Submitted By:

Javed Tariq

Registration No 1449M Phil/GPP/F17

Supervised By:

Dr. Shahid Habib And Dr Zin Rafique

Department of Governance and Public Policy

National University of Modern Languages (NUML)

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The research entitled **"Participatory Development and the Stakeholders Perceptions: A Case Study of Islamabad"** is conducted under my supervision and the thesis is submitted to The National University of Modern Languages (NUML) in the partial fulfillment of the requirement of the degree of MPhil of Governance and Public Policy with my permission.

Dr. Shahid Habib

Dr Zain Rafique

DEDICATED TO

TO THE CITIZEN OF ISLAMABAD,

MY FRIENDS ,

AND

MY RESPECTED FACULTY OF G&PP

NUML

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ABSTRACT

There is a dire need for Pakistan and its people to bring about positive change in their life style. Population burst over a period of just few decades have adversely affected the living standards of the common people both in urban and rural areas . Basic education remained neglected and so was the case with the democratic institutions which failed to promote their future plans in the field of development sector. Many outside organizations worked hard to introduce programs in various sectors of development but it was unfortunate to identify their agenda different from what we were expecting. Thus Development programs came under government umbrella. Development programs are directly related with the government priorities and their preferences. Our per capita is low and about 67% of the population is living below poverty line which requires due attention at all levels. Government alone may not be in a position to manage effectively. Therefore, all programs may require intense citizen involvement which is being adopted the world over. Participatory development is now regarded as part of development agenda. This research is carried out to explore the rising challenges in program management by the sponsors of the development programs. As participatory approaches have become essential part of any program , it was therefore felt necessary to explore its presence in virtual function choosing Islamabad as case study .The findings were surprisingly well below the expectations. It was not only true in case of elected members but government itself was not interested to practice in true letter and spirit. Hopefully, new researchers in the field of Governance and Public Policy will try and further investigate and this research may help them not to start from a scratch.

Keywords :participatory development, participatory approaches, participatory ladder, sponsoring institutions, Friers concept, education.

TABLE OF CONTENTS

CHAPTER 1

1. INTRODUCTION

1.1   Background of the Study

Historically the development aids for the poor has been termed as an approach similar to top down management approach with respect to decision making as aid providing institutions fully monitor and control development projects (Booth.2008). This process often begins with international experts conceiving and designing development projects from outside the communities where those projects are to be implemented (Ward, 2010). In other words, the beneficiaries of the projects are actually working under the directions of those who plan the projects and provide aid and virtually keep control of the same. As a matter of fact theoretically these are the abstract ideas and not true development indicators of any given project. It is also observed that the meetings organized on the subject are invariably fulfillment of routine procedures. Short briefings by the experts to the local people is virtually meaningless in the absence of detailed review of the project to make them understand for their objective suggestions. In most instances, the beneficiaries are the local elites that have not involved community participation (Brohman, 1996; Hanna & Picciotto, 2002).   and It is often of no consequence that many scholars examining this phenomenon do argue that aid does not work. Among the many and increasing opponents of aid is Moyo (2009), who argued the following:

> *In development projects aid was considered as key factor rather a driving force. Nonetheless , to some social scientists it has been a matter of great disappointment when its inefficacy was realized in leading program failures. Still*

according to factors of production financial aid occupies key position. However, contrary to this argument there are solid reasons which suggest that poverty cycle is aggravated and sustainable growth gets compromised, (p. 28).

Development language has changed recently from paternalistic tendencies to a participatory trajectory. Development initiatives are embracing a new way of thinking that is geared toward implementing aid programs that work. It is hoped that this will lead to economic empowerment and sustainability of development projects. This new way of thinking truly fits the definition of development. Number of scholars for instance Coetzee, Graaf ,Handricks ,and Wood (2001) look at development differently. To them it is a change from unfavorable circumstances towards a better change. These changes are understandably simple but become complex as you proceed. Any social change that brings about better living standards than the previous status will be considered as progress. Usually, the change offers access to knowledge and access to the resources with a view to make their dreams come true.(p.120)

Development has an inbuilt assumption that it will help poor, underpowered people and those marginalized in poor communities to build sustainability; thus, it is viewed as more than just giving aid to these people. It requires a process that would enable the active involvement of the poor who are oftentimes the beneficiaries. This process begins with the poor acquiring a voice and the capability to sense the problems , and finding suitable alternatives the way things are being managed before problems are transformed into crises To this end, the paradigm calls for the active involvement of in-community stakeholders in their own development (Chambers, 1997).

It is upon this foundation that participatory approaches to development are prescribed. In affirming the approach, Zhang and Zhuang (2010) related the involvement

of conscious decisions that give voice by involving stakeholders in devising solutions to their problems (Nikkhah & Redzuan, 2010). This is currently the principle of most nonprofit organizations to empower people to solve their own problems. In outlining the usefulness of the participatory methodology in an Information Communications Technology (ICT) project in South Africa, Joseph (2010) reported mutual learning, generation of knowledge, and enhanced research as outcomes of the approach. However, he suggested willingness and continual learning as key aspects to this process. Jennings's (2000) definition of participatory approach relates better with the central focus of this study. He defined the approach ; the central theme of the participatory development envisages participation of in-community stakeholders in decision making to eradicate the most pressing issues being faced by them. It is a matter of common sense that the firsthand information on the subject stems from those suffering from the problem. Since they are faced with the problem therefore , the issue remains under discussion within community for suitable solution. Development is intended to address problem(s) solving involves financial aid , technical knowhow , and practical execution methodically. The concept is universally agreed at forums involved in providing given aids. Nevertheless, the general tendency among international aid assistance agencies is quite different from the given conceptual thinking. The interventions by the aiding institutions are quite overwhelmingly strong in planning, execution and decision making.

In affirming Jennings's study, Anyidoho (2010) argued that the core idea of the participatory development is solution to the problem and decision making must stem from the people for whom the intervention is being planned. Trust in people ability to carve their future should not lose sight. Therefore , there is a need for the consensus that

participatory development entails active involvement of community at each and every step of development process such as meetings , decision making execution etc. (Anyidoho, 2010; Chitnis, 2005; Guijit & Shah, 1998; Jennings, 2000; Maser, 1997; Slocum, Wichhart, Rocheleau, & Thomas-Slayter, 1995; Thwala, 2001 Maser, 1997; Slocum, Wichhart, Rocheleau, & Thomas-Slayter, 1995; Thwala, 2001). The central idea is that an approach enabling poor people to articulate and work towards personal and corporate development becomes the process that empowers.

This concept of empowerment is closely linked to participatory approaches to development. It refers to the process by which marginalized and poor people gain an upper hand in changing their predicament. As Chitnis (2005) concluded," The concept of making people empowered to make their own decision depends on providing them suitable working environments and take control of those issues which affect their lives. It is only possible when there opportunities , resources , knowledge and freedom of action to bring about the desired change" (p.35). It is believed that the given concept at a very basic level helps promote self-reliance, improved confidence level , and above all sustainability in the long run. Empowerment may need involvement of people throughout the length of the program to help build capacity of the people. The proactive participation of the poor will build their confidence to first understand the problem and carryout analysis themselves and reach best possible solutions which can be referred to as capacity building. The capacity to understand nature of issue and possible solution lays down driveway to execution utilizing resources in cost effective manner.

Moreover, they gain motivation to continuously work toward improving their communities. It is this transformative process and the self-reliance that leads to the

sustainability of the people (Conyers & Hills, 1990; Nikkhah & Redzuan, 2010; Wetmore & Theron, 1997).

Consequently, participatory development has gained popularity to be adopted as a policy universally (Brett, 2003; Cleaver, 1999; Cornwall, 2006; Green, 2010). It is used as a means of incorporating a wider representation of stakeholders into project organizational forms. Through the collection of data, local knowledge is produced involving the perceptions of informants. In addition, these perceptions can be aggregated within spatially circumscribed social institutions.

Essentially, the central idea of participation is sharing information so that people know the project's objectives in order to make a difference. Once information is shared among relevant parties, a structure is agreed upon and imposed, creating a clear vision, clarifying the goals and cost benefits as economic objectives and goals, as well as identifying individual roles to help set direction. With participation, affected people are empowered in making self-direction, which is meaningful for them and adds to their competence level and impact is realized (Burkey, 1982; Cornwall, 2003).

Empirically, the aiding institutions believe that failure of the major development projects can be attributed to the fact that relevant stakeholder's were neither consulted nor engaged in process and execution (Rahnema, 1992: p. 117). For instance lack of affected people's involvement in development programs . The projects invariably fail due to lack of ownership of the projects by the affected community. The arrangement invites attention of the local governments and development agencies to consider it as preferred way of undertaking the development projects. Therefore, the stake holders of the participatory development need to develop clear understanding on the subject

12

especially making efforts to understand development communication and introducing a participatory approach in policy matters related with the development programs. This approach is free from any limitations such as developed or developing countries. The concept is equally applicable everywhere.

Thus , the aim of this thesis would be to explore application of participatory approaches with view to carryout analysis of the recommended practices within local government that is municipalities of Islamabad Pakistan. Municipalities in Islamabad are relatively easily manageable. Islamabad is a metropolitan city fairly modern in its infrastructure , its communities, CSOs and the people residing in Islamabad economically better placed comparatively. It has socioeconomic edge over many neighboring areas such as Kashmir, KPK, Punjab etc. The study has examined the development initiatives particularly conduct of development programs from a different angle involving employment of modern development strategies which emphasize in-community stakeholders participation in community based programs. In development initiatives communication has pivotal role when it comes to progress as per envisaged plan.Citizen engagement adds life to development initiatives. Therefore focus of this study remained on the concept of   participatory development to answer the following question " level of application of participatory approaches in development programs in community development initiatives? The main question is considered important as it reflects quality of political governance system.

1.2   Problem Statement

The concept of the participatory development gained momentum after 1945 and it was soon realized that despite best available practices some of the major projects virtually failed. Research on the subject indicated that same could be attributed to lack of engagement of the stakeholders in development project (Rahnema, M., 1992: p. 117), its non-adherence became more pronounced in poor countries where poor people are faced with multiple socioeconomic issues. This lead to greater emphasis on development initiatives which were 'people-oriented' (Brohman, J. 1996: p. 203). Due to this reason the international institutions realized the importance of "poor people as center of attention and inventor of own histories ," (Stein, S. and Harper, T. 2000: p. 69). Within the field of development strategies there have been number of development theories but this theory 'participatory development' gained broad consensus along with the universal recognition. The researchers believed that greater emphasis was needed to manage strategies ,tools and sufficient knowledge to implement this approach (Mathur, 1995: p. 153; Gerrit, 1997: p. 2) . Communication tools are important and world Worldwide Web Services , dialogue with beneficiaries and frequent consultations are necessarily needed. The concept provides equal opportunities to all participants that affect their living conditions and welfare (Burke, 1968). The idea given in participatory theories offers practical way of addressing the problem of people working together. This arrangement provides opportunity to develop cooperation among stakeholders. A key to success is cooperation.

In order to achieve sustainable socioeconomic development, the scholars believe that participatory approaches are must . Its practicability in many development projects

still remained as rhetoric (Guijit & Shah, 1998). Often, the participatory process at the various stages of development projects is not realized. More specifically, the designing and evaluation process of projects in many rural communities is usually the role of the funding agencies rather than a collaborative effort with all stakeholders. There is an observable need to streamline the conflict between top-down and participatory approaches to sustainable development. On the other hand, variations in socio demographics of poor people pose a challenge in fostering participation. Poor people usually lack education are therefore less organized and weak in expression as compared with powerful stakeholders . Knowledge regarding the process is limited; therefore, community stakeholders are unable to stand for their rights with regard to becoming engaged in the decision making process of the development projects.

Though extensive literature on the subject matter exists in the developed world, there is minimal systematic or documented evidence in many development projects established in South Asia. However, hardly any studies have investigated the perceptions of the community stakeholders and how they might affect the achievements of development projects. In other words, interventions from the developed world are made but may not necessarily solve the particular needs of local communities in specific areas. Therefore, there is a need for an evaluative process assessing the stakeholders' understanding of the participatory process. Cleaver (1999) suggested the following:

> *The discourse suggest need for exploring more areas in a given fields which is likely to improve the structure of participatory development approaches. The poor people to remain in focus (p. 609)*

The idea of participatory approaches looks easy to comprehend and likewise implement but in reality it's a complex and uphill task to mange to acquire economic

empowerment. Nevertheless, over a period of time more research on the subject may resove number of issues which are difficult to resolve momentarily (Ettling, Buck, & Caffer, 2010). One of the difficulties is developing communication among stakeholder which is not only sensitive but is considered as the most essential step in proceeding with the aspect of development based on participation by all" (Dearden & Rizvi, 2008, p. 23). New relationship are difficult to establish especially for those sponsoring the program . This stage however is considered critical in all aspects. This is foundation of the relationship and that is why it is critical . The future progress and its success depends on that.. It is the researcher's belief, therefore, that the participatory approach to the economic development process should consider the perceptions of stakeholders' understanding of real participation. Since it seems that there is a dearth of studies that explore this specific field, this study investigated the stakeholders' perceptions of the participatory process in Pakistan.

It is quite surprising that practically even the most important stakeholders such as the Government, the funders , and other stakeholders involved in development programs do not bother to fully align themselves with the recommended pathways of the theorists on the subject. It could be either due to lack of confidence in theories on participatory approaches or hard to manage . So far there is no more than a rhetoric. Things need to be streamlined based on recommended procedures. The beneficiary stakeholders need to be convinced with practical application of the theory. (Eylers and Foster, 1998: p. 101). The response of the beneficiaries depends on kind of communication between all stakeholders involved in a program . Nonetheless , the process of the decision making necessarily require contribution by themselves. (Nelson and Wright, 1995; Cleaver; 2001). The

question rises how do the theorists envisage participation by the beneficiaries? There could be number of aspects requiring due attention but some of the most important aspects are; listening to people and building high level of confidence to trust each other. This can be possible if level ground is provided to all and social distance reduced to minimum level. The formula applies to master and the pupil , leader and the subject, and very humane relationship throughout the program (Servaes, J., & Malikhao, P. 2005). The word 'listening' has to be taken in broader sense. It is generally understood that listening is meant for those at receiving end. In this context its applicable to the government as well as the citizens. Citizen are usually the direct beneficiaries and have greater stakes than other people in development program. This is because of the long awaited opportunity at their door steps . If they are unable to extract maximum out of the program it will be like missing the train while standing on platform. Programs sponsored by the private donors from abroad are not effective if they lack government support whether at local level or national government . Therefore , important stake holders for instance the governments , the citizens, the poor as well as the rich, the planners and administrators etc need collaboration and need to draw continues support from each other. Participation by all concerned groups, poor or rich, disabled, illiterates, literates etc. should be invited to express their views on the subject. This exercise will invariably allow popular support from all corners based on concrete first hand data and information, (Nabatchi, 2017).

It is believed that the participatory approaches only in theory and in practical field things are different. To many , participatory approaches have number of anomalies and are littered with uncertainties. Nonetheless , on the contrary there are several examples

where participatory theories worked fine. In order to find common causes of failure , the researchers found main reason of the failure in developing countries was due to absence of beneficiaries from the program. Therefore, there is a general consensus on the subject that participation and cooperation are the hall mark of success. Hence focus of this study has been to find out people engagement in community development matters , their perceptions of the program , communication efficiency within local municipalities in Islamabad City. Their understanding of latest trends related to participatory initiatives. Moreover , how local governments perceive and define development communication. In order to gain an understanding of the process, it is therefore conceivable to investigate how local authorities in Islamabad municipalities actually understand and apply development approaches, especially participatory approach in their development initiatives.

1.3   Why focus is on Islamabad Local Municipalities

The reason for choosing Islamabad and municipalities of Islamabad in particular is twofold. First, Islamabad is a metropolitan city and people around are relatively well educated and show keen interest in performance of political governments and their public policies. The infrastructure is mix of urban (well developed) and rural (need due attention) . Participatory development approaches is relatively new concept in development programs . In order to understand that citizen need to have awareness and generally better education than in far-flung areas of Pakistan such as Mithi, Chachro, Waziristan etc. It is also observed that the government position on the subject is literally

not clear . The bureaucratic practices of the past seldom welcome new ways and means to handle public affairs . The political government(s) from top to grass root level do understand the changing trends in communities where they belong to. Voters do not trust lame excuses with respect to their issues. On the contrary , at government level participation is being introduced to achieve transparency and access to people voices. Hopefully it should work well if expanded to municipality level. Pakistan is littered with mobile communication sets and during past few years this industry has made its place in a very short time. E reporting is becoming popular methods to express your grievences.

The analogy does not suggest that there is no awareness at all but there are un-necessary impediments. A large number of citizen are of the view that participatory initiatives are welcome and could be game changer. Some municipalities consider this practice not a viable option. They have their own reasons and may not be a voice of citizen. There are no restrictions on meeting in community people , the elected members at union council level, and the donors from abroad. All stakeholders are accessible to the researchers to collect data directly and verify from number of sources.

CSOs, have important role in community development. They keep an eye not on socioeconomic issues   but other issues as well. In Pakistan's context government procedures are strict and effective due to several reasons for instance financial crunch, security issues, natural calamities etc. Political governments always have earnest desire to do extraordinarily better than their political rivals . But inherent weaknesses preclude them from getting rid of said shackles. The world donors such as World Bank, Asian Development Bank ,UNDP etc have already put in billions of USDs. Still the prosperity looks distant . For small development projects policymaking process is in the hands of

sponsor (funder) , local government representatives, and if needed some elite ex community where programs are to be implemented. It shouldn't be a complex procedure to invite all for collaboration and undertake project . It is known fact that in under developed areas , the literacy rate is low so are there social and cultural values different from developed areas. People lack understanding of projects and their likely benefits ,yet projects are planned and executed. It is quite simple to understand that the projects being undertaken are to improve the living standards of the poor. They have different perceptions owing to their knowledge , technical skills, social and cultural values. The directors of the project is required to take all of them along from start to finish. Local government need to develop understanding of new theories being applied in the filed of development programs. The ability comes from knowledge , understanding of the issue and people's psychological state of mind. Engaging people in participatory practices should not be considered as uphill task. Little effort can win hearts and minds of the people and main maximum from their experience .The qualitative case study has been able to understand , how the different municipalities engage with their communities using participatory development approach.

1.4   Research Questions

In this research, the researcher is primarily concerned with the participatory development in Pakistan. This research is governed mainly by the proposition that to what extent local governments at grass root level consider application of the concept ' participatory approaches' in managing development programs?

Additionally , the researcher has following driving research questions about this broader query. These are:

1) How the contribution of an in-community stakeholder's understanding and perceptions regarding the participatory approach to the achievement of participatory development projects?

2) How the influence of an in-community stakeholder's involvement in the project-design process on the achievement of participatory development projects?

3) How an in-community stakeholder's understanding of the participatory approach contributes to the achievement of development projects?

4) How an in-community stakeholder's are formally admitted in the process of design and execution process and their likely influence on success of the intervention.

1.5   Research Objectives

In this research, I intend to explore five research objectives: -

1. To find out the contribution of an in-community stakeholder's understanding and perceptions regarding the participatory approach to the achievement of development project.

2. To explore the influence of an in-community stakeholder's involvement in the project evaluation process on the achievement of development projects.

3. To find out the influence of an in-community stakeholder's involvement in the project evaluation process on the achievement of development projects.

4. To evaluate the extent to which in-community stakeholder's understanding of the participatory approach contributes to the achievement of the development projects and

5. To suggest the measures to which in-community stakeholder's when involved in the project design and evaluation stages influences the achievement of development projects.

1.6 Significance of Study

Although several studies on participatory approaches to development exist, there is an insufficiency of related and comprehensive documented evidence on the subject, particularly in development projects in Pakistan. By investigating the perceptions of community stakeholders, the study made a positive impact and should be able to make some addition to existing researches on the subject to include the process of participation that leads to development. The understanding of the participation process with regard to community stakeholders may reveal the complex, yet needed, understanding of the communication process in development studies. This might allow language which may have a synergetic effect on people working together successfully. Given the communication factors underlying the participatory process in economic and social development, this study can guide evaluation, formulation, and policy making with development partnerships who intend to adopt the approach in an empowerment-building capacity and to see that development programs are sustainable. In addition, understanding the lived experiences of this selected group of participants in empowering the voice of the poor may be enhanced.

1.7   Purpose of Study

The research envisaged future prospects in order to make useful contributions towards appropriate of already evolved strategies for admittance of people in any development project. The study makes it obvious that citizen involvement in development initiatives could change the very complexion of the envisaged goals. Communication among stakeholders remained in focus to ensure highlighting its importance. Usually, problems are known and   plans to solve problems continue to emerge off and on .The affected people know better than the outsiders. Although , municipalities having governing bodies are from the same area and   they also have awareness but still if the design work ,execution and evaluation stages neglect people involvement may affect the results negatively. It was therefore considered necessary to evaluate the development commutation amongst staff   members and associated stakeholders. The participatory approaches emphatically recommend citizen engagement. Understanding the citizen engagement would therefore make plans to proceed in the right direction. People do possess basic knowledge which indicative of their capacity to improve upon that. This is only possible if the government, aiding agencies deliberate on this aspect and properly induct people for whom the project was being planned. Therefore , the study mostly emphasized this aspect and did best to dig deep into problem areas related use of recommended procedures spelled out participatory approaches. Consequently , this lead to comprehensive review of the participatory development and

on ground practices. Hopefully ,the conclusions drawn from this research will be valuable for those engaged in development sectors .

CHAPTER 2

2.1 Review of Related Literature

This study investigated number of stakeholder particularly people directly engaged in development project. Different stakeholders have different perceptions of the participatory process in development projects. Participatory development is a vast area that covers many concepts. This review of related literature is pertinent to understanding the participatory process in development and covers the following areas: (a) defining participation development, (b) describing typologies of participation, and (c) evaluating participation. In order to contextualize the summary of the literature, an introduction and rationale of participatory development is given.

2.1   Introduction and Rationale

For the last 50 years, well-intentioned, wealthy nations in the West have given over one trillion dollars to help poor nations in the less privileged areas of Africa (Moyo, 2009). Development experts such as Sachs (2005) have continued to advocate for more international aid to developing countries and claim that it is the moral responsibility of the rich nations to give aid in order to eradicate extreme poverty. However, these well-intentioned arguments have been challenged by other development scholars, such as Moyo (2009), Long (2001), and Nelson and Wright (1995). The United Nations Millennium Project publication (2005), a major donor development organization, admitted that aid has a number of problems, including the assumption that aid threatens the long-term public support for development.

One of the reasons for skepticism towards aid is that aid is a top-down process that has generally been more disempowering than empowering. The in-community

stakeholders have not been involved in many of the initiatives that are meant to help them (Chambers, 1983, 1997; Nikkhah & Redzuan, 2010; Panda, 2007; Schuurman, 1993). On the other hand, several scholars have advocated a new approach to delivering economic development aid to the poor that includes the poor in the development process (Henkel & Stirrat, 2001; Kimani & Kombo, 2011; Mosse, 2001; Rahnema, 1992). This new approach claims to provide a solution delivering aid to the poor as a bottom-up process that does not ignore the beneficiaries of aid, but interacts with them in a way that actively involves their input (Ariyaratne, 1977; Crewe & Harrison, 1998; Freire, 1970; Hussein, 1995; Long, 2001; Narayan, Chambers, Shaw, & Petesch, 2000). This new approach is one that claims to involve the poor people themselves (Booth, 2008). In fact, this approach has gained momentum in the last three decades and has been incorporated in the development discourse among development scholars and agencies. Baporikar (2012) noted that participation gained reasonable level of popularity among those institutions founded to support under developed countries throughout the globe. The international funding organizations for instance , World Bank , the Japan International Cooperation Agency (JICA) , the United Nations Development Program (UNDP) and similarly Food Agriculture Organization (FAO), and the Inter-American Development Bank (IADB) etc essentially prefer to follow the concept of participatory development .

2.2   Defining Participation Development

Number of research scholars have defined participatory development as they deemed appropriate and there is no glaring disagreement by the critiques . However , In the literature on the subject have mostly agreed with the term participation as defined in the context of the work of Paulo Freire. Freire a renowned political pedagogue and a

dominant scholar in the field of social sciences and educational thought (Glass, 2001).

Freire modelled a pedagogical strategy that put students on equal terms with their

teachers. This change in status quo encouraged the poor to think in critical terms about

their poor conditions, their oppression, and their exploitation. Freire (1994) maintained

that " the usefulness of knowledge based education is significant if the learners begin to

reflect positivity in their thoughts towards the relationship in the environment they live in

. The education got to be specific to bring about positive change in the existing standard

of life (p. 3). Freire (1994) further noted:

> *"Education in one particular faculty has number of sub-topics to cover .*
> *Modern education ensures deep understanding of the subject based on existing*
> *body of knowledge. It is observed that the social sciences also ensure gradual*
> *development in knowledge. Within social sciences mechanism of the social*
> *conflicts is discussed and to develop deep understanding of the problem solving*
> *procedures. The given procedure solves addressing conflict resolution*
> *methodically." (p. 125)*

The impact of Freire's ideas transcended the arena of educational thought and

became a model for citizen-cantered approaches. He emphasised on interpersonal

channels of communication for better results in decision-making processes of economic

development and politics (Siddiqui, 2003). Through the years, the concept of

participation is generally the same as "people cantered development" (Jennings, 2000, p.

3), "people first" (Chambers, 1192, p. 37), and most of the scholars basically agree on

this but at times use different words to express themselves. But in nut shell it is well

known as "participatory development" Roodt (2001), Rahman (1993), Chambers (1992),

and Conyers and Hills (1990). The aim remains the same for instance , poor need social

change and development is the answer . It is quite obvious that he who is suffering better

understands its pain. Therefore , any change towards betterment for them needs their

involvement . As in the end they will be the one to give marks. Financial aid comes from international funding organizations for example   Asian Development Bank (ADB) and the World Bank (WB). These institutions have remained committed to their objective of providing development tools for instance , financial aid ,technical assistance ,monitoring and program evaluation etc. Over a period of time number of test and trials were carried out and several research papers written on the subject to ascertain causes of failure and reach viable solutions in case future development projects. These are key institutions and have firm consensus on significance of participatory development as key to effectively addressing development programs. To World Bank it is important to ensure that all stakeholders must participate with a view to contribute towards its success. (Tufte & Mefalopulos, 2009, p. 6).

Research on the participatory principle suggests equality we all have a right to see things from own perspective and make suitable recommendations wherever needed. A poor person can be intelligent enough to suggest better way to address the issue. Although poverty divides poor and the rich but by no means it takes away or deprives him of the   intelligence   (Gaventa, 2006; Oakley, 1991). Therefore, participation development focus on collective efforts of every one. The concept of collective effort provides idea of oneness ,partnership and the ownership. (Cees, 2000).

Working to gather helps developing deep understanding of the issue by everyone. Therefore , everything within community is being observed and discussed for immediate suitable measures   (Philips, 2009). It is observed that not all possess same level of intelligence and knowledge and collective efforts always pay more than individual effort. The said practice begins with open discussion and each individual has a right to comment

based on his perspective to address the issue. Dinbabo (2003) and (Dennis, 1997) it is further elaborated as the process as collective effort : participation by all without any prejudice , nothing to hide ,sharing responsibility for the decision made. Empowerment is usually considered as sharing responsibility with other stakeholders. Obviously cooperation opens doors for mutual understanding and learning process.

Number of researches carried out on the subject revealed that active participation by all was a plausible solution, (1989; Roodt, 2001). In one of the researches it came to lime light that the inequalities could retard progress and may not allow capacity building. It was more pronounced when marginalized people were ignored. (Craig & Mayo, 1995). The sustainability in the programs is an important factor. In a development program there are number of stakeholders for instance , the oppressed class facing issue , the sponsor, government and organizations involved in execution. All of them need close cooperation from beginning to the end. (Sanoff, 2007).

In order to achieve results participation becomes inevitable part of the program. The concept need to be understood in its true sense participation with logically supported argument for decision making. Program design and implementation is one time opportunity for the oppressed class and it should reasonably cover all aspirations of the affected people. If people are kept aloof during the process , it may not fulfil the dreams of the people . Thus cooperation becomes essential part of the program and without which may not be possible to get desired results. Specialists on the subject continue to voice this particular factor. (Chambers, 1997; Nelson & Wright, 1995). Traditionally , the programs used to be undertaken keeping people out of development program and they were only invited when it was time for sharing of its fruits.

The Organization for Economic Cooperation and Development (1994) realized the dangers of efforts being wasted in the absence of participation by all stakeholders. At UN level it was also observed that except for few developing economies many were far behind in their standard of living. Number of discussions were held and it was finally decided that in order to bring about improvement in underdeveloped countries it was necessary to have an open forum discussions between the sponsor and the host country. The concept of passive approach was discouraged especially for those earmarked to benefit from the program. Active role was encouraged as against passive role of beneficiaries. The idea became standing operating procedure (SOP) for implementation of programs at all levels whether at country level or small village level program. Moreover the World Bank further emphasised to enhance the scope in term of participation to also include even the developed countries (Tufte & Mefalopulos, 2009). The emphasis gained enough support from everywhere and in-community stakeholder involvement became right way to address program (Gaventa & Cornwall, 2006). The realization came about not to pull out oppressed from oppression on humanitarian grounds by providing them decent living standards but the destitute state of under developed countries could adversely affect the developed nations (Uphoff, 1985).

From the discourse above some cardinal guidelines emerge to include; Equal participation of all in designing and operation, development of practical strategies during the process of all stages of program. Distribution of work while authorising people to work independently with high level of confidence in their decision making. People need to be made responsible in shaping their own lives.

2.3   Typologies of Participation

As participatory approaches have gained importance in the development process, these newer approaches have met with their own skeptics and critics. Development scholars, such as Hickey and Mohan (2008) and Evans, Pilkington, and McEachran (2010), have questioned the motives and effectiveness of the process by development agencies. Specifically, Cooke and Kothari (2007) and Hickey and Mohan (2004) have wondered whether the process is not a disguised top-down patronizing process. The challenges within the dynamics of participatory approaches to development are many. The first is the manner in which they are implemented by donor agencies or nongovernmental organizations (McGee & Norton, 2000; Rahman, 2003). For instance, there was a point in time when participation was just considered as the process where the community gives information to development agencies in a hasty consultation without the direct involvement of the participants (Nelson & Wright, 1995; Talen , 2000). The second challenge is how to involve all the stakeholders, most especially the in community stakeholders (Cooke & Kothari, 2001; Olicio-Okui, 2005). According to other development experts, the challenges of participation might be due to the bureaucratic approach   of the institutions promoting development institutions and at execution stage management of the programs (Botes & van Rensburg, 2000; Chambers, 1995; Haidari & Wright, 2001; Jackson & Kassam, 1998; Long, 2001; Lyons, Smuts, & Stephens, 2001; Nelson & Wright, 1995; Shortall & Shucksmith, 2001). The third challenge is that the conceptualization as well as the theoretical apprehension of the concept pertaining to participation. In the development process it has been changing over time (Christens & Speer, 2006). Participation has evolved to where the people in the community are directly

31

involved in development projects from the beginning and in various types of training offered by external stakeholders, which is empowering (Dipholo, 2002; Rahman, 2002). It is through these external trainings and activities that needs and resources within the community are identified and capacities built, followed by implementation.

2.4   Arnstein's (1969) ladder of participation

Any program when undertaken must undergo constant evaluation at all stages of progress. The progress requires monitoring using suitable tools . In order to solve this issue of suitably monitoring the program progress many researchers put in their efforts to devise effective tools and instruments Arnstein's (1969). The participatory development need to proceed methodically and it is referred to as participatory ladder. It is believed that participatory ladder could be regarded as strongly influencing work on later developments. Indeed many scholars are of the opinion that it could be termed as a ground breaking work in this field of social sciences. Not all stake holders are alike in education , intelligence and the technical knowhow. Therefore , contributions made by the stakeholders will depend on these factors. The development ladder refers to classification such as non-participation   ,partial participation and virtual participation. Referring to non-participation obviously means the beneficiaries stay out of program which implies ignoring the people in decision making process. The process involves stakeholders other than the beneficiaries are involved. This way only sponsor and the external players devise strategies and make decisions. In case of partial participation the beneficiaries are only consulted but the decision making remains with the experts and the external stakeholders. It would be interesting to note that the affected people may be offered food; some money or future incentives. In third form of participation the

stakeholders are fully involved as part and parcel of the program. The in-community stakeholders are engaged in all stages of program whether it is planning , decision making execution, monitoring or assessment etc provides total control of program. The analysts view this approach as an effective instrument of developmental process. The World Bank also conforms this approach (Cornwall, 2008). Arnstein's (1969) which makes this concept as a central idea in topology. The ladder was designed to give an idea that there are levels of participation in society (see Figure 1). Although , there is some sort of engagement between all stakeholders in all three ladder steps but the only difference is intensity of engagement There is no visible difference between each ladder step of participation, but the overall perception gleaned is that people can be living in the same community and be on totally different rungs of participation.
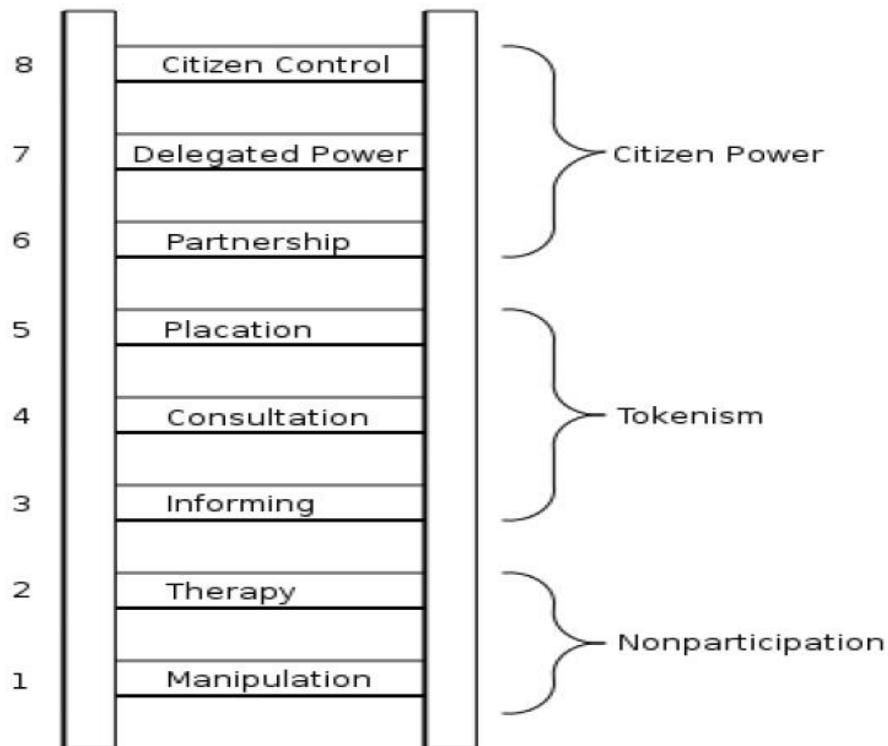
As depicted in the ladder, there is an increased effort to promote the full participation of community members and achieve development goals as one proceeds to the top of the ladder. Arnstein (1969) explained participation as

Giving chance to affected people to express their views on the development program . It may be a form of partial empowerment which is likely to make them feel above no man with no voice. Poor are normally kept out from political and economic fields. Equality is one of important factors for progress . Empowerment, equality have significant impact on social status of poor and is considered as social reform (p. 216)

Alternately , Pretty (1995) suggested a typology quite different from the previously explained concept . He suggested manipulation of the participants before passive participation is under taken. Moreover , Pretty also described seven other types of participation (see Table 2.1). The introduction and implementation of any one of these typologies of participation is critical to designing meaningful interventions and development strategies. Namara (2006) and Mannigel (2008), argued it and proposed that there were several other ways of participation practices for instance sharing of information ,training and imparting education which will help in capacity building, bargaining and distribution of task / power as right of the people.

Table 2.1
Pretty's (1995) Typology of Participation

Level	Attributes
Passive Participation	The participation is restricted to passing of the information to the affected people. It is one sided decision making with part of information being passed on to those for whom the program is designed. In this scenario people have no say on the program.
Participation in Information giving	In this step People participation is restricted to their views using questionnaire or one to one discussion. Sometimes only survey is considered sufficient to plan ,and execute program. In this situation the poor neither opportunity nor influence.
Participation by	Affected stakeholders are consulted and other stakeholders such as external people ,government and sponsors listen and may incorporate the

consultation	suggestions. It is only the consultation in which People participate while other stake holders may or may not accede to suggestions .The external stakeholders themselves make decisions . However , seeing people response both problem and its solution could be modified. Moreover, specialists are under no commitment to take on board members' views.
Participation for material incentives	The material incentives encompass provision of resources . An appropriate example could be provision of labor , food, cash, or other material things. It is commonly understood as participation. However in any case people have no stake in delaying activities when the incentives are no more there.
Functional participation	The pre-determined objectives allow formation of groups and resultantly people form social groups. The groups emerge at later stages of program. The reliance is on external stakeholders.
Interactive participation	This is one of those kind of participation in which People take part in discussion where joint analysis is made. The discussion may lead to making plans whereby suggesting new local institutions or making use of existing ones. The tendency is to involve interdisciplinary methodologies. It has multiple viewpoints. This practice makes more methodical learning process. With this arrangement people have control to influence the decision making process.
Self-mobilization	In this case the outside institutions are kept away in decision making exercise. Contacts with external institutions remain intact for resources and technical advice. However , control over resource management free of any outside influence.

Note. Pretty, J. N. (1995). Participatory Learning for Sustainable Agriculture. *World Development,* 23(8), pp. 1247-1263, p. 1252, *and Methods for Community Participation: A complete guide for practitioners,* Adapted from Kumar, 2002, pp. 24—25.

2.5   Political Will and Fundamental Rights

Transformation from simple development to Participatory Development necessarily applied to developing economies owing to their inherent weaknesses observed in corrupt government practices. And no donor can engage in any development project without the involvement of the government which why the political will comes into play. The UN declaration (The Fundamental right Article-22 of the Universal Declaration of Human Rights) states, "All humans are equal and when form part of

social setup he has certain claims guaranteed for instance social security to include ; right to citizenship, right to defend , right to shelter and right to food. Almost all constitutions of the world cater for this right . Almost every nation makes this declaration as part of their written constitution.

It known fact that that there is a relation between life expectancy and health dimension . Education is important to generate means of living .The education measures are number of years spent in acquiring specific level of education and per capita refers to standard of living measured in gross national income per capita. These three aspects inclusive refer to Human Development Index standards and it was in 1990 that the UNDP standardized these indicators to judge development level in any country. UN aims at poverty reduction helping poor economies providing them guidelines and recommend soft loans for the development.

As per Asian counties report on HDI standards, in 2012 India scored 0.554 and over a period of next five years (2012-2017) 18% increase was observed. Indian Planning Commission –Government of India regularly follows and publishes its reports, "Towards Social Inclusion". A report published in Dawn June -01-2009 painted a grim picture indicating Pakistan ranking 147th for its health index in the world ranking. It suggested that the issue could be resolved provided, "a true participatory health sector development and management system can be developed with public community partnership approach" Data on the subject rationalizes the idea supportive of participatory development in health sector. The concept has legitimacy in Local Government Ordinance (2001), a provision in which 20% contributions by the citizen community board and 80% from the local government budget. The participatory program in this sector achieved some milestones

until 2007 when change in the government decided to get back to square one abolishing local government system along with citizen community board.

2.6   Evaluating Participation

As the concept of community-based development has emerged a feature in the developing countries, where issues of marginalization as well as poverty are more prevalent, the need for participation evaluation has surfaced (McKie, 2003). There is a common understanding among most of the development experts that for a community to achieve optimum and sustainable development, the aspect of community participation evaluation has to be embraced by the key stakeholders (Chambers, 1992; Rifkin, 1985; Townsley, 1996). Participatory evaluation has been part of the process of participatory development from the 1960s through the 1980s and is found in the literature produced in community development programs. It is critical to realize that there have never been indicators of participation that are recognized from a universal perspective.

Evaluation can be monitored by using specific parameters that measure the progress of a certain event. It is important to evaluate participation so as to know where to improve or what to do since the process is highly dynamic. Critics of participatory approaches state that programs intended to help the poor ignore the voices and needs of the poor that they intend to help (Banerjee, Banerji, Duflo, Glennerster, & Khemani, 2010). Most programs are successful in generating new resources but are never effective in involving the poor. This results in a minimal impact on the overall economic development. In its earlier development, Huizer (1983) proposed that the word participatory evaluation and   self-evaluation can be used interchangeably by the stakeholders. This applies from beginning to end that is of the entire process of planning

and implementation. The affected people themselves are to discuss the progress and and retarding impediments . The affected people as well as the project management will be required to involve everybody associated with the program in all phases of the project, (p. 50)

2.7   Why is Citizen Participation important?

It enables the elected representatives to be better representatives of the citizens. Both this and other studies show that opening up for more participation does not mean that the role of elected representative becomes smaller important. On the contrary, it can make them better able to exercise their role as elected by the people. Elected representatives have a responsibility to ensure that the decisions in the municipal council are in line with the wishes and needs of the inhabitants, and this requires good contact. However, the participation must not be structured in such a way that they are elected by the people mandate is pulverized, or that the local party layers are weakened. Citizens input can not always be taken into account, because it is the politicians who are chosen to take the trade-offs.

An important justification for local democracy is the proximity argument - that decisions are made so close to those who are affected so that can get their voice heard. It is especially important that the elected representatives take care of the interests of those who do not raise their voices, but who may be most affected. Through various participatory measures, these can also the voices get a forum, or a channel where they are heard.

Good citizen participation can also improve policy anchoring among the citizens and giving them the confidence of the elected representatives listens and takes into

account their needs and that they are represented on one good way. It turns out that people who live in municipalities with many opportunities for participation, to a greater extent experience *that the elected representatives listen to them* , and even if they do not necessarily use the measures more than others.

Through good citizen participation, the elected representatives can get the opportunity to highlight dilemmas and trade-offs, and justify political priorities for the citizens. People can more easily accept decisions that they initially disagree with, if they feel heard and experience that they have been given a good reason.

2.8 Decisions get better

Input from the population can help provide important information about needs, solutions and consequences come to the table so that the decisions that are made are qualitatively better and more appropriate than they otherwise would have been.

2.9 Facilitates the implementation of measures

Citizen participation can also lead to better decisions because they are better anchored and this can lower the level of conflict and facilitate the implementation of adopted measures.

2.10 Provides learning for both politicians and citizens

Citizen participation can provide learning. Politicians can learn about the wishes and needs of the population, and the population learns about politicians' considerations and priorities. That way, dialogue can provide better mutual understanding and trust between people and elected representatives.

2.11 Success criteria at the municipal level

Some factors have been shown to be particularly important to achieve successful citizen participation.

2.12 Anchoring in - and connecting to - representative democracy

An anchoring in political and administrative leadership is beneficial to get to good citizen participation. This can be done by preparing strategies for citizen participation, include the topic in the municipality's visions and goals, set out principles for participation in overall plans etc. Having an active strategy for citizen participation also requires some of the elected representatives. To anchor the measures politically and connect them to what is going on in the municipal council, it is an advantage to politicians take an active role as a "sparring party". This implies that politicians look at citizens as co-players, and see how increased participation and commitment strengthens them in the role of politicians. Among other things, citizen participation can give politicians better understanding of how political visions and decisions are reflected in people's everyday life etc.

2.13 Procedures

In order to achieve systematic and good citizen participation, it is important to design procedures for when to have it, how to do it, how participation should be linked to the representative democracy, how input is passed on from measures to political decisions, how to give citizens feedback on where the case stands, and how to give citizens feedback how the input was taken into account.

2.14 Resources - responsible for democracy

It is important that resources are set aside for the work citizen participation. To have an administrative employee who has special responsibility for the topic can provide increased awareness and a lasting focus on the theme.

2.15 Success criteria at initiative level

We have also identified common characteristics of participation measures and processes that have been particularly successful. In order for people to get involved, they need to be aware the opportunity to do so and know how to proceed. Good information is therefore very important. It is easiest to involve and engage citizens in issues that are concrete, where there are clear alternative solutions and as people experience that touches them. Studies show that participation is greatest when it deals with issues close to the population. It may be wise to convey exactly how the cases affect the citizens, what kind consequences they have for people's lives and alternative solutions.

2.16 Clear purpose

When asking people to think something about an issue, it is important that they understand why they are asked to have their say, what the input is to be used for, and that they have realistic expectations of what status their input will have in the decision-making process.

2.17 Target group

Here we see that the municipalities have a big challenge - where to define the target audience *as far* as all citizens can do difficult to engage people, and defining the target group *narrowly,* as business or weak groups, can be exclusive to other groups, interests and knowledge. Studies show that they are well-adult and resourceful who are

happy to show up when the municipality invites to provide input. It thus lies an extra responsibility on politicians and municipal employees to try to involve the groups that do not usually show up for their cause, example, young and underprivileged groups.

Rather a broad participation menu with a bunch of measures - than a general measure which must embrace all

To embrace as many as possible - in all groups of the local community – must one thinks differently than just arranging a traditional public meeting. Many municipalities manage to achieve a great deal citizen involvement by using a bunch of individual measures targeted towards specific target groups, rather than using a broad measure such as must embrace all.

2.18 Be where people are

The arenas that the municipality uses in the context of participation are often alienating. Not all residents are used to being on public meetings, speak in large gatherings etc. A tip is therefore to meet people where they tend to be. Several municipalities have thought so, and has mayor's bench at the mall or the local cafe, guest house at home with people etc. And if one is to get drug addicts to speak must you might go down to the square, and if you are going to meet young people you have to to visit the schools. Otherwise, using social media is one way to be where people are, because it requires little effort to participate and provide input when you can do it at home in your own living room.

2.19 Time: Strive for early participation

Citizens are often invited into the decision-making process after that the main framework for a decision has been laid. This can do it easier for citizens to decide on a

case, but it can also be a disadvantage because their real influence becomes rather small. Opportunity for real influence will always be motivating!

2.20 Institutionalized participation measures motivate long-term participation

It refers to establishment of formal institutions such as youth councils and local committees or district committees seem to motivate more than any other way . It would be a long term measure . It has to be considered as universal practice .

2.21 "Track input" function

Few municipalities have routines to help residents follow a case have engaged in. Residents often experience that their input *disappears in a black hole* - and that municipal decision-making processes are confusing and protracted. There is therefore a need for guidance participating residents about where the case stands after the process of involvement. Maybe as the post's "Track package" - function; who notify via SMS when their case they have given input to treated in the municipal council and the like?

2.22 "Track effect" function

Residents often wonder if their input has any effect what will be the final effect. Often the input has been through many considerations in case preparation, and the effect of The input can be very difficult to track. This can work demotivating, and result in citizens not perceiving local democracy as responsive. Studies show that it is important to experience being heard, but not so important if you get a breakthrough. By establishing routines to describe how different inputs are taken care of or not taken care of, then the inhabitants can more easily track the effect.

2.23 Representative democracy and citizen participation - hand in hand ?

There are very good arguments for citizen participation going hand in hand in hand with representative democracy, through that more votes is heard, trust between citizens and elected representatives is strengthened and that democratic decisions get better. But citizen participation also involves a dilemma that the municipality must actively address to. Participation entails a hazard that the participants will receive out of proportion rewards. It may be at the cost of those who do accept to participate. Municipal employees stand responsible to goal oriented vision for those who do not participate in municipal decision-making processes between elections. Politicians can occasionally feel obliged to take into account the input of the population, as they do not really agree. This situation is undesirable and problematic . Because when politicians feels compelled to prioritize individual cases over a holistic and long-term policy. Furthermore, some politicians experience that citizen participation can make it difficult to implement unpopular but necessary measures. Either way, it's up to the politicians to consider and weight different input with a view to who which is most affected. This weighting and weighing will the politicians had to do as the entire municipality's representative - they impose on them that is, a responsibility not only to apply the principle of touch, but to assess the consequences of a decision for all the municipality inhabitants, also in the long term.

In this study, we have studied how Islamabad, Pakistan's municipalities draw residents involved in political decision-making processes in the periods between choices.

2.24 Why participation development

Islamabad's municipalities are governed through a representative democracy, and the democratic rights of the people are safeguarded first and foremost by the fact that every four years they elect representatives who shall govern on their behalf. But the elected representatives may need more information about voters' preferences and views than that they get through elections, if they are to be able to represent the inhabitants in a good way throughout the election period. It is therefore the need to establish schemes that ensure dialogue between people and elected representatives also in the periods between elections. In this study, we have investigated how Islamabad's municipalities includes the population in political decision-making processes and which forms of participation from residents that are perceived as appropriate in different types of political processes.

One of the survey about local democracy survey in 2010, which runs out to a representative sample of the inhabitants of 92 municipalities, revealed that residents are not happy with the opportunity to participate between choices. With this as a starting point, the study has sought to answer the following three questions:

The focus of this study has thus been measures to achieve participation of the inhabitants in municipal decision-making processes. This is understood as participation outside the election channel and the party channel. The study thus does not include the politicians' dialogue with the citizens through the parties, even though there is a lot of communication going on with the inhabitants there.

Citizen participation is perceived as important for both decision-making processes and for the outcome of decisions. It ties nevertheless some challenges to such by-election participation, both with regard to ensuring representativeness in participation, to clarify

45

the status people's input the decision - making process . Opportunities and challenges related to the involvement of residents in municipal the decision-making process will be elucidated from different sides in the different the chapters of the report. In general, one can distinguish between different types of participation based on degree of involvement. In the so-called participation ladder (Arnstein 1969) differs one, for example, between participant schemes for information, consultation, dialogue, and co-management. In this report, the theme participation, and in this context we will not count one-way information from the municipality out to residents as a form of participation. In addition, we include agenda setting as participation.

The purpose of consultation schemes is to gather information about citizens' views. The purpose of dialogue schemes is often to bring citizens together so they can discuss political issues, and where the outcome of the discussion may affect decision makers. Agenda setting includes arrangements that do possible for people to put issues on the political agenda in the periods between choices. Co-management gives the citizens real influence in the decision-making process. The boundaries between consultation, dialogue, agenda setting and co-management can in practice be smooth, but\ to focus on the degree or depth of involvement it can nevertheless be appropriate to make these distinctions analytically.

In addition to assessing and categorizing measures based on type or degree of citizen participation, measures can be assessed on the basis of who they are addresses - whether they are aimed at the population as a whole or whether they are aimed at specific target groups. Some measures are typically aimed at the entire population, while others are aimed at target groups. Other ways to distinguish between measures are based on

which type of decision-making process they are geared towards, how it is recruited to participation, whether the participation is statutory or rights-based and who which initiates participation.

2.25 Delimitation

The understanding of participation from the inhabitants on which it is based this report; measures to bring about participation from the inhabitants of municipal decision-making processes , entails a number of limitations.

• Traditional participation through elections or political parties falls outside the report's topic. Nor informal, direct contact with the elected representatives will be included inthe concept.

• User participation is not included, because we have chosen to see on the input side of local democracy, and not the output side (as service provider). Sometimes, however, measures are described located in the intersection.

• (Network) collaboration with voluntary organizations and companies, for example in the development phase.

2.26 Conceptual discussions

The classical representative democracy is based on that the population regularly elects politicians who take care of it their political interests for a particular period (Pitkin, 1972).

At the next crossroads, voters can punish those who have not acted as they have wished, or possibly reward them with re-election (Key, 1966, Mueller, 1970). Representative democracy is one popular and effective form of government that ensures a division of labor between those who choose and those who are elected. Despite

this has the system several weaknesses that weaken its ability to steer by the will of the people (Daemen and Schaap, 2012). A compromise must always be made done where voters' political preferences cannot fully represented in a popularly elected body (Arrow, 1951). They chose politicians do not make decisions themselves in a vacuum, but in interaction with professionals and administration and other non-elected actors such as also has an influence on the decision-making processes. To increase compliance between the citizens' desired policy and the policy that actually being carried out, a number of local authorities have therefore experimented with new, complimenting measures to it representative model. The goal of such direct participation, or Participation as we call it in this report is increasing citizens' influence in political processes by maintaining communication between citizens and their political representatives during the election period, and in some cases by giving citizens the right to co-determination.

2.27 Participatory versus representative democracy

The question of participatory and representative democracy is possible combine has been the subject of debate (Østerud et al., 2003, Klijn and Skelcher, 2007, Edwards, 2012). The shapes can be seen on as opposites, where participatory democracy interferes the decision-making process as it is meant to work through them representative schemes. In a pure elite democratic tradition, which the representative democracy is based on, popular participation be limited to participation in elections. The population does not participate directly in political processes but chooses elites to meet decisions on their behalf (Schumpeter, 1942; Przeworski, 1999). In election applies to the principle of one person, one voice , understood as that all shall have an equal impact on the policy. When it opens up stronger influence for citizens between elections, some are

afraid to upset this balance in favor of the politically engaged, as by-election participation often attracts resourceful people with an above average political commitment (Engelstad 2004).

At the same time, representative democracy can in any case is also seen as an ideal model that does not see its way equality in the real world (Dahl, 1989), by political decision-making processes are influenced by lobby groups, the media, bureaucracy and so on. In today's democratic system, there is no question of replacing it representative democracy, but rather to supplement it with elements of direct participation - that can help increase it the legitimacy of representative democracy. If one improves the dialogue between local authorities and citizens will ensure this that the will of the people to a greater extent has its voice heard before politics adopted. Popular participation can provide input to decision-making processes which provides better informed and better grounded decisions, where positions are highlighted and criticized through public debate and through dialogue between people and elected representatives (Habermas, 1996, Habermas, 1971). Not least, political participation is also one civilization process that broadens people's perspectives and allows them develop an ability for political thinking and prioritization (Mill, 1972/1861, Pateman, 1975). The list of measures for participation from population is long, and several of the measures facilitate that the opinions expressed represent the population as a whole. Therefore, it may not necessarily be the case that just those resourceful citizens are listened to. When the inhabitants feel that they get the opportunity to both be heard and taken into account, there is reason to believe that it contributes to increased trust and makes political decisions greater legitimacy of the population.

Participatory and representative democracy can therefore also be viewed as complementary to each other, where the representative democracy acts as a mainstay of participatory democracy as a supplement during the election period. Most countries have elements of both forms, and this also applies to Pakistan.

In Pakistan, there is great support for representative democracy, but surveys show that citizens' democracy ideals as well includes direct participation from residents - as in this the report is called participation (Stava 2005). That means people expect to be drawn into decision-making processes and be heard between elections, and therefore such by-election participation is necessary for that decisions should be perceived as sufficiently legitimate. Many international shows that the inhabitants do not is satisfied with the participation opportunities in its municipalities.

In Pakistan, as in many other countries, local democracy has features from everyone these traditions. The presidency model has often been highlighted as a consensus-oriented scheme, since the executive body has a cross-party composition. And the possibilities for popular participation may be better in municipalities than at the national level, somewhat which can turn the municipalities into "schools of democracy". But even if the value of participation is often highlighted as an important element in it local self-government, the municipalities and county municipalities are at the bottom and due representative systems. There are many channels of influence of politics, but there are rarely openings for participation-based decisions . For example, referendums in many countries are always advisory, citizens' initiatives can be rejected and there are few cases of participatory budgeting. It can be a difficult balance to

maintain popular engagement in broad, opinion-forming political processes at the same time as the real one the decision-making authority is reserved for the representative body.

Other countries such as Sweden, too, is concerned about trust in the political institutions and turnout are declining (Montin, 2007). It has therefore been discussed what measures can stop and turn it around negative developments, and revitalize democratic participation. Sweden's municipalities and county councils encourage their members to organize citizen dialogues on various issues:

Through citizen dialogue, the values that are attached prevails among the inhabitants together with the factual knowledge which officials produce before a decision. The intention of civil dialogues are to complement it representative system by providing the elected representatives a broader basis for decisions (Wänström, 2013: 12)

In 2002, the Social Democratic government came up with a bill which should help to safeguard the traditional channels for representative democracy. Within this framework, one should also increase democratic participation between elections, by focusing on citizen dialogue and deliberation (Montin 2007: 194). To reach these the goals, a number of measures were proposed, mainly locally authority level. Among the proposals was to increase the use of citizen panels and citizens' councils, youth councils and local environment committees. It has, however proved that only a handful of municipalities have completed most of the measures proposed. All in all, shows research on implementation so far that it cannot any visible increase is registered in the areas you wanted to amplify. Montin (2007: 197) maintains that; It would be too early to form an opinion at this point in time , but Swedish political elites, especially in the party domain

51

, situation is different . The political elite have not put in enough effort to bring about visible change to support citizen participation democratically.

The Swedish explanations for the existence of a certain skepticism in it the political system of democracy measures between elections is recognizable from other countries' discussions: One is concerned that resourceful groups should have a disproportionate amount of influence the decision-making processes:

… The requirement that participation be associated with influence [can] lead to problems if it involves a transfer of power and authority from political responsible to the participating users or if they participation is not content with influencing one's own business but also trying to influence it overall political process. (Jarl, 2003: 139).

Instead of embracing all forms of citizen participation, it is several academics who believe that one should expel a certain restraint. Representative democracy is a system that has desirable qualities, and as participatory democracy can confuse (Esaiasson, 2010). Representative democracy balances epistocratic features see (Holst, 2012, Estlund, 2003) and egalitarian traits, that is, the system selects people to serve the people, but who have nevertheless excelled positively in society and therefore can be assumed to have better judgment than what one accidentally extracted person from the population has. As a collective decision-making mechanism is therefore representative democracy worth preserve. One should not seize every opportunity where one sees the opportunity to increase participation. This is especially true if the participation threshold is low - such as monetary contributions, signature campaigns or other actions that are easily possible carry out electronically is - because the input one gets gladly can be ill-considered.

Mikael Gilljam (2003) is particularly critical in his book chapter "Participatory democracy with obstacles". Here he claims that it participatory democratic ideal of a committed citizen who takes responsibility for the community - and the purchase gets positive personality development and stronger support for the democratic the system as a whole - simply does not match reality. In summary, Gilljam claims that this performance based on lack of realism that democratic participation for individuals may have the exact opposite effect of what is assumed, and that participatory democracy comes into conflict with other democracies objectives such as political equality, well-considered decisions and efficiency. Iceland is fresher in tone. There they have started one innovative project that garners international attention.

2.28   Who is involved in the participatory evaluation?

Evaluation of Participatory programs encompass   active coordination and cooperation   between the key stakeholders when it comes to   designing and implementation stage. However, evaluation stage cannot be ignored throughout the project, (Williams, 2004). The Stakeholder groups are usually those individuals , organizations etc having vested interest in the program and its evaluation, such as fund providers, program organizers , field staff, families, and community members. This has led to the suggestions that close monitoring and evaluation would help attain the intended objectives. Ngah (2012) suggested that evaluation as part of the process would remain enforced . Therefore , during evaluation it should be kept in mind to ask following questions from the participants:

- Community involvement in problem identification?
- Community involvement in policies and goal formulation?

- Was the community involved in objective setting?

- Involvement of Community in identification of project options and choice making?

- Community engagement in implementation stage, monitoring, and evaluation?

- Community contribution (in terms of labor, finance, and other materials)?

- Community share in the benefits that accrue from the process?

If the answer to any of the above questions is "no" then the outcome of the process is not participatory, (p. 33). Evaluation is critical in participation as it shows progress and brings forth suggestions on how to improve in order to achieve maximum results. However, one aspect that is missing in many evaluation processes deals with an understanding of participatory evaluation in the context of culture. LaFrance, Nichols, and Kirkhart (2012) suggested that while doing an evaluation, certain steps must be taken. The first step is to be accurate and respectful of life experiences and perspectives and the establishment of relationships that support trustworthy communication. The second step is to draw upon culturally relevant theories in the design of the evaluation and in the interpretation of the findings. The third step is to select and implement design options and measurement strategies that are compatible with the culture. The final step is to consider intended and unintended social consequences.

Participatory development has become a common feature within development discourse since its inception in the 1970s. Today, research shows that involving the poor and marginalized in the initiation, development, implementation, and evaluation process can yield greater results in empowering the poor. Local control over the decision-making

process by the rural poor helps create ownership, thus promoting sustainability. However, the process is facing challenges which have emerged from a distinctive conditions . The communities are dynamic in nature and there is no dedicated solution except involvement of the community.

One of the challenges in participatory development is the lack of genuine understanding and caring, which includes listening to the voices of those within the community. The success of the participatory processes will occur provided it is possible to understand the view point of all participants , LaFrance, Nichols, and Kirkhart (2012) affirmed that " when discussions proceed with reference to context there is a likely hood of drawing appropriate inferences. Programs have direct relation with the place and its setting . The community in which the programs are being organized. It is also emphasized that indigenous culture matters a lot .It can support effectively," (p. 61). La France et al. (2012) also suggested a framework that could enhance participatory evaluation from the perspective of the in-community stakeholders (see Figure 3). This framework has certain core values that could become a foundation in the evaluation of indigenous people, since a lot of participatory projects are predominantly among indigenous people who often do not know how to read or write and are oblivious to the terminology and complex terms of participatory development. In this framework, they suggested that evaluation must be within the context of the core values that fit the needs and conditions of the communities. Additionally, the framework suggests respect and a keen heart to learn and not judge the indigenous communities. This framework fits in well with the tenets of the participatory approach that require the in-community stakeholders' input. Despite the challenges of participatory development, more and more participatory approaches are being introduced

by development experts. The adoption of participation as a strategy is still more favorable among a large portion of the stakeholders in the development sector as opposed to a top-down model of helping the poor. The prevailing environment of a heated debate as well as criticism of participatory approaches should not be a source of discouragement for those that want to adopt participation in development. Nonetheless, these criticisms should encourage refining the participatory approaches to development based on the perception and context of the in-community stakeholders.

2.9   Selected Theory (Participatory Theory)

In spite several critical   researches on the subject ,   Participation by all stakeholders appears to be significantly dominant approach in almost all development initiatives. The World Bank consider that as part of loan sanction clauses . The Bank experts believe that all stakeholders participation is necessarily required. The project cannot be left to the external stake holders   (World Bank, 1996: p. 7).The Bank makes it universal for all sorts of development programs anywhere in the world. Involvement of the local communities is essentially needed as part of development process without being influenced (Rahim, 1994: p. 118) upon. This approach has left significant impact on previous thinking and has been able to reject the idea of unilateral decision making . participation provides flexibility and exercise of mind by the participants , owning the project and making technological progress (Thomas 1994: p. 49).

There are certain disadvantages which need to be addressed while adopting participatory approach . All said and done previously the community is united and the project is owned and has sense of pride and accomplishment yet there are certain pit falls

for instance ; among the stakeholders , there are different levels which set the collective stage. Not all stake holders are alike in education, experience, status etc and the joint decision making threatens the integrity of the strategies set for the program (Inagaki 2007: p. 13).

Inagaki throws light on community partnership project conducted in South Africa (El Ansari and Phillips 2001). In the study (Inagaki 2007, p. 13) proposes that the 'researcher found out that certain groups were not included in consultation process . He attributed this practice to different ways in which certain groups of participants were kept out of that . The research found that the logical suggestions by technically sound team got over shadowed by the illiterate ,poor and old people . Inagaki findings were surprising, in spite of the fact that the program involved every possible stakeholder but in the end the sense of project ownership was not the same among various groups. Which implies that the coalition building effort generally failed . To some of the groups among stake holders it was not clear the very concept of usefulness of participation. (Campbell and MacPhail 2002) another example is that of HIV prevention program. Inagaki explored that participatory HIV prevention program for young people had to face failure on account of lack of participation by the youth. The main reasons found by the authors and cited by Inagaki pointed out lack of compatibility within said model. It was also observed that the primary site of the project was a school and it was completely dominated by one person ,the teacher who made decisions on behalf of everyone (Ibid).

Study revealed there are positive points in favour of participatory development but at the same time critics also have sensible argument indicating shortcomings . Still overall participatory development has much more to offer comparatively. (Ibid). The

author is also of the view that participatory development takes over lead diffusion theories (Ibid, p. 13). I have selected this approach as main theoretical approach which is is based on the preceding argument. The research examined participatory development in randomly selected municipalities in Islamabad, Pakistan. These municipalities have contrasting structures in terms of cultural diversity and economic development. Pakistan is a developing country with low per capita .The decision to choose Islamabad local municipalities is based on the idea where several donors are identifying problem areas and offering programs . People around ICT have awareness over need to apply participatory approaches. The main reasons of the failure of programs are rightly attributed to lack of engaging stakeholders in participatory development.

2.10   Conceptual Framework

The conceptual framework of the study would mainly be based upon the theory of Participation Participatory Framework (IAP2), adopted from the International Association of Public Participation. This model suggests five stages to the participatory approach: (a) the informing stage involves provision of balanced and useful information to public for better understanding of problem; (b) the consultation stage is intended to obtain reactions on analysis, decisions, and alternatives, if any; (c) the engaging stage involves direct communication with the public keeping them well-informed. (d) the collaboration stage involves sharing information with the public in each aspect of decisions, including the development of alternative approaches; and (e) the empowering stage involves placing the final decision-making authority in the hands of the people.

Therefore, intended construct of conceptual framework will remain focused on stakeholder's point of view specific to a case study. It is firmly believed that the outcome of case study is likely to prove that the perceptions are likely to vary from one culture/ community to another therefore they will always impact the outcome of the project accordingly.

The selection of a theory allows the researcher to situate the study in a larger context. The conceptual framework helps construct the base for the study. It also provides the rationale as to why the study is important and how the problem fits within a larger context (Radhakrishna, Yoder, & Ewing, 2007). Further, the Freirean (1974) approach fit this study because the study investigated the in-community stakeholders' perceptions of the participatory process in development projects. This perspective deals with the issue of providing avenues for marginalized communities with a voice. It was Freire's view that the use of language was important for marginalized people to become emancipated. This study dealt with participants who have never been able to air their perceptions of the understanding of the participatory process that involves their lives.

It is further noted that Freire (2003) was an apt selection because he conceptualized that research among poor people must apply a humanizing approach that gives respect. He believed that the poor were capable of utilizing their voice to change their circumstances. Since, in some respects, this was a cross-cultural research study, the Freirean approach fit within the suggestions of researchers acquiring cultural sensitivity (Liamputtong, 2008). The Freirean approach further provided a framework through which the listening and understanding of the experiences and perceptions of the poor involved in development projects were realized.

2.11 Freire and the Freirean Dialogical Approach

Freire was born in Recife, Brazil, in 1921. Recife is Brazil's northeast province and most impoverished city. It is here that Freire became interested in the issues that affect the poor, namely education. Beyond his death in 1997, Freire came to be known for both his system and his philosophy of education that were rooted in phenomenology, Christianity, humanistic Marxist theories, and Hegelianism. His work has transcended culture boundaries and continents, and it has generated, or contributed to, the emergence of other themes (Torres, 1991).

Freire's idea of education that focuses on conscientization has been a contributing factor to the emergence of participatory approaches for empowering the poor. Conscientization is based on Freire's theory of dialogical communication. Freire and Macedo (1995) stated:

> *Dialogue is common practice employed to exchange views , negotiate , confirm hypothesis and reach decision. It is not a simple process and involves expertise specific technique. Dialogue are not simple to understand and conduct . They are not tactical in nature but an exchange of views on any matter. The dialogue may end up reaching nowhere therefore several sessions may be required to reach decision . The dialogue is free of personal liking and the disliking for other person.It refers to social need and not just individualistic character., (p. 382)*

It can be safely presumed that that the dialogue cannot be ignored due to its importance in developing communication skill and the learning process.Conscientization, according to Freire, "is an on-going process by which people move toward critical consciousness, develop critical levels of awareness of their reality and take action to change it—a process that gives voice to people submerged in a culture of silence" (as cited in Nkuba, 2007, p. 67). Consciousness enables people, either as individuals or collectively, to speak their mind. It is an emancipatory language that advocates treating

the other with dignity irrespective of economic, social, or geographical backgrounds. This model calls for the listening to and understanding of others as counterparts. Servaes (1996) advocated for the Freirean perspective and said that this

> *"Model emphasises cooperation from every sides throughout the program . More stress be laid on accepting criticism , its analysis , finding appropriate solutions and further discussing with counterparts. (p. 75).*

In this study, the Freirean approach provided a framework through which the listening and understanding of the experiences and perceptions of the poor involved in development projects were realized. The researcher embraces this worldview that the poor can tell their story better. He also understands that the participatory model for development is based on the assumption about knowledge of the benefactors in their context. One of the principles of the Freirean dialogical approach allows for the capability of poor people to reflect, conceptualize, and critically analyze their condition in order to make decisions for social change (Freire, 1993).

Furthermore, because the nature of the questions were derived from, and guided by, the Freirean theoretical framework, the researcher took liberty in the use of a conceptual framework that fit, or was informed by, the Freirean framework. This was mainly based upon the theory of Participation Participatory Framework (IAP2), adopted from the International Association of Public Participation. This model suggests five stages to the participatory approach: (a) the informing stage involves presenting information which is logically and is authenticated in every sense to help understand the problem. (b) the consultation stage is intended to obtain reactions on analysis, decisions, and alternatives, if any; (c) the engaging stage involves working with the stakeholders and keeping in touch with the feedback will cover up number of psychological issues

related with their immediate concerns . (d) the collaboration making people as their partners. It will solve many problems (e) the empowering stage involves placing the final decision are made by the beneficiaries. However, the study adopted some aspects of Pretty's (1995) typology on participation, termed as passive participation. Pretty (1995) assigned six key attributes to the model: (a) participation in information stage (b) participation when consultation is in progress, (c) participation for material incentives, (d) functional participation, (e) interactive participation, and (f) self-mobilization. Clearly, a number of these attributes are practical for community settings in Pakistan. Thus, the conceptual framework of the study is presented below.

CHAPTER 3

METHODOLOGY

3.1   Introduction

Primarily , qualitative approach is useful in addressing social issues especially in case of participatory development . Programs are practical steps towards development and those who participate have first-hand experience (Bogdan & Biklen, 2003; Denzin & Lincoln, 2000). It is with this aim the research was conducted to approach people in different municipalities of Islamabad . People with experience and knowledge of development communication would provide authenticated information on participatory practices.

Exploratory research usually finds this method suitable (Stake, 1995) . The method involves participatory development strategies and design of the program executed within ICT municipalities and stakeholder's experience . Government have conducted several programs in various fields. Likewise, donors from abroad , international agencies have also conducted several programs in ICT. Therefore , it was easy to approach the main stakeholder for whom the program were designed and conducted. According to Patton 2002 , in each program there are at least two important perspectives ; the sponsor and the development strategies and affected people for whom the program were planned and conducted.

Secondly, qualitative research was found to be effective in case of culturally specific information   encompassing   social behaviour values and opinion under investigation.   Moreover ,the qualitative is an efficient tool. It is flexible in nature and

makes things easy for instance matters related to culture , individual opinion and their perceptions of the problems (Denzin, N. et al. 1994), the approach serves the purpose of this study.

Qualitative study provides opportunity to the researcher to explore things . It may be noted that certain things cannot be measured for instance human feelings . It becomes difficult exercise when it comes to its measurement , (Strauss & Corbin 1998). The given study required to cover stakeholders perceptions which are inner thoughts primarily based on individual education and experience, (Jones, Torres, & Arminio, 2006) about how municipalities strive to engage citizens in all development policies.

Moreover , qualitative methods are designed to ensure that human experience are highlighted in such a way that we have a information in tabulated data form.Every human is different from other some have compromising personality whereas some of us are misfit due to their behaviour ,. These are intangible factors and difficult to manage but Qualitative methods make them easy to understand in statistical form. .

This study does not deal with the statistical matters it is purely meant to explore human perceptions therefore this approach fits in well to investigate given problem (Creswell, 2007) Looking at other side qualitative method sometimes are influenced by researcher feelings and results are affected(Nancy K. Farber, 2006). Otherwise, the approach is flexible, can be modified, and can be applied in a broad range of purposes (Bryman, 2012).

3.2   The Case Study Design

In order to find answer to   research question for this study, the researcher has chosen to use the case-study method under the umbrella of qualitative research to understand, illuminate, and reveal the participants' meaning. The case-study approach has been recommended for deep understanding of an issue. Crowe et al. (2011) stated that "a case study is one of accepted approaches amongst researchers which meant to explore deep understanding of difficult issues related to social sciences " (p. 1). The case-study approach also assists in finding core issue and its possible solution . It involves number of data sources.The approach allows to look at problem from different angles before opinion is formed.

Moreover, the case-study method includes two elements, as identified by Stake (2000): intrinsic and instrumental. According to Stake (2000), "research for an inherent case study is not undertaken because it demonstrate a particular characteristic or an issue , but due to the reason of in all its distinctiveness and normality , the case itself is of interest" (p. 437). And as Vissak (2010) concluded, it "is especially important in studying topics that have not attracted much previous research attention" (p. 371). It was further noted t the " applied method does not set boundaries .It allows to surpass limitations found in quantitative methods .It would allow unfolding number of hidden things never realized before " (p. 372). This fit with the study's main goals, which are to present the perceptions of community stakeholders with clarity, to help bridge the gap between

theory and practice, and to perhaps aid better practices in the participatory-approach process to citizen empowerment.

3.3   Role of the Researcher

As often described in the qualitative methodology, the researcher is the instrument. According to Marshall and Rossman (2011), the researcher's presence in the lives of the participants is fundamental to the methodology. In this case study, the researcher's role would be to design the study, develop research questions, and analyse the collected data. The researcher's role will be to listen carefully to the voices of the participants as they described their understanding of the participatory process. This role included private reflection, relistening to the recorded experiences, and analyzing the written notes in order to understand the participants' experiences. In brief, the role of the researcher was to collect, synthesize, and analyze data abiding with all ethical requirements of research.

3.4   Data Collection and Procedure

As Crowe et al. (2011) explained, "the case study approach usually begins with selection of sources , preparation of questionnaire and use of qualitative techniquess (e.g., interviews, focus groups and observations)" (p. 9). The researcher's intentions would be to "strive to understand the meaning people have constructed about their world and their experiences" (Merriam, 2002, p. 5). In respect to this study, the experiences will be the perceptions of the participatory process in development projects. The researcher will look for the community stakeholders' perceptions in their own words or voices. In this case

study, the following sources would be used to collect the data: participant interviews, focus groups, observation, and the researcher's field journal.

The two most significant sources of data would the participants' interviews and the focus groups. In qualitative research, interviews are utilized as the primary method for collecting data but may also be used in conjunction with other techniques. Generally, there are three types of interviews: (a) Conversation with the people , conversational interviews; (b) semi-structured interviews; and (c) standardized, open-ended interviews (Patton, 1990). The researcher will use open ended interviews because of the nature of the study and because it allowed flexibility and sensitivity to the culture. The interviews will both be formal and informal, and will be conducted in English and Urdu.

Another source of information would be the observation of participants in their natural setting. Yin (1994) argued that participant observation makes the researcher into an active participant in the events analyzed. This type of methodology is often utilized in the study of groups and allows creative opportunities for data collection. Merriam (2001) gave guidelines, recommendations, and critical attention to several attributes of this technique: (a) Physical setting of the stage , (b) Selection of the Participants, (c) Interactions with the people being interviewed, (d) Casual Conversations, (e) Subtle factors, and (f) Behaviour of the researcher. In view of these guidelines, the researcher will observe and actively listen to individuals and groups under the study. The researcher will spend several days traveling across research site. Observation was key to understanding the world of the participants and the influences and effects of the participatory approach to development. People's exchange of information ,their actions, and displayed behaviours and the way people interpret these, act on them, and so on, are

central to data gathering (Mason, 1996). An equally important source of information would be the researcher's field journal, which the researcher maintained throughout the study.

3.5 Primary Data Collection

Collection of the Primary Data encompassed i) Interviews with the individuals, ii) Group discussions with specific groups and iii) cross interviews sessions.

3.6 Face-to-face interviews

There were thirteen (13) interviews which were carried out from important stakeholders . In order to get point of view of elite ,   Four (4) other interviews were conducted with the Heads of Citizen Action Committees (CAC) and Civil Society Organizations (CSOs) Community Boards (CSOs) and Non-Governmental Organizations (NGOs). Additionally, another five (5) key informant interviews were conducted with local political representatives.

3.7 Focus Group Discussions (FGDs)

Five (5) focus group discussions, one in each selected union council were conducted. Scholars are of the opinion that FGDs are usually important and effective tool . They help dig out social realities of the concerned group . The researcher knows the local languages and informants felt comfortable in sharing their experience in a friendly manner (Hughes & DuMont, 2002; van der Reis, 1997). FGDs were conducted with the local residents to know their point of view on the objectives of the study

3.8 Case study of Islamabad

Islamabad is newly founded city and it has zoning system . There are five major zones: Zone I- Zone-5 .   Area wise Zone IV is the largest in its size while Zone I forms

largest developed residential area. The residential areas in Zone 1 are divided into sectors. The residential areas are in alphabetical order . A sector covers 2x2km area .Area details of Islamabad are mentioned below :-

Total Area		**906.50 sq. km**
Islamabad Area	Urban	220.15 sq. km
Islamabad Area	Rural	466.20 sq. km
Islamabad Park		220.15 sq. km

While the zone-wise segregation is presented below in Table

ZONE 1	8	222 SQ KM
ZONE II	6	39.5 SQ KM
ZONE III	10	203 SQ KM
ZONE IV	16	282
ZONE V	10	157 SQ KM

There are 50 UCS in Islamabad, out of which, 23 UCs are called as Rural UCs while 27 UCs are urban UCs. For this study, 6 UCs (3 urban and 3 Rural) were chosen. The details of selected UCs are presented below.

S.No.	UC #	Area
I.	29	Sector F-10, Sector F-11 (Waraich Plaza, Tariq Height Apartments)
II.	38	Sector G-11/1, Sector G-11/2, Sector G-11/3, Sector G-11/4
III.	43	Sector I-10/2,Sector I-10/3,Sector I-10/4 (Partly, Sector H-10)
IV.	49	Shah Allah Dita (Pind Siri Siral, Tarnol, Pind Sangrial Golra, Bakar Fateh Bakhsh, Bakar Akku)
V.	6	Phul Garan (Village Phul Garan, Dhok Kuch,Abbasiabad,Dhok Badhan,Muhallah Kangar,Mahallah Ranjpuran,Village Shah pur,Village Post Office Bobry,Village Karlot Chattar,Mohra Rajpoota,Shah pur,Muhallah Ban,Muhallah Sumbul,Bani gala road P.O Seri Chowk)
VI.	7	Pind Biggu wal (Bai nala, mair bigguwal,village atthal , village maira biggwal, village P.O. pind bigwal, Dhok Sajjal, Dhok Nanda Sihali, Village Jandala, Simli Dam Road)

3.9   Data Analysis

Main aim of this research has been to explore perceptions of the stakeholders towards participatory development . More emphasis was laid on affected community's participation . The data collected will be analysed by listening to recorded audiotapes and by reading transcribed notes from the field journal. After the data will be transcribed, the researcher will begin to interpret the data in order to bring meaning to the words and voices of the participants. Data will be organized in emerging themes by using a

descriptive approach. As Merriam (1998) contended, "raw data need to be organized in some way. This became possible by issuing written copy of questionnaire to the stakeholders with literate background. Notes were taken during the discussion with the people in municipalities, and data collected was kept in sequential way for the ease of processing " (p. 145).

The researcher will analyse the data by transcribing the data and reading and rereading the transcripts, observation notes, and journal entries. The researcher would go back and forth from the notes to the tapes to make sure that the words and only the words of the participants were captured correctly. This process employed a framework suggested by Creswell (1998) for data analysis: (a) each verbal interview were carried out with the notes taken in real time . Although occasionally the discussions digressed from main path , yet they were brought back to original theme (b) important data related to subject was picked up during the course of verbal discussions. During this process many repetitions occurred but were later omitted ; (c) meanings will be formulated from each significant statement; (d) significant statements will be organized into clusters; (e)various ideas came up during the process of description of their experience and (g) appropriate information in form of data got extracted from the participants . It was considered necessary as it was one time opportunity .

3.10   Ethical Consideration

As far as ethical issues are concerned it would be taken seriously to conceal participants identity and anonymity and confidentiality. Care was taken to ensure that participants give a free consent. The participants were apprised well in advance using

electronic means such as ,email, mobile messaging . It was considered important to bring participants in specific frame of mind before start of the interview. During the process of discussion the efforts were made to that the atmosphere was kept relaxed . Astonishingly, people showed interest and great deal of cooperation when interviews were in progress . The awareness level pertaining to their obligations and responsibilities was wonderful.None of the participants either declined or showed reluctance to express his view point.

During the process of obtaining consent , there were very few who happen to either decline or asked for hiding their identity . Theoretically it was critical matter but people considered that of no consequence. Yet it was ensured that everything related to the identity of the participants was kept safe and not disclosed to anybody. Before start of the interview it was assured to the participants that the information gathered was to be used in research work only.

CHAPTER 4

PRESENTATION OF FINDINGS

4.1   Introduction

As highlighted in the preceding chapters the most appropriate method adopted to carry out subject study suggested use of qualitative analysis and its related methods. Therefore , the aim of study was kept in mind throughout the research process. It was however qualitative exploration related to stakeholders engaged in a development program , their perceptions on participatory development process. Specifically, the study sought to explore the following objectives:

- the contribution of an in-community stakeholder's understanding and perceptions regarding the participatory approach to the achievement of development projects,

- the influence of an in-community stakeholder's involvement in the project design process on the achievement of development projects,

- the influence of an in-community stakeholder's involvement in the project evaluation process towards the achievement of development projects,

- how an in-community stakeholder's understanding of the participatory approach contributes to the achievement of development projects, and

- how an in-community stakeholder's participation in the design and evaluation process of projects influences the achievement of development projects.

The participants were the stakeholders of Islamabad. The researcher employed a case-study design in order to understand the experiences and perceptions of citizens involved in development projects. This study's framework was adapted from the Freirean dialogical approach. In this approach, Freire (1993) believed that the poor have the capacity to reflect, conceptualize, critically think about their condition, and make decisions for social change. This approach served as a guide to listening to the perspectives of the citizens clearly. This is in line with the general understanding of the participatory approaches to development as explained by Arnstein (1969): " Powerless Participation without designated duties is very much disappointing . It makes you feel without any power . However , if power distribution is there ,it helps power holder to claim benefits and achievements" (p. 216).

During discussion stage, the participants were given chance to speak and it was ensured that due attention was paid to what they were saying .The researcher was able to uncover various nuances of the phenomenon from several angles. The researcher employed the following methods to obtain his data: (a) informal interviews providing them with several options to answer open-ended questions, (b) observation of the participants in their natural setting, and (c) FGDs.

The methodology adopted to include interview questions helped great deal in obtaining first hand and relevant information, which was organized from the outset and analysed later. This helped the data analysis. The data collected were organized into themes that represented the occurring and recurring themes in the voices of the participants. Qualitative research experts Marshall and Rossman (2011) emphasized the usefulness of following the right order from the beginning to the end of research. He

proposed that the data collected to be kept in sequential order to avoid confusion " (p. 111). During processing stage.The researcher used coding to examine the collected data in order to identify themes in a strategy known as categorization. This provided a pattern of meaning that the participants attached to the phenomenon and allowed the researcher to discover various themes from the data.

4.2 Overview of the Setting

The research was carried out in a period of five weeks. Four weeks were spent interviewing and observing the participants in Islamabad selected union councils. All the interviews were recorded and then transcribed with the permission of the participants. The participants' enthusiastic responses given during the interviews provided the main data for this study; they were translated from the Urdu language into English. In every interview, focus group, or observation process, the researcher mentioned to the participants as to why the study was being conducted. All the participants agreed to do the interviews openly without being coerced by the researcher. As it is central to Freire's dialogical epistemology, the researcher was able to have dialogue that was participatory, open communication focused around critical inquiry and analysis (Freire, 1992). It was noted that finding satisfactory truth is a difficult proposition . It is only through dialogue that enables the participants to ultimately speak out truth " (Freire, 1994, p. 16). After the consent forms were signed and all culture protocols were observed, such as having tea by the participants, the participants would openly comment.

4.3 Demographics Overview

This part of the study presents the demographic information of the participants for this study. For this study, a total of 58 stakeholders participated included participants

both from FGDs and in-depth interviews. All this documentation provided the data for this section. following section outlines and presents the identified themes.

4.4 Findings: Identified Themes

When the researcher began to analyze the transcripts from the interviews and focus groups, he noted that the participants had used metaphors and stories to answer his questions. Through this process of analysis, the researcher discovered common words and phrases that depicted the stakeholders' understanding and perception of the participatory process: "building relationship," "involvement in our own development," "taking responsibility," "allowed to make decisions that affect us," "working together," "having full ownership," and "gaining and improving our indigenous knowledge." A number of issues also emerged from the participants' voices, such as "empowerment," "self-esteem," "a sense of respect," "pride," and "developed abilities." Relations, collaboration, and decision making were topics that emerged as well. The researcher then identified seven themes that were common to all the participants: (a) relationships, (b) collaboration, (c) involvement, (d) knowledge, (e) responsibility, (f) ownership, and (g) decision making (see Table below).

Table

Seven Identifying Themes

Theme	Participant's Quote
Relationships	"our understanding of participation begins with our building of relationships with the stakeholders and the development of these relationships through the years"
Collaboration	"participation is like '*mailjol*' which in his culture is collaboration ... local administrations are not doing things for us . .. they are working together with us".
Involvement	"we are all involved, we come up with ideas. These are our projects that are started to solve our problems.

Knowledge	"it is to gain knowledge and it helps us to find ways that work for us and also allows us to try out new things
Responsibility	"we choose what we want to manage ... the responsibility of these projects is in our hands"
Ownership	"we are encouraged to think differently ... ways that make sense to us because at the end of the day, these are our projects .. meant to empower our communities .. . they ask us what we thin Ownership because they know we are the owners of our development" "they do not live here ... they come and go and ... we have full of these projects ... we have gained trust from them and they trust... they have never tried to own or control what we do ...
Decision making	"our participation is not like our marriages, where we are not allowed to make decisions ... we are allowed to talk, plan, and make decisions"

4.5 Relationships (among stakeholders)

Most of the participants were of the view that relationship among the stakeholders is quite weak.

One of the NGOs worker, said the following at the first interview:

When we talk about participation, we must go back to the beginning. It was just a community who had common problems. As we listened together to the problems, we developed a bond. We became stakeholders and cared for each other. Our understanding of participation begins with our relationships. We were related to each other because of our common problems. When we began working with the local community, we continued building these relationships. We felt that other stakeholders such as local administration and politicians however don't want to build this relationship.

Like the head of a local NGO, most participants related to the theme of relationships in the many interviews and casual conversations that the researcher had with them. One of the citizen pointed out:

One of the citizens during FGDs described this relationship by telling a story:

"When we talk about participation, our understanding is that it is a relationship. We had so many challenges in our local community. Some of these challenges were challenges of water and sanitation. We took our case to local administration, When the executive director of the CDA met us, we were a fully independent group with our own leadership structure and our own ideas. He had not given us anything, they might don't have funding but this is how the relationship between the government officers and related stakeholders are weakened"

The stakeholders conversations during the interviews revealed a lot of confusion when they talked about the relationships they have with the staeholders. One of the member of Islamabad district administration pointed otu:

"These people (other stakeholders) are not very different from us. Our families live in these localities. We spend a lot of time with them and also working on our project. However, we also spend a lot of time relating to each other. We have discovered that we have good relationships because we share most of the things in common"
Each of the participants had something to talk about that related to the theme of relationships. It was the stakeholders' understanding that the process of their development is built on the good relationship they have developed with each other.

4.6 Collaboration.

The participants reflected often on what participation meant to them. The researcher observed that the participants wanted as much as possible to put this understanding in their own terms. Whenever the researcher asked what participation meant to them, the participants often preferred to use the word collaboration. One of the politicians commented, "collaboration made more sense to us". One of the Chairman of union council, during an interview, stated the following:

When we talk about participation, we think of collaboration. It is more than just participating because the collaboration process to us and especially to me is like Mail-jol If you can, look at it this way: We knew that we wanted to

cook, we cut the wood and started the fire and put the saucepan on the fire. What our stakeholders did was to collaborate with us in aiding our projects.

Most of the participants were aware of each other and the other relationships they had that were initiated through them. There was a remarkable difference in how participation occurred. The citiznes viewed participation as a collaborative process. One of the NGOs head said:

> *We evaluate the projects collectively and share information and ideas with the administration. We plan quarterly and whenever there is a need. We plan and implement the projects. We are the ones who evaluate whether they will work or not. We share our ideas with our partners who encourage this type of collaboration. This helps us to come up with projects that we know will work for us, However, this is not the case as always, we had to face very strict opposition from administration as in many of the projects, they discourage participation and collaboration*

The researcher realized that collaboration is an aspect that these stakeholders believe they had before the stakeholders started to work with them. All these projects are built on local knowledge. One the government officers explained:

> *It is our custom to work together and not against each other. Our culture teaches us to work together in our social groups at birth, death, and burial ceremonies. We discuss our social issues. I am a government officer. I participate by attending the meeting, sharing with other board members, giving opinions, and making decisions for the implementation of projects.*

One the chairman of UC in I-10 pointed out

> *The local administration works and asks us for our opinion. The executive director asks what we think and that is how we work together. If there is information or other people we need to meet in order to work on the success of the project, we collaborate to see that we meet them and they help and allow for the communication.*

4.7 Involvement

As far as the involvement of citizens and other stakeholders in the development projects is concerned, there is a strong confusion among the stakeholders. The stakeholders were of the view that involvement in the development projects is quite weak. One of the stakeholders pointed out:

> *"Before the project was implemented, we knew our need, although we did not know what to do. We knew that we needed clean drinking water, but we did not know how to get it. We had never talked to the local administration, but through our relationship with the NGOs working here and our political leaders, all of us became involved in finding a solution to the problem of our community. We exchanged ideas that allowed us to have a better focus. To us, participation meant that we had to be involved in helping ourselves. It meant involving ourselves to set up the project. This allowed us to work on the problem collectively. To us, participation is involvement. The whole community has benefited because we were allowed to be involved in the entire process"*

One of the politicians explained:

> *Participation to these groups means that everyone is involved. The partners we have do not tell us what to do or come up with the ideas. We come up with the ideas, and the partners give us knowledge and ask what we think. From the initiation of the project to the implementation, we are involved. At the end of the day, these are our problems, our solutions, and the results benefit us. As a leader, my role is to visit these groups. We talk and identify the problems of the community and see ways of solving them by involving the community. Our friends, NGOs and local administration, have worked with us better, and as a matter of fact, they encourage our total involvement in these projects. Our involvement has really strengthened our groups. It helps us to be creative*

The researcher observed that, among many of the projects, there was the same agreement about the idea of involvement. Specifically, Politicians and Local administration were of the view that there is strong sense of involvement. However, the

citizens and some of the members of NGOs were of the view that participation is uptill information and there is no involvement of all stakeholders. It was clear that these stakeholders' groups had their own opinions and ideas. They looked at their personal involvement as one of the strengths in the participation-approach development with their external stakeholders.

Based on their experiences, the participants believe that participation means all of their involvement. They believe that the influencing stakeholders don't allow them to participate in every stage of the development process, including in the fundamental basics of life. One of the stakeholders put it this way:

> *Participation for us means all of our involvement. It has been in our group from the time we began. But in the development projects, citizens have never been the part.*

On the contrary, one of the administrator added:

> *All these projects are built on personal and community involvement. It is our custom to work together and not against each other. Our culture teaches us to work together in our social groups; at birth, death, and burial ceremonies, we all work together. Our partners realize this fact about our culture and encourage and promote this type of thing. What we understand is that that is the way they want to work with us*

4.8 Knowledge

The researcher asked a question about the evaluation process. One of the stakeholders answered the following, stressing that knowledge of one's own community and the sharing of knowledge between organizations and communities is significantly important because it contributes to the success of each project:

> *We evaluate our projects collectively and share information and ideas with the stakeholders. We plan quarterly and whenever there is a need. We evaluate our projects. We are on the ground; we know what works and what does not work. This process has allowed us to share ideas with our partners. We have our own knowledge of how things work and are done here, but we also have been*

helped a lot by other groups and stakeholders. For example, they share knowledge when they come here. They share knowledge.

Most of the respondents pointed out that the local government and its admiration did not consider people demand , their view point on subject matter . Therefore , the decision making would remain with them . The failure could be attributed to the failure of the CSOs operating the given field. One of the manager of an NGO aged 51 said,

> *"People contribution in decision making process remains a core issue.Asa matter of fact the local government do expect the information pertaining to public point of view during the process of decision making . Yet on the flipside the CSOs are discouraged to contribute towards promoting people's interest their preferences . On this issue there are vested interests and personality clashes. The local government is non-accommodative.*

While listening to the point of view of the government officials , it was revealed that CSOs were nothing more than a elite trap and bargaining instrument in the hands of elite and political parties. . One of the most senior local government officer heading the local government, aged 57, argued,

> *"Members of CSOs have a tendency to develop pressure groups duly supported by the political parties with the intentions to undermine government position. The information is invariably used to satisfy mala fide intentions.".*

Likewise , local elected representatives believe that the role of the CSOs was actually meant to replace the power center . It was also blamed that the CSOs in fact discouraged the idea of direct Citizen Participation. One of the senior union Chairman argued,

> *" The citizen have been prescribed with the right channel to participate in discussions through elected members representatives. If all stake holders are allowed to give their views on any program then there was no need of elected representatives . The citizens of my locality are participating through us. We are*

their elected representatives . As per your desire, it wouldn't be appropriate to manage such a high level inclusiveness . It would be a time consuming effort and the illiterate people do not have novel ideas to contribute. If that was true the situation would have been different."

Agreeing with union Chairman, during focused group discussions, few of the

citizen's showed their unwillingness to participate. One of the citizen aged 34 said,

"Some of the citizen favored existing arrangement . They were of the opinion that whatever was to be done ,it appropriate to make use of elected representative. It would be difficult for poor people to spare time and get involved in discussions .Our awareness of the law is poor but the elected representative are better placed. Programs are mess and are usually failure and we do not wish to waste time.

However on the other hand , there were many who wanted to participate actively.

One of them told,

"Of course, we cannot fully depend on our representatives to speak on our behalf . Why not we also want direct participation . The elected people have their own vested interest and they speak the language of the officials.

4.9 Ownership

The participants expressed the value of each person's responsibility in the projects

that they initiated as a group. At this point, the researcher wondered how each person's

responsibility contributed to the development of the project. So the researcher posed the

following question: What kind of contributions are made by the stakeholders to the

participatory process? One of the stakeholders said:

We plan the projects, we run the project, and estimate the running cost of the project. We are also responsible for preparing the tools which are needed to run the project. In many districts of this country, you find that the projects belong to the donors. You will see the donor's name on each project. We own these projects because they have helped us understand that we own our own development. They are not doing things for us without us. We are working in collaboration, and this allows us ownership of our development

The researcher observed the high level of personal ownership while visiting some projects. The level of participation in this discussion had a common thread. The language was "our" and "our projects;" there was a sense of ownership. But as far as the involvement in the decision-making is concerned, stakeholders are at logger-heads.

Most participants also mentioned the joy they felt because participation allowed them to have ownership. Because they have ownership of their projects, the women have gained self-confidence and respect from the community. They are known as managers and contributors to society. This has also enhanced their standing in the government. On several occasions, Ministers have visited the projects. One of the project managers of the project run by an NGO commented:

> *"When these big men [important men] visited our project, they were amazed that we own such a big and well-organized project. We were running it ourselves"*

On one such occasion, the researcher observed the mayor of Islamabad visiting the project and overheard him say that he was amazed at how responsible these women were.

> *"If this project had been given to the government, it would have failed"*

Most of the stakeholders asserted that people's participation have positive impact on functioning of local government . As far as the ownership of the projects are considered, there seems to be a lacuna between different stakeholders.The findings of the study revealed that government officials when interviewed they admitted that the channel adopted dor the dissemination of the information was through the elected representative at municipality level.. Thus the citizens could approach their representatives if they needed any details on the subject . Moreover if they had

suggestions could be conveyed through the same channel. In this wake, one of the officials said,

> *"For development programs in hand or in the pipeline relevant information was already provided to the elected representatives . The citizen are advised to follow the channel for the updates".*

Nevertheless, some government officials at municipal level have little or no awareness of the impact empowering people . The elected representatives were all in all and likewise the representatives of Citizens discouraged the concept of direct Citizen Participation. Some of the local officials did agree on limited participation at community level.One of the Citizen during FGDs pointed out,

> *" The financial matters are always kept secret and the budgeting is not known to any citizen except a guess work by many . The planning takes place at higher level. It is seldom you come across a sign board which provides some details of the program. Why it is kept secret is not known. Our union council chairman is sitting here and same can be confirmed from him."*

Furthermore , it was also found out during FGDs and CGDs that even Citizen Action Committees and Muhallah Committees that comprised of citizens are not informed about development projects hence they don't take the ownership of the projects.

4.10 Decision making

Participants described the participatory approach as a means to enhance their decision-making capabilities. One key participant said that if allowed participation by government machinery, the citizens and other stakeholders may felt empowered and self-confident, with improved self-esteem. Most importantly, they have the capability to make their own decisions. The participant emphasized that this can happen as a result of the participatory approach to development. As a result of participation, the participants' lives

85

may have drastically changed. Participants reported that because of the reduced process of participation, they might not able to ensure projects that have been sustainable. Their participation involves the training they receive from the donors, which then allows them to be part of the decision-making process. The external stakeholders ask them what they think, and they also support projects that come out of the decision-making process. One of the government officials described the process:

> *Since we are the ones who initiate these projects, we do evaluate them to see if they will work. We start small to test if the project will work. We make the decision on whether to move forward or retreat. And later, when we realize that it does work, we add more money to the project. We are the ones on the ground and therefore know what will work or not. Sometimes, the stakeholders helps to give knowledge on how to evaluate the projects, but they let us make the decision. Decision making is very important to us.*

One of the stakeholders explained how participation has empowered their decision-making process. He said:

> *It was a collaboration of bringing ideas that we can act on. The gave us the freedom to do what we wanted. Participation helps us to get more knowledge that we pass on to other people. Both sides have been open-minded. We communicate and dialogue and despite the fact that the government officials of Islamabad has more knowledge*

CSOs are very important segment of any social setup. Whether it is urban ,rural developed or under developed areas ,region or countries. They definitely impact civil society in maintaining its voice throughout hierarchical ladder of governance. Possibly they always need representation in the government setup at local as well as higher level.Some advance countries have already absorbed in local government level. They were able to produce wonderful results .Particularly , in the case of Islamabad, CSOs were unable to create a positive impact . The findings from this chapter suggests that

CSO's work but they do not have deep roots in communities. It is a forum of some likeminded people with some external support and agenda.

The assessment of the CSOs revealed that they were unable to express their vision with the framework of society they were living in.. Citizen of Islamabad are educated and enterprising they believe in acquiring maximum possible information and continue to update that. (Cleaver & Toner, 2006; Toner & Franks, 2006). It was also revealed that CSOs in Islamabad, Pakistan have created a false image of being powerful enough to twist the government tail any time and make them accountable for their work. Virtually , they cannot knock the doors of the bureaucracy. The argument therefore lead to the conclusion that CSOs lacked vision of social development.

Moreover, it was also explored that in reality bureaucratic practices were main hindrance to accommodate participation at all levels.. On the other hand Islamabad government was not ready to empower local government and increase the people participation in local government institutions. Moreover practically Political parties influence is everywhere. They sponsor them and whenever required use CSOs to their advantage. The willingness to provide determinant and political support to CSOs is the key factor of their success. The researcher also ascertained that it would not be possible to absorb CSOs in the government decision making without the support of political influence and consent of bureaucracy, it would not be possible for the CSOs to influence decision making or even educate the citizens. Stakeholder suffer from trust deficit .It has become a blame game between CSOs and local government officials resultantly public preferences are ignored. Keeping aside that the evidence shows the CSOs and elected representative virtually suffer from incompetence , quest for personal glory and

utilization of unfair tactics to gain popularity and personal gains. That is why they close their eyes when it comes to people interest . The study drew support from the scholars theoretical point of view for instance , Fagan, Hanson, Hawkins, and Arthur (2008b) observed that local governments were better informed, and less accountable to be captured by elite . The World Bank (2001:106) has also pointed out that decentralization can facilitate the power of ruling elite instead of decentralizing power and creating equity – in representation, participation, benefit sharing and influence.

CHAPTER 5

DISCUSSION ,CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

The aim of this study focused on qualitative analysis of the problem through investigation of in-community stakeholders' perceptions during the process of development programs .. The study was carried out in Islamabad, Pakistan. Specifically, the study sought to explore the following five topics:

• the contribution of an in-community stakeholder's understanding and perceptions regarding the participatory approach in the achievement of development projects,

• the influence of an in-community stakeholder's involvement in the project design process on the achievement of development projects,

• the influence of an in-community stakeholder's involvement in the project evaluation process on the achievement of development projects,

• how an in-community stakeholder's understanding of the participatory approach contributes to the achievement of development projects, and

• how an in-community stakeholder's involvement in design and evaluation process of projects influences the achievement of development projects.

The researcher employed a case-study design in order to gain an in-depth knowledge of their understanding of the participatory process in their own community developments. In this chapter, the researcher has summarized and discussesed the main findings represented in the seven themes that emerged from the participant data, examines their implications to the participatory discourse, and suggests recommendations for future research. The seven themes are : (a) relationships, (b) collaboration, (c) involvement, (d) knowledge, (e) responsibility, (f) ownership, and (g) decision making.

5.2   Theoretical Framework and Discussion

This study design was based on theoretical framework from the Freirean approach through which the listening to and understanding of the experiences and perceptions of the poor involved in development were realized. Freire (1990) objected to a top-down mode of learning common among development agencies in which the teachers marginalized the poor people and treated them as passive recipients of knowledge. From the stakeholders' comments it was ascertained that the stakeholders were fully aware of the ground realities. And resultantly the they appreciated being listened to chart their own course. Freire (1994) stated:

> *It is difficult to ascertain that the human beings are simply living . They are just surviving in different social setups within specified culture and their performance is being recorded in the books of history. However they are makers of their way, (p. 97)*

For these Citizens, there was a great appreciation for the role that the administration played; the organization acted not as deciders, but as facilitators, to put them through the process of "conscientisation." According to Freire, conscientisation "is an ongoing process by which people move toward critical consciousness, develop critical

levels of awareness of their reality and take action to change it—a process that gives voice to people submerged in a culture of silence" (as cited in Nkuba, 2007, p. 67). Freire emphasized the characteristics of humaneness that are reflected in love, hope, and empowerment. This was evident in one of the respondent's response to the participatory process:

> *Participation may allow us to actively involve ourselves in the development of our communities. We can gain skills, knowledge, and capacities to think in ways that are new and were foreign. We are no longer limited. It is not that we did not think, but as citizens, we were never allowed to think in these ways. For example, since we have this new big project, we have had to think of how we are going to run it.*

It was realized that the narrowing of the gap between external stakeholders and in-community stakeholders in the participatory-development process could be beneficial for all. It was evident in this study that when the poor are at the center of the participatory process, development is achieved and the poor are empowered, leading to sustainable development. As Courtney et al. (as cited in Godinot & Wodon, 2006) urged, "the success of projects revolves around fulfilling the need and the aspirations of the poor . Reaching poor is important .They are the one who wish to see themselves free from the problems." (p. 8). Most participants in this study believed that the participatory nature of projects did not allow them to achieve the development that previously was but a dream to their communities. When the citizens were given the opportunity to participate, it created within them the capability to make decisions for their future. In one of the interviews, one of the participants from rural union council declared the following:

> *We rural people were always governed like property. We were never allowed to make any decisions due to the fact that we live in a patriarchal society. Participation can help us to take our decision effectively.*

91

It was evident that the citizens can become used to initiating, implementing, and evaluating their development. One of the NGOs chair person said:

> *When we sit in our meetings, we plan, we dream of projects that we think will work for us. We are not under any pressure to come up with projects that the donors like. As a matter of fact, they have always asked us what we want to do. When we plan and present these needs, they have always listened and acted or directed us where we can have access to what might help us. We are not silent partners in our development. We are active and that has brought a lot growth to our group*

The study found out when poor get absorbed in the project they develop skill, analytical intelligence , capacity and trust in their abilities. A sense of satisfaction begin to prevail when it comes to ownership of the project. Participation then becomes a vehicle that empowers people to mobilize their own capacities. They become key actors on the stage of their own development. They can make decisions and have control over the activities that affect their lives.

The keystone of this exploratory research is summarized as follows: effective participation requires the active involvement of the stakeholders, incorporating their perceptions related design and implementation process . The participants in this study revealed new ways of thinking about the participatory process, and they defined what participation meant to them. These perceptions revealed to the researcher a new approach and a new language that is not present in the literature regarding the participatory-development process. Most external stakeholders use their own framework to define what participation means, restricting the in-community stakeholders' participation to an external vision. Therefore, the in-community stakeholders' perceptions are not taken into account.

5.3 Summary of Themes and Connections to Existing Knowledge Relationships

In every conversation the participants had with the researcher, they indicated that the participatory process was about building and nurturing relationships. This is the aspect of the findings that was uncommon in the participatory and development literature. The participants looked upon the external stakeholders as their collaborator, although they were separated by diverse geography, background, and power. In an interview, one of the participants mentioned, "we have come to understand the common bond we have is that issues are the same everywhere". As the researcher reflected on the numerous personal journal entries, one aspect was common in all the daily observations of the researcher. There can exist a deep relationship within the stakeholders. Perhaps one of the aspects of the building of these relationships was the fact that citizens along with other stakeholders are quite understanding and know the limits of each other's.

5.4 Collaboration

At the beginning of the research process, one of the assumptions that the researcher had was that perhaps the participants would not understand the term participation or the participation process. The researcher realized that the participants understood the term participation but desired to use the term collaboration. The term collaboration was used in almost every interview setting because it fit their perception of the participatory process. As one of the participants said, "in collaboration, we are working together, they are not doing it for us, we are engaged in our own development". This fits quite well with Freire's (1994) framework that states that participation allows the marginalized to "speak a true word" (p. 23). The participants were fully aware of their world. Although both educated and uneducated, the citizens were aware of the

participatory process and used the word collaboration in their explanations to define it. The group explained:

> *In collaboration, we all come up with something. We are all weak, and we are strong at some level. When we join together, the common goals are better understood. We want to develop ourselves, families, and communities. We are stimulating something that is already there. We are in collaboration with the administration. They can stimulate our progress with finances, knowledge, and other important things that may have uplifted us as inclusive citizens of Islamabad. Each one can bring something to the table for the good of the group. We are not just participants, we are collaborators*

5.5 Involvement

The findings of this study also showed that the participants believed that the participatory process meant their own involvement in the development projects. Although they considered themselves uneducated in comparison to their other stakeholders such as Citizens , they perceived that participation allowed them to be involved. As a result, these women had a voice. In this study, the participants felt included in the process that precipitated their involvement (Gaventa & Robinson, 1998). Therefore, the findings show that they perceived the process as involving them from the beginning to the end (Chambers, 1990; Gujt & Kaul, 1998).

5.6 Knowledge

The study found that one aspect of participation is the building of capacity in which partners develop their understanding, knowledge, and skills. In this study, the participants also perceived the participatory process to be one where knowledge is obtained and shared. Wilson and Wilde's (2003) framework of community participation suggests asking questions that provide a better understanding and evaluate whether a community is participating:

5.7 Influence

Partnerships involve communities in the shaping of regeneration plans and activities and in all decision making.

5.8 Inclusivity

Partnerships ensure joint participation in all walks of the program.

5.9 Communication

The concept of the partnership is common everywhere' It refers to common goal and sharing of benefits. It allows use of best plans and their alternatives . The decision making is shared .It provides equal opportunity to all to contribute and achieve common goal.

5.10 Capacity

In project development resources are required at each step .Partnerships allow arrangement of the resources required by communities to participate and support both local people and those from partner agencies to develop their knowledge and skills.

Hence, the findings of this study support Wilson and Wilde's (2003) framework. The participants indicated at various levels of the relationship with stakeholders as gaining valuable knowledge that was being applied towards the development process

5.11 Responsibility

All the participants in Islamabad also perceived the participatory process as responsibility. It was evident in the responses that the participants had taken charge. If given chances, Citizens would choose projects that were good for them and projects that fit within their context and realities. Participation to them meant that they got to choose

what they liked and what they wanted to do. As the literature indicates, participation provides for equal responsibility (Sen, 2000; Muthuri, Chappie, & Moon, 2009).

5.12 Ownership

In addition, the findings of this study showed that the participants perceived the participatory process as gaining ownership. This sense of ownership may be a direct result of the sensitization. In organization's participatory framework, they endeavored to train and build skills that communicated to the men that these were not the development agency's projects but the women's projects. This was also evident in the way that some of the NGOs and government project officers began the consultation process. The participants overwhelmingly claimed, "these projects and programs are for us", "these projects do not have the names of the donors"; and "these are for the women's development". These findings tie in well with the theory and practice of development found in the literature, which gauge participation, in part, by gauging ownership. When in-community stakeholders participate fully in the development process, they gain ownership of the process and their projects (Krishna, Uphoff, & Esman, 1997; Green & Hunton-Clarke, 2003).

5.13 Decision making

All the participants in this study communicated that, as a result of the participatory process, they may gain capacities for decision making. The literature on participation states that " results are achieved if there is an element collaboration in form of partnership to include people of specific community [in community stakeholders] to

finally arrive a decision pertaining to design, planning and execution phases" (Adato & Haddad, 2002, pp. 6-7). Furthermore, the literature on participation notes that one of the goals of participation is to aid decision making among in-community stakeholders (van den Hove, 2000). The participants of this study communicated they were at a place where they were trusted, could make decisions about their projects, and knew how they wanted to govern themselves.

5.14 A Contextually Sensitive Collaborative Process Model

People at levels differ in their perceptions . Individual perceptions are governed by the knowledge , skill and the expertise a person would possess. When comes to participatory development ,it refers to participation by all stake holders in every stage of the program. We know what we want to cook, we know where the firewood is. What is important to us is to collaborate with others getting the firewood, making the fire, and then pushing the embers into that flame in order to get whatever we want to cook ready. In this process we work together, hand in hand with other stakeholders to bring about development.

In this metaphor, the participants contribute what they know about the process and their experiences in their development. As in-community stakeholders, they are using their local know-how of the process to contribute to development. The participatory process is also in their language and in their own voices. In their ground-breaking research for understanding global cultures, Gannon and Pillai (2010) quoted the use and need for cultural metaphors:

> *Knowledge and skill are two essential ingredients of proceeding with any practical discussion or practical implementation of any task. It is possible to acquire both at any stage of life unless otherwise there are some pressing issues*

that may preclude. The learning process involves individual interest as well . For the teacher it is important to note that training is progressive. (p. 3)

In this case, the citizens are not blindly following principles that have been influenced and initiated by the Western culture through development agencies. They define terms through their own lenses and through colorful metaphors. So, participation is not defined for them, and then they are being invited to the table to participate using the Western perceptions of participation.

Participation, as the research shows, is an interdependent and mutually reinforcing relationship between the development agencies and the in-community stakeholders. It ceases to merely be a process that meets the needs of the poor. While proceeding with the program based on participatory approaches , it is important to monitor progress and the voices of people are heard . It will make infrastructure robust and effective (Nikkhah & Redzuan, 2010). Development agencies should have in their participatory framework the understanding and perceptions of the in-community stakeholders. This will create a higher level of participation, which would be both desirable and beneficial. Local understanding and contributions of the in-community stakeholders, and their appreciation and acceptance of multiple perspectives, can successfully model a participatory process that can build capacity and bring about sustainability. Furthermore, consulting local people at the initial stage allows the voices and local experiences to be included in development projects. In the process, local people get a chance to cast their voices in the project, undertaken for their well-being. It has been widely observed and accepted that indigenous knowledge plays a significant role in building sustainable economic projects.

It is important for the external stakeholders to acknowledge the many different ways that in-community stakeholders perceive participation because, as this study

showed, there is no universal blueprint for participation. While the principles of participation will effect community development, there is a need for going further with the process by taking into account the perceptions of the in-community stakeholders. The participatory approach to development has been promoted in the West, mainly by Western scholars and Western development agencies. In the West, people think mostly in a linear fashion and have a way of communicating that is different from the people they work with in rural communities. In order to have meaningful dialogue in development, it is important that the voices of the rural poor are taken into account. The context of the poor citizens and the meaning they attach to the participatory process is important. Most participatory processes are used in a uniform fashion from country to country, as if the people in these countries think alike. Freire (1970) explained:

> *Failure to accommodate people voices in a political/educational program is not likely to succeed. In democratic world it is quite obvious that successful politician follow people voices . Moreover , in educational programs student view point needs to be accommodated. Likewise in social and cultural programs people voices matter a lot. (p. 84)*

The participants in this study were aware of the process of participation but were even willing to say, "we understand but we prefer" because in their context, that is what makes sense. They were using mail-jol as a metaphor for self-development (Ortony, 1975). As Freire (1985) further suggested, we must " It is just a myth that people are ignorant they are not united and they do not have common interests or they cannot be engaged in a dialogue . Limiting people Participation in welfare programs   may tantamount to social manipulation" (p. 159). Understanding the in-community stakeholders' perceptions will go a long way toward exposing anything that would

impinge on the process that would reflect the same status quo of the bottom-down process of development.

Based on the conclusions, analyses, and discussions of this study, the research designed a contextually sensitive participatory model, which includes four stages. The first stage is crucial because it involves the external stakeholders' analysis or investigations of the contextual participatory process. The purpose for this stage is to gain an in-depth understanding of various cultural metaphors that inform participation. This inevitably requires time and commitment from the external stakeholders, but it allows the perceptions of the in-community stakeholders to emerge. This ensures that the local poor are directly involved in the participatory process, since their voices have been respected and accounted for before the process. This might require a qualitative approach, such as an in-depth case study, an ethnography study, or a participatory action study. The overall aim is to purposefully include the rural community in the participatory process.

Following this in-depth analysis of investigations is the second stage, which is the structuring of the participatory process to fit the in-community stakeholders' perceptions. The third stage involves triangulations. This stage is meant to measure how far or how close the perceptions of the participatory process are from the external stakeholders and the in-community stakeholders. This will include the aligning of contexts and providing direction for collaboration. This would be the stage of documentation or a stage that provides a blueprint of how the external stakeholders and the in-community stakeholders are going to collaborate. It requires roles and evaluative and accountability instruments to be initiated by both entities. This will ensure the continual learning and dialogue throughout the process. The fourth stage is the fully developed participatory process

model that reflects the perceptions of both the external stakeholders and the in community stakeholders.

Documentation at this stage is imperative for a continual learning and evaluative process. Although this model has not been tested and will require further studies to substantiate its relevance in the field of participatory development, it remains a suggested small step in the complex nature of understanding the participatory process.

5.15 Implications

In order to provide a degree of participation that will include the perceptions of the in-community stakeholders, development agencies will have to consider the following:

1. Time—It takes an enormous amount of time to build the necessary relationships that will allow the perceptions of the in-community stakeholders to emerge. The time spent in the community to understand how that community perceives participation will enhance the overall participative relationship.

2. Flexibility—Development agencies will have to be flexible in the process. There is a lot of learning that goes on when people from diverse cultures decide to work together. The Western processes of participation may have to be dropped and, for the sake of developing the local communities, a community participatory understanding may have to be adopted. Pimbert (2004) wrote:

Top down approaches are mostly employed in public welfare programs. To make programs successful people voices can boost the progress. It involves participatory learning process which requires due attention of those engaged in planning development programs.(pp. 50-51)

3. Documentation—Participatory-development language that governs much of the participatory process is deeply influenced by Western culture. In the last three decades,

there has been hardly any literature that reflects the perception of thein-community stakeholders. The community is supposed to adopt the participatory blueprints that come from the West, and that is considered participation. There is a need for development agencies to increase the capabilities of the in-community stakeholders to document their own terms and conditions and include those in the participatory process. This is, essentially, taking people's perceptions as the starting point. This would mean research and documentation of the in-community stakeholders' perceptions of the participatory process.

5.16 Humility

Development agencies are perceived to be more knowledgeable and more powerful than in-community stakeholders. The questions of different dimensions of power, process, and capacity are the concerns of the typologies addressed in Chapter 2. Relying on the checks and balances of the Western understanding of participation would hinder effective participation. There is a need for development agencies to spend the necessary time learning from the poor. The perceptions of the people should be recognized as an asset in the participatory discourse.

5.17 Conclusion

The findings of this study revealed the participants' perceptions of the participatory process; it was depicted in their voices. The women of BUWEA were able to reflect in a way that showed they were aware of the process, and they provided an understanding of the world around them. They critically analyzed and were able to articulate the participatory process in their own language. The stories they told revealed that they had been empowered and had attained a level of self-worth and self-esteem.

This created an evolutionary process that allowed the researcher to appreciate the resilience and dedication they had to their development. It was evident that the collaborative-development approaches were initiated to counter the top-down, science-led transfer of technology paradigm and had also achieved the goal of sustainability and social impact not only for the women, but also for their communities. By soliciting perceptions of participation from the in-community stakeholders, the development process that would ultimately lead to the sustainability of economic projects could be more effective. What is needed is a contextual analysis and dialogue to be carried out in any community before any participatory approach is initiated (Lange, 2012). In the end, the process should bare the perceptions of the in-community and external stakeholders to provide a unified framework for effective participation.

5.18 Recommendations for Future Research

The perceptions of in-community stakeholders are important in the participatory process. If development agencies that practice a participatory approach are to be effective with the process, the perceptions of the rural poor must be heard. The general recommendation is that qualitative studies of this nature be conducted to illuminate the perceptions of the rural poor. In addition, a participatory action research study could be helpful to pave the way for a better understanding of the process and also provide a documented blueprint for the in-community stakeholders as they engage in development organizations. Future research should consider examining the perceptions of women in an urban setting and comparing them with the perceptions of the rural women in this study.

Furthermore, this study took place in Islamabad, Pakistan. Similar studies could be replicated in other third-world countries. This research could be a catalyst to

understanding other development efforts involving in-community stakeholders. The community is supposed to adopt the participatory blueprints that come from the West, and that is considered participation. There is a need for development agencies to increase the capabilities of the in-community stakeholders to document their own terms and conditions and include those in the participatory process. This is, essentially, taking people's perceptions as the starting point. This would mean research and documentation of the in-community stakeholders' perceptions of the participatory process.

4. Humility—Development agencies are perceived to be more knowledgeable and more powerful than in-community stakeholders. The questions of different dimensions of power, process, and capacity are the concerns of the typologies addressed in Chapter 2. Relying on the checks and balances of the Western understanding of participation would hinder effective participation. There is a need for development agencies to spend the necessary time learning from the poor. The perceptions of the people should be recognized as an asset in the participatory discourse.

5.19 Conclusion

The findings of this study revealed the participants' perceptions of the participatory process; it was depicted in their voices. The women of BUWEA were able to reflect in a way that showed they were aware of the process, and they provided an understanding of the world around them. They critically analyzed and were able to articulate the participatory process in their own language. The stories they told revealed that they had been empowered and had attained a level of self-worth and self-esteem. This created an evolutionary process that allowed the researcher to appreciate the resilience and dedication they had to their development.

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5.20 Recommendations for Future Research

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APPENDICES

Appendix 1 Interview Guideline for Data Collection

Contact Person:
Javed Tariq
Department of governance and public policy
Faculty of Management Sciences
Islamabad, Pakistan
Email: geoline111@gmail.com

CONSENT FORM

I, the undersigned, declare that I am willing to take part in this research project regarding participatory development in Pakistan. The purpose of this study is to assess extent local governments at grass root level consider application of the concept 'Participatory Approaches' in managing development programs

- I declare that I have been fully briefed on the nature of this study and my role in it and have been given the opportunity to ask questions before agreeing to participate.

- The nature of my participation has been explained to me and I have full knowledge of how the information collected will be used.

- I am also aware that my participation in this study may be recorded (audio) and I agree to this. However, should I feel uncomfortable at any time I can request that the recording equipment be switched off. I am entitled to copies of all recordings made and I am fully informed as to what will happen to these recordings once the study is completed.

- I fully understand that there is no obligation on me to participate in this study.

- I fully understand that I am free to withdraw my participation at any time without having to explain or give a reason.

- I am willing/not willing to be identified as a participant in this study.

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Signature of Participant   Date

Interview Details

Department: _____**Interviewer(s):**_____

Tehsil Name: _____ **Name of the Institution:** _____

Location: _____ **Date:** _____

Start of the interview: _____**End of the interview:**_____

Introductory Statement

Thank you very much for taking the time for this interview! I appreciate it a lot. First, let me introduce myself. I am Javed Tariq student from National University of Modern Laguages. I am not affiliated with any institution of the government.

The research study I am engaged seeks to find out the following enquiries:

1) How the contribution of an in-community stakeholder's understanding and perceptions regarding the participatory approach to the achievement of participatory development projects?

2) How the influence of an in-community stakeholder's involvement in the project-design process on the achievement of participatory development projects?

3) How an in-community stakeholder's understanding of the participatory approach contributes to the achievement of development projects?

4) How an in-community stakeholder's are formally admitted in the process of design and execution process and their likely influence on success of the intervention.

Hence, I will ask open questions on some topics of interest for our research. Please feel free to skip a question if you do not want to talk about a topic. We have as much time as your schedule allows for the interview.

Before we start: do you mind if we record the interview?

Questions	Prompts
How the contribution of an in-community stakeholder's understanding and perceptions regarding the participatory approach to the achievement of participatory development projects?	- Is there anything else? - What do you mean when you are saying….? - And then? - What else? - What other factors can you think of?
How the influence of an in-community stakeholder's involvement in the project-design process on the achievement of participatory development projects? ?	- Is there anything else? - What do you mean when you are saying….? - And then? - What else?

	- What other factors can you think of?
How an in-community stakeholder's understanding of the participatory approach contributes to the achievement of development projects?	- Is there anything else? - What do you mean when you are saying….? - And then? - What else? - What other factors can you think of?
How an in-community stakeholder's are formally admitted in the process of design and execution process and their likely influence on success of the intervention.	- Is there anything else? - What do you mean when you are saying….? - And then?

	- What else? - What other factors can you think of?