

CHAPTER 5

IMPLEMENTATION

🎯 Objective of chapter 5

By the end of this chapter you should be familiar with a series of tools and approaches to allow you to put into practice your participation strategy (in the implementation phase), while paying attention to key cross-cutting issues (security and protection, discrimination and minorities, and respect for humanitarian principles).

5.1 CLARIFY YOUR APPROACH

In many instances, participation is vital:

- to implement a programme successfully;
- to access difficult areas and to instigate programmes in zones where the regular presence of agency staff is very problematic; and
- to support the transition between humanitarian and development programmes.

5.1.1 THE PROCESS

Participatory implementation should, in principle, consist of a series of steps, which is often summarised as shown right.



These phases can be implemented in different ways depending on the level of participation that has been agreed. But this is not without raising a certain number of questions!

5.1.2 WHERE TO BE CAREFUL! KEY CROSS-CUTTING ISSUES

A Security and protection

In the implementation phase, participatory approaches favouring ownership of programmes by local populations can reinforce the security of the project and of agency teams—that is, where the population is ready to provide its support (provision of information and mobilisation in the event of security problems, for instance). Also, the space that has been opened up for discussion in previous phases can facilitate the materialisation of security and protection issues, making it possible to address them before difficulties arise.

However, the transfer of resources that occurs in this phase is often a source of danger. Transferring the means of action to local organisations can result in them experiencing daily pressures—when negotiating access, for example—or it can endanger them in relation to the parties to a conflict. Implementation must, therefore, take into account the possible negative impacts on security and protection.

Children's participation and protection

Participatory methods aimed at children should be based on the Convention on the Rights of the Child. This resolution and the specifications for child refugees outlined in the UNHCR's protection mandate constitute the legal framework for protecting children worldwide. These documents should be taken into account before a programme is designed. For example, programmes must respect legal age limits for manual labour and international child-care criteria. Furthermore, care must be taken to ensure that programmes do not provoke family break-ups (via, for example, the design of housing projects).

? KEY QUESTIONS

- How can participation by the affected population in the implementation phase support programme ownership in a way that makes the population feel committed to my security?
- How can participation in the implementation phase promote the emergence of security and protection issues concerning the population, such that security incidents can be avoided?
- How can I ensure that the transfer of resources or responsibilities to the people I am working with does not place them in danger?

B Discrimination and minorities

The risk of excluding minority groups or marginalised sections of the population in the implementation phase is present at two levels. The first is when the type of activity chosen *de facto* excludes part of the population; for instance, when they do not have the capacity to participate in implementation, due, for example, to lack of time, resources and physical ability. This can be the case with women, who are busy fulfilling child-care responsibilities or are unable to leave their homes, or with the elderly, who are physically unable to contribute to labour-intensive projects. This issue should have been considered in the assessment and design phases.

The second is when you work in collaboration with a local partner or you back a local initiative. Local hierarchies and social and political dynamics are likely to be expressed through these institutions and this can confirm existing patterns of discrimination. It is essential, therefore, to be aware of these dynamics, to discuss them with the people you are working with, and to see how they can be dealt with collectively throughout the various stages of the project. Again, it is best to tackle this issue in the design phase, prior to implementation.

If you have decided to address specifically the issue of discrimination in your programme, and to target specific marginalised groups, it is crucial,

as mentioned above, to work with the powerful members of society, and with other groups with which the target population interacts.

? KEY QUESTIONS

- Have I taken into account the capacity of specific groups to participate in programme implementation during the assessment and design phases?
- How do I deal with discrimination when it is entrenched in the local society and I am working with a local partner?
- If I am targeting marginalised groups, am I ready to work with other, more powerful groups to prevent the target group from being further marginalised or stigmatised?

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C Impartiality and independence

Respect for the principles of impartiality and independence, as noted earlier, will depend on choices made in the design phase, in terms of activities, target populations, local partners and staff recruitment, for instance.

During the implementation stage, a number of resources and skills are transferred, such as materials, training, logistical means and salaries. In some cases, participation entails working with existing structures or supporting the establishment of new institutions or social entities. These activities are rarely without political consequences or connotations, so, again, it is crucial to know whom you are working with, how these resources can be utilised, and how your action is perceived.

? KEY QUESTIONS

- Have I carried out a proper institutional analysis during the assessment phase to ensure that I am not engaging in a partnership that can compromise my impartiality, independence and/or legitimacy?
- If the project entails setting up a new committee or structure, how can I monitor the political implications, and ensure that implementation does not compromise my impartiality and independence?

5.1.3 FROM THE INSTRUMENTAL TO THE SUPPORTIVE APPROACH

- ▶ The development of your participation strategy in the implementation phase can assume various forms: from a contribution of labour to a partnership with a local actor. Regardless of the approach chosen, the earlier the population is involved in the 'upstream' stages of the project cycle, the greater will be its interest in participating in the implementation phase.

Also note that the participation of individuals in programme implementation is vital. As witnessed widely in the development field, it is based on recognition of the importance of local individual expertise, and the ability to actively involve motivated individuals.

Note on the supportive approach

In the implementation phase, the supportive approach, in most instances, consists of a transfer of resources that is meant to support a local initiative. These can be financial, material or human (technical guidance and training, for example). There are, nevertheless, a certain number of issues at stake, in relation to:

- good practice in financial management;
- upward and downward accountability; and

Table 10 The instrumental, collaborative and supportive approaches to participation in the implementation stage

Description	Potential benefits	Risks	Reminder
Instrumental			
Contribution in labour or material inputs only Cost-recovery system	Reducing costs Reducing time Increasing programme sustainability Enable you to access insecure areas	Lack of trust and mutual misunderstanding can lead to tension if problems arise	Make sure that people have an interest in participating Involving people upstream can enhance mobilisation
Collaborative			
Delegating activities and/or means Subcontracting Engaging in partnerships	Reinforcing local capacities (good in situations where crises are recurrent) Strengthening the link between relief, rehabilitation and development Enhancing programme sustainability Minimising costs Sustaining trust between the organisation and the affected population Enable you to access insecure areas	Loss of impartiality depending on whom you collaborate with Certain loss of control over operations	Know whom you are working with well Establish contract agreements and problem-solving mechanisms Train local partners in participatory tools and implementation activities (such as management and accounting)
Supportive			
Implementation carried out by affected population You provide financial, material or training support	Reinforcing the weight and recognition of local capacities Increasing programme ownership Enhancing programme sustainability Initiating trust between the organisation and the affected population Enable you to access insecure areas	Risk of low-quality implementation Poor accountability Partiality in targeting Poor technical implementation Local structure striving to implement what existed before even if is not adapted to the new situation	Know the context and the people you are supporting well Establish a contractual framework for the partnership Train local partners in participatory tools and implementation activities (such as management and accounting)

- respect for humanitarian principles

 This implies that the supportive approach should not be a naive one!

Do not forget to conduct a common institutional analysis, with both sides putting their strengths and weaknesses on the table, and to triangulate the information that you gather on this partner. Also, be ready to provide sufficient training and support for establishing accountability mechanisms.

5.2 PARTICIPATION IN IMPLEMENTATION

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Programme implementation involves several steps or activities. The affected population can be engaged in each or some of them, depending on the choices that you make, and the approach that you adopt.

5.2.1 ESTABLISHMENT OF A STEERING COMMITTEE

One of the first steps in initiating participatory programme implementation is to share the 'driving seat', which often necessitates creating a steering committee, including representatives of your organisation and of the partners. This is not always easy or feasible. For more information on the dangers, please refer to Part 1, chapter 1.

 One element to be aware of is the risk of imposing an institutional model that is foreign to the way that local institutions function. In such cases, there is a danger that population involvement will be low, and that little value will be attached to the committee and little attention paid to it. For instance, the population selects representatives that are less influential, competent and/or committed.

It is also important to ensure that the mandate of this committee is made clear to avoid misunderstanding and to motivate participants.

With regard to the instrumental approach, no such committee is created, since the organisation provides the leadership. With regard to the collaborative approach, its role essentially entails monitoring and offering support. With regard to the supportive approach, the committee have an essentially consultative function, with responsibility in the post evaluation stage, of accountability to the donors.

5.2.2 ESTABLISHMENT OF LISTS

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The definition of targeting criteria was discussed in chapter 4. The next step in selecting those to be assisted from the affected population is to establish lists, which is also a very delicate process.

The simplest, yet most risk-prone, procedure is to entrust the drawing up of lists to the affected population's local representative(s), without introducing any other social-control mechanisms.

'The governor selected a representative and the representative made a list: he made it with the people he knows and who are his relatives.'
Members of a *shura* in Nahrin (Afghanistan), an earthquake-affected village

The preparation of lists is often done through local institutions, even by the local administration. In Rwanda, they are often drawn up by the local burgomaster's (Mayor's) office. In Afghanistan, the local *shuras* are frequently involved. In Mozambique, traditional chiefs or *regulos* create them. And in south Sudan, paramount chiefs are engaged, sometimes walking for days through swamps to bring them to collection points.

Yet, there are many risks and potential biases. First, the legitimacy of these institutions and individuals is sometimes in doubt. The *regulos* in Mozambique have their origins in the colonial period, and were

reorganised under the Resistência Nacional Moçambicana (RENAMO) in guerrilla-controlled zones. In Rwanda, the burgomasters (mayors) are closely linked to the security apparatus and to the political system. People known to be unsympathetic to the regime are likely, therefore, to be excluded from the lists.

- ▶ To avoid at least some of these risks, an institutional analysis should be carried out, as described in chapter 3.4. A way of minimising the possibility of manipulation, for example, is to disseminate information widely and to utilise social-control mechanisms.

Again, there are differences in how this should happen, depending on the type of approach adopted. In relation to the instrumental approach, most of the time, the affected population is barely involved in the drawing up of lists, and effort is spent on controlling the selection process. In relation to the collaborative approach, your organisation spends less time controlling the selection process, as responsibility for it is shared between you and a local partner. In relation to the supportive approach, you are not involved in controlling the selection process, as responsibility for it lies with the population.

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5.2.3 MOBILISATION OF LOCAL RESOURCES

In many instances, especially in regard to the instrumental approach, people from the affected population will participate by providing:

- labour;
- various materials; and/or
- financial inputs, for example through cost-recovery mechanisms.

The form that this kind of participation takes will depend largely on the type of programme. This is addressed in Part 3.

Although the type of participation is the same, the way in which it is utilised will vary considerably, depending on whether you are

employing an instrumental, collaborative or supportive approach. In the latter case, people will essentially contribute something and receive some kind of assistance or incentive in return (for example, cash-for-work or food-for-work programmes). In regard to the collaborative approach, their motivation lies in their involvement in the assessment and design phases. In regard to the supportive approach, the initiative was theirs. The difference essentially concerns people's input and their relationship with your organisation (partnership or client/business relationship?).

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Several organisations have stressed the important role that children can play in implementing a relatively wide range of programmes. OXFAM and the UNHCR have developed a method called the 'child-to-child approach'.

At school, children can

- learn together actively;
- help and teach their friends;
- help and protect younger children; and
- help in ensuring that their surroundings are clean.

At home, children can

- describe and demonstrate what they have learnt;
- help their families to develop good health practices;
- teach and help their younger brothers and sisters;
- play with children who do not attend school; and
- keep the home clean.

In the community, children can

- pass on messages through games and songs;
- act as messengers and helpers; and
- participate in health campaigns.

5.3 ESTABLISHING CONTRACT AND PARTNERSHIP AGREEMENTS

Generating contracts and/or partnership agreements is an essential part of the implementation phase, when more than one organisation or stakeholder is involved.

There are two main types of contracts:

- those covering subcontracting or the delegation of responsibilities and means; and
- those establishing a partnership agreement.

5.3.1 DELEGATION OF POWER, DELEGATION OF MEANS

A The conditions for delegation

In this situation, local actors and institutions are entrusted with implementation of the programme, which entails delegating decision-making powers and responsibility for the project, as well as the transferral of some resources.

Participation at this stage requires:

- clear and accepted lines of responsibility and accountability;
- demonstrated will or capacity to deliver; and
- identification and institutionalisation of problem-solving/trouble-shooting mechanisms.

A first step—when one is about to engage in this type of participation with a population that has not been involved in such programmes before, but has witnessed more in the way of top-down approaches—is to lay the foundations for building trust and to create a space for dialogue (for the voicing of complaints) and negotiation.

 Different participatory mechanisms can be set up, depending on the existing institutional structures. In all cases, though, one should be

careful not to impose a form of organisation that is foreign, and which will not be owned by the population! When the project creates new forms of organisation, which are superimposed on those that already exist, there is a risk of destabilising endogenous strategies and destroying traditional relationships between various groups.

Defining an institutional set-up for a project is, therefore, a very delicate social and political undertaking.

- **If there is already a recognised and accepted institutional set-up** In this case, the first step is to encourage the creation of an ad hoc sub-committee within the existing arrangement, with clear relations with the upper levels of the local institution. This is essential to ensuring that further delegation of responsibility occurs in an accountable manner, which will likely result in the building of confidence and trust. Transparency in regard to the criteria and the processes for establishing this structure, as well as the possibility for the population to participate, is a must, although not necessarily easy in such a context.
- **If there is no recognised and accepted institutional set-up** In this case, the first step is to encourage the creation of a specific committee. A certain amount of training will probably be required in order to cultivate a system that will prove itself effective and equitable, and, therefore, gain the confidence and trust of the population. Given that this committee will be a new entity, it is possible to ensure a high degree of participation and transparency in relation to its establishment. However, there is always the risk that a new committee will be perceived as foreign, or viewed as 'the agency's committee'. Drawing on local cultural references, traditional consultation mechanisms, or types of structures that the population can identify with, is important in encouraging ownership of this body.

Finally, in both situations, there is a danger of confirming discrimination patterns that are entrenched in society. Dealing with this issue requires good knowledge of the local society, tact, and judicious interaction with various population members to see how it can be addressed in a culturally sensitive way.

Between 1992 and 1997, *Vétérinaires Sans Frontières* (VSF – Veterinarians Without Borders) implemented an animal health project in two rural districts of Cambodia. Village livestock agents, responsible for providing animal health services, disseminating technical innovations and voicing herders' demands, were elected; these agents were organised in two livestock-agent organisations (one in each district), created to manage veterinary pharmacies, supply village agents, and represent local herders. While successful at the technical level, the project led to the socio-political exclusion of a large portion of the villages' population.

By requiring candidates to be literate, and by taking place under the auspices of the village chief, the election of the livestock agents favoured local elites. The training and material support that these agents received for their activities thus reinforced the prestige and means of already influential individuals and strengthened existing patronage networks. The livestock-agent organisations functioned like private companies run by local leaders. Absence of control mechanisms other than market forces meant that livestock agents were not accountable to local farmers and herders, even though the latter were meant to benefit from the project.

Furthermore, motivating livestock agents to get actively involved in the organisations was difficult. Collective action was novel for them, and the fact that the organisations were set up at the district level, an administrative unit with many political connotations which does not

⁹ Intartaglia, D. (1999), 'Comment allier efficacité technico-économique et efficacité sociale? Enseignements d'un projet en santé animale au Cambodge', *Traverses* n° 5, Editions du Groupe Initiatives, *Vétérinaires Sans Frontières*. ('How to combine technical and economic effectiveness and social effectiveness? Lessons learned from an animal health project in Cambodia')

correspond to villagers' traditional territory (the *pagoda*), made it even less likely that they would get involved.⁹

B Sub-contracting

Once the institutional set-up is clear, or once you have identified the local actor that you will employ in a subcontracting capacity, you can follow the roadmap presented below, step-by-step. This is very important in ensuring that the modalities of implementation by a local actor are clearly defined, and that the subcontracting process is successful.

Figure 20 Roadmap for the preparation of an implementation contract

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- 1 Clarification in regard to which stakeholders are involved in the negotiation—for the establishment of the implementation contract
- 2 Clarification in regard to the nature of the operation that will be subcontracted
- 3 Clarification of the contract timeframe, of technical characteristics, quality expected, and of costs involved
- 4 Clarification in regard to the roles and responsibilities of the parties to the contract
- 5 Clarification in regard to the flow of resources
- 6 Clarification in regard to accountability procedures
- 7 Clarification in regard to problem-solving mechanisms
- 8 Clarification in regard to sanctions to be imposed if implementation is not satisfactory
- 9 Finalisation of the contract
- 10 Signature of the contract

Contract

Between ... represented by ... thereafter called A
And ... represented by ... thereafter called B

Article 1 The present contract is established for the following objective:

Article 2 The responsibilities of A are ...; The responsibilities of B are ...

Article 3 The lines of accountability are ...

Article 4 Problems should be solved as much as possible through the following mechanism ... In case it is not possible, the rule of law of the given Court of Justice will be applied.

This contract is prepared in x copies. The official version will be in the language ...

Location/date

Signatory A

Signatory B

5.3.2 PARTNERSHIP AGREEMENTS

This is one of the most critical steps in establishing participatory approaches with institutions from the affected population, such as CBOs and NGOs. The principles involved can, nevertheless, apply to other types of partnerships, such as those between several international aid organisations, between several national or local organisations, and between international and national organisations.

A The conditions for partnership

Establishing a partnership between actors is not a neutral action. It requires time, patience and a relatively balanced flow of resources between the two sides.

In theory, equality between partners is a must. In reality, though, one seldom witnesses this. Therefore, the word 'balanced' is more appropriate. Among the resources that will flow between partners, some are material, while many others are immaterial. Financial resources provided by one partner are sometimes balanced by the time and the information provided by the other.

At the heart of a partnership is a certain vision of the world, where solidarity constitutes more than just offering a helping hand in a period of disaster. It also implies a commitment over time, which takes the aid actor beyond a 'quick-and-dirty', rapid impact type of operation.

B Establishing a partnership agreement

This is the ultimate level of participation: two parties decide, as equal partners, to engage jointly in an operation. They have reached:

- a shared understanding of the context;
- a shared understanding of the operation's objectives;
- agreement on the distribution of duties and responsibilities; and
- agreement on a problem-solving mechanism.

They also have a common set of goals and planned activities, such as:

- the transfer of skills and capacity building to strengthen the links between relief and development;
- the procedures when working in insecure environments; and
- forward planning for the next crisis.

Figure 21 Roadmap for the preparation of a partnership agreement

- 1 Clarification in regard to which stakeholders are involved in the discussion—for the establishment of a partnership
- 2 Clarification in regard to the reasons for a partnership between actors
- 3 Identification of why it is necessary to sign a 'partnership agreement'
- 4 Clarification in regard to the roles and responsibilities of each of the parties to the agreement
- 5 Clarification in regard to the flow of resources
- 6 Clarification in regard to accountability procedures
- 7 Clarification in regard to problem-solving mechanisms
- 8 Finalisation of the agreement
- 9 Signature of the agreement by the partners' designated representatives

5.3 KEY ISSUES FOR PARTICIPATORY IMPLEMENTATION

There are several principles that one should bear in mind when engaging in this type of participation, regardless of the sector.

5.3.1 THE POPULATION'S CAPACITY TO PARTICIPATE

 Before asking people from the affected population to contribute materially or physically to project implementation, it is important to take into consideration their capacity to do so. In crisis contexts, people are under severe stress, and they may not have time to play a part in projects.

Asking too much may lead to a reduction in interest in the programme. Generally, one observes a loss of momentum between the assessment and design phases, when there is collective enthusiasm, and the implementation stage, when obstacles are confronted and commitments have to be met. It is necessary, therefore, to be realistic and pragmatic. Certain forms of participation can be burdensome for all of the parties, and hence it is important to consider where value is added by introducing participatory approaches.

Following the earthquakes in Nahrin, aid organisations launched shelter reconstruction programmes, introducing earthquake mitigation techniques into the design. While they provided technical supervision and wooden beams for the roof, for instance, people were expected to build their homes in accordance with these earthquake mitigation techniques, including making bricks and gathering stones.

While enthusiastic during the assessment phase, by the implementation stage, some people were facing difficulties in making bricks or gathering stones. Furthermore, others could not spare the time to engage in construction, as they were busy securing their livelihoods. The situation was particularly difficult for households with no able-bodied men. Tension and anger rose, as autumn drew near. People's main concern was to finish their

shelter according to traditional processes—walls made of dried mud and straw (highly vulnerable to earthquakes)—so as to be protected from the cold. The situation proved hard for the agencies to manage.

5.3.2 THE IMPORTANCE OF NEGOTIATION AT THE DESIGN PHASE

It is very difficult to ask people to participate in something that they have not helped to define, and which they do not consider to be a priority. Furthermore, it is essential that whatever contribution is to be provided is established through negotiation and dialogue, with each party offering something. The more the population is convinced of a project's necessity, the greater will be its contribution.

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Of course, such consultation processes are not easy to manage, since different people will have different expectations and priorities. Transparency, dialogue and pragmatism are again critical to ensuring that the programme runs as smoothly as possible.

A participatory needs assessment carried out in Madhukarai (Sri Lanka) established that the key priority for all of the village's inhabitants was the construction of an access road, which had to pass through a large area of untouched forest and a reservoir. Aside from the unskilled labour supplied by the community, the village Rural Development Agent had to hire a tractor and labourers from neighbouring settlements to complete the work. The contribution to this part of the project by members of the affected population was extremely consistent and effective.

Other identified needs included houses, toilets and wells. But this was harder to achieve, showing the dangers of expecting too much in too short a time. Some members of the affected population were very enthusiastic about the prospect of permanent houses, but found brick making burdensome. Others, such as 'Up-country' Tamils from highland tea estates, where the owners provide housing and sanitation, showed little interest in permanent houses and latrines. By the time it came to building wells and latrines, enthusiasm for the project was relatively low.

5.3.3 THE LINKS BETWEEN PARTICIPATORY IMPLEMENTATION, MONITORING AND EVALUATION

When participation of the affected population in the implementation stage is high, their responsibility for monitoring and evaluation must nevertheless be clearly explained at the outset.

The design and implementation of participatory monitoring and evaluation activities are discussed in chapters 6 and 7.

5.3.4 BE CAREFUL NOT TO UNDERMINE THE LOCAL SYSTEM

Finally, it is important to be careful not to undermine local systems through the introduction of aid projects, even if they are participatory.

In Afghanistan, villagers have managed collectively the rehabilitation and maintenance of *kareze* (underground water channels dug in the sides of mountains to procure water for irrigation networks), irrigation systems and roads. In areas where aid agencies have repeatedly engaged in cash-for-work or food-for-work programmes, involving the rehabilitation of *kareze*, irrigation networks and roads, villagers have reportedly refrained from carrying out these tasks spontaneously, opting to wait for an agency to propose such an arrangement.

During the participatory assessment, it is important to identify what the population usually does, and to build on what exists, rather than to engage in activities that undermine these mechanisms.

5.4 DO NOT FORGET LOCAL CAPACITIES!

Regardless of the approach used, recognition of local capacities and the identification of ways and means to strengthen them are key components of participation in the implementation phase. Without such activities, it is difficult to speak of linking relief and development, or of project sustainability.

5.4.1 RECOGNISE LOCAL CAPACITIES

Be ready for a two-way process. Local capacities are often surprising and inspiring. You may learn a lot from local actors and affected populations. Local technical and organisational knowledge are often impressive and too often overlooked by aid organisations.

So:

- be modest; and
- be curious.

People will notice if you have this attitude, and they will be much more willing to share their views and experiences

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5.4.2 STRENGTHEN LOCAL CAPACITIES

Programmes that adopt an instrumental approach offer an opportunity to transfer knowledge, techniques and resources that can strengthen local capacity. For example, a shelter construction programme under which members of the affected population build their own homes can provide an opportunity to train people in certain construction techniques (such as earthquake mitigation). In the case of collaboration or support for local initiatives, capacity building is almost always necessary to ensure the programme's success. But strengthening the capacity of the local population or local structures is not a random product of participation. It is an activity in itself—sometimes a prerequisite—that needs to be explicitly planned for, in terms of time, staff required, and monitoring.

5.5 CONCLUSION

Implementation is often the most visible phase of the project cycle. The success of participatory implementation, however, depends on the

quality of participation in earlier phases—that is, assessment and programme design. The level of success can only be measured during the implementation stage via an effective monitoring system and an appropriate evaluation procedure. How this can be done through a participatory approach is described in the following chapter.

The main issues that have been addressed in this chapter, and the tools available for tackling them in your programme, are summarised below.

PARTICIPATION IN IMPLEMENTATION ACTIVITIES

Establishment of a steering committee	Focus groups
Establishment of lists	Public meetings
Mobilisation of resources	

ESTABLISHMENT OF CONTRACTS AND PARTNERSHIP AGREEMENTS

Delegation of power	Establishment of contracts
Delegation of means/subcontracting	Establishment of problem-solving mechanisms
Establishment of a partnership agreement	

KEY ISSUES FOR PARTICIPATORY IMPLEMENTATION

The population's capacity to participate	Focus groups
The importance of negotiation in the design phase	
The links between participatory implementation, monitoring and evaluation	
Not undermining local initiatives and systems	

DO NOT FORGET LOCAL CAPACITIES

The importance of recognising local capacities	Observation, listening Focus groups
The importance of strengthening local capacities	