Factors Enhancing and Inhibiting the Effectiveness of Community Participation in Development Projects

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This paper provides an overview of community participation (CP) in development practice using examples from the field and analyses the changing meaning of CP over time. The overview includes the definitions, use and abuse of the concept 'participation'. The paper also looks into the qualities of participation that particularly enhance and inhibit the effectiveness of development projects through CP by a case study method. Finally, the paper identifies the elements of effective CP in development projects from an international perspective.

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INTRODUCTION

Participation is a rich concept that varies in terms of its application and definition. The way participation is defined also depends on the context in which it occurs. For some, it is a matter of principle; for others, a practice; and still for others, an end in itself (World Bank, 1995). Participation as it relates to development is not just an end in itself, but rather a process that includes a set of activities. There is broad agreement that community participation (CP) and commitment greatly enhance the effectiveness of development projects (Hellinger and others, 1988; Kaufman and Alfonso, 1997; Korten, 1990; Max-Neef, 1991; Smillie, 1991). Though the needs for participation in development projects are well recognised and accepted widely, the process and contexts where it operates is still a vital question to determine its use and abuse.

The term 'participation' is often used as a suffix with many terms such as 'community participation', 'citizen participation', 'people's
participation', 'public participation', and 'popular participation'. Rahnema (1992: 116) notes that 'Participation is a stereotype word like children use Lego toy pieces. Like Lego pieces the words fit arbitrarily together and support the most fanciful constructions. They have no content, but do serve a function. As these words separate from any context, they are ideal for manipulative purposes. 'Participation' belongs to this category of words.'

Arnstein (1969) states that the idea of citizen participation is a little like eating spinach: no one is against it in principle because it is good for you. But there has been little analysis of the content of citizen participation, its definition and relationship to the social imperatives, and its impact and effectiveness.

Brager, Specht and Torczyner (1987) defined 'participation' as a means to educate citizens and to increase their competence. It is a vehicle for influencing decisions that affect the lives of citizens and an avenue for transferring political power. Moreover, it is a method to coopt dissent for mechanism for ensuring the receptivity, sensitivity, and even accountability of social services to the consumers. Oakley and Marsden (1987) defined CP as the process by which individuals, families or communities assume responsibility for their welfare and develop the capacity to contribute to their own and the community's development.

A descriptive definition of participation programmes would imply the involvement of a significant number of persons in situations or actions that enhance their well-being, for example, their income, security or self-esteem (Chowdhury, 1996). Chowdhury further states that the ideal conditions contributing towards meaningful participation can be discussed from three aspects: nature of participation, type of participation, and the process of participation. Also, Evens (1974) points out the importance of the issues such as who participates, what do people participate in, why do people participate, how did people participate, and its implication in order to assess the extent of CP in development activities.

Westergaard (1986: 14) defined participation as 'collective efforts to increase and exercise control over resources and institutions on the part of groups and movements of those hither to excluded from control'. This definition points toward a mechanism for ensuring CP. The Oxford Dictionary defines participation as 'to have a share in' or 'to take part in', thereby emphasising the rights and choices that individuals make to participate. The World Bank's Learning Group on
Participatory Development (1995: 3) defined 'participation as a process through which stakeholders influence and share control over development as a process through which stakeholders influence and share control over development initiatives, and the decisions and resources which affect them.' This definition acknowledges sharing of benefits derived from the projects by the beneficiaries of projects and also contends participation is a process for growth and development.

Indeed, there is merit in all of these above definitions and it's interpretations. However, there are little discussions about the nature of the process and other elements that would build a model for ensuring effective CP in the development projects.

It is noteworthy that until recently, participation, as it relates to the poor, was not acknowledged in the literature, even though Toms (1992, cited from Robinson, 1995) notes that the disadvantaged were always expected to become actively involved in procuring their own services. Rodgers and others (1980) note that the poor are involved in inter alia state schools, welfare departments, hospitals and public housing in North America. Participation for them is time-consuming, and not voluntary, and they exercise a relatively low degree of influence or control over organisations in which they participate, given that the services are usually controlled by people who are not poor or recipients of the services.

Arnstein (1969) mentions that citizen participation is citizen power, but that there is a critical difference between going through the empty ritual of participation and having the real power needed to affect the outcome of the process. This difference was briefly exhibited in a poster painted by French students to explain the student-worker rebellion (in Arnstein, 1969): 'I participate; you participate; he participates; we participate; you participate... They profit'. The poster highlights the fundamental point that participation without redistribution of power is an empty and frustrating process for the powerless. Abbott (1995) also supports the foundation for a new 'more appropriate' approach to CP, based upon the concept of community power and control.

Based upon our review of community development initiatives, we feel that the best CP is one that effectively engages individuals from all cultural, social, political and economic groupings in a society. Additionally, this process of involvement must occur in the early stages of development projects. It seems appropriate to offer supportive services to all involved citizens to increase the likelihood of
inclusiveness and thereby enriching the effective CP in development projects. The authors also believe that effective CP is contingent upon realistic assessment of the capabilities of local people, including utilisation of indigenous leaders.

EVIDENCE OF COMMUNITY PARTICIPATION THAT ENHANCES THE EFFECTIVENESS OF DEVELOPMENT PROJECTS

It is important when one is considering the evidence of participation to begin with a review of abuses of participation in development projects. The abuse of the concept 'participation' can be discussed using two examples of 'Community Forestry Programmes in South Asia.' Community forestry programmes have been designed and implemented to address the problem of declining forest resources. Yadama (1995:53) compared the use and abuse of the concept 'participation' from an institutional context:

A growing number of non-governmental organisations (NGOs) are planning, organising, and implementing community forestry programmes in South Asia, the rise due in part to perceived failure of government development programmes. There is much documentation on how governmental community forestry programmes have not paid attention to who participates and who benefits. The general criticism is that governmental programmes ignore the social welfare effects of the community forestry programmes. Many of the governmental programmes were successful in generating new wood-based resources, but were not effective in involving the poor and as a result had minimal impact on their economic well-being.

While the evaluations of community forestry programmes managed by the government have found rural participation lacking, there is a growing belief that NGOs involved in community forestry have more effectively incorporated rural people in the planning and decision-making process (Chowdhury, 1985; Hazelwood, 1991, cited from Yadama, 1995). It has been found that one of the advantages NGOs claim over the government sector is their ability to implement participatory programmes that helps the poorer people gain control of any new resources that are generated. Moreover, many of the NGOs are locally based and familiar with cultures and values of the communities in which they operate.
The second example of the abuse of CP is the Bangladesh government's response to the management of the coastal reforestation project. Deforestation has become a critical problem in Bangladesh because only nine per cent (Ahmed, 1994) of its area is forested (less than in most countries), and forest resources are an important national resource base. The southern part, that is the coastal regions of Bangladesh, has been favoured by nature with this important resource endowment. The forest in this area is not only of economic significance, but also works as a barrier to devastating cyclones, tidal bores, salinity and erosion. It also provides shelter for many species of wild and aquatic animals and provides a living for many people, who fish, collect honey, thatching materials, and timber for fuel and housing. The loss of mangrove trees and other forest resources has become extreme in the last 50 years. There has been continuous deforestation due to natural disasters like cyclones, tidal surges, storms and so on. 'Self-interested groups' who cut many trees for preparation of shrimp projects further aggravate the problem.

Consequently, the Bangladesh Government has taken up reforestation projects in the area. One of the main issues in the reforestation project is the promotion of monoculture. As a matter of fact, reforestation was proceeding with only a very few, fast growing non-indigenous species such as eucalyptus. In the process indigenous species were displaced. Short-term gain from fast-growing species was sought, to the neglect of long-term benefit.

The planting of fast growing species created several impacts. First of all was the depletion of water resources in the region as fast growing species require more water and are adapted to compete for water. This loss of indigenous species and monoculture resulted in a loss of bio-diversity. There was also loss of livelihoods as people who made their living from a diverse ecosystem are no longer able to do so now. This, of course, has a negative impact on communities and families living in the area.

In response, there were acts of violence against those seen as perpetrating these changes. Government offices were ransacked and destroyed, and in some cases, government officials were beaten up. Many NGOs in the region had been obliged to oppose the government for promoting monoculture plantation.

In fact, the government's approach to the reforestation projects has been over centralised, with little participation existing in the protection of coastal environmental projects. Indeed, there was no two-way
communication between government staff and the local people. This phenomenon or 'the paternalistic fallacy' assumes that planners, technicians, and experts possess all the knowledge, wisdom and virtue needed to achieve development; the poor being deemed responsive and grateful beneficiaries. The traditional popular knowledge system and culture, which value sustainable use of natural resources, are degraded and devalued in the name of science and technology by the government officials. It has been found that in many cases, the proper utilisation and implementation of coastal development projects such as mangrove vegetation, inshore fisheries, coral reefs, promotion of monoculture, and depletion of indigenous species depends upon the community's understanding of the delicate nature of these resources and the beneficial role the proposed project will have in their daily lives and future welfare (Canadian International Development Agency, 1993).

In the process, coastal people ultimately felt cheated by the government, because the project caused damage to the communities instead of creating opportunities in the area. The knowledge of these two situations provides us an empirical 'scenario' of the abuse of the concept 'participation' in the development practice.

On the opposite side there are evidences that CP enhances the effectiveness of development projects. Let us look at the following three examples from South Asia in this regard.

*Joint Forest Management in Gujarat, India*

Community participation yielded significant results in one of the community-based forestry regions in Gujarat, India. During the 1980s, an average of 18,000 offences was recorded annually: 10,000 cases of timber theft, 2,000 of illegal grazing, 700 fires, and 5,300 other offences (World Bank. 1998). The World Bank Source Book (1998) reports:

Twenty forestry officials were killed in confrontation with communities and offenders; assaults on forestry officials were frequent. In response, an experiment involving joint management with communities was begun for the conservation of forests. This included community meetings, the widely publicized creation of forest protection committees, and profit sharing of 25 per cent of timber returns with local groups. As a result, conflicts between officials and community groups diminished, community groups assumed responsibility for patrolling the forests, and the productivity of the land returns to villages increased.
sharply. In one year, one village of eighty-eight households harvested and sold 12 tons of firewood, 50 tons of fodder, and other forests products, while also planting and protecting teak and bamboo trees.

**Principles of Successful Joint Forest Management**

Tewari and Isemonger (1998: 38-39) note that the success of joint forest management (JFM) is contingent upon a series of interrelated factors. The authors mention following principles:

1. In due course villagers enjoyed economic benefits from the harvesting timbers.
2. The maximum number of people involved ensured effective participation.
3. The trust among fellow villagers helped protecting and controlling the forest.
4. Revival of traditional leadership was a key to village motivation.
5. The maximum number of visits by the change agents convinced villagers of the value of the JFM in their daily lives.
6. The success of JFM encouraged neighbouring villages to do the same.
7. Awareness of local people of the worth of the programme played a better role than formal school-based education in JFM.

**Orangi Pilot Project**

One of the most recent impressive experiences of effective development through CP is the Orangi Pilot Project (OPP) in Karachi, Pakistan, started in 1980 (Uphoff, 1997). This venture now involves most of the residents in a huge squatter settlement outside Karachi with almost a million people. The founder of the project is Akhter Hamid Khan, a veteran civil servant who helped to establish a cooperative movement in Bangladesh when it was East Pakistan. The Bangladesh Academy for Rural Development was also established based on his two-tier cooperative model of development.

Orangi is Karachi's largest slum, long considered a no-hope area. The children were playing in filth; the streets were filled with excreta and waste water, making movement difficult and creating health hazards. Typhoid, malaria, diarrhoea, dysentery, and scabies were rampant in the area. Appeals for government-funded schemes were in vain. The project was established to fill the gap left by the city's
incompetent government, which failed to provide the slum with sanitation (Knights and Pears, 1996). The most urgently felt need of the community was for waste disposal, so low-cost, participatory sanitation became the first activity. The OPP organised local people into street committees, with each committee consisting of 20-40 families living along in the same lane, and lent them money to buy the raw materials to build their own sewerage. Residents of individual lanes banded together to elect a project manager, and contributed cash and voluntary labour to get their own sewer installed.

Uphoff (1997) reports that almost 1,00,000 households are now blessed with sewage facilities for between US $30 and US $40 each, plus labour and management inputs. Besides, local management capabilities developed through lane committees have provided the foundation for housing, health and family planning, community-financed education, women's work centres, micro-enterprise, reforestation, and other activities (Uphoff, 1997). Sanitation, combined with the OPP's health project, has brought the district's infant mortality down from 130 per 1,000 live births to 37 in 1991 (Knights and Pears, 1996). Nationally, the figure is 95 per 1,000 live births.

Impressed by the project's success, the government, along with international aid agencies is trying to replicate its model for urban development in other parts of the country. To reiterate the importance of CP in development, let us look at the remarks by Akhter Hamid Khan (Knights and Pears, 1996):

The collapse of government here is very deep and probably irreversible. The old socialist model that everything will be done for the people has failed. The old institutions are dinosaurs that will decay and die. The new institutions, the vital bodies that can get things done, are arising out of squatter settlements. The state authorities promise to provide most services, but they fail. In future, most communities will provide most services for themselves.... We have broken out of the dependency culture.

Qualities of Successful Participation

The qualities of effective relationship between CP and the effectiveness of OPP are:

1. Akhter Hamid Khan personally recruited social organisers from within the slum community. The intimate knowledge of the locality by the local organisers helped in defining and designing effective programmes of the project. In none of these programmes did the OPP see its role as the provider of a
service; rather the community provided the service to itself with appropriate assistance from the OPP.

2. The idea of organising people of the same lane into groups generated mutual trust.

3. The OPP has been able to mobilise major amounts of local resources — Rupees 17 worth of funds, labour and materials for every Rupee one of external funding received (Uphoff, 1997).

4. The OPP was able to identify people's felt needs appropriately. This ultimately creates people's genuine interests in the project.

5. Each programme of the project was introduced only after a thorough analysis of community need and identification of the most important actors. The programmes have periodically been evaluated and modified to respond to the changes within the community.

6. The project carried economic and social benefits to the local people.

7. The OPP has opened opportunities for people in local communities to make improvements in their lives through collective action.

**Grameen Bank (GB)**

The community-based Grameen Bank (GB) in Bangladesh is an institution that pioneered lending to the landless poor in Asia's poorest country. Since the GB started in 1976, it has turned peasants' lives around with loans for cows, chicken, irrigation pumps, and plots of land. In total, Grameen customers, whose only collateral is the sari/shirt on their backs, have now borrowed US $1,662 million, and despite their meagre incomes, have repaid an astonishing 98 per cent of it (Fuglesang and Chandler, 1993). Due to Grameen Bank's significant performance, it has been copied in 52 countries of the world, including the United States of America, the United Kingdom, China, Australia, India, and other developed and developing countries.

In 35,568 out of 68,000 villages across Bangladesh, the GB's almost unparalleled success is rooted in a basic belief that its borrowers, no matter how poor they may be, understand their needs and their potential better than anyone else (Chowdhury, 1996). 'We think they are as capable and as enterprising as anybody else in the world' — Dr. Mohammed Yunus, the founder of Grameen Bank (Fuglesang and Chandler, 1993). If the poor are provided credit on reasonable terms, they themselves best know how to increase their incomes.
The GB provides micro-credit facilities to the rural poor aimed at generating income that help them to meet their basic needs and become independent of the money-lender. The people participate in the loan programme by forming groups and attending purposeful meetings. Villagers communicate among themselves and many of them have been taught precepts of awareness (Chowdhury, 1996). These loan grants give the people self-confidence, and in order to receive further loans, they do their best to succeed in their project and repay one loan. Chowdhury (1996) also mentioned that after receiving awareness precepts, people become eager to learn about functional education and family planning along with skilled training to help them to better conduct their small-scale business to earn profits. Motivated bank workers, a strict cadre of dedicated youths, work at the grassroots to help build up groups of five members and explain to them the process of making weekly savings and then applying for loans for projects of their own.

**Qualities of Participation Leading to Success**

1. The GB provides the authority of local-level planning and determining possibilities to the five-member groups (the local people) called as *kendro* (centre), where discussions relating to group and emergency fund occur and to *Gram Sarkers*, administrative units. The assumption is that if individual borrowers are given access to credit, they will be able to identify and engage in viable income-generating activities.

2. The loaners plan their loans by themselves and then discuss them with others. The viability of their scheme, how the marketing will be conducted, is also sorted out by the loaners.

3. The GB believe participation is a process and process is growth.

4. The GB follows a unique procedure for ensuring accountability of the group members: for example, the mode of repayment of loans — once the borrowers receive the money, they must repay two per cent of the principal every week for one year. Then they have two weeks to pay the accumulated interests. The Grameen experience shows that most of the borrowers pay within one week because they are waiting for another loan.

5. The borrowers' sincere and firm commitment to the 16 decisions of the GB are based on four basic principles: discipline, unity, courage, and hard work.
6. The GB believes that 'credit is a human right that should be treated as human right. If credit can be accepted as a human right, then all other human rights will be easier to establish' — Dr. Mohammed Yunus (Chowdhury, 1996).

7. The GB has directly attacked poverty (the basic problem of rural communities in Bangladesh) by targeting credit and organisational assistance directly to the poorest people at reasonable terms and the poor find it acceptable.

EFFECTIVE COMMUNITY PARTICIPATION: THE ESSENTIAL ELEMENTS

The critical issues related to CP in development activities are the identification of the elements of effective CP. Reviewing the aforementioned definitions, various literatures on participation, own observations and research experiences, evidences of case examples cited in this paper, it appears to us that CP in development projects needs to be understood based on the following elements.

**Community Capacity Building**

In order to examine the levels of participation in a development project one must understand the context in which it takes place. This means that the capabilities of the communities need to be assessed at the very beginning of the development project. Mathbor (1999) notes that the capabilities of communities with regard to social awareness, education, economic condition, infrastructure, transportation and mass communication need to be strengthened in order to ensure effective CP in development projects. The debate is how to enhance the capabilities and in what ways. We observed that community capabilities differ from community to community in terms of people's knowledge regarding development strategies, local infrastructures, mass-communication systems, social structures, social interactions, group lineage, and levels of education of people.

**Identification of Appropriate Stakeholders**

The public involvement of stakeholder in development projects is widely recognised as a fundamental element of the process. Timely, well-planned and well-implemented public involvement programmes have contributed to the successful design, implementation, operation and management of proposals (United Nations Environmental Programme [UNEP], 1996). For instance, the range of stakeholders
involved in an environmental impact assessment project typically in­
cludes the people, individuals or groups in the local community; the
proponent and other project beneficiaries; government agencies;
NGOs; and others such as donors, the private sector and academics;
and so on.

Need Identification and Goal Determination
Participation of the masses in development activities implies enhanced
capacity to perceive their needs. Through participation, local people
identify their needs as well as the relevant goals of a programme. By
participating in decision-making and implementation activities, local
people help project officials identify needs, strategies to meet those
needs, and the necessary resources required to implement the various
strategies (Yadama, 1995). For example, CP will be discouraged if en­
vironmental issues are given priority in agendas without addressing is­
suess such as poverty, homelessness, health and other basic necessities
perceived to be more important by the coastal communities.

Information Dissemination
This is a one-way flow of information from the proponent of the devel­
opment project to the public. The proponent should provide sufficient
relevant information about the project such as the benefit of the project
to the beneficiaries, costs of implementation, the potential for financing
implementation and possible risk factors. The proponent must allow
sufficient time to read and discuss the information provided, and to
present people's views and responses to issues and problems. The lack
of transparency often fosters mistrust and misunderstanding between
project authorities and local communities (UNEP, 1996).

Consultation
Consultation involves inviting people's views on proposed action and
engaging them in a dialogue. It is a two-way flow of information be­
tween the proponent and the public. Consultation provides opportuni­
ties for the public to express their views on the project proposal and
alternative explanations. Rigorous planning and implementation of
projects are to be undertaken after ample discussions and consulta­
tion. Consultation includes education, information sharing and nego­
tiation, the goal being a better decision-making process through
organisations consulting the general public. This allows the neglected
people to hear and have a voice in their future undertakings. Various
methods are used during consultations depending on the projects such as public hearings, public meetings, general public information meetings, informal small group meetings, public displays, field trips, site visits, letter requests for comments, material for mass media and response to public inquiries. The knowledge of local people should be recognised and they should be enrolled as potential experts in designing development projects. Participants should be encouraged to articulate their ideas and the design of the project should be based on such ideas. Indeed, a two-way exchange of information is at the heart of public involvement programmes.

**Genuine Interests**

Participation depends on people's legitimate interests in the project or development activities. Therefore, participation needs to be considered as an active process, meaning that the person or group in question takes initiatives and asserts his or her independent role (Chowdhury, 1996).

**Public Involvement in Decision-Making**

The project should encourage a maximum number of people in the participation of development projects. Brand (1983) notes an example of CP as the practice of involving the maximum number of people through consensus-building workshops in the planning and implementation of environmental change to a specific area. It should include people and groups rather than exclude any individuals. Rodgers and others (1986) note that the development projects should include people from all economic levels. Public involvement is a process for involving the public in the decision-making of an organisation (Becker, 1997: 155). Participation actually brings the public into the decision-making process.

White (1989) stressed community involvement in management of marine protected areas. Public involvement can take place at several stages in the establishment and management of marine protected areas. These stages are the recognition of a need; discussions with interested parties and integration with the community; baseline studies and monitoring; education; core group building and formalisation of reserve; and enforcement.

**Accountability**

The requirement of accountability applies to all parties involved in the project such as project management, external organisers, traditional
leaders, as well as any emergent leadership from the ranks of the poor and the disadvantaged (Adnan and others, 1992: 32). They also note that the agencies involved in project management and implementation are procedurally and periodically answerable to the people in the project area, as well as the citizens of the country in general. All people should be aware of their roles in the project and the planning of activities of the project. Accountability of the concerned community must be ensured particularly after the decision is taken.

Repeated Interaction

Often, there is interaction at the beginning of the project but no dialogue or any other form of interaction occurs during the project. This ultimately creates a big gap between the proponents of the development projects and the communities. Consequently, such a project is abandoned by the local people. Therefore, it is suggested that there should be an on-going communication throughout the project period.

Ownership and Control

Participation plays a major role in people's management of their own affairs. It has been found that ownership and control of resources have a profound impact on participation in development project (Mathbor, 1990). Ferrer (1988) emphasised four areas to be worked toward in a participatory coastal resource management programme: greater economic and social equality, better access to services for all, greater participation in decision-making, and deeper involvement in the organising process resulting from the empowerment of people.

Sharing Benefits

It is evident that without sharing the benefits of the project participation is a frustrating process for the beneficiaries. Zachariah and Sooryamoorthy (1994) also note that there should be a fair and equitable distribution of benefits, as well as redistribution of goods and services to enable poorer people to get a fairer share of society's wealth and to participate fully in the development process.

The Centre on Integrated Rural Development for Asia and the Pacific (1984), a regional rural development organisation in South Asia, notes that participation entails three distinct processes: the involvement of the people in decision-making; eliciting of their contribution to development programmes; and their participation in sharing the benefits from the development process.
Partnerships

Partnerships in development processes allows stakeholders to work, talk, and solve problems with individuals, who are often perceived as the 'master'. Instead of demonstrating the relationship as worker-client tie, the parties involved should agree on working in partnerships. An expression used by the Latin American activists to describe their relationship with the people (communities, groups) with whom they are working is *accompanamiento*, or 'accompanying the process' (Wilson and Whitmore, 1997). Wilson and Whitmore identified a set of principles for collaboration in a variety of settings and situations. These include non-intrusive collaboration; mutual trust and respect; a common analysis of what the problem is; a commitment to the solidarity and equality in the relationship; an explicit focus on the process; and the importance of language.

Legal Framework

The environment is considered as an integral part of development, since any impact on an individual's environment also impacts on his or her state of well-being or welfare. Environment and development are thus linked so intricately that separate approaches to either environmental or developmental problems are piecemeal at best (Bartelmus, 1986). It has been shown that the lack of environmental legislation in developing countries limits environmental protection (Kakonge, 1996). This ultimately creates a lot of environmental problems in the name of development in third world countries. Therefore, lack of legislation to protect human rights as well as the environment, impede public participation in development projects.

Even though, these elements of participation are distinguishable, there are connections and feedback among them. For example, participation in decision-making is likely to contribute to participation in benefits. Uphoff (1997) notes that the more there is of any kind, more participation there is in total.

CONCLUSION

To conclude, participation as it relates to development is not just a concept that is an end in itself, but rather a process, which includes a set of activities. Though the needs for participation in development projects are well-recognised and accepted widely, 'the process and contexts where it operates is still a vital question to determine its use
and abuse. Participation needs to be understood in terms of its application and the way it has been defined. It is evident that participation without redistribution of power and sharing resources is an empty and frustrating process for the powerless. The success and failures of development projects depend on the process of participation put in place. This process of participation includes some elements. They are identification of appropriate stakeholders; transparency of project documents to the public; their active involvement in the decision-making process; equitable distribution of benefits derived from the development project; and protection of the local environment as a necessity. Also, an on-going communication between the project officials and the beneficiaries of the project from its inception to the end is essential in order to avoid the gap and mistrust between the parties.

Effective participation is dependent on the accountability by beneficiaries and, a strong commitment by local people. Effective participation is a joint venture (partnership) of the beneficiaries and the functionaries of the development projects. This means that both the parties should work together in order to design, implement, and evaluate the end results of the project. This process will help to upgrade the project, in light of the changing needs and desires of the community.

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Community participation in development projects has become an important element in the design and implementation of development projects. Participation of the community is in the form of Community Based Development (CBD) and is among the fastest growing mechanism for channeling development assistance. Evidence on the performance of community participation approach is scant, but the work that is available suggests that practitioners may be overly optimistic and naive about the benefits of the approach (Mansuri and Rao, 2004a). The empirical literature on community participation acknowledges that there may be a large gap between the idealized textbook representation of the concept and non-profit organizations' experiences with the approach. Rural participatory development planning requires community participation to succeed. The results of the study show that there are many inhibiting factors originating from the community; these factors can be explained as follows: Kertawangi Village just like other villages in West Bandung Regency that still faced with a low level of community education, some of the community are still elementary school graduates, even among those who are still illiterate. Governance Factors Affecting Community Participation In Public Development Projects In. Meru District In Arusha In Tanzania. Despite the globally applauded potential benefits of community participation in development programs, the implementation of such programs with sustained community participation, poses numerous problems to planners and social service providers, especially in developing countries. Accountability and transparency enhance community participation in public sector agencies, community participation in management and public hearings (Cummins 2007). It improves various dimensions of efficiency including; greater attention to the priorities of communities, increased transparency on budgets and public resources.