

MAINSTREAMING PARTICIPATORY DEVELOPMENT PROCESSES



Asian Development Bank

FOREWORD

There is increasing awareness of and commitment among the Bank's member countries to the need for achieving a broad consensus and "ownership" for government-sponsored development initiatives. Consequently, the Bank and its DMCs are seeking ways for involving a broader range of stakeholders in work relating to programming operations, policy analysis, and projects.

The *Report of the Task Force on Improving Project Quality* emphasized the need to enhance the sense of ownership of projects on the part of DMC governments and beneficiaries. It observed that this sense of ownership evolves from participation of DMC government officials and beneficiaries in the programming, planning, implementing, and operation of projects; and from perceptions that this involvement has a major influence on project quality, impact, and sustainability. The report noted that many aspects of the Bank's operations are becoming increasingly sensitive to the need for involving a broad range of stakeholders in all aspects of its operations. But at the same time, the Bank was encouraged to make a strong institutional commitment, in regard to its commitment and approach to increasing ownership of projects by stakeholder groups.

This *Framework for Mainstreaming Participatory Development Processes into Bank Operations* presents an overview of how participatory development processes fit into Bank operations, and of how these processes will be systematically incorporated into its business practices. The Framework complements other recently established policies that have provided for greater openness and accountability by the Bank in regard to its operations. These complementary policies include those relating to Confidentiality and Disclosure of Information, Governance, and the establishment of the Board Inspection Committee.

The Bank's experience in mainstreaming participatory development processes into its operations will be reviewed periodically. The lessons learned from these experiences will be reflected in future revisions of this Framework.

Kazi F. Jalal
Chief

Office of Environment and Social Development

Abbreviations

BTORs	–	Back-to-office-reports
CAPs	–	Country Assistance Programs
DMC	–	Developing Member Country
ISA	–	Initial Social Assessment
NGOs	–	Nongovernment organizations
OESD	–	Office of the Environment and Social Development
PD	–	Participatory Development
RETA	–	Regional Technical Assistance
SOCDD	–	Social Development Division
TA	–	Technical Assistance

CONTENTS

	Page
Foreword	i
Abbreviations	ii
I. INTRODUCTION	1
II. OVERVIEW OF PARTICIPATORY DEVELOPMENT	1
A. What is Participatory Development?	1
B. Mechanisms to Facilitate Participation	2
C. Benefits and Risks	3
III. OPERATIONAL IMPLICATIONS OF PARTICIPATORY DEVELOPMENT	5
A. Operational Implications for the Bank	5
B. Operational Implications for Agencies in Borrowing Countries	7
C. Operational Costs for the Bank	8
IV. FRAMEWORK FOR MAINSTREAMING PARTICIPATORY DEVELOPMENT PROCESSES	9
A. Focus of the Framework	9
B. Menu of Options for Incorporating Participatory Development Processes	10
C. Support from the Office of Environment and Social Development	12
APPENDIX	
Resource Materials on Participation	13

FRAMEWORK FOR MAINSTREAMING PARTICIPATORY DEVELOPMENT PROCESSES INTO BANK OPERATIONS

I. INTRODUCTION

1. This Framework describes how participatory development (PD) processes fit into the various business practices of the Bank, complementing other recent changes in business practices to catalyze a Wider sense of ownership of the development activities that the Bank supports. The Framework also presents an overview that shows in general terms how PD processes will be introduced into various operational practices over time. The Framework is intended for use by Bank staff, staff in executing agencies, consultants, and other stakeholders in development activities that are supported by the Bank.

2. The Framework reflects the "Agenda for Action: Fostering Ownership" that was prepared by participants in the Regional Workshop on Improving Project Quality held in late 1994. It also incorporates findings, recommendations, and lessons from the following sources: a staff Workshop on Incorporating Participatory Approaches into Bank Operations held in November 1994, the World Bank Learning Group on Participatory Development, and staff in departments and offices concerned. The Framework also benefited from a consultation with a group of nongovernment organizations (NGOs), representatives of government agencies, and development practitioners in the joint Asian Development Bank-World Bank Consultation on Participatory Development that was conducted in March 1995.

3. Chapter 2 presents an overview of PD, describing what it is, the benefits and risks that are associated with it, and mechanisms through which participation can be facilitated. Chapter 3 discusses operational implications of mainstreaming PD for both the Bank and agencies in borrowing countries, and the operational costs of mainstreaming PD into Bank operations. Chapter 4 describes the approach that the Bank will follow for mainstreaming PD into its operations and indicates how the Office of Environment and Social Development (OESD) will support this process.

II. OVERVIEW OF PARTICIPATORY DEVELOPMENT

A. What is Participatory Development?

4. Participatory development is a process through which stakeholders can influence and share control over development initiatives, and over the decisions and resources that affect themselves.

5. In the context of Bank-supported operations, stakeholders are those affected by the outcome - positively or negatively - or those who can affect the outcome of a development activity or program. For every development concern being addressed, there is a spectrum of stakeholders ranging from directly affected parties to individuals or institutions with indirect interests. These include:

- **Directly Affected** - those who may be expected to benefit or lose from a proposed development activity, particularly the poor and those who are vulnerable in terms of gender, age, race, ethnicity, cultural identity, and/or displacement;
- **Indirectly Affected** - others with an interest in outcomes, like NGOs, private businesses and industries that may be affected, or may have technical expertise;
- **The Government** - elected officials, line agency staff, local government officials, and governments of the developing member countries (DMCs) are the Bank's most significant partners in that they are shareholders, clients and responsible for devising and implementing public policies and programs; and
- **The Bank** - the Bank's Management, staff, and shareholders.

6. These groups are only illustrative of the major types of groups that may have a "stake" in a development activity, and should not be construed to suggest that everyone would be considered to be a stakeholder. Practical guidelines are separately available to help practitioners identify important groups of stakeholders within the context of specific development initiatives.¹

7. Development practitioners often have to work with, and through, powerful stakeholders in order to serve the needs of the poorest people. Attempts to bypass powerful stakeholders often result in opposition from them; and this opposition usually decreases the prospects for formulating or implementing a project that will have sustainable benefits. For these reasons, the Framework focuses on the participation of all persons and groups that have a "stake" in the development process (stakeholders), including persons and groups that are expected to benefit directly from the activity (beneficiaries).

8. Ideally, all stakeholders should work in a collaborative manner. However, there are normally differences among stakeholder groups in the amount of power they control, their interests, and their resources. The use of PD processes can facilitate the interaction of each stakeholder group in an equitable and genuinely collaborative manner. Achieving consensus and reconciling differences among stakeholder groups is not always easy. However, if stakeholders' interests are not identified and addressed before making a commitment for a development initiative, these perspectives will surface during project implementation, compromising its effective implementation and operation.

B. Mechanisms to Facilitate Participation

9. Several mechanisms are available to support the incorporation of PD processes in activities that are supported by the Bank. Some mechanisms promote *learning* and *shared control* over decision making. Others provide opportunities for Bank staff, their government colleagues, and the consultants they hire to *listen* to and *consult* with local stakeholders. The Framework fully supports listening and consultation - activities that are necessary to help develop projects responsive to local needs and capabilities. The Framework also supports participatory processes that promote learning and capacity building by individual clients and affected communities through joint decision making and processes that empower communities

¹ "Guidance Note on How to do Stakeholder Analysis of Aid Projects and Programs," Overseas Development Administration, Social Development Division, July 1995.

to be more self-reliant and to initiate activities that will improve their livelihood and living conditions.

C. Benefits and Risks

10. Lessons from experience show a variety of potential benefits from participation. These include:

- more appropriate development interventions that fit the needs of the community and users of the facility;
- better implementation and sustainability of development initiatives;
- more complete utilization and increased ownership of services provided;
- greater efficiency, understanding, and better planning, based on the concerns and ideas of a wide range of participants;
- a better match between human capabilities and capital investments;
- improved institutional performance because of greater transparency and accountability;
- more efficient functioning of markets because of improved information flows;
- increased equity and empowerment through greater involvement of the poor, women, and other disadvantaged groups; strengthened capacity of stakeholders to initiate other development activities, as a consequence of their involvement; and
- increased commitment for policies and projects, including a willingness to share costs and an interest in sustaining the benefits.

11. Participation also involves risks - those that are associated with the use of open and transparent decision making processes. Some of these are as follows:

- participation may be time and resource intensive;
- it can be organizationally and logistically troublesome;
- the groups that are consulted may not truly represent or express the views or interests of those whom they purport to represent;
- conflicts may be aggravated among groups with differing priorities and interests;
- expectations may be raised that cannot be fulfilled;
- methodologies used may not be seen by some as "scientific," thereby subjecting the outcomes to questioning by experts; and
- co-optation of participatory processes by powerful and more articulate elites may occur to the exclusion of the poor and disadvantaged.

12. Evidence from several sources shows clearly that the benefits of participation outweigh the costs. The benefits are principally in the form of speedier project implementation and more effective use of resources or services provided through the project. There is also evidence that not adopting participatory approaches also has costs. These costs include a lack of ownership and support, which can impede the use of project services, reduce the sustainability of intended benefits, and limit the recovery of project costs; indifference and dependency on the state by citizens who see that they have little or no say in development; and resentment and willful obstruction when policies and programs are imposed. In general, nonparticipatory approaches, which rely primarily on interventions by outside experts, limit the learning of new possibilities on the part of in-country stakeholders.

13. Box 1 illustrates that different types of participation - information-sharing, consultation, collaborative decision making, and implementation - require the application of different tools

and techniques. Practitioners can select the technique most appropriate to meeting their objectives from a menu of options. Suggestions that will help practitioners select the most appropriate tools are given in the *World Bank Participation Sourcebook* (the Sourcebook).

14. The best way to learn about a participatory technique is to experience it first-hand and engage someone who is already competent in using the technique. The second best way to learn about a participatory technique is to seek advice from someone who has had experience in using such techniques. The Social Development Division (SOCD) includes social development specialists with this expertise (as do several projects departments) who can assist staff in identifying local organizations that have these capabilities and skills. To initially familiarize Bank staff with different participatory methods and approaches, there are also a number of references, listed in Appendix 1, available in SOCD.

15. The reference that is most directly relevant to Bank operations is the Sourcebook. The Sourcebook was prepared to guide and support task managers (mission leaders) in applying PD processes. It contains (i) 16 cases in which task managers describe their experiences in supporting participation in their work, (ii) reflections and common principles about participation that emerge from the cases, (iii) various steps in participatory planning and decision making, (iv) pointers on how to enable the poor to participate, (v) sector-specific advice on participatory approaches, and (vi) short descriptions of several participatory methods and tools. For an introduction, staff are encouraged to read a few of the 16 examples in the Sourcebook and examine other sections that are of interest. Copies of the Sourcebook may be obtained from SOCD:

BOX 1. MECHANISMS TO FACILITATE PARTICIPATION

1. Mechanisms for Sharing Information

- translation into local languages and dissemination of written materials using various media
- informational seminars, presentations, and public meetings

2. Mechanisms for Consultation

- consultative meetings
- field visits and interviews (at various stages of work)
- "town hall" meetings
- radio call-in shows

3. Mechanisms for Collaborative Decision Making

- participatory assessments and evaluations
- beneficiary assessment
- workshops and retreats to discuss and determine positions, priorities, roles
- meetings to help resolve conflicts, seek agreements, engender ownership
- (public) reviews of draft documents and subsequent revisions
- joint committees or working groups with stakeholder representatives

4. Mechanisms to Facilitate Empowerment

- decentralizing authority
- delegation of authority for decisions to local organizations or groups
- capacity building of stakeholder organizations
- strengthening the financial and legal status of stakeholder organizations
- supervised transfer of responsibility for maintenance and management to stakeholders
- support for self help initiatives by stakeholders
- creating an enabling policy environment

16. In addition, the Bank will keep itself abreast of evolving best practices through affiliation with networks such as the Interagency Learning Group on Participation.² The Bank is also compiling a set of best practice examples that are based on development initiatives in which the Bank has been directly involved. Bank staff are encouraged to learn about participation from one or more of these sources, or to participate in professional staff training that provides orientation to the application of PD processes.

III. OPERATIONAL IMPLICATIONS OF PARTICIPATORY DEVELOPMENT

A. Operational Implications for the Bank

17. Within the context of Bank operations, the extent and nature of the involvement of stakeholders will vary depending on the nature of the operational activity, and special characteristics of the project, described below:

Nature of the Operational Activity

- *Sector studies* help the borrower and the Bank formulate concepts for development initiatives that may be supported by the Bank. Insofar as possible, sector studies should be implemented in ways that provide for maximum involvement of staff in the agencies directly affected, and that provide for consultations with all affected stakeholders. Others to be involved include those with motivation and capacity to influence decision makers and persons with interest, experience, and expertise in a particular area.
- *Country strategy and country programming missions*, where feasible, should conduct dialogues with a range of stakeholders (including apex NGOs, women's organizations, and other groups like chambers of commerce) regarding issues that are relevant to the country strategy and program.
- *Technical Assistance (TA) fact finding missions* normally conduct an initial social assessment (ISA) to identify the major social concerns that need to be examined during

² The Interagency Learning Group on Participation is a network consisting of the World Bank, regional development banks, bilateral development agencies, United Nations organizations, and NGOs. The *objectives* of the network are to *deepen understanding* about participatory approaches in large-scale development programs and projects; share experiences in strengthening institutional support for participatory approaches; and identify opportunities for interagency collaboration in support of participatory initiatives in specific countries.

a feasibility study.³ The ISA should attempt to identify who the relevant stakeholders are for the proposed intervention. The ISA consists of a short field visit to talk to a variety of stakeholders in addition to the proponents from the government agency concerned.

- *Feasibility studies* normally incorporate provisions for a socioeconomic survey to be prepared, and for a *social analysis* to be conducted. Participatory rapid appraisals and stakeholder workshops may be used to identify and build agreement among key stakeholders concerning needs, demands, absorptive capacity, participation issues, etc.
- *Project preparation missions (including loan fact-finding, preappraisal, and appraisal missions)* may need to supplement consultations that were conducted during the feasibility study. This is particularly true if the Mission and proponent are considering changes in the project scope, design, and/or implementation arrangements. Stakeholder workshops are particularly useful for consolidating commitments from stakeholders for the project and for building commitments regarding roles in implementing the project.
- Projects that require extensive participation by clients cannot be planned in precise detail from the outset and are generally referred to as "process-oriented" projects. Examples of such projects include those that provide services for microenterprise development, or capacity building for management of irrigation by water user groups, and components of urban development projects whose detailed design and implementation require extensive community participation. For these process-oriented projects, the project document should clearly describe the processes through which the project office and the client groups will decide on the details of the development activities that will be implemented, and the role of the respective groups in relation to these activities. Project documents for these projects should generally not include "blueprint" descriptions of the physical outputs of the project.
- *Project review missions* may include stakeholder workshops to build understandings about problems in implementing the project, and to identify solutions to these problems. Midterm reviews for projects in which there may be a need for a midcourse correction may incorporate a stakeholder workshop that would build a consensus about the problems, the causes of the problems, and actions to solve the problems. In projects that are targeted to the poor or to women, or that require extensive participation from beneficiaries, the midterm review will also be facilitated by field trips that include a participatory rapid appraisal.

Project Considerations

- Projects that are *targeted to specific beneficiaries, especially the poor, women, and indigenous groups*, require extensive participation by these groups during preparation and implementation to understand the sociocultural characteristics of the beneficiary population, their social organization, and the compatibility of the project with the perceived needs of the target group.
- Projects whose design and sustainable implementation depend on the support and *active involvement of affected groups* (domestic water supply, irrigation, group-based

³ See *Handbook for Incorporating Social Dimensions into Projects*. ADB, May 1994

lending, community forestry; and common property) often deal with a common pool of resources. In these projects, arrangements need to be put into place for community-based decision making, implementation, and management. In addition, the responsibilities and contribution of each project partner (in terms of technical expertise, labor, and other resources) need to be discussed, clarified, and confirmed.

- Projects or programs that *provide for institutional change or significant changes* in policies require extensive consultations (including consultations at the national level) and collaborative decision making with persons and groups that will be responsible for designing and implementing the proposed changes, and parties that will be affected by their implementation.
- Projects that require *land acquisition or involuntary resettlement, or have direct impacts on indigenous peoples* require extensive consultation and dialogue with the affected people and their representatives.
- Projects that provide for the *construction of power plants* may require consultations to confirm one or more of the following aspects: (i) the willingness of the community where the plant will be located to accept the plant, (ii) matters that are important for the preparation of a resettlement plan, and (iii) the willingness and ability of consumers to pay tariff charges for power.
- *Flood control and drainage* projects may have a dramatic impact on peoples' livelihood by changing their ability to derive income from land by altering their access to land and its productive potential. Intensive consultations with individuals and communities whose land will be affected are needed to determine the flood control and drainage solution that is in the best interest of all.
- Program loans that support the *implementation of policies that may have adverse impacts on certain population groups* (particularly the poor, women, children, and vulnerable ethnic minority groups) may require consultations with groups that may be adversely affected to identify ways to avoid or mitigate these impacts. During the preparation of program loans, extensive consultations may be needed with members of all affected agencies to build agreements in regard to the policy and institutional changes that are being considered.

B. Operational Implications for Agencies in Borrowing Countries

18. The principal responsibility for implementing PD processes lies with DMC governments, because as borrowers they are responsible for implementing Bank-financed projects. The use of PD processes will have implications on the resource requirements and institutional characteristics of agencies in DMCs.

19. Some institutional issues that may interfere with the preparation or implementation of a project using PD processes are illustrated below:

- staff in implementing agencies may resist changes in their mode of working that may be needed to accommodate participatory approaches;
- there may be a lack of staff with PD skills in technical agencies;

- a participatory project that relies extensively on the commitment of specific government officials may be jeopardized if these individuals are transferred and replaced with persons who do not have the same commitment;
- staff in implementing agencies and beneficiary groups may initially view each other with suspicion;
- organizations that represent their constituencies may be lacking both at the national and community level;
- stakeholder groups may be co-opted by local elites;
- conflict may arise among different local level groups over resources where participatory efforts may be seen to favor one group over another; and/or
- the capacity of local organizations may be weak in terms of their financial or legal status, technical or managerial capacity, or qualities of leadership.

20. Some agencies in DMCs may need support to build capacities to incorporate PD processes into their operations. To identify the extent of such support that may be needed, it is suggested that institutional diagnostic analyses be conducted. These analyses may be conducted in accordance with procedures described in initial Staff *Guidelines on the Bank's Capacity Building Services to DMCs*.⁴

C. Operational Costs for the Bank

21. The application of PD processes during programming activities and the processing of projects that involve substantial participation may involve additional staff time and expense. However, from the perspective of the entire project cycle, no additional resources are anticipated to be needed. This is because of the expectation that the use of PD processes will expedite the implementation of projects, requiring fewer changes in project scope, and involving fewer delays in implementation.

22. The Bank does not have precise estimates about the additional costs that may be incurred from the application of PD processes during the implementation of programming activities and the preparation of projects. The additional costs are expected to be negligible for programming activities and the preparation of projects that require relatively modest participation by stakeholders. But the cost of preparing projects in which participation by stakeholders will be relatively intensive may be 10-15 percent higher in comparison with projects with less participation.⁵

23. About two thirds of the additional resources needed to prepare a project using PD processes could be provided by the consultants funded by TA grants. Many project preparatory TA projects now include provisions for extensive application of PD processes. The Bank is examining its policies regarding TA operations with a view to ensuring that resources provided through this facility are adequate to appropriately address social dimensions and environmental considerations.

⁴ Strategy and Policy Office, *ADB, April 1995*.

⁵ The estimate is based on information from Jesko Hentschel, "Does Participation Cost the World Bank More? Emerging Evidence" HRO Working Papers, No. 31, World Bank, Washington, D.C., June 1994, The estimate is also supported by anecdotal observations by Bank staff who have applied PD processes in various Bank operational activities.

24. Many projects divisions (particularly those preparing and administering projects in the agriculture and natural resource sectors as well as in human development) need more staff with expertise in addressing social dimension issues, including the use of PD processes. The number of staff with orientation and skills needed to apply PD processes is small, but is gradually increasing as PD processes are applied in more operational activities. The number of staff with such qualifications is expected to continue to increase through training and the accumulation of experience. These staff will be supported through seminars and workshops that will expose them to PD mechanisms that have been developed by various agencies. For staff who are skeptical or unconvinced about the benefits of using PD processes, training will be provided that sensitizes them to this topic.

25. Sensitization, training, and recruitment of staff with the qualifications needed to incorporate social considerations into projects (including PD processes) are appropriate medium - and long-term strategies to assist operational missions in participatory approaches. However, even with such training, mission leaders will still need support from technical specialists, either from specialist staff or staff consultants. Administrative regulations prescribing the normal composition of operational missions have been modified to provide greater flexibility for social and environmental specialists to assist these missions. The Bank is also examining alternative means for making additional resources available to staff to support efforts to mainstream PD processes as well as other related practices, particularly during the initial period when the processes are being mainstreamed. In this connection, a regional technical assistance (BETA 5692: *Facilitating Capacity Building and Participation Activities*) was approved that provides support to facilitate capacity building and participatory activities.

IV. FRAMEWORK FOR MAINSTREAMING PARTICIPATORY DEVELOPMENT PROCESSES

A. Focus of the Framework

26. The incorporation of PD processes will thus depend primarily on actions taken by agencies and organizations in the DMCs. The Bank can play an important role in facilitating and supporting the use of PD processes in development activities. However, with the exception of the Bank and other external financiers, all of the important stakeholders in a project are individuals and groups (including the DMC government) within the DMC itself. The Bank can support the application of PD processes within its DMCs by setting examples through its use of PD processes in operations in which it is involved. It can also assist organizations in DMCs to develop capacities for incorporating PD processes into their operations.

27. The Framework seeks to improve project quality, impact, and sustainability in association with other initiatives emanating from the *Report of the Task Force on Improving Project Quality*. It is intended to catalyze and facilitate more intensive involvement and participation of stakeholders in various aspects of Bank operations, and thereby to infuse a greater sense of ownership of and commitment to projects by these stakeholders. The broad objectives of the Framework are to facilitate:

- the incorporation of the use of PD processes in *the operations of government agencies and other organizations within DMCs* in regard to the planning, programming, preparation, implementation, and operation of development projects and programs; and

- the identification and use of mechanisms to involve stakeholders in *activities that are conducted by the Bank* throughout all aspects of the project cycle.

28. For the remainder of 1996 and 1997, concerned operational departments and offices will incorporate PD processes into selected operational activities under the supervision of the regional Vice Presidents. To assist the departments and offices concerned identify operational activities that will be highlighted during the introductory trial phase, a generic *menu of options* is presented in the following pages. SOCD staff may advise and assist staff in the departments and offices concerned identify the selected operational activities into which PD processes will be incorporated. SOCD will also facilitate an interdepartmental review of the implementation and impact of the efforts of the operational departments and offices concerned to mainstream PD processes during the first quarter of 1998.

B. Menu of Options for Incorporating Participatory Development Processes

29. This menu generically describes the manner in which operational departments and offices may incorporate PD activities into selected operational activities during the remainder of 1996 and 1997. The menu is suggestive, and it is expected that departments and offices concerned may modify the options actually chosen, depending on the opportunities and challenges they face.

Programs Departments

- Aid coordination dialogues with major funding agencies will include discussions of the potential of and experiences with the use of PD processes.
- Selected sector studies that are conducted to explore development priorities in the sector will incorporate provisions for the participation of stakeholders, and for reflecting the results of stakeholder participation in the final reports. Such provisions should be incorporated into the economic and sector work that is included in Country Assistance Programs (CAPS) in consultation with the departments/ offices that undertake sector studies.
- During the preparation of selected country strategies and CAPS, the respective missions will incorporate dialogues with groups of stakeholders (e.g., meetings that may be organized by apex NGOs and/or civic groups) to enable their views to be reflected in the country strategy and/or country program. These consultations should be conducted on the basis of prior concurrence and support of the government concerned. The implementation and results of these dialogues will be reported in the back-to-office reports (BTORs) of the missions concerned and in the ensuing documents. The effectiveness of these practices should be examined, and lessons learned from the initial consultations should be applied in future dialogues and other countries.

Projects Departments

- Each projects division will continue and expand upon ongoing practices for incorporating the use of PD processes into selected TA projects. The implementation and outcome of these PD processes will be reported in the BTOR of the concerned mission.

- Each projects division will expand upon ongoing practices for incorporating the use of PD processes into selected loan projects. In doing so, emphasis should be given to providing TA to help selected DMC organizations build capabilities in applying PD processes. The implementation and outcome of these PD processes should be reported in the BTOR of the mission concerned.
- Each projects division will increasingly incorporate the use of stakeholder workshops and other PD processes during selected loan review missions. The implementation and outcome of these PD processes should be reported in the BTOR of the project administration or review mission concerned. Without restricting the application of PD processes during loan review missions, these processes should be applied to mid-term reviews.

Strategy and Policy Office (SPO)

- SPO will assess the extent to which the Bank's program in capacity building may include a focus to build capacities in DMCs for implementing development activities using PD processes, and should reflect these considerations in future revisions of the capacity building program, as appropriate.
- SPO, through the Working Group on the Review of the Bank's Business Practices and the Working Group on the Review of the Bank's TA Operations, will undertake a formal review of loan and TA policies and processing steps in order to identify possible constraints to PD as well as specific stages where the meaningful participation of stakeholders can be obtained or enhanced. Following this review, the working groups will recommend further revisions in Bank- policies and business practices to improve the overall climate for mainstreaming PD in Bank operations. To accomplish this task, the working groups will work closely with staff from SOCD.

Budget, Personnel and Management Systems Department (BPMSD)

- **BPMSD**, in association with SOCD, will continue to provide training to orient and sensitize staff and managers in operational departments and offices in regard to methods for incorporating PD processes into Bank operations. This training program should also help the Bank strengthen its capacity to support PD by providing participation-related, field-based learning opportunities to interested staff.
- BPMSD will reflect the need for staff with relevant academic and experiential backgrounds to incorporate PD processes into Bank operations in the human resource development policies and criteria that are used for selecting staff for operational departments and offices.

Economics and Development Resource Center (EDRC)

- EDRC will undertake sector-specific studies on the economic benefits of PD approaches.

Central Operations Services Office (COSO)

COSO will review the Bank's experience with PD to analyze whether existing procurement and disbursement procedures need to be modified to support community-related procurement and disbursement.

C. Support from the Office of Environment and Social Development

30. OESD will serve as a focal point to facilitate, coordinate, and monitor the implementation and impact of the Framework on a Bankwide basis. To facilitate the implementation of this Framework, OESD will provide support in the following major areas:

- make available references and resources about good practices regarding PD to staff and other concerned persons;
- facilitate the documentation and dissemination of information about good practices from experiences in Bank operations, and through participation in networks such as the Interagency Learning Group on Participation;
- continue to advise mission leaders in regard to the incorporation of PD processes in both project preparatory and advisory TAs as they are being processed and implemented; mission leaders are invited to solicit advice from OESD staff in this regard prior to the *departure* of these missions, particularly project preparatory TA fact-finding missions; SOCD will also assign social development specialists to assist mission leaders in the field in regard to the incorporation of PD processes as well as other social considerations, subject to the availability of staff;
- facilitate an interdepartmental review of the implementation and impact of the efforts of the departments concerned and offices to mainstream PD processes during the first quarter of 1998; and
- compile and disseminate a list of local organizations in DMCs that can facilitate and assist in the implementation of PD processes.

RESOURCE MATERIALS ON PARTICIPATION

Bawden, Richard. *Dealing with Complexity in a Rational Way: The Holistic Integrated Systems Approach to Agricultural Development*, University of Western Sydney, Hawkesbury, Richmond, NSW, Australia. 1995.

Bhatnagar, Bhuvan and Aubrey C. Williams. *Participatory Development and the World Bank: Potential Directions for Change*, World Bank Discussion Paper 183. World Bank, Washington, D.C. 1992.

Narayan, Deepa. *Participatory Evaluation: Tools for Managing Change in Water and Sanitation*. Technical Paper 2.07. World Bank, Washington, D.C. 1993.

Participatory Tool Kit. UNDP, 1994.

Srinivasan, L. *Tools for Community Participation: A Manual for Training Trainers in Participatory Techniques*. PROWESS/UNDP New York. 1990.

Visualization in Participatory Programmes. UNICEF, Dhaka, Bangladesh. 1993.

The World Bank and Participation. World Bank, Washington, D.C. 1994.

World Bank Sourcebook on Participation. World Bank, Washington, D.C. June 1995.

ZOPP: An Introduction to the Method, Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) . 1988.