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PROWESS PROGRESS REPORT

December 1994



UNDP-World Bank Water and Sanitation Program

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Introduction

PROWESS was officially integrated into the UNDP-World Bank Water and Sanitation Program in early 1992. Two years have elapsed since then, and it is time to report on PROWESS' activities within the Program. Much has been accomplished, and much is planned for the future. This report will begin with a summary of the history of PROWESS, then describe global and regional achievements, and end with a discussion of future directions.

PROWESS began in 1983 as an interregional project at UNDP. Its overall objective was to promote ways to include women more fully in water supply and sanitation projects. Over time it became involved in field projects in 20 countries and conducted a series of training workshops at global and local levels. Its approach evolved toward an emphasis on four areas: gender analysis, community involvement, participatory techniques, and capacity building. Extensive networking took place with other agencies and NGOs, and with community groups. Support for its activities has been provided by Norway, Canada, U.S.A., Finland and the Netherlands, the UNDP-DGIP, and Regional Bureau for Africa. In addition, a number of agencies have provided parallel funding for field activities.

Much was achieved during the 1980s. Case studies were written on women's involvement at the community level; a series of participatory trainings was organized using the SARAR methodology¹; funding was provided to small projects from which wider lessons could be drawn; and a series of publications was initiated to cover participatory training, and monitoring and evaluation issues. By the early 1990s it was time for PROWESS to position itself to further explore issues relating to scaling-up and capacity building.

Accordingly, an assessment was conducted in September and October of 1991. It noted that for several years PROWESS had had close links with the UNDP-World Bank Water and Sanitation Program. In fact, a process of incorporation had begun in 1990. One PROWESS staff member had been seconded to Program headquarters, and another was working with the RWSG-EA. The assessment found that the formal transfer of PROWESS to the Program was the best way to consolidate and build upon the work underway. This would provide an opportunity to apply participatory approaches within large-scale Bank projects, and to network with the large number of agencies with which the Program works.

Five key recommendations were given. PROWESS should maintain a separate identity within the Program for a period of five years. Collaboration with the International Training Network (ITN), governments and other appropriate partners should focus on: gender issues, training and tools

¹SARAR: the participatory training process used by PROWESS. It is a learner-centered approach, focusing on the development of human capacities to assess, choose, plan, create, organize, and take initiatives. SARAR stands for Self-Esteem, Associative Strengths, Resourcefulness, Action Planning, and Responsibility. These are five skills or characteristics promoted by this participatory training process.

for use at the community level, credit and microenterprise, and health and hygiene education. There should be a group of participation specialists at headquarters and a strong field presence as well. Ways should be found to apply PROWESS techniques beyond the water and sanitation sector. Finally, the PROWESS roster of international trainers and consultants should be updated.

Most of these recommendations have been followed during PROWESS' first few years within the Program. Although PROWESS activities have been fully integrated into the Program, a somewhat separate identity has been maintained, through the use of the name on publications, in the titles of a few of the participation staff, and in the designation for particular activities. This has provided high name-recognition, as the PROWESS name is well known inside and beyond the sector for its work in participation and gender. A PROWESS roster of international trainers has been updated and published as part of the Participatory Development Tool Kit.

Collaboration and outreach have been fundamental aspects of the majority of the Program's participatory activities, both globally and regionally. Links have been formed within the World Bank; with international agencies such as WHO, UNICEF, and INSTRAW; with NGOs such as ISW (the International Secretariat for Water), with the ITN centers in all regions; and with governments in many countries. The Program's natural linkages with a variety of types of organizations have proven particularly helpful in this regard. Through this mechanism it has been possible to explore SARAR and other participatory techniques and issues in a variety of settings and on a large scale. It has facilitated the dissemination of the PROWESS experience to a much wider audience.

The Program has hired regional, country, and headquarters level staff with a mix of skills and experiences to effectively carry out PROWESS work. There are now participatory development specialists in most regional and country offices as well as specialists at headquarters. This has enabled the Program to play the role of catalyst, spreading participatory approaches into a variety of programs. Staff have been able to engage in quantitative research on the impact of participation; in the creation of trainers' tool kits based on global and country experience; in contributing to and learning from on-going large-scale projects; and in the development of publications focussed on gender issues, participatory data collection, and monitoring and evaluation.

Participatory approaches have often worked well in small-scale projects. Operationalizing them in large-scale projects (such as those financed by the Bank) is a key area for learning. To assist in this process, the Program's Asia region (RWSG-EAP and RWSG-SA) is holding workshops in 1994 and 1995 to gather together national project managers and Bank staff associated with ten large-scale rural water projects. Eventually this will lead to guidelines and best practice papers for the design and implementation of large-scale projects, with special attention on institutional and other arrangements necessary for participatory, gender-balanced, and demand-driven interventions. Program involvement in large-scale projects in other regions will provide similar opportunities for learning.

These achievements have built up a momentum that will help to address the remaining recommendations over the next few years. This may include the application of PROWESS participatory approaches beyond the water and sanitation sector (this has started to happen concerning issues such as HIV); holding a global seminar on participation which would be attended not only by the Program's participation specialists but also by experts from other organizations; and examination of the connections between credit/microenterprise and men and women's willingness to pay for improved water and sanitation services.

As PROWESS has evolved within the Program, other issues have emerged. These include determining how large, formal institutions can be adapted and induced to work better in a participatory, demand-driven environment, and when non-formal institutions can be used effectively, particularly in large-scale projects. Another issue for examination are the changes needed at the policy level to produce more gender-appropriate projects. Program participation specialists will explore these topics over the next few years using a "structured learning" approach. Learning about key issues will be done systematically as part of regular project implementation, and results will be incorporated into projects in order to redesign or redirect them throughout the project cycle. Lessons learned will be shared across countries and regions for incorporation in new projects, as well as to inform discussions at the policy level.

Headquarters

Staff at headquarters have provided support and guidance to field staff, brought publications to fruition, devised a Participatory Development Fund, provided technical assistance to Bank projects, led the Collaborative Council's Working Group on Gender Issues, and worked on the World Bank's Participation Learning Group. In so doing, they have expanded the quantitative knowledge base concerning participation, furthered the process of mainstreaming participation in large scale projects of the Bank and other agencies, and fostered discussions and linkages between organizations on the topic of gender.

Several documents have been completed or are in the final stages of preparation.

Tools for Community Participation: A Manual for Training Trainers in Participatory Techniques, by Lyra Srinivasan (1990), was produced in English while PROWESS was located at UNDP. Since the move to the Program, Tools has been produced in both Spanish and French and has been widely disseminated. This manual presents the principles underlying the SARAR methodology for working with communities in a participatory way. It discusses PROWESS' use of SARAR in the water and sanitation sector, describes how various participatory activities have been undertaken, and provides suggestions for those who would like to organize similar activities.

Workshop on Goals and Indicators for Monitoring and Evaluation for Water Supply and Sanitation (1992) is a report on a workshop held in Geneva, Switzerland in 1990. Ideas presented by PROWESS and discussed in Geneva were later developed into Participatory Evaluation: Tools for Managing Change in Water and Sanitation, by Deepa Narayan (1993). This publication presents a framework of key indicators that can be used to measure progress towards sustainability, effective use, and replicability in water and sanitation programs. It provides policymakers, managers, and planning and evaluation staff with ideas about ways to involve community members in program evaluation. A French edition was issued in the spring of 1994.

Although much has been written about the importance of participation, there has been a lack of quantitative evidence. Deepa Narayan's paper "The Contribution of People's Participation: Evidence from 121 Rural Water Supply Projects" describes the results of an in-depth study of completed projects from around the globe. Findings indicate that participation by beneficiaries does make a major contribution to project effectiveness, and that there are a few key characteristics of both beneficiaries and

agencies which are particularly relevant. These include policy and design features oriented toward beneficiary demand and client satisfaction, creation of the necessary social infrastructure, flexibility in allowing different forms and intensities of participation depending on local circumstances, and evaluation criteria focused on local participation and sustainability of services. It was also found that high levels of beneficiary participation did not necessarily result in high levels of women's participation. Unless women's involvement was specifically targeted and resources invested, it did not occur. This paper is being published as the first in a new series of occasional papers by the Bank's Vice-Presidency for Environmentally Sustainable Development.

The Participatory Development Tool Kit (1994) is designed to assist development practitioners with the process of developing participatory training activities. It provides trainers, artists, and community workers with examples of participatory materials that have been used effectively in the field, providing them with insights and ideas to help them develop materials that respond to their local contexts. It is meant to be used together with other PROWESS publications, such as Tools and the documents on evaluation and data collection. These explain the principles and philosophy underlying the materials and exercises described in the kit. An updated roster of PROWESS trainers is also included. Participatory Research: Experience from Water and Sanitation (to be published shortly) provides guidance on the formulation and implementation of simple and participatory data collection. It discusses the underlying principles, processes and issues common to all participatory studies.

The Gender Issues Sourcebook for Water and Sanitation Projects (1994) was prepared by the Program for the Collaborative Council's Working Group on Gender Issues. It begins with an overview of gender issues in the sector. It then provides a variety of tools for development practitioners trying to implement gender sensitive projects. There are guidelines, checklists, charts, participatory tools, and terms of reference. The tools can help with gender analysis as well as with the process of incorporating the findings of this analysis into project design and implementation. They can be used by a variety of types of agencies, in diverse geographical locations.

The Program/PROWESS, with funds from Norway, has established a Participatory Development Fund (PDF). The purposes of the PDF are to promote innovation, learning and the exchange of information relating to participation, informal institutions, and demand-driven approaches; and to build the capacity of country-level groups and organizations. Activities financed by the PDF are usually given amounts ranging from US\$5,000 to \$30,000. Various types of agencies (NGOs, consulting firms, institutes, etc.) are eligible to submit proposals. These normally originate at country level, in consultation with the Program's regional and/or country offices. To date funding has been approved for activities in East Africa, Bolivia, India, Pakistan, the Philippines, and Indonesia.

The Program/PROWESS plays an active role in the Collaborative Council. The Gender/Participatory Development specialist at headquarters is the coordinator for the Council's Gender Issues Working Group. The coordinator maintains the networking between members and presented the group's work at the September 1993 Rabat meeting of the Council. As noted above, during the past two years a sourcebook for the project level was developed. The sourcebook will be widely disseminated and feedback on its use will be elicited from a variety of agencies. Plans for the next two years include the development of another sourcebook, this time focused on the policy level.

The Program has been very involved in the World Bank's Participatory Development Learning Group. Program staff have been core members of the group, and in addition have produced two studies. The first has been described above: "The Contribution of People's Participation: Evidence

from 121 Rural Water Supply Projects". The second is entitled "Community Management in Rural Household Water Supply: Some Lessons from Indonesia". The Bank's Learning Group has produced its final report, which includes an action plan for future Bank work on participation.

For several years now, PROWESS, with the help of UNDP and Norway, has provided funding to the IRC for the production of the annual abstract journal "Women, Water, and Sanitation". The journal starts with a brief "state of the art" and then gives abstracts of the latest writings on gender issues in the sector. The Program, now joined by UNICEF, will continue to fund the journal for the next three years. The Program has also provided support to the International Secretariat for Water (ISW). ISW is an international non-governmental organization, promoting interaction among sector stakeholders at national and international levels. Support from the Program has enabled several regional consultations to take place, thus facilitating networking among regional and national NGOs.

Regional and Country Programs

South Asia

Community development specialists have been located in both Pakistan and India, and a regional specialist in New Delhi provides support region-wide. In Nepal, the Program has a project and staff testing approaches that will be used in a large-scale project to be financed by IDA and others.

Pakistan

Participatory activities have been underway in Pakistan for more than three years. A ten-day Workshop on Participatory Methods of Community Development was held in Swat in 1991, involving 29 participants from government line agencies, NGOs, central ministries, UNICEF, and other organizations. It involved the field testing of participatory activities and catalyzed the efforts of several agencies, leading, for example, to a UNICEF package of participatory development materials. SARAR was also utilized in programs for disabled Afghan refugees and later spread to other NGO training programs, such as the Baluchistan Rural Support Program.

An International Master Trainers' Workshop was held in Islamabad in November of 1991, providing international SARAR trainers with an opportunity to discuss the effectiveness of various SARAR tools and to share their field experiences. A series of follow-up workshops took place in late 1992. A local trainers' workshop involved participants from the Swat workshop along with representatives from NGOs, government sector agencies, and training institutes. This workshop was combined with a five-day one for artists, who play a crucial role in SARAR. The report on this is available from the Pakistan office. The title is "Artists' Development Workshop: Community Development Techniques for RWS Projects". A participatory trainers' workshop was organized by UNICEF in early 1994 for NGOs involved in UNICEF-assisted projects. Staff from the Pakistan office and a Program consultant facilitated the workshop.

This series of workshops and the activities ensuing from them led the Pakistan office to develop a trainers' manual which focuses on Pakistan's experience in community development. This has been published in Pakistan and is entitled: Community Participation: Strategies and Tools. A Trainers' Manual for the Rural Water Supply and Sanitation Sector in Pakistan. The Pakistan community

development specialist also conducted applied research in Azad Jammu and Kashmir (AJK) as well as the Punjab, focussing on the role community participation plays in the effective use of water systems. The methodology utilized included participatory techniques. The final report, entitled "Community Participation in Rural Water Supply Projects in Northern Punjab and AJK: An Exploratory Study", is now available.

The Pakistan office plans to operationalize what has been learned during the last three years in both a larger IDA-financed sector endeavor, the community infrastructure project in North West Frontier Province, and the Social Action Programme (SAP). This will provide an opportunity to integrate PROWESS' gender and community development techniques across sectors.

India

The Government of India has decided to focus on the community management of services. Although there is rich and varied experience with participation, not enough documentation and analysis has been done. Therefore, the RWSG-SA is undertaking a study in five bilaterally-assisted projects across India. The projects are being analyzed to understand the factors that promote or hinder participation, institutional options used to facilitate it, financial implications, and the significance these factors have for replication.

Involving communities requires the provision of information, training, and education to facilitate two-way communication. Experience in India in the past decade, however, has demonstrated several problems: a paucity of educational/communication materials; a lack of information about the materials which do exist; and little networking among organizations. To improve this situation, the Voluntary Health Association of India (VHAI), with funding from Danida and support from the Program's regional office, launched a project to establish a communication materials data bank for community-based sector initiatives. Samples of materials were collected from three distinct regions of India: Rajasthan, Tamil Nadu, and Delhi. These were reviewed and catalogued, and an indexing system was created. These materials are housed at VHAI and are available for organizations involved in sector communication work. It is hoped that other states in India will now also share their materials with the VHAI data bank.

The RWSG-SA and Danida have organized two participatory training workshops in India. The first was held in 1991, and focused on developing and applying field-based training procedures for promoting women's involvement in projects. PROWESS training techniques were used, and people who were trained were expected to train other field staff. The second workshop, in 1992, was to enable participants from the first workshop to reunite to share their experiences in using the techniques in the field, to examine their successes and shortfalls, and to draw conclusions and propose guidelines for their future field work. Participants noted that the SARAR methods have helped them to make training more interesting. The non-directive techniques make trainees feel they are active partners in the learning process.

Nepal

In Nepal, the Rural Water Supply and Sanitation Field-Testing Project (known as Janta Ko Khane Pani Ra Safai Karyakram: JAKPAS) is a "learning by doing" activity managed by the Program and funded by the Bank's Japanese Grant Facility. It is part of the preparation for a larger scale Rural Water Supply and Sanitation Fund that will be supported by an IDA credit and other resources.

This Fund will support demand-led, community-based water and sanitation activities. The JAKPAS strategy includes: promoting decentralization along with greater private and voluntary sector participation; promoting and supporting the work of community based organizations, private sector agencies and NGOs; undertaking capacity building of lead institutions such as "umbrella" NGOs; and promoting the involvement of women in the sector.

JAKPAS activities began in March of 1993. Since then staff have been hired, sub-project selection and appraisal tools have been developed, support agencies (SOs) and projects were chosen for funding, a field-testing strategy was developed, a monitoring and evaluation system was created, and training provided to SOs and others. As a result, the Fund has worked in more than twelve districts with more than eighty communities and fourteen support agencies. More than 40 water supply schemes are already completed and more are underway. Several lessons have been learned to date. First, to maximize its impact, the Fund should support a variety of institutional arrangements. In general, JAKPAS has found district-based NGOs, localized NGOs and community based organizations to be the most effective service providers. The larger support agencies can take contractual responsibility for guiding smaller SOs. It has also been found that communities involved with a variety of development projects develop better management capacities and thus the multi-sectoral approach used in the villages by most SOs is an asset.

Gender issues are a special focus of JAKPAS. Both women and men have been attending community meetings, and in some project areas women have begun non-formal education (NFE) classes. NFE activities can be a useful vehicle for organizing women and can help them develop skills which enable effective community management. Groups formed around tapstands are an alternative way of organizing women. Experimentation will continue to determine the effectiveness of different strategies for involving women in project activities.

East Asia

The Program has been active with participatory activities in the Philippines, Mongolia, and Indonesia, and plans are in hand to collaborate with WHO to develop regional participatory hygiene education approaches and tools, based on the SARAR methodology.

The Philippines

In conjunction with the Philippines ITN center, a PROWESS/SARAR training workshop was held near Manila in June of 1993 with funds from the Participatory Development Fund. It was attended by about 30 participants, most from NGOs but some as well from government and the private sector. Lyra Srinivasan facilitated with assistance from a staff member of the Pakistan office. Participants indicated that they had gained a better understanding of participatory techniques and were enthusiastic to try the methods in their own work.

Mongolia

The Mongolia Water Supply and Sanitation Technical Assistance and Capacity Building Project consists of a package of complementary activities funded by UNDP and AIDAB (Australia). It includes a software component to improve participatory health and hygiene education activities and women's involvement in community-based services. RWSG-EAP has been asked to develop and implement a participatory training program using the SARAR methodology. A one-month training was held in 1993, facilitated by Ron Sawyer of the Program's Nairobi office. Senior level staff were oriented to concepts of community management and participation. An ensuing workshop trained 18 provincial trainers who work in the various project locations, and a follow-up workshop is planned. This is the first externally assisted project in Mongolia to be field-based.

Indonesia

RWSG-EAP staff are working with other Bank staff to support an Indonesian Water Supply and Sanitation Project for Low Income Communities (WSSSLIC). This large-scale project aims to operationalize a demand-based, participatory approach. The RWSG is helping to assess training needs, designing and implementing a monitoring and evaluation system, and identifying and coordinating activities with NGOs. The ultimate goal is to promote a learning process within the project, feeding lessons back into on-going project activities. This should help improve implementation as well as lead to useful insights for the sector as a whole. This process will be documented and findings disseminated broadly.

East and Southern Africa

Participatory activities have been an integral part of the RWSG-EA program since mid-1990, when a regional participatory development and training specialist joined the team. In October 1990, the specialist, along with the PROWESS coordinator at Headquarters, conducted a Regional Participatory Monitoring and Evaluation Workshop in Kenya. This generated a demand for participatory training support in a number of anglophone African countries and the formation of inter-sectoral and inter-institutional core teams of trainers in several of them. In partnership with these national groups, a variety of activities have taken place in East Africa over the last few years.

Regional ITNs

A central component of the PROWESS promotional strategy has been an active partnership with the regional ITN Centers. Every staff member of NETWAS (Network for Water and Sanitation, the East Africa regional ITN) and Institute for Water and Sanitation Development (IWSD, formerly the TCWS, the Zimbabwe ITN) has been involved in at least one SARAR methodology workshop. Moreover, in 1991, a regional associate was recruited to work as a counterpart with the regional specialist, and was subsequently seconded to NETWAS. Similarly, in 1992, the IWSD in Harare hired a participation specialist who received several weeks of orientation and training with the RWSG and NETWAS in

Nairobi. The use of participatory methods and strategies has now become an integral part of most ITN activities in Eastern and Southern Africa.

The ITN Center in Zimbabwe is now operating as an autonomous NGO. Among its many activities is training in participatory approaches for local authorities and district water and sanitation subcommittees. This forms part of the training they receive in order to test decentralization of water and sanitation projects.

Regional Participatory Hygiene and Sanitation Promotion Initiative

In cooperation with WHO and UNICEF, The RWSG-EA has been coordinating a regional experiential initiative to develop a participatory approach to hygiene and sanitation promotion. In partnership with governments, donors and NGOs, SARAR methods and materials are being adapted and tested through a series of country-level pilot interventions in several Eastern and Southern African countries. The regional ITN centers are also actively involved. A primary output of the project will be a field-oriented guide and participatory tools. The tools will assist extension staff, health educators, and trainers to enhance people's understanding of the relationship between hygiene behavior and health, and enhance their capacity to plan and manage improvements in their health environment.

Following the October 1993 regional Participatory Hygiene Education Workshop in Mukono, Uganda, the London School of Hygiene and Tropical Medicine has been using several of the SARAR tools in the development of a Hygiene Behavior Evaluation Procedure. Furthermore, strong interest has been expressed by both UNICEF and WHO to extend the experience regionally, as well as to replicate it in other regions, particularly South East and East Asia.

Kenya

As a result of the monitoring and evaluation workshop held in Kenya in 1990, PROWESS has been providing guidance to the Participatory Learning Network (PALNET), an informal group of sector institutions in Kenya. Its main purpose is to promote sustainable community management through training and the exchange of information, methods, and learning materials. A Danish-funded SARAR workshop was organized by PALNET and hosted by the Kenya Water for Health Organization in May 1993.

Several of the PALNET agencies have made significant progress in integrating SARAR methods with PRA (Participatory Rural Appraisal) methodology. For example, following a PROWESS-facilitated monitoring and evaluation workshop held at the CARE/SHEWAS Project in February 1992, SARAR tools were incorporated into the PRA process to become PRAV -- participatory rural appraisal at the village level. PROWESS participatory hygiene and sanitation promotion tools are now being incorporated into the design of a village level diarrheal disease management program.

Uganda

A SARAR Workshop organized by the ITN center in Uganda in October 1992 has generated a number of significant follow-up activities. For example, the UNICEF supported South West Uganda Integrated Health and Water Project has incorporated PROWESS methods into several components of its program, including training assessment, gender awareness, and project evaluation. AVSI, an Italian nongovernmental organization, conducted a training workshop in participatory techniques in the northern

part of the country. The Institute of Social Development is revising its curriculum to facilitate the inclusion of innovative methodologies. Students at the Mbale School of Hygiene have received two months of practical training in the use of participatory techniques, such as story telling, to facilitate community-level discussions about health, hygiene, and other issues.

Tanzania

PROWESS activities in Tanzania began in 1988 with the appointment of a national PROWESS coordinator in the ministry of water. An inter-ministerial core team of trainers have subsequently organized two national workshops (in 1990 and 1992), overseen the production of participatory material "tool kits" and provided training and technical guidance to a variety of water and sanitation programs. A national PROWESS strategy workshop, held in 1992 with technical support from "core team" associates from Kenya and Uganda, contributed significantly to the adoption of participatory methods within the Tanzania water strategy.

In addition to the above examples, the RWSG-EA has provided participatory training and technical support to programs in Zimbabwe, Ethiopia, Malawi, Zambia and Lesotho, frequently in collaboration with the ITN centers.

RWSG-EA PROWESS Assessment

The RWSG-EA is assessing its PROWESS activities in East Africa over the last several years in order to provide recommendations for future participatory development and training work in the region, as well as to distill lessons that may be of use in Africa as a whole and in other regions. The assessment will examine the different types of activities that have taken place, the spin-off effects from these activities, and lessons learned during the process. It is anticipated that the conclusions and recommendations will be reviewed during a regional strategy meeting in late 1994 or early 1995.

West Africa

The RWSG-WA has been exploring aspects of participation in several countries in the region, including Ghana, Burkina Faso, Mali and Benin.

Burkina Faso

RWSG staff have been involved in several activities in Burkina Faso. A Strategic Sanitation Plan for Ouagadougou (SSP) was completed in January 1993. A pilot on-site sanitation project is implementing of some of the recommendations of the SSP. The lessons learned from this are being "scaled-up" through institutional support for a larger project with a community-based approach. Communities are regarded as project stakeholders, along with other sector participants. The aim is to decentralize decision-making, with organizational and community tasks clearly defined.

Mali

RWSG-WA has been working with the government of Mali on an IDA-financed project in the southern region. This has involved "animating" communities, organizing local artisans, and creating hygiene committees. Early evaluation results have been positive: 68 percent of households regularly use the water points compared to only 20 percent in 1991, and the percentage of households regularly using a latrine went from 49 to 72 percent over the same period. The lessons from this project are being used in an IDA-financed project now under discussion with the government. The proposed approach associates the communities in all stages of project decision making. It also encourages national private sector development by limiting the size of construction contracts to a level that will attract smaller, national firms.

RWSG-WA is involved in a water supply project underway in poor neighborhoods on the outskirts of Bamako. The objectives are to test technological options which use various energy sources; to involve communities in decisions concerning the selection of systems, financing, implementation, and maintenance; and to explore several organizational options including various possible roles for communities, the public water company, the private sector, and municipalities.

Benin

Following a national seminar held in Lokossa in December of 1991, the Government of Benin requested IDA and Danida's assistance with the implementation of a decentralized approach for the provision of sector services. This involves an examination of the roles of the public and private sectors and of communities. Project preparation work has been carried out by RWSG-WA staff.

Ghana

Many participatory activities have been occurring in Ghana over the last several years. Program involvement has grown from the pilot stage to large-scale community water supply and sanitation activities. Recent work has concentrated on the development of a ten-year strategic investment program (1993 - 2004) for the Government and a related IDA-financed project. The project is designed to introduce participatory, demand-driven water and sanitation projects in rural communities and small towns in four of the ten regions of Ghana. Communities will choose from an assortment of feasible water supply and sanitation choices that they can help fund and manage. They will also receive support from pre-qualified partner organizations (NGOs or private firms) in the submission of applications for construction grants, creation of "Facilities and Management Plans", and hygiene education.

The Program-supported Training Network Center (ITN) at the University of Science and Technology has continued to grow. Training activities have included support for participatory planning, training of trainers, and training of women's groups. It is also giving start-up training to the staff of the Community Water and Sanitation Division (part of the Ghana Water and Sewerage Corporation).

Latin America

Bolivia

In Bolivia, the Program incorporates participatory development activities into all of its work: project implementation in rural and peri-urban areas; promotion and dissemination of participatory methodologies through training workshops and seminars; and the design of large-scale investments. Some of the most important initiatives are described below.

Potosi Rural Water And Sanitation Project

This project, now being completed, has been helping the Government of Bolivia in developing strategies for reaching the dispersed rural populations of the Altiplano. These strategies have utilized sound institutional and financial arrangements with particular emphasis on community management and an enhanced role for women. This experience has helped to form the basis for sector policies and large-scale investment programs. The project has had a large training component at community, provincial, and departmental levels.

The project has operated in four provinces in the Department of Potosi and has implemented actions through sub-contracting local NGOs in each province. Provincial and community organizations have also played a key role in project implementation. Relevant actors have included community leaders, teachers, health workers, masons and others. The project has used the SARAR methodology.

The objective has been to provide communities and field workers with the technical and managerial abilities for system construction, operation and maintenance. Of equal importance have been the hygiene and health education messages, oriented to promote correct and sustained use of facilities. The techniques and materials contain key messages that are transmitted in a simple and didactic manner. Initially, all of the project personnel in the central and provincial offices were trained. These, in turn, have carried out the training at the community level. The project adapted 39 techniques ("tools"), of which 20 have been used by extension personnel including community promoters, rural school teachers, and health workers. The remaining 19 have been used to train trainers, to facilitate the process of analysis, and to reflect back upon realities of the project's environment.

Replication of Project Experience at the National Level

Since September 1993, the Bolivian Government has been developing a rural water and sanitation project (PROSABAR) costing \$US 40 Million. The Program is providing technical assistance. Many of the social and technical lessons and accomplishments of the Potosi project have been included in the design of PROSABAR. Among these elements are: assessing community demand for improved services, appropriate technology, community participation and an enhanced role of women, economies of scale, institutional strengthening, and monitoring and evaluation. Some of the professional staff who worked with the Potosi project are now members of the PROSABAR team.

Peri-Urban Water and Sanitation Pilot Projects

Two projects in Cochabamba and Santa Cruz aimed to improve health through the development of better environmental conditions. One of the objectives was to provide sector services coupled with the sanitation training required to reduce the prevalence of different illnesses. There has been active participation of the community in all stages: planning, implementation, operation, and evaluation.

Promoters were trained to work with residents to assess demand, and analyze the levels of service available, related costs, and the management required for each of the systems, so that the communities could choose. An important element in these projects was the support committees, formed by community leaders. These committees worked as counterpart organizations to the projects, providing assistance in promoting the project and organizing meetings to exchange criteria. This experience in peri-urban projects has demonstrated that adequate post construction follow-up is important to ensure the sustainability of the services.

Training and Human Resources Development

The Program is analyzing and documenting these projects' experiences to promote systematic learning, information exchange, and human resource development that will be useful in the preparation of large investment projects. To assist in this process, the Program has prepared a \$2 million sector training project for which funding is being sought. In addition, the Program has committed resources from the Participatory Development Fund (PDF) for the following:

- . development of a Spanish Tool Kit of SARAR materials for use in the Latin America region;
- . a series of national seminars to exchange methodologies and experiences among institutions working in rural activities;
- . training of social workers from different institutions in the SARAR methodology; and
- . a national seminar to analyze and exchange experiences on gender issues in sector projects.

Future Activities and New Directions for the Program/PROWWESS

A number of documents relating to participation and gender will be issued in the next few years. The earlier mentioned Participatory Research and The Gender Issues Sourcebook for Water and Sanitation Projects should be published by the end of 1994. Several country-level tool kits are also being produced; PROWWESS assessment reports are underway in East Africa and Bolivia; and papers examining community management are being prepared in the South Asia region. As coordinator for the Collaborative Council's Working Group on Gender Issues, the Program is developing a sourcebook on gender issues at the policy level for presentation at the Council's October 1995 meeting. It will discuss agencies' experiences, training ideas, references and resources, as well as areas for future analysis on this relatively new topic.

The Program/PROWESS will be moving in new directions, as it seeks to learn practical lessons relevant to policy makers. There is substantial consensus world-wide concerning appropriate sector policy. However there is much to be discovered about how to operationalize policy and make it work. Accordingly, a major Program thrust will be a concentration on a few key sector issues: choice/commitment of sector consumers and other stakeholders; decentralization of decision making; and the roles of government, the private sector, and non-formal institutions. The issues of participation and gender permeate these topics, and thus the Program's PROWESS/participation specialists will be involved in the learning exercises related to them. Results will be fed into Bank work in these areas.

Consumers making choices about their water and sanitation systems involves participation. Decentralization of decision-making often entails more local level (including community level) involvement. In this more participatory framework, in which consumers make choices and decision making occurs at a lower level, governments, the private sector, and non-formal institutions may have new or enhanced roles. NGOs, community groups, and private vendors may have larger roles and increased responsibilities as they facilitate more community involvement and work on a larger scale. Government roles change from supply-driven providers of services to facilitators based on demand at local levels.

A demand-oriented approach, with consumers stating what they want and are willing to pay for, includes organizing financial mechanisms and identifying institutions to arrange for collection of consumer payment, allocation of credit in certain contexts, and holding sufficient funds for maintenance and repair. These changed mechanisms and roles are needed if institutions are to facilitate, and not hinder, the provision of sustainable sector services. As we search for ways to achieve participatory, demand-driven projects, we need to understand how to structure institutions and their internal incentives so that they perform these roles well. Otherwise, an enabling environment will not exist.

The goal of projects should be to provide services on the basis of demand, and to deliver those services in a sustainable and equitable way. The heterogeneity of communities is a factor that can affect the attainment of this objective. Communities are often composed of various groups, including those based on gender, ethnicity, income and religion. This heterogeneity can influence the way demand is expressed and aggregated, the way informal institutions function, and the way benefits are distributed. Effective social analysis identifies which elements of heterogeneity are important in a particular project and assesses how these elements operate in the community setting. The key is to incorporate these findings into project design so that sector activities are more responsive to these differential effects. In this way, gender issues are mainstreamed into overall project work by examining them in conjunction with other social aspects. This ensures that diverse preferences are taken into account and that the benefits from these interests and abilities are captured. The Program will be analyzing gender from this more integrated perspective, highlighting gender when it is a significant social variable.

Many "tool kits" and manuals concerning participatory training have been produced and tested since PROWESS joined the Program. Documents on participatory data collection and evaluation have also been published. PROWESS will transfer the findings from this work to the development community, to enable the Program/PROWESS to focus more on the institutional aspects of participation and gender issues. To accomplish this, a workshop has been scheduled for March 1995. It will bring together key players working on these issues within a variety of agencies. As the participatory training materials are now quite fully developed, it is hoped that implementing agencies can take the lead by incorporating these materials into their work and disseminating them more fully.

As the Program's participatory development staff in the field and at headquarters have now been in place for a few years, it is opportune to hold a retreat where they can discuss their experiences and plan for the future. Accordingly, a retreat is planned for later in 1995. The objective will be to debate the current "burning participation issues" for the sector and plan how the Program can explore these issues during the coming years. A particular focus will be the exploration of participation within the context of informal institutions. There will be a chance to discuss current activities, see which issues cross regional boundaries, and evolve a substantive Program participation/gender agenda for the future.