework is drawn from the applied research being undertaken by IDS on poverty reduction policy processes in Nigeria and Uganda. While the framework has been developed as a tool for analysis of policy processes, there is a definite overlap between policy and planning processes and therefore, it would also be useful to frame the discussions on participatory planning.



The framework suggests that to understand the dynamics of participatory planning processes, practitioners can begin by appreciating that a participatory planning process is the interplay of the elements of “knowledge”, “actors”, and “spaces”. Using this framework, a participatory planning process is invariably affected by practical questions such as “Whose knowledge is brought into the process?”, “Who are the actors that participate in the process?”, and “What are the spaces where participation becomes important?”. Each of the elements of this framework was discussed in greater detail, as follows:

1. ACTORS. There are many actors involved in participatory planning processes. These include central government, local government, civil society organizations, private sector/business organizations, “experts” like academics, and even donors, to name a few. Each of these actors come into a participatory planning process with their own distinct organizational cultures and backgrounds to planning. Each would participate in a planning process for a variety of reasons that may not be shared with the other actors they deal with.

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***The power relationships between and among...actors will invariably bear upon the dynamic of the participatory planning process itself, as well as what results are derived.***  
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Actors that participate in a planning process are not neutral. Each can be expected to exercise agency and defend and promote their interests. The power relationships between and among these actors will invariably bear upon the dynamic of the participatory planning process itself, as well as what results are derived.

2. KNOWLEDGE. There are different types of knowledge that are brought into a participatory planning process. First, there is knowledge that directly relates to the information that is used to generate the substance of the plan. Statistics, academic studies, and technical knowledge would comprise what can be referred to as “formal knowledge”. In contrast to this, “informal knowledge” would encompass the priority felt-needs of communities as well as their experiences of poverty and marginalization.

Then there is knowledge or “know how” about the rules of the planning process itself. There are the formal procedures, language and form that would form part of the “formal knowledge”. And there would be the “informal knowledge” that includes knowing how to organize and influence within the communities.

These distinctions are useful to make in order to emphasize that there can no longer be one form of “expert knowledge”. And that as with actors, there are power relations as to the knowledge that is brought into the participatory planning process. “Whose knowledge counts?” then becomes an important consideration. In the same way, methods used matter because these can help facilitate to bring informal knowledge into formal processes or keep these blocked out altogether.

3. SPACES. This refers to all opportunities to influence the planning process and may be any or a combination of the following: physical spaces in the environment, formally mandated bodies like councils or committees, informally constituted bodies like task forces and special teams, policy processes, or even a moment in time. These spaces for participation may either be “invited” or “autonomous or claimed”. Each of these spaces may have different rules of engagement, and participation in one or the other or both will come with advantages and disadvantages, strengths and weaknesses.

### ***Moderated Open Discussion***

The presentations were followed by a moderated open discussion. The highlights of the discussion are summarized in the points below.

1. There were several questions and comments on the definition of “planning”. Some participants pointed out that for most people, even practitioners, “planning” was all about making plans regardless of whether or not these were implemented. After some discussion, it was agreed that participatory planning was a process that involved more than just generating plans.

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***Some participants pointed out that for most people...“planning” was all about making plans regardless of whether or not these were implemented... it was agreed that participatory planning was a process that involved more than just generating plans.***

2. A related point discussed spoke to the concerns of “planning for what” and the need to balance the long-term with the immediate-term, and the need to respond to very real material deprivations of the poorest sectors with other “public goods and services”. And in relation to this, it was pointed out that it was indeed very difficult to get a practical balance between “technical, expert” formal knowledge and live the informal knowledge of how poverty is experienced.

3. With reference to the presentation on the “big, big shifts,” part of the challenge is how practitioners themselves relate to power, as has become part of the discourse in the Philippines.

One way to think about this relationship is to see politics as an exchange, with private goods serving as the currency of political exchange in a patrimonial system. Thus, a political candidate will promise these private goods in exchange for votes. Discussions among practitioners of participatory planning in the Philippines have considered how communities might be assisted to develop “public goods” and have these added into the currency used in political exchange.

Practitioners are not so naïve as to think the existing patrimonial system can be immediately replaced since people still need jobs, and if offered, they will take them. But by bringing in additional currency, what can

effectively happen is that politicians can be convinced to give a community the public goods they seek in exchange for votes.

4. There were several points validating the challenge of needing to influence “ABCs and Relationships” in support of participatory planning processes.

In South Africa, it was pointed out that while there has been a major drive to promote integrated development planning processes, there is still very strong personal resistance because the old culture of the apartheid regime still operates.

In Indonesia, at least in the city of Solo, there are many cultural and structural obstacles to promoting participatory planning initiatives. These make it more difficult for government officials to promote and adopt more participatory approaches. And more so in a situation where citizens also need to be helped to understand and maximize the kinds of spaces that are being opened to them.

And there was caution not to forget that as development workers struggled to realize the “big, big shifts” that were outlined, there were also people from governments who were struggling to effectively counter these efforts. In the same vein, there were also many development workers who say they want to influence those in government but in the process become “politicians” themselves.

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***Because communities are not homogenous entities, “citizen participation” in a planning process can simply be the participation of the “community elites”.***

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5. There were several points that were raised in relation to power structures within communities themselves.

Because communities are not homogenous entities, “citizen participation” in a planning process can simply be the participation of the “community elites”. In situations such as these, community elites can end up further benefiting themselves in a way that is legitimized by the participatory process. In other instances, certain segments of the community dominate the participation and control the process.

In the United States, some communities have shut out from participation in governance processes altogether because the political system even at the local level only works to the advantage of a few interest groups with money and connections. And because these few interests groups are well entrenched, the barriers to entry into politics by people from the poorest and marginalized communities are very high. In this context, part of the participatory process necessarily involves the building the power of base groups especially among the economically disadvantaged. Rather ironically, even the middle class has been losing its ground so that even within the middle class itself, there is a need to re-build/re-claim power.

In the repressive context of Zimbabwe, the question of power is invari-



ably linked to the issue of diminishing spaces for civil society initiatives. Legislation is in place so as to make it almost impossible to meet, let alone raise voice. Government-sponsored violence has made it difficult to engage.

6. There were also comments on the nature of power itself, and how this is exercised and experienced. There are very real symbols and gestures by which power is exercised. Formal uniforms of bureaucrats in Indonesia, for example, send the message "I am in power" without having to say anything. In India, there is the cultural practice of standing up when "important" people enter a room. This is a way by which those who wield power effectively control and dominate.
7. Another point discussed related to the relations between central and local government. It was recognized that governments are not homogenous, and that power relations influence how central and local governments deal with each other.

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***Advocacy for affirmative action on women's rights issues... "lost out" from the waves of decentralization in many countries, especially in Africa.***  
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In the US, devolution has reversed many hard-won advocacies especially in relation to the rights of minority groups. Welfare rights was cited as a good example. The federal government has been devolving many of the responsibilities for welfare services to state governments. And because of the strong moves to privatize many of government services, citizens now are having to increasingly bear the costs for the welfare services that they have long-advocated for governments to provide.

Advocacy for affirmative action on women's rights issues was also cited as having "lost out" from the waves of decentralization in many countries, especially in Africa.

In many cases, the decentralization of powers, authorities and responsibilities for delivering basic services to local governments has not been accompanied by the decentralization of resources needed to carry out these mandates.

The need to be judicious about what demands are made was likewise pointed out. Making demands from relatively weak institutions of local governments may also be counterproductive.

8. Several comments were made to caution against "manufactured"/ "managed"/ "manipulated"/ "fascipulated" participation especially in instances where this type of participation in planning processes legitimize decisions made.
9. Finally, in response to the model presented as a tool for analyzing experiences in participatory planning initiatives, the suggestions to add "process" and "time" as elements of the framework were made.

## ***Sharing of Experiences in Participatory Planning for Local Governance***

This session intended to provide the participants the opportunity to share more intensively their experiences in participatory local governance planning initiatives with a fewer number of participants. It was explained that the wealth of experiences that were represented at the workshop made it impossible to have all experiences shared in plenary. All participants were asked to come with a write-up on their own initiatives in participatory planning. All write-ups have been photocopied and distributed so that all participants could read them in their own time.

However, it was also deemed useful to have participants share with one another their experiences in participatory planning initiatives in smaller groups of three or four. In this manner, each would have had the chance to have a better understanding of at least two other similar initiatives from other countries.

Participants were organized into smaller groups of three or four. They were given time to freely discuss as they wished. No guide questions were provided. The only request made to the groups was to keep track of the time so that each one in the group would have the chance to share their experiences with the others.

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***Democracy seems to be just  
“window-dressing” –  
giving things to people as a favor not  
as a right.***

~

# Panel Presentations on Various Participatory Local Governance Planning Approaches

The panel presentations drew from the cases that were available from the participants themselves. Recognizing that initiatives for participatory local governance planning could emanate from either the local government, civil society, or as a joint effort of both. Three participants were asked to make presentations in plenary. Bolivia was selected to make a presentation of a government initiative on participatory planning. South Africa was identified as a case of a civil-society-initiated effort. And Surakarta in Indonesia was to serve as the example of a joint initiative by local government and civil society.

After each presentation, only questions of clarification were entertained. The three presentations were followed by a moderated open discussion. The highlights of the presentations and the ensuing discussions have been summarized below.

## ***Participatory Planning in Bolivia***

The presentation from Bolivia was a joint effort between Adam Behrendt and Anne Katrin Linzer. A case describing the actual experiences in participatory planning of municipalities in the Great Chiquitania region in Eastern Bolivia was prepared and circulated among the participants. This has been annexed to this document. The main points of the presentation are summarized below.



1. Decentralization and the Law of Popular Participation. The People's Party was elected into power in 1993 and shortly after, the Law of Decentralization and the Law of Popular Participation were passed and implemented. With the implementation of decentralization in the country, the Law of Popular Participation was intended to insure against elite capture and domination of local governments structures.

The Law of Popular Participation mandated a participatory planning process to be implemented in 311 municipal governments throughout the country. It authorized the organization of Base Territorial Organizations by the communities themselves. And it created a municipal Vigilance Committee to be composed of representatives elected from districts within the municipality. These Vigilance Committees were mandated with oversight and monitoring functions, and were empowered with the authorities to freeze the municipal funds in cases of deviations from the plans generated and approved.

2. The participatory planning process mandated by the law insured that the demands from communities within the municipality were reflected in a five year development plan. This in turn, was to be translated into a one-year operating plan.

3. The national government is credited with the political will needed to immediately implement these laws. In the first year of implementation, an unprecedented number of Base Territorial Organizations were organized and registered. Five-year plans were formulated and placed under the oversight of the Vigilance Committees also constituted. And 20 percent of the national budget was automatically being transferred to the municipal governments. The urgency with which these laws were implemented derived partly from apprehensions of the People's Party that the next government would repeal the laws if these had not yet been implemented.

Some concerns that were pointed out included the fact that in constituting the Base Territorial Organizations, little recognition had been given to the NGOs and other civil society organizations that were already operating and functioning in the communities. Also, as there was hardly any budgetary and resource support for the operations of the Vigilance Committees, many of these were susceptible to become openly partial to groups that would provide resources.



4. There were Guides for Local Planning that were produced to inform the actual implementation of the law. Local planning initiatives involved three steps:
  - ✓ Organizing the various groups. These included the Base Territorial Organizations and the Vigilance Committees.
  - ✓ Completing a community diagnosis. The diagnosis was usually completed by technical experts, usually NGOs or consultants, and this diagnosis was validated by the communities and the municipality.
  - ✓ Formulating the plan. Based on the validated community diagnosis, a plan was formulated. This was again usually completed by technical experts, even if in principle, the law provided for the participation of the Base Territorial Organizations and the Vigilance Committees.
5. Some of the factors that were enumerated as helping to realize participatory local governance planning were as follows:
  - ✓ the presence of a legal framework that mandates participation in local planning processes;
  - ✓ the presence of elected representatives with actual experiences in participatory approaches in general;
  - ✓ the actual experiences of many communities in participatory planning exercises, even if many of these experiences were participation in project planning;
  - ✓ the widespread positive attitude towards participatory approaches;
  - ✓ the presence of institutions and technicians; and
  - ✓ the fact that many communities were "waking up" and rising to the opportunities presented by the new laws.
6. Finally, it was also explained that the possibilities for fully maximizing the opportunities presented by the law were limited by the following:
  - ✓ the relatively weak capacities in most of the communities throughout the country allowed for only "consultative" participation at best;
  - ✓ the passive attitudes of some other communities made it a challenge to

- realize even “consultative” participation;
- ✓ the domination of elite interests within the communities naturally extended into the arena of participatory planning processes;
- ✓ the participatory planning processes being implemented did not recognize the validity of “indigenous” knowledge, which made participation by indigenous peoples doubly challenging;
- ✓ donor intervention likewise limited the kinds of methods and approaches that were being employed for the participatory planning required by the law;
- ✓ the absence of coordination within government as well as within the communities themselves exacerbated an already challenging situation for most communities; and
- ✓ the absence of widely shared visions of “development” and “participation” made implementation of the intention of the law even more difficult.

After the presentation, the following points were raised by way of seeking clarification:

1. The Great Chiquitania region was lowland and therefore could be considered typical of the 25 percent of the country that is lowland. The larger area of Bolivia is upland and therefore would have very different experiences. The Bolivian altiplano or highlands has a long history of community organizations and participatory traditions while the lowland communities have been having to deal with domination of power and resources by elite groups.
2. It seemed that there was a need to simplify the absolute minimum organizational structures needed for the implementation of the law. The suggestion of a “reduced approach to planning” was put forward. In response to this, the participants from Bolivia agreed that there has been the generation of a great bulk of documents around the participatory planning process which were difficult to understand. The need to simplify these processes and the existing guides was especially needed given the already weak capacities in most of the municipalities. That is why many NGOs with strong experiences in participatory approaches have developed more user-friendly references and manuals.

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***The Bolivian alteplano or highlands has a long history of community organizations and participatory traditions while the lowland communities have been having to deal with domination of power and resources by elite groups.***

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3. There was a question on where the impetus for the Law of Popular Participation emanated. It was explained that prior to the enactment and implementation of the law, there has been a long-standing debate on decentralization. Many of the proponents of decentralization were the regional elites who wanted control over the resources that would be decentralized. Additional pressure from the donors and the World Bank ultimately resulted in the Law of Decentralization. The Law of Popular Participation was intended to pre-

vent elite domination by mandating participatory planning throughout the country.



4. A participant asked how local leaders are chosen. It was explained that there are regular elections for municipal mayors. The mayoral position is rotated. It was cited that more than 120 of the 311 municipalities have mayors who are from indigenous backgrounds. More recently, a law has been passed reserving 30 percent of seats in councils for women. But the reality has been that many women are forced or coerced to stand for elections to comply with the law.
5. Clarification was sought on the levels of resources that were devolved to municipalities, for which uses the mandated participatory planning process would have authorities to appropriate. As earlier stated, 20 percent of the resources were automatically being transferred to the municipalities. This was what the participatory planning processes had authorities to appropriate. In addition, there is donor money that flows to municipalities in the form of grants. The majority of these grants have been used for public works projects; and only recently have they been used for social spending. Within municipalities, however, it was pointed out that a large proportion of around 80 percent still goes to the urban areas rather than the rural ones where needs are perhaps greater. And in terms of the balance between national and municipal resources, there was still a concentration of resources at the national level. These resources are used for larger scale projects like education and health. Interestingly, donors who want to operate projects at the municipal level must first go through the municipal governments.
6. A final question raised was concerned with the degree to which the unions in Bolivia have been able to influence the structure of power relations. Interestingly, it was explained that the relative bargaining power of the unions has been in decline since the decline of the mining industry itself and sustained union-busting efforts. While the teachers union is still relatively strong, the unions have traditionally been oriented to advocacy campaigns directed at the national government and have therefore not been able to take advantage of the opportunities presented by decentralization.


## ***Participatory Planning in South Africa***

The presentation on participatory planning initiatives from South Africa was made by Fowzia Achmat, from the Foundation for Contemporary Research in Cape Town. As with the Bolivian presentation, a paper was prepared and distributed to the participants on the participatory planning initiatives spearheaded by the Foundation for Contemporary Research. This paper has been attached to this document. The highlights of the presentation have been summarized as follows:

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***In 1998, the first democratic constitution in South Africa was ratified. The constitution strongly upheld the principles of inclusion and participation in the new South Africa.***  
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1. In 1998, the first democratic constitution in South Africa was ratified. The constitution strongly upheld the principles of inclusion and participation in the new South Africa. Shortly after, a White Paper on Local Government put forward the concept of “developmental local authorities” that called for integrated development planning. Over the next two years, the Municipal Systems Act and the Municipal Structures Act defined the legal frameworks for public participation in local governance.
2. The Integrated Development Planning (IDP) at the municipal level initiated by the White Paper in 1998 called for the integration of economic and social planning processes. The new approach involved the following steps: analysis, strategy formulation, project identification, integration, approval, and finally implementation.
3. The Foundation for Contemporary Research (FCR) was requested by one municipality for assistance to carry out integrated development planning. FCR designed and facilitated a process that gave a heavy premium to workshops with the different sectors of the community. These workshops insured that the sectors kept abreast with, influenced, and participated in the entire process of planning.
4. FCR likewise organized the IDP Forum as a forum of all stakeholders. The FCR built the capacities of the IDP Forum to negotiate with the Council, particularly around the community needs that the integrated development plan would have to address and respond to.
5. The presentation highlighted the need for participatory processes to be sensitive to the different stakeholder groups if these processes are to be successful. An example given was if the farmers could only meet at 7 in the morning, then meetings with this stakeholder group would have to be scheduled according to their convenience at this time of the day.

After the presentation, the following points were raised by way of seeking clarification:

1. There were several questions seeking clarification on the degree to which some vertical integration of the plans was consciously being made. Were local plans integrated and considered in the municipal plans? And were municipal plans incorporated into the district plans? Because the IDP process was still underway, there was no basis as yet to respond to the question.
2. The steps to integrated development planning described were very similar to counterpart processes elsewhere. Experiences in Kerala, India have generated a “shopping list” of projects for inclusion in the plans. How was this avoided in South Africa? It was pointed out that when the IDP process was designed, careful attention was given to the manner and process by which the community needs were put together. Once these were put together, the community needed to ensure that the Council would take these collective needs and respond to them. And this was the reason for organizing the IDP Forum—so that all stakeholders could have greater negotiating power viz-a-viz the Council. Having to deal with the IDP Forum would prevent the Council from playing one group's needs against the others. After all, the Council had the final responsibility to ensure that the IDP was implemented.
3. Given its specific historical context, the challenge in South Africa is not only one of nation building through participatory and inclusionary approaches. There is also a need to give a “human face” to a people that has been deprived for so long. To add on to this comment, the presenter reminded the group that in talking about the participation of disadvantaged communities, the education needed to prepare these communities to participate in these processes is often overlooked. And capacitating avenues of representation like the IDP Forum become very critical element in the process itself.

### ***Participatory Planning in Indonesia***

Pak Qomarrudin, the Secretary of the City of Surakarta presented the experience of participatory planning initiatives of the city. The highlights of the presentation have been summarized below.

1. The Law of the Republic of Indonesia Number 22/1999 on Local Governance was enacted and implemented without sufficient infrastructure to build and implement decentralization in the country. In the city of Surakarta, popularly referred to as Solo, the post-Suharto period was characterized by intense social disintegration and very high levels of horizontal conflict. The City Hall was burned down. People were clamoring for participation and democracy but were neither clear nor united on how to build and develop their democratic system.



2. Qomarrudin became part of a Ford Foundation-supported Study Tour on Decentralization and Participatory Governance to the Philippines. On his return, he wanted to gain support for applying some of the lessons he had learned on participatory governance, particularly in planning. He began sharing what he had learned with the mayor of Surakarta, as well as with the staff and members of the local legislature. But his efforts were all met with resistance. Most of them were afraid of losing power and control, and of missing the opportunity to use these powers to their personal benefit. Meanwhile, he continued to network with other NGOs and the academe that were interested to pursue participatory planning as a means to empower people. He was accused on being an “agent of Western democracy” within the bureaucracy, and was ready and resigned to being dismissed at any time.



3. The Study Tour to the Philippines inspired the formation and organization of the Indonesian Partnership for Local Governance Initiatives (IPGI), a tripartite partnership involving local governments, the academe and NGOs. Qomarrudin became the local government partner for the IPGI Presidium in Surakarta. With his IPGI partners, Qomarrudin continued to work on the best ways of promoting participatory planning in Solo.

4. There were many obstacles that stood in the way of participatory planning initiatives in Solo. The three most important are indicated below.

- ✓ Cultural obstacles – Javanese culture is very patrimonial and very top-down and not very consistent with the ways of participatory approaches;
- ✓ Attitudes and Orientation of the people in the Bureaucracy – most bureaucracies are resistant to change and Solo was no exception. More importantly, many within the bureaucracy enjoyed and personally benefited from the old system and therefore were very resistant to adopting more participatory ways of doing things; and
- ✓ Attitudes and Orientation of the people in the communities themselves – For many citizens, democracy meant unbridled freedoms, even if these bordered on anarchy.

5. Planning in Indonesia has historically been top-down in approach. Law 22 over-turned this with the new decentralized authorities vested in local governments. But there were no guidelines provided for local planning consistent with the changeover to decentralization. So, for the City, guidelines were developed with IPGI. The process involved the following salient elements:

- ✓ People’s Congresses at the Ward level (“Ward Development Councils”) were organized to identify their needs and propose development projects
- ✓ Projects from the People’s Congresses at the Ward level were brought together at the People’s Congress at the City level for final inputs into the City Plan
- ✓ Block grants were provided to the ward level to deal with the “shopping list” of demands on the city government

6. The presentation likewise highlighted the difficulties of obtaining official sanction for this participatory bottom-up planning process for the City. Qomarrudin indicated that many times, he was ready to lose his job to try and bring the Mayor to agree to this proposed participatory planning process. But after many attempts, he was finally able to get the Mayor to sign off on the orders to implement this process.



7. The presentation also included the difficulties involved in preparing for and conducting the people's congresses. The greatest difficulties encountered were the attitudinal blocks from the communities themselves. And IPGI was also instrumental in addressing these blocks.

8. From among the elements of the participatory planning approach implemented in Surakarta, it was the element of the block grants that was implemented last. But this too, was eventually implemented. And at the present time, the amount of block grants to the wards has doubled in value since they were first introduced. Since the participatory planning approach was adopted in Surakarta, Qomarrudin has been promoted from the Planning Office to his current post, the highest serving appointed official in the city.

After the presentation, the following points were raised by way of seeking clarification:

1. It was pointed out that Indonesia has 300 cities like Surakarta and therefore there is an urgent need for finding ways by which an initiative like this can be scaled out and scaled up. Another participant pointed out that because of the influx of huge donor monies to support decentralization in Indonesia, maybe it would be good to try and influence how these donor monies get spent towards replicating the Solo model.
2. There were plenty of comments around the need to be able to share this experience with other individuals at the local level. In many countries, only lip-service is paid to participatory approaches in governance. This was a good example of the pains and gains of realizing participatory governance. It also emphasized the need to be able to discuss individual roles, and the ABCs and Relationships of participatory governance.
3. Concerning this particular case, because there was official sanction and recognition of the process by the city government, how could modifications on the process and outputs (projects identified) be introduced? To this question, the presenter highlighted that the process itself was very flexible and open. In fact, the planning approach has caused great stresses on the city government particularly in facilitating these events. At the city congress, there were more than 1,000 participants—from the lowest to the highest economic levels, from the educators to the uneducated, from artists to *tukang becak* (pedicab drivers). They were all invited to articulate their needs. So the process also had to be very effective in managing these aspirations. The presenter expressed the hope that NGOs are no longer enemies but friends of government.
4. A participant expressed the possible danger that in this situation, one

top-down structure is replaced with another top-down structure that is now called “participatory”.



5. Several questions were raised on the empowerment of the community. One asked how far it should be extended to all in the community for this to be truly empowering. Another participant was apprehensive about the power dynamics within these processes in terms of the “bigger” interests viz-a-viz the “smaller” interests within the communities. Another concern was raised about dealing with the segments of the communities that do not get represented in these meetings.
6. A question was raised as to whether there was support from central government to assist municipalities in the implementation of the laws. And whether there was support available to NGOs that were themselves trying to assist local governments and/or communities themselves.
7. A suggestion was put forward about the utility of developing a citizen’s charter (including for example, the right to information) at some point.
8. One participant commented on the fact that with the fall of Suharto, there was a massive collapse of government authority. There were no channels where these energies could be directed. Popular organizations like unions and women’s groups had not been allowed to develop. Maybe that was why in Solo, the city hall was burned.

### ***Moderated Open Discussion***

After the three presentations, there was a moderated open discussion at which the participants were invited to raise questions and make comments. They were cautioned that not all the questions might be discussed in detail. The purpose of the session was to flag any points that the participants wanted to raise. These would then be organized and become the subject of more in-depth discussions in the following session. The following key points were raised:

1. Participatory planning approaches mean that development workers need to engage with the rural poor. Development workers do so from discourses and concepts that in turn are shaped by their own backgrounds, experiences and training. The rural poor also have their own discourses and concepts, their own ontology. Development workers then arrive in communities and implant their own discourse and concepts on top of those of the rural poor. Maybe this would be part of the reason why there are always difficulties in communicating and therefore in negotiating with the rural poor – even if development workers are “on their side”. It might be useful to make these discourses “self-conscious”. And it was suggested to explore the possibilities of popular education for helping to objectify these discourses.
2. A participant raised the concern over the role of base-building organizations, those who do direct action organizing, in these participatory plan-

ning processes. If these organizations do play a role, what kinds of roles do and should they play?

3. Who owns these participatory processes? Especially since many of these manifest very heavy influence from—quite literally—consultants foreign to the communities themselves.
4. A few comments were raised around the “wish list” issue. One participant asked whether this was merely a methodological issue—with the right methods helping to move the process from a “wish list” to something more meaningful. Another participant raised the question whether the “wish list” was an issue at all. Anyone who has tried to initiate a participatory planning process will know that a “wish list” is bound to come out anyway. Is it not the role of the participatory process itself to facilitate and enable the communities to make this “meaningful”? Another participant raised the related concern of needing ways of being able to bridge and balance the political experiences of communities with very real economic needs.
5. There were also comments raised about tools and methods. One participant cautioned against generalizing about tools and methods without considering the historical contexts within which certain tools and methods are “effective”.
6. One participant raised the concern that participatory planning processes may yield development plans that run counter to established larger economic and political interests like multinational corporations and the military. In these contexts, what power can be expected to be behind these plans and what might be realistic expectations for these plans to get implemented?
7. One participant again raised the concern of needing to deal with “manufactured” participation. How can communities deal with people from their own community participating as proxies for elite interests?



***Anyone who has tried to initiate a participatory planning process will know that a “wish list” is bound to come out anyway. Is it not the role of the participatory process itself to facilitate and enable the communities to make this “meaningful”?***



## Discussions on Themes and Issues Identified

The session was introduced as the point in the workshop when the various elements of participatory planning approaches would be considered in greater detail. To initiate these discussions, a group of participants had put in extra time working through the various issues and concerns that had been raised in all earlier sessions of the workshop. All issues and concerns raised were clustered into themes, and for each thematic grouping, a set of questions were formulated to guide the discussions on the theme.

The participants were given the choice of a group to join. Each group was asked to consider the guide questions in the light of both the earlier discussions as well as their own experiences in participatory planning initiatives. The discussions were intended to generate insights and lessons to be drawn for each of the themes identified.

In addition, because the field visits would be the next activity of the workshop, each group was also asked to prepare a set of questions that they would encourage all the participants to keep in mind throughout their field visits.

Finally, each group was asked to identify a recorder and a reporter. Each group was to be given 10-15 minutes for reporting back at plenary. And after each report, there was to be a discussion so that the others who were not part of the group could contribute to whatever issue or debate had been raised.

The highlights of the reports from each group, as well as the subsequent discussions have been summarized in the following pages.



***... participatory planning processes  
may yield development plans that run  
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what might be realistic expectations  
for these plans to get implemented?***



## **Report Back and Discussion on: Changing Habits to Make Participatory Planning Happen**

The discussions within the group considered the various actors/stakeholders in participatory local governance planning processes. They also considered possible strategies that may be employed to make the desired shifts possible.

The report highlights were as follows:

1. In doing so, the group identified the "old roles and positions" of each of these actors, as well as the "new roles and positions" they would have to assume in order to be consistent with participatory approaches. They also outlined actual behavior and attitudes as well as those they felt were desirable. The group generated a matrix that has been reproduced below:

Actors	Old/ Usual Roles/ Positions	New Roles/ Positions	Actual Attitudes & Behaviors	Desirable Attitudes & Behaviors	Strategies for Changing Attitudes & Behaviors	Desirable Results
Elected Politicians (all levels)	Patronage.	Less patronage	Hostile and resistant	Supportive leadership	Orientation, dialogue, training	TRANSPARENCY & ACCOUNTABILITY
Elected Politicians (local level)	Nominal authority & power. With widespread lack of know-how, gains power & patronage.	Real responsible power	Comfortable	Democratic representation of all constituents	Capacity building, set their priorities	SOCIAL AUDITING, REPORT CARDS, PARTICIPATORY BUDGETS, RIGHT TO
Officials/ Bureaucrats	Control, power & corruption. Remain powerful & influence the elected.	Less discretion & power, more supporting & enabling roles	May not be as comfortable	Implement plans/ Technical support/ Participatory & responsive/ Public servants	(See below)	INFORMATION OPERATIONALIZED
Local Elites	Links with officials. Capture benefits.	Weaker links	Comfortable	Share resources	Encourage responsible leadership, involved in organized structures	
Local Marginalized	Passive. Remain passive to change	Active & exercise more influence	Indifference/ resentment	Active citizen participation	(See below)	ADVOCACY AT ALL LEVELS
Other Vested Interests	Contracts, etc.	Weaker	Still comfortable	Honest	Encourage responsible behavior	CITIZEN'S CHARTER, OMBUDSPERSONS

2. Various strategies can be employed to help government officials change attitudes and behaviors. Inspiration was drawn from the rich experiences of gender awareness training. Government officials could be given a “power awareness/management training” that could also make use of video playbacks, and role plays. There could also be cross visits to other local authorities/ local governments. Government officials can be encouraged to have regular meetings with marginalized communities (eg, “surgeries”). Documenting the stories of “new ways of doing things” is also a good way of encouraging attitudinal and behavioral changes, so that these can be more widely shared with others.

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***It is important for officials to realize and experience the benefits and rewards of changing attitudes and behaviors to be more consistent with participatory approaches.***  
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It is important for officials to realize and experience the benefits and rewards of changing attitudes and behaviors to be more consistent with participatory approaches. Regular meetings with marginalized communities will lend very well to a facilitated participatory appraisal of the local government by the communities themselves. Within the bureaucracy of the local government, officials can be asked to complete 360 degree evaluations.

3. As far as the marginalized groups were concerned, the group identified the following strategies for attitudinal and behavioral changes:
- Organized self-help and self managed groups
  - Citizens movements
  - Alliances/ networking
  - Conscientization/ awareness
  - NGO autonomy
  - Positive discrimination/ reservation (eg, for women)
  - Accessible information
  - Participatory appraisals by marginalized groups
4. Questions for the Field Visits proposed by the group were as follows:
- Observe behaviors and attitudes of all actors and the relationships between and among them.
  - Ask selected actors how their attitudes, behaviors and relationships have changed.
  - Ask if changes have been experienced as positive or negative and why.
  - Solicit suggestions for helping others to change.

After the presentation, the following questions and points were raised in the open discussion:

1. A participant pointed out that it must be remembered that there would be some situations when pressure could be exerted on officials to go for training, while in others this would not be the case. Sometimes, donor pressure is critical for this to happen. So, power from the outside can be helpful in getting something like this going.

One other participant raised reservations about using donor pressures to influence attitude and behavior changes. It was argued that donor-induced attitudes and behavior changes would be artificial and not permanent.

Another participant pointed out that this was not an either-or situation. What is needed is a wide repertoire of choices that can be available for different contexts. What is needed is to be able to add to the range of these choices. And donors can contribute.

2. The idea of “public good” is constructed. People cannot expect to start with notions of “public good” or “community” straight away. But a participatory process is very useful in helping people to better understand and appreciate these concepts. And thus be motivated to change attitudes and behaviors in the process.
3. In many contexts, education and training initiatives for government officials are welcome. There is less agreement about particular methods. For example, government officials may not appreciate more participatory learning methodologies as these are viewed as merely “playing games”. Others would not be happy about being lectured to. But there is some recognition that education and training initiatives for government officials can help.
4. The participant from Zimbabwe reminded the participants that there still exist some situations where people are widely pessimistic about that government officials changing their attitudes and behaviors. The current situation in Zimbabwe is such that adversarial advocacy seems to be the only realistic way by which change can be realized.



***The idea of “public good” is constructed. People cannot expect to start with notions of “public good” or “community” straight away. But a participatory process is very useful in helping people to better understand and appreciate these concepts.***





To synthesize the report from the group and the discussions that followed, the following points were raised:

1. Participatory planning processes require that various stakeholder groups take on new roles that also imply attitudes and behaviors consistent with the values that underpin participatory approaches to governance. These values include transparency, accountability, responsiveness, inclusion, and performance. The “ABC (Attitudes and Behavior Change) for Participatory Planning” is not easy to achieve but there were several specific strategies suggested. Changing attitudes and behaviors is a continuing process.
2. It is important for all stakeholders—especially for local officials—to experience the rewards of being participatory. This is still the best incentive for changing attitudes and behaviors—that outcomes actually happen and trust is constantly built.

The experiences of “gender awareness interventions” may have many lessons to offer in terms of “power awareness/management interventions” that may be used to help achieve the ABC for participatory planning, especially for local government officials.

There are also other incentives that can be used as levers to influence stakeholders in participatory local governance planning initiatives to make the shifts in attitudes and behaviors. Secondary laws, executive issues and administrative orders, and the “fine print” in these may still serve as disincentives for government officials to change their attitudes and behaviors. Civil society groups can monitor these and advocate the appropriate changes needed to make them more consistent with participatory approaches. In some situations, donors may also be helpful in convincing government officials to go for re-“training”.

3. There is also a realistic limit as to how much attitudinal and behavioral changes can be expected from government. There are still situations where more adversarial and confrontational advocacy remains the only viable solution for any real change to happen.



***The “ABC (Attitudes and Behavior Change) for Participatory Planning” is not easy to achieve.... Changing attitudes and behaviors is a continuing process.***



## **Report Back and Discussion on: Citizen Participation in Participatory Planning**

The discussions within the group first involved a sharing of the questions “what is participation?” and “who needs to participate and in what contexts should they be participating in order to be truly participatory?” After members of this group were able to share

their experiences in participatory planning with one another, they drew the major lessons that could be shared with the rest of the participants.

The report highlights were as follows:

1. How do we see participation?
  - Decision-making power in an entire process beyond simply generating a plan. This process includes problem identification, problem prioritization, identifying solutions, implementation, and monitoring and evaluation. Throughout all these, community involvement is necessary in order to build stakeholderhood and ownership.
  - Community participation in the actual management of the implementation of projects.
  - Participation also presupposes clarity of roles such that all actors know who is supposed to do what.
  - Local governments and the communities are mutually accountable and are transparent about their decisions and actions.
2. Who participates? In what?
  - People who normally do not have any chance to influence decision making should participate. The heterogeneity of communities needs to be considered in determining the best approaches for engendering participation. This includes timing and venue of meetings, language used, etc.
  - Process needs to be open to all. People will participate if they know that they are included. Every interest must be represented. Details like who attends, who talks, what language is used are all important and must be inclusive. There must be sufficient spaces to build stakeholderhood in the idea of “public goods” in favor of “individual needs”.
3. What are the lessons that have been learned?
  - Participatory planning initiatives have involved communities in the identification of their needs, the planning of processes to meet these needs, and to some extent (though less so) the implementation of these plans.
  - In Brazil, the mandates for service delivery have been devolved but not the resources. Bureaucrats generally resist participatory approaches. But there are places and certain themes where citizen participation is very high.

### Citizens Participation in Participatory Planning

#### *Questions considered:*

- ✓ How do we assess citizen participation in the entire process of local planning and what happens after?
- ✓ How do we assess citizen participation in local planning processes in terms of autonomy, ownership and inclusiveness?

- In the Philippines, many participatory planning processes end at the stage where solutions to needs and problems are identified. Normally, the implementation of these plans and solutions is left to local governments. In order to sustain participatory planning, there is a need to work with “sustained communities”.

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***...at the start of the planning process, communities are naturally interested and excited. But when there are not enough resources to get these plans implemented, there is also a drop in interest.***

- From the diverse experiences available, if participatory processes go through to the implementation of plans and solutions, then there is a higher likelihood that participatory planning initiatives are sustained.
- There are many factors (such as timing of meetings, venue, targeted/preferred age groups, language, etc) that hinder participation.

3. Questions for the Field Visits proposed by the group were as follows:
- Are the marginalized sections of the community participating?
  - Do communities participate in the implementation of the plans generated?
  - How do members of the local bureaucracy respond to these participatory approaches?

After the presentation, the following questions and points were raised in the open discussion:

1. One participant asked about the kinds of institutions that needs to be in place in order to ensure community participation. There are many community institutions that can be brought into participatory planning processes. In other contexts, institutions can be created.
2. Participation in planning for projects and local governance are different. While there are certain common features and characteristics, for the case of planning for local governance, there are other levers that can be used like rights of citizens. In building ownership and stakeholder participation for participatory local governance planning, NGOs can make citizens more aware of their rights.
3. There were several comments that responded the concern around “who participates?” Most practitioners have been working to involve greater participation in planning processes by poor and marginalized groups. While there have been several good examples discussed, many of these have “excluded” the participation of affluent and elite groups within communities, as though these did not exist. What are the mechanisms by which who participates is decided on?
4. There were also several comments raised on the concern for how to sustain citizen participation in local governance planning.
  - It was pointed out that at the start of the planning process, communities are naturally interested and excited. But when there are not enough resources to get these plans implemented, there is also a drop in interest. This has been the problem throughout most of Central America.
  - Another participant asked the group whether the difficulty of sustain-

ing participation points to the need for “measurable” products and outputs of citizen’s participation. Would it help in sustaining participation if there was a good way to show people that their participation mattered? In fact has citizen’s participation in planning processes mattered at all in their lives?

- To this point, the participant from Nicaragua said that throughout the country, there are many plans that have benefited from citizen participation. But the resources available at the municipal level have not been sufficient for the full implementation of these plans.
- In the case of some areas in the United States, one of the first things that communities are assisted to complete once they are mobilized to participate in a planning process is a power analysis of the forces that impinge on the implementation of local plans. The power analysis tool helps communities to understand the links between planning and implementation particularly in terms of which actors wield power, which ones have enough power to begin making changes, and which ones have the power to stop any changes being made. This has helped to inject a dose of realism in the participatory planning process, and thus manage the expectations of the community actors themselves. In this way, interest to participate is maintained. But it also means that the change process is incremental, and hopefully moving towards the ideal goals of the community.
- One participant from East Timor pointed out that in order to sustain participation, there is a very real need for these processes to help alleviate the difficulties in the day to day lives of those being asked to participate.
- For the case of Kerala, India, since the participatory planning campaign was launched in 1996, there has been a decline in both the quantity and the quality of citizen participation.

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***...when participatory planning is institutionalized and made regular, the trade off is clearly the loss of spontaneity, which in turn can cause for the loss of “productive chaos”.***  
~

5. A related issue that was raised were the trade-offs involved in institutionalizing participatory local governance planning approaches. It was pointed out that when participatory planning is institutionalized and made regular, the trade off is clearly the loss of spontaneity, which in turn can cause for the loss of “productive chaos”. And when one considers the scaling upwards of these participatory approaches from the village to municipalities, direct participation becomes very unwieldy. Some form of representation is needed the higher the level of local governments. Then, it was pointed out, inclusiveness is lost in some way.

To synthesize the report from the group and the discussions that followed, the following points were raised:

1. Citizen participation in local governance planning processes is more than just about generating a plan. Thus participatory local governance planning entails active community involvement in decision-making about the identification of priority problems, the formulation of solutions, the implementation, monitoring and evaluation of actions, as well as the mobilization and management of resources. Effective and inclusionary participa-

tory planning exercises require careful thought on who participates, the mechanisms for and organizations/institutions through which participation is realized, and what spaces and language are used to ensure the quality of participation.

2. Most initiatives in participatory planning processes have mobilized communities in the identification and prioritization of problems, as well as in the formulation of 'doable' solutions. There is less community involvement in the actual implementation and monitoring/evaluation of actions. This is an important gap as participation in implementation of actions facilitates sustained participation in local governance.

3. There is a need to constantly clarify what roles actors take on as there is a need for communities to understand more fully the values of "public goods" over "individual needs". On the one hand, there is a very real need for participatory planning initiatives to be able to respond to the material needs of the poorest and marginalized. On the other, there are also very real limits to the resources of local governments in actually implementing plans and priority actions.

~  
***Citizen participation in local governance planning processes is more than just about generating a plan... Effective and inclusionary participatory planning exercises require careful thought on who participates, the mechanisms for and organizations/institutions through which participation is realized...***

4. The rights of citizens may be a powerful tool in terms of mobilizing and sustaining citizen participation. Citizen participation in local governance planning becomes one avenue for claiming citizen rights.

5. Sustaining participation in local governance planning is inextricably linked to very real felt outcomes for those who participate. This also implies the need for a better way of measuring and communicating what the real benefits to participation are.

But part of the challenge also rests with facilitators of participatory planning processes and the way by which people's expectations are managed. Power analysis tools have been used to help communities understand the relationship between generating a plan and what happens (or what does not happen) after the plan is generated.

The institutionalization of participatory planning approaches may come at the high price of losing out on the quantity and quality of participation over time.

## **Report Back and Discussion on: Frameworks for Participatory Planning**

The discussions of the group considered the various frameworks for participation that the group members were most familiar with. The differences among the frameworks discussed provided the basis for more in-depth discussions.

### Frameworks for Participatory Planning

*Questions considered:*

- ✓ Does participatory planning happens only because enabling frameworks (laws, regulations, practices) are in place?
- ✓ How important are people (officials, organized groups, “champions”) in making these frameworks come alive?
- ✓ Is there scope to change these frameworks?

The report highlights were as follows:

1. Legal frameworks of those within the group were discussed and described.
  - In Indonesia, the legal framework is weak but the enabling conditions for citizen participation exist and therefore it is possible to be innovative at the local level.
  - In Vietnam, there is a “good” legal framework (since 1945) but there are no enabling conditions to take full advantage of the legal framework.
  - In Nicaragua, there is a fairly conducive constitution put in place by the Sandinista government but the current government does not respect it. Still, it is possible to promote citizen participation through the actual experiences.
  - In the Philippines, there are legal frameworks supportive of participation and the enabling conditions for claiming new spaces also exist.
2. As the experience in the municipality of Esteli in Nicaragua has been, there is first a conscious effort to implement participatory approaches. After these experiences have “matured”, then local laws are formulated and passed on the basis of the experiences. The legal framework may not be comprehensive but the local laws definitely build from actual experiences that have been working.
3. More than simply the legal frameworks, it is the enabling conditions that will help determine the viability of making participatory planning work. The “enabling condition” includes the degree to which civil organizations and the communities themselves can and are prepared to take on the challenge of participatory approaches. It also includes the presence of leaders and champions of participatory approaches.
4. Leadership and champions are important for citizen participation, at least initially.
  - NGOs need to be carefully selected (preferably based on volunteerism and not those that have organized to take advantage of large amounts of donor monies available). They should be able to relate to local governments. They should be in harmony with local governments but

not too close.

- Local officials are also key actors.
  - In Vietnam, officials are often key players with NGOs providing technical assistance and support.
  - In Nicaragua, officials see people as clients, but NGOs are trying to change this so that people are viewed as “citizens” with rights rather than “clients” with needs.
  - In Indonesia, changes are happening very slowly, and many officials still have to make the shift in attitudes and behaviors more consistent with participatory approaches. Planning Boards may start off the trends to ABCs for participation.
- Donors can play a progressive role by conditioning loans/aid at local government level to citizen participation

~  
***In Nicaragua, officials see people as clients, but NGOs are trying to change this so that people are viewed as “citizens” with rights rather than “clients” with needs.***  
~

5. Frameworks are not blueprints or recipes. These frameworks presuppose certain enabling conditions that also include:
  - Political will and the presence of champions
  - Legal legal framework to “legitimize”/acknowledge participatory initiatives
6. Questions for the Field Visits proposed by the group were as follows:
  - In as many details as possible, find out about how the legal framework operates in the locality. This was especially a challenge for those going to Solo where there is a local framework for participatory planning in place.
  - What kind of resources and how do communities raise resources for participatory planning?

After the presentation, the following questions and points were raised in the open discussion:

1. It was pointed out that while the concern for legal frameworks is certainly important, legal frameworks were also highly contextual. One participant from Indonesia said that there are many whom will see that the way forward for participatory planning in Indonesia is to get the law in Solo and have other places in the country install the same legal framework. And this misses out on the point that what may be working in one locality will not necessarily work in others.

To this point, a participant raised the need for identifying the incentives for installing legal frameworks that are supportive of participatory approaches.

2. There were several comments indicating that many national laws are not properly communicated to the local level. And even if these laws and frameworks were communicated to the local level, implementing them is difficult even for local governments themselves.

A participant pointed out the value of NGOs intervening to publish the information and make it accessible to communities. Another participant

added that this may not be a one-off activity because there are amendments to legal frameworks so the need to keep the local communities informed continues for so long as there are amendments introduced.

3. One participant from Bolivia raised the question of timing and taking advantages of certain historic moments. In the case of Bolivia, there was a sympathetic government in place that thought it best to pass the Law of Popular Participation. Yet in the first few years during which the law was being implemented, there was more resistance than one would have expected because the reform was still very much driven from the central government. Over time, communities began to realize that the law could be used for their interests. Large scale change always requires effective strategies for managing transitions.
4. One participant asked whether the legal framework needs to precede citizen participation at all times.

To this question, the participant from Nicaragua said that as far as the experiences of the municipality of Esteli is concerned, the laws are formulated and passed once there is a sufficient amount of experience with a participatory approach. They have not felt the need to install a comprehensive framework locally because the national frameworks are sufficient to legitimize local initiatives.

Another participant strongly emphasized that laws on participation cannot really say for whom, when, and why citizen participation happens.

Another participant recalled a conversation he had with a taxi driver in Rome when the taxi driver went through a red light, and was asked why he did it, he responded: "In Italy, traffic lights merely recommend." Much in the same way, laws and frameworks for participation merely recommend. And if one chooses to interpret laws as "do's and don'ts", one cannot go far in promoting greater citizen participation.

Moreover, it was pointed out, laws are not set in stone. And the experiences of joint civil society and local government actions taken in the Philippines proposed amendments to the current law.



***"In Italy, traffic lights merely recommend." Much in the same way, laws and frameworks for participation merely recommend. And if one chooses to interpret laws as "do's and don'ts", one cannot go far in promoting greater citizen participation.***





5. The challenge was to contribute to creating an enabling environment to encourage and promote participatory approaches.

To synthesize the report from the group and the discussions that followed, the following points were raised:

1. Legal frameworks were important but not sufficient to make participatory planning happen. Legal frameworks are helpful to “legitimize,” recognize and support citizen participation. But these cannot dictate the who’s, why’s, what’s, and how’s of participation. More than the presence of legal frameworks, “enabling conditions” at the local level make participatory planning happen.
2. There is a clear need for advocacy NGOs to help communicate existing frameworks at the local level where information is limited. At the community level, these frameworks may be experienced just as intended, not quite as intended, or more than what is explicitly stated. The variance in how these frameworks are actually experienced depends on a number of factors like the levels of organization of civil society and the presence of champions with sufficient political will to make the intention of these frameworks real.
3. Frameworks for participation can also be iterative. As the case of Esteli, Nicaragua has demonstrated, the effort to install legal frameworks has happened after some substantial exercise of participatory approaches over time. And as the case of the Philippines has shown, stakeholders can be organized to advocate how these legal frameworks should be amended on the basis of how they have been experienced.
4. Because frameworks are highly contextual, they are not easily or immediately “transferable”. As such, there cannot be one “blueprint” or “recipe” for a legal framework supportive of participatory planning.
5. The big challenge remains how best to operate in situations where there are no frameworks supportive of participation and neither are there enabling conditions to make participation real.



***Legal frameworks are helpful to “legitimize,” recognize and support citizen participation. But these cannot dictate the who’s, why’s, what’s, and how’s of participation.***



## **Report Back and Discussion on: Resource Mobilization and Organization for Local Plans**

The group considered the various kinds and sources of resources that could be available to a community to implement local plans formulated. They looked into the various issues around bringing in "external" resources and how these concerns can be mitigated.

The report highlights were as follows:

1. Participatory approaches strengthen people's ownership of the plans generated.
2. Building ownership and stakeholdership in a plan opens access to community resources, thereby multiplying the already limited resources of local governments.
3. Leadership by example is necessary especially from those from the local governments. This involves being open and transparent, and "walking the talk".
4. NGOs and civil society organizations can play a role in facilitating to build the relationships with the community that might be necessary for generating and allocating the resources needed to implement plans and to scale up any successful efforts.
5. Prior to accepting funds and resources from various sources in the community, there is a need to establish clear principles and safeguards to ensure that community interests are protected and upheld.
6. Communities need to continuously build, maintain and manage coalitions in order to build POWER.

After the presentation, the following questions and points were raised in the open discussion:

1. A participant pointed out that resource mobilization also means that the "color of the money" must be consistent with the bottoms-up orientation of participatory approaches. And this becomes a potential issue in terms of how donors can de facto direct the implementation of participatory planning initiatives. It was also pointed out that the donors may not have similar approaches in different countries. For example, the United

### Resource Mobilization and Organization for Local Plans

#### *Questions considered:*

- ✓ What are the implications for participatory planning processes of depending on central governments, and other domestic and foreign sources for resources to implement local plans?
- ✓ How do we relate to these different sources of funds / resources?
- ✓ Can participatory planning be done even without or with very limited resources?
- ✓ How do donors influence the way participatory planning initiatives are implemented?

States Agency for International Development (USAID) gives most of its resources to government institutions throughout Latin America while in Indonesia it seems to give more resources to NGOs.

2. Mobilizing resources comes with the responsibility of being able to use these resources as intended, and then to account for the manner in which these resources have been spent. This point raised the concerns of transparency, accountability and corruption.
3. Caution was raised about the costs in terms of autonomy and independence of the implementation of the plan if resources are mobilized from external sources.



To this point, one participant from a local government said that while it was very difficult to do so, it was still possible for governments – given the right levels of political will – to instruct donors to go to the poor areas. This has happened in the Bunda District in Tanzania. Other participants expressed the reservation that this may be the exception rather than the rule because the reality still remains that many governments are weak in asserting themselves viz-a-viz foreign donors.

4. The current situation in Indonesia points to another issue related to the influence of donors. Donors are pushing for an immediate scaling up of participatory initiatives. Because of this, donors have been pushing for the introduction of participatory initiatives in areas where there are “high probabilities of success” even if these areas are not where the poorest are concentrated. What should be the basis for selecting areas? On the one hand, donors should not be able to inordinately influence these decisions. On the other, more intensive efforts are needed to make participatory approaches work in areas where the poorest are. If NGOs are not able to show something within the time frames donors consider reasonable, it will be difficult to further mobilize resources from them.
5. One participant reminded the group that while financial resources are important, there are also many other kinds of resources that are also needed and can be mobilized from within communities.
6. A final comment raised was a reminder that money comes from economic activities and therefore the resource issue is also a fiscal issue. And it is citizens that pay taxes. It was pointed out that in Brazil, as in most other countries, the rich have been constantly able to avoid paying the right taxes. Or even if they do, the existing tax regimes are very regressive.

~

***Donors are pushing for an immediate scaling up of participatory initiatives. Because of this, donors have been pushing for the introduction of participatory initiatives in areas where there are “high probabilities of success” even if these areas are not where the poorest are concentrated.***

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Providing resources for the implementation of community plans also entails figuring out how those who can pay more taxes can be made to pay more.

To synthesize the report from the group and the discussions that followed, the following points were raised:

1. Participatory planning approaches build stakeholderhood in local plans. And this in turn opens access to community resources. NGOs can play a role in mobilizing resources for local plans. Transparent and accountable leadership also helps to generate badly needed resources for the implementation of local plans.
2. Safeguarding and protecting community interests should always come first in resource mobilization efforts in support of local plans. Sourcing resources externally should not be reason for compromising the autonomy of local plans.

In fact, donors can help to promote the scaling up of participatory approaches by making the availability of these resources conditional on the use of participatory planning approaches. In reality, donors tend to make funds available for areas with the “highest probabilities of success” and not necessarily where the needs are greatest. Clearly, there is a great need for more advocacy among donors.

3. Resources help to build power.



***Participatory planning approaches  
build stakeholderhood in local plans.  
And this in turn opens access to  
community resources. NGOs can  
play a role in mobilizing resources  
for local plans.***



## **Report Back and Discussion on: Skills and Capacity for Participatory Planning**

The discussions of the group concentrated on what kinds of skills and capacities were needed. In addition, the group identified who among the different stakeholders in participatory planning initiatives were most in need of these skills and capacities.

The report highlights were as follows:

Skills and Capacity for Participatory Planning

*Questions considered:*

- ✓ What are the main skill gaps of local governments and civil society for participatory planning?
- ✓ What is the ideal balance between the technical skills and “non-technical” perspectives on planning?
- ✓ What are effective ways of building capacities of both local governments and civil society for participatory planning?

What skills and capacities needed?	By whom?
<b>UNDERSTANDING of...</b>	
Formal policy frameworks	All actors
Own situations and condition; of individual and collective potentials and existing capacities	All actors but mostly by the communities
Cultural and community environment	Mostly NGOs
The broader context	Community facilitators from government and NGOs
<b>PLANNING CAPACITY for...</b>	
Formal and informal integrated planning	From government: planners, council members, and facilitators From civil society: facilitators and community representatives
<b>EDUCATION to...</b>	
Read through oftentimes difficult and “legalistic” guidelines	Council members, representatives
Writing up community outputs into the “proper language”	Council members, representatives
<b>INTEGRATION/DEALING AND RELATING WITH ALL ACTORS/ INSTITUTIONS/COMMUNITIES for...</b>	
Lobbying	All actors
Negotiating	All actors
Teamwork	All actors
<b>INTEGRATING AND DISSEMINATING INFORMATION for...</b>	
Transparency, accountability and confidence building in the relationship between local governments and communities	Leaders from government and communities
Communities to be able to understand what has been agreed on and what happens next	Facilitators
Keeping the communities constantly informed	Council members, representatives, community
<b>ATTITUDES TOWARDS PARTICIPATORY PLANNING</b> (c/o of the previous group)	

## *The International Workshop on Participatory Planning Approaches for Local Governance*

After the presentation, the following questions and points were raised in the open discussion:

1. Clarification was sought whether the group had considered how “local knowledge” can be translated into a practical, applicable form. The group responded by saying that there was not enough time to consider practical strategies how this might happen.
2. It was pointed out that in cases where the same skills and capacities might be needed by several actors in participatory planning processes, the methods for capacity building of different groups would necessarily have to consider what works and what does not for particular groups. Another participant also emphasized the importance of participatory research in building the capacities of the communities themselves.
3. It is was also pointed out the there is a need to constantly build the capacities of civil service bureaucrats. In some cases, there is a very high turn over of those in government who can be effective in participatory planning because they get recruited by donor programs.
4. A final point raised was a caution that “capacitating communities” may also be disempowering. Therefore there is a need for practitioners to question themselves about how truly empowering our efforts are.



To synthesize the report from the group and the discussions that followed, the following points were raised:

1. Both local governments and civil society require skills and capacities for participatory planning to happen. These capacities include: understanding the contexts within which participatory planning happens, planning capacities (technical, integrated, facilitating participation of various sectors), and knowing how to work in teams, lobbying and negotiating so that plans are “integrated”.
2. Building skills and capacities of local governments and civil society alike is a continuous process and covers the range from re-orientating people to actual skill building. This requires a variety of approaches for each type of actor so that they are better prepared to take on their roles in practicing and sustaining participatory planning processes. It also requires a great sensitivity to what in fact might be needed. Government may need a better understanding of participatory process frameworks, while civil society actors may need a better understanding of the more “technical” aspects of governance planning.
3. There is also a great need for information to be available and openly shared to support and sustain participatory planning initiatives.

## **Report Back and Discussion on: Power Relations in Participatory Planning**

The discussions covered a variety of concerns and issues relating to power and how this influences the exercise of participatory planning.

The report highlights were as follows:

1. At the national level, power is determined by: the balance of economic (class) forces; the government; and international forces.
2. The power constellation varies from country to country, within each country, over time.
3. From the central to the local government level, the scale of power declines, giving more room for popular forces.
4. Change agents include communities, people's organizations, NGOs, donors, reformers in government, and sections of contested organizations: churches, media and academe.
5. The most important risk is to empower and organize popular forces, then to build coalitions with sections of contested organizations, with donor agencies, and with reformers in government.
6. Division among the power bloc and multi-agenda players create spaces for building coalitions.
7. Participatory planning provides an arena within which popular forces can be built, people empowered, and negotiating agendas shaped.
8. When participatory planning occurs with official sanction, the possibility that projects can be implemented is increased.
9. Official planning exercises also create arenas for working with reformers in government. But the possibility of planning being "participatory" only because donors require it also increases.
10. Participatory planning within organizations and communities strengthens these organizations.

### Power Relations in Participatory Planning

#### *Questions considered:*

- ✓ What are the sources of power of all actors involved in local planning?
- ✓ What have been our experiences in managing power relations in implementing participatory planning initiatives?
- ✓ Do our experiences with participatory planning tell us that power relations are being transformed?
- ✓ How do donors influence the way participatory planning initiatives are implemented?

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11. Planning is only one of the instruments for popular empowerment. Many other forms of struggle including direct action are necessary.
12. Political parties provide an instrument for connecting initiatives in many communities, and for scaling up power accumulated at lower levels of the political system.
13. Finally, power relations can be transformed but this requires patience, a lot of work, and a highly developed capacity to laugh.

After the presentation, the following questions and points were raised in the open discussion:

1. Power is not a commodity. Neither does this involve a zero-sum game.
2. One participant volunteered the insight that the exercise of power in a very controlled environment actually prevents people from having more fulfilling lives. It is more satisfying to disempower oneself to empower others.

~

***Planning is only one of the instruments for popular empowerment.  
Many other forms of struggle including direct action are necessary.***

~



## Reports by Field Visit Teams

The session was intended to provide the participants in each of the field visit teams the chance to reflect on their field visit experiences. The session was also a chance for IPGI representatives who joined the workshop to participate in these reflections. In order to focus the discussions, each field visit team, together with their IPGI partners, was asked to generate a flip chart with six reflection points. First, the field visit team of workshop participants were asked to discuss and list down the three most important lessons they learned from visiting the area. Then, the IPGI counterparts would then reflect on the three most important lessons they learned from the visit made by the workshop participants.

The following were the highlights of each field visit team presentation, as well as the discussions that followed each report.

### ***Report Back and Discussion: Dumai Field Visit***

The group report was prefaced with a quick summary of the various activities of the field visit organized in a way to allow them to meet with the various stakeholders in local governance. The report highlights were as follows:

1. The insights and lessons shared included:
  - The field visit was very encouraging;
  - Participatory planning was actually being done at the community level;
  - There were more women than men involved;
  - Mayor/governor was open to transformation and public participation;
  - and
  - Indonesia has a very strong state.
2. The group recommended the following further actions:
  - Since the mayor/governor is now open to more participatory approaches, there are opportunities opening up for IPGI in Riau. These opportunities should be maximized;
  - Find practical ways of continuously building the trust and confidence between the local government and the non-government organizations;
  - Continue to build the capacities of IPGI in Riau;
  - Continue to build the capacities of both local official and NGOs staff;
  - and
  - Encourage representatives at all levels to experience the process with the communities.
3. Other reflection points were:
  - Is participation real or not? The good participation observed during the field trip may have been because it was “well organised” rather than being “real participation in action”.
  - With Caltex around what resources and how much of these is really going to Indonesia?
  - Democracy seems to be just “window-dressing” - giving things to people as a favor not as a right.

- Visit of different advocates (including those from the workshop) can and does increase the confidence of the people in the communities.
- There were several infrastructure projects (roads and water) seen during the visit. Are these the “correct” priorities to have invested local resources on? A related concern is communicating locally defined priorities to higher levels of local governments. If a local community gets its priorities right, how can the local community insure that these very same priorities do not get lost and ignored at higher levels of government?

After the report, the following questions and comments were raised in the open discussion:

1. One participant expressed amazement that more women than men were participating in the planning exercises at the community level.
2. The team was asked to say something about how strong they perceived the state in Dumai to be. One member of the field visit team responded by saying that the state was very strong in terms of dealing with the people. There was a need to raise the awareness of people on issues of citizenship and the best ways of exercising their citizenship. And there seemed to be an absence of a political project aimed at transforming the power relations in the area.

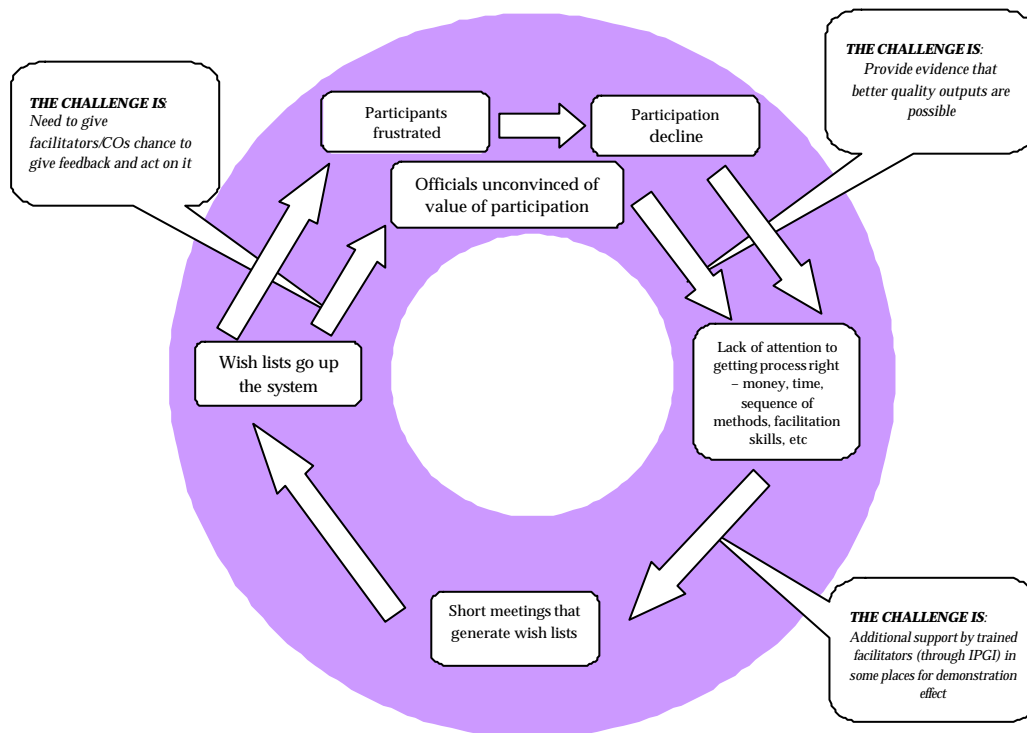
### ***Report Back and Discussion: Solo Field Visit***

The Field Visit Team to Solo began with individual reflections on the insights and lessons gained from the field visit. And these were clustered in the following categories:

1. Attitudes, behaviour and power
  - The participants of the meeting (sub-district, district, city) still dominated by the ‘old order’
  - Not all bureaucrats fully subscribe to participatory planning approaches. Many of them remain to be doubtful and skeptical.
  - Change seems to be only skin-deep or “superficial” (window dressing). Top-down approach seems to be dominant still, explicitly or otherwise. Culture plays significant role in the perpetration of this top-down approach.
  - More training for facilitators needed.
  - The scheme of organizing citizen participation is very formal and structured, maybe certain autonomous or spontaneous ways of organizing citizens could be incorporated into the discussions
  - ABC – requires a long term and continuous effort of changing behaviour
  - In a highly formal culture where status matters a lot, there are special challenges in adopting the ABC of participation
  - Facilitators and elected officials need to really listen – ABCs for bottom-up approaches to work
  - No uniforms, no training for elected indigenous facilitators
2. Procedures, Methods and Skills
  - Make village meetings less formal / work with young people
  - People still lack of the “techniques” of participatory processes
  - Need important research on obstacles for participation and these have

to be participatory researches themselves with the direct involvement of disenfranchised groups

- Use communication vehicles familiar to those in communities – personal contact, radio, gathering places, special newsletters
- Message – self interest of community
- The difficulties of scale and the need to convince a few “participation champions” especially within the top levels of the local administration
- Length and nature of participatory planning sessions. Sessions need to be shorter with no lectures. Participants from the communities need to be guided through some analysis of their priorities so that the priorities they generate is not just a “wish list”. But this process will increase meeting times, which may inhibit others from participating. Maybe more time can be given between meetings to give the participants the chance to prepare. There is still a lot of room for improvement in community participation in Solo. Though general meetings are held and many people attend them, many sections are still unrepresented. We can maybe address this by putting more effort on community institution building as IPGI sharpens its role in the facilitation of these processes.
- There seems to be a vicious cycle that needs to be broken – can it?



3. Legal framework necessary but not sufficient
  - Legal framework – there is a need to think about institutionalising access to information, access to arenas where decisions are being made
  - In the codification of the legal frameworks, there is a need to emphasize the rights of citizens to participate more than the participatory process itself.
  - There is a lack of broad awareness on the bill of rights issue; constitutional obligations (ideal) and citizen roles and responsibilities which would anchor and consolidate participation and make democratic process real at the local level.
  - There is a need to equally address policy issues at the national level while working on local development planning
  - While there are meetings/consultations, decisions are still made at a higher level.
  - The villages don't have own resources and powers to decide – financial, administrative, and personnel.

After the report, the following questions and comments were raised in the open discussion:

1. Highly structured hierarchical power relations are clearly engrained in the local culture – from the emphasis to formal speeches over informal discussions, very “military”-like uniforms of the bureaucrats, to the field visit team being accompanied by police everywhere). Can the uniforms be dumped? Can informal discussions be promoted? Can officials make only very short speeches?
2. Clarification on the “vicious cycle” diagram was sought. It was explained that there seems to be a vicious cycle going on. The field visit team to Solo was meant to observe how to persuade and convince officials to adopt more participatory approaches for planning. Around the planning process many short meetings are held which seem to generate wish lists. Participants can get frustrated if these lists don't include their wishes.



***Around the planning process many short meetings are held which seem to generate wish lists. Participants can get frustrated if these lists don't include their wishes. Officials get put off because wish lists are too long. Over time, participation will decrease with people deciding not to go to meetings. Officials will fail to see the benefits of participation.***



Officials get put off because wish lists are too long. Over time, participation will decrease with people deciding not to go to meetings. Officials will fail to see the benefits of participation. Clear entry points are needed to change this dynamic. There is also a need to demonstrate that participatory planning approaches can generate something other than a wish list. Community facilitators need to provide constructive feedback and guarantee that information will be listened to and used.

3. What is necessary to codify into law: focus on process or rights of citizens and requirements for the government to be transparent and provide people with access to where decisions are made.
4. There are great difficulties in scaling-up: if Solo does things too fast and too quickly without the enabling environment, then people get demoralised. While Qomaruddin is doing the right thing, the real work has only just begun.
5. The process of trying to demonstrate the benefits of participatory approaches to planning is good. But the challenge remains how to relate the priorities identified by the communities themselves with the programs and projects (usually donor-driven) being pushed from outside the communities and in many cases not “in-synch” with the priorities identified by the communities themselves.
6. One participant asked whether the participants to the planning meetings knew how much money the local governments could allocate for the priorities being identified. It was explained that some members of the field visit team were asking for this information as well but did not get any clear answers. It was further pointed out that people’s awareness of the public budgets was usually a good indicator of how much real authority local governments actually have as well as how much knowledge people really have of the local planning process.
7. One participant commented on the need to begin thinking about taking the initiatives in Solo to the next level, that is, the need to begin institutionalising. In this vein, it seemed that there was a need for an internal organizational empowerment process whereby field officers are trained to respond to the needs of the community. To this comment, another participant commented on the need to simultaneously build capacities of both community facilitators as well as the local officials.



## **Report Back and Discussion: Majalaya Field Visit**

The report was prefaced with a quick summary of the various activities in the field and the different groups that they were able to meet with.

The highlights of the report were as follows:

1. NGOs can play an important role as a catalyst for the community as well as coordinate with government.
  - NGOs still need people to hold the government accountable.
  - NGOs have to make sure that the community and the government don't become too dependent.
  - NGOs have to make sure that their own agenda is clear and transparent to build trust in Majalaya.
2. Civil society can promote change and transform the relationship between the society and the government. It is not enough just to devolve the authority—the resources also need to be transferred. With 75 percent of the resources still controlled at higher levels of government, how can local governments (sub-district and local levels) be more pro-actively responsive?
3. It is important for NGOs not to block local and indigenous movements.

The lessons/recommendations to IPGI were as follows:

1. There is a need for the legal framework to support the initiatives. Unlike in Solo, there is no legal framework in place to at least legitimize and recognize the IPGI initiatives. And while there is no dire need for this in Majalaya yet, it can be expected that some time in the future, there will be a need for some form of legal framework. This would be especially true to inform implementation of the community-supported plans.
2. IPGI may have to play a greater role in training and developing local government officials.
3. It is important to find mechanisms and organizing tools to improve the manner in which marginalized groups participate in local planning processes.

After the report, the following questions and comments were raised in the open discussion:

1. One participant raised the proposition that the strong state in Indonesia needs to be seen as an advantage, and not just as a disadvantage. The general sentiment that was repeated by the people met during the field visits was that the state needed to be transformed and not further strength-

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***Civil society can promote change and transform the relationship between the society and the government. It is not enough just to devolve the authority—the resources also need to be transferred.***

~

ened. So that implied a need to be working with the state. The question that needed to be asked was how best to do this?

2. On the issue of mobilizing the most marginalized groups into participatory planning processes, one participant volunteered that one way of going about this was to discuss with them and convince them of the value of their participation in these processes. What was needed of course was to create spaces for their participation in making meaningful decisions that could be a way for them to realize concrete and tangible benefits and gains. In Brazil, for example, the process of participatory budgets wanted to attract the participation of the poorest groups in deciding about the use of city infrastructure budgets. Funds for infrastructure and education especially for poor people were appropriated. Because of this, more and more of the marginalized groups started to participate. In promoting participation, one cannot be neutral to actually existing power relations.

Finally, to close the session on the Reports by Field Visit Teams, Rose Nierras introduced the different members of the IPGI presidia from Dumai, Solo and Majalaya. She reminded the participants that the IPGI presidia were composed of representatives from local government, the academe and the NGO sector. Absent members of the IPGI presidia were recognized and members of the IPGI National Secretariat were introduced.

After these introductions, the participants were invited to express their thanks to IPGI for welcoming the workshop participants into their towns and cities and for the hard work put in organizing the field visits. The participants gave IPGI a resounding round of applause.



## Final Discussions on “Sustainability and Innovation” and “Spread, Scale and Quality”

The last session was intended to provide the space for discussions on broader themes relevant to participatory local governance planning. In tackling these issues, the participants were challenged to have shorter discussions. At the same time, these discussions also had to remain practical to be useful to the participants once back in their organizations.

To set the tone for the final discussions, the themes around which the discussions were to take place were initially explained.

### **Sustainability and Innovation.**

Participants were challenged to ask themselves how the practice of participatory local governance planning could be sustained over time. And the challenge to being sustainable did not only involve ensuring the practice of participatory planning approaches over time. Equally important to this was ensuring that the practice of participatory planning remained *relevant, responsive, and meaningful*. This necessarily implied the need for constant innovations and process improvements. Not only would this ensure against “participation fatigue”, it would also allow for the practice of participatory planning to innovate as situations in the communities change. And central to this is the concern for how citizens themselves improve and innovate on their participatory processes. Thus, it was explained, the concerns of sustainability and innovation were closely linked.

**Scale, Spread and Quality.** Participants were likewise challenged to ask themselves how the practices of participatory local governance planning can be scaled up and spread out without compromising the quality of both citizen participation and the outputs of these participatory processes. It was explained that participatory local government planning was highly contextual—and that as had been discussed at length in earlier sessions—there were no fixed blue prints and “recipes” for good quality participatory planning that would hold universally true. This meant that the scaling up and spread of the practice of participatory planning imply getting more people involved in the process. But it also meant that as more people are involved, there is a need to improve the quality of both the participatory processes themselves as well as the skills of all stakeholders involved.

The participants were then divided into four discussion groups. Two groups were asked to work on the first theme of “Sustainability and Innovation”; the other two were asked to consider the second theme of “Scale, Spread

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***...participatory local government planning was highly contextual...there were no fixed blue prints and “recipes” for good quality participatory planning that would hold universally true.***

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➤ ➤ ➤ Final Discussions on “Sustainability and Innovation”  
and “Spread, Scale and Quality”

and Quality”. The participants were asked to identify the dangers they were likely to encounter in promoting participatory local governance planning. And for each danger, the participants were challenged to identify practical actions that could be taken to address these.

The participants were proceeded into their discussion groups to work on the final exercise and then returned to listen to the reports from each group in plenary. The highlights of the reports from all four groups have been summarized in the following pages.



***...at the start of the planning process, communities are naturally interested and excited. But when there are not enough resources to get these plans implemented, there is also a drop in interest.***



## **Report Back by Groups on Sustainability and Innovation**

The first group to report back started by saying that “innovation” was interpreted by the group to mean improvement, breakthrough and initiative. And this was highly contextual. They also indicated that the dangers that they had identified applied equally to all stakeholders in participatory local governance planning practices. The highlights of their discussions have been summarized in the matrix below.

<b>Dangers</b>	<b>Actions</b>
Presence of strongly competing and opposed interests, and even violent conflict	<ul style="list-style-type: none"> <li>• Define clear procedures and mechanisms for keeping discussions going wherever possible</li> </ul>
Inconsistent attitudes of all stakeholders about what being more inclusive and participatory means, oftentimes because of the absence of a common understanding	<ul style="list-style-type: none"> <li>• Build a common understanding by providing information, training, media (different types), exposure visits and exchange programs</li> <li>• Be inclusive in doing so (practice what you say!)</li> </ul>
Frequent/constant changes in the local leadership	<ul style="list-style-type: none"> <li>• Share experiences</li> <li>• Create possibilities for exposure visits/exchange programs</li> </ul>
Lack of skills and adequate resources, both human and financial	<ul style="list-style-type: none"> <li>• Continuously build capacities of local institutions</li> <li>• Establish “centers for local governance” to help to build these capacities</li> <li>• Make available training programs</li> <li>• Develop and adopt methodologies appropriate to building local capacities</li> <li>• Advocate for fiscal decentralisation</li> </ul>
Unstable environment	<ul style="list-style-type: none"> <li>• Empower the people to be able to initiate participatory planning practices to strengthen the social and economic conditions of the community</li> </ul>
Taking advantage of every opportunity of partnerships with the government without being critical	<ul style="list-style-type: none"> <li>• Carefully assess organizational capacities</li> <li>• Develop a criteria for selection of partnership opportunities</li> <li>• Build on existing organizations and help create new ones</li> <li>• Build capacities needed for effective partnerships</li> <li>• Identify strategic partnerships with other stakeholders</li> </ul>

<b>Dangers</b>	<b>Actions</b>
Expectations of communities are not met by their participation; participation “fatigue”	<ul style="list-style-type: none"> <li>• Work on getting political support for recognition, appreciation, exposure and publicity (minimum) and incentives (maximum)</li> <li>• Focus not only on planning but also on implementation</li> <li>• Develop a shared vision</li> </ul>
Continued resistance from the government for participatory approaches to planning	<ul style="list-style-type: none"> <li>• Organize a dialogue among various stakeholders from the community, including government and donors</li> <li>• Formulate a common vision and understanding of “local development” in order to make advocacy for adopting more participatory approaches easier</li> <li>• Undertake shuttle diplomacy whenever possible</li> <li>• Mount persistent political pressure on the government</li> <li>• Strengthen social movements (critical mass) in order to be able to exert political pressure</li> <li>• Redefine power relationships</li> </ul>
Lack of adequate resources, both human and financial	<ul style="list-style-type: none"> <li>• Build social movement and the spirit of volunteerism</li> <li>• Mobilize local resources (from community and private sector)</li> <li>• Develop and nurture strategic partnerships</li> </ul>
Differences/conflicts between NGOs and the government	<ul style="list-style-type: none"> <li>• Create spaces for dialogue and debate between and among local governments, NGOs and other stakeholders from within the community</li> </ul>
Differences/conflicts between “pro-government NGOs” and “anti-government NGOs”	<ul style="list-style-type: none"> <li>• Create spaces for dialogue and debate between and among NGOs</li> </ul>
NGOs (or any other groups that “represent” the people, the community, the unions, etc) tending to “supplant” the base/community organizations by taking over their roles	<ul style="list-style-type: none"> <li>• Continually develop community leadership from within the community groups, and ally organizations</li> <li>• Promote the empowerment of the base/community organizations themselves</li> <li>• Mobilize the resources needed for base/community organizations to build their capacities to participate</li> <li>• Invest more time and resources to recruit the disenfranchised to participate</li> <li>• Target the participation of community groups themselves, especially the under-represented segments of the community</li> </ul>

<b>Dangers</b>	<b>Actions</b>
Cooptation of NGOs by the government	<ul style="list-style-type: none"> <li>• Build and assist base/community organizations, especially for sectoral analysis</li> <li>• Build coalitions based on a common vision/goal that will inform how strategies are formulated</li> <li>• NGOs can organize and constitute “boards” from the community, especially from among the disenfranchised groups</li> <li>• Organize municipal planning and evaluation committees with the participation of representatives from the community, base/community organizations, NGOs, and local government</li> <li>• Continue to question the “quality” of participatory initiatives taken to try and define how these can be improved</li> </ul>
Legal frameworks that require participation in all aspects – thus generating weak products and undercutting the rationale for participation in the first place	<ul style="list-style-type: none"> <li>• Strengthen base/community organizations to expand successes</li> <li>• Select areas where there is capacity (strong base/ community organizations, NGOs, progressive officials, and resources) for successful pilots</li> <li>• Identify and remove barriers to participation of marginalized groups</li> <li>• Build the support structures for marginalized groups (childcare, meals, transportation) to “free” people to participate</li> <li>• Always strive for “quality” outputs by using the right language and forms for people to be able to participate effectively</li> </ul>

### ***Report Back by Groups on Scale, Spread and Quality***

The highlights of the report of the first group to give its report on the theme of “Scale, Spread and Quality” have been summarized in the table below.

The group ended their report by emphasizing the following points:

- Scaling up may work against women and other marginalized groups, because any “successes” would exact greater demands from these groups. That is why those within the group emphasized the need to underwrite the “costs” of participation—child care, wages (if there are lost opportunities to earn economically from participating in an event), meals, and transportation, to name a few of the basic costs.
- There is a need for continuous capacity building—of individuals and groups within the community to insure the quality of participation. Capacity building needs emphasized included basic skills like writing and reading and more advanced skills like public speaking and negotiating.
- Meanwhile, there was also a need for community facilitators to be very conscious of the forms and methods used at participatory events. Lan-

guages used, non-verbal/textual forms of communication and cultural practices (like chewing coca leaves, prayer practices, limitations or tendencies to be drinking alcohol) should all be considered carefully as ways by which the participation of certain groups are insured or inhibited.

The second group that worked on the theme “Scale, Spread and Quality” prefaced their report by saying that there was no effective way of organizing their discussions on scaling up – some actions would be appropriate to some dangers while others wouldn’t depending on the contexts. So, the group instead decided to have a long list of the possible dangers in the way of scaling up and spreading out, and a long list of actions that could be applied singly, or in combination, as a way of mitigating these dangers. The highlights of the report have been summarized in the table below.

<b>Dangers</b>	<b>Actions</b>
<ul style="list-style-type: none"> <li>• Lack of implementation of legal provisions</li> <li>• Lack of adequate resources for implementation</li> <li>• Inappropriate legal framework for the context</li> <li>• No corresponding devolution of resources to the local level mandated by legal framework</li> <li>• Benefits of decentralization and participation captured by local elites only</li> <li>• “Routine-ization” of participation; participation “fatigue”</li> <li>• Participation used by government as “window dressing”, which gives misleading impressions</li> <li>• Participation process designs do not fit context of the community</li> </ul>	<ul style="list-style-type: none"> <li>• Support the generation of local, context-specific processes from a more “organic” starting point based on concepts and principles</li> <li>• Spread to favorable areas with champions and people willing to participate first</li> <li>• Organize exchanges and visits within and between countries</li> <li>• Emphasize collective learning using more interactive learning methods (not just information dissemination)</li> <li>• Regularly have critical reflection exercises as a self-correcting mechanism to both attitudes and processes</li> <li>• Re-“capture” concepts and principles through the sharing of cases as a tool for learning within communities and for spreading these learnings to other practitioners</li> <li>• Work for the open access to information, experiences, cases (eg, establish referral systems, data banks, etc)</li> <li>• Advocate for the amendment of legal and administrative frameworks</li> <li>• Share ownership and credit for good initiatives with deserving officials and politicians</li> <li>• Build on strengths and existing processes, institutions, and leaders</li> </ul>

*The International Workshop on Participatory Planning Approaches for Local Governance*

<b>Dangers</b>	<b>Actions</b>
<p><i>(continued)</i></p> <ul style="list-style-type: none"> <li>• Participation as rhetoric only</li> <li>• Prevalence of top-down behaviors and attitudes</li> <li>• Participation stifled by "formalities"</li> <li>• Donor/government pressures for "speed" over process</li> <li>• Procedures inhibit/prevent participation</li> <li>• Uniformity of "clothes", actions and thinking of government officials</li> <li>• Resistance to participation because this will contain corrupt practices by government officials</li> <li>• Competition/ fragmentation and uncoordinated support from externally funded programs</li> <li>• Short-term view and piecemeal approach to participation by donors and government</li> </ul>	<ul style="list-style-type: none"> <li>• "Borrow" administrative/institutional power to maximize benefits (eg, "No more uniforms!"; Re-name some positions in government)</li> <li>• Develop a culture and practice of participation by working with schools and education system reforms on curriculum, pedagogy, structure and role of the schools in the community</li> <li>• Pursue participatory curriculum development (for formal education and training courses)</li> <li>• Develop a "power management" training (along the lines of "gender training")</li> <li>• Insure long term systematic training and support, one form of which may be through regional networks of training centers and programs)</li> <li>• Develop alliances with local media for information on budgets especially where this information is difficult to obtain</li> <li>• Undertake awareness raising orientation and exercises on "practice and symbols of power" so that these can be changed</li> <li>• Build coalition/network to advocate and influence attitudes of government, donors and public at large</li> <li>• Advocate, educate and where needed redirect donors to support common vision</li> <li>• Insure that senior government staff also get the proper field exposure for their sensitization and learning</li> <li>• Invite government staff as facilitators of participatory processes</li> <li>• Discourage disbursement driven, top-down, target-oriented approaches (eg., World Bank loans)</li> </ul>

<b>Dangers</b>	<b>Actions</b>
<p><i>(continued)</i></p> <ul style="list-style-type: none"> <li>• Power structures – not conducive for change</li> <li>• Cultural/ historical factors in the way of efforts to scale up</li> <li>• Structural barriers to scaling up</li> <li>• Lack of coherent concept and strategies for change</li> <li>• Donor defined agenda and indicators</li> <li>• Lack of sustainability</li> </ul>	<ul style="list-style-type: none"> <li>• Advocate for free access to critical information</li> <li>• Encourage government to have reflective retreats</li> <li>• Streamline decentralization</li> <li>• Selectively collaborate with and seek support from the private sector for participatory planning initiatives</li> <li>• Empower marginalized groups to advocate with centers of power in their communities</li> <li>• Invite elites as participants with a view towards changing them (maximum) or at least winning them over to support common vision (minimum)</li> <li>• Organize more occasions for practitioners to share with and learn from one another</li> <li>• Broaden network on these issues so that practitioners can gain the perspectives of others who are working on similar issues (eg, through the internet)</li> <li>• Conduct research and analyze key concerns around scaling up so that theory can inform practice and practice can feed into theory-building</li> <li>• Organize and participate in national and international coalitions and networks</li> </ul>

### *The International Workshop on Participatory Planning Approaches for Local Governance*

After the presentation of the group, some general discussion points were raised by the participants.

- The importance of recording the experiences of participatory processes was emphasized so that these could serve as the basis for reflecting on strategies for improving the quality of these processes themselves, as well as for formulating effective strategies for scaling up and sustaining these initiatives.
- The participant from Bolivia emphasized that NGOs should not be intimidated by the tasks of scaling up. This is an imperative. But what is important is to maintain a sense of self-awareness that could also be strengthened over time with the constant and regular practice of learning reflexive processes and mechanisms.
- Participatory planning and monitoring is a way of increasing the chances that quality will be achieved over time.

Finally, Rose Nierras summarized the main themes of the discussions over the weeklong workshop. She thanked all the participants for finding the time to come to the workshop and for working hard at making the workshop discussions rich and the experiences truly memorable. And she expressed the hope that the workshop had somehow energized everyone to take on the work that was waiting for them once they returned to their own organizations and countries. The participants final reflection on what they are taking home with them from the workshop have been reproduced in Annex 4 of this document.

For and on behalf of all the workshop participants, she expressed thanks to the Indonesian Partnership for Local Governance Initiatives (IPGI) for being a very hospitable and efficient local host organization, and to the Ford Foundation Indonesia office for their help and support for this entire undertaking.



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*The International Workshop on Participatory Planning Approaches for Local Governance*

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*The International Workshop on Participatory Planning Approaches for Local Governance*

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## Annex 2: Schedule of Activities

### **Logo-Link International Workshop on Participatory Planning Approaches for Local Governance**



Day and Time	Activity	Expected Outputs
<b>20 January</b>		
Whole day	Arrival in Jakarta Transfers to Bandung by train Arrival in Bandung Transfer to Sheraton Bandung	
1900	Welcome Dinner at Hotel	
<b>21 January</b>		
0900	<b>Formal Opening Program</b>	
1045	<b>Working Opening Session</b> <ul style="list-style-type: none"> <li>▪ Introduction of Participants</li> <li>▪ Expectation Check</li> <li>▪ Orientation to Workshop Structure and Schedule</li> <li>▪ Administratives</li> </ul>	Participants are introduced to each other, express what they expect to happen, and are familiarized with the structure and schedule of the workshop.
1130	<b>Overview of Use of Participatory Planning Approaches</b> <ul style="list-style-type: none"> <li>▪ Presentation</li> <li>▪ Moderated Open Discussion</li> </ul>	Participants have an initial discussion on participatory planning approaches (from project planning to local governance).
1300	Lunch	
1400	<b>Participant Mapping Exercise on Use of Participatory Planning Approaches</b> <ul style="list-style-type: none"> <li>▪ Mapping Exercise</li> <li>▪ Quick Discussion</li> </ul>	Participants are able to quickly share their organizations' own experiences with participatory planning approaches.
Day and Time	<b>Activity</b>	Expected Outputs
21 January	<b>(continued)</b>	
1530	<b>Participant Sharing of Experiences in Participatory Planning for Local Governance</b> <ul style="list-style-type: none"> <li>▪ <b>Break out Discussion Groups</b></li> </ul>	In smaller break out groups, participants are afforded the chance to share with others their own experiences in participatory planning approaches. To aid the discussions, participants will be asked to come to the meeting with a prepared template so that similar information sets can be shared. Break out discussion groups will allow for a more in-depth initial sharing of experiences. Copies of all pre-prepared templates shall be handed to all participants.
1730	<b>End of Day's Session</b>	
1900	<b>Dinner</b>	

<b>Day and Time</b>	<b>Activity</b>	<b>Expected Outputs</b>
<b>22 January</b>		
0800	Summary of Previous Day's Proceedings	
0830	<p><b>Panel Presentations on Various Approaches (NGO-initiated, Local Government-initiated, Jointly-initiated)</b></p> <ul style="list-style-type: none"> <li>▪ Panel Presentations (about 30-45 minutes for each of 3 presentations)</li> </ul>	<p>Participants are given the chance to listen to a panel of presentations on participatory planning approaches initiated by various stakeholders in local governance. Presentations shall be requested to be structured according to guidelines for presentations to be prepared that will indicate to the presenters what topics their presentations should cover. Copies of presentations shall be made available to participants in advance. The Moderated Open Discussion is intended for participants to surface issues and themes that shall be discussed in greater detail during subsequent sessions.</p>
1100	<ul style="list-style-type: none"> <li>▪ Moderated Open Discussion (after Coffee Break)</li> </ul>	
1300	Lunch	
1400	<p><b>Discussion on Themes and Issues Identified</b></p> <ul style="list-style-type: none"> <li>▪ Initial Plenary Discussion</li> </ul>	<p>Participants are given the chance to have more in-depth discussions on themes and issues identified in the previous session. At the Initial Plenary Discussion, participants will be provided the summary of the themes and issues identified. Participants will also be given a set of guide questions for the break-out discussion groups. At the break-outs, participants shall be expected to discuss a specific theme/issue based on the panel presentations as well as their own experiences. At the plenary, participants shall report back the discussions in their break-out groups, be clarified on questions, and have the chance to further contribute to the discussions.</p>
1430	<ul style="list-style-type: none"> <li>▪ Break out Discussion Groups (Coffee Break inclusive)</li> </ul>	
1700	<ul style="list-style-type: none"> <li>▪ Report Back to Plenary</li> </ul>	
1800	End of Day's Session	
1900	Dinner	

*The International Workshop on Participatory Planning Approaches for Local Governance*

<b>Day and Time</b>	<b>Activity</b>	<b>Expected Outputs</b>
<b>23 January</b>		
0800	Summary of Previous Day's Proceedings Administrative Announcements on Field Visits	Participants are reminded on the administrative arrangements for the field visits.
0830	<b>Discussion on Themes and Issues Identified</b> <ul style="list-style-type: none"> <li>▪ Continuation of Report Back to Plenary</li> </ul>	
1030	Coffee Break	
1100	<b>General Discussion on All Themes and Issues</b>	Participants are given the chance to review the presentations and discuss the emerging insights/lessons from the discussions.
1300	Lunch	
1400	<b>Orientation to the Field Visits</b> <ul style="list-style-type: none"> <li>▪ Initial Plenary</li> </ul>	At the Initial Plenary, participants shall be briefed on the general structure of the field visits, schedules, and expectations from the field visit activities.
1500	<ul style="list-style-type: none"> <li>▪ Orientation to Sites by Field Visit Groups</li> </ul>	At the Orientation by Field Visit Groups, the participants shall sit with others assigned to the same field visit site to get oriented to the specific contexts of each site. Participants shall get the chance to ask their "guides" general questions. Participants shall also be able to plan on how to be able to help each other make the most of these field visits.
1600	<b>Field Visit Team for Solo.</b> Departs on the overnight train ride to Solo. Please refer to schedules below. <b>Field Visit Team for Dumai.</b> Departs for Jakarta, where they will spend the night to catch their connecting flight to Dumai. Please refer to schedules below. <b>Field Visit Team for Majalaya.</b> Stays on in Bandung, free time. Please refer to schedules below.	
<b>24 January</b>	Please refer to specific Field Visit Team Schedules below.	



<b>Day and Time</b>	<b>Activity</b>	<b>Expected Outputs</b>
<b>25 January</b>	Please refer to specific Field Visit Team Schedules below.	
Afternoon	Field Visit Teams travel to Jakarta, check-in at Hotel	
Dinner	Dinner and Upon Arrival, Rest	
<b>26 January</b>		
0900	<b>Field Visit Teams Prepare Reports</b>	Participants are allowed time to generate a quick report and reflection on the field visit
1100	Coffee Break	
1130	<b>Report Back on Field Visits</b>	Participants are able to listen to the different reports from each Field Visit Team
1300	Lunch	
1400	<b>Initial Discussions on Next Steps</b>	Participants are able to engage other participants in a collective brainstorming exercise on possible next steps to apply learning from the workshop. Discussion groups shall be organized according to regions.
1530	Coffee Break	
1600	<b>Report Back on Initial Discussions on Next Steps</b>	
1700	<b>Final Discussion and End of Workshop</b>	
Dinner	Dinner to be hosted by Ford Foundation	
<b>27 January</b>		
Whole day	Departures	

### ***Field Visit Team to Solo***

<b>Day and Time</b>	<b>Activity</b>	<b>Expected Outputs</b>
<b>23 January</b>	Overnight Train to Solo	
<b>24 January</b>		
Early AM	Arrive Solo early morning. Check in at hotel, rest.	
0900	Discussion at IPGI-Solo Office	
1100	Visit IPGI Activity in Kelurahan Jebres	
1400	Meet with Local Government and other Stakeholders	
1700	Rest	
1900	Dinner with Solo Mayor	
2000	Community Visit Discussion	
<b>25 January</b>		
0900	Meet with Forum Warga and IPGI for Next Steps	
Afternoon	Sightseeing and Shopping in Solo	
1600	Travel to Jakarta (domestic flight)	
	BACK TO MAIN SCHEDULE	

### **Field Visit Team to Dumai**

<b>Day and Time</b>	<b>Activity</b>	<b>Expected Outputs</b>
<b>23 January</b>		
Afternoon	Travel to Jakarta (train). Check in at hotel, rest.	
<b>24 January</b>		
0600	Travel to Dumai (domestic flight). Arrive Dumai. Check in at hotel.	
1000	Discussion at IPGI-Dumai Office	
1330	Meet with Mayor and Local Government officials	
1630	Visit IPGI Dumai Activity (Keluharan Purnama)	
1930	Dinner with Dumai Mayor	
<b>25 January</b>		
0900	Meet with Forum Warga and IPGI for Next Steps	
1220	Travel to Pakan Baru (by van)	
1600	Travel to Jakarta (domestic flight)	
	BACK TO MAIN SCHEDULE	

### **Field Visit Team to Majalaya**

<b>Day and Time</b>	<b>Activity</b>	<b>Expected Outputs</b>
<b>23 January</b>		
Afternoon	Sightseeing and Shopping in Bandung	
<b>24 January</b>		
0830	Discussion at IPGI-Solo Office	
1130	Lunch	
1230	Travel to Majalaya (by van)	
1400	Visit IPGI Activity in Majalaya	
1700	Return to Bandung (by van)	
<b>25 January</b>		
0800	Travel to Banjaran (by van)	
1000	Visit IPGI Activity in Banjaran	
1100	Meet with Bandung Mayor and discuss Next Steps with IPGI and FW	
1400	Travel to Bandung (by van)	
1715	Travel to Jakarta (by train)	
	BACK TO MAIN SCHEDULE	

## Annex 3: Participants' Final Reflection on What They are Taking Away with Them

Firstly, I appreciated the intellectualism, love and spirit of this workshop. The spirit of collectiveness impressed me very much. Secondly, I will be taking home Brazil's experience. And thirdly, I will also be thinking a lot about the issue of power dynamics.

*-Barnabas Mangodza, Zimbabwe*

Speaking on behalf of Ford Foundation, I believe everyone will make a difference to everyone else through our shared lessons.

*- Hans Antlov, Ford Foundation Indonesia*

I realised that we all face similar problems so the learning is a collective one. I also realised too the importance of the internal aspects of organisations.

*-Fowzia Achmat, South Africa*

I recognise diversity now more than ever before and will engage it more thoughtfully. I will also focus on how to change my own ABCs for participatory planning. Everyone has been a source of inspiration.

*- Erastus Haifiku, Namibia*

Realising what we want to do is for the people, thus the people must be heard.

*-Tatiana Vinogradova, Russia*

It is important to recognise and deal with power issue and analyse at community level to reveal agenda to know who we are and where we going.

*- Anne Katrin Costas-Linzer, Bolivia*

I realised that the Philippines experience while advanced in many ways still has much room for improvement.

*-Eddy Tiongson, Philippines*

Thanks to IPGI and Hetifah Sjaifudian for giving her the last-minute opportunity to attend the workshop. I received many ideas and lessons but am still confused about where to start implementing these. But at least I have obtained good ideas and a useful network

*- Ibu Tati, Indonesia*

*The International Workshop on Participatory Planning Approaches for Local Governance*

As a bureaucrat, I appreciated the workshop opportunity. I am requesting that the proceedings be distributed directly to all participants. Appreciated especially theoretical and practical components on how to help each other improve their practices in the future.

- *Qomarrudin, Indonesia*

Much has been done in Kerala but this was still a source of disappointment. Now I realised that problems and issues are quite universal. The experiences in Kerala are similar to many of the experiences in other parts of the world. The challenges of participation include both theory and practice. I now have more courage to bring forth issues of participation and decentralisation and will help clarify doubts there. I have seen from IPGI that there is much space to build links between NGOs, local government and the academe.

- *Jos Chathukulam, India*

I hope that the workshop has helped to broaden the views of everyone in participatory planning. For participation in Solo, not all bureaucracy has accepted the approach so there is much potential in the future to broaden. And now with international support, this will give our experiences in Solo the push that might be needed to improve quality of participatory planning practices. Both in terms of the techniques applied as well as the capacities of stakeholders. And this should mean better quality outputs also.

- *Putut Gunawan, Indonesia*

Experiencing Indonesia has made me think harder about key issues I should have thought more about in my context in Los Angeles. Regardless of the context being developed or developing, the critical problems for ensuring voice for the disenfranchised from communities everywhere binds everyone at this workshop. And so there are more commonalities than is immediately apparent. And thus can learn and replicate from each other.

- *Pronita Gupta, USA*

Before coming here, I had idea that participation in governance is not just about the communities, NGOs, and local governments. All stakeholders - including the private sector - have a role to play. So now I want to sensitise the private sector at home about people governance issues.

- *Humera Malik, Pakistan*

We face big challenges to bring home the ideas of participatory planning because these are not very widely shared in Vietnam yet. I hope to meet all again in future.

- *Le An Van, Vietnam*

As a practitioner, I have had experience in project planning but none in local governance planning. I appreciate the sharing of experiences and ideas. Now I know that there is not just one way to implement participatory planning, there are many ways in different countries. I have learned from Indonesia, South Africa and Bolivia experiences. I hope to attend similar activities in the future so that I can bring these to the field. It is very challenging but there are many possibilities for NGOs in Vietnam today.

- *Tran Van Long, Vietnam*

This has been a very scarce opportunity for us here in Indonesia. We have been given the chance to share our experiences here in Indonesia and get constructive feedback from all over the world. We have also gained the benefit of learning practical skills like how to organise productive meetings, and how to get collective learning in very short time. This experience has been very valuable.

- *Hetifah Sjaifudian, Indonesia*

I have been impressed with spirit of learning, of community at the workshop and the willingness of people present at the workshop to expose themselves to feedback and criticism. The workshop has been very inspiring. Everyone was willing to self-reflect and analyse systems. Since this is what I have been also been trying to do on my own, I have a very high respect for this. Right now in the US, there is a big discussion on what exactly the role of government is. Listening to other people talk about their hopes and expectations of their governments are has given me the inspiration to bring this spirit back to advocate with my government for a role that will help to make the lives of poor people better.

- *Lee Ann Hall, USA*

I realise there are several approaches to and practices of participatory planning which are useful and now I wish to learn more more about these in greater detail. For example, the experiences of Bolivia, Brazil and South Africa are so rich and give a lot of information that can be used in different contexts. I have also learned a lot about issues like sustainability, and scaling up of participation.

- *Rajesh Jamuar, India*

As organiser and IPGI staff, I gained a strategic and dynamic network. The work of IPGI has been promoted and now we have with your help, a working agenda for IPGI for the future. At the practical level, we gained experience on how to organize and handle an international event. Now we have more confidence to seek more support from Ford Foundation.

- *Juni Thamrin, Indonesia*

*The International Workshop on Participatory Planning Approaches for Local Governance*

Participatory processes in Nicaragua from the government perspective are not easy because Nicaragua's political system is still centralised. And everyday, the government is talking about how to further centralise the processes. Sometimes it has been difficult to share how to go faster because we face many obstacles in Nicaragua. Before coming to this workshop, I wanted to get answers to some questions I have formulated on the basis of my own experiences. While most of them were answered at the workshop, now I have many more new questions. But now, too, I have many new international friends – contacts whom I hope can be a big help to us in Nicaragua in the future.

- *Ramon Uriel Perez Acuna, Nicaragua*

The workshop was very important because while we have some experiences in Mexico with participatory processes, it is always good to have the chance to learn more about the experiences in other countries. I have learned more about experiences in other places through this workshop. And I have had the chance to visit the City Forum in Majalaya. These have showed me different ways of doing participatory processes and given me new ideas to take back to Mexico. Thanks to everyone.

- *Carlos Rodriguez Wallenius, Mexico*

Participation has been discussed in Indonesia for a long time now. And I have been involved in part—but only in theoretical side. I have had no real experience in participatory planning. But now I know that all face similar problems everywhere. I hope to build the network to share experiences not just for now but for a long time to come.

- *Firsty Husbani, Ford Foundation Indonesia*

Participation in the community is very important and involves a change of attitude. And it's not just community but all stakeholders who must be considered central to these participatory processes.

- *Agus Dody Sugiartoto, Indonesia*

I have been impressed with the friendliness and openness of Indonesia, and that is something that I will take home to Bolivia. In terms of learning, most of my own work is not just how participation works but what kinds of strategies work well. So, I have picked up lots for that. What is needed in Bolivia is not so much an enabling environment—we have that already—but now we need to make it really work. I have learn much from Rajesh and would love to see India as the next stop.

- *Adam Behrendt, Bolivia*

Thanks to the organisers. I have learned much from the experiences of everyone. It has been very inspiring, and I believe that people participation is very important. Finally, we in East Timor need solidarity from all for the many challenges in my country.

- *Miguel Manetelu, East Timor*

Thanks to the organisers. I have learned that people all over the world are brave enough to admit the limitations of their own experiences. I also now realised that the Philippines is quite fortunate to have the required enabling environment and plenty of good people. I will be taking back with me the need to engage with my fellow workers on the issues of scale, spread and quality. I have also learned the importance of building peoples' voice in all aspects in the Philippines – including the political arena.

- *Rosalyn Ramos, Philippines*

While we all having similar problems, there is no single model for how we deal with the challenges we face. All countries are facing this same global environment which gives less "oxygen" for economic development and democracy – especially for the poor. This gives us all a very big responsibility.

- *Sergio Gregorio Baierle, Brazil*

I have learned a lot, especially from the field visits. I have realised that problems here in Indonesia are the same as in India. I now feel more energetic to do much more when I go back home.

- *Bhavana Nagar, India*

I will take away with me several things. One is Fowzia's story about getting up at 5am to make a 7am meeting. I have learned to include elite in participatory processes. And this is a important lesson because if we are dealing with issues of power, we need to find ways of bringing in people with power into these very processes. Pronita's power analysis brings home the need to make a good analysis of the power holders themselves. And Rose allowed us all the space to engage with and to learn from each other.

- *Robert Chambers, UK*

I am taking away the wealth of experience of all the participants at the workshop. And the workshop discussions have made me realize that the topic pack that we have prepared for this workshop has not even covered half of the experiences of the participants at this workshop. And that is very humbling. But I will also take home 33 new friends. So I am very happy everyone has found the time in their very busy schedules to come over.

- *Rose Nierras, Philippines*

## **Annex 4: List of Case Write-ups from Participants**

### ***The making of democratic local governance in Indonesia, Indonesia***

by Hans Antlöv

In this document the author describes the experience of Indonesia in shaping Local Governance, including citizens' involvement, decentralisation policies and issues of accountability, and the role of the village councils.

### ***Encouraging citizen participation through partnership approach, Indonesia***

by Hetifah Sjaifudian

This resource describes the experience of Indonesian Partnership on Local Governance Initiatives (IPGI) in supporting the involvement of citizens in the decision-making and implementation process at local level.

### ***Enhancing civic engagement in local governance: the case of Majalaya Town, Bandung municipality, West Java Province, Indonesia***

by Hetifah Sjaifudian

This document examines the case of Majalaya Town in Bandung, where a divided, conflicting and non-organised civil society was the starting point for a participatory planning initiative supported by several NGOs.

### ***From centralistic to participatory planning: lessons learned in social safety net program, Indonesia***

by Achmad Firman

This paper identifies some lessons learnt from conducting social safety net programmes in Indonesia that could be applied also to other poverty reduction efforts.

### ***Participatory planning in decentralised governance for building sustainable models of development in rural areas of Madhya Pradesh, India***

by Bhavana Nagar

This document highlights the experience of Samarthan, Centre for Development Support, Bhopal, in applying two models of micro planning in different villages in Madhya Pradesh to bridge the gaps identified in the Panchayat Raj.

### ***Participatory planning exercises: two cases from India (Kerala and Lakshadweep), India***

by Jos Chatukulam

This paper includes two case studies: the campaign 'Power to the People: People's Plan for the Ninth Plan' in Kerala, and the experience of training on decentralised island planning in Lakshadweep.

### ***Participatory planning process: IUCN Pakistan experience with environmental rehabilitation in NWFP and Punjab, Pakistan***

by Humera Malik

This document describes the experience of IUCN in the design and implementation of participatory planning initiatives in NWFP and Punjab, including context, operational details, achievements and lessons learnt.



***Case study presentation by The Urban Trust of Namibia, Namibia***

by Erastus Haufiku

This case study explores the work of the Urban Trust of Namibia (UTN), which is one of the civil-society organisations in Namibia that are advocating for citizen participation in development planning processes.

***Public participation in the Western Cape, South Africa***

by Fowzia Achmat

This paper outlines a description of a local case study of public participation in the planning process of the Breede Valley Municipality in the Western Cape. It provides contextual factors, achievements and future challenges.

***Combined Harare Residents' Association's participatory planning approaches, Zimbabwe***

by Farai Barnabas Mangodza

The experience of the Combined Harare Residents' Association in claiming spaces for their member associations in the local Council planning process. Strategies used were training workshops and dialogue with local authorities.

***Participatory planning: the case of the Bunda District, Tanzania***

by Herbert Hosea Nyamugali

This paper outlines the participatory planning initiative of the Bunda District in Tanzania. Context, assisting and hindering factors, achievements, lessons learnt and challenges are highlighted.

***Various innovations fact sheets, Uganda***

This folder includes a series of fact sheets on innovative participatory planning initiatives applied in different councils and districts in Uganda.

***Participation in budget process in Russian cities: St.Petersburg, Murmansk, Petrozavodsk, Pskov, Velikije Luki, Samara, Novosibirsk, Yuzno-Sakhalinsk, Russia***

by Tatiana Vinogradova

This paper explores the outcomes of a participatory planning process introduced in some Russian municipalities. The author spells out operational details, achievements, constraints, challenges and lessons learnt.

***The Community needs survey: research as a participatory planning tool, United States***

by Pronita Gupta

A study of an initiative in Los Angeles, US, aimed at enhancing civic participation in poor communities by using community organising, public policy education, grassroots leadership development, and community advocacy.

***Access denied: the fight for full enrolment, United States***

***by Lee Ann Hall***

This paper describes the experience of the Idaho Community Action Network (ICAN) in carrying out an assessment of the community's well-being needs and in working with authorities to improve poor people's access to health care.

## Annex 5: Workshop Evaluation Summary

### **Summary of Responses to End of Workshop Questionnaire**

#### General Comments:

1. To what extent has the workshop fulfilled your expectations?

	Not at all				To a great extent
	1	2	3	4	5
<b># of Responses</b>			<b>3</b>	<b>7</b>	<b>15</b>

1. What were the ways in which the workshop did not meet your expectations?

- Defining key concepts and linkages (eg. planning and local governance).
- Delve deeper into methods and tools used by other groups.
- Deeper analysis, discussion on improvements, strategic action planning of probably one case.
- None. – 2 responses
- **More space for case presentations.** – 3 responses
- Varied socio-economic and political backgrounds did help but depth lacked as there were so many experiences to share.
- Would have liked more focus on building a sustainable learning network between participants.

2. Comments on administration, comfort, food, transport:

- IPGI did fantastic job keeping participants comfortable and well fed.
- Better to have cheaper accommodations but single rooms.
- **More time for rest.** – 2 responses
- **Excellent/Good service.** – 20 responses
- Too much time spent on trips.
- Brilliant experience of Indonesian food and culture.

3. Other suggestions for improvement:

- Dinners need to be communal. This allows people to explore outside.
- **Better hotel in Jakarta.** – 2 responses
- More time for sightseeing (so many historic and cultural spots) to help give better context to issues and struggles.
- More professional reflection and critique.
- Enable participants to take home souvenirs, a little per diem would have helped.
- It would have been useful to have more information on the Indonesian experience provided in advance/ and in advance of field visits.

4. Other comments:

- IPGI staff very impressive. Look forward to continuing the correspondence and sharing ideas, lessons and successes!
- More work in groups.
- The issue of how this process does or doesn't empower people to respond to powerful initiatives by other entities – forces within govern-

- ment, corporations, religious institutions.
- Need for follow-up linkage and meetings.
- Good facilitation of the workshop.
- The programme was so packed that interaction with the communities was superficial. There was no depth as people were preoccupied with the next activity.
- Continuously spread network of participants.
- Good to receive copies of the case write ups of the experiences of the other participants.
- It was a nice learning experience for me. I hope after two years the same participants should met at one place again and discuss the developments at their ends.
- How to guarantee sustainability and quality of initiatives.

### On Specific Sessions:

Note: The frequencies of participant responses have been indicated in bold italics under the appropriate rating for each session.

Session On:	Not Helpful 1	2	3	4	Very Helpful 5	Comments, Things Learned, Questions Unanswered:
Overview on Use of Participatory Planning Approaches			<b>2</b>	<b>9</b>	<b>13</b>	<ul style="list-style-type: none"> <li>- Legal framework not clear.</li> <li>- Celebrating Diversity!</li> <li>- Participants willing to share &amp; sometimes not enough time.</li> <li>- Paper on participatory planning could have been circulated before workshop.</li> <li>- Diversified experiences from different countries.</li> <li>- Political application in my own country.</li> <li>- Difference between projects and planning process.</li> <li>- Power relations.</li> </ul>
Mapping Participatory Planning Initiatives	<b>1</b>	<b>1</b>	<b>1</b>	<b>11</b>	<b>9</b>	<ul style="list-style-type: none"> <li>- I learned from this session what is happening in other countries.</li> <li>- Learned about practices being carried out in different places.</li> </ul>

*The International Workshop on Participatory Planning Approaches for Local Governance*

Session On:	Not Helpful 1	2	3	4	Very Helpful 5	Comments, Things Learned, Questions Unanswered:
Sharing in Small Groups				<b>8</b>	<b>16</b>	<ul style="list-style-type: none"> <li>- Issues of power and behaviour.</li> <li>- Broadened horizons. Challenges are there, the process is long and frustrating but need to identify strategic alliances.</li> <li>- Good intensive exchange to understand efforts in other countries.</li> <li>- Learned about practices being carried out in other places.</li> <li>- Excellent discussions in my small group.</li> </ul>
Presentations from Bolivia, South Africa, & Indonesia			<b>3</b>	<b>9</b>	<b>12</b>	<ul style="list-style-type: none"> <li>- Bolivia case helpful.</li> <li>- Learning could be related to our own environment.</li> <li>- Similarities &amp; learning experiences.</li> <li>- Participation means different things in different contexts.</li> <li>- There is no "recipe" for participatory planning.</li> <li>- Learned the intricacies of their initiatives.</li> <li>- Good to have more detailed overview.</li> </ul>
Break Out Discussions on Themes & Issues			<b>1</b>	<b>12</b>	<b>13</b>	<ul style="list-style-type: none"> <li>- Broadened understanding and provided space for sharing.</li> <li>- Good intensive analysis.</li> </ul>
Field Visit to <b>Dumai</b>			<b>1</b>	<b>1</b>	<b>4</b>	<ul style="list-style-type: none"> <li>- Meetings carefully planned, structured</li> <li>- Need more time w/communities – <b>2</b></li> <li>- It was a great experience</li> </ul>
Field Visit to <b>Solo</b>				<b>3</b>	<b>9</b>	<ul style="list-style-type: none"> <li>- Political attempts &amp; initiatives to let participatory planning process work</li> <li>- Overwhelmed by the responsiveness of the local government. A step in the right direction.</li> </ul>

Session On:	Not Helpful 1	2	3	4	Very Helpful 5	Comments, Things Learned, Questions Unanswered:
Field Visit to <b>Dumai</b>			<b>1</b>	<b>1</b>	<b>4</b>	<ul style="list-style-type: none"> <li>- Meetings carefully planned, structured</li> <li>- Need more time w/communities – <b>2</b></li> <li>- It was a great experience</li> </ul>
Field Visit to <b>Solo</b>				<b>3</b>	<b>9</b>	<ul style="list-style-type: none"> <li>- Political attempts &amp; initiatives to let participatory planning process work</li> <li>- Overwhelmed by the responsiveness of the local government. A step in the right direction.</li> </ul>
Field Visit to <b>Majalaya</b>			<b>2</b>	<b>2</b>	<b>3</b>	<ul style="list-style-type: none"> <li>- Learned a lot from IPGI staff &amp; other participants.</li> <li>- Initiatives undertaken by the people despite the all adverse circumstances.</li> <li>- Bit too much movement – would have been nice to have had more time with community, citizen forum and local government.</li> </ul>

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