Participatory Action Research

on

Community Management

of Rural Water Supply

REPORT OF THE

SECOND INTERNATIONAL EXCHANGE WORKSHOP

The Netherlands

30 September - 4 October 1996

IRC

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CONTENTS

Executive Summary

In the context of the four-year Participatory Action Research (PAR) project on Community Management ("MANAGE") funded by the Directorate-General for International Cooperation (DGIS), Netherlands Ministry of Foreign Affairs, a second international exchange workshop was held in Egmond aan Zee, the Netherlands from 30 September - 4 October 1996. The six PAR team representatives from Colombia, Guatemala, Cameroon, Kenya, Nepal and Pakistan, the five international advisory group(IAG) members and four IRC staff members took part. Nearing the end of the third project year, the research teams have gone through the problem diagnosis phase with the communities and have started the experimentation phase.

The group exchanged experiences gained in the six country teams and the IAG provided inputs and feedback. Future steps in the project were discussed based on an analysis of experiences, the strategy for dissemination of project experiences and results was examined, and preparations began for a world congress for PAR to be held in Cartagena, Colombia in 1997.

During the meeting Mr. Orlando Fals-Borda, IAG member from Colombia, expressed his new-found enthusiasm for the project.
"I must congratulate you. I have noticed great advancement in your progress of problem identification and the way you present your ideas. Since the (1994) meeting I noticed more confidence in using PAR techniques. Compared to other teams learning PAR you have done a remarkable job in two years. We know this process takes time, so don't close the project. You may need more time to show results, especially if you do not limit yourselves to technical solutions to water supply problems, but pursue the root causes, which are social, economical, political and cultural."

Apart from highlights from the six countries, presentations were given on six key issues, which emerged from the research experience so far. They were:
- community selection
- diagnostic process and tools used
- community research teams and capacity building
- national reference groups
- problems identified and agenda setting
- monitoring and reporting

After each presentation, additional comments were made by other country participants followed by a discussion, after which lessons learned were formulated

At the meeting the mid-term evaluator selected by the funding agency DGIS was presented to the group as observer to the workshop. Following his presentation discussions took place in the workshop and in a separate evening session. It was agreed to do the evaluation as much as possible with participation of the research teams in the countries. Countries that will be visited are Kenya and Nepal.

3

Both the evaluator and some of the IAG members expressed the feeling that more time may be needed than the year which is left in the project to show real results of the research and the capacity building process.

At the end of the meeting each PAR team member went home with three key suggestions selected from the conclusions and lessons learned for discussion with their home teams, and two questions:

- If you would start a new PAR process, how would you do it differently?
- What are the implications of the lessons learned for the coming years?

It was concluded that each PAR team will provide a two page attachment to their work plan for 1997 on how they operationalize the results of this workshop

Prior to the official workshop participants listed their expectations and fears with respect to the expected outcome of the workshop (see Appendix 2).

0.   Introduction

In his welcoming remarks on behalf of IRC, Mr. Jan Teun Visscher stressed that the exchange of experience on community management was very opportune. He said that many governments which are now showing a "hand out, or hand over" water supplies syndrome, could benefit from the outcome. Mr. Visscher also invited the participants to share their learning experiences freely without knowing the final destination. He concluded by saying: "Analysis of mistakes is much more important than broadcasting successes".
Mr. Visscher then informed the workshop that the Latin American co-ordinator Mrs. Nora Espejo could not be present because of other assignments.

Project co-ordinator Marc Lammerink introduced Mr. Bertus Haverkort, who has been contracted by DGIS to do the mid term-evaluation. In the round of introduction of the participants Mr. Haverkort expressed his appreciation for this chance to listen and talk with the six country representatives and to present his views. He announced that he was open for suggestions on countries to visit and recommendations of the participants.

IAG member John Thompson of the International Institute of Environment and Development (IIED) was pleased to see from the photo displays on the walls in the conference room what the country PAR teams and their communities had achieved sofar. He was looking forward to learning from and not to judge these experiences as well as to share the IIED experience. He announced that IIED will be launching a project early next year which will be looking at urban and rural water supply and sanitation development in Kenya, Tanzania and Uganda. He said that with this project local research teams (hopefully including NETWAS) will revisit the 30 communities which were described in "Drawers of Water" of 1972 (David Bradley), to document what change has occurred for the communities. He hoped that the lessons from the PAR Community Management project could feed into this new project.

Marc Lammerink gave a short explanation of the programme (Appendix 1). First, he explained that each participant would present highlights on developments from his/her country, followed by one presentation and discussions on six key issues. Following a question from Mrs. Grazia Borrini-Feyerabend on how the topics were distributed, Mr. Lammerink explained that these six issues were selected based on the experiences on these aspects emerging from the PAR process in each country from the last two years.

In Chapter 1 highlights per country will be described. Chapters 2 - 7 are a reflection of the presentations and discussions on the six key issues, community selection, diagnostic process and tools used, community research teams and capacity building, National Reference Groups, problems identified and agenda setting, and monitoring and reporting. Conclusions and lessons learned are reported in Chapter 8. The discussion of dissemination of the action research results is described in Chapter 9. Chapter 10 lists the agreements reached between the participants.

1.   Highlights of experiences per country

The representatives from the country PAR-team has been asked to prepare a short presentation highlighting key achievements of their research programme. In advance the workshop co-ordinators had planned a schedule in which different major topics related to the development of the research project had been planned in a logical order. The presenters were selected according to specific interesting experiences in their country which the co-ordinators considered worth sharing with the group.

Each presentation is followed by a section with questions and answers for clarifications.
At the end of the Highlights session John Thompson did a summary on common themes and emerging issues from the country presentations. The two themes he identified were: conflicts and the process of participatory action research. Under each of the themes he saw four key points and issues related to each of the points. Participants used these issues later in the lessons learned session (p 65 and further).

Colombia

Cecilia started her presentation by saying that she was sad to hear that Norah was not participating in the workshop and went on to describe the project in the state Valle del Cauca, in which CINARA (execution agency) has its headquarters. The characteristics of the participating communities are:

THE PROJECT IN COLOMBIA

COMMUNITY	LOCATION	POPULATION	WATER SUPPLY SYSTEM
• La Sirena	Peri-urban	3.500	water treatment plant
• Campoalegre	Peri-urban	2.000	water supply treatment without treatment plant
• Ceylan	Rural	2.300	water treatment plant

Outstanding aspects

She identified the following four outstanding aspects from Colombia:

- Institutionalisation of the project:
    - The PAR team is inter - institutional, with two people from outside and good consolidation of lessons learned
    - use of two sociology/Community Management students.

- The process of training of Community Research Teams (CRTs) is going on at all phases and concerns:
    - rapid rural appraisal techniques
    - prioritisation of problems
    - making of a workplace to solve these problems.

6

- Spread of lessons learned sofar:
  - lessons applied in two other sanitation projects of CINARA.

- The excellent reflection on the PAR process is shown by:
  - workshops of the PAR team and CRTs
  - continued influencing other programmes
  - CRTs interested in widening their scope of work.

Challenges/problems

Cecilia highlighted two problem areas for which the PAR process needs to find solutions.

- The project is intangible for the communities, as well as for the institution:
  - concrete (meaning physical construction) is more interesting for institution
  - communities are interested in concrete support for management
  - the PAR project is for both groups a slowly moving process
  - the political pressure of decentralization is adding pressure to get quick results.

- Conflict management is needed for:
  - political factionalism about who will manage the water treatment plants
  - vertical forms of leadership which continue to exist
  - lack of communication between management of plants and communities.

  Work is going on to resolve these conflicts.

Clarifications:

- Grazia: What has the project taken up sofar? Specifically, what people or groups in the communities do participate? Which organizations are involved?

- Cecilia: In Colombia the organizations are:
  - CINARA, the executing agency
  - Health Department, State Valle de Cauca
  - Municipal Public Services Department, Cali
  - Municipal Secretariat Local Government.

- Bunker: Why is institutionalisation important, why is it a good thing? Sometimes it is better to keep the communities away from government.
  Cecilia: In the political situation of decentralization in Colombia it is a good thing. CINARA can now influence directly the planning of water supply systems introducing a new innovative way, in which communities manage their water supply.

Cameroon

Highlights of some challenging experiences

In the case of Cameroon, the most challenging experience has been to pick up the PAR process again, after the initial delay and the untimely death of one of the team members. However, during this diagnosis phase, there were two sets of experiences: For the Community research team, the major challenge was to mobilise members to be present at PAR meetings. Consequently we always had the same set of people at meetings. The major challenge here therefore would be to involve as many people as possible in the communities.

On the part of the PAR team, the following four main issues offer a challenge for which solutions were identified.

1. Conflict resolution

Conflicts emerge at two levels:
- between two communities which share a water scheme e.g. Nyen and Mbemi communities; and Nkouondja and Fosset
- within the community: power struggle amongst and between water committee members; disagreements between quarters that have water and those that do not misunderstanding between caretaker and the rest of the community members. Those conflicts tend to lead to:
  - poor communication between communities, amongst community members, and between water committee members and the rest of the community members
  - poor group dynamics
  - no clearly defined roles and duties of different interest groups concerned in the water scheme.

Solution/Strategy

Christine identified the following solutions:
a) Taking time for listening and for systematic discussions in village meetings.
b) Exposure of all groups to the problems, through village walks and plenary discussions.
c) Use local institutions to participate in meetings and provide back-up support during discussions. These institutions include the chief, the notables of the village, and some members of the village council.

Lessons
Among the lessons learned are:
Going through conflicts and helping to resolve them is a necessary step in the PAR process. The neutrality of the PAR team is a trump card in situations of conflicts in communities.

2. Capacity building in community members

The issues here are how to:

- make members to have the habit of consciously analysing their problems;
- judge the different options or possibilities for solving the problems, and therefore make or take informed decisions.

Strategy

a) Analysis of problem causes and consequences
b) Prioritisation was done through techniques such as:
   - pairwise ranking and develop criteria;
   - matrix ranking in preference to matrix scoring;
   - triangulate with preference ranking and voting.

3. Identification of possible solutions

Process

- Looking for local innovations and indigenous knowledge systems;
- Organise exchange visits;
- Suggest possible solutions through brainstorming;

Difficulties

Too many problems and solutions for each problem were encountered. So the question was which ones to apply? At the level of the communities it was difficult to explain the concepts of prioritisation. It was also a time consuming and tasking activity.

Lessons

Christine identified four lessons:
- The research teams need to move at the pace of the community members.
- There is a need for sufficient confidence in the team, for members to open up and be frank about the true reasons for their problems or misunderstanding and the causes of these. They turn out to be sceptical about accusing each other in public.
- The PAR approach can generate immediate action, e.g. the Nkouondja people solved an immediate problem of leakages as result of analysing the causes and consequences of the problems through the PAR discussions.
- *The PAR process serves as an eye-opener and is satisfying, when members tend to see the results or products of the own conscious mental exercise.*

4. Experimentation

In this case the two main issues identified concerned:
- the concept of experimentation- how to get across to the community members,
- how to develop an agenda for it given the numerous problems and possible solutions?

Strategy

The strategy applied was sitting down with the communities and together have a look at the causes and effects of the problems they had identified and built them into a

problem-cause-effect tree, differentiating them into management and technical problems.

Lessons

The PAR team did triangulation of the problems to assist the process of prioritisation. This clearly showed that key issues or root causes in the problems of community water supply relate to "MANAGEMENT". This automatically highlighted problems to take actions on.

Clarifications:
- Grazia: Who specifically takes part in the village meeting? Are local institutions involved? Have you been able to identify different stakeholders within the community?
- Christine:
  - Local research teams (2 or 3 people in each community) are mobilising the whole community for various meetings. This includes meetings with sub groups such as women or notables and in some cases like in Batcham community, the local catholic health centre is always present. The results of these subgroup discussions are triangulated and brought back into plenary meetings to seek points of consensus.
  - Use of local institutions: we always involve the village chief, whose presence in meetings lends credibility to the project, the water committee executive, some village council members, some notables, the community development agents in the communities, any other extension workers in the village, and some one from the rural council.

- Bunker: So far, the presentations have only looked at community management through the eyes of the institution, not the community.

Nepal

There are two PAR communities with existing handpumps: Rangapur and Gajedi in the plains, and two with piped (gravity) water supply: Lele and Yampa in the hills. When we talk with communities about a project people think in general that they will get "big things". Using slides Thapa from Nepal illustrated the following elements in the process sofar:

- mass gatherings, in hills of men and women;
- water users committee meetings;
- village mapping of existing resources and problems;
- seasonal calendar;
- training in villages;
- community diagnosis in the field;
- female team leader discussing with women;
- Community Research team (CRT) members meeting;
- exchange visit between villages;
- PAR volunteers assisting pair-wise ranking;
- exposure visit to successful other village other programmes (women group building and managing school near Pokhara);
- the third National Reference Group (NRG) meeting.

Challenges

The challenges which the PAR team are dealing with include:

- to make people look beyond short term solutions;
- to make people think of more alternative solutions;
- to make people realise the importance of a good water management committee;
- to sustain the community's interest on management, make them feel as owner of management mechanisms and have strong functional water committees after the PAR project phases out;
- to ensure continuity of action learning by communities.

Deviations/additions

Thapa mentioned four activities which the PAR team did for which it had not originally planned:
- Further exploration and consolidation of community diagnosis (since the problems cited were mainly technical, less management nature).
- Exchange visits among the communities involved in the action research process ('seeing is believing').
- Observation visit for community members to successful programmes.
- Water quality testing by PAR team in one village.

As example for the outcome sofar of the PAR process an overview was provided of the problems identified and the solutions adopted by the community in Yampaphant:

Problems Identified and Problem Solution Strategy Adopted by Communities (Yampaphant)

Problems	PSS
1. Inadequate drinking water supply for population. 2. Lack of rules/regulations. 3. Lack of trained maintenance workers.	1. Look for new sources. 2. Train at least 2 persons as maintenance workers.

Clarifications:

- Orlando: Has your work made some difference?
  Thapa: Yes, now the villages involved hold regular meetings.
  In one village the sanitation problem was identified following the exposure visit to another village.

- Grazia:
1. What components of the existing social structure did you identify and approach in the PAR project?
2. How many people mentioned that the government has to take care of water supply?
   Thapa:
   a) We use local leaders, existing water committee members or community forest committee members.
   b) Of the 78 households in one of the villages with gravity supply 10 do not want to pay the monthly fee for operation and maintenance, which was agreed at PAR meetings. They said "It is a government water project, supported by UNICEF, so they should pay O&M costs".

Guatemala

The highlights from Guatemala concentrated on positive and negative aspects of the participatory action research so far. There are three PAR communities in three states: Apaqua, Aquacatan and Huehuetenango

Positive aspects

Milagros mentioned the following positive aspects:

- community diagnosis was done in four villages
- in 11 communities, analysis and prioritisation of problems were done for men, woman and children
- techniques and PAR process is applied in other projects (methodology) of Agua del Pueblo.

Negative aspects

The negative aspects include:

- Disintegration of the Research team, due to institutional problems at Agua del Pueblo, which experienced a change of director.
- Mistrust or little understanding exist for the project's dimension as a process and how others could co-operate.
- Very little support is given to community demands as result from the research, we do not know how to respond to the communities demands.

In this context Milagros raised the questio.. if it would not have been better to do the action research before a water supply system is constructed and not after, as was the case for the PAR project.

Clarifications:
- Grazia: Why are you not able to respond to community demands? Is that because of your alliance with the government, or because of the breakdown of the PAR team?
  Milagros: No, we did anticipate the demands and we realized what the alliance with the government and IRC meant. I have a different view towards the community than the organization and how to introduce community management. The communities have already management skills.

Kenya

The greatest challenge of the Participatory Action Research process in KENYA has been to get this idea in the perceptions and hands of the people in the communities. It is a continuous process of Action/Problem/Rethink/Action (see figure next page).

The entry process in the community has included:
- discussion about the PAR project with the water committees;
- public meetings;
- exchange visits between PAR communities;
- training and awareness raising workshops of what Isaack called "bell-ringers", villagers assisting in communities.

The diagnosis of and identification of the problems emerged out of the exchange visits, parallel to the community entry process. People were asked what could be done to immediately improve the water situation in the community they visited.

The bell-ringers were identified in the process and they were brought together in a training workshop, where they were asked to draw a map of the village from their youth and what changes they saw had occurred over time. What water ponds had dried up, what forests cut, what other problems they identified? These maps provided a broader view of resources management and interrelationships than earlier planned.

Another front where the Kenyan PAR team placed efforts on was the establishment of the National Reference Group (NRG). They were involved in:
- the community selection process;
- establishing defined roles and responsibilities;
- establishing terms of reference (TOR) for their work.

Three institutional aspects are important:
- the PAR team is learning while doing;
- the NRG members pay their own travel costs, which showed their interest in the project;
- the right perspectives, whose problems are we dealing with?

The future of the PAR project includes activities such as:
- reviewing and fine-tuning the problem prioritisation and potential solutions;
- helping the communities setting their agenda for experimentation;
- follow-up earlier activities and agreements.

On co-ordination, Isaack felt that IRC support is conducive and not forced and that the regional collaboration with Cameroon is useful.

Institutional lapses experienced in the Kenyan PAR process include that stakeholders find it intangible, invisible and that PAR is an abstract process.

THINK

MAKE or ANALYSIS

NEW INFO.

THINK

IS MORE HELPFUL

THINK

NEW MODEL

REFLECTION IN GROUP MEETING

PLAN

LOOK

PLAN

LOOK

PLAN

LOOK

DO

USE of CODE

DO · ACTION PROTECT

CODE

DO · ACTION CONTINUED
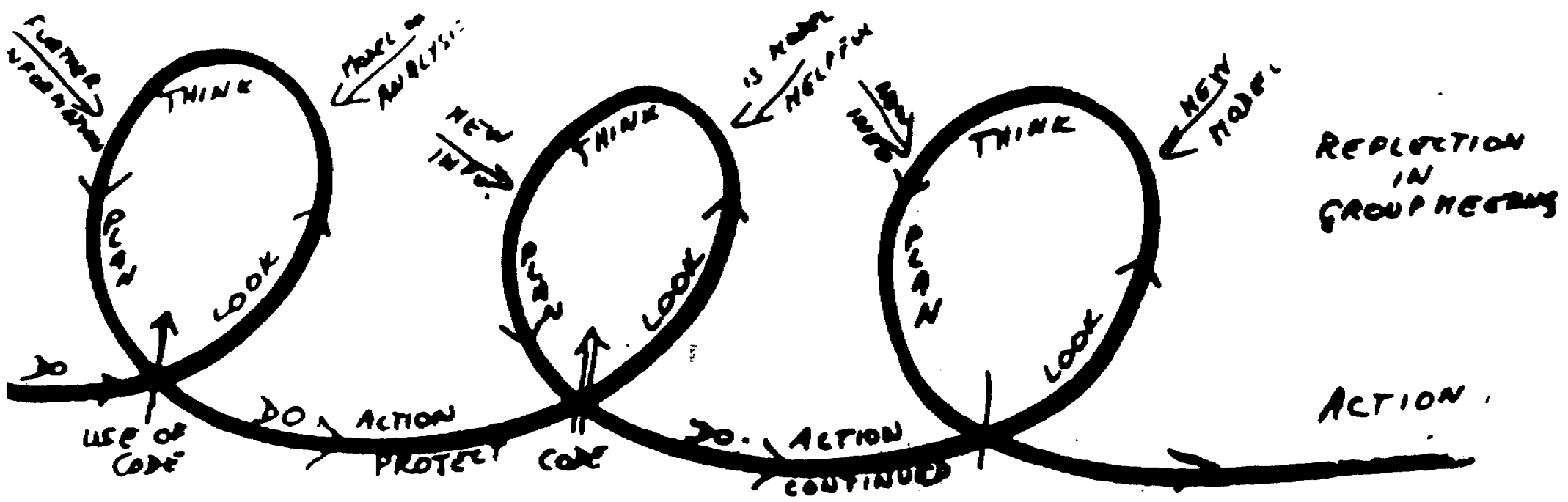
ACTION

ACTION

Specific activities

As specific activities the following were mentioned:

- Training workshop facilitated by the PAR team, 10 people from each of the four villages participated, 5 community members and 5 people with management tasks in the water committee, such as chairman, secretaries, treasurer. The four chairmen, four secretaries and four treasurers were asked to discuss between them what they considered to be their role. They were also asked to discuss what they thought each other's role was. The community discussed in mixed groups what in their view the role of the 'officials' was. Results were discussed in a plenary meeting, which turned out to be a great learning opportunity for all. People appreciated the complexity of the process.
- Exchange visits and interactions. In one community visited by the PAR team the community paid 10,000 Kenyan shilling for 6 chicken and rice to feed the visitors, but they initially felt they had no money to pay 20,000 shilling for the improvement of their water system. The PAR team was able to make them understand with the example of the chicken that they could pay for other things as well. Now, after one year the community is paying for the plot involved in the water project as part of the PAR process.
- Training of bell-ringers (resource management);
- One member of the team of external evaluators for IRC in general visited one of the communities involved in the PAR project.

Pakistan

From the PAR project in Northern Pakistan Altaf highlighted a number of problems during the research process and a considerable number of expected results having been achieved. The research takes place in two villages of Ghizer district: Pakora and Hasis and two villages of Skardu: Ghaziabad and Hoto.

Combined meeting men and women: a challenging task in rural Pakistan

Holding combined meetings of men and women to incorporate the women opinion on common issues of the village was a difficult task from the beginning of the project because of the traditionally divided roles for males and females in rural Pakistan. First, the project team decided to hold separate meetings of men and women because of:
- experiences from Aga Khan Rural Support Programme's experiences of having separate male and female organizations in the community;
- community's (men and women) suggested to hold separate meetings of men and women;
- our own experience: women were not talking in front of men.

However, holding separate meetings with men and women needed much more time input from the PAR Team than envisaged.

Various community meetings were organized during different phases of the project process:
- Separate male and female meetings (in the diagnosis process);
- Male and female combined meetings of CRT members in one (first) community (in problem prioritisation);
- Males and females combined meetings in two (first & second) communities (during agenda setting for experimentation);
- Males and females combined meeting in the 3rd community (during analysis of male and female priorities).

Difficulties faced in these combined meetings included:
- women mobility is limited within the village and is dependent to the permission of men;
- the ratio of participants, especially women, was low;
- males were dominant in discussions;
- females were reluctant in arguing;
- only old women talked a little in discussions with males;
- the 4th community is still waiting for combined meetings, and is organising separate meetings.

The question that the PAR team in Pakistan is asking itself is how useful these combined meetings are for the future of the PAR project.

A challenging community "Hoto" (Experimentation)

Initially, four communities were selected for the PAR project. The fourth community was replaced with Hoto in the final selection, because the Hoto community was considered as the most difficult one of the four to accept any change and as such a challenge for the project team.

The Hoto community was characterised as follows:
* the community was known as rigid and passive in taking initiatives;
* earlier projects implemented by government and NGOs failed because of lack of management;
* there had been an irrigation water dispute with another community including a court case;
* the UNICEF supported water supply scheme had been closed for five years;
* the community have lots of problems with the traditional water source in winters.

This 'difficult' community was selected for learning purposes for the agency and for the communities.

Results of the Participatory Action Research process and impact in Hoto sofar include:
* awareness of the community was raised;
* capacity for taking initiative was increased;
* funds (RS 10,000) arranged from outside and agreed to construct a new water reservoir;
* experimentation with one of the solutions (construction of a new reservoir) took place;
* use of spare 4" dia pipe in the village for drinking water supply scheme.

Altaf identified the following difficulties encountered by the PAR team in Pakistan:
* there was no female involvement in site selection of the new water reservoir,
* the decision about the new reservoir was taken too early, without taking into account the technicalities for construction
* the newly constructed reservoir was technically not fit for the water supply scheme.

The question that the Pakistan PAR team is asking itself from this example is how they can assist communities properly to avoid such early decisions.

Clarifications:
* On the basis of questions from John, Theresia and Christine on involvement of women a discussion emerged. Altaf felt that one cannot go against the religious, tribal culture. Orlando was worried about the danger of transferring a Western notion on equality between men and women, or even feminism. Rather than "rushing in change" we should be more respectful to the various cultures and to the gradual process of PAR. John shared an experience from IIED-work in northern Pakistan which worked fairly well. Separate meetings of men and women were organized, but it was assured that the priorities of the women were made known to and discussed by men, and vice versa. Neutral arbitration facilitates this process.

- Grazia: With reference to the technical standards problem, PAR teams may wish to promote the involvement of a range of social actors who could help solve the problems identified by the community. In this sense, the PAR Teams may become "match-makers" or "providers of options".
Christine: There is a great fear of raising expectations in communities, but yet, there are possibilities to give relevant information about other actors, who could support communities.
Altaf: One of the research communities had approached agencies e.g. the Local Government and Rural Development Department, Aga Khan Rural Support Program and Social Action Board for technical assistance and for help to solve their problems.

- John observed from the presentations and discussions that the PAR teams have been acting as "providers of occasions". The next step should be to develop "providers of options".

Common themes/emerging issues from the six country presentations

John Thompson later in the day identified a number of common themes and issues from the six country presentations. He briefly introduced them to the group. The two themes he identified are:
- conflicts, and
- the process of PAR.

Conflicts

Conflicts emerge in four areas:

1. Access to and control of resources
- inter - household (gender) conflicts;
- intra - household (caste, class,...) conflicts;
- inter- community conflicts.

Issues include:
- from "analysis of difference" to deconstructing the 'community
- thinking beyond 'community water supply'
- resource access and control (tenure/poverty)
- rights (private /common property/usufruct)

2. Intervention - PAR Process
- expectations - can exacerbate existing disputes, or create new ones
- values/cultural traditions/power structures
- process ⟶ possible "exposure" of vulnerable groups

Issues include:
- sensitivity to local practices, institutions, knowledge ⟶ build on existing systems, structures, procedures
- vulnerable are weak, but not powerless ⟶ public discussions may undermine "weapons of the weak" ⟶ consider alternative approaches
- contract/terms of reference between community and facilitators can reduce misunderstandings

3. Not "resolution" ⟶ but "management"
- arbitration,
- mitigation, negotiation ⟶ accommodation

4. Relation between Team and the external agency
- team contract ... /TOR/Roles and responsibilities

Process

In the area of the PAR process John identified four common elements out of which issues for consideration emerge:

1. Process versus product approach

A participatory process without tangible products/outcomes/outputs/impacts is of little interest to either local people or external people or external support staff;

Issue:

Small but tangible products are needed early on in the process ⟶ this builds sense of achievement/ownership/momentum

2. Actual versus conceived plan

No PAR process is linear, but involves multiple iterations/feedback loops/ adjustments (Process diagram).

Issue:

There is a need for a framework that guides process, but one with as much flexibility as possible ——⟶research as "performance"

3. PAR Volunteers and CRTs

The key factor is the process.

Issue:

Act as "providers of informed options" with help of other actors.

4. Community sharing

- exchange visits
- key learning areas
- it is the process of innovation that is sustainable, not technologies

Issue:

Exchange between communities or Community PAR volunteers offer opportunities for spread of ideas and innovations.

2.   Community selection (Cameroon)

How the communities were selected for participation in the action research programme was illustrated by the presentation from Cameroon by Christine.
The PAR process after 1994 in Cameroon (when she joined) started with adapting to local circumstances the criteria for selection of communities which were discussed at the first international workshop in the Netherlands. Cameroon has a French speaking and an English speaking part with different cultures which had to be taken into account.

In the first contact with government agencies, non-governmental organizations and external support agencies the PAR team working from the PAID office in Buea first explained the project. The National Reference Group was established. This NRG in its first meeting developed the local criteria for selection of communities. The local criteria added were:

* the level of community involvement in the water scheme
* the socio-political culture of Cameroon
* the distance of communities from each other.

Initially seven communities were selected for participation in the PAR water project, in which the PAR team did preliminary studies. On five of them reports were prepared and three communities were chosen based on their accessibility for the PAR team the year around.

At the second NRG meeting this selection was criticized for its technology bias, and it was suggested to add communities which have water supply through wells. The PAR team visited various communities with wells, but in the end a fourth community with wells was selected in contact with the Department of Community Development.

On each of the locally developed criteria Christine provided the following details.

1. Level of community involvement
The idea was to include one example for comparison purposes of a demand - driven water supply, as well as a supply - driven water supply for each language area and culture.

Advantages for this include:
* it was easier to measure progress;
* it facilitated triangulation;
* involvement of two main cultures: English, French.

2. Distance of communities
Communities can all be reached within a day or two.

Advantage: Research team can save on travelling time and cost.

3. Official language
* involve English speaking part;
* involve French speaking part.

Advantages include:
* cultural diversity is secured;
* comparative analysis is possible;
* political sensitivities is avoided.

Communities selected

In the end four communities were selected:

Nyen and Mbemi in NW Province;
Nkouondja in West;
Batcham in West;
Bokito in Centre.

The involvement level and range of co-sponsors is shown in the following table:

	Community	Involvement	Co-sponsor
1.	Nyen and Mbemi	Community-initiated	SATA*
2.	Nkouondja	Community-initiated	SATA
3.	Batcham	Community-participated	Catholic Village Health Centre
4.	Bokito	No community participation	Government

* = Swiss Association for Technical Assistance, now Helvetas

Clarifications:

* Bunker:
1. Do you think this is a cost effective process to select communities?
2. What is the guarantee that the selected communities will continue to the end?
Christine: There are no firm answers to this. One can only build on a process and find out and document what is happening. Cost effectiveness is a question of the long term. How to sustain the interest and involvement of communities is a point of concern.
John: We should remind ourselves that this is not a development project, but a research project.
Jan Teun: A community dropping out of the participatory action research process provides a good learning opportunity.

* Grazia: How important have particular individuals (charismatic leaders) been in the selection process?
Cecilia: Community leaders in the end chose to participate.
Isaack: In **Kenya** the organizations participating in the NRG have been supporting the selection process.

* Orlando: If one chooses criteria and impose them on the communities the project will not work. Were the selection criteria developed in Holland a hindrance or a problem in your work?

Altaf: In **Pakistan,** we helped formulate these criteria ourselves at the planning *workshop in the Netherlands and we added relevant local criteria.*

Thapa agreed with Altaf. The **Nepali** team had added the willingness to participate as one of the criteria. They had used influential persons in the communities, for ensuring willingness.

Bunker: Who are you accountable to?

- Orlando: Had the impression this afternoon that this selection was rather top-down. Marc: This is a chicken and egg situation. If the PAR process works well communities will be asking support for their identified problems on their terms. John: The way Cameroon selected the PAR communities is perfect for a research project, but not necessarily good for development purposes.

- Isaack: What did the PAR teams do with the communities that were not selected in the final selection?
Cecilia: We informed the communities personally. Who selects whom? The pre-selected criteria need to be matched with community needs and desires. When it clicks we can go ahead, if not we move on to another village.
Milagros: We went back to a community we first rejected, then they set their own criteria with great interest.
Isaack: Communities which were not selected were informed by letter, together with a promise to keep them informed about the outcome in the four selected communities.

- Bertus Haverkort: Had the impression from the discussions and the documents he had seen that the selection of communities has been an intensive process, applying and adapting pre-selected criteria. This has resulted in unplanned learning opportunities. A question that he saw emerge is how representative these criteria are and if they are replicated?
Orlando: Be aware with these terms, they are both used for measuring quantitative, statistical progress. For the PAR process qualitative criteria need to be taken into account.

Lessons learned on Community Selection

Marc Lammerink summarised the learning points for community selection as follows:
- Do communities select us, or do we select communities?
We have to make a difference between development project and the scope of this research project.
- Do 'criteria' and desires from communities match with 'our criteria' and needs/conditions?
- Is it useful to make an assessment of the type of selection being made: are they representative, are they replicable?
- How did you deal with non - selected communities?

23

3.   Diagnostic process and tools used (Guatemala)

Progress
Milagros presented a summary of the latest diagnosis experience in Guatemala, after struggling with it before. Three diagnosis were made in three communities. After drawing up the community research teams (CRTs), we gave training and they collected information in seven months time.

Final problem diagnosis was done in one town with seven communities (2000 population). Local leaders and organized groups were involved, they had asked for this research. Here we had to change the research methodology, as there were no community research teams in place. The Apuagua Central Board requested the seven community committees to participate in a two-day workshop to analyze their problems.

Five PAR team members participated, first explaining the PAR project, and expectations were exchanged. The problem assessment was done through a graphic presentation. The mentioned problems were put in a ranking matrix, resulting in the following list:

- problems in water main   7 times
- wrong use of latrines   7 times
- wrong waste water disposal   7 times
- water supply problem   5 times
- wrong water use   6 times
- problems with organization and   7 times
  communication Apuaga
- low women participation   3 times

A second step was field visits. Five groups of five to six people each looked at one of the identified sanitation problems with a guide.

The first day we used the daily routine technique. Another group worked on management issues, and a third on water tanks. On the second day each group shared its findings, using drawings and maps.

The final result of this workshop was that the priority setting of the communities did not differ from the earlier analysis. The difference was that the communities now had more information and knowledge about their real problems. They were happy to experience that community walks, drawings and mapping made it possible for them to visualise their problems.

Prioritisation

Four priority problems were summarised:

1. There is a lack of organization and communication between the agency and the communities.
2. Water quality is problematic.
3. Regulating work of water committee is not up to the mark and not effective.
4. Problems exist in the water main.

The PAR team concluded that this was a very effective outcome in a very short time. The information was useful for the team as well as for the communities. A drawback was that   their intensive involvement raised expectations of the community about support, which could not immediately be met.

Problems
Problems encountered include:
- training of CRT members, mostly illiterate, requires a lot of support;
- the time we spend with them raised expectations of the communities;
- we wanted more time for the PAR team on content work, we now spend a lot of time on management and organization problems;
- earlier we concentrated mainly on the research side and not on quick actions we could undertake.

Overall, Milagros concluded that although the lessons had been varied, they helped shape the diagnostic phase of the PAR project.

Clarifications

- John: How long have you been in contact with the communities?
  Milagros: Two communities we did not know, they were proposed to us by the National Reference Group. The other two were communities in which Agua del Pueblo had worked before for two years. Without that prior contact the workshop would not have been so successful. There was one other community covered in a few days, but only by professionals.

- Jan Teun: In 40 communities in Ecuador good results were achieved last year with quick participatory evaluation action which used school children and existing local expertise, using mapping and other visual tools.

- Isaack: Whose agenda are we talking about here? What about the feeling of ownership? It seems to me to be too much of a doctor/patients relationship.

- Grazia: What happened after the understanding of these problems? What can the facilitating agency do to help this?
  Milagros: We made a proposal for follow-up, who is doing what to solve the problems. One important lesson in the seven communities was that the local people had ignored the 14 existing operators of the water plant. The new work plan

includes actions of the operators, the CRT and Agua del Pueblo, signed in a contract.

Additions

- Altaf: In **Pakistan** problem diagnosis was a long process of nearly nine months. A community is not a single unit, different groups exist in one community and different problems need to be accommodated. We looked into a set of problems and have done a cause-effect analysis per group and per problem. We first had them prioritised through the preference - ranking method. The result was not satisfactory to us. Again these problems were prioritised using the pair-wise ranking.

- Bunker:
1. If in India every one in a community agrees something is wrong. Either the community has not understood what you said, or they do not want to react out of respect for the visitors, or the leader is manipulating them. Pakistan will be no different.
2. Going up and down a number of days to a community as an outsider helps familiarise relations. Only after trust has been built communities will come out with their problems from their heart.
3. How long did it take before the PAR communities implement their plan of action? Milagros: on average three to six months, in the last community started action within one month.

- Bunker: This is a long period of time, and do the communities keep it up?
Jan Teun: Building up trust is more important than the time spend. CINARA in Colombia has a track record of making promises to communities that they deliver.

- Christine: In **Cameroon** the PAR team stayed four days in each of the four communities for diagnosing the problems. Subsequent visits were limited to one or two days at a time. Staying longer in the villages imposes a burden on them and would be taking up their time. In one community, members did indicate the days of the week and times when the team is welcomed.

- Thapa: Initially, we in **Nepal** also felt that we had to spend time in the villages to build up trust. It depends on the community, one commercial farming community was too busy. Sometimes you need to leave communities alone to discuss among themselves.

- John: Trust is shown if people in communities are frank to tell you to come in when it suits them. My experience is that short, intense work meetings and allowing the communities time to reflect and discuss on their own is more fruitful.

- Grazia: Two points emerge from this discussion:
1. Be less paternalistic with facilitation.
2. A question about the use of mapping. The IUCN natural resources group has good experience with sequential mapping. This involves mapping resources as they were 20 years ago, now, and as they are expected to be 20 years from now. Was mapping used and considered important in the PAR project?

26

- Christine: In **Cameroon**, yes, we have used mapping and found it very helpful for us as well as for the communities. The community members felt proud and satisfied that they could succeed in drawing a map of their village, and it captivated their interest. They appreciated this chance and the support and time we had given them to experience the challenge.

- John: We published in PLA Notes successful use of maps. They are very powerful and effective tools, also for vulnerable groups. Mapping progress over time (what was the situation 20 years ago, now and looking into the future) gives good results. But be careful, in some communities resources, or boundaries are not documented for a reason. In these communities maps may result in negative result an even conflicts.

- Thapa: In three of our communities in **Nepal** people had never drawn a map, they drew things they had never seen before. Mapping also brought out involvement of women. An added advantage in one community was that the mapping exercise brought out discrepancies with an earlier claim from the same community (Rangapur).

- Cecilia: In **Colombia**, the Community Research Teams were trained to use visual tools in a two-days workshop, which also discussed the key issues on which information collection should focus. Together with the national PAR team they selected the tools. The themes were mainly related to the water source and to management aspects.
  A very important element in the process was understanding the history of the community, the water source and the organizations involved. For that they used mapping and interviews with elderly people in the communities. Maps made by the people themselves give feedback to the community. Reporting back to communities gave a problem.

- Isaack: I want to underscore two things: we in **Kenya** decided to do short visits to the communities, allowing people time to reflect what we discussed and to find out who are the interest groups. We provided opportunities to bring the issue up front. We tried to separate management functions from physical improvements. Communities identified common problems, and how to solve them together. They requested support for book keeping, communication, physical improvements, organization and natural resources. A satisfied community group is better than a satisfied government in the Hague.

- Bunker: None of the presentations sofar mentioned the use of traditional media, such as puppets, village theatre, or story tellers for problem identification.

- In **Pakistan** and **Nepal**, traditional messengers and media have been used to call village meetings. in **Colombia**, the oral tradition is strong. CINARA used poets related to the history of the communities and their water and sanitation supply, as well as legends told by community members.

Diagnostic process - results

In the discussion around the diagnostic process Grazia raised a very important question to the PAR team member of each country:
Has the diagnostic phase in your work produced - beyond information - results in terms of:
- raised awareness,
- increased internal communication,
- organising for action?
If yes, how do you know about this?

From all countries interesting achievements were reported in all three areas:

In one traditional community in Gilgit, in **Pakistan** involved in the PAR process men have allowed women in their meetings and are looking for ways of including women further. In another community the chairperson of the Village Organization was very dominant in decision making and discussions but going through the PAR process at various meetings became less dominant.

Participatory action research on the common issue water has stimulated improved communication between two households that had not been on speaking terms for years. From both households one member joined the community research team (**Nepal**). One community started to put important decisions on paper, and continues doing so. In **Pakistan,** regular meetings of the community research team with different groups in the community improved regular communication and gave confidence for taking initiatives. In Hasis it helped to solve a dispute over land and a water source. The community got free land for construction of a new water tank through a local agreement of mutual understanding with the owner of the land.

Sigomere people in **Kenya,** after having had some training in book keeping, started questioning the way their accounts were handled , which led to the firing of the accountant. In Kiveetyo the roles of the chairman were reviewed.

The Nyakerato community organized a visit to the Department of Water and Energy to demand an explanation on delayed implementation of a promised water scheme.

In Yanthooko the community realized that if they could feed the PAR visitors with chicken at a cost of 20,000 Shilling they were also able to organise money to pay for their plot in the local town.

In Nyen/Mbewi in **Cameroon** the visiting members of the National Reference Group asked how different they feel being part of the PAR project. The answer was that the community feel more commitment to the water scheme. More people are present at meetings, they have decentralised the responsibility of emergency problems to the local caretaker. During their visit the NRG team noticed the voluntary spirit to do something about their own problems.

One village in **Nepal** developed its own monitoring system to measure the expected result of the workplan which they developed to solve their most urgently felt problems.

In Hoto, **Pakistan** the PAR process contributed to increased communication between angry groups/clans and between men and women on village level decisions. The community of Ghaziabad contacted other donors and organizations for financial and technical assistance to solve their water problem as identified.

In **Colombia,** one community started already implementing the solution - control to reduce water waste.
In a workshop in which 13 community members evaluated the PAR team inputs they cited the following results of the process:

- people listen better;
- people are more aware of water resources;
- water loss is reduced.

Community members start to question and analyze, but still depend to a considerable extent on the PAR team's initiative.

Nepal also reported action:

- one PAR community (Yampa) started to put on record important village decisions in minutes;
- another one (Lele) set up a maintenance fund and is struggling with non-payers.

In **Guatemala,** community associations are developing to protect the catchment area to improve the water from the river.

In **Cameroon,** the Nkoundja community, following a first meeting with the PAR team, resolved an acute communication problem between the rest of the water committee members and the caretaker that had held up the functioning of the system for more than six months.
They also reinforced their rules and regulations and once more clearly delineated the roles and functions of members. In the same community, the executive members of the committee organized transport and went to the Community Development Service to ask for pipes following the session on the analysis of the causes and consequences of their water problems, so that they can carry out a major repair job on all leakages on their water system. In subsequent meetings more women joined, although not very vocal yet.

Clarification

- Teresia: Did the PAR teams come across reactions, or feelings of existing organizations?

In **Cameroon,** we approached the communities through the existing agencies, members of the NRG. Through co-ordination at this level, conflicts and duplications were avoided.

In one community with handpumps in **Nepal,** a strong local club which organized the spare part supply had limted the participation in the meeting to three of the nine wards in the village. The PAR team was not pleased. Now some of the club members are member of the community research team.

In **Kenya,** we did the same as in Cameroon, going through existing organizations. We take care of not presenting negative findings in the NRG. The representative of the Dutch consultant firm BKH has reported that the discussions on the PAR research have been an eye opener for her. He quoted two other examples of reactions at village level. In the village where the bookkeeper was fired there were also rumours that the chairman was implied. The PAR team advised the community to respect the chairman, until facts and evidence had proven otherwise. In the first community the people after the village walk wanted to sack the caretaker who had blocked their water for three months. After discussions with the community research team and further discussions in the village they decided to give him another chance and pay him a little for his work.

In **Guatemala,** in the case study of the six communities in 1994, there was a good experience of change in leadership. Leaders who are leaving start training new ones six months before they leave. The result is that there are no conflicts. We tried the same in another community. There it created a conflict. Government people in office since one and a half year see NGOs as a threat. Women are protesting that they want to be more active. The PAR process also influenced the management of Agua del Pueblo, which changed drastically.

This presentation triggered reactions of two International Advisory Group members.
- Grazia: The common wisdom you seem to indicate is for making the transition smoothly and respectfully.

- Orlando: My observation from this very interesting discussion concerns the type of leadership. Are old leaders charismatic, with wise personal behaviour? Are new leaders less charismatic, and more technocratic? If this is true, we lose something.

Where possible we in **Kenya** use charismatic leadership and we assist them to respond to pressures from outside.
Orlando: The danger is that you may create bureaucrats, rather than leaders.

In **Cameroon,** the PAR process increased the awareness and provided information to new and older leaders to make informed choices about what problems exist, which to tackle first, and how to take action.

In the PAR communities in **Nepal,** we use older leaders in the villages as advisers.

In the four communities in **Pakistan,** each of the four community research teams has between 6 and 10 members, which include old and new leaders. CRTs are facilitating the process for collective decision making in communal gatherings and in coordination with other local organizations. They are not decision making bodies. The AKRSP have formed local organization in the villages for democratic decisions called Village

Organization. Since 12 years AKRSP is assisting communities in setting up of village organizations for democratic decision by reducing the frequency of some selective leaders who take decisions and were implementing them in a top down way.

- Grazia: My sense of a charismatic leader is someone who understands change and the needs of the community, and who is able to gather the energy of the community. I associate that function more with active and young leaders than with old, "traditionally dressed", charismatic leaders who merely hang on to their powers.

- Bunker: Many young leaders are demagogic and shallow leaders.

Concluding remarks of IAG members:
It is important to maintain a balance between charismatic and functional leaders.

- Grazia: Participatory action research is about bringing change to a village. People are voicing their needs and this should be harmonised with the 'tradition is good' approach.

- Bunker: Getting women involved is not more important than getting more water to the communities.

- John: One can be a techno-charismatic leader and at the same time show respect for the local culture and traditions, as well as help provide 'modern' services to the community.

**Lessons learned on diagnostic process**

The following lessons on the diagnostic process were formulated from this discussion:

- Each situation, each culture, each place, each experience requires its own approach. Nevertheless general principles can be applied. Adapting the approach to each situation is depending on experience of research team/practitioners.
- Relationships of trust and respect are essential, as well as understanding the purpose of the work; this needs adequate time and creativity on part of the research team.
- Sufficient space and openness is needed in the process so that communities can make it theirs in order to make the diagnostic process a common learning experience for community and community research team.
- A good analysis/diagnosis of problems and possible causes and solutions can already help communities to start actions on their own behalf.
- Conscious judgement and informed decisions can be promoted by an in-depth analysis of causes and consequences of problems.
- Participatory rural appraisal (PRA) tools proved to be a very effective start to get community members involved in a process of Participatory Action Research and get a better understanding of their situation.

- Diagnostic process does not only lead to better understanding but can also lead to action, more commitment which already can lead to organizational improvements.
- PAR leads to change in leadership and institutions. The wisdom is to make that transition smooth and respectful.
- Leadership issues in the communities should be dealt with clear understanding.
- The challenge is in some situations to open up 'charismatic' leaders to certain new functionalities, without destroying the respect they gained or making leaders into bureaucrats/cool technicians.
- It also means understanding change and the needs of the community, as well as gathering energy of community to new challenges and remaining true to tradition and culture.
- Pay attention to the variety of symbolic ways of using power.
- Try to avoid a demagogic approach

At the end of this session John Thompson presented the following diagram developed by James Scott.

The issue of trust: insiders/outsiders
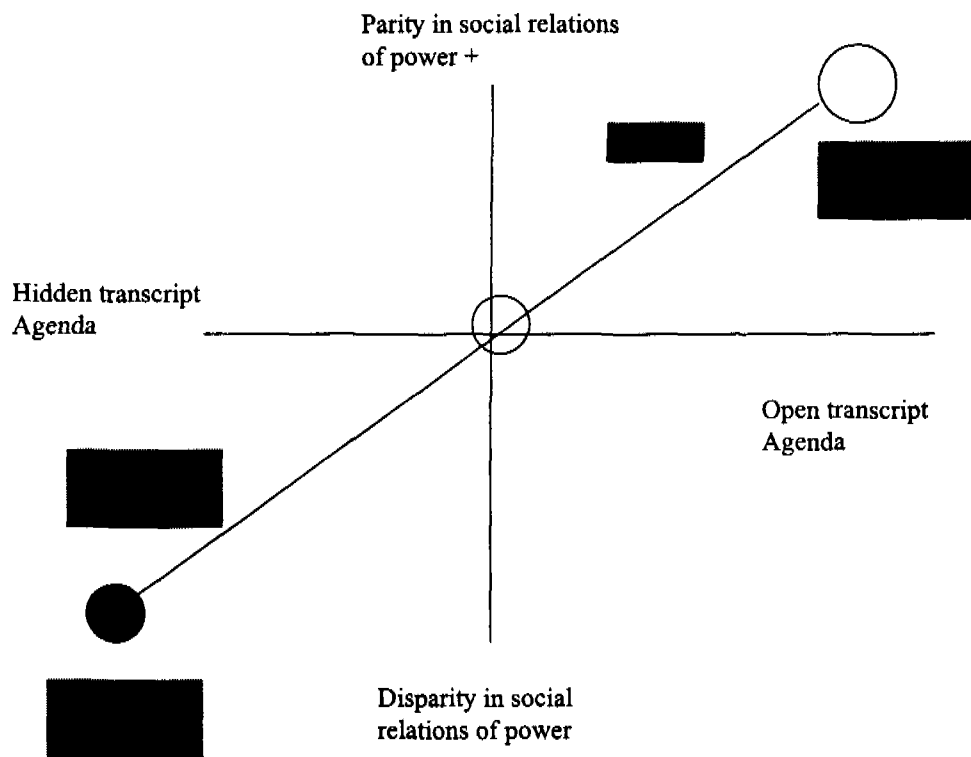
4.   Community research teams and capacity building (Colombia)

Cecilia presented the experience with capacity building of the community research teams in Colombia. These local research teams from each of the communities were selected by the communities on the following criteria:
- having an interest in learning community work;
- being available for the programme;
- men and women representation;
- having good leadership qualities;
- residing in the community.

Next they were trained in separate two - days training workshops. First the team from La Sirena was trained, later in the year the teams from Ceylan and Campoalegre followed. Altogether 28 persons participated in the training in three locations, 12 women and 16 men. They represent different groups of the community, such as ecological groups, workers in the public sector, teachers of the agricultural school, and even the local police. All three research teams have membership of the water committee, and all of them also decided to include an operator. All of the community research team members were able to read and write.

After this training the process of data collection started, in which the local research teams were actively involved. After preparing guidelines and checklists they collected information and made sketches about the history of each of the communities. They looked together with the Colombian PAR team at technical aspects of water supply and the management and administration. Especially analysing the history of the locality, the water supply system and the communal organizations in order to understand better the actual situation was a powerful exercise. In La Sirena, a lively discussion in a communal meeting served to retrieve all local material and maps. Eventually, these historical maps, paintings, oral histories, stories will be published for the benefit of the community. In some instances the need was felt to dig deeper in certain aspects of the diagnosis in order to understand better problems that arise, by visiting households and making individual interviews.

In Ceylan, a nicely coloured painting represents the graphical history of the most important events that have taken place in the past. All the activities in both communities also helped to integrate the local research teams.

In one community, people involved in making their diagram to analyze which stockholders are involved in their water supply brought out a conflict between the community and the water board. In another community, students were involved in drawing maps. This team presented their findings to the community with a visual presentation. This process assisted the communities to prioritise their problems, and with the help of the three research teams they formulated a work plan to start trying out solutions.

Lessons learned

Lessons learned in the process include:

- the problem of "harmful" political leaders is never brought up, but contributes to conflicts emerging in the communities;
- a good relation was developed between the PAR team and the community research teams. The CRTs were involved in activities outside their communes. They presented their experiences to visiting International Advisory Group member Orlando Fals Borda at the regional workshop in Colombia. This took place from February 26 to March 8 in Cali Five members of the Guatemalan team were present and five from Colombia;
- a group of local researchers were also invited to present their case to an international seminar on water, organized by CINARA.

Obviously not everything worked out well. It is for instance hard to break political leadership, managing water means power and leaders tend to hang on to it.

In September 1996, the PAR team together with the local research teams evaluated the participatory action research process sofar and planned for the future work. The joint conclusion was that we build new 'social space' in which other types of relations can be build. Exposure to other communities involved in the process and experiences gave the communities new perspectives and practical experience to solve their problems and overcome sectoral leadership problems.

Clarifications

- Grazia: The process you described is very interesting and exactly what I had hoped for. You first trained the community research teams before the community research started, then the problem analysis was done followed by prioritisation in groups. The findings were then presented to the community at large. At that point, could research teams have offered options for action for the communities to decide?

- Bunker: Why did you think the communities needed training in the first place? First assess what capacities they have and build on that, with marginal facilitating inputs from outside.
  Cecilia: We had already information about the communities, we knew that they had management capacities. The PAR process helped improve those capacities. By assisting the use of participatory tools the communities found out what they can do themselves. We provided elements for their strategy, tools and skills to manage their water supply. This is a task which is forced upon the communities in Colombia, as part of the decentralization drive of the government.

- Altaf: What was the content of the two - days training workshop of the local research teams?
  Cecilia: The topics included: participatory research, gender issues, theory and practice on techniques for problem analysis and prioritisation, observation exercises, use of Venn diagram, historical timelines, semi-structured interviews and daily routines.

Additions:

* In the first three PAR communities in **Cameroon** we asked the communities to select two to four people to work with us as the local research team. However, we gave them some criteria: that both men and women needed to be represented and that those selected to be in the team, as much as possible should be able to read and write. We then left the communities to discuss and decide who to send for training. In a four day workshop, the selected members went though the PAR process and tools, including a visit to a water scheme, where they had the opportunity to practice direct observation through village walk and transect. These research team members are our main liaison with the communities, each time we ask them to get as many people involved in community meetings as possible. In the most recently selected fourth community, we began our meetings with the local research team as focal group after training them, and eventually they will to do the feedback to the rest of the community.

* Grazia: What is the relation between the community research team and the water committee?
  Christine: In all the villages the research teams include representatives of the water committee.

* In **Nepal**, the community members are overloaded with many responsibilities. Committees of PAR volunteers were selected, two of which from each community were trained in the participatory action research process and diagnostic techniques. Initially, the teams only consisted of men. Women volunteers came in after the first meeting with the community.

* In **Pakistan**, the community research teams were the result of the diagnosis phase. When a community failed to improve the participation of people in village meetings, they evaluated the existing process of calling a meeting and suggested to select a group of people to spread the meeting call in the village and encourage people to participate in meetings. The research communities then accepted this idea and added additional roles for that group. This group was now known as CRTs. The criteria adopted in selection of members for CRT includes representation from each hamlet and ethnic group, as well as one teacher in each team. Some teams have six members, some ten. One of the communities has a "water minister" in addition to the CRT. In all communities Village Organizations are also existing.

* Orlando: There is a danger that the community research team members may become a special class of people, having power through knowledge. We should try to break the monopoly of those in power. When local teams are created it should also be ensured that they share their knowledge the obtain through the action research process with the communities.
  In **Pakistan**, the CRTs are facilitating meetings and the decision making process at community level by applying participatory techniques. They don't have a status of a decision making body in the village.
  Eveline: But they can also manipulate the process.
  Grazia: The PAR teams should try to find a balance in building local capacities and sharing of knowledge with the communities.

- Isaack: We cannot expect quick results in this participatory action research process. In **Kenya**, we have been careful **not** to build research capacity in the community. We first made communities aware about the research project for management of their water system and asked them if they were interested to participate and if we could propose their participation in the National Reference Group. After both agreed we went back to the communities to ask what they wanted to touch on in the research process. We also asked them to allow exchange visits with other PAR villages. At this point, we did some ranking exercises and asked each community to send ten people to a workshop in which the roles of the various stakeholders at the community were clarified, as explained earlier. The outcome of this workshop included the suggestion to have "bell ringers" in each community who can move and shake the PAR process, as well as requests for training of chair persons of the water committees and bell ringers. It was also agreed that feedback needed to be given to the wider community in the PAR villages. PAR tools used in practice included the rope exercise and transect.

- Milagros: After listening to this discussion I wonder if we haven't created dependency on the local research teams. In **Guatemala**, we started the participatory action research process in two communities, we created local research teams, which led to conflicts. We involved women, and made them dependent. They now want me to draft another programme for them with women in the lead. In our last diagnosis we did it differently. Special committees may not be the best way to involve communities. In the two new communities we work with illiterate people.

- Bunker: When did you change?
  Milagros: After seven months. In these communities the democratisation process takes place, so we do not involve special groups, but the whole community. If no leaders exist we use mass meetings. We explain that we only deal with water, not with other things. Peers and respected people are used as mobilizers.

- Christine: We also use an old illiterate lady with charisma, and people who are respected in their communities.

- Isaack: We help communities to realise that certain tasks require certain characteristics and skills for the community to decide.

- Grazia: There seems to be a contradiction between the roles of the community members as community research team members, water committee members and key informants.

Lessons learned

The following lessons learned on community research teams and capacity building were formulated.

- CRTs have the potential to contribute to improve the management of water supplies and general development, but:
  - their knowledge should be available to all,
  - they should not become a new elite, rather a catalyst in their communities,
  - they should understand the complete PAR approach (and not only the tools).
- The key role of local research teams is to create political space to allow a wide range of social actors to express opinions and set priorities, and overcome entrenched positions.
- CRTs should support a process of institutional revitalisation, rather than establishing new organizations
- The teams need to rethink/evaluate functions and impact once in a while before continuing.
- If the process approach is not carefully used it could lead to misunderstanding and dependency.
- One should not expect that everything is voiced and expressed publicly; sometimes the PAR-team need to create 'safe' spaces.
- Capacity building in our participatory action research programme goes beyond water supply management, i.e. it also addresses management of other resources.
- Focus of PAR activities should be on understanding and strengthening organizational capacity and releasing 'social energy' rather than conducting research on water.
- PAR can create opportunities for 'social contracts' to develop.
- Observation and exchange visits between PAR communities and with other communities are very effective for learning and exchanging issues of mutual interest and lead to enhanced understanding of problems and potentials.
- It is never too late to recognise and learn from our mistakes.

Presentations of two advisory group members

This chapter is concluded by two presentations from two International Advisory group members. The first concerns 'Sharing of experience: Case study from Ikaatini, Kenya' presented by Teresia Kavita .

Sharing of experience: Case study from Ikaatini, Kenya: Teresia Kavita

International Advisory Group member Theresia Kavita presented a case of practical involvement of men and women in solving their water problem in Ikaatini in Machakos district, Kenya, where she has been working during the last 15 years. In the original project formulation the Machakos Dioscese used Participatory Rural Appraisal techniques to help the communities formulate their needs and problems and find their own solutions. PRA tools can help, but can also mislead. After five years the project found that the community involved was not fully exhausting the resources and capabilities they had. We found that with PRA we were creating a dependency of the community on us, it was misleading in a way. Now we work with more a participatory action research (PAR) process approach.

Three years ago we identified a community, Ikaatini, which requested assistance to identify their water needs and problems and do something about it. Through a village walk and mapping exercise the people of Ikaatini identified water as their main problem. They also realized that a piped water system was not feasible. Instead they decided to go for the construction of an earth dam for their and a smaller for their animals water collection. During the village walk they had found someone who knew how to construct these dams. The village approached the Machakakos Diocese for support. They invited the diocese people to come and see what they were doing. Men and women selected a water committee and identified the place for an earth wall.

For the construction they wanted a food for work arrangement. The whole water collection area was fenced. The inflow is filtered and the flow to the water kiosk is also filtered. People pay for maintenance of their water at the kiosk. Men and women share responsibilities for the tree nursery and the latrine which have been developed within the fenced water collection area.

How strong the communities value their own water system and how the strength of the community has increased was shown four months ago. One member of parliament tried to divert water to a neighbouring district. The Ikaatini community made their member of parliament stand up to fight for their water. In the end the Prime Minister had to step in to settle this dispute over water and 40 million Kenyan shillings (US$1 million) had to be spend to satisfy the water needs of the neighbouring community.

Following the presentation a discussion emerged on the difference between Participatory Rural Appraisal (PRA) and Participatory Action Research (PAR).
Theresia, Grazia and Marc felt that the visual tools used in PRA are excellent to help people analyze their situation, as a start of a process of participatory action research, but PAR continues the process. According to John, PAR is questioning the status quo and PRA is more populistic. Both have to be seen as a process of change, looking into the long term relationships within communities. IIED changed the name of their magazine "PRA Notes" to "PLA Notes", (Participatory Learning for Action).

The second presentation was by IAG member Grazia Borrini-Feyerabend: 'Stakeholders and IUCN's experiences in Primary Environmental Care'.

Stakeholders and IUCN's experiences in Primary Environmental Care: Grazia Borrini-Feyerabend

IAG member Grazia shared with the group her recent experience at the International Union for the Conservation of Nature (IUCN) on participation of various stakeholders in the equitable and sustainable management of natural resources.

Her definition of "stakeholders" is: Institutions, social groups and individuals who possess a direct, significant and specific stake in something. One key point emerging from her community-based natural resources management experience is that communities are not monolithic entities and differences within communities need to be identified and dealt with. For instance, different stakes in resources management are based on:

- institutional mandate
- geographic proximity
- historical association
- dependence for livelihood
- economic interest.

Stakeholders are usually aware of their interests in the management of natural resources such as water. Stakeholders usually possess specific capacities and/or comparative advantage in the management of these resources. They are usually willing to invest in the management of these resources.

Not all the stakes are the same. They can be distinguished on the basis of some broadly agreed criteria :

- roles in management
- forms of representations
- conflicts or lack of co-operation among stakeholders.

Grazia went on to define what IUCN calls "Collaborative Management". Others refer to it as joint management, participatory management, co-management, multi-stakeholder management, round table management, 'gestion participative'. It concerns partnership by which various stakeholders agree on sharing among themselves the management functions, rights and responsibilities.

The partnership generally identifies:

- a territory (boundaries) of a set of national resources;
- the range of their functions/sustainable uses;
- functions and responsibilities assumed by each stakeholder;
- benefits and rights granted to each stakeholder;
- agreed management priorities/plan;
- procedures for dealing with conflicts & negotiating collective decisions;
- procedures for enforcing decisions;
- rules for monitoring, evaluating and reviewing the partnership agreement and
- plan, as appropriate.

It is interesting to consider the following assumptions and principles of Collaborative Management (CM):

1. benefits of complementary capacities of various stakeholders
2. 'common good' as result of a sound compromise more
3. linking rights with responsibilities

4. increased role of civil society (participatory democracy)
5. process approach needed.

She identified the following learning points for the PAR project:
- Review local history to assess feasibility of community management.
- Pay great attention to the organization and representation of stakeholders
- Develop and review the agreement.

In the discussion, questions were raised about the role and stake of the government.

- Isaack: the government and state have destroyed local natural resources, many state forestry managers have destroyed forests. Governments also want to change from providers to facilitators of services because of shrinking taxes.

- John: Are we talking about water supply only, or is it a bigger topic we are discussing? There are different stakeholders involved, which goes further than handled sofar in the PAR project.

5.   National Reference Groups (Kenya)

Isaack presented the experience in Kenya with the National Reference Group, which has been set up in each PAR programme in order to share research experience with others and to influence the water policy. He first gave some background on the transition of the Government role in Kenya, which influences the thinking in the national reference group. This includes:

a) changing from provider of services to facilitator;
b) increasing push for decentralization;
c) call for empowerment of the people to solve their own problems.
d) Various forms of Community Management exist, involving men and women, agencies and communities. This implies partnership, not full cost overload to communities.

The idea for having a national reference group was discussed in 1994 between the national research teams, not through a letter of IRC. The group felt this to be useful for the PAR project not to work in isolation, but share experiences with others, as well as for influencing the wider water policy. The PAR team in Kenya invited agencies to find out what they were doing on community-managed water supply. The team explained to them the PAR project and invited their participation in selection of communities with existing water supplies for the action research process.

In their first meeting in October 1995, the informal advisory group agreed on the following selection criteria for membership of institutions:
* experience in water programmes;
* competence;
* interest in the research and improvement of community management;
* influence for replicability of findings.

The PAR team's expectations about participation of the NRG members included: possibilities to learn, to share experience, to share and facilitate, to initiate implementation and to seek partnership for the PAR programme on community managed water supply. Among the inputs offered from NRG members were some resources allocated to transport for field visits and subsistence allowances, and technical support for training activities.

The NRG in Kenya consists of representatives of ministries, local NGOs, and external support agencies:
* Ministry of Land Reclamation, Regional and Water Development
* Ministry of Health
* African Centre for Technology Studies
* University of Nairobi, Department of Community Health
* UNICEF
* CARE
* Kenya Finland Western Water Supply Programme

41

- WaterAid
- BKH (Rural Domestic water Supply and Sanitation Programme)
- Catholic Diocese Machakos
- NETWAS.

The NRG identified the following issues to be addressed in the PAR programme:
- Community management mechanisms;
- Financial management systems;
- Sustainability of community water projects;
- Community organization and management training;
- Approaches used by various institutions;
- Clear understanding of what a community is;
- Clear definition of impact assessment.

The NRG also laid down a number of guidelines for NRG meetings:
- the maximum number of members: 15;
- a meeting will be held every three months, preferably in the field;
- eight members shall constitute a quorum;
- if members miss three consecutive meetings they cease to be members;
- meetings are preferably on one day allowing two days for travel;
- membership is by institution.

From the discussion in the NRG criteria were formulated for selection of communities concerning the socio-economic status, managerial capacities, physical conditions, and the extent of political influence.

The PAR team had visited seven potential communities with existing water systems. After a brief overview had been presented on each of them the NRG members selected three on the basis of these criteria. They were:

- Nyakerato gravity water project - Kisii (RDWSSP II)
- Yanthooko shallow well (women group) - Machakos (Catholic Diocese)
- Kiveetyo/Kathyoli gravity water project - Machakos (Catholic Diocese)

The fourth project community, the Sigomere Water Project in Shay, a piped scheme of KFWWSP was selected later, so the participatory action research team is behind schedule here.

Isaack reported that the three meetings of the NRG held sofar resulted in the following:
- the group changed its name to "Advisory Group on Community-Managed Water Supply" to prevent political problems;
- it is not possible to confirm membership in writing;
- future meetings are to include field visits;
- agenda includes experiences from others;
- other organizations pay for the expenses to participate.

Isaack reported other recent developments, which include NETWAS contributions to various other programmes:

- the Water Ministry's document on handing over management of water supply to communities;
- the African Centre for Technology Studies on Water Resource Governance
- WaterAid which was interested in the rope exercise.

In his conclusion Isaack said that this advisory group is now working and wanting to take up challenges. It is also wanting to assist in dissemination of findings.

Clarifications

- Grazia: Do you and other teams find the NRG useful?
  Isaack: Yes, for instance in influencing the Ministry's policy paper.

- Thapa: Why does the NRG not invite individuals?
  Isaack: The danger is that individuals become experts who do not want to learn from us and who are not wanting to share experiences with others.
  John: Institutional membership may also create difficulties. Individual membership on the basis of personal interest and having a stake works usually quite well and sustains commitment. Only if the concerned person cannot participate the institution may send an alternate representative.
  Marc: I was present at the third meeting and had the impression that the members were committed. How can this commitment be measured?
  Isaack: If people are prepared to pay their own costs to participate and to fly in to participate for six hours they show their commitment to the PAR process.
  Bunker: If one invites in India large high powered committees they don't take decisions. If you pick a small group of eight individuals you know, and who will always be there, they accept what is put on the table.
  Isaack: for us the advisory group is a strategy, we use them as a sounding board and for dissemination of findings. They are not taking any decisions about the project.
  Altaf: How is the continuity in their feedback?
  Isaack: They help us synchronise our work plans with other agencies' programmes, such as in Machakos. We chose to do this through this group because it provides a learning opportunity for all concerned.

Additions
- In **Nepal** some of the NRG members participate on individual basis. There are ten members, including the Department of water Supply, WaterAid, Action Aid and other NGOs. In the third meeting the NRG was eager to know results of the PAR project. They were asking if the community management tool kit was ready. He found the NRG useful from the beginning, they gave good advice on selection of communities.

- In **Kenya,** at the last meeting of the NRG it was deduced to have PAR communities pay exchange visits to each other. It worked very well, but not jut like

that. Communities going on visits as well as communities receiving them have to be prepared in advance.

- in **Cameroon**, the NRG is useful to the extent that the PAR project is trying to assist in the empowerment of communities in self-development. In this case, it is useful that other agencies working in the same area agree on the same message and discuss how to go about in other communities to avoid conflicting messages and ideas. The last NRG meeting in September discussed the experiences we brought back from the PAR communities. The NRG is considering to continue this forum after the PAR project ends. A four member working committee is looking into the option and funding of an association with individual members. In the meeting it was suggested that during the next meeting it will be useful to bring one or two members of the communities and the CRT to share their views.
  The NRG members are becoming more our partners than just "functional" contacts.

- John: Are PAR teams considering participation of community members in the NRG?
  Except for **Cameroon,** no other PAR team has considered that sofar.
  John: The risks involved are power and authority conflicts. Beneficial of community representation is that it enthuses the community, it is good for liaisons with the community, provided it is not mere tokenism. He quoted the example of the New Horizon workshop in Bangalore, India in 1994 on joint watershed management. At this international workshop governments, NGOs from 19 countries participated. Farmers presented their experiences and it turned out to be a very useful two-way learning process.

- Isaack: At our last meeting with the bell ringers we asked them to see themselves as ambassadors in their communities. They were also asked how they communicate with the communities and if they give feedback key points from PAR/CRT meetings to the communities.

- In **Colombia**, the NRG was formed in 1994 with a first meeting in 1995 of allies in the water sector. The meetings was done too early, we did not have sufficient experience. We were looking for advisors, they wanted to know what we had for them. After six months we did a workshop with them, not the same content people came, but bureaucrats. The PAR team did not find it useful to continue like this, but in stead strengthened a regional advisory group, with local organizations present. The two meetings with them have been useful. Now we have something to report and share it may be useful to convene a national reference group meeting. The purpose will be using them as possibility to influence implementation of community management in water supply, as well as to get additional funds for community management. How effective the NRG can be used for these purposes remains to be seen.

- In **Guatemala**, the NRG members became our inquisitors, they were questioning our work very much, and during three meetings they have been asking for results. We had to spend a lot of money on them. So we decided to invest more in our work in the communities and to set up a regional group, after the meeting of the Latin American PAR teams in Colombia. UNEPAR, Agua del Pueblo and the

Municipality are always sending somebody else to the meetings, so we question its usefulness. We wanted to have a learning workshop with them, but my own agency did not allow this. Her explanation of this behaviour of these agencies is that they are not inclined to accept policy guidance from the NGO Agua del Pueblo.

- In **Pakistan,** we have a bit different experience. The NRG was formed after we had worked six months in the PAR communities. We are keeping them up to date by sending them reports and other information materials. Initially, the NRG consisted of 9 members, which in its first meeting asked for a balanced representation of government and NGOs. Now, the NRG has 16 members including policy makers, field workers, trainers and PAR practitioners. Their feedback for instance on our 6-months progress reports is very useful to us. We see them more as partners for the participatory action research process than as advisors. Recently, in a workshop UNDP agreed to organise a co-ordinating body at country level for the water sector. One of the NRG member was attending that meeting and he suggested not to create a new one, but to use the existing NRG as a basis.

- John: Thinking through these various experiences it seems to me that regional advisory groups are initially the most appropriate for the two - way learning in the PAR process. A national forum can be formed later for sharing information, but this should include sharing of responsibilities and costs.
  Bunker: NRGs should be formed two years down the line of the project, when you know what you want to disseminate.

Lessons learned
The lessons learned on the National Reference Groups can be grouped under three categories:
1. Usefulness for the PAR team and process
2. Organizational issues
3. General role

1. Usefulness for PAR
For some countries, the NRG has been able to constitute a support for the PAR work. Only **Colombia** has decided to change the NRG into a regional advisory group which turned out to be more useful. **Guatemala** found the NRG in three meetings more 'inquisitors' than advisors, also set up a regional advisory group of only the three implementing agencies, and they send always some one else. So, Guatemala questions the whole concept of an advisory group.

The other four countries mentioned the following support from their NRG:
- valuable suggestions and feedback contributed to confidence building among PAR team members;
- NRG was useful in the selection process of communities;
- useful advice and learning taking place;
- some members were interested to know the findings so that they could adopt them in implementation of their water programmes;

- the NRG is important in the sense that it gives the PAR projects a broader scope and impact at national scale. Its support to the development of projects is essential at this stage of the project;
- NRGs form a potential for resource allocation to the PAR process.
- NRGs are a platform for policy changes, and for sharing of roles and responsibilities among the various actors involved;
- NRGs are an appropriate tool for formulating a policy at country level for dissemination and influencing the role of governments to adopt the findings of the research programme
- regional sub NRGs can work effectively in dissemination phase.

2. *Organization*

- Timing of convening the NRG is crucial: too early means , that there are no lessons to analyze; if too late, members feel left out of the process.
- NRG should be a smaller group and meet regularly on-site- not in urban areas.
- Written feedback from the NRG is not always received.
- The issue of continuity in membership is important, thus matters of representation of institutions of individuals should be resolved.
- the challenge is how to open up NRGs for community representatives, now and for when the project is over.

3. *General*

- The NRG can play an active and effective role for discussions and taking care of water sector at national level.
- NRG can work effectively as a partner at national level.

Presentations of an IAG member and the external evaluator

In between the various sessions two more presentations were given and discussed. The first concerned 'Tilonia and the WSSCC Working Group on the role of the civil society in water supply' by IAG member Bunker Roy.

Tilonia and the WSSCC Working Group on the role of the civil society in water supply: Bunker Roy

The first time I visited Tilonia village (2000 people) was in 1967. My first job there was to deepen 500 wells in the region, it took me five years. I stayed there ever since. Living close to your problem makes solving it much easier. I went to a private school so I had lot of unlearning to do. If an outsider stays a long time he becomes part of the family. When a donor comes to your village you whitewash so that everything is fine. I have that feeling here also. Dealing with the tensions of life and death problems can only bed one if you live in the village.

What is a professional? Someone who has competence, confidence and who believes in what he or she does. We installed 1200 handpumps in 30 years. And we destroyed the existing communication channel, the open well, where women used to gossip. This made us thinking about going for traditional wells rather than handpumps. Five years ago we went back to traditional rainwater harvesting structures, which also provided employment. Barefoot wells now collect 5 million litres rainwater in 30 schools. We cover the tanks and put a small pump on it, which is providing sweet and safe water.

There is no difference between politics and development. Changing peoples attitudes is a political process. All fundamental change in development comes out of conflict. See women as handpump caretaker, which creates conflicts at every front. Do you have the staying power to do it?
In many villages the biggest danger is governments, which are destroying indigenous structures and breaking people. For reinforcing indigenous organizations, you need to be there all the time.

Why do people consider water to be free? Because government and politicians say it is free. Our NGO said, let us try. We have been working in the last five years in six communities doing everything themselves, self sufficient, paying for everything themselves. We do not want them to be dependent on charity.

There is a constant fight ideologically between engineers and community.
The definition of research is not 'answering questions', but 'questioning answers', at the institutional as well as grass root levels.

Tilonia is a campus where the solar heating has been made by illiterate men, they repair and maintain it. In dry Rajasthan, in India, we have underground rainwater collection. Not a drop is leaving the compound.

In all basic needs we have local experts, we do not accept paper qualifications. Our training programme is rather unusual. People who want to join us, first have to do noting for three four months. Boys and girls from all over the country come to Tilonia, ad we let them build confidence in the first six seven months. Sofar we have generated 25 Tilonias.

Bunker also briefly explained his lobby work to get community management accepted at the level of the Water Supply and Sanitation Collaborative Council, what he called "the engineering lobby". At the Council's meeting in Stockholm and Rabat the idea was rejected. The 1995 meeting in Barbados accepted the idea and mandated the International Secretariat for Water (Canada) to prepare case studies on the role of community management and civil society in traditional water. Marc Lammerink was also involved and any of the agencies involved in this PAR project can submit their case for prevention in the next meeting of the Council in 1997.

Discussion:

- Isaack wanted to know where Bunker was born.
  Bunker: In a well- to - do urban family, so I had to do a lot of unlearning.
  Isaack: You went from urban to rural and you are someone and respected, people like me come from a rural area and for 40 years try to become someone in the urban area, and we are not respected there.

- Orlando: This unlearning is very important. I have learned the life in villages as sociologist. The most important decision I made was not accepting the deanship at my university. Participatory rural appraisal and action research was developed at universities by academics who appreciate that farmers are better teachers than doctors. We have to get away from the arrogance of teaching. Those who unlearn can survive, those we addicted to routine head towards destruction.
  What happens in Tilonia is a very good indigenous development, using traditional resources and organizations. This contributes to self reliance, self autonomy and respect. It gives a sense of security and meaning to life.
  Too much development today means destruction of local communities. The PAR techniques and process can help against this and can stimulate self reliance. However, investing in this process takes years. Innovation has to be carried trough all the way.
  Bunker: One's best work is done when one is insecure, facing the daily crisis of life and has nothing to fall back on.

- Christine: This has been inspiring, we will put more emphasis in the rest of the PAR project on the local capacities.

The second presentation was from Bertus Haverkort who had requested to have a short introduction and discussion about the forthcoming mid-term evaluation asked by the main donor.

Information about the mid-term evaluation: Bertus Haverkort

Bertus Haverkort explained that he had been requested by DGIS to do the mid - term evaluation. He identified the following goals:

1. see if the project is on the right track;
2. see if the institutional embedding allows continuation and upscaling;
3. assess the project planning model and its flexibility, and its possible use in other programmes.

We want to understand the output and the processes of this project in order to formulate suggestions for future learning by DGIS, IRC and partners.

He wrote the terms of reference for the evaluation after talking to Marc Lammerink for a day. DGIS has accepted the TOR but they will not be final until after this workshop. Participants were invited to look and add to the TOR.

The basic point of departure for the mid-term evaluation are the overall goal and sub targets of the inception report of 1994. These included:
- to improve the current understanding how communities handle their water supply;
- to analyze the support needs for capacity building;
- to develop and test techniques and tools for participatory action research;
- to enhance research capacity of local organizations, and
- to disseminate and share the findings of the research.

There are two possible outcomes of the evaluation. One: there is a perfect mix to the goals and the achievements. Two: there is a gap between the goals and the activities.

The evaluator hoped to have a dialogue during this meeting with the participants and to listen to their suggestions which he would incorporate in his report. He announced that he would visit two countries, tentatively in the middle of November. His first draft report will be circulated by end November early December for comments and corrections.

A discussion emerged between Bertus and Marc about when a further discussion about the evaluation could best fit in the programme. It was agreed to do this in a separate session in the evening, which is not covered in this report.

The evaluator observed that the role of the International Advisory Group members was very important for the six country representatives who were open for learning and genuinely struggling with the action research project. The IAG members here raised very good probing and critical questions. It is becoming clear that development in this project is more complex than originally planned.
My preliminary conclusions are that this is not only participatory action research in four communities in six countries in three continents, but also in IRC and its contacts and in the organizations of the International Advisory Group.

Discussion:
- Bunker: Why were traditional rainwater harvesting systems not included in the research?

Isaack: We talk about improved water supply. No donor takes in to account or funds traditional water supply.

- Bertus: Were there other biases?
  Marc: This should not be discussed here, but come out of the evaluation.

- Bertus: My hypothesis after reading documents and listening to the presentations here is that participatory action research and community managed water supply are an interesting combination, which started three and a half years ago. In all countries, activities have started and local organizations are in place. I have not heard much about the field experiments and achievements. My concern is that the year the project has left, may not be sufficient to reach the achievements you hoped for. The time may be too short to really learn about participatory action research. Listening to the discussion on the diagnosis phase, the emerging conflicts and the way you handle them and anticipate them, and the question on how useful the national reference group is, I feel that the project may need more time. The evaluation can determine what actions, time and resources are needed.

- John: The goals for the evaluation are formulated by DGIS and IRC, two of the stakeholders. It would be useful to also consider what goals other stakeholders such as community research teams, the PAR teams and the advisors would like to include.

- Cecilia: The evaluation should be participatory, so what John proposes is quite essential. I suggest to reformulate the objectives of the evaluation, looking more at actions for the future.

- Bertus: On the basis of this feed back I reformulate my hypothesis: The time available in the rest of the project is not sufficient to address the objectives. If this is so how does one remedy this? What is the feasible time frame, means and actions for the future based on the lessons learned sofar?

Bunker: A possible extension to the evaluation objectives would be to find out if the PAR project has contributed to improvement of the quality of life of the people concerned.

6.   Problems identified and agenda setting (Nepal)

Thapa introduced the problems identified and agenda setting as experience by the Nepali PAR team. He divided his presentation in four parts:
- general problems identified;
- the nature of the problems;
- agenda setting for problem solving, and
- learning points.

1.   General problems

Thapa highlighted the problems identified for handpumps as well as piped water schemes.

Handpumps
Technical problems include:
- frequent wear of pump parts;
- decreased/less water;
- inadequate VMWs & training;
- handle kickback;
- sandy/silty/high iron content water;
- no technician to look after underground problems;
- non availability of compatible spares.

Managerial problems:
- irregular committee meetings;
- more time required repairing pump breakdowns.

Financial problems:
- limited O&M funds available.

Health and sanitation problems
- stagnant waste water;
- open defecation practice.

Piped water schemes
Technical
- inadequate flow from source;
- lack of trained maintenance workers;
- lack of maintenance tools;
- no fencing on intake reservoir;
- irregular/different flow on taps;
- no reservoir;
- pipes exposed and cut or punctured, blocked;
- break pressure tank not functional;
- inadequate taps (water) in a cluster.

Managerial problems:
- trained maintenance worker left the job;
- irregular committee meetings;
- less interest on water management activities;
- tank situated on private land;
- broken taps not repaired timely.

Financial problems"
- no maintenance fund;
- some users do not pay monthly fee.

Health and Sanitation problems:
- no latrines available, open field defecation is common practice;
- prevalence of some skin diseases diarrhoea, dysentery.

2.   Nature of problems identified

2.a   Major problems (hand pumps):
- Lack of technician for underground problems
- High iron content and turbid water
- Non availability of spare parts
- Inadequate no. of hand pumps
- Lack of rules/constitution
- Inadequate no. of caretakers
- Limited O&M fund
- Poor drainage, stagnant water
- Open field defecation.

2.b   Major problems (piped water)
- No. O&M fund, difficulty in raising fund
- Insufficient yield at source to meet demand
- Lack of trained maintenance worker
- Lack of rules, regulations; ineffective enforcement of rules
- Technical problems (e.g. broken tanks, pipelines etc. unrepaired)
- Open field defecation practices.

Different tools used:
- Mass gathering
- Observation (village walk)
- Committee meetings
- Group discussions
- Mapping (social system, mobility)
- Decision making matrix
- Inter PAR communities exchange visits
- Cause effect relationship
- Matrix ranking (preference)
- Community workshops

- PAR volunteers training
- SWOP analysis
- Observation visits
- Unserialised postures
- Pairwise ranking.

3.   Agenda setting

The problem solving strategy identified by the communities, for example on the problem 'Less water from present source', resulted in the following priority solutions identified:

1. Look for new source.
2. Try corrective measures to improve and regulate the flow at standpoints.
3. Take out part of pipe and lay it out along more steeper slopes.
4. Construct a subreservoir tank if problems not solved by above.

The criteria used by the community included:

1. This is a root cause of our problem - intermittent flow.
2. Already had some efforts in past.
3. One of the major interests of the community.

The action plans identified comprised:

1. Survey and design.
2. Mass meeting for consensus.
3. Start collection of local materials.
4. Construction of additional pipeline.

Thapa added that the communities often cite causes as problems.

4.   Learning points

General learning points include:
- Only few leading/active people are involved in community activities.
- Excessive outsider intervention may be counter productive and contribute to increasing dependency.
- The communities have expectations from the PAR project contacts.
- A time to time guidance is essential for effective community management, as was shown in community forestry programme in Lele.
- The agency has a role in bringing positive change and increase awareness (meeting more regular, record keeping, financial transparency etc. - Gajedi).
- To ensure technical soundness, basic technical skills/knowledge is be provided to user group before construction/installation.
- Given the opportunity women equally play key roles on management of water supply services. It worked in the forestry programme, now also women PAR volunteers operate.
- Many people still think water should be free.

In the initial contacts with the PAR team all four communities were asking for support to solve their water problems. As result of the PAR process now only one is asking for funds from outside to help repair their water system. In Lele, the indigenous system of community members paying four kilogram of grain to the local priest for the poor people was transferred to pay for the improved water system.

Clarifications

- Bunker: Sometimes you are part of a solution, sometimes of a problem. I strongly suggest that the PAR team from Nepal visits Tilonia.

- Christine: How was the problem solving strategy developed, and how did you find out if it was the best for the circumstances? Are there other examples of experimentation with problem solving?
  Thapa: We presented options to the community. They are just starting to experiment with it.
  Isaack: There are two sides to this. What are the possible solutions that can be tried and observed how they work out? The second question is what is the process of knowing if and how it works.

- Milagros: The process of selecting a correct solution is very complex. The communities see other problems than technical people. To get better solutions we have to take technical problems as a basis, but management and organizational problems need to be tackled in parallel. Hopefully this point will be discussed further. Because we help the people to solve an immediate technical problem, they may not value sufficiently the organizational aspects.

- John: Thapa's example of the identified problem with intermittent flow is a technical problem, but may also have a social cause. Were the root causes of the problem analysed?
  Thapa: In this community with 90 households there was only 0.12 litre per second water flow, which is insufficient.

Additions

- In **Pakistan**, two communities went through the process of selecting a solution on their problem on the basis of comparing various options, with their advantages and disadvantages. They also developed a form to monitor results. The PAR process also helped them to solve other problems, such as enlargement of the water tank and a water contamination problem.

- Bunker: The level of immunity to water contamination should be part of this research. If you do this, you better throw the WHO water quality standards out of the window. Why should water flow the whole day? Why not for a few hours only? What do you do about waste of water?

- In **Cameroon**, we noticed that in all communities the first problem they wanted to solve were all technical problems. So, we went back to them and together with them did a problem-cause- effect analysis. In all cases, it turned out that the

management problems were the root causes of most of their problems. For example, the control of leakages through better management of the water system was identified as a root cause of so many problems in Nkouondja reason, for which they went out immediately to control all leakages. Management issues often underlie what seem to be technical problems on first sight.

- Also in **Colombia,** communities identified improvements in the water infrastructure as their most immediate problem. Lack of co-ordination between organizations and lack of ways to get financial support were the other priority problems identified by the communities.

- Also in **Kenya** the technical problems initially get priority by communities over management problems. The PAR team takes an active role in handling physical improvements hand in hand with improved management. Before you buy pipes you need to organise that, communities appreciate that.
  Our dilemma when we talk about experimentation is what do we mean with it? What research questions do you ask, where do we go next? How do we do this together with communities so that they can learn from it, and not only us?

- John: The same questions are common in the agricultural farmer driven co-operative improvements. One experiment with management approaches tried there with interesting result is not experimenting in reality, but in a process of thinking through the past, present and future. Farmers were asked to list management, access and control of resources 20 years ago, now and how they like things to be 20 years from now. Who wins, who loses from various management options? The results were discussed and debated.

- Isaack: Coming back to the question of Bunker on waste of water he did not see much of a problem. In one of the PAR communities in **Kenya,** the woman caretaker locks the water tap for most of the day. Should other villages also put a lock on the flow of water? Most of the water that is said to be wasted returns to nature.

Lessons learned

The following lessons learned were formulated on problems identified and agenda setting:

- In first instance communities cite problems of more immediate, physical, technical needs. Underlying causes need to be identified, they are often of managerial nature.
- Problem identification is a continuous process.
- What we may not see as a problem may be a problem for the community. This requires sufficient openness from our side.
- Developing the capacity of the community in identifying and analysing problems/ possible solutions is a long - term process.
- The process/steps from 'possible solutions' identified to 'adopted solutions" must be very clear.

- Working on problem solving strategies to direct "urgent" problems can be an entry point to work parallel on managerial/organizational issues, which at first seems to be less material.

7.   Monitoring and reporting (Pakistan)

This session of monitoring was joined by two guests from the funding agency DGIS, who were introduced by Marc:
Mr. Piet de Lange, from the Research Department, who is the link with the PAR Manage project,
Mr. Willem Ankersmit, water specialist in the newly formed Social Policy Department, who in future will handle the project of dissemination.

Altaf introduced the monitoring and reporting experience from Pakistan. He identified three levels of monitoring: at the global level (DGIS and IRC), at the PAR team level (partner organizations) and at the community level.

Participatory monitoring is a challenging task now-a-days. When doing such an activity the essential aspect is to be clear to whom you are going to report. Most of the people at agency and donor level are used to doing quantitative monitoring for the expected results. The need is to do qualitative monitoring in a participatory way which contributes to improvement of the capacity of the stakeholder, to refine the program objectives and identify the need for additional resources required.

As an example of indicators for evaluation of a result in PAR he used the expected activity "form community research teams in four communities". The result for that is: CRTs formed. The direct indicator is presence of a research team in the communities. The quality of the teams, the representation and leadership situation in the CRT should be monitored.

At the community level, monitoring is going on in practice of daily life. The capacity of doing this in a conscious and planned way needs to be build up. Women in the village say "this water is dirty for drinking" and also farmers monitor their land quality for their crops and need for irrigation water for agricultural fields. Our first experience with introducing monitoring systems to the CRTs on the basis of the experiences gained in the Netherlands with six countries, and at the regional meetings with two countries, did not work out well. We could not get the example of community monitoring across. The second effort was made to introduce it in a workshop discussing the work plans of the CRTs. We asked them what indicators they were going to use when monitoring results in their villages. They came with some good indicators looking at their own situation and experiences.

After this workshop with the community research teams the PAR team realized that it had to do more on monitoring than they initially had thought. Two weeks ago the PAR team did a role play at Aga Khan Health Service office in Gilgit on monitoring thinking through the perceptions of different members and groups of the community. As subject for this role play they took the wanted result "Community is organized". The role play resulted in the following specifications and indicators:

Specifications

1. Ability to develop common decisions.
2. Collective initiatives are taken.
3. Acceptable (for all) leadership is present..

Indicators

1. Conflicting opinions are discussed or if silent, noted.
2. At least 80% of households are represented when decisions are taken.
3. Low turn-over of people.

For the second result of the problem solving strategy ' New site for water tank selected' they were as follows:

Specifications

1. The tank should be accessible.
2. No pollution should be possible.
3. The tank should be big enough to cover needs of all.
4. The tank should be build on undisputed land.

Indicators

1. Location less than 1km away from the village.
2. Location above the settlement, less human activities interfere.
3. Location of tank on communal land.

These were initial experiences on monitoring in Pakistan, there is still a lot of scope for improvement.

Clarification

- Bunker: How do you bring in urgency in monitoring if the water system breaks down?
  Altaf: If the operation is effectively monitored by the responsible people and if spareparts are locally available it can be repaired in a very short time, even in a day. The water supply system in one PAR community has been out of order for five years, but there was an alternate water source available.
  Isaack: The urgency is depending on the availability of an alternative water source. If no alternative source exist it may take two or three days before the system is repaired. If another source is there and in the rainy season there is less urgency. What we like to see the PAR project do is to counter good water availability going up and down.

- John: What are the plans for the next steps? Several groups have an interest to monitor their own results. The PAR teams should try to further strengthen and build on the capacity of the communities to do this. Have the PAR teams come across examples of more systematic monitoring by communities?

Additions

- In Sigomere, **Kenya**, the village committee has once a year an external audit of their funds, which is reported to the community.

- In many communities in **Nepal** improved growing of crops is being monitored regularly. We wanted to introduce it also to the water sector, but it was difficult. To make the notion of what monitoring is more concrete for the communities we used two examples. If you travel on the highway you note the places and land marks that you pass. The second one was: keep track of how much water and medicine your chicken requires.

- Also in **Colombia**, monitoring is in the initial phase. The water operator monitors the pH value of the water and walks regularly through the community asking people about the water quality.

- The PAR team in **Guatemala** is now conscious about a lot of errors made. Apuagua has 10 pages of regulations on the use of water to which no one complies. Its also did not work for the seven communities involved in the PAR process. They now want to change these regulations.

Bertus: There are three levels of monitoring. The first one which has been presented here is on water quality and quantity. The second one is communities monitoring the managerial aspect, and the third one is monitoring of the PAR process at all levels. All three have different stakeholders and need different monitoring techniques and reports. What has been done on this sofar? Altaf: Following the first workshop with the community research teams we asked them after six months after our visits to the communities what they think we have to change and what suggestions they have about required inputs of the PAR team. They told us that our behaviour was not different from that of other outside agents, so we have to improve our behaviour. They said that when community meetings were organized in the mosque or other religious places of one sect, some people did not participate in these meetings. So the teams suggested to call future meetings in a neutral place, which will be accessible for all the people who live in different parts of the village.

- Bunker: It is crucial that the capacity of the water committee to monitor is being strengthened.
  Altaf: When we started the project only two of the PAR communities had a water committee. Now, all four communities have local research teams and caretakers for their water supply schemes. In all communities we are trying to build the capacity of monitoring.

- Piet de Lange: DGIS is interested to see to what extent this PAR project does result in a monitoring system that can left behind, after the PAR teams leave the communities.

Christine: My concern is that we should not become doctors, keeping a finger at the pulse of the patient. The PAR teams should bring about a more conscious and systematic monitoring capacity of water committees of progress at the community level. The question is how do that.

As part of this session IAG member John Thompson gave a presentation on participatory monitoring and evaluation and documenting the process, which is summarised in the box below.

Participatory monitoring and evaluation and documenting the process: John Thompson

In his presentation IAG member John Thompson talked about information control and the right of information for people. He first introduced the term "participation; means to which end". This ranges from co-option with full outside control in establishing priorities and objectives to collective action, in which local people set their own agenda and mobilise themselves to carry it out, with outsiders only as initial catalysts. (See appendix 3 for further details).

The classical monitoring and evaluation as accepted by donors and other external support agencies is usually the end after the concept and design, planning and implementation and operation phases of a project. Outside consultants are flown in to come up with the classical indicators for evaluation.
We want to go for monitoring by communities.

Participatory monitoring and evaluations include finding answers on the questions why and what is being monitored, how, when and by whom? Below the functions are being described on each of these points.

Why monitor and evaluate?
• Strengthen capacity of local people to reflect/act
• Local people control information
• Improve performance/increase impacts
• Accountability/learn lessons to share with others.

What to monitor and evaluate?
• Process, as very well described by Altaf
• Outcomes of activities - assess trends and change, over time and space
• Outputs
• Impacts

How to monitor and evaluate?
• Establish baseline/benchmarks, your diagnostic phase may have given you benchmarks, for example on the registered level of conflict, or the funds available in the maintenance fund.
• Select key criteria & indicators , local and group specific, as well as generic, common
• Participatory methodology to involve key stakeholders.

When to monitor and evaluate?
• Establish baseline during initial diagnostic phase
• As and when need arises.

Who monitors and evaluates?
• Key stakeholders
- Local people/interest groups
- Local people and external support persons (NGOs, Government, Researchers...)
- Others? (Donors...)

Stakeholders analysis
• Zero-sum gains
• Negative sum gains
• Positive gains

As examples of community monitoring he mentioned how in India the community checks public information at local health centres. In Sri Lanka in an integrated irrigation, water resources and rural development programme, the illiterate communities have since three years been monitoring the strength and weaknesses of their NGO.

Documenting the Process

A separate subject treated by John was 'documenting the process'. This involves:
- Access to and control of information: right to information
- Learning from experience.

The cycle of Action/ Reflection/Learning/Action has to be a fundamental part of the PAR project. Visualisation helps to bring in illiterate people. Not documenting the process because of lack of time is a weak excuse.

- Sharing lessons:
* Spreading ideas
* Avoiding "reinventing the water wheel"
* Learning from others experiences
* Building an institutional memory.

- Appropriate media:
* Conventional: written, technical reports
* Other media
  Traditional:
  - Oral literature - stories, narratives, poems, songs
  - Performances - plays, puppet shows, etc.

* Audio-visual:
  - Video
  - Photo-montages/picture books/pictorial records
  - Pictures/illustrations/sketches
  - Paintings/maps & diagrams/charts
  - Audio-cassettes - testimonies, stories, voices.

In South Africa and India for example, slum dwellers are putting their experiences on cassettes in local languages and in English and they share those between them.

Discussion:

- Bunker: Unless your own organization is transparent in its dealing with information you cannot expect an open response from the communities.

- Eveline: There is a difference between participatory monitoring and self monitoring. At lunch we discussed with the mid term evaluator to change the evaluation process to have the PAR teams evaluate themselves.

- Piet: This was a rather idealistic approach. How can it be tackled in the reality of a project being short on time as well as resources?
  Eveline: Selecting only a handful of crucial indicators and using your gut feeling is helpful.

- Isaack: What does it give me to write, if I do not get the benefits , the recognition?

John: Writing gives you a chance to reflect on what you have been doing. The benefits of writing are that it is good for your self respect, and it contributes to the institutional memory. One of the key lessons about writing for policy makers is: the shorter the better. They have usually only time to read a one or two - page executive summary.

- Bunker: The Nepal presentation was so basic. It should not have taken two years to come up with these simple questions. We know of the lack of spareparts when the pump breaks down.

- Christine: It is not the basics of these problems which is relevant, there problems have been there. What matters is what you can d now to realise why it takes so long to get it better organized.

- Thapa: The PAR project is not dealing with ideal communities, but they now realise they consider these water problem their problems.

- John: Coming back to the point of not investing in documenting your experiences without benefits, recognition is another point. In the IIED magazine PAL Notes acknowledge local sources and contributions in a footnote, we want to move these contributors to the beginning of the articles as co-authors.
  Regarding the Nepal presentation 'simplicity' is not the issue. The PAR communities are now getting aware about their water problems and find out what they themselves can do to solve them, as well as what support they can get from outside.

- Bunker: Is part of the PAR process how communities can be made less dependent on the government, and is this monitored? The second point is who owns the water pump? If it is owned by the community it will maintain it, if it is government or NGO owned it will run into problems. If the PAR project contribute to less dependence it is a success.

- Christine: There is a wide variation around the table considering community-management. In **Cameroon,** there are communities that have managed their water without government inputs, and all we are doing is, supporting them to strengthen their management capability for a sustainable water supply.

- Cecilia: In **Colombia,** being independent of the government means being on an island. You need contact with the water supply system and agency.

- Christine: In villages where village development committees exist which are running the water system, the government people coming to collect tax were kicked out. In Cameroon, the government does not own the water systems, but manages them.

- Piet: The ultimate goal is to determine indicators for the enhancement of community managed water supply. DGIS as donor is interested in common indicators that can be applied country wise and community wise.

Lessons learned

The following lessons learned were formulated on monitoring.

- Since there are various stakeholders in the project different levels of monitoring exist.

- Sometimes there are overlapping indicators among these stakeholders.

- Especially at the level of the community it has to be further operationalised, for this we have to deepen our insight on monitoring techniques.

- Clearly defined indicators are needed for the results required, not only quantitative but especially qualitative ones, which are more difficult to develop.

- PAR teams monitor themselves and assist communities to develop their monitoring indicators to monitor their own and the PAR team performance.

- Monitoring has to be done regularly.

8.   Conclusions and lessons learned

In the final session the participants were asked to review all the lessons learned which emerged from the presentations and discussions on the six issues of previous days. They selected the three most important suggestions which they felt merit discussion in their PAR team in view of the work planning for 1997.

Kenya:
1. How to make the sharing of experience in the National Reference Group more effective, especially the policy review process.
2. Better tailoring of monitoring tools and procedures for various stakeholders at all levels to assess achievements based on their needs.
3. Review the capacities acquired sofar by the various stakeholders and review the problems identified to better handle the experimentation (finding solutions) phase.

Answering a question for clarification on the last point Isaack Oenga added this would include showing the communities that this PAR process can help them to solve other problems on their own as well, and that they are better posed for asking assistance for this from outside. Marc Lammerink stressed that this presentation to the communities should be done in such a way that the communities can make the link themselves. This means that the PAR teams have to explore other feedback mechanisms than just words. This but could include the use of puppets, drama or other visual methods.

Nepal:
1. Reviewing the PAR process, rethink before we take next actions in line with lessons learned here on capacity building and on going beyond the water programme.
2. The PAR team should be even more dedicated then it already is and consolidate the lessons on the PAR process sofar, rather than focus on techniques.
3. On monitoring the PAR team should not only develop a system for the communities, but the communities should also monitor the team performance.
4. We should ask ourselves if there may be conflicting roles of PAR volunteers as volunteer and as key informant.
5. Has there been enough thought given to the understanding of the organizational capacities of communities and the strengthening of them.

On point 4 Eveline Bolt asked whether it was Thapa's gut-feeling that a conflict existed on the different roles of PAR volunteers, and that the PAR team should be careful not to rely only on the PAR volunteers for their information.
In the discussion Isaack and Christine did not see the problem, although Isaack added 'how do you solve the problem of PAR volunteers or community research team members withholding or filtering information in their communication with the community?'. Marc Lammerink suggested that this can be solved if the PAR volunteers would at key moments hold large meetings in the community, in which they present the issues in a transparent way and let the larger communities agree to decisions. Cecilia said she did not see how you could separate the roles of CRT member and key informant. They live in the communities and they will give

information to them anyway, as well as be a CRTmember. Christine added that people make personal judgements, and that these cannot be avoided.

Marc suggested that clarifying these different roles would at least be of help. The whole PAR process is aiming to give some people in the communities a helicopter view on learning to solve their own problems through informed transparent decision making. At the same time our role as facilitators is to be careful not to build new intellectuals.
The ultimate goal is to democratise information and the power related to holding information by building new social agents with more autonomy at community level.

Cameroon:
Christine concluded firstly, that a lot of what she learned here has effect on her work and she was going to facilitate the discussion with her colleagues, and secondly, that although a framework exists a lot of creativity is needed on the basis of the experiences witnessed in the communities.

1. Review our standing with the communities on:
* how they see us;
* what they have gained sofar;
* check skills in communities on having helicopter view;
* improving relations between PAR team and communities;
* discuss what we do with communities not selected.

2. Critically assess roles and stakes of the NRG and CRTs in the PAR process.

3. Have we sufficiently taken in all stakeholders in the community and our own stakes? This may need more work.

4. The idea of continuous, conscious monitoring, using the planning loops is important for the learning process and needs to be applied in the experimentation phase now in progress, for which she will use some of the examples learned at the workshop.

On a question of clarification on what was envisaged about the NRG role Christine explained that the NRG has been influencing the PAR team and the other way around. However, the NRG has not been sufficiently used in this direction. The team would discuss how useful the NRG can be in the experimentation phase and develop a monitoring system to assess progress at that level.

Colombia:
Cecilia mentioned that her three points were closely related to the underlying basis of the project:
1. for the continuity of the PAR project it is important to distinguish between its focus on "building new social agents" which are autonomous and have management capacity and the more immediate nature of a development project which does not include reflection on the context.

2. It is necessary to clarify the function of the CRTs and make sure that their experience links up with other community organizations, so that the PAR process has a snowball effect into a bigger movement.
3. For the further strengthening of the CRTs it is necessary to find out the nature of problems and their underlying causes.

As an example for the snowballing Cecilia mentioned that the CRTs when presenting their workplans should bring in other community organizations.

Guatemala
1. The CRT should not be a leading group within the community, but it should play a facilitating role in a charismatic way and with capacity to do so. In this process better use should be made of traditional leaders.
2. Future community selection must be based on criteria proposed by the communities themselves. In this way participation will be spontaneous and will be offering options instead of occasions.
3. In diagnostic work every situation requires a different approach. We must not force processes, rather our work must depart from the existing capacity within the community.

Milagros learned at this workshop that there are very big differences already between for example Guatemala and Colombia. This poses limitations to the project but also provides opportunities.

Pakistan
1. Strengthening of partnership ties with the NRG is important to create a fertile ground for influencing policy makers and future capacity building activities at national level. We will try to make space for CRTs in NRG meetings to participate and present their opinions.
2. Inter community visits are useful, seeing things have more strong effects rather then hearing and this visit will be also meant for practising research tools and further utilization of the capacity CRTs have. These visits should not only take place in PAR villages, but also in other communities as well.
3. How do we use this "time consuming and not cost-effective approach" in our other water programs? What we can do is to contribute the lessons learned in PAR on community selection we discussed in the workshop, which may be less time consuming than in the PAR project. The PAR team approach should be extended to the water and sanitation extension programme keeping in mind that each situation, culture and place needs its own values and approach.

On the question if lessons from the PAR project in the diagnostic phase do not apply for the expansion programme Altaf replied: "not totally, selectively yes, but not as extensive as in PAR".

Milagros at this point commented that she had heard a lot about strengthening capacities. "How do I go about strengthening community capacity. Communities have strengthened me!"
Altaf said, yes it is a learning process for us also, but it is also important to get communities to use their capacities in solving other common problems. Usually there is

a lot of community management in the construction phase of the water supply scheme, but before and after the construction it is usually lacking.

Cecilia added that it is a two-way process of PAR teams and CRTs working together and strengthening each other.

In his conclusion of this session Marc applauded the very big job that the participants had achieved, not only in this session, but also in earlier days here and in their work at home.

Bunker Roy

In the afternoon the only still present IAG member Bunker Roy shared his conclusions and lessons learned with the group.

In his view the most important contribution this project could make in the next phase is the strengthening of capacities in communities as well as in organizations. In communities first build capacity:

- to resist (build self respect)
- to explain
- to clarify (dignity)
- to demand
- to set an example.

This is our business as agency staff. This can have a ripple or snowball effect. If it can work in 24 communities in six countries it can expand to other communities and countries.

It can contribute to strengthening the capacity of the organizations involved:

- to unlearn, make you human and humble;
- to facilitate rather than implement;
- to facilitate two way communication;
- to install confidence, provide infrastructural support to a moral idea;
- to listen and take a back seat;
- to keep a low-profile;
- to phase out without leaving behind a vacuum or dependency.

Other lessons identified for the PAR teams by Bunker Roy include:
1. Begin a process of reducing the dependency of communities on government (planning, implementation, maintenance)
2. Resolve the critical issue to whom the water equipment belongs, to the community or to the government.
3. Convince agencies that traditional water supply systems can also be classified as "improved".
4. All the villagers have the right to demand and receive all information.
Transparency is needed on both sides.

Milagros was very happy that Bunkers conclusions and lessons learned had provided her an answer that she had been waiting for on the question of how to strengthen the capacity of the communities.

9.   Disseminating results

Marc introduced the discussion by bringing the group up-to-date on the status of the proposal on the dissemination strategy, which was developed on the request of DGIS. In words DGIS has confirmed that we can go ahead from January on with the budget envisaged. The dissemination is not an easy component of the PAR project.
Points of clarification on the proposal were not needed, although Isaack said he didn't receive all the pages.

The dissemination addresses three main "audiences", "target groups":
* communities;
* sector professionals (planners, engineers, researchers, social staff, field workers);
* policy and decision makers.

The next question is what do we have available for sharing, and what may be of interest to whom?

At this point Isaack referred back to Marc's remark that dissemination is not easy, and he requested to have a brainstorming on it. To start this off Eveline suggested to share with the group the discussion that she had had with the Pakistani team in September on how dissemination activities for 1997 could be placed into a broader model of development communication. This model combines advocacy (getting commitment of key decision makers), social mobilisation (of relevant partners and allies) and programme communication (messages and communication tools and outlets appropriate for the different stakeholders). The use of this model and how much action is needed per component varies per country and situation.

Development Communication Model
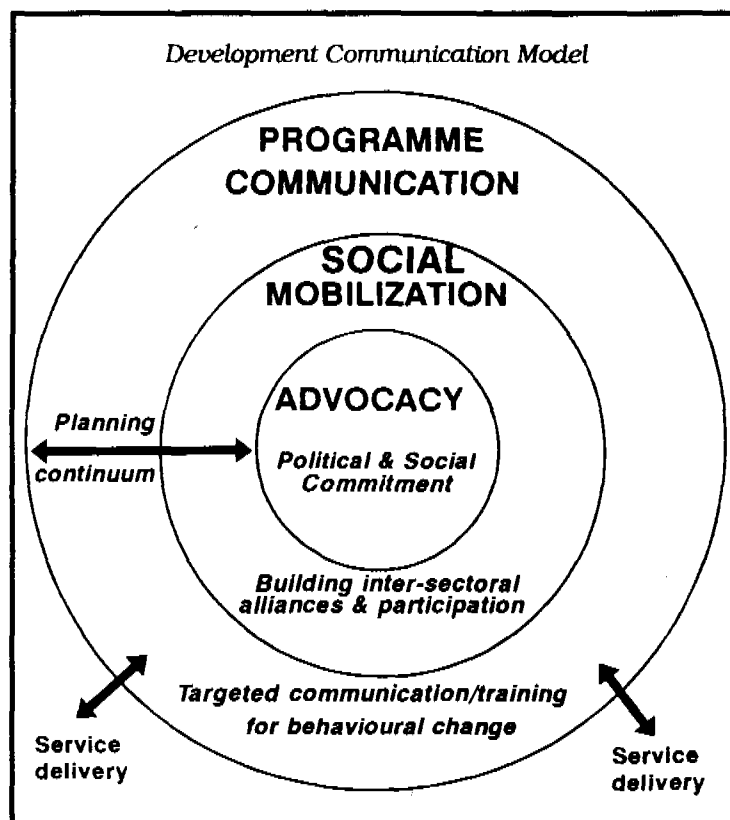
In the discussion which emerged Isaack felt that the global themes which were to be disseminated in the next four years as part of a systematic process were missing. Milagros was surprised about the discussion on dissemination, as far as results in our communities are concerned, we have nothing to disseminate yet.

Marc agreed that a systematic approach is needed. He pointed out that examples of dissemination from all countries and at the global level though newsletter items, articles in the sector periodical "Waterlines", presentations on the PAR project at congresses and workshops are already taking place. Copies were included in the workshop folder.

This triggered a card exercise listing the dissemination activities already undertaken in the countries, the purpose and the "audience" reached by the activities. Isaack wanted to see these put in a planning sequence at three levels: global (IRC), country (PAR team) and community (CRTs).

DISSEMINATION

Activity	Purpose	"Audience"
Conferences on comm. management	- find out whether training matches with professional demand	- trainers - implementors - donors
Presented paper on CM at the ITN Africa meeting (Harare)	- exchange and synthesisation of experiences	- NGO's - govt. dep. } management level - donors
Organized workshops with **communities** and with **NRG**	- share exp. influence policy - get feed-back - capacity building for undertaking analysis	- wide variety - community members
Development of comm. management of water supplies strategies for MLRRWD Kenya	- contribute to policy development	- government - donors
Workshop with NRG (water sector: PRA Practitioners) on comm. management	- awareness-raising - capacity building	- NRG - Water agency - university - PRA-practitioners
Produced reports on workshop proceedings	- advocacy	- trainers - fieldworkers - sector professionals
Attended other workshops and gave presentation		
Articles in various journals/newsletters		

Activities	Purpose	"Audience"
- Forum for sociologists on PAR	- Preparation for Carthagena to identify areas/themes	- sociologists & popular educ.
- International workshop on water - The CRTS presented their progress before the regional workshop (Colombia - Guatemala	- exchange of exp. on all techn. - exchange of exp.	- engineers - CINARA PAR-teams (IAG member)
Exchange visits with communities to see comm. managed projects	- awareness-raising through exposure	- community members - implementors
Briefing sessions for managers from Ethiopia on comm. management	- advocacy	- regional managers (govt. staff)
Presentations about PAR and its process outcome to: 1) communities 2) within organization 3) beyond organization at country level through reports and at regional level a training course attended by engineers from India/Bangladesh	- sharing for awareness - capacity building - advocacy - awareness	Eng. India/Bangladesh

From this listing Marc concluded that the teams have already done more than they think, making use of opportunities that occur such as a congress. Important is to plan dissemination activities so that you can shape and organise it in an orderly way. The second key issue is to find out what people at different levels need to know. A third point is that sector professionals need to develop better communication skills, listening and being open for dialogue. Marc felt that the participants in the two years work in the PAR project have developed their interpersonal communication skills, ("from earlier rather top-down to now more horizontal").

It is now a matter of using additional communication tools (puppets, drama, video, audio visual, articles, rural radio etc.) to share our key findings on experiences with community managed water supply.

Isaack expressed the need for three things:

*   the need to re-live, rethink and repackage our experience to share it with others. We have to specify which others and find out what their communication needs are and what communication tools are most appropriate for them. This will cost the teams time.
*   then systematically send it out, not only by using opportunities, but also by creating opportunities.
*   then repackage messages for use in short courses and to influence school curricula.

His final remark concerned a continuous use of indicators to assess what is achieved with the dissemination process.

Eveline added that the question is what the teams are planning to do next year on dissemination. Only after that they can decide what resources are needed.
Isaack replied that he is still looking for guidance. The rapporteur was permitted to offer support in this area.

Marc explained that ideas from the group are very valuable and welcome for the further development of the dissemination proposal. He anticipates that he has to write an inception plan for DGIS with detailed actions and costs per country early next year. He suggested that the teams budget two days work for thinking and writing up these activities and that they be mailed to him by the end of December.

Theory and Practice on World Congress on Africa Research, Action Learning and Process Management, Cartagena: Orlando Fals Borda

Before starting his presentation, Orlando congratulated the participants. He had noticed a great advancement in their progress of problem identification and analysis and in the way they presented their ideas since the meeting of two years ago. He had noticed more assurance and more confidence on using participatory action research techniques. Compared to other teams learning participatory action research you have done a remarkable job in two years, he told participants. We know that the PAR process takes time, so I would suggest not to close the project. You may need much more time to show results, especially if you go beyond the technical water problems, but pursue the root causes which are social, economical, political and cultural. These must be faced as well.

This is pertinent also for the World Congress "Convergence in Knowledge, Space and Time" on Participatory Action Research, Action Learning and Process-Management in Cartagena, Colombia, 1 - 5 June 1997. PAR is not the same as 20 years ago, when the first conference took place. Then it was mainly a concern of social scientists, now it is also the concern of professional from various disciplines. An important working group next year is being organized by engineers like you on systematic thinking: Systems Theory and Social Emancipation. This focuses on the context in which physical things are set to avoid engineering disasters such as dams and bridges only on the basis of technical and cost-benefit analysis, without taking environmental and social costs into account. The system engineers from Hull University in the UK organises this session. Professor Robert Flood's book "Social Emancipation" is an excellent introduction, and shows that engineering not only producers mechanics but thinkers as well. The conference theme of 'convergence of knowledge' aims to facilitate an inter -disciplinary encounter, of biology, sociology, culture as contributions to new knowledge.

The problems that we heard from the participants in this PAR Community Management workshop are very specific, but we heard various people mentioning that the project should go beyond technical water supply. You are now finding the root causes beyond technical problems. The Congress provides a large forum in which you can share your experiences and ideas. PAR is a philosophy for life.

Discussion:

A discussion emerged on which session and in what way a PAR project preparation would be most appropriate. Group III session 1: 'Democratic use of land, biodiversity and natural resources', seems to be the most logic one. Marc had weeks ago written a letter to its Convenor, Dario Fajardo, with no reply yet. Abstracts have to be submitted by 15 November. There is a lot of competition, if abstracts are accepted the full papers have to be presented by 15 March 1997.

For people whose paper is selected, travel and subsistence allowances will be paid. There is also a small travel fund to support selected participants from developing countries.

- John: I see two possibilities for the PAR project. One is a series of case studies, two is a story on the whole PAR process and reflections by participants from the field.

Bunker: The Congress should follow the example of the Habitat II Conference in Istanbul in June 1996 of selecting the 10 best practices from the field. These were shared and discussed in the plenary of the global forum. This makes the key issues of the Congress more tangible and closer to reality on the ground, rather than through thoughts and theory.

- John: The other day we saw two videos from the PAR process in two countries. This would be another possibility of presenting the PAR project. Drawing together a well-edited 15 minutes narrative on video, which should be shown in the video/film room of the Congress.
  The most exciting conferences I have witnessed in the last 18 months were in the Netherlands and Germany: 'Dare to Shar'e fairs, providing a more interactive process. It is a market place with displays and room for demonstrations and exercises which visitors can select. They are very useful and are releasing a lot of energy.

- Orlando: These suggestions are very welcome. The Garden of Proposals in the programme can be used for this.

- Marc: Perhaps we can organise a small workshop on the PAR water project in one of those sessions.

- John: All the stars from PAR will be there in Cartagena. How about ensuring the participation of the not so famous field workers and farmers in the Congress? It is good to hear the views about the professionals in PAR of those who are the receiving end.

- Orlando: In the organising committee I am an attorney in your favour. You are working in the field doing interesting things, present them with your heads held high.

10.   Agreements

In the final session the participants agreed on the following points:

1. The draft report of this workshop will be E-mailed or faxed to all participants in ten days time. Corrections and comments need to be E-mailed faxed to the rapporteur by mid - November.

2. Each country will provide by the end of 1996 inputs to the inception report of the dissemination activities based on the proposal of 1995 and the discussions at this workshop.

3. The report and the three formulated suggestions are the basis for discussions within the PAR teams on the workshop results, answering two questions:
   - If you would start a new PAR process, how would you do it differently from what you have done now?
   - What are the implications of the lessons learned for the coming years? The teams will provide an attachment to the work plan 1997 of two pages operationalising the results.

4. Send the work plans 1997 by mid December.

5. The second progress reports are due in ten days time.

11.   Evaluation

Every participants was asked to mention spontaneously one thing they liked and one thing they did not like about the workshop:

Thapa:
liked: significance of this workshop, identification of various stakeholders and the necessity of conceptual change, impressed what he heard from Bunker Roy.
disliked: there were not even 10 minutes in the programme to go to the beach.

Cecilia:
liked: seeing old and new friends, she could feel lived through experiences and discussions. A lot of work has been done behind the things that were discussed here.
disliked: all the inside difficulties in the IRC team.

Milagros:
liked: getting to know people from different continents.
disliked: expected more support and discussion inputs from the IAG members; and Norah not being present had an impact on her, not getting the usual support.

Isaack:
liked: useful workshop giving me reassurance on the PAR process, learned that we all have similar struggles, which will help to strengthen our team spirit.
disliked: we are all educated people who can count. If so many things are to be discussed better time management would have been needed. Now I felt pushed.

Altaf:
liked: very nice to meet colleagues.
disliked: the meeting was not well organized (first communication, confusion about the dates, no one at the airport so I got stuck at the police for two hours).

Marc:
liked: what you have achieved in two years, very content.
disliked: bottlenecks in advance organization, lack of support from and a lot of pressure from IRC.

Dick:
liked: listening and seeing a lot of interesting experience from the countries.
disliked: you all talked a lot, so I have to report a lot next week.

Eveline:
liked: meeting old and new friends and witness how far we have all got.
disliked: too much work pressure in advance and bad organization.

Appendix 1 Programme of Second International Exchange Workshop

GENERAL TOPIC

Exchange on experiences gained in the country teams with the PAR project on Community management of water supply and sanitation in six countries in the South and to get feed-back from the IAG-members.

PARTICIPANTS

PAR teams: Mrs. Milagros Escobar (Guatemala), Mr. Isaack Oenga (Kenya), Mr. Rajan Thapa (Nepal), Mr. Altaf Hussain (Pakistan), Mrs. Cecilia Gomez (Colombia), Mrs. Christine Poubom (Cameroon).

IAG members: Mr. Orlando Fals Borda (Colombia), Mrs. Theresia Kavita (Kenya), Mr. Bunker Roy (India), Mrs. Grazia (Switzerland), Mr. John Thompson (England).

IRC Netherlands: Mrs. Eveline Bolt, Mrs. Norah Espejo, Mr. Marc Lammerink, Mr. Jan Teun Visscher, Mr. Dick de Jong (rapporteur)

Mid-term evaluator: Mr. Bertus Haverkort (The Netherlands)

Translation: Mrs. Anabel Torres and Mrs. Imke Grijpma (The Netherlands)

DGIS: Mr. Piet de Lange, Mr. Willem Ankersmit (The Netherlands, visitors on October 3)

VENUE

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INTRODUCTION

At the time of this second international workshop the research teams have gone through the diagnosis phase with the communities and have started in most cases a period of experimentation with the communities in their respective countries.
The outcomes of this phase will be exchanged with the International Advisory Group. They are:

- Research teams consolidated;
- NRG group established and committed;
- Short list of problems that have been ranked according to certain criteria and have thus been selected by the community as problems for which to develop an agenda for experimentation,
- Insight in the potentialities of the communities and possible solutions to problems;
- Eagerness within the communities to look for possible strategies to solve the selected problems;
- Community research teams established/discussed;
- Institutional support and interest consolidated.

GENERAL OBJECTIVES

- To inform the International Advisory Group about project developments and research findings so far;
- To solicit comments/questions/advice from the IAG;
- To give IAG-members the opportunity to provide an input on a specific topic they feel is of importance and of relevance for us;
- To give the teams the opportunity to exchange and analyse experiences;
- To discuss future steps in the project based on the analysis;
- To get a better understanding of the dissemination proposal and look into the planning of the implementation;
- To do some preparatory work for the Cartagena meeting in 1997 (World Congress on PAR) from a global perspective;
- To introduce the mid-term evaluator to the project organization, methodology, processes and results obtained and to ensure that the terms of reference also reflect the needs the country teams.

OUTPUTS EXPECTED

The following outputs will be strived for:

- Workshop proceedings;
- Overview of problems identified in the communities;
- Overview of problems identified in the enrolment of research process;
- Overview of lessons learned related to community diagnosis on outcome and process;
- General understanding on the objectives and activities of the dissemination strategy;
- A plan for visits to two country teams by the mid-term evaluator;
- Action to be taken in future activities.

WORKSHOP CONDITIONS

Its is found important during this workshop to maintain a conducive surrounding and conditions which are important for learning: a climate of respect, trust and acceptance which allows for mistakes as a natural part of the learning process.

PREPARATORY WORK BY TEAMS

The teams will:

1. Prepare a brief presentation about 2 or 3 topics or activities that you have found to be most challenging, most worthwhile sharing: Highlights and difficulties from the last two years.

2. Prepare a more in-depth presentation on one of the following topics to presented during the three days: community selection, diagnosis process, community research teams, capacity building at community level, nature of problems identified, agenda for experimentation, NRG and monitoring and reporting.
    They will prepare as a team also in a written form, taking into account the following questions for each of the topics mentioned above:
    - Which are the mayor steps and activities undertaken during the process and what are the techniques/tools you used related to each topic? What are changes you introduced in the process designed?
    - What went well/not so well? What you liked, what not? What went different than planned?
    - What are reasons for this? What are the lessons learned?
    - What are consequences for future activities?

3. Prepare their ideas on a dissemination strategy for their country.

Monday 30 September

Introduction and Expectations

Morning:
- Opening of exchange workshop
- Getting to know each other (again)
- Expectations of the exchange workshop
- Preparation of presentations

Afternoon:
- Preparation continued
- Identification of lessons learned/issues to be discussed in detail
- Logistics for next days (reporting, animation)

Tuesday 1 October

Morning:
- Introductory words by IRC management
- Getting to know the IAG members (again)
- Inventory of topics of International Advisory Group
- Clarification of objectives of exchange workshop

Highlights of in-country experiences

- Short 15 min-presentations of six country teams on highlights and difficulties: Colombia, Cameroon, Nepal, Guatemala, Kenya, Pakistan.
- Lecture from IAG member: Teresia Kavita

Afternoon:

Community selection

- Introduction
- Presentation of one country representative
- Additional contributions other teams
- Discussion, conclusion and lessons learned

Diagnostic process and tools used

- Introduction
- Presentation of one country representative
- Additional contributions other teams
- Discussion, conclusion and lessons learned

Evening:
- OPEN SPACE: presentation of video's (Nepal and Cameroon), interchange of personal experiences and feelings, stories

Wednesday 2 October

Morning: -   Lecture from IAG member: Grazia Borrini

Community research teams and capacity building

-          Introduction
-          Presentation of one country representative
-          Additional contributions other teams
-          Discussion, conclusion and lessons learned

Afternoon:

National Reference Group

-          Introduction
-          Presentation of one country representative
-          Additional contributions other teams
-          Discussion, conclusion and lessons learned

Evening   -   Lecture from IAG member: Bunker Roy on Tilonia and the Collaborative Council WG on the role of the civil society in water supply
          -          Theory and practice on world congress: Lecture of Orlando Fals Borda
          -          Cartagena: what can we offer, what can it offer us?

Thursday 3 October

Morning

Nature of problems identified, agenda setting

-          Introduction
-          Presentation of one country representative
-          Additional contributions other teams
-          Discussion, conclusion and lessons learned

-          Explanation on objectives and process of mid-term evaluation: Bertus Haverkort

Afternoon

Monitoring and reporting
- Introduction
- Presentation of one country representative
- Additional contributions other teams
- Discussion, conclusion and lessons learned
- Lecture from IAG member: John Thompson

Conclusions and lessons learned
- Presentation of lessons learned
- Farewell to IAG members and Diner

Friday 4 October

Morning: - Consequences for future activities

Dissemination results
- Introduction
- Presentation of one country representative
- Exchange of ideas on activities and resources
- Discussion and conclusions

Afternoon:
- Detailed discussion on dissemination, budgeting
- New subjects that came up during the meeting
- Regional meetings
- Farewell of the country representatives

Appendix 2: Expectations and fears

On the first day of the workshop the participants from the countries and the IRC team were asked to put the expectations and fears about the workshop on cards. This resulted in the following groupings per category. The remarks made in the evaluation section make clear what has materialized from these expectations and fears.

EXPECTATIONS

Process:
- Know what we are doing and inform about our activities.
- To share experience on PAR process with country teams.
- Sharing experiences about PAR with different team members.
- Get more insight in how others are doing the research.
- Exchange ideas on how teams try to sustain interest in the PAR research.
- To obtain experiences from other teams.
- To meet colleagues met 2 years ago and obtain changes in perspectives/plans (historical).
- Get sufficient common understanding for phases to come.
- Identify the critical aspects of the project to be able to analyze them.
- Get clarity about future steps (contents and timewise).
- To further understanding of the PAR process.
- Explain the form in which continuity of the project can be given to the communities by PAR to improve management.
- Enrich the work that has been done until now through this interchange.

IAG:
- get IAG support, and the project's co-ordinators support, to guide the work in each country according to the project's difficulties and objectives.
- To inform IAG about the lessons learned in implementation of PAR approach.
- To get feed back from IAG on what we have done in two years.
- To meet and discuss with IAG members.
- Consultants support towards the achievement of the projects objectives.
- Feed back, comments and suggestions from IAG members.
- Openness and support all involved.
- Be allowed to give my views to others, including evaluator.
- To obtain comments/views from IAG.
- Learning together.

IRC support:
- Get insight in how I could improve support to country teams.

Roles and responsibilities:
- To know all stake holders involved in PAR including IAG.

Dissemination:
- To understand the dissemination philosophy and strategy development.
- To see how we as PAR global team can participate in the Cartagena conference.

FEARS

Time constraint:
- Whether we will have enough time for informal exchange of experiences.
- Less time to explore individual team difficulties.
- A fear of time shortage to discuss all the issues in detail/
- Not enough time to share, exchange with PAR team members and get feed back from IAG.
- A fear of not getting answers of all the questions I have in my mind.
- Too short the time to express so much.

Facilitation:
- Domination by a few of us who are vocal, thus loosing the wisdom of the silent.

Project/workshop environment:
- That participants feel defensive, not feeling sufficiently at ease to share "problems".
- Inquisitional attitude appearing.
- Fear of being seen that we do not cover enough if we do not cloud our programmes.
- A fear of not accepting the feed back given by the IAG by the other team members in our own country.
- The wish to have an evaluation.
- Get sufficient space for what not yet functioning well.
- Be able to express the project's limitations.

IRC team:
- That IRC can not remain functioning as a team
- Own team not yet functioning properly

Project realism:
- That what is being done in the present does not comply to the project's objectives and those of the community.

Mode of Participation	Part played in the process by local participants	Outsider control in establishing priorities & objectives	Participant ownership of the process & involvement in setting agendas	Mode of research & action, in relation to participants
Co-option	token representatives chosen, but have no real input or power; agency decision-making proceeds in a top-down manner 'in the name of the community'.	************ ************ ************ ************ ************ ************		ON/FOR
Compliance	tasks are assigned, with incentives; outsiders decide agenda and direct the process; some potential for tactical subversion at community level.	************ ************ ************ ************ ************ ************		FOR
Consultation	opinions are asked of local people, often through male leaders but also of different interest groups. Outsiders analyse and decide on the appropriate course of action	************ ************ ************ ************ *********** *********** **********	 * * *	FOR/WITH
Cooperation	local people work together with outsiders to determine priorities, responsibility for decision-making on action remains with outsiders, who direct the process	*********** ********* ********* ******* ******* ******* *******	* * *** *** ***** ***** *****	WITH
Co-learning	local people and outsiders share their knowledge, to create new understandings and work together towards action. Responsibility is shared, with different roles for outsiders as facilitators and catalysts	******* ******* ***** ***** *** *** * *	***** ***** ******* ******* ********* ********* ********* **********	WITH/BY
Collective action	local people set their own agenda and mobilise to carry it out, outsiders may act as initial catalysts, but the process proceeds in their absence		************* ************* ************* ************* ************* *************	BY

[Adapted from: Biggs (1989); Hart (1992); Pretty (1995)]

Andrea Cornwall, April 1995.