CRITICAL REFLECTIONS, FUTURE DIRECTIONS
The initial strategy of developing special programmes to promote participation (including a Participation Fund to encourage participatory planning, monitoring and evaluation activities) was very effective in the early years, in kick-starting participatory activities across Bank operations. The downside though was that these special programmes tended to support a limited ‘add on’, ‘optional extra’ kind of participation and did little towards developing an overall corporate responsibility for participation.

Yet, without such programmes, project staff often got little or no support from their managers for spending the additional time and money necessary for participatory initiatives.

The challenge of moving from special support to real mainstreaming requires other measures, including strong supportive messages from the top, clear policies and effective incentives. Promoting a culture of participation also involves shared learning – from both positive and negative experiences. This may be the hardest part of all for performance-oriented staff of a high profile institution – to discuss any failures or shortcomings they have had in their participatory work. Maybe an in-house version of Participatory Learning and Action would help – in recognising the value of informal, experimental learning about the reality of participation. Perhaps we should start thinking of a Participatory Learning and Action franchise...?

Jennifer Rietbergen-McCracken worked at IIED from 1986-1991 and is now an independent consultant researcher and writer on environment and development, based in France. Email: jennifer.rietbergen@wanadoo.fr

Congratulations on your 50th issue, Participatory Learning and Action! I can still remember when you were just a twinkle in Robert Chamber’s eye at an IDS-IIED workshop back in 1988, when the idea of sharing notes from the field was discussed. The question was – who would coordinate, edit and disseminate an informal ‘RRA’ journal? All it took was an expectant raising of Gordon Conway’s eyebrows, a quick nod of my head, and the Sustainable Agriculture team at IIED had taken you on!

Since then of course you have grown in leaps and bounds, to incorporate PRA and PLA. And it’s great to see that you haven’t taken on any grandiose or glossy airs over the years. You have stayed true to the idea of sharing cutting edge experiences, straight from the field – a field that has expanded to include every imaginable sector, in both the North and South.

My own field for a few years was in the World Bank when participation was making its first real inroads into the organisational culture there. A group of highly committed staff came together as the Participatory Development Learning Group to develop policy recommendations and practical guidelines for promoting participation in the Bank. Implementing these policies and practices meant trying to remove or circumvent the barriers to participation that were operating in the Bank (that Robert Chambers describes very accurately in his book Whose Reality Counts?).

Through the very small role I played in this participatory work, I was struck by the delicate dilemma inherent in mainstreaming participation in such a complex institution.
Critical reflections, future directions: an overview

by NICOLE KENTON and HOLLY ASHLEY

Sharing learning from personal experience
From natural resource management and animal health, to literacy and communications, the themed articles in this issue come from personal reflections and analysis. Each author speaks from her or his own field of experience. This overview does not seek to draw conclusions – the articles do that for themselves. But in all of the contributions to this special issue we find striking parallels in the lessons learnt and suggestions for ways forward. Each author has identified new frontiers, and the challenges and opportunities that lie ahead. And most themes overlap or have relevance and resonance in multiple spheres – and we can all think of more.

The articles challenge us to look ahead, to see how we can work more effectively together, to build on the successes of the past and to engage continuously in a process of reflection and action towards social justice and an equitable future – wherever and whoever we are.

The Participatory Learning and Action 50 writeshop

After welcoming everyone and thanking them for coming, we began the writeshop with a participatory exercise to create a timeline of the major development trends and innovations in participatory development over the last twenty years (see Box 1). The main themes identified then formed

Box 1: Creating a timeline of participatory development

One of the first exercises at the writeshop was a 30-minute session, where we made a timeline of participatory development. The purpose was for participants to pinpoint what they felt were significant ‘landmarks’ in participatory practice and approaches over the past 20 years and link them into broader development trends.

The result was a timeline that listed our participants’ own experiences and recollections of many (though by no means all) events and organisational activities, conceptual and policy developments, publications and other resources against major international trends which have helped to shape participatory development theory and practice over the last two decades.

We began by placing a row of cards on the floor marking each year, from pre-1985, up to and including post-2004. Under these we created columns of cards depicting the significant activities etc. At the bottom of each column we placed the issues of Participatory Learning and Action published in each year.

This helped to focus our later discussions, which formed many of the ‘critical reflections’ of this issue, and led to debate about ‘future directions’ based on the participants’ joint experiences. A reconstruction of the timeline starts on page 13.

Please send us your own timelines of your experiences with participation, so that we can continue to enrich our understanding of our shared knowledge and learning.

• Timeline key
  UPPER CASE: Major development trends
  Highlighted boxes: influential publications and other resources
  Bullet-pointed: workshops and events and organisational activities
the basis for the articles in this special issue. These were also based on previous special issues of *Participatory Learning and Action* and other areas of participatory development that our participants had been involved with. These themes were:

- literacy, adult education and empowerment;
- participatory communications;
- sexual and reproductive health and well-being;
- gender and development;
- children’s participation;
- agriculture, livestock, and fisheries;
- people-centred processes for natural resource management;
- urban participatory development;
- participation and well-being;
- monitoring and evaluation;
- advocacy, citizenship, and rights;
- participatory processes in the North;
- governance and democracy; and,
- critical reflections from practice.

Each author was given copies of relevant articles from previous issues of *Participatory Learning and Action*. We then discussed each theme and each author gave the group an update on developments in their own particular field of experience.

We identified several important crosscutting themes that emerged during our discussions. In each article, we wanted to reflect on:

- the shifting and evolution of participatory discourses over the last two decades;
- sharing learning and best practice between the South and the North;
- recognising the political significance of participation, democratisation and issues of power and powerful/powerless agendas within development;
- scaling-up and institutionalising participatory approaches,
### TIMELINE OF PARTICIPATION & DEVELOPMENT TRENDS

#### Pre-1985
- **1985**
  - BAND AID APPROACH, ETHIOPIA
  - International Conference on RRA, University of Khon Kaen, Thailand
  - Farmer First workshop (Book later published 1987)

#### 1986
- **COMMUNITY PARTICIPATION**
  - Right to development
  - Structural Adjustment with a ‘human face’. Participation as a way of defusing agitation

#### 1987
- **INDIGENOUS AGRICULTURAL REVOLUTION**
  - Paul Richards

#### 1988
- **COMMUNITY PARTICIPATION**
  - RRA Notes 1: General issue June 1988
  - RRA Notes 2: General issue October 1988
  - RRA Notes 3: General issue December 1988
  - Scales from eyes – ‘they can do it’ 1988-89 in Ethiopia/Kenya/West Bengal

#### 1989-91
- **Indian innovation and excitement**
  - Developing community-based natural resource management from 1980s models to participatory methods in 1990s
  - Ethiopian Red Cross RRA training in Wollo
  - Community Action Plan, Machakos, Kenya

#### 1989
- **FALL OF THE BERLIN WALL: END OF COLD WAR**
  - RRA Notes 4: General issue February 1989
  - AKRSP Participatory RRA, Gujarat (McCracken in RRA Notes 4)

### Critical Reflections, Future Directions: An Overview

- Advocacy planning versus ‘build it all down’ urban development
- The work of Ivan Illich
- Basic needs/basic rights
- Liberation theology
- c.1980: Agroecosystem analysis evolved by Gordon Conway and others at the University of Chiang Mai, Thailand

### Methodological Innovation
- RRA and NRM – 1980
- John Dewey – philosophy & practice of progressive education
- Adult education empowerment WEA
- Pre-1985 STRUCTURAL ADJUSTMENT
- Pedagogy of the Oppressed, Cultural Action for Freedom
- Paulo Freire (1970)
- Kevin Lynch’s (ed) Growing Up in Cities (1977) – advocacy planning methods adapted for children
- Participatory methods as a ‘mode of transformation’
- Methodological innovation, e.g. RRA and NRM – 1980
- John Dewey – philosophy & practice of progressive education
- Adult education empowerment WEA

### Theme Section
- The finished timeline with the corresponding Participatory Learning and Action issues for each year.

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**Photo:** Holly Ashley
“...there are striking parallels in the lessons learnt and suggestions for ways forward. Each author has identified new frontiers, and the challenges and opportunities that lie ahead. And most themes overlap or have relevance and resonance in multiple spheres”

so that the ethos and best practice of participation continues to be embedded in all decision-making processes and development agendas, at all levels and in all sectors of development;
• the continuing importance of critical reflections and participatory monitoring and evaluation; and
• the links between working at the local, national and international levels.

The list of themes and issues that we identified are by no means exhaustive, but they indicate some of the most important issues being faced in the arenas of participatory development today and have resonance in both the North and the South. Another significant area is that of strengthening the voices of the South.

The rest of the first day was spent working out how each of these challenges would be woven into the themed articles, by building on lessons learnt and critical reflections. At the end of the first day, the participants got together to give feedback of their progress to the group. On the second day, participants continued to develop the structures of their articles, making the most of this opportunity to share their thoughts and experiences.

Reflections and directions
The first of our theme articles is by co-guest editor Robert Chambers. Robert has been a regular contributor to the series since 1988. Most recently, Robert guest-edited a section in PLA Notes 47, on the development and growing use of participatory numbers. In this issue, Robert presents...
a personal reflection on the development of participatory processes and their subsequent spread across the globe and across sectors. Practitioners have expanded their use from the arenas of community planning, agriculture and natural resource use to include ‘almost every major domain of social activity’. What lessons have been learnt in almost 20 years, of both good and bad practice? What new ‘frontiers’ are yet to be explored?

Using examples from previous issues of the series and elsewhere, Chambers identifies some of the major lessons learnt through practice, reflected throughout this issue, such as quality and scale, institutional change, and professionalism and power. He then presents his thoughts on where participation might be taken forward, to new and expanding areas of practice such as within schools, law enforcement agencies, trade unions and other large organisations. Where will an increased emphasis on governance and democratic systems take us? And how important are continuing personal and professional revolutions in thinking, behaviour and practice? The article concludes by asking each of us to think of a future where we can realise our ing, behaviour and practice? The article concludes by asking each of us to think of a future where we can realise our

differences people can make.

Participation, literacy and empowerment

Our next two articles focus on literacy and communication.

Literacy plays a central role in people’s ability to learn and participate in development processes, through written, verbal, visual and performance communication. David Archer and Nandago Maria Goreth recount the evolution of the Reflect approach, charting its early stages, as seen in PLA Notes 32: Participation, literacy and empowerment, which David Archer, Bimal Phnuyal and Sara Cottingham guest-edited in June 1998. This article describes the growing network and achievements of Reflect practitioners throughout the world.

The Reflect approach seeks to empower people to make change, by equipping them with both the communication tools and the capacity to engage in developmental processes. The focus is on the practical use of skills, whether it be access to media such as radio, performance arts, computers or writing, and is combined with the practical outcomes of using those skills.

The article looks at some of the key challenges that lie ahead. These include scaling up, facilitating organisational change, and using Reflect to build coalitions to work more closely with other participatory practitioners. It concludes by emphasising the need for a constant process of reflection-action-reflection that seeks to challenge the complex practice of power in development.

Voices aloud: making communication and change together

Good communication is key to vocalising the needs of the most vulnerable and marginalized in development. Many achievements have previously been shared, in PLA Notes 29: Performance and participation (June 1997) and PLA

“Good communication requires learning from one another to set the agenda. Collaborative communication strategies are important to the success of participatory approaches and processes”

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**TIMELINE OF PARTICIPATION & DEVELOPMENT TRENDS**

<table>
<thead>
<tr>
<th>Year</th>
<th>Event/Conference</th>
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<tbody>
<tr>
<td>1992</td>
<td>PA used in forestry sector in UK – early 90s</td>
</tr>
<tr>
<td>1993</td>
<td>PLA training, Kumming, China</td>
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<tr>
<td>1994</td>
<td>CAIRO, EGYPT: THE UNITED NATIONS INTERNATIONAL CONFERENCE ON POPULATION AND DEVELOPMENT Bilaterals getting into participation</td>
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**THEME SECTION**

15 October 2004

Critical reflections, future directions: an overview
From storytelling, songs and dance, through to the use of television, radio and videos, Abah describes how these performances can also help to reach a wider audience and frame broader debates that focus on rights, citizenship and development – and how learning together through participatory communications can also help to create new consciousness and empower people to make change.

Reflections on gender and participatory development

There are often tensions between gender and development (GAD) and participatory development and it is important to understand and address issues of gender inequality in participatory approaches at all levels. In her article, editorial board member and participatory researcher Nazneen Kanji gives us
an insight into some of the dilemmas facing practitioners, as well as some positive directions for future work.

How can participatory processes be designed so that both women’s and men’s views and needs are incorporated into processes and outcomes, so that the most vulnerable and marginalized are given a voice? What are the dangers of stereotyping women, men and communities? The article highlights key achievements in increasing awareness and the participation of women in development, notably in the arenas of sexual and reproductive health, literacy and adult learning, and in the increasing number of networks that support women in participatory development.

Yet challenges remain which must be addressed in order to create more equitable approaches to development. The article concludes that strengthening alliances amongst both advocates for gender and development and participatory development will help to create a strong basis for change.

Not for children only: lessons learnt from young people’s participation

In February 1996, Vicky Johnson guest-edited PLA Notes 25, our first special issue dealing with children’s participation. Later, in October 2001, Louise Chawla and Sherry Bartlett guest-edited a second children’s issue, PLA Notes 42: Children’s participation – evaluating effectiveness. For this issue, Louise Chawla and Vicky Johnson focus on children’s participation and the growing recognition of the rights of children and young people in development. This article explores some of the realities that children and those working with them face.

Children may be a distinct social group identified by age, yet all too often their needs are either regarded as being in isolation from wider community or policy agendas – or their views are seen as irrelevant to participatory decision-making processes.

The authors discuss the importance of power relations, conflict resolution, the need for safety and ethical frameworks when working with children and the need for advocacy to vocalise their rights at all levels. Monitoring and evaluation are key to ensuring that the processes they are engaged in are empowering and do not increase vulnerability. Practitioners need to continue to make sure that good practice continues to be learnt, shared, and followed.

Children’s participation is distinct from adult participation: it should provide both autonomy and care for the children involved, but also increase recognition of their rights, which should be more widely practiced in participatory development and with groups of all ages. The authors provide examples and conclusions that show how engaging and communicating with children, in ways that are embedded within wider development agendas and processes, are essential not only for children, but for everyone.

**TIMELINE OF PARTICIPATION & DEVELOPMENT TRENDS**

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<th>Year</th>
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“…the way forward now lies with a new generation of practitioners, capturing again the ‘excitement, energy and creativity’ that first inspired people to use participatory approaches”

Sexual and reproductive well-being and rights


Our next two articles give a further update. First, Andrea Cornwall and Gill Gordon reflect upon lessons learnt in the arena of sexual and reproductive well-being and rights.

The article highlights four key issues and looks at some of the advances in, and barriers to, participatory community-based HIV prevention and care work. They discuss how poverty, and the lack of funding and resources, can severely impact upon the ability of communities and programmes to deliver effective sexual healthcare and education. They explore how learning about sexuality and gender issues in a positive way enables people to learn about their own emotional and sexual well-being. They investigate how development agendas, driven by donor agencies or by communities, often fail to recognise the complexities within societies regarding sexual activity and rights. They can often do more to stigmatise sexuality and sexual health issues by advocating unrealistic policies.

The authors conclude that using participatory approaches to create ‘quick fixes’ is no solution. Instead they advocate approaches that enable people to understand their rights and foster a sense of entitlement – approaches which are transformative in nature, and which stem from ‘locally owned and appropriate strategies to realise sexual and reproductive rights and well-being’.

Gender, participation, health and positive thinking

Living with HIV and AIDS has a serious impact on wider development issues that go beyond the individual’s health, such as their ability to work, support families and prosper economically. Alice Welbourn discusses the global pandemic of HIV and AIDS and issues relating to gender, participation and positive thinking. What problems do people face, particularly women, living with the virus? How can communities work together to remove the stigma attached to those infected and address problems caused by poverty and lack of access to drugs? How much is effectively being achieved by the work of such institutions as the UN and the World Health Organization? And what are the barriers to the effective participation of people and networks in creating solutions to the pandemic?

Her article brings to the fore many of the issues faced by those working to tackle the spread of the virus, both globally and within families and communities. Despite the enormity of the challenges, Alice offers us a positive view of how participation can and does make a difference.

Participatory methods and the measurement of well-being

Participatory assessments of well-being are becoming more and more mainstream. Well-being ranking has partly
evolved from wealth ranking methods. In May 1992, we published RRA Notes 15: Applications of wealth ranking. In the next article, Jethro Pettit and Sarah White discuss some innovations which have begun to focus more on issues of well-being and the increasing awareness of its importance in development.

Well-being encompasses people's personal and social relationships, their values and their understanding. Methods can be used to reveal complex pictures of social and economic situations and their implications for participatory development. The authors discuss how we might define the terms ‘well’ and ‘being’, with their complex associations with the self and social and cultural relationships. They highlight some of the challenges that face practitioners of participatory approaches in adopting processes that seek to address issues of livelihoods and sustainability and, at the same time, well-being.

Measuring well-being is a complex process, and there is much debate about it. How do wealth ranking and well-being ranking differ? When do methods and techniques need to give way to issues of ‘ethics, conduct and principles of research’? What are the trade-offs between going to scale and more intensive processes? How can participatory practitioners represent or distort the reality on the ground and enable ‘genuinely different voices to heard’? And lastly, the authors ask us a tantalising question: ‘does more development mean greater well-being?’

Rights, advocacy and participation – what's working?
A common theme that runs throughout the articles in this issue is that of participation and transformation. In February 2002, Cindy Clark, Beth Harrison, Valerie Miller, Jethro Pettit and Lisa VeneKlasen guest-edited PLA Notes 43: Advocacy and citizen participation. In our next article, Jethro Pettit and Sammy Musyoki give us an update and explore how participation and transformation are essential components when challenging the root causes of social exclusion, poverty and marginalization. The authors reflect upon the need to understand effective strategies for participatory advocacy and citizenship. Yet as ever, issues of power, even in rights-based development processes, remain.

The article addresses some of the dangers inherent in engaging in ‘participatory’ approaches that seek to advocate for people's rights without challenging inequalities of power, from both within and outside of communities. The authors emphasise the need for slow, deliberative approaches that do not seek to provide a ‘quick fix’, but instead understand the complex dynamics involved.

In an age of globalisation, rights need to be negotiated not just at the local and national level, but also at the international level. Using examples of successful approaches and processes from around the world, the authors conclude by emphasising the need to revolutionise the structures and systems of donor-led procedures to support rights and citizenship.

Completing the globe: tackling poverty and injustice in the North
We have published various articles over the years from authors about northern experiences, although so far we have only published one special issue – PLA Notes 38: Participatory processes in the North, guest edited by Charlotte Flower, Paul Mincher and Susan Rimkus in June 2000. As the early years saw an explosion of the use of PRA tools and methodologies in the South, Charlotte Flower and Vicky

**TIMELINE OF PARTICIPATION & DEVELOPMENT TRENDS**

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<tr>
<td>2000</td>
<td>Workshop: Making Change Happen – IDS, ActionAid, Asia (in PLA Notes 43)</td>
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<tr>
<td>2000</td>
<td>From the Roots Up: strengthening organizational capacity through guided self-assessment World Neighbors (Methodologies for community capacity building and self-assessment)</td>
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<td>2000</td>
<td>‘Carpet bombing’ PRA Africa, Indonesia</td>
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<td>2000</td>
<td>Reaching the Parts: Community mapping: working together to tackle social exclusion and food poverty Food Poverty Network</td>
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<td>2000</td>
<td>Creation of CRAC “International Reflect Circle”</td>
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<td>2000</td>
<td>Deliberative democracy for political engagement: Pajanteepu – a citizen’s jury on food and farming futures held in Andhra Pradesh, India</td>
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<tr>
<td>2000</td>
<td>How to institutionalise children’s participation</td>
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<tr>
<td>2000</td>
<td>‘Reaching the Hardest to Reach’ consultation with 14-25 year-olds and subsequent report by the Prince’s Trust – recognised as important in UK local community processes</td>
</tr>
<tr>
<td>2000</td>
<td>Learning from Change: issues and experience in participatory monitoring and evaluation Marisol Estrella et al. (eds)</td>
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**THEME SECTION**

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<td>2000</td>
<td>GROWING HEGEMONY OF THE INTERNATIONAL FINANCE INSTITUTIONS (IFIs) AND AN INCREASINGLY WEAKER UN CLIMATE CHANGE – KYOTO PROTOCOL PLA Notes 40: Deliberative democracy and citizen empowerment February 2001</td>
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<td>2000</td>
<td>PLA Notes 41: General Issue June 2001</td>
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Johnson discuss here the rise of PLA in the North, and in particular, the UK1.

Participatory approaches are being used more and more widely in the UK, for example in urban regeneration and community health work and other forms of service delivery. However, while many development agendas and policies now require community participation, all too often the processes lack the necessary depth. Issues of social exclusion often remain unresolved. The concern is that without real depth and quality, these processes may in fact jeopardise a real potential for change.

Despite this, there are many examples of excellent work in the UK. There is much potential for long-term transformational learning to evolve attitudes, behaviour, and skills and to understand issues of power, democratisation and empowerment. A major difficulty is the issue of representation. Participatory approaches can be used to identify power differences within communities – and to effectively address them.

The authors discuss not only how local authorities can help to build a community’s capacity to engage, but also how civil society can challenge those in power, and create spaces for participatory decision-making to occur. They conclude that with collective critical reflection, greater inclusion and the sharing of best practice and lessons learnt, real and effective change can occur.

**Tools and methods for empowerment developed by slum and pavement dwellers’ federations in India**

In November 1994, we published *RRA Notes* 21 on Participatory tools and methods in urban areas, guest-edited by Diana Mitlin and John Thompson. Since then, articles relating to urban participatory development have also appeared in, for example, *PLA Notes* 38: Participatory processes in the North, *PLA Notes* 40: Deliberative democracy and citizen empowerment, and *PLA Notes* 44: Local government and participation. In our next article, Sheela Patel discusses her experiences with urban poor federations in India and internationally.

The growing phenomenon of urban poor federations is arguably a great example of ‘good governance from the bottom up’. Over the last 20 years, these self-organised collectives have joined together to create wide networks and federations across cities, nations and continents. These federations have succeeded in creating and sustaining their own poverty reduction strategies by using and building on their own experiences, capacities, resources and networks.

The article explores the routes by which alliances such as the National Slum Dwellers Federation, Mahila Milan and SPARC have successfully influenced policy and change. What are the challenges faced in creating solutions that work by urban poor federations? How do federations strengthen relationships with municipal authorities? And perhaps most importantly, what are the lessons learnt, and how are these shared throughout and across networks?

Patel provides examples from practice, highlights key change processes and demonstrates that poor communities can work together to negotiate and continue to create a more equitable and sustainable future.

**TIME LINE OF PARTICIPATION & DEVELOPMENT TRENDS**

| PLA Notes 42: Children’s participation evaluating effectiveness. October 2001 |
| Participatory Methodology Forum – ActionAid Bangladesh power in institutions ‘Participation’ of ‘civil society’ in PRSPs Gellideg work with CBOs to develop gendered needs assessment |
| **Listen hear: the right to be heard.** Summary of the report of the Commission on Poverty, Participation and Power. January 2001, Oxfam GB. |

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1 The terms ‘North’ and ‘South’ are used here to distinguish between OECD countries – (member states of the Organisation for Economic Cooperation and Development) – usually richer or ‘developed’ countries and non-OECD countries, usually poorer or ‘less developed’ countries.
focused in. Since then, there has been a growing recognition of the importance of natural resource management, both as a means of sustaining local livelihoods and protecting biodiversity and wild habitats. Here, Michel Pimbert looks at lessons learnt, in both the North and the South, in people-centred approaches to natural resource management (NRM). How can participatory ways of knowing be used to acknowledge the role of people in a complex and dynamic ecological, social and economic environment? How do more powerful actors in NRM processes continue to exclude, marginalize and undermine the very people that depend on natural resources for their livelihoods? How important is individual, transformational learning in creating more socially and ecologically responsible practice?

The article explores the shift away from a focus on tools and methods at the local level, towards emphasising the importance of exploring longer-term processes. Understanding local realities within a process is vital to enable more democratic and equitable platforms for citizens to evolve and develop.

What levels of change and learning are required? What are the key conditions and drivers for this change? What role do the State and trans-global institutions play in inhibiting or encouraging such change? The article concludes with a set of key criteria for reversing structural constraints to create new dynamics for democratic, inclusive, equitable and empowering change in NRM.

Participatory approaches in animal healthcare
Keeping healthy livestock and checking the spread of livestock disease is crucial to many people’s livelihoods and to rural economies. Building on the articles featured in the special issue PLA Notes 45 on Community-based animal healthcare, Andy Catley gives an account of the evolution of these approaches. The article documents important legislative and policy changes that enable community-based animal health workers (CAHWs) to operate. It shows how successes have helped change professional and academic attitudes towards participatory approaches, whilst presenting some of the barriers faced by advocates of community-level work.

Looking to the future, the article summarises key challenges and opportunities. How can CAHW approaches ensure that services are affordable to poor users, and who is currently excluded or does not have access to these services? What are the links between improving markets for livestock and improved animal healthcare? How important are networks of CAHWs and active community engagement in selecting and supporting CAHW services? How can governments continue to legislate for enabling policies which will monitor effectiveness and quality? The article concludes that increased face-to-face engagement between policy makers and communities will continue to play a key role in policy and institutional change.

Participatory development or participatory democracy? Policy and governance
Previous issues of the series have looked at issues of democracy and governance (e.g. PLA Notes 40: Deliberative democracy and citizen empowerment; PLA Notes 44: Local government and participation). Linkages between participation and governance are becoming more and more important. Here, John Gaventa presents his insights into issues of citizen involvement in influencing policy and institutional change. Decentralisation has opened up new opportunities for democratic engagement. New ways of increasing public intervention and more rights-based
approaches are appearing to actively and directly involve citizens in full participation. These also seek to make institutions and policy makers more accountable to citizens.

There are valuable lessons to be learnt from past practice. Yet there are still challenges to be faced. How can participatory strategies around deliberation, local government and advocacy improve citizen engagement and deepen participatory governance? What forms could a deeper democratic process take, and whose versions of democracy are appropriate? And which issues are still ‘off limits’ to public debate?

There is a need to challenge deeply held political cultures and practice, deal with conflict, work with minority groups, build on gains made by community action and go to scale appropriately. The article concludes that documenting and sharing experience and learning that show how participatory governance actually makes a difference to people’s lives is key to building on success and looking to the future.

Shifting perceptions, changing practices in PRA: from infinite innovation to the quest for quality

In February 1998, we published PLA Notes 31: Participatory monitoring and evaluation. In this current issue, Andrea Cornwall and Irene Guijt offer us some personal insights from their long experience as ‘critical insiders’ in participatory development. Their article traces the initial developments of RRA and PRA through to evolving and innovative practices — and also evolving concerns over quality and appropriateness — and how participatory methods have developed beyond merely fitting into ‘development business as usual’.

From the initial focus on methods, to wider and deeper issues of governance, should participation now be inherently apolitical or more political in its approach? What do new discourses around the issues of rights, citizenship and governance mean for participatory development practices? How important is participatory learning in shaping the ways in which we attempt to ‘do development’? How important will renewed thinking on monitoring and evaluation be?

In the last ten years, the community of practitioners has become increasingly diverse and the applications of PLA have evolved into new and challenging areas of work. Within this wealth of evolving practice, Cornwall and Guijt suggest that perhaps the way forward now lies with a new generation of practitioners, capturing again the ‘excitement, energy and creativity’ that first inspired people to use participatory approaches.

And finally…

Regina’s Participatory Learning and Action illustration challenge

Even before they first appeared on the cover of PLA Notes 29 in June 1997, Regina Faul-Doyle’s distinctive cartoons have helped to really characterise the series. Has this been one of the greater challenges faced by those in participatory development? Regina’s illustrations have always managed to be comical, appropriate and tell a whole story all at once, summing up the essence of each issue in one tiny square. This time, Regina has got her own back on us….

Future directions…

As all our authors have shown, sharing our experiences, learning and best practice is invaluable. Even after 16 years in print, authors who contributed to Participatory Learning and Action in its original incarnation as RRA Notes and later PLA Notes are still sharing their learning with us. We hope that you find the articles in this issue challenging, stimulating, and inspiring, and above all, that they offer an insight into how we can all make a difference.

We hope that you continue to send us your critical reflections and examples of innovations and best practice. Send us your letters, articles, training tips, networking information, photos, drawings, website links and songs. Send us your emails, videos, CD-ROMs, posters, books, pamphlets, and DVDs. Send us whatever you have that you want to share — your own experiences of participatory learning and action.