



## Policy Entrepreneurs Workshop

**27<sup>th</sup> & 28<sup>th</sup> October and  
31<sup>st</sup> October & 1<sup>st</sup> November, 2005  
Nairobi, Kenya**



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# Executive Summary

## Background

There is widespread agreement on the vital role that Civil Society Organisations (CSOs) can play in influencing policies and practices to make them pro-poor. More and more CSOs are recognising the need to understand policy processes better and use evidence to engage with them more effectively. Sometimes, however, it seems that CSOs, policymakers and researchers live in parallel universes. This DFID-Trocaire-ODI workshop focused on how CSOs can use evidence to promote pro-poor policies. Active participation was the cornerstone of the approach in the workshop, with emphasis placed on participants' own knowledge and experience.

## Objectives

These two workshops were designed for staff of DFID and Trocaire partners in Kenya who wanted to know more about how to influence policy. The workshops provided a forum for participants to:

- discuss the opportunities and challenges for CSOs to inform policy
- learn about the latest worldwide research and practice in this area
- share experiences about ongoing activities and what works
- identify gaps for future work

## Programme

1. Introduction to the workshop and presentations: CSOs, Research, Policy – Parallel Universes? (See Annex 1 for full programmes)
2. Introduction of Workshop Participants (see Annex 2 for list of participants)
3. Opportunities and challenges for policy influence
4. Presentation of ODI, RAPID and the Civil Society Partnership Programme (CSPP)
5. CSOs, Research and Policy: A Framework (see Presentation in Annex 3)
6. Insight into some policy impact tools
7. Development of a strategy
8. Evaluation and Close (See Annex 4 for results of evaluation)

Workshop participants shared a wide range of other examples based on their own experience. Several cases discussed during the workshops illustrate how it has been possible to influence energy policy through participatory research, information provision and the strategic use of simple policy advocacy tools. While it clearly is possible for CSOs to influence policy, the policy context in Kenya makes this difficult and few CSOs have well developed policy advocacy skills.

Participants at the workshops made a number of suggestions for further work by ODI to help them to promote pro-poor approaches to policymakers in Kenya, including practical training, information about policy options from other countries, and help to establish policy fora and networks in Kenya.

## Introduction Session

Julius Court welcomed participants and gave an outline of the workshop. He provided some background information about the Overseas Development Institute (ODI) and the Research and Policy in Development Programme (RAPID).<sup>1</sup>

He explained that the two workshops were being held as part of ODI's new Civil Society Partnerships Programme (CSPP).<sup>2</sup> The new programme aims to strengthen the capacity of southern civil society organisations to promote evidence-based pro-poor development policy. One of the core strategies for Trócaire East Africa is policy research and education. Advocacy initiatives are also closely tied to Trócaire's efforts to strengthen civil society. DFID is working closely with stakeholders in Kenya to develop and implement the policies necessary to revitalize the economy and deliver essential services to the poor people.

The workshop objectives were to enable participants to:

- discuss the opportunities and challenges for civil society organisations (CSOs) to inform policy
- learn about the latest worldwide research and practice in this area
- share experiences about ongoing activities and what works
- identify gaps for future work

Julius Court provided a brief overview of what RAPID has learned so far about the role of CSOs in policy processes. There is good evidence that the poor benefit when CSOs are engaged in shaping policy, particularly when engagement is well-informed and leads to evidence-based policy. CSOs increasingly recognise the need to use evidence and engage with policy processes more effectively. All too often, however, it seems that researchers, civil society actors and policymakers live in parallel universes, and relations between government and civil society are strained. Researchers cannot understand why there is resistance to policy change despite clear and convincing evidence. Policymakers question the legitimacy of NGOs and bemoan the inability of many researchers to make their findings accessible, digestible and in time for policy discussions. Often, CSO's engagement in policy processes fails to do justice to the diversity of the issues and quality of the evidence.

There are a number of challenges:

- the limited amount of research being undertaken in the South is mostly individual rather than coordinated research initiatives, (with poor research capacity) and not enough to influence policy
- there is a need to demystify policy processes and in addition, researchers need to simplify the evidence and avoid jargon while presenting their research results
- researchers do not always consider policy influencing as part of their activities and that makes the link between the researchers and policymakers tenuous
- the majority of research is influenced by donors due to their funding

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<sup>1</sup> [www.odi.org.uk/Rapid/](http://www.odi.org.uk/Rapid/)

<sup>2</sup> [www.odi.org.uk/cspp/](http://www.odi.org.uk/cspp/)

## **Group work 1: Opportunities and Challenges**

### **What are the opportunities and challenges faced by CSOs in Kenya to influence policy processes?**

Participants in both workshops were asked to divide into four groups to discuss, first among themselves, and then in small groups, some of the opportunities and challenges they face when trying to engage with or influence policy processes.

Among the key opportunities identified by the groups in both workshops are:

1. Networks and networking opportunities
2. Research and research capacity
3. Regional and international linkages
4. Increased democratic spaces for participation and political goodwill
5. Existing policy gaps
6. An acceptance that change is needed
7. Funding is available
8. Community support
9. Credibility and legitimacy of CSOs

Among the challenges faced by CSOs the groups identified the following:

1. Too much competition and duplication among CSOs
2. Limited research, research capacity and skills
3. Poor governance and little political good will – policy processes are closed
4. Donor driven policy frameworks
5. Poor implementation of policies
6. Poor sustainability of CSO work – limited resources
7. Poverty, illiteracy, socio cultural issues
8. Weak linkages and networks
9. Lack of community awareness and support
10. Development agenda is too fragmented
11. Lack of CSO credibility and legitimacy

The groups from both workshops identified similar opportunities and threats. The two main differences between them is that the first groups placed a higher emphasis on networks and the challenges and opportunities related to agenda setting; while the second group focused on issues related to policy implementation and bureaucracy.

### **Exercise 1: Problem Tree Analysis**

Before the RAPID framework group work, the second group was given the chance to work on a problem tree analysis for their policy issue. Enrique Mendizabal presented the tool and instructed the participants to identify the root causes and effects of the policy or problem they wanted to focus on. Participants worked both in groups and individually, and

were also asked to consider what information they had regarding the effects of the policy issue (the branches).

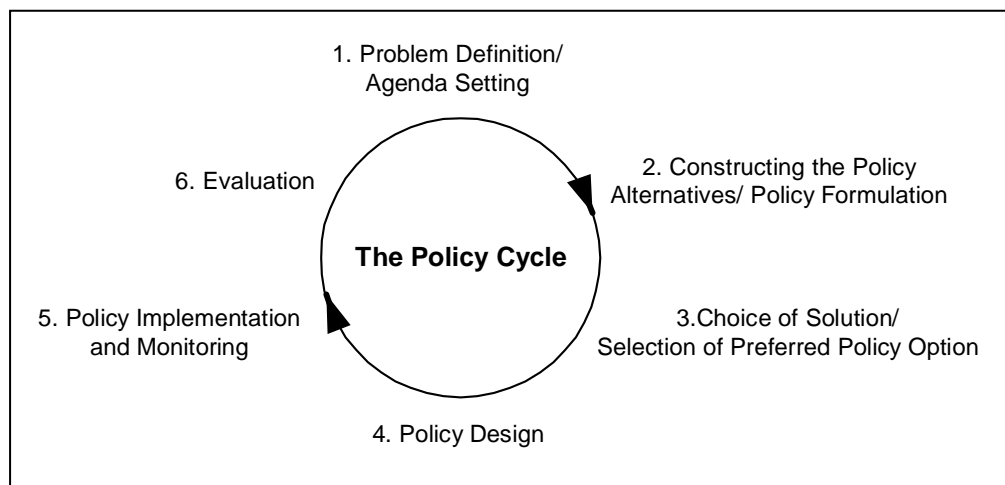
Participants were also asked to consider why this problem was worth addressing. The information on the branches would help them develop their argument and rationale.

## Presentation 1: CSOs, evidence, policy processes

### Policy Processes

Enrique Mendizabal presented a brief overview of the different theories that describe the policy process and the ways in which research may feed in it. He highlighted that although traditional approaches assume a linear model, there is clear evidence to suggest that policy processes are non-linear, chaotic and uncertain. Clay and Schaffer, for instance, have argued that “the whole life of policy is a chaos of purposes and accidents. It is not at all a matter of the rational implementation of the so-called decisions through selected strategies”; that evidence does not always provide solutions to real policy problems and that research and policy communities often exist in parallel universes.

Enrique stressed that policy process involves a series of stages including those shown in the policy cycle figure below.



This conceptualisation provides a useful way of understanding that the policy process is more than just setting the agenda or formulating the policy; it also involves the choice between alternatives, the policy implementation and its monitoring and evaluation. The presentation also provided an overview of some theories.

Other models can provide additional insights into specific policy processes. Particularly relevant is Kingdon’s (1984) policy streams model. He suggests that the agenda setting process is influenced by the coming together of three separate ‘streams’ during policy windows or windows of opportunity. The streams are the problem stream, where particular issues are recognised as significant social problems; the policy stream, where policies are developed and assessed; and the political stream, in which the other two exist and which determines the overriding policy discourses, the political structure and change in public opinion among other external changes. Kingdon argues that internal or external events

can trigger policy windows that provide opportunities for policy entrepreneurs to push forward a particular issue in the problem or policy stream, or change to overall policy discourse.

There are other ways of understanding the policy process. For example it can be seen as a set of interrelated policy narratives. These can be set within specific policy discourses and describe the “specific course of events which has gained the status of conventional wisdom within the development arena” (Sutton 1999). Narratives can be powerful means of communicating a particular policy or explaining a course of action, but, and because of it, also present significant obstacles to change.

Other key streams of work include:

- National Systems of Innovation Model (NSI)
- ‘Room for manoeuvre’, Clay and Schaffer
- ‘Street level bureaucrats’, Lipsky
- Policy as social experiments, Rondinelli
- Disjointed Incrementalism, Lindblom
- Social Epidemics, Gladwell

## **The RAPID Framework**

Better links between researchers, policymakers and civil society groups can help save lives, reduce poverty and improve the quality of life. For example, the results of household disease surveys informed processes of health service reform which contributed to a 43 and 46 per cent reduction in infant mortality between 2000 and 2003 in two districts in rural Tanzania. The problem is that the link between research and policy is tenuous and difficult to understand because policy processes are complex and much research is not very policy relevant.

Julius Court presented RAPID’s Context, Evidence and Links Framework as an analytical and practical tool. The aim is to simplify the complexity of how evidence contributes to the policy process so that policymakers and researchers can make decisions about how they do their work to maximise the chance that policies are evidence-based, and that research does have a positive impact on policy and practice. The framework is based on a thorough review of the literature and a wide range of case studies at international, regional and national level across the developing world.

Four broad groups of factors have been identified, the first of which we call ‘external influences’. These are the factors outside a particular country which affect policymakers and policy processes within the country. For example, in small, heavily indebted countries, World Bank and bilateral donor policies and practices can be very influential. At national level, the factors fall into three main areas. The ‘political context’ includes the people, institutions and processes involved in policymaking. The ‘evidence’ arena is about the type and quality of research and how it is communicated. The forth arena ‘links’ is about the mechanisms affecting how evidence gets into the policy process or not.

For CSOs wishing to influence policy and practice, understanding the context, evidence and links is just the first part of the process. Our case studies also identify a number of practical things that researchers need to do to influence policy and practice, and how to do them.

- In the political context arena you need to get to know the policymakers, identify friends and foes, prepare for regular policy opportunities and look out for policy windows. One of the best ways is to work with them through commissions, and establish an approach that combines a strategic focus on current issues with the ability to respond rapidly to unexpected opportunities.
- Make sure your evidence is credible. This has much to do with your long term reputation. Provide practical solutions to policy problems in familiar language and concepts. Action-research using pilot projects to generate legitimacy seems to be particularly powerful.
- Make the most of the existing links by getting to know the other actors, working through existing networks, and building coalitions and partnerships. Identify the key individuals who can help. You need people who can network with others, mavens to absorb and process information, and good salesmen who can convince the sceptics. You may also need to use informal 'shadow networks' as well as more formal channels.

Influencing policy change is an art as much as a science, but there are a wide range of well known and often straightforward tools that can provide powerful insights and help to maximize your chances of impact on policy.

## **Group work 2: Using the RAPID Framework to analyse the context for specific policy change efforts**

After discussing the RAPID framework, the groups were asked to use the 28 Questions tool to analyse the research policy context in which they are working. Participants were encouraged to work on issues that were relevant to them. Some participants joined together to work as a team, taking advantage of common interests. Other worked individually.

Some of the groups answered all the questions in the tool, while others chose to focus on one or two factors. Amongst some of the issues discussed it is possible to highlight the following:

- Information is insufficient
- There are actors with veto power
- Groups looked at the external environment in great detail
- There is not enough relevant policy research

The participants at the first workshop found it easier to answer the questions – longer exposure to the issue and experience dealing with the policy process has allowed them to collect and develop the necessary evidence and knowledge on the subject. This set of participants was, again, more knowledgeable of the macro policy context while the groups at the second workshop knew more of the micro. The focus of knowledge of the later group was on the policy implementation level.

In general, however, this exercise proved to be challenging. All participants realized that they lacked a full understanding of the policy context and that the RAPID framework provided them with a useful guide.

## **Group work 3: Approaches to Policy Influence and Cases – What do you do? What works?**

After the RAPID framework discussion, participants were asked to consider the different approaches to policy influence that they followed. Participants worked in small groups to discuss some of the different strategies and consider which ones worked best. Among the approaches they highlighted are the following:

- Demonstrations and protests
- Research
- Successful pilot projects
- Lobbying and pressure groups
- Capacity building
- Developing media campaigns
- Using ICT
- Strategic networking and coalitions
- Use of 'new tactics'
- Engaging with policymakers directly
- Reacting to opportunities
- Join global campaigns
- Communications for awareness and capacity building
- Consultative for a for information sharing
- Civic education
- Collect signatures for petitions
- Drafting legislations of policy projects for policymakers
- Peer pressure
- Incentives – money!

Both sets of groups identified similar mechanisms for policy influence. However, the first workshop participants focused on networks, the use of the media and the power of demonstrations and protests. They considered that each one of these approaches were relevant at different stages of the policy process. A discussion followed with regards to the trade-off between engagement and confrontation. Sometimes, protests or demonstrations can help set the agenda while engagement and close participation with the government can aid in the development of policy alternatives and their implementation.

## **Presentation 2: RAPID Practical Framework and the Policy Entrepreneur Toolkit**

### **Introduction**

Julius Court, after a brief recap of the first day and outlining the agenda for the second day, presented an overview of the Policy Impact Handbook. He presented some of the policy context mapping tools and highlighted Force Field analysis and SWOT analysis.

Enrique Mendizabal then introduced Force Field analysis, explaining the process and instructing the groups to use the tool to consider the forces for and against the policy/practice change they want to achieve.

### **Force Field Analysis**

Force Field Analysis sets out a step by step process to identify the forces for and against a given change in policy or practice. Users can then think about how to enhance the forces for and counteract the forces against. This leads to the development of a strategy for action.

Participants recognized that the tool was very useful. It gave them an insight into the work they carryout that they did not have before. Some of the issues that were highlighted are given below:

- The weight assigned to each force is not based on their importance (for instance hunger, poverty, child abuse are important issues that ought to influence policymakers) but on their influence (for example, votes, opinion, peer pressure affect policymaker's behaviours).
- Some forces are so strong that they can be regarded as having veto power.
- Some forces are so important that they can be considered independently and it is worth carrying out a Force Field Analysis to consider what is necessary to change it.
- Sometimes it is better to focus on the forces for change to enhance them and counteract some of the forces against – rather than developing strategies to address them directly.
- Even if the forces against are stronger than the forces for, it is possible to address the issue.
- It is useful to identify actors both in the forces as in the policy/practice change desired. Who will make the decision for change? Who is in command of the force?

### **SWOT Analysis**

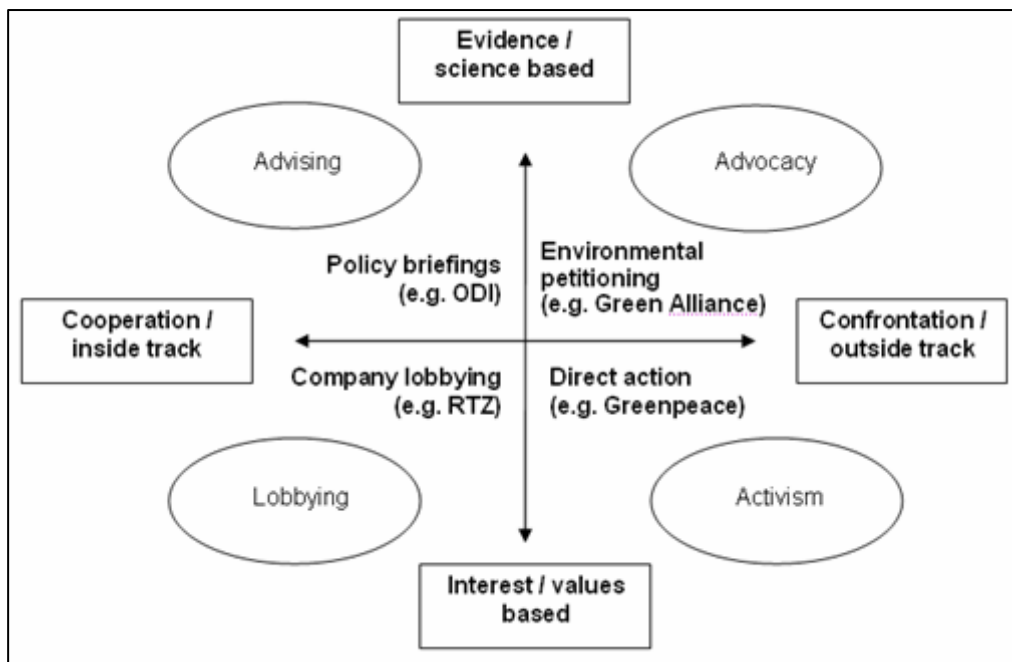
Following the identification of the strategies, the participants were asked to carry out a SWOT analysis to identify the Strengths, Weaknesses, Opportunities and Threats of the institutions of groups to which they belong. The objective of this exercise was to consider whether the participants had the capacity to carry out the strategies they had identified. This look at their internal structure would allow them to determine the resources, skills and capacities they need to acquire to effectively fulfill their objectives.

### **Presentation 3: Communication Tools for Policy Impact**

After the development of their external and internal strategies, Enrique Mendizabal presented an overview of the process to develop a communications strategy. This process unified the work carried out during the two days of the workshop: from the identification of the problem, to the assessment of the context, development of the strategies and consideration of the needs of the group or individual charged with it.

Communication / Advocacy Strategy is composed of six steps:

1. Define clear SMART objectives that define what change is desired and identifies the problem, its impact and root causes (for instance using a Problem Tree analysis). When defining the objective it is important to be able to create an advocacy statement which is specific, measurable, achievable, realistic and time-bound (SMART) – in other words, what do we want to achieve, why, how and by when.
2. Identify the audience(s) considering who needs to make these changes, who has the power of decision, what their stances on the key issues are, and who influences them. Stakeholder analysis or context mapping tools are useful in at this stage.
3. Develop a SMART Strategy using Force Field Analysis and consider if it is necessary to develop a new approach or if it can be piggybacked on an existing one.
4. Identify the message(s) highlighting why things should change (or what is the evidence to support your case?), how to make sure that the evidence is credible and 'legitimate', and what the target audience wants to hear, as well as the language, content, packaging, and timing.
5. Determining what resources (staff, time, partners, funds) are needed. A SWOT analysis, the policy entrepreneur questionnaire and Stakeholder mapping can help identify where the necessary resources, possible partners and sources of skills and capacities are.
6. Identifying the messenger or promotion tools and activities is one of the most crucial steps of the process. There are many different approaches that can be summarised in the diagram below:



7. Monitoring and adapting the strategy is crucial for policy influence. It is necessary to ask what works and why (as well as what does not work) and what should be done differently. This can be done making use of a Logframe or other methods such as Most Significant Change or Outcome Mapping which focus on key process of change.

## **Exercise 2: Audience, Message and Messenger**

The participants at the second workshop were instructed to think about the **audience**, **message** and **messenger**, for their own initiatives. Working in groups or individually they thought about all three elements. Some of them had the opportunity to present to the rest of the group 'as if they were presenting their cases to the policymaker in charge'. They made use of the results of their Problem Tree analysis, RAPID assessment, Force Field analysis and SWOT analysis.

### **Final session: what to do next**

As a final session, participants were asked to think about:

*How they would take the lessons from the workshop forward?*

- Capacity building at institutional and partners level
- Identify policy issues
- Influence networks
- Polish our current approaches with the RAPID framework
- Take a more pro-active role in advocacy
- Think about how to use what was learnt
- Develop a strategy using the tools learnt
- Put into practice
- Try a research approach to policy influence
- Find who the policymakers and institutions of the policy process are
- Advise others on the subject
- Use it to evaluate previous work

*What were the Big Issues that ought to be dealt with?*

- HIV/Aids bill
- Affirmative action
- Public participation bill
- Refugees' bill
- Sexual offences bill
- Small claims court bill
- Funding of political parties by the state
- Community broadcasting bill
- Land and forestry bill
- Child justice bill
- Livestock marketing
- Cotton bill
- Livelihoods
- Food security – what is being done and by whom
- Agriculture

*What type of support do they need?*

- Technical and financial support in networking and EBP
- Keep them updated
- Documented successful cases in Kenya and East Africa
- Help with policy formulation in new areas
- CSO sustainability
- Support for the government (demand side)
- Skills in strengthening coalitions
- Donor mechanism to strengthen/create coalitions
- Knowledge management skills
- Bring CSOs and policymakers together in similar events
- Capacity building on policy analysis, research skills, advocacy for CSOs and policymakers
- More resources (funds)
- Better and more fora for information exchange

What else could be done?

- Further training to build a Kenyan pool of experts
- Policy analysis training
- North/south experiences as part of the learning process
- Inventory of CSOs – who, what, where
- Donors support the overheads or fund communication strategies
- Create a legitimate/credible focal point from where to channel issues to the government
- Need more think tanks that engage with the grassroots in Kenya
- Exchange visits to success stories
- More time and training – time was limited

## Annex 1: Full programme

### Policy Entrepreneurship Workshop Nairobi, Kenya, 27 – 28 October 2005

DAY 1	
08.30 – 09.00	Opening, Introduction and Outline Self Introductions by Participants
09.00 – 09.30	Group Work on Influencing Policy: Main issues and challenges. Cases of success and failure.
09.30 – 10.10	Group presentation of key points and case studies.
<b>10.00 – 10.30</b>	<b>Tea/Coffee Break</b>
10.30 – 11.00	Presentation: Introduction to the RAPID Context, Evidence and Links Framework.
11.00 – 11.30	Discussion
11.30 – 12.30	Individual / Group Work: Identify policy issue. Using the RAPID Framework to analyse the context for specific policy change efforts. (CSPP Questionnaire)
<b>12.30 – 13.30</b>	<b>Lunch</b>
13.30 – 14.30	Presentation of the Group Work Discussion
14.30 – 15.30	Group Work: Approaches to Policy Influence & Cases. What do you do? What works?
<b>15.30 – 16.00</b>	<b>Tea/Coffee</b>
16.00 – 17.00	Presentation of the Group Work (Policy Entrepreneur Questionnaire)

DAY 2	
08.30 – 09.15	Recap of Day 1. Presentation: RAPID Practical Framework and the Policy Entrepreneur Toolkit. Feedback of questionnaire results.
09.15 – 10.00	Discussion
<b>10.00 – 10.30</b>	<b>Tea/Coffee</b>
10.30 – 11.15	Individual / Group Work: Use force-field analysis to identify key issues and strategic objectives. Highlight examples.
11.15 – 12.00	Individual / Group Work: Use SWOT analysis to assess capacity / develop engagement strategy. Walkabout.
12.00 – 12.30	Feedback/discussion
<b>12.30 – 13.30</b>	<b>Lunch</b>
13.30 – 14.30	Presentation: Communication Tools for Policy Impact. Discussion.
14.30 – 15.15	Individual / Group work: Developing a communication/Advocacy Strategy.
<b>15.15 – 15.30</b>	<b>Tea/Coffee</b>
15.30 – 16.30	Group feedback/discussion
16.30 – 17.00	Conclusion and Workshop Evaluation
<b>17.00</b>	<b>Close</b>

**Policy Entrepreneurship workshop  
Nairobi, Kenya, 31st October and 1st November, 2005**

<b>DAY 1</b>	
8.30 – 8.45	Opening, Introduction and Outline Self Introductions by Participants / Expectations from the workshop
8.45 – 09.45	Group Work on Influencing Policy: Main issues and challenges. Cases of success and failure.
09.45 – 10.15	Group presentation of key points and case studies.
<b>10.15 – 10.30</b>	<b>Tea/Coffee Break</b>
10.30 – 11.30	Introduction to RAPID Context, Evidence and Links Framework
11.30 – 12.00	Discussion
12.00 – 12.30	Presentation of the RAPID 28 questions and a short example to show how to use the analytical framework (CSPP questionnaire)
<b>12.30 – 13.30</b>	<b>Lunch</b>
13.30 – 15.00	Group work: Identify policy issue – or use previous case. Using the RAPID Framework to analyse the context for policy change efforts.
15.00 – 15.30	Group Presentation & Discussion
<b>15.30 – 16.00</b>	<b>Tea/Coffee</b>
16.00 – 16.30	Presentation on Policy Entrepreneurship (Policy Entrepreneur Questionnaire)

<b>DAY 2</b>	
08.30 – 09.00	Recap of Day1
09.00 – 09.30	Presentation: RAPID Practical Framework and the Policy Entrepreneur Toolkit. Feedback of questionnaire results
09.30 – 10.00	Discussion
<b>10.00 – 10.30</b>	<b>Tea/Coffee</b>
10.30 – 12.00	Introduction to Force Field Analysis and SWOT Individual / Group work: Use force-field analysis to identify strategies to improve policy impact of the participants' cases.
12.00 – 12.30	Feedback/discussion. Highlights from 2 examples
<b>12.30 – 13.30</b>	<b>Lunch</b>
13.30 – 14.30	Group work: Use SWOT analysis to determine what the participants need to do to carryout the strategies identified.
14.30 – 15.00	Feedback/discussion. Walkabout
<b>15.00 – 15.30</b>	<b>Tea/Coffee</b>
15.30 – 16.30	Presentation on developing a communications/advocacy strategy.
16.30 – 17.00	Feedback/discussion. Brainstorm.
17.00 – 17.15	Workshop Evaluation
<b>17.15 – 17.30</b>	<b>Close</b>

## Annex 2: List of participants

### GROUP 1: 27th – 28th October

No.	Name	Organisation	Email address
1	Teresia Wairimu Ng'ang'a	Participatory Ecological Land Use Management (PELUM)	tnganga@pelum.net
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7	Anne Gathumbi	Trocaire	aguthumbi@trocaire.or.ke
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## GROUP 2: 30th October to 1st November

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26	Susan Onyango	ABANTU for Development	susan@abantu.org

### Annex 3: Results of evaluation

<b>Issue</b>	
Workshop objectives defined and achieved	Good
Concepts explained clearly	Good
Time allocated for the workshop	Fair
Relevance to my work	Excellent
Workshop was well organised	Good
Overall quality of the workshop	Good

Other areas where participants would want more assistance on:

<b>Issue</b>	
Learning more about CSO-Policy links	Good
Tools for Mapping policy contexts	Excellent
Research techniques	Good
Support with Communications	Good
Collaborative Efforts to change policy	Good