

## CSOs, Evidence and Policy Influence Workshop and Seminar

La Paz, Bolivia, October 2005



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## Executive Summary

The Bolivia seminar and workshop of Civil Society Partnerships Programme's (CSPP) Regional Consultation in Latin American was held in La Paz, Bolivia on 29th and 30th August, in collaboration with ILDIS (Latin-American Institute of Social Research). It was facilitated by Carlos Toranzo, of ILDIS. The objective of the sessions were to inform participants about ODI's work on communicating research and approaches to participating in public policy and to obtain field information on the Bolivian experience.

This consultation in Bolivia was composed of three phases: a half day seminar to discuss the current and potential role of CSOs that use research to influence policymaking; a one and a half day workshop with the participation of CSOs to discuss and explore how research and evidence can be better used for influencing public policies; and one to one interviews with representatives of leaders from CSOs, governmental agencies and international organisations.

The seminar was held on August 29th, in La Paz, in collaboration with ILDIS and participants were 36 representatives from national and international civil society organizations including policy research institutes, academia, governmental agencies, and international donors. Juan Ramón Quiroga presented a case study on a long term research policy programme on military conscription in Bolivia. He spoke about the different challenges faced by researchers and the possible strategies to overcome them. His presentation closely referred to the issues highlighted by Enrique Mendizabal and Steve Wiggins of ODI, who discussed the role of research based evidence in CSOs' initiatives to influence policies. The discussion focused on what is already being done in Bolivia and ways in which new approaches can strengthen these initiatives.

The workshop was held after the seminar in the afternoon and the following day and was attended by 25 participants from diverse CSOs. The workshop objectives were to: (i) Generate a critical debate on the opportunities and challenges faced by Bolivian CSOs to influence public policies; (ii) Share experiences on different activities and strategies in this area; (iii) Strengthen CSOs impact on public policy influence work by identifying key needs and gaps they have to overcome to achieve their goals. The workshop began with a brief session on ODI, followed by an introduction to RAPID's Context, Evidence and Links Framework by Steve Wiggins and Enrique Mendizabal. Carlos Toranzo facilitated the discussion.

A local case study was then presented to the workshop by Noel Orozco from PIEB (Bolivian Strategic Research Programme). PIEB is a programme that promotes policy oriented research at the same time as it builds the capacity of young researchers to manage research programmes and use their findings to influence policies. His presentation mirrored that of ODI's and presented a very 'Bolivian' approach to bridging research and policy.

The second day of the workshop involved two sessions of group work. Firstly, groups of participants discussed a specific case of influence on a public policy, identifying key success factors, the challenges and opportunities that either helped or hindered the implementation of the strategy and applied the CEL framework to the case. Two cases were represented: one on gender representation in parliament and the other on environmental pollution. Both cases highlighted the intricate multi-prong strategies undertaken by CSOs to achieve change. A presentation was then given on tools useful for policy influence, based on the Tools for Policy Impact: A Handbook for Researchers (click for details of publication), which was followed by the second group work session where participants used the same case to address two tools - Force Field Analysis and Stakeholder Analysis.

Finally, participants were invited to make suggestions about how ODI might help them enhance their capacity to influence public policies. Suggestions included:

- Increase the number of case studies relevant to Bolivian researchers on how to influence government policies
- Technical assistance and advice on strategies to influence policy
- Develop a local programme
- Provide access to local experiences of other countries and access to external networks
- Connect NGOs with other NGOs that work in the same field in the world in other regions
- Spread the RAPID approach by developing capacities
- Train researchers on the RAPID approach, research and policy formulation
- Generate periodic meetings among CSOs to share knowledge and information
- Support the systematization of experiences

Further details on group work and comments, suggestions and feedback during the discussion sessions are available in the main seminar and workshop report.

**NATIONAL CIVIL SOCIETY ORGANISATIONS  
EVIDENCE AND INFLUENCE ON GOVERNMENTAL POLICIES SEMINAR**

**ODI-ILDIS FINAL REPORT**

## **Introduction**

On August 29 and 30, the National Civil Society Organisations, Evidence and Influence on Governmental Policies Seminar and Workshop took place in the City of La Paz, Bolivia. The seminar and the workshop were sponsored and financed by ODI with the support of FES ILDIS<sup>1</sup> who acted as the national counterpart during the organisation of events.

This report contains two parts:<sup>2</sup>

Part I: *Conclusions and analytical elements*. This section presents compliance with the objectives of the event and the conclusions of the Seminar and workshop, as well as incorporating the principal analytical elements that were addressed in both events. Furthermore, suggestions and comments from the participants were gathered for future analysis.

Part II: *Edited transcription of the Seminar and Workshop*. This section presents a summarized detailed transcription of the Seminar and Workshop. The transcription was edited<sup>3</sup> in structure but not in content to make it legible for the reader.

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<sup>1</sup> FES: Friedrich Ebert Stiftung, ILDIS Instituto Latinoamericano de Investigaciones Sociales (Latin-American Institute of Social Investigations). FES-ILDIS is one institution.

<sup>2</sup> The present report was elaborated by Carlos Toranzo Roca, Project Coordinator of FES-ILDIS-Bolivia.

<sup>3</sup> Carlos Toranzo Roca acted as moderator during the Seminal and Workshop and edited the transcription.

## Part I: Conclusions and Analytical Elements

### On compliance with the objective

The double objective of: a) informing of the work performed by ODI on communicating the investigations and approaches at participating in public policy and b) obtaining field information on the experience of Bolivia on this subject was accomplished. The general concern of the participants<sup>4</sup> to elaborate government policies or influencing them might have facilitated the work; furthermore, this concern is generic in people that work in civil society institutions. People that work in non-government organisations or civil society organisations have a clearly defined interest in influencing government policies, even when this is through social mobilization. However, the bridge between investigation and government policy is not always available. Nevertheless, sometimes they use this bridge but not always in a conscious manner. This concern is not so evident in academic institutions, especially in universities that even though they carry out some investigations, they rarely communicate the results for consideration or implementation in the process of establishing government policies.

The Seminar participants are a representative sample of NGOs or other civil society organisations in Bolivia that are interested in influencing government policies and achieve this in various manners, many times using investigation or empiric evidence as an element to accomplish this objective. Participants from NGO's with more than two decades of experience and other organisations that have promoted investigation for more than 10 years with a specific interest, the objective being to establish the best manner for these investigations to be transformed into tools to influence government policies attended the event. The participants brought with them and provided a wide range of subjects ranked according to their everyday work areas of interest.

The presence of former high rank public officials that promoted government policies as well as civil society leaders that also promoted other government policy processes enriched the discussions during the Workshop.

Bolivia has nine Departments. Participants to the seminar and workshop came from five of these Departments: Santa Cruz, Cochabamba, La Paz, Oruro and Tarija. The first three departments mentioned constitute the axis of the country. Oruro is known as an old mining department and Tarija is a department that is acquiring economic strength as it contains the most important natural gas proven reserves in the country and the second in South America.

Traditionally in Bolivia, workshops last half a day at the most. Therefore, an element to measure the participant's degree of interest in the Workshop is their participation during the two days of discussion. The impression is that the theme was of interest to the participants and to this we have to add the didactic explanations provided by members of the ODI team that clearly transmitted their objectives. Many times the interest of the participants is lost if explanations are deficient or tedious, none of this occurred during this event.

The group work performed by the participants on national experiences was very useful as this is a more interactive and dynamics period. It is possible that during the design of methodologies ODI could utilize these periods to deepen the investigations and characterize better the different communication methods or bridges between investigation (and its use by civil society organisations) and the elaboration or implementation of government policies. We discussed in more detail visualizing this inconsistent connection given that it is not present as previous data in civil society organisations but generally it appears *post festum* or after the government policy has been elaborated.

However, an element established as a primary teaching is that the workshop or Seminar does not deal with experiences or action methodologies that resulted in government policies in a generic

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<sup>4</sup> Seventy attendees in the Seminar and twenty five in the Workshop.

manner but in an individual and specific way. This refers to those experiences where the elaboration or implementation of public policies had as input some type of investigation or the generation of evidence that is used as basis for the actions of the civil society participants. On the other hand, when dealing with a more limited and restricted scope, a didactic explanation is necessary as to what type of evidence does ODI consider as such or what type of investigations it refers to. At least in Bolivia, this is important as there is a prejudice regarding academic investigation, as it is associated with only those investigation processes that are very structured to obtain evidence.

### **Themes or ideas to be gathered from the Workshop**

It is believed that it is a pending task to gather the experiences from NGOs or other CSOs, where their investigation came close to influencing or had an effect on government policies. Although NGOs are interested in influencing government policies, they have not systematized how they achieve this. Within the scope of their activities have not established clearly how they accomplished influencing them and the connection between investigations or generation of evidence and the effect on public policy did not stand out.

A broad concept of government policy should be used without limiting it to a law, supreme decree or other legal instrument, but to include aspects of an agenda, discussion and debates, elaboration, implementation and monitoring of said government policies. This issue is of great importance for the Bolivian discussion given as most people understands or confuses Laws or legal instruments with government policy; the situation is such that there is inflation of laws but not of government policies. Furthermore, when discussing government policies, there is the need to overcome the limitation of believing that establishing said policies are exclusively limited to the government or a state act with no participation of society to provide an input. Therefore, there is a need to explain that the CSOs have a role in the agenda and/or elaboration and implementation of government policies. Precisely, the public aspect is a connection between the State and the civil society.

Furthermore, it is necessary to work with a broader concept of investigation, understanding that it is not a unique and universal model but it represents any type of investigation, quantitative, qualitative, academic work, of base organisations, of different methodologies. In other words, it does not limit the theme to only one type of investigation.

It is necessary to specify that even in those cases where there is a relationship between investigation and influence on government policy, this relationship is not direct, linear or automatic but it depends on multiple factors from various sources that make possible materializing this relationship. This means that the modes of influence of investigation on government policies are diverse and heterogeneous. Additionally, collateral prevention is necessary; the fact that there could be high quality investigation and academic precise methodologies does not assure the conversion into government policies. It was also noted that perceptions on a same subject or issue are very different depending if they come from academics, NGO, politicians, decisions makers or other participants in determining state policies. For this reason it is much more difficult to believe that there is an only method to transform evidence or investigation into government policies, including those that have the mark of academic excellence.

Instead, it should be considered that socio-political aspects have great influence in the investigation – government policy relationship. Frequently the socio-political aspects depend on the current themes of international cooperation such as gender, environmental and ethnic aspects. This also happens with the aspects given higher priority or preponderance by the bilateral or multi lateral cooperation agreements or entities, as the priorities are determined by them allowing many investigations or generation of evidence, even if they are not of the highest academic quality, to be transformed into government policies. The States, especially those more dependants on this type of relationship are very alert to follow the policy suggestions of these international organisms.

A prevention or alert that should be known is that which expresses that many government policies, including those proposed by some international organisms, are not necessarily based on good investigative evidence. It is generally thought that government policies that come from international organisms are well supported based on investigation and evidence. However, this is not always the case.

At the same time, it is necessary to understand that some government policies did not emerge from evidence product of investigation. Furthermore, it is more common to elaborate government policies without basing them on evidence but basing them on political decisions. Each government, ministry, first lady promotes many government policies, even if these are not based on evidence or investigation. If there is evidence or investigation in those fields, the decision makers of government policies are not aware they exist and therefore do not use them. In these cases, the government policy depends solely on the access to the political power.

For some investigations to influence government policies there are elements that are beyond the investigation itself and its quality. For example, participants that investigate, participants that are linked to the investigators, their personal relationships, the nucleus to which they are part of, their access to government and economic power, their access to means of communication, their relation with international cooperation entities, their ability to lobby and negotiate and their proximity to social leaders.

In case studies analyzing the Bolivian experience during the workshop, it was confirmed that many government policies were not based on prior investigations but that the social processes demanded the need to generate evidence and develop investigation ad hoc for each theme as to support the needs of social organisations or of interested social leaders in specific issues. This happened with the elaboration of the Quota Law in favour of feminine representation in Parliament or in the application of the environmental norms in relation to an oil spill in the Department of Oruro.

In both cases, the importance that the social mobilized participants belonged to international networks, be it a NGO or thematic, was confirmed for environmental and gender cases. These networks not only provide political support to facilitate that the demands by the parties be transformed into government policies but also support the generation of evidence and the development of specific investigations that make it possible substantiate the requests from the social organisations and in this manner facilitating the process to convert them into state policies.

An important aspect in Bolivia for investigation to have an effect in government policies is the relationship between their promoters and the communications media or the relationship between the investigators, their centres and the networks to which they belong to with the communication media. This is documented in the investigation cases promoted by the Programa de Investigación Estratégica en Bolivia (PIEB; Strategic Investigation Program of Bolivia). One of the most notable cases is the military conscription and the adoption of human rights policies in military installations.

During the workshop, it was explained that there are no rational models of linear transformation of investigations into government policies. On the contrary, it was reconfirmed that reality is more heterodox than what it appears at first sight, therefore there is not one model to transform investigation into government policies, more so if they have an open, dynamic and flexible approach. These approaches are enriched by the different national experiences. ODI could facilitate this work by the exchange of these experiences.

There is a consensus when stating that methods can be combined to result in the influence of government policies, investigation, lobbying, rallies, manifestation, legal argumentation, international support, assembling national or international networks, technical support, elaboration of information, etc. The experience of Cejis Santa Cruz-Bolivia is very rich in the development of different methods of facilitating and creating evidence to influence government policies. Some participants base themselves on evidence using this in negotiations while others choose conflict. Others do not include evidence but target certain government policies.

The multiplicity of strategies to influence government policies is insisted upon, even though most are not systematized and in Bolivia there isn't much comparative experience on this subject. During the Workshop, the necessity to systematize the experience of transforming investigation in government policies was emphasized. Furthermore, it was confirmed that this is not yet an important aspect in universities, independent academic centres or NGOs.

At the Workshop, many explications were provided with concrete illustrations that showed that many practices of social participants have multidisciplinary perspectives that include economy, anthropology, law, culture, sociology, and technical analysis to have an influence in state policies. This occurs without prior reflection of the academic need of multidisciplinary activities and the importance of the relation between the disciplines; it simply occurs obeying the need or urgency of an explication or support and the development of specific lobbies to influence some government policy.

During the workshop, the possibility of investigations influencing government policies in countries like Bolivia where State policies do not exist was questioned continually. However, it was considered that there are many State policies (valid for various government periods and that are based on certain social participation processes) and there are always government policies. Therefore, as these do exist there is a need to work in the field of transforming investigation into government policies.

A discovery where there exists total agreement is that which states that the results of investigation result in socializing processes are too weak given that these results are not widespread. Generally, it is believed that an investigation concludes when the investigator finishes his academic work. However, for articulation of investigations and government policies, this final stage should be considered an initial stage for the influence on governmental policies. In this area, the experience of PIEB is useful. Their experience presents the formalization of their concern with the articulation of governmental policies since the elaboration of the investigation project and for each investigation project, they demand that the investigators consider and propose a concrete way to influence these government policies. Throughout the investigation process and at its culmination, PIEB provides support to facilitate the transformation of these investigations into inputs for the elaboration or discussion of government policies.

A reiterative question is the difficulty to create evidence in various fields, due to the fact that the information is not public but managed by specialists or certain government officials as private property. In less developed States such as Bolivia, the civic right of access to information does not exist. This is a difficulty hard to overcome in many fields of investigation. However, in other fields of investigation there is much information but it is not used by the investigators because Bolivian intellectuals have an individualistic tradition and therefore do not need evidence as support but only use their ideologies.

In general, the lack of connection between investigations and the government agenda is confirmed. However, there is no empirical proof for this affirmation. In a contradictory manner, in youth investigation contests, PIEB experience is that all the young participants conform to the government agenda, to the themes of institutional State reform. Where there is an alarming gap is in all economic areas; here there is a striking investigation gap.

Another conclusion from the Workshop is that there should not be academic judgments to analyze the evidence since this has various origins: hard line academic nucleus, NGO that perform diagnostics, communities that generate information or other sources that do not necessarily work with formalized academic models. It is believed that the evidence, whichever its origin, should be considered as such, without ruling it out because it does not come from an academic source.

It was agreed at the Workshop that socially relevant investigations should be promoted. However, it was also agreed that care should be taken when understanding that said relevance is different for each type of participant. For each participant there is a different hierarchy, in such a way that the question of how to rank what is more important for all or the majority arises.

Nevertheless, to consider what is socially relevant, it is affirmed that a good method, although not the only one, is to attract the demand of participants by means of the investigation themes. This could transform them into socially relevant and maybe include participants that might promote their influence on government policies. Furthermore, it can be said that not all socially relevant investigations result – in an automatic manner – in the influence of government policies. Additionally, it is stated that an investigation that is socially relevant does not guarantee that the evidence generated will be useful or appropriated to support the elaboration or influence on government policies.

An issue dealt in detail was the need to differentiate the process at the national, regional and local level, where the manner and possibility of investigations influencing government policies are different and subject to different criteria. It is proposed that there is a difference between influencing national, regional and local government policies. Thus, a systematized work investigation where it is easier to operate and how investigations can be transformed into government policies at each State level was suggested. For the specific case of Bolivia, the Participación Popular reform (municipal decentralization) initiated in 1994 gave room for NGOs or other civil society organisations to influence local government policies, based on traditional and empiric investigations, but investigation none the less.

## **Recommendations**

Recommendations given by the Workshop participants are multiple and varied.<sup>5</sup> This section presents or ranks some recommendations due to their importance as well as their feasibility.

- As result of Workshop input to establish in Bolivia a learning or community circle on these subjects based on constant support and dialogue with ODI. This dialogue should be formalized and will be by virtual mode.
- ODI should provide information on other national cases, specifying the experiences of connection between investigation and influence on government policies.
- ODI could academically support investigation institutions or investigators that explicitly formulate investigations with the objective of influencing government policies.
- ODI could distribute methodological contributions that facilitate the connection between investigation and influence on government policies.
- It is possible that ODI could methodologically support to systematize the experiences, consciously or unconsciously an articulation between preparation of evidence and influence on policies.

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<sup>5</sup> The detailed list of recommendations is included in the Seminar transcription, under Recommendations.

## **Part II: Edited Transcription of Seminar and Workshop**

### **National CSOs, Evidence and Influence on Governmental Policies Seminar**

29 August 2005, Bolivia

#### **Welcome speech (Carlos Toranzo)**

Welcomed the participants from five Departments of Bolivia that assisted the Seminar. Insisted that the work by ILDIS was performed in cooperation with ODI in its work to articulate the research processes and influence on governmental policies. Expressed that this type of work could continue in future events according to the development of the Workshop and the interest of the participants.

#### **Role of evidence based on research by CSO (Enrique Mendizábal)**

One of the ODI objectives is to identify possible allies for the future. ODI is not linked to any university but is an independent research centre that supports the formulation process for policies, nature and the evidence that is expected as a product, therefore, it is a credible institution. Direct consultancy and information is required for public debate. RAPID wants to participate at influencing policies, it's focused on improving research, as well as governmental organizations, manage information and improve its use.

The program aims to improve the management of information and reinforce the ability to elaborate policies.

The CSAP (Civil Society Alliance Program) looks to better understand the role of research and its link with government policies have the capacity for better information and a futuristic vision to achieve global collaboration.

NGOs are in charge of providing services to influence government policies, although not all the practices are yet known.

ODI managed the study of interaction between research and policies in HIV cases and various other cases where they tried to address a greater capacity of civil society organisations, obtain any systematic effort to create knowledge, create new alliances with civil organizations worldwide, perform a mapping of short term relationships, identify the alliances, intervene in global projects and share values. ODI could be a tool for improvement in the ambit of common objectives strategic alliances.

Within the political context, there exist connections between policies and researches, in addition to the factors that influence the policy processes such as institutional pressure and personal interests if there exists political and civil liberty and incentives to officials are included.

**Evidence.** The quality of research is important so that the policies assimilate it. It is very important to have credibility in the studies and know how to present the evidence. The format, be it articles, books or information documents, is crucial for the assimilation of the policies. A key aspect is communication. Interactive methods have a better opportunity of success compared to linear methods.

**Links.** These influence political changes and help explain the credibility of the evidence from research centres. The existing theory indicates the importance of operators and communicators, but the means and form in which mediating organisations and networks affect formal political documents that, at the same time, exert influence over government officials cannot be fully appreciated.

**External Influences.** There exist impacts to norms that imply donors in general. Additionally, the tendency towards democratization is important. The donors that support civil society have been a great impact. International donors finance most of the research in poor countries. A lack of comprehension of civil society could create problems and prevent a close relationship between the decision makers.

## Seminar Presentation Slides

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### CSOs, Evidence and Influence in Policies: National Seminar



La Paz, Bolivia  
29 August 2005

### Opening Speeches

- Participants present themselves
- Expectations of the day

odi Civilian Society Partnerships Programme

### Seminar and Workshop Objectives

To create a forum for:

- To discuss the opportunities and challenges that the CSO face in the use of evidence to influence policy;
- To see the latest studies and practices in the subject;
- To share experiences on initiatives and good practices;
- To identify opportunities for future cooperation.

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### Seminar Program

- Opening and Introductions
- Welcoming Speech
- How CSO use evidence based on investigations and the Civilian Society Partnership Programme of ODI?
- *Break*
- National Case Study
- Discussions
- Thanks and closing

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### Overseas Development Institute

- Think Tank on international development - leader in Great Britain
- £8m, 60 investigators
- Investigation / Consultancy / Public Debates
- Rural / Humanitarian / Poverty & Cooperation / Economy (HIV, Human rights, Water)
- DFID, Parliament, World Bank, EC
- Civil Society

For more information see: [www.odi.org.uk](http://www.odi.org.uk)

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### CSOs and Political Processes

- CSOs more and more are involved in policy processes (before only service provision).
- Less opposition to the State and more participation in the political process.
- Nevertheless, participation rarely base upon the available evidence.
- The investigation capacity of many developing countries has been criticized.
- The credibility and legitimacy of the involvement of CSOs has been questioned.
- CSOs, investigators and the politicians seem to live in parallel universes.

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## The CSPP of ODI

Objective:

The roll of the civil society in the policy processes of development in developing countries fortified through:

- Better understanding about how CSOs use evidence based on investigation
- Greater regional capacity to support CSOs
- Better information from ODI
- Global collaboration

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## RAPID Program

- The use of evidence in policies and development practices
- Better knowledge management
- Better communication
- Capacity Development



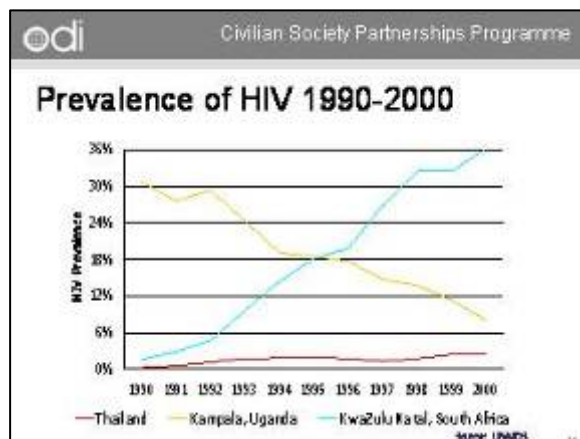
[www.odi.org.uk/rapid](http://www.odi.org.uk/rapid)

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## The potential...

*"Survey results of family mortality informed the reform process of the health system, which contributed to a reduction of 43% and 46% in infant mortality between 2000 and 2003 in two rural districts of Tanzania."*

*TEHIP Project, Tanzania*



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## CSOs: Definitions and Functions

- Definition: "organizations who work in the area between the home, the private sector and the state to negotiate matters of public interest".
- Functions:
  - representation
  - technical assistance and "advocacy"
  - training
  - service provision
  - Social Functions
  - Participation in policies

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## Ethical principles

- Allies must share a vision of the value of the alliance.
- Allies must respond to their own necessities and those of their beneficiaries.
- Allies will promote transparency sharing information in an open and opportune form.
- Allies will share their products in a fair way; their contributions will be properly recognized.
- The alliance is adaptable to changes in the circumstances.
- The relationship of ODI with each ally should not result in the loss of the individual characteristics of either.

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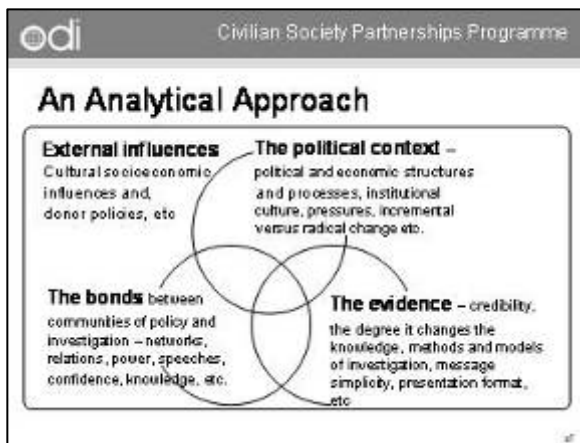
## Regional capacity

- Ethical principles of the alliances, etc.
- Map of CSOs and the support organizations
- Short term collaborations (internal)
- Regional workshops
- Short term collaborations (external)
- Identification of long term allies
- Support (and development of capacities)
- Collaboration in global projects

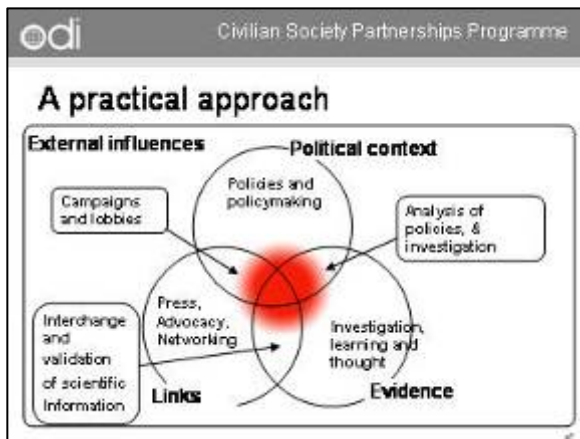
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## Consultations in Africa and Asia

- Organized in alliance with local CSOs
- Case Studies on diverse subjects: Budget Monitoring (Zambia), Participation in community waste management (Ghana), etc.
- Great diversity in participation
- The policies are promoted by internal and external processes



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- ### Key lessons
- Legitimacy and credibility of CSOs are challenged by the government
  - CSO proposals must be practical and possible.
  - A lack of confidence exists between CSOs and government
  - CSOs need to better understand the political process and the context of decision making
  - Information provides backing and is crucial



- odi Civilian Society Partnerships Programme
- ### Some specific recommendations
- Context
    - Know the policymaker (or the process)
    - Choose the stage of the political process
  - Evidence
    - Use the indicated evidence
    - Use tangible evidence
    - Demonstrate the long term benefits and their effect on short term pressures

- odi Civilian Society Partnerships Programme
- ### Recommendations
- Specific
    - Links
      - Not only to communicate but to converse
      - Build bonds through friends and colleagues
    - External Influences
      - Do not fight with beliefs nor values

## Questions and Opinions from participants

- What do we know? There is much evidence in Bolivia, of design as well as implementation. One can produce a lot of evidence and develop a political message but if the participants are not well known, a good negotiation cannot be achieved. These themes are related with the political culture of the country, with the informal communication channels that lead to communication strategies connected to this informality.
- Within the “Participación Popular”, what is the political logic? (The Participación Popular is a municipal decentralization reform initiated in 1994) To try to construct a matrix with government policy components, knowing the policy objectives well and researching other potential components. However, for this last item there is very little or no interest. This impairs the execution of government policies that need active participation and requires input from a series of interest groups or stakeholders.

- Referring to interest groups, these only provide theoretical information. They did not respond to how or when women wanted to participate and negotiate the 30% (of the Law of Quota of positive action in favour of women) in the government policy. In this area, there was no assistance or research developed by the civil society. With respect to sexual or reproductive rights, political pressure was strong. However, there were several deficiencies, we noted that the will was not enough but also at the same time there is a strong political influence during the decision making process.
- Is the civil society important? Bolivia questions politics. They are in a period of inflexion and process of change with new participants; there are signs of political encroachment. At the same time, there is a confrontation between civil society and civil society, as in the case of land where division does exist. There is evidence but it does not come about from real politics. Therefore, there should not only be research but also technology for this to transform into government policies.
- What is the problem with the approach? Research and evidence could have existed but to act, high degrees of conflict and radicalism are necessary. These are the only things that move the organisations.
- How are you going to work with a highly heterogeneous society in the field of government policies? Who and which organisations? How are street protests taken into consideration and what participants join these processes for a determined period?
- For localizing government policies, international agendas should be downgraded in priority to work at a sub-national or municipal level, focusing in having pertinence in government policies at the local sphere of influence level.

### **Answers (Enrique Mendizábal and Steve Wiggins)**

- Current evidence is not enough. There are themes of great relevance and in Bolivia the case is unique. Change of power allows civil society organisations to plan some of their actions.
- In Argentina, they work by regions and support was achieved at a national level. The approach allowed mapping to maximize results.
- After performing research, one has the capacity to make a decision but the objective is not to provide only a linear perspective.
- ODI is suitable because it wants to collaborate with the civil society at influencing government policies, working with independent institutions and relating with them, emphasizing the concept of partnership.
- Analyzing is not difficult. The challenge is adapting the messages to the political reality. During the generation of evidence, there are still many gaps and that evidence is critical. Semi-governmental organisations do not work well. There are different challenges in the analysis of policies. The answers are different from country to country. Nevertheless, it is more important to focus the answer to the political reality.

### **Analysis of the Bolivian case: Influence of research in the formulation of government policies, The case of military conscription (Juan Ramón Quintana)**

There was a nucleus comprised of four people doing research related to defence, working themes related to public security and the police, linked to Army Major Juan Ramón Quintana since 1995. This nucleus was consolidated thanks to the results of the research work performed in the framework of PIEB (Programa de Investigación Estratégica de Bolivia; Strategic Research Program of Bolivia that finances this type of research). The research group was certain of the distance between academic institutions and the Armed Forces and observed that there were many prejudices between both entities. They detected a resistance to knowledge within the Armed Forces. They were certain that political parties politicised the police, which motivated the Armed Forces to act against social movements.

In the first request for proposals by PIEB, an investigation entitled “Soldados y ciudadanos” (Soldiers and citizens) was developed where the problematic of compulsory military service was analyzed. It was identified that 92% of soldiers came from the countryside. The government formulated an idea: “if you are a soldier, you are a citizen”. The military service thus erased the appearance of indians (generic often derogatory designations for people from the highlands with a low educational level).

Research was initiated in the Department of Potosí in four military barracks, where data was recollected by means of interviews. The results obtained during 1997-1998 were dramatic. There was evidence of persistent violation of human rights and a speech that contrasts with political and democratic values. The Armed Forces had irregularities and there was a relation between their policies and anomalies masked by political affiliations.

The research group became sensitive of the human right violations of the conscripts. It generated evidence of these violations. The problem was so strong that a question of intellectual honesty that would reveal these violations arose within the research group, even though the research team leader was a military officer. This could generate problems of institutional subordination.

The research and its evidence were used by the Public Defendant to analyze the Armed Forces and introduce the idea of human rights. The mass communication media played an important role in spreading the research evidence and demonstrating the violations of the conscript's human rights.

The Armed Force had to open up to address this topic. It tried to act as a Public Defendant but aspects of security and human rights were not priority issues in their agenda. For this reason, the Ministry of Defence did not approach any academic units and much less explore the modernization of the institution. They believed that knowledge was a critical or threatening weapon. Furthermore, the political parties orchestrated the Armed Forces for their own interests. Therefore, a democratic culture should be developed without creating owners for the state institutions.

The research resulted in the discharge of the Army Research Coordinator, Juan Ramón Quintana from the armed forces, who had based his position on the defence of the soldiers.

The conflict of intellectual honesty and institutional subordination brought with it many accusations. Research results indicated that conscripted soldiers were used as a cheap rented labour force that involved the Armed Forces.

Nonetheless, the Ministry of Defence began to work the problem and decided to create an analysis unit for defence policies. They met with the academic community and jointly developed several research papers. They promoted the preparation and publication of a “White Book” containing the findings and recommendations. Although the Armed Forces do not have an investigative tradition, they made a small effort.

However, given that research is not a priority, this Unit disappeared; setting aside the issue of compulsory military service, and the link with civil society was broken.

Following this experience, also under PIEB auspices the same research group won another research award to work themes related to public security and the police.

It was suggested that there is a security crisis in Bolivia, generating evidence demonstrating that the police have institutional autonomy and a certain links to crime. The theme was very delicate for the sub-national policies, at a District Police Headquarters level, as at this level the police has to deal with their real responsibilities. The report on the police and democracy created a public uproar, mobilized the mass communication media and the Public Defendant. With the evidence of this research evidence induced a Bolivian police reform, a reform that is still pending.

Much later, the same research group worked in the municipality of the city of La Paz. They worked on a project with a more democratic and pluralistic vision and developed the possibility to elaborate a diagnosis on citizen safety, minimizing political risk and using forces to prevent conflicts in the La Paz municipality. The project idea was based on the generation of evidence to then formulate a democratic policy of citizen safety in the La Paz municipality.

The country is currently immersed in political changes. There is a political and institutional crisis. There are few resources for security but many political interests. It is difficult to work in the field of security given that there is demand for a “hard hand” and this entails lynching criminals. There is a subjective overload of violence in relation to dissatisfaction regarding security. The challenge is to involve the academic community more in aspects of security with the Ministry of the Government.

Currently, this research group is involved in monitoring public security, continuously researching security issues and their results are used by the mass communication media and state institutions to support the formulation of some government policies.

### **Questions and opinions**

- Universities are more aloof; do not consider research a priority and much less that this research can be transform into government policies. The issue goes beyond this; it passes thru individuals, informal networks and institutional networks. Bolivia is weak regarding institutional aspects.
- The PIEB is more academic but it is one of the only institutions that promote research with the objective to transform it into government policies.
- There are some institution networks that promote research but not always directed to government policies.
- The State and civil society do not value knowledge. On the other hand, we should clarify what the civil society concept refers to in relation to other concepts. The Bolivian state does not have a structure for research or generation of information. The decision makers act with information from any source, with erroneous belief systems that have an affect on institutions such as universities that are not motivated to create an investigation and research culture.
- The Armed Forces made some efforts to be more democratic, but there was a lack of institutional political leadership from the State and political elites, who did not consider this task a priority for the country.
- The Armed Forces are behind in the modernization processes. It is necessary to construct a modernization and institutional strengthening vision, without politicizing and avoiding that the political parties make these processes theirs.
- There is a negative perception of data, which conspires to generate evidence to facilitate the generation process of government policies.
- The government policy is a sort of research hypothesis, whose future is determined by the implementation process. This is why the relationship between research and government policy is so intimate.
- However, when observing how decisions are made during the approval of a government policy, it can be confirmed that there is no direct relationship between evidence and government policy.
- Research cannot assume the existence of only one approach or model. In research, there are multiple ways and many times, these are heterodox.

# CSOs, Evidence and Influence on Governmental Policies Workshop

Day 1 of Workshop: 29 August 2005

## Explanation of Workshop operation (Enrique Mendizábal)

Subsequent to the expanded seminar on the same topic, he explained the way the workshop would function. The workshop was scheduled to last that afternoon and the following day.

## Thematic exposition presentation (Steve Wiggins)

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### CSOs, Evidence and Political Influence: National Workshop

La Paz, Bolivia  
29 August 2005

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### Workshop Program

- Introductions and welcoming speech
- Presentation and discussion of RAPID approach
- Bolivian Case Study
- Discussion – what works well in Bolivia?
- Group Work: sharing experiences
- Presentation – How to use the RAPID Approach?
- Group Work: using the RAPID Approach
- Presentation – Other influencing tools
- Group Work: using other tools to develop a strategy to improve influence on policies
- And now what?
- Workshop Evaluation

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### RAPID Approach : Context, evidence and links

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### Definitions

- Investigation: "any systematic effort to increase knowledge"
- Evidence: the product of that investigation
- Policy: a "course of action followed by an actor or group of actors"
  - Agendas
  - Official declarations and documents
  - Cost Patterns
  - Implementation Processes
  - Activities at the base level

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### The linear model...

To identify the problem

↳ To order investigation

↳ To analyze results

↳ To choose the best option

↳ To establish the policy

↳ To implement the policy

↳ To evaluate the results

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### ... in fact...

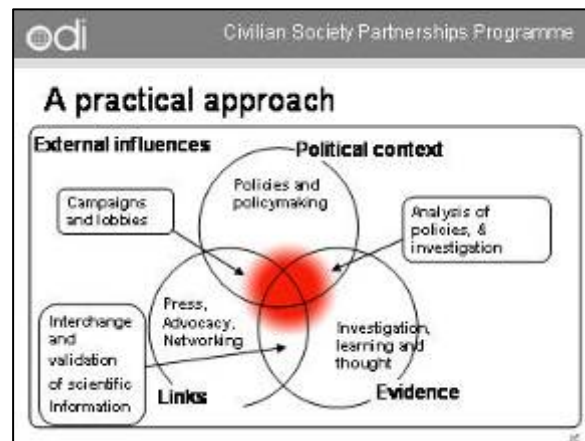
- "All the life of the policy is a chaos of intentions and accidents. – It does not have anything to do with the rational implementation of the decisions made by means of selected strategies". Clay & Schaffer (1984), Room for Manoeuvre
- "Most of the investigation (economic) on African agriculture is irrelevant to the agricultural and economic policy in Africa" – Omaso 2003 ISNAR
- "Investigation normally is understood as the opposing action: instead of an answer to the ignorance" – Surr 2003 DFID



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## Bonds and Networks

- The importance of the **network of contacts, mainly non-official and informal** .... but not a well known field



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## Using the approach

- **The external context:** Who are the key actors? What is their agenda? How do they influence the political context?
- **The political context:** Is there a political interest? Is there space to manoeuvre? How do they perceive the problem?
- **The evidence:** Exists? Is it good? Is it practical? Are the concepts familiar or new? Do they need re-launching?
- **Bonds:** Who are the key agents? Do networks exist that can be used? What is the best form of communicating information? The press? Campaigns?

## Discussion

- In general, there is no strategy being considered to bridge research with government policies.
- It is believed that evidence is not presented in a practical manner, it is not visualized. Sometimes it exists in a hidden manner.
- Everyone points out that there should be complete vision of the country reality. It is believed that only this way the factors that support the design of research programs.
- In general, it is believed that some research is developed but it is not considered when making decisions about government policies. For this to occur, it is believed that the researchers need to have a relation with the people in charge of the decision making.
- On the other hand, many decisions about government policies are indicated but without clearly establishing the results to be achieved.
- Many express that decisions are imposed without the support of empiric evidence. Nevertheless, it is indicated that some monitoring on how policy does operated occurs.
- It is understood that some universities have initiated the development of some research activities but these influence policies only in an indirect manner. This occurs due to a lack of deliberate planning to reduce the gap between research and influence on government policies.
- In a socially asymmetric and heterogeneous context like Bolivia, it is indicated that even with a minority condition many participants prefer government policies referred to the structure of land ownership.
- Bolivia faces a social and political process marked by changes in power relations with the presence of new participants. Therefore, the government looks to find equilibrium and opens spaces for agreement, gathering the demands from many participants but ignores the farmers.

- It is believed that the fight for land is a mental reconstruction, a fight that is successful according to the degree of constitution into communes or associations by the participants that demand land.
- It is indicated that there is no legal support and therefore, a matrix of territorial demand with sociological, economic and other basis is designed.
- Permanent research is important, especially where there are legislative gaps and technical answers to operate government policies.
- It is noted that there is lineal thinking and conflict and confrontation between participants, unable to design a democratic line. It is indicated that some research does exist, but projects rather than policies are evaluated.
- The design of research strategies is suggested. However, it is understood that research is a long term process that obtains results or evidence in a period of years.
- Research does not coincide with government policy agendas, given that they are academic researches of high-level theories. Research concentrates in case studies. Once the research process is developed, it is believed that confidential or restricted information cannot exist.
- Furthermore, one should not think in subjective activism and therefore the objective should be the approval of laws that are coherent and consistent with government policies. This is the only way to avoid falling into the traps of those that implement government policies. For this, it is necessary to research what impacts these laws have once they become policies.

### **Analysis of the Bolivian case: Experience of PIEB (Strategic Investigation Program in Bolivia) in the transformation of research in government policies (Noel Orozco)**

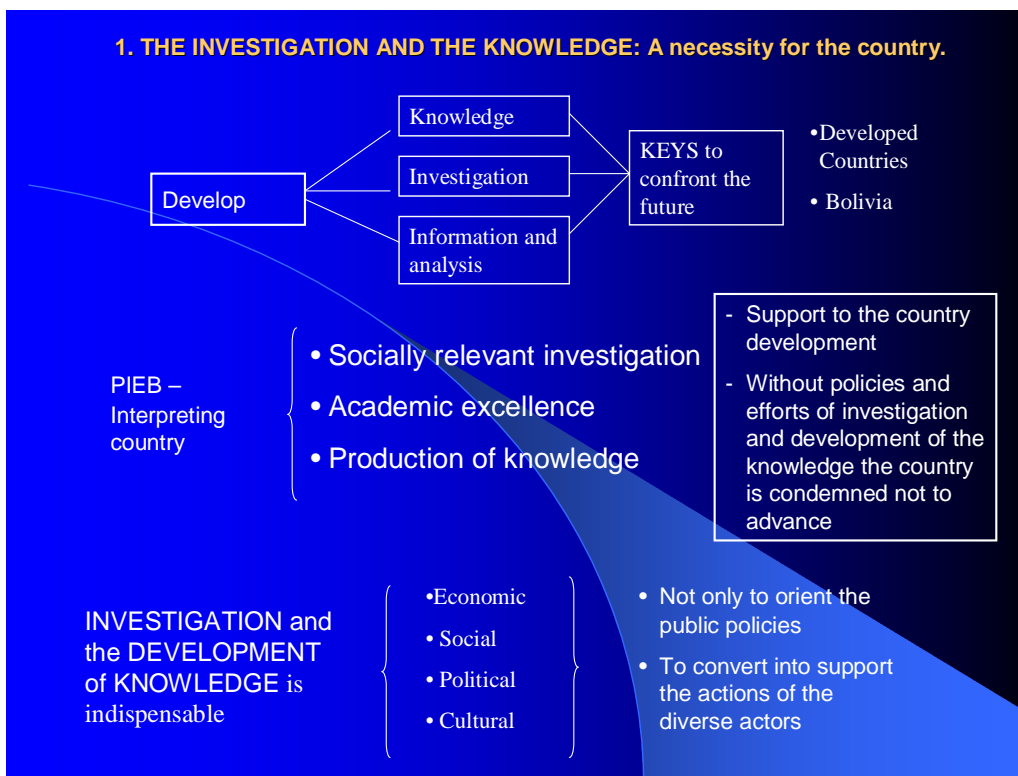
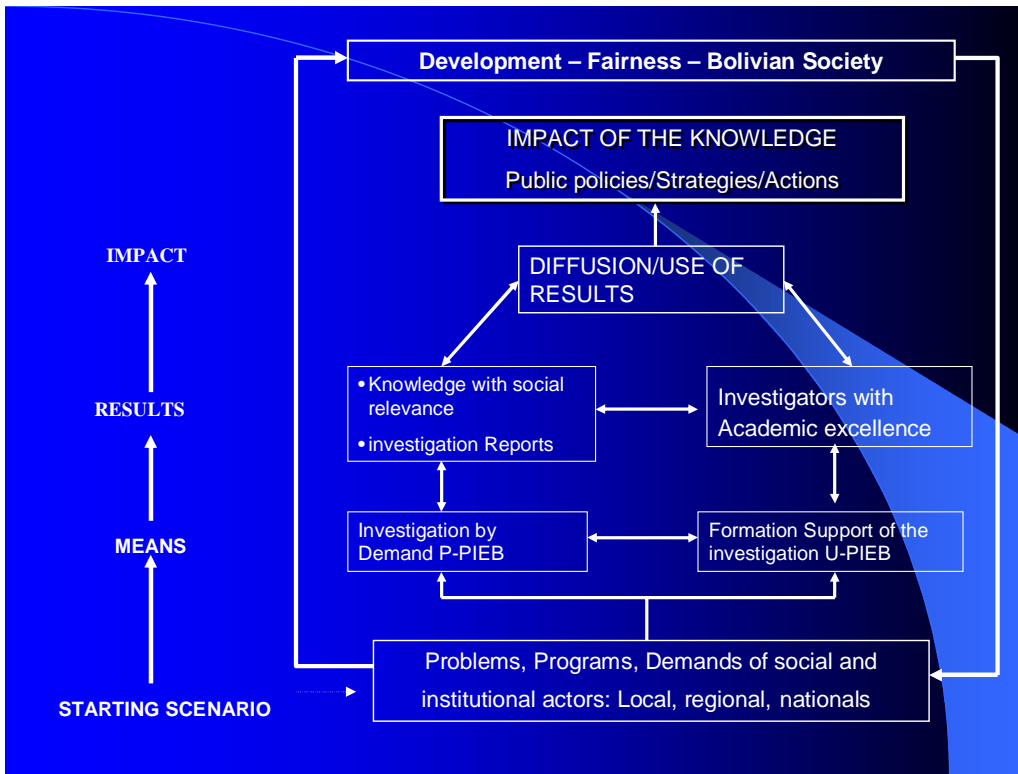
#### **Case study presentation slides**

**BOLIVIAN STRATEGIC RESEARCH PROGRAM  
(PIEB)**

The PIEB, with the support of the International Co-operation from the Dutch Foreign Ministry (DIGIS) promotes a set of Programs that are Ample and Strategic, Multi-Annual Programs of Investigation and Multidisciplinary Investigations, whose action is to strengthen the capacities of scientific research in Bolivia.

**INSTITUTION OBJECTIVES**

1. Support investigation directed to the reflection and understanding of the Bolivian reality, with the purpose of contributing to the generation of proposals to the different national problems faced.
2. Provide an incentive to the production of socially relevant knowledge and multidisciplinary approaches that allow for integrated visions of society, simultaneously promoting academic excellence. For PIEB, developing the knowledge, the investigation and the access to the information are considered as pillars allowing a society to face its future.
3. Promote the formation of new generations of young investigators.
4. To develop regional and local investigation capacity with social relevance



## THE INVESTIGATION BY DEMAND

To construct the investigation agenda to determine the NEEDS and DEMANDS

Consultation  
Workshops  
- Uses

- Social sectors
- Social scientists
- Professionals of NGO's
- State
- International Co-operation

Mechanism – Identify thematic axes of the senior/junior organizers

- Actors and social relations
- Productive transformations
- Social and sustainable development Integration
- Democratization and State reforms
- Cultural transformations and communication

Thematic axis

Line of investigation

Subjects

## GLOBAL LINES OF INVESTIGATION

### •Strategic criteria

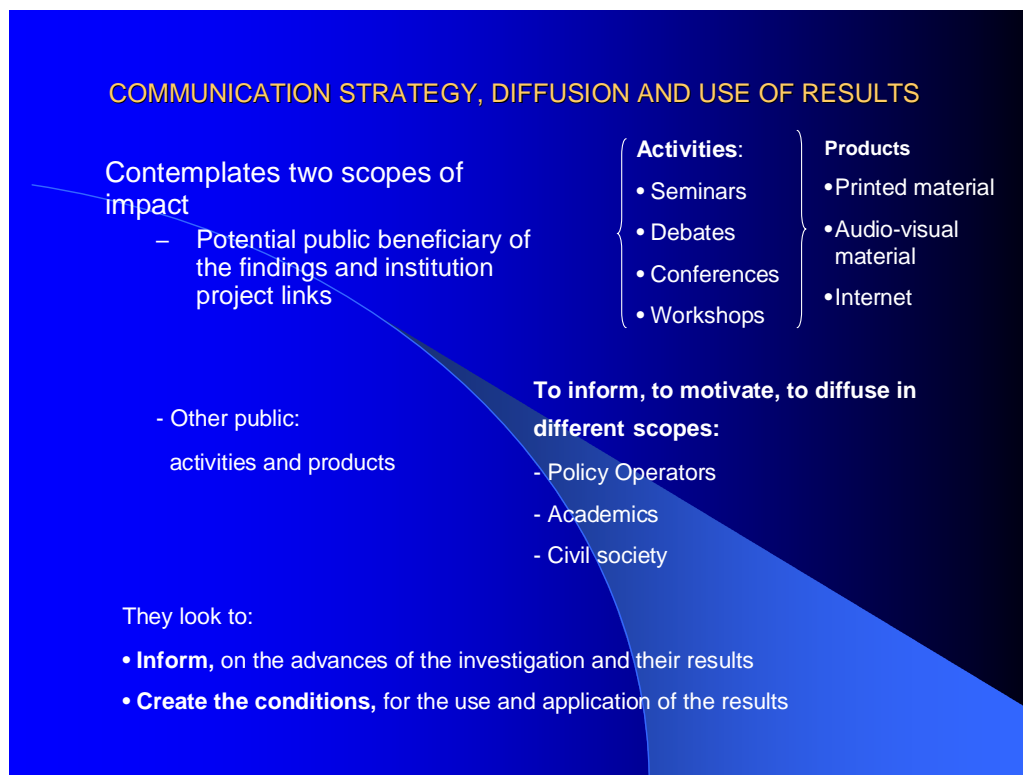
- Gradual, flexibility and inclusion of change processes
- Necessity to encourage the formation of young investigators
- To fortify the academic community
- To encourage regional investigations

### •Diversity of actors, problems and focus

- The investigation in a diverse country, in order that it is democratic and legitimately relevant needs to respect the diversity and the pluralism of the actors
- The PIEB wishes to promote investigations that are open to think about themes with a great degree of freedom and from a diverse perspective

### •Development of the fairness

- Projects qualifying for the support and diffusion – not to be socially grouped or remain enclosed with an elite group.
- Not to repeat the classic state centralism – to think about the decentralization, Local democracy and regional inequality



## Discussion

An academic work team, bibliographical material and economic support as well as a research follow-up accompanies research. In all cases, a support schedule for research quality is considered to promote discussion seminars of the research progress.

- The presentation of results is considered very important. The results are presented to the social sectors where the research was performed. Additionally, awareness of using evidence as political input is achieved by the means of communication.
- PIEB aims to gather experiences and articulates the academic excellence with the social relevance of other research themes. These experiences and the emphasis in using the results allow the investigators to learn and specialize in theoretical and practical management of their themes.
- The selected research should start from the social demands, creating platforms of researchers and participants to collect research needs and identify the thematic axis. In a certain degree, public opinion is requested to propose the thematic axis and know their research necessities.
- Research results should be directed to influence government policies. This occurs since the investigative design. This way, research is articulated to the demands and their continuity by transformation into policies.
- After eleven years, NGOs looked for evidence that did not really emerge from research processes. Some are related to socially relevant themes but are not necessarily articulated with research of academic excellence. It is believed that social relevance is not sufficient but must be articulate with the academic world to generate solid evidence and achieve concrete research. With this basis, one can address the theme of government policies and contribute in a more flexible way to the articulation of research and policies.
- The researchers should be thematically articulated with the key decision makers of government policies and create a contact network between operators and researchers. This way, the State benefits from the research performed.

There should be investigation and creation of evidence directed to articulate the research institutions and the State.

- Many believe that the evidence should be obtained from other sources and that it does not necessarily have to be created by its own account. This implies that the models that connect evidence and government policies are different.
- Everyone understands that the work performed in networks is important to present the evidence to the public sector.

### **Ideas to be gathered. Day 1, Seminar and Workshop: 29 August 2005**

- The experiences of NGOs and other CSOs where research influenced or affected government policies should be gathered.
- It is essential to use a broad concept of government policy, without limiting it to a law or supreme decree but including aspects of an agenda, discussion, debates, elaboration, implementation and monitoring of said government policies.
- Furthermore, it is necessary to work with a broader concept of research, of any type, quantitative, qualitative, academic work, of base organisations, of different methodologies, without limiting the theme to a single type of research.
- It is necessary to establish the idea that government policies are not an exclusively state phenomenon but to recognize that CSOs have an important role on the issues.
- It is necessary to specify that even in those cases where there is a relationship between research and influence on government policy, this relationship is not direct, linear or automatic.
- The modes of influence of research on government policies are diverse and heterogeneous.
- It should be considered that socio - political aspects have great influence in the research – government policy influence relationship
- It should be understood that even if there is research of the highest academic quality, this does not assure conversion into government policies.
- At the same time, it is necessary to comprehend that some government policies did not emerge from evidence product of research. Furthermore, it is more common to elaborate government policies without basing them on evidence but these only emerge as product of political decisions.
- For research to influence government policies there are elements that are beyond the research itself and its quality. For example, participants doing the research, participants that are linked to the researchers, their personal relationships, the nucleus to which they are part of, their access to government and economic power, their access to the means of mass communications, their relation with international cooperation entities, their ability to lobby and negotiate and their proximity to social leaders. In other words, there are many other aspects.
- A theme that is considered important for research to influence government policies is the relationship of their products with the mass communications media.
- It should be explained that many government policies, including proposals of some international organisms, are not necessarily based on solid evidence product of research. This occurs with many policies related to structural adjustments.
- It should be clarified that there are no rational linear transformation of research into government policies model.
- It confirms that reality is more heterodox than what it appears to be at first sight, therefore there is not one model to transform research into government policies, at the most approaches that are open, dynamic and flexible should be considered.
- In reality, many methods can be combined to obtain results at influencing government policies, research, lobbying, rallies, manifestation, legal arguments, international support, assembling national or international networks, technical support, elaboration of information, etc.
- Some participants base themselves on evidence using this in negotiations while others choose conflict. Others do not include evidence but target at influencing government policies.

- The existence of a multiplicity of strategies to influence government policies is insisted upon, even though most are not systematized and in Bolivia there isn't much knowledge of comparative experience on this subject.
- It is established that perceptions on a same subject are very different depending on the source be it from academics, NGO, politicians, decisions makers or other participants in establishing government policies.
- It is explained that many practises applied by participants that influence government policies have multidisciplinary perspectives that include economy, anthropology, law, culture, sociology, and technical analysis.
- The possibility of investigations influencing government policies in countries like Bolivia where State policies do not exist is questioned.
- It is proposed that the international environment and the influence of external participants is crucial to influence government policies on certain issues such as land distribution, demands by native inhabitants, external debt, fight against poverty, PRSP processes and environmental.
- However, as the importance of the international environment is emphasized, it is also established that little is known about the internal relations of the participants or the internal factors that influence government policies.
- It is confirmed that the socializing processes of the research results are weak given that little of what was investigates is communicated.
- It is difficult to create evidence in various fields, due to the fact that the information is not public but managed by specialists or certain government officials as private property.
- It is confirmed that in general there is a lack of connection between research and the government agenda.
- There should not be academic judgment during the analysis of evidence since this has various origins: hard line academic nucleus, NGO that perform diagnostics, communities that generate information or other sources that do not necessarily work with formalized academic models.
- It was agreed that socially relevant investigations should be promoted. However, care should be taken when understanding that said relevance is different for each type of participant.
- It is affirmed that a good method, although not the only one, is to attract the demand of participants by means of the research themes. This could transform them into socially relevant and maybe include participants that might promote their influence on government policies.
- Furthermore, it is proposed that not all socially relevant research results – in an automatic manner - in the influence of government policies.
- An aspect to be highlighted is the need to differentiate at a national, regional and local level, where research that influence government policies are different.

## **Recommendations**

- To establish in Bolivia as a product of the discussions a learning or community circle on these subjects.
- Generate flexible approaches and not strategic models to articulate research and influence government policies.
- Investigate how government policies are implemented.

Introductory speech for the group work (Enrique Mendizabal)

### Case Discussion

- Successes and opportunities  
What seems to work well in Bolivia?

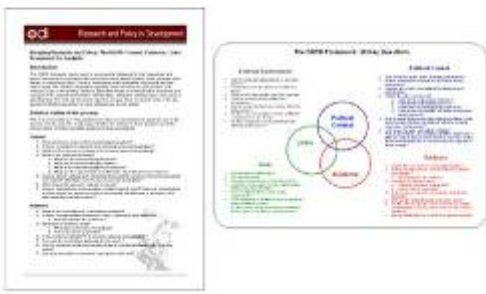
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### Group Work and Discussion

- Choose a case
- Explain the approach/strategy
- Explain the key factors that influenced the approach/strategy


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### Using the approach



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### Using the approach



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### Case Study : Environmental Contamination in Peru

- NGO Work, Ilo, Moquegua
- External influences: II International Water Tribunal
- Political context: Regional support but conflict at the national level
- Evidence: Contamination Technique
- Links: Close relationship between the NGO and local government

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### Lessons

- The strategy depends on the context.
- It is a long process and a learning process (2 steps forwards 1 step back).
- The process itself can create evidence.
- Hierarchies of evidence are based on hierarchies of values.

### Lessons

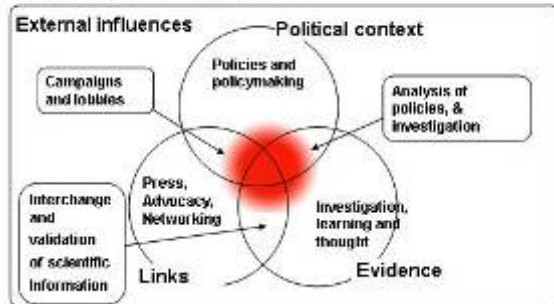
- Narratives of development have effects on the strategies success or failure
- Legitimacy and credibility depend upon the quality as well as the type, presentation, source and means

### Group Work

- Use the RAPID Approach
- Choose a case
- Identify the critical factors
- Determine the usefulness of the approach

### Tools to influence policies

### A practical approach



### What do the investigators have to do?

What must they know?	What must they do?	How to do it?
<b>Political context:</b> <ul style="list-style-type: none"> <li>• Who formulates the policies?</li> <li>• Do they demand new ideas?</li> <li>• What is the political process?</li> </ul>	<ul style="list-style-type: none"> <li>• Know those who formulate the policies</li> <li>• Identify the supporters</li> <li>• Be alert and prepared for opportunities</li> </ul>	<ul style="list-style-type: none"> <li>• Works with them – look for commissions</li> <li>• Strategic Opportunities</li> <li>• Have sufficient time and resources</li> </ul>
<b>Evidence:</b> <ul style="list-style-type: none"> <li>• What is the present theory?</li> <li>• What are the present narratives?</li> <li>• How do you get on them?</li> </ul>	<ul style="list-style-type: none"> <li>• Establish credibility</li> <li>• Offer practical solutions</li> <li>• Establish legitimacy</li> <li>• Present clear options</li> <li>• Use formal and informal</li> </ul>	<ul style="list-style-type: none"> <li>• Build a reputation</li> <li>• Investigate on a practical basis – pilot projects</li> <li>• Good communications</li> </ul>
<b>Bonds:</b> <ul style="list-style-type: none"> <li>• Who are the interested parties?</li> <li>• What networks exist?</li> <li>• Why are the connectors and the outsiders?</li> </ul>	<ul style="list-style-type: none"> <li>• Know the others</li> <li>• Work through existing networks</li> <li>• Establish coalitions</li> <li>• Construct new networks</li> </ul>	<ul style="list-style-type: none"> <li>• Construct alliances</li> <li>• Verify 'networkers' keys and sub-coordinates</li> <li>• Use informal contacts</li> </ul>

### Recent Case Studies

- Monitoring of public budgetary processes
  - Brazil
- Participation of CSOs in Participative Processes of Poverty Reduction
  - Bolivia
- Evidential use in environmental litigations
  - Peru

### Lessons

- The strategy depends on the context.
- It is a long process and of learning (steps forwards and back).
- The process in himself can create evidence.
- Hierarchies of evidence are based on hierarchies of values.

### Lessons

- Narratives of development have effects on the success or failure of strategies
- Legitimacy and credibility depend on the quality as well as on the type, presentation, source and means

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## Recommendations

- **General**
  - Think Tanks
  - Networks
  - Map of processes

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## Recommendations

- **Specific**
  - **Context**
    - Know the policymaker
    - Choose the process stage
  - **Evidence**
    - Use the indicated evidence
    - Use tangible and benefiting evidence
    - Demonstrate the long term benefits and their effect on short term pressures

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## Recommendations

- **Specific**
  - **Bonds**
    - Not only to communicate but to converse
    - To make links through friends and colleagues
  - **External Influence**
    - Not to fight with beliefs nor values

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## Stakeholder Analysis

**Why:**

- To understand who wins and who loses from a policy or project
- To arrive at a consensus

**Steps:**

1. Identify the Stakeholders
2. Workshop analysis
3. Strategy Design

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## Analysis of Force Fields

- To identify what we aim to achieve
- To identify forces in favour and against
- To identify what are the most important
- To develop strategies to reinforce those in favour and reduce those against

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## Analysis of the political context

- The macro-political context
- The process of the sector's subject
- The implementation process and practices
- To identify decisive moments in the political process
- How do the decision makers think?

<i>(e.g. in the Middle East)</i>	Degree of politicians interest		
	High	Medium	Low
Public	1	3	6
Personal	5	4	1
Special	6	1	3

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## Mapping of the political process

- General themes of national and international context
- Specific policy themes (i.e. the political cycle)
- Who are the key actors? (Stakeholder analysis)
  - Arena: government, parliament, civil society, private sector, etc.
  - Level: local, national, international
- What are their interests and influences?
- Matrices of processes and policies
- Analysis of political and administrative feasibility
  - Sources: M. Grindal/ Court

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## SMEPOL Project Egypt

- Mapping of the political process
- RAPID Model
- Stakeholder Analysis
- Force Field Analysis
- SWOT (FORD)
- Strategic planning

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## Communication Strategies

- To identify the public objective (s)
- To identify the message (s)
- Promotion
- To evaluate the impact and to change if necessary
- A good strategy is
  - Interactive
  - Multi-format

The DELIVER Project:  
 • Information Strategy-Lessons  
 • Materials

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## Networks

- Role of political networks
  - filters
  - amplifiers
  - investors / suppliers
  - facilitators
  - organisers
  - communities
- Policy Code Sharing - StarAlliance
- "Some networks net; some networks work"

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## Writing a good Policy Document

Offering a solution to a policy problem

- The political community
- The political process
- Structural elements of the document
  - Description of the problem
  - Policy options
  - Conclusions
- Key subjects: Oriented to the problem, multidisciplinary, focussed, applied, clear and without complex concepts.  
 [Source: Young and Gundy, 2002]

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## Organisational development tools

- Knowledge, attitudes and practice:
  - questionnaire of entrepreneurs
  - Training and follow-up
- Knowledge Management (KM)
- Organisational development
  - Finances, admin & human resources
  - Strategic Planning
  - Fundraising and reports
- Constructing an organisational profile
  - Communications, public relations and the media

Shuck, 2002, Local Governance Institute, Open Society Network, Budapest

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## Outcome Mapping – map of results

- Focused on:
  - Behaviour changes
  - How we can facilitate, in place of causing, change
- It recognizes the complexity of the development process
- It looks for logical bonds between interventions and results
- It locates the program within a wider context of development
- It includes all the participants of the program and their partners
- Concentrates on the ambit of action/sphere of influence of the program

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## Outcome Mapping: example

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## The ODI approach

- Policy Entrepreneur
  - Story teller
  - Networker
  - Fixer
  - Engineer
- Communications Strategy
- From project to program

## **Objectives of the group work**

- Explain the strategies used to influence government policies.
- Identify the key factors that influenced the strategies.

## **Group A: Bolivian experience**

### **Case, Gender Government Policy, the elaboration of the Quota Law <sup>6</sup> (Zulema Alanes)**

The incentive was to influence gender government policies. The “Women Program” of the Vice Ministry of Gender aimed to establish the Quota Law. This was accomplished by communication and participation of the civil society and the support of various NGOs as well as base social organisations and political associations.

As a first step the Women’s Political Forum was created. Additionally, women in the Bolivian parliament were organized so as to perform specific tasks from within the Congress. Work of lobbying and advocacy was performed that included public audience interpellation of politicians on these issues.

Lobbying was performed in different circuits, working at a committee level. There was not a direct or unique mechanism with the civil society. Mobilization was achieved by means collection of support signatures and mass participation and marches were used. Furthermore, the legal aspects research was performed. In other words, the tactic of using various and different fronts was applied.

### **Strategies:**

- Organisation and communication of the civil society. This strategy was established in a series of meetings (National Assembly) and political forums on women. In addition, research work was performed. Research to support themes related to discrimination and government participation of women was developed. There was a substantial participation by the political parties. This Forum defined the agenda on the quota law.
- Theoretical research, especially in the field of comparative legislation.
- Organisation of “representatives” to establish dialogues with some participants. .
- Development of simultaneous strategies. The lobby in Parliament was achieved as a forum as consequence of the organisation Unión de Mujeres Parlamentarias (Union of Women in Parliament).
- Work with the different political groups within the Parliament.
- Meetings with the leaders of the political parties.
- A network of contacts was established. At the political level, public requests were made with the leaders of the political parties to politics of the different parties.
- Communication was a crucial strategy.

### **Context factors:**

The world meeting held in Beijing was an important element. The mobilization at a national level based on said meeting was a key factor.

New forums were created with the participation of political party representatives. The new forums (one for each Departments of Bolivia) had the participation of their parliamentary representatives (senators and members of parliament of each Department).

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<sup>6</sup> Speaker: Zulema Alanes, Ex viceminister of Gender.

Campaigns to recollect signatures were developed to count with a greater participation.

Publicity: Flyers and publications were used. An international agenda was elaborated. Additionally, they had rallies during Parliament sessions. For each event, emblematic figures were used.

At a rural level, women in the municipalities elaborated a preliminary plan for a law against political harassment.

### **Factors that influenced the strategies**

Democratization is discussed in the international and national context. The country had begun to discuss this democratic agenda and how to apply the strategies. During this discussion process, the following was established:

- Previous work by various NGOs that had focused on the gender issues.
- The existence of financing. The State and some cooperation allies contributed with resources. These resources were not for this phase but had been given for the thematic of gender since various years.
- Additionally, NGOs had been contributing with financing for these issues for years.

Since this was a plural cause, the articulation of women in parliament their participation crossing partisan lines on this issue was possible.

Mass communication media coverage of public interpellation of politicians on the issues applied a more direct lobby.

Beijing was an important event because it defined issues that the international cooperation entities could finance.

Research and its application already existed but Parliament had to get involved or identify with the participants to reach government policies. Women in parliament identified with other women of civil society that were asking to be heard.

The means of communication appealed to the political parties to implement the quota law in their agenda.

There were informative reports and summaries of discussions related to women's need. A debate was held at the level of the mass communication media that were aligned with the objectives.

Data was presented to the media. Signature gathering campaigns were executed to develop actions within Parliament.

### **How these strategies help in different cases**

- The strategies developed for the Quota Law should be gathered for the future Constitutional Assembly that will take place in Bolivia in the year 2006.
- There is an unfavourable international context.
- For example, in the case of the Law on Sexual and Reproductive Rights the strategy was to get the law approved without the need of social mobilization.
- The enactment of said law is demanded, although the Parliament approved it, the executive branch of government did not promulgate it.
- All the mechanisms used to influence government policies of gender are valid.
- There is no clear information. All subjects related to questions of gender are distorted.

## **Group B: Bolivian experience**

**Theme: Application of the Environmental Law resulting from Petroleum contamination caused by Transredes<sup>7</sup> (Hans Moëller)**

### **Problem**

In the past, before this last event the international company Enron caused 145 petroleum contamination events. One of them impacted the Rio Desaguadero (principal river of the Oruro Department) but none of these events were taken into consideration or pursued.

This specific case was an oil spill that contaminated 190 kilometres caused by a rupture in the Sica Sica – Arica oil pipeline controlled and managed by the Transredes international company. The oil pipeline was fractured due to a flooding event of the Rio Desaguadero. Transredes, the company responsible did not respond and manage promptly the rupture (Transredes is related to companies such as Neron and Shell).

The Oruro social organisations placed a formal complaint to the Ministry of Sustainable Development but no actions were taken. Organisations such as Fobornade, Foro boliviano de Medio Ambiente (Environmental Forum of Bolivia), were active in the formal complaint as they had experience from similar events in Ecuador.

The Oruro Regional Government (appointed by the central government) avoided the problem and transferred it to the central government. Their Environmental Unit did not fulfil their function. The Regional Government probably defended the company.

Transredes tried to hide the evidence of the oil spill in spite of the many kilometres of petroleum contamination.

The existence of elevated contamination was roughly verified. There was few empirical data; eyewitness testimonies of land contamination, death of animals and plants and emergence of some illnesses. Some of those affected took pictures of the oil spill.

Based on these testimonies, the number of contaminated kilometres and the economic effects caused by the oil spill were quantified. A gradual research, step by step, was developed according to the necessities of the formal complaint.

There was some empirical evidence; some small partial and general investigation was performed. For example, the amount of oil pumped daily was obtained from the refineries. Based on this information, the amount of petroleum spilled in Oruro was calculated.

### **Context**

There was a lack of water. As a result, cattle died, crops were lost and the people were in a desperate situation.

Transredes did not have an emergency plan. They only sent 20 workers to clear up the contaminated material; this response was considered ludicrous by the local inhabitants.

### **Strategies**

The social organisations did not count with an investigative strategy or evidence generating strategy.

The Oruro social organisations, with the support of some NGOs, and in particular from CICEP, found international support for subsequent research. Volunteer environmental engineers from the Stanford University brought in by environmental NGOs were an invaluable help.

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<sup>7</sup> Speaker, Moëller, social leader of Oruro, department where the petroleum contamination was produced.

The Transredes company refused to provide any information even when Lidema, Liga del Medio Ambiente (Environmental League) pressured them.

The Oruro social organisations wanted the implementation of the Environmental Law, a law that had never been applied even though the Law established Environmental Auditing.

A strong communication campaign to publicise the spill and denounce the company was planned.

Social mobilization to denounce the company and to obtain indemnity for damages was performed.

A legal basis was generated to be able to negotiate with the company and appeal to the State to apply the Environmental Law by implementation of environmental audits.

The mobilization of civil society, united in relation to the complaints, was a central element.

Canadian environmental NGOs were asked to support in the legal aspects. Their researchers helped to address the problem.

The Canadian technical support helped to establish that the contamination was not only of petroleum but also of residual petroleum with an elevated degree of toxicity. This greatly complicated the problem.

Little by little, civil society started to have different opinions on what legal path to take. For example, the Oruro Civil Committee intended to follow the difficult and hard line path of legal action, with the objective of imprisoning the company managers. Prestigious attorneys of the radical wing defended this position in the belief that Oruro could be the plaintiff in the trial of the century and win it. Few were concerned that this would imply severe harassment from the company towards Oruro and its civic leaders.

The technicians of the Canadian NGO recommended not going to trial directly against the company because those lawsuits are usually very long and tedious. In addition, due to the power the company had, they would probably win the lawsuit. They supported their opinion with comparative international experience. Furthermore, they proposed that the judicial system and justice in general is very deficient in several countries, where bribery is an issue. The social leaders, in charge of the national issues, understood that the aspect of justice in Bolivia could be unfavourable for them in a lawsuit.

All the previous arguments made it possible to better define the strategy. The strategy was to avoid trial and emphasize on the application of the Environmental Law using the legal figure of company negligence. Furthermore, the social leaders of Oruro had previously been recommended to apply this strategy by the Supreme Court of Sucre as that they considered it more feasible. The friendship relationship between some Oruro social leaders and Supreme Court judges facilitated the meetings.

Technically, the inhabitants of the area and Bolivian and foreign NGO technicians improved the contamination evidence. Subsequently, a mobilization system based on this evidence was developed to obligate compliance of the Environmental Law. An area of 190 km affected by the oil spill was verified.

With such a large mobilization, the Transredes Company contracted 1,500 workers for daily wages of three dollars a day during two months. Many workers lived in the area, farmers that earned daily wages. The company believed that this way the farmers would not mobilize anymore but this was not accomplished.

The farmers continued to mobilize for the government to impose the law that allowed Environmental Auditing. It was believed that the audits, given their legal effect as law, could be a

way for the people to seek indemnity resulting from the effects caused by the oil spill contamination.

It was established that the Department Environmental Councils did not work but they were a necessity. It was insisted to the Ministry of Sustainable Development for these councils to function properly so that there is an institutional support in Oruro.

As a strategy of their own, Transredes continued to hire local farmers to clean up their own land. They paid them to execute this task. Their objective was to avoid the implementation of the Environmental Law by convincing the affected parties to desist on their claims and actions. Transredes used many economic means to demobilize the people. They hired special police and bribed the leaders of the affected party but this could not prevent the mobilizations.

Some mass communication media pointed to the international company but some television stations recipients of paid advertisement from Transredes tried to hide the problem.

The company strategy was changed and paid farmers to work and clean all the residual petroleum in their land. Not even with this strategy did the company prevent the mobilizations. The leaders of the movement proposed to the farmers that they would lose a lot if they desisted of their demands.

The Sector Superintendence intervened and asked for the environmental audit. At the same time fined the company a hundred thousand dollars.

The President of Fobomade, the principal civil society organization where most of the society organisations were included, was elected five consecutive times as president of the institution, to ensure that the momentum in the processes against the company was not lost.

## **Result**

The result was that the Environmental Law was applied. At the end, the Ministry of Sustainable Development authorized environmental audits. Multidisciplinary teams were employed to perform the environmental audit. At the conclusion of the audits, Transredes was found responsible and was forced to indemnify the farmers through their municipalities.

The company had to pay the indemnities. They paid a total of six million dollars, that was divided between the affected municipalities. This amount was distributed between the farmers according to the size of affected land. During the whole process resulting from the oil spill Transredes disbursed 46 million dollars to clean the affected land.

## **Group Analysis of how to use the Rapid Model and examples of ODI**

### *Key questions for the Rapid Approach*

#### **Political Context**

- Who are the key political participants?
- Is there a demand for research and new ideas between the political policy developers?
- What are the resistance forces to policies based on evidence?
- Which is the political project?
  - Which are the policy structures?
  - Which are the policy processes?
  - What is the relevant political legal framework?
  - Which are the adequate opportunities and moments to participate in the formal processes?
- How do the political, economic and global social structures and interests affect the policy elaboration process?

- Who determines the policy objectives?
- How do assumptions and narratives influence the policy process? Until what point are decisions routine, gradual, fundamental or emerging? Who supports or resists them?

### **Evidence**

- Which is the current theory or prevailing narratives?
- Is there sufficient evidence (based on research, experience or statistics)?
  - How diverging is the evidence?
- What type of evidence exists?
  - What type of evidence convinces the policy shapers?
  - How is the evidence presented?
- Is the evidence relevant? Is it correct, material and applicable?
- How was the evidence collected and by whom?
- Are the evidence and its sources credible and reliable by the policy participants?
- Has evidence or research been ignored? Why?

### **Links**

- Who are the key interest groups?
- Who are the experts and specialists?
- What relation and network exist between them?
- What roles do they play? Are they mediators between research and policies?
- Who does the evidence that they communicate and use belongs to?
- What institute or individuals have significant power to influence policies?
- Are these participants and networks legitimate? DO they represent the poor?

### **External Influence**

- Who are the most important international participants in the policy process?
- What influence do they have? Who influences them?
- What are their priorities and research mechanisms?
- What are their priorities and political agendas?
- How do social structures and customs affect the policy process?
- Do economic, political or social tendencies that affect the guidelines exist?
- Are there exogenous shocks and tendencies that affect the policy process?

### **Answers of the Groups**

#### **Group A: Elaboration of the Quota Law**

##### *Participants*

- Women's movement
- NGOs
- Political Parties
- International Cooperation

##### *Resistance*

- Communications media
- Some politicians
- Radical feminist movements

- Government officials

#### *National context*

- Political reform in the agenda
- Opportunity in the future elections
- Reform to the electoral code
- Weakening of the Structural Adaptation Program applied in Bolivia since 1985

#### *Narratives*

- Equality of gender: women as promoters
- Change in the social context of gender recognition
- More participation of women in economical, social and political aspects (encroachment in positions)
- More participation in democracy

#### *Evidence*

- Social debt
- Triple discrimination to women
- Studies and data (statistics from the INE; Instituto Nacional de Estadística – National Statistic Institute)
- Demographic, sociological, economic and other researchers
- The relation between women and politics with incipient research. The Sub-Secretariat of Gender Aspects promotes research deriving in: reality, testimonies (symbols), arguments, comparative legislation.

#### *Links (relationships between actors)*

- Women's movement
- Civil society and political women
- Leaders of the change movement had a relation with politicians and members of parliament.
- The political forum served to mobilize, research, parliament relations and specific functions.
- Representatives
- Communication media  
The Women Political Forum was an urban representative movement.
- Close relation of the Sub-Secretariat of Gender Aspects with international technical cooperation entities.

#### *External Influences*

Leaders of political parties (authoritarian)

Women in political parties

Members of parliament

Participants of resistance

- Effect of the impact between the communications media, some of them that had no interest in the issue.

#### *International participants*

- Beijing
- International cooperation (Netherlands, Sweden), bilateral, multilateral

#### *Socio-cultural behaviours*

- Debate, Chacha-warmi concept (women)
- Social debt
- Pending social debt concept
- Tendencies to make social policies
- Duty to settle debt
- Inequality in the distribution of wealth

## Group B: Application of the Environmental Law for oil spill<sup>8</sup>

### *Participants*

#### *In favour*

Fobomade  
 127 communities  
 Specialist of Canadian NGO  
 International specialists  
 Hydrocarbon Superintendent  
 NGO  
 Uritas, Cisep  
 Religious organisations involved in social issues  
 Environmental audits  
 Volunteers of Stanford University

#### *Against*

Transredes  
 Enron  
 Shell  
 Ministry of Sustainable Development  
 District Police Headquarters  
 Local Radios

### *External Influences*

1. Who are the most important international participants of the process?

Transredes (internal and external)  
 ENSER-International auditing Company

Enron  
 Shell  
 American Embassy  
 BID  
 World Bank

Canadian environmental NGO  
 Environmental volunteers of Stanford University

2. What influence do they have? Who influences them?

#### *In politics*

National economy  
 Authorities  
 Means of communication

Evidence (Contributions)  
 Definition of Strategies  
 Experience  
 Environmental commitment  
 Motivation

3. Investment and Profit

Investment and profit  
 Expansion

Environmental Defence  
 Social and environmental responsibility

<sup>8</sup> This group decided not to work all the questions.

4. What are their priorities and political agendas?

Junction  
Company image

Fast Solution  
Loss of productivity  
Lower costs of mitigation  
Do not lose money  
Do not lose time  
Protect the directive structure

Environmental Audits  
Physical and chemical analysis of soil and water  
Specific research  
Testimonial

5. How do social structures and customs affect the policy process?, includes 6: Do economic, political or social tendencies that affect guidelines exist?

Control of political power  
Patronage  
Lack of accountability  
Lack of government ethics  
Population receives money from anywhere  
Work for the person that pays

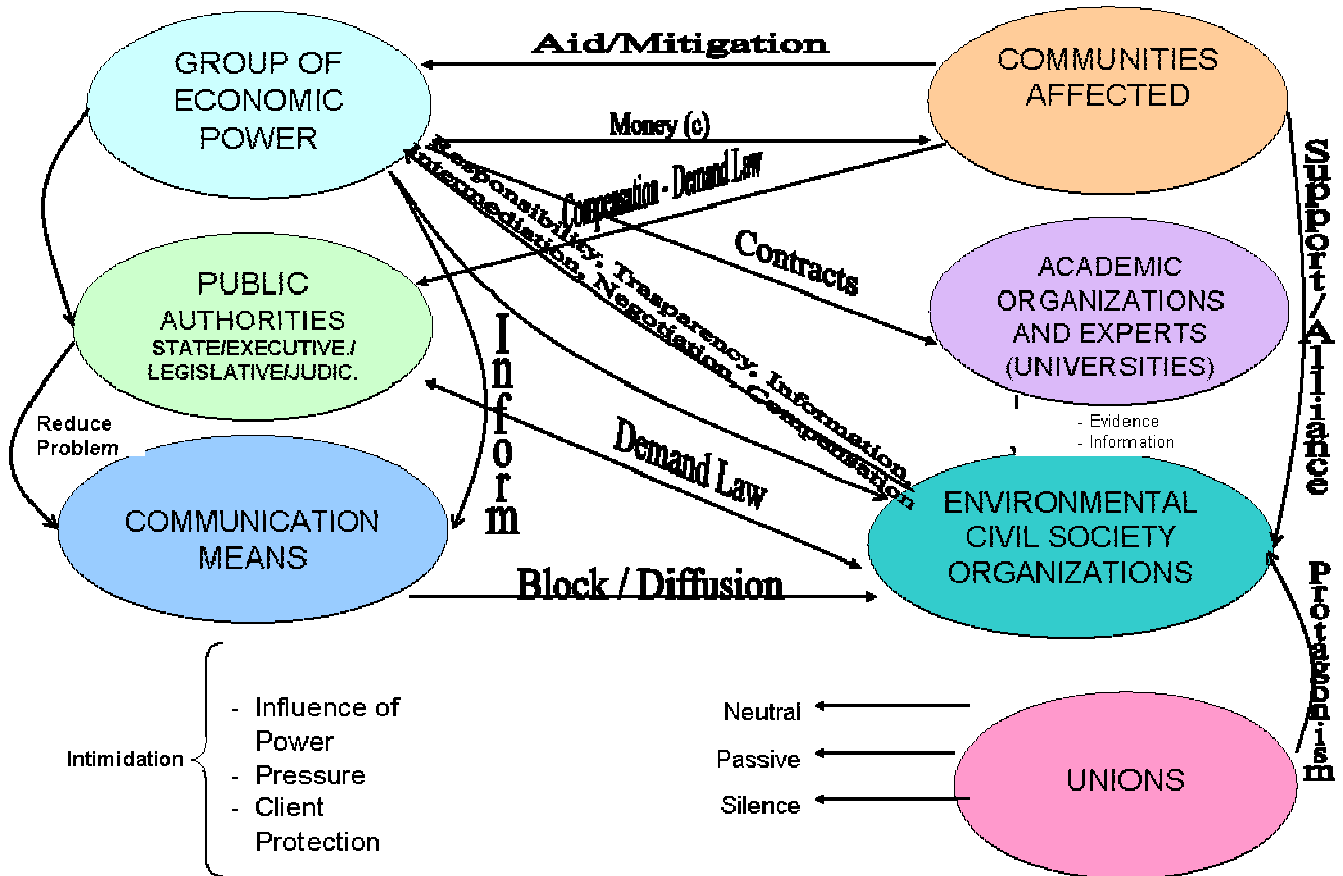
Strengthen local organisations  
Environmental customs

6. Are there exogenous shocks and tendencies that affect the policy process?

International scandals

Environmental tendencies

Links



## Participant's suggestions on how ODI can collaborate in the government policy process<sup>9</sup>

### 1. First Priority

- Support research with the objective of influencing government policies.
- Increase the number of case studies and new methodologies in group research projects.
- Support themes related to native citizen participation.
- Support the grouping of experts that work in the elaboration of evidence or influence the definition of government policies.
- Technical cooperation for future State reforms.
- Methodically support the systematization of experiences and the improvement of methodological designs.
- As cases are different, standardize a methodology for each one.
- Promote research that endorses government policies.
- Facilitate information of government policies experience from other countries and the methodologies used.
- Exchange information and consider experiences of actions to influence government policies. For example: establish opinions and suggestions about a case of our institution.
- Participate in a network of elaboration of research that has influence in government policies.
- Develop a program with ILDIS in Bolivia.
- Access information about institutions that promote or support social research.
- Theorize on the relation of RAPID with the construction of an inclusive democracy. For example, citizen exercise.
- Claudia Muñoz Reyes would like being a collaborator or part of a research tht ODI will develop in Bolivia. Her experience includes themes of sustainable human development (health, education, gender, amongst others) and local economic development related to the strengthening of democracy. She would also like to work in research works that support the development of capacities.

### 2. Second priority

- Support initiatives that evaluate compliance with government policies in critical sectors such as health, education and environment.
- Be able to work in research of strategies elaboration to influence the implementation of government policy agendas on mining and environment. Sustainable production without contamination.
- Elaborate simple and uniform tools of case presentation to exchange experiences in the network.
- Incorporate a proposed approach, instruments that allow measuring the role of power and personal relations, personal characteristics that intervenc when taking advantage of researches (and other strategies) to define government policies.
- P.E. Strategic analysis of power
- Differentiate between the importance of research and evidence and when is it most useful.
- Transfer systematized material as tools that describes the work of influence and research that performs our institution.
- Access to networks of institutions researching social problems.
- ODI should develop a research on the next Constitutional Assembly and its influence on the generation of government policies in Bolivia.

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<sup>9</sup> Each participant filled three cards, ordering from first to third in order of priority. The cards were copied literally.

- Progress in the operation of a network for the application of the RAPID method.
- Spread the RAPID approach and generate the capacities of experts in Bolivia.
- Incorporate to the model mechanisms and research that support the follow-up process and surveillance of government policies.
- Necessity to consider political or research positions and how this influences the collection of evidence.
- Inform more experiences where research has resulted in government policies.

### 3. Third Priority

- Training of elements part of the policy formulation process.
- Training to better manage the model.
- Necessity to theorize the relation of RAPID and the communication “strategy” proposals.
- Elaborate an internship program to develop the capacities and strategies.
- Facilitate the experience exchange process.
- Support the systematization of experiences.
- Methodological information of the systematization of research experience.
- Obtain information on a case where the application of the RAPID method was successful.
- Promote training and information exchange events between the identified experts of the countries.
- Emphasize and support the elaboration of research for government policies.
- Specialize or consider the professional participants that are involved in this work.
- Strengthen local organisations with technical assistance and financing for future research related to improving government policies in Bolivia.
- ILDIS-ODI: execute Project in the departments of Bolivia.
- That CICEP relates with ODI in research programs and support with all of ODI’s experience in the identification of RAPID and CSPP and ODI factors.

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