

**ANSA-GTZ-WBI Workshop on “Strengthening State-Civil Society Engagement in the Governance Agenda”  
Summary Report  
Draft: October 2009**

# **“Strengthening State-Civil Society Engagement in the Governance Agenda: Toward a Common Vision”**

**October 1-2, 2009  
GTZ Headquarters, Eschborn, Germany**

## **1. Setting the Stage: Background and Key Questions**

On October 1-2 2009, the World Bank Institute (WBI), GTZ, and the Affiliated Networks for Social Accountability (ANSAs) convened 35 key proponents of the good governance and transparency agenda at GTZ headquarters in Frankfurt, Germany to develop a common vision for strengthening state – civil society engagements in partner countries. Participants were drawn from the donor community, civil society, academia, and various government agencies, and from a wide range of regions around the world. The workshop was supported by the GTZ Advisory Project Good Governance and Democracy, which is commissioned by the federal Ministry for Economic Cooperation and Development (BMZ). The formal objectives of the event were to:

- Examine the state of play of the good governance agenda, with a particular focus on demand-side governance and social accountability, and identify gaps in support that need to be filled;
- Explore substantive partnerships on key thematic areas;
- Create greater coordination, networking and knowledge exchange and identify concrete ways to move forward.

The workshop framed the issues at hand in an action-oriented way -- focusing on the gaps in support and requisite capacities – to emerge with an enhanced understanding of the current state of play and a shared vision for moving ahead in filling these gaps. To this end, much of the workshop was structured as small brainstorming group work. Over the course of the two days’ discussion, participants examined how to revitalize the social accountability aspect and overall governance agenda within their respective institutions and to seek creative, innovative, and concrete steps in moving forward.

Discussions over the course of the two days centered upon some of the following questions and issues:

- The historical lever for civil society being able to demand more accountability and transparency from the state was through taxation. Given this background, are we coming about the problem in the wrong way? Can external actors support strengthening state- civil society engagement? Is it even possible to inject what we call “social accountability” into this relationship given its historical roots and evolution?
- Recent years have been marked by an “opening” of the environment for information, with the advent and popularization of the Internet, cell phones, and the concurrent passage of freedom

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of/right to information legislation in many countries around the world. Such a proliferation of easily accessible information should have been a boon to development and the active and meaningful participation of citizens in governance – but has it really been so? If not, why? What can donors, civil society, government, and other proponents of the good governance agenda do to make information more accurate, accessible, and effective for the purposes of mobilizing coalitions in support of reform?

- Evidence-based negotiations are undoubtedly a strong technique for building partnerships and joint government and civil society agendas. How can both state and non-state actors develop their abilities to collect, analyze, and utilize reliable data for stakeholders?
- There is a paucity of hard, evidence-based research and documentation of social accountability practices and results. There is a need for more such research, with a special focus on the factors of success in different types of political, social, sectoral, and economic contexts
- We hear much about the lack of political will as an obstacle for governance reform. But in many cases, parts of government are indeed willing to work as a partner in bringing about change. How can we better equip civil society to engage with willing policymakers in translating shared visions into results?
- Both individual and institutional leadership capacities to pursue social accountability initiatives and achieve effective governance reform need to be strengthened. But what sort of capacities do these leaders need, and who is best positioned to provide this support?
- Understanding the political context of change is key. Capacity development efforts should not and cannot ignore the vital skills of political economy analysis and stakeholder mappings.
- Experience shows that the private sector can be a powerful ally in coalitions for change. Yet too often, this stakeholder group is overlooked. How can efforts better incorporate the private sector and leverage its position in achieving governance reform?
- Donors tend to “project-ize” efforts, using a fragmented approach as opposed to a more integrated, “systems” approach. How can we shift institutional incentives and avoid this tendency?
- Above all, international experience shows us that the adoption and institutionalization of social accountability practices is a long-term process. This fact should be recognized in setting realistic goals and expectations for reform efforts.

**John Clark**, an independent consultant with a long history of working in the field of social accountability, gave the keynote address of the morning session (See Attachment). He began with a definition of social accountability as the tools and activities that allow rigorous analysis to be formed by aggregating grassroots perspectives into hard evidence. Rather than acting as a substitute, these mechanisms complement formal accountability, especially where that is ineffective.

A global review of social accountability initiatives showed that, while quite varied in terms of implementation, there are four broad, overarching areas of participatory governance at national and local levels:

- Public agenda-setting,
- Public policy-making and planning,
- Public budgets/expenditures, and
- Public services and oversight.

While there is indeed some evidence that these types of approaches work, there is a clear need for more systemic gathering and analysis of what has worked and what has not worked. Experience also shows that social accountability approaches are much more effective in some places than others. Critical

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success factors on the government side include government leaders’ willingness to listen, capacities for participatory governance, and an appropriate policy environment based on trust.

Civil society also needs to be equipped with the appropriate complementary capacities and skills – including (but not limited to) leadership, analysis capacity, negotiation and communication skills, resources, political maturity, and preparedness to trust engagement. Civil society capacity is often weak at the national levels, in contrast to relatively stronger capacities at the international and local levels.

Governments have a range of often-valid concerns regarding civil society engagement: do these activists really speak for the poor? Do they represent a foreign agenda? Does their work have the potential to undermine democratic state institutions? Do they exemplify the transparency, accountability, and legitimacy that they demand from the state?

While the global environment for social accountability is indeed improving, several disturbing trends show threats to civic engagement in public deliberation. For example, the post 9-11 war on terror has had the unintended consequence of “demonizing” civil society in many parts of the world, with many governments restricting civil society organizations from receiving overseas funding, requiring funds to be approved and/or routed through government agencies, and thus compromising their independence and ability to effectively advocate.

The main opportunities or entry points for donors in creating constructive state-civil society engagement include:

- Fostering the conditions for state-civil society familiarity and trust through joint research, dialogues, and trainings;
- Identifying and supporting champions from both government and civil society, including the private sector;
- Encouraging civil society organizations to act more constructively by proactively proposing options instead of focusing efforts on opposing government actions and policies;
- Demonstrating the concrete mutual benefits of participatory governance to both state and non-state actors;
- Using diplomatic powers to pressure for legal and policy reforms such as freedom of information legislation, the opening up of the budget process, etc.; and
- Harnessing their convening powers for “trialogues” involving donors, government, and civil society.

**Workshop participants**, in open discussion, commented on the need for more rigorous monitoring and evaluation of social accountability initiatives and the need for a better set of indicators linking transparency, accountability, and good governance in order to measure and evaluate change as well as to demonstrate concerted impact of governance work. The lack of such indicators, they argued, puts the governance sector at a disadvantage relative to other development sectors such as health, education, etc. when dealing with donors.

Right to information was also a prevalent discussion topic, but with right to information as a means to an end. Often, passing of legislation is not recognized to be a mere first step, with the real work being done in the enforcement and implementation stages.

Lastly, participants debated about what “constructive engagement” really means, and recognized the important distinction between true partnerships and cooption. Contestation, some argued, can often be

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the first point of cooperation between states and citizens. Tactics such as investigative journalism, protests, and legal battles are often effective in the move toward institutionalization of reform. Rather than focusing on pure cooperation, a spectrum or continuum of strategies for “constructive engagement” should be adopted, based on the country and issue in question.

## 2. Views from the Field: Practitioner Approaches

Different institutions define accountability differently and support accountability-related goals in a wide range of ways. In recognition of this reality, workshop participants presented a range of approaches toward strengthening state-civil society engagement for improved governance. The approaches provided a valuable starting-off point for subsequent discussions on the current gaps in support and needed capacity development efforts in the field of governance.

Organization	Organization Type	Focus/Approach
German Ministry for Economic Cooperation and Development	Government – bilateral donor	Three-pillar approach to promoting resilient states and constructive state-society relations: <ul style="list-style-type: none"> <li>• Building/consolidating legal and institutional framework</li> <li>• Strengthening civil society</li> <li>• Improving state capacity</li> </ul>
BBC World Service Trust	International NGO	Leverage power of media to strengthen state-civil society engagement and address problems of impact, demand, and scale. Global programs such as weekly political debates, community screenings in media black spots, radio programs targeting women and youth.
Netherlands Ministry of Foreign Affairs	Government – bilateral donor	Pilot projects in 6 countries, working with local partners to build capacity for good governance. Projects are linked through an online platform for knowledge-sharing and communication between implementing partners. Leveraging of local CSO networks and sectoral focuses. Multistakeholder approaches are also used.

A second panel discussion focused on the use of **practitioner networks** to create, sustain, and build up practical knowledge of how governance reform initiatives and approaches work on the ground. While quite varied in terms of activities, scope, and participants, the representatives of the various networks all faced similar challenges in terms of organizational development and institutionalization of their work.

Country-level Practitioner Networks	Regional Practitioner Networks	Global Practitioner Networks
<ul style="list-style-type: none"> <li>• GTZ Zambia project</li> </ul>	<ul style="list-style-type: none"> <li>• ANSA Africa</li> <li>• ANSA East Asia Pacific</li> <li>• ANSA South Asia</li> </ul>	<ul style="list-style-type: none"> <li>• ANSA Global Seed Fund</li> </ul>

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**Markus Nuding** presented a **GTZ** project in Zambia, which utilizes a civil society network at the in-country level focused on engagement with the budget process. The Civil Society for Poverty Reduction network, an umbrella organization, is divided into sectoral groups and is responsible for liaising with the respective sectoral government agencies and donors. GTZ has found that the main challenges with respect to civil society networks in Zambia have been a weak organizational structure, limited professional capacity, a weak legal enabling environment in terms of a restrictive NGO Bill, the challenges associated with working with volunteers, and the high risk of government or donor cooptation of civil society. GTZ has worked with the network to draft a long-term strategic plan in order to diversify their funding sources for increased sustainability.

**The Affiliated Networks for Social Accountability (ANSA) in Africa, East Asia Pacific, and South Asia** then shared their experiences in working with regional practitioner networks. The ANSA networks grew out of the recognition that there was a gap between the growing body of knowledge in the field of social accountability and the current capacity of practitioners, civil society, and government to effectively apply the concept to policy and program design. Beginning with ANSA Africa in 2006, the ANSA network has grown to include “sister” networks in the East Asia Pacific and South Asia regions. While their work varies based on regional needs and contexts, the shared mission of the ANSA networks is to provide a networking platform to enhance practitioner expertise, share experiences, and disseminate knowledge regionally and globally in three main areas: budget allocation, expenditure tracking, and performance monitoring.

**Mario Claasen** from **ANSA-Africa**, gave a brief overview of the organization and its growth to over 2,300 members in 39 African countries. Among other accomplishments, he mentioned a videoconference series in 8 African countries with local governments and CSO representatives, technical support and subgrants in partnership with GTZ, and the forthcoming publication of an African Social Accountability Sourcebook, a collection of 15 case studies of initiatives led by both civil society and government. The three focus areas for ANSA Africa are procurement monitoring, access to information, and the extractive industries. The main challenges in the Africa region thus far have centered upon bridging civil society and government (namely getting government actors to the table and to actively engage with civil society organizations), and in building civil society capacity beyond a small existing pool of experts in social accountability.

**Tony La Vina**, representing **ANSA-East Asia Pacific**, highlighted accomplishments such as a Social Accountability School in Cambodia for government and civil society that will be replicated in Indonesia and Mongolia, two of ANSA EAP’s four priority countries (Philippines, Indonesia, Mongolia, and Cambodia). Like ANSA-Africa, procurement monitoring is a focus of ANSA-EAP, and the organization will host a regional forum on this topic in November 2009. Climate change is another network focus, and the network will host a side event on social accountability and climate change at the United Nations Climate Change Conference in Copenhagen in December 2009. Among the major challenges faced by the regional network include the culture of authoritarian and paternalistic government and governments’ unwillingness to work with others. Technical competence has found to be highly respected in the region, and is often a feasible entry point for talks with government. Lastly, financial sustainability is a challenge, but can be overcome with strong partners and the immediate cooptation of knowledge into branded curriculum.

Lastly, **Gopa Thampi** shared the experiences of the newest of the ANSA networks, **ANSA-South Asia and the ANSA Global Seed Fund**. Just recently operational, he presented a roadmap for ANSA-South Asia’s program rollout, which is directly and profoundly linked to individual livelihoods in a grassroots-driven agenda. Based on a series of pre-launch consultations, its priority themes will be right to information,

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climate change, procurement, and third party monitoring. Anticipated challenges include the fact that the real voices in social accountability in the region are smaller, unorganized NGOs that are lacking in history and visibility. There is also a regional “crisis of legitimacy” for NGOs, and the need for looking at their own accountability and transparency standards. Lastly, they anticipate the perennial problem of political will – a challenge that they plan to help network members overcome through the creation of the right political incentives.

The **ANSA Global Seed Fund**, a global network and community of practice for social accountability, is the global platform for the growing regional ANSA network movement, enabling collective outreach, effective monitoring and evaluation, and institutional capacity-building and advisory services. Advocacy efforts will be central to the Global Seed Fund’s work – sensitizing, promoting, and lobbying for the advancement of the field of social accountability. It will also aim to enhance the global body of knowledge through research and analysis and mobilize resources to strengthen and sustain the regional ANSA networks. Work is currently underway to support and build partnerships in the Middle East and North Africa, Latin America and the Caribbean, and Eastern Europe and Central Asia.

### 3. Gaps in Support: Moving the Agenda Ahead

The second half of the workshop focused on gaps in support – challenging participants to think about what needs to be done within their organizations to reenergize and revitalize the demand-side/social accountability governance agenda.

Participants divided based on interest/expertise into five working groups focused on the following themes: improving constructive engagement between government and civil society, identifying and building political will for accountability; application to specific sectors; networks and capacity gaps at the local levels; and empowerment as a prerequisite for accountability.

**Group 1: State-Society Relations**

The working group addressed the question of how state and society can interact more constructively. In this context, it aimed at addressing both gaps as well as hints for solutions

Gaps	Potential Solutions
<ul style="list-style-type: none"> <li>Capacity of civil society. CSOs often lack capacity to hold government accountable. How can capacity be developed without creating parallel structures to state ones?</li> </ul>	<ul style="list-style-type: none"> <li>Developing capacity of both society and state in order to allow for better interaction. Only if the capacity of society is built (including not only CSOs but also universities, professional associations, etc) will it be able to hold governments accountable and thereby contribute to enhance constructive state-society relations.</li> </ul>
<ul style="list-style-type: none"> <li>Legal and institutional frameworks for civil society engagement.</li> </ul>	<ul style="list-style-type: none"> <li>Use diplomatic pressure to lobby for changes in the enabling environment.</li> </ul>
<ul style="list-style-type: none"> <li>Trust. The external intervention of donors might complicate the sensitive relationship between government and society, and rather</li> </ul>	<ul style="list-style-type: none"> <li>Enabling dialogue between donors and civil society on specific problems and topics. This micro-level work on specific problems allows</li> </ul>

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<p>complicate relations of trust and confidence. How can this be avoided, and trust be built rather than destroyed?</p> <ul style="list-style-type: none"> <li>▪ Legitimacy and representation. How are partner organizations in society selected by donors, and on what grounds of legitimacy? On the basis of which criteria are certain orgs supported while others are left aside?</li> </ul>	<p>fostering and recognizing results more easily, which might lead to trust-building.</p> <ul style="list-style-type: none"> <li>✓ Ensure that a diverse group of stakeholders is represented. Concerted outreach to marginalized and traditionally underrepresented groups.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Unintended consequences of current aid architecture. The current system still functions largely in logics of program and project support, and rarely tries to take into account the whole picture – often having unintended consequences on how state-society relations are shaped.</li> </ul>	<ul style="list-style-type: none"> <li>✓ In the Accra Agenda for Action of 2008, domestic accountability and not only mutual accountability has been pushed center stage of the aid architecture agenda. Donors are making efforts to improve understanding of entire accountability systems. Aid and domestic accountability work stream of OECD governance network = examples. Part of approach must also be to develop long-term strategies for fostering citizens’ voice in national planning processes and in the context of accountability systems.</li> </ul>

**Group 2: Political Will**

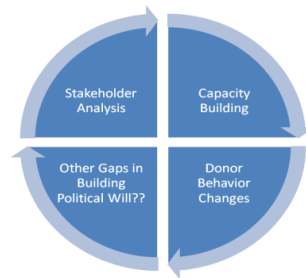
The political will working group began with the following introductory questions, in order to establish a common basic understanding of the issues at hand:

- ✓ What is the definition of political will?
- ✓ At what levels of government is it most important to build political will?
- ✓ How do you measure political will?
- ✓ Who dispenses political will?
- ✓ Does political will include supra-national issues such as policies from the NEPAD, African Union, etc.
- ✓ Is it political will or institutional accountability?

Following the introductory discussion, the group moved on to a discussion of the gaps and priority areas in this realm. Three of the main priority areas for building political will, as identified by the working group, are:

- 1) Need for better stakeholder analysis to understand what the different stakeholders are saying and who holds the powers and who can work to strengthen political will for improved accountability and transparency.
- 2) Need for capacity building on both the supply side and demand side on how to engage with each other to strengthen civic and state engagement for accountability and transparency.
- 3) Need for donors to do things differently. Move from rhetoric to real action by ensuring that donors increase the pressure through budget support and medium term reviews. This could facilitate a better process of holding governments more accountable and transparent and encourage governments to work with civil society to strengthen civic and state partnerships.

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**Group 3: Application to specific sectors**

Rather than narrowing the discussion to how the paradigm of strong state-civil society engagement could be applied to specific sectors, the working group instead focused on a process that could be applied across a wide array of sectors and problems.

Two main gaps were identified with respect to achieving a “systems approach” :

- ✓ Societies are not effective in convening multi-stakeholder processes to bring about systems thinking and inclusiveness
- ✓ We do not have the right kind of knowledge exchange platforms, such as networking, capacity-building, etc. because of information deficits and asymmetry

The “systems approach” when applied in the provision of water, for example, should consider not only the minimum water requirement per household, but more importantly, the other factors and critical players /stakeholders that would ensure that the water is delivered to households. These would include: the watersheds that are the source of water, and the upland communities who take care of the watersheds; the government that provides the policy framework; the water utility companies that distribute the water; and finally, the household users themselves and how they should manage the water, among others. Thus, multi-stakeholder processes are critical in a “systems approach” – to address information gaps and bring in the knowledge and views of each stakeholder.

Having the right kind of knowledge exchange platforms like networking is thus a concrete response to address information gaps and identify capacity building needs of stakeholders.

**Group 4: Networks and capacity gaps at the local level**

- **Gap: Local government capacity to respond.** The local level often holds the most potential for building trust and constructive state-civil society relations, creating a locally-rooted, homegrown culture of accountability. That being said, a common roadblock identified by the group was that people get frustrated when they report back to the state, and no action is taken. Even when response mechanisms are in place, local government’s capacity to react to civil society grievances is often limited. This gap between expectation and capacity to respond has the potential to erode trust at local level and make it more difficult in the future to implement governance reform
- **Gap: Grassroots organizations are not involved at the national levels and do not have access to funding.** At the local level, informal, grassroots organizations often lead the way in terms of effectiveness and true representation of local concerns. They are also more sustainable.

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However, due to their informal status, these organizations often cannot be funded by government or donors. Also, these types of organizations often do not have the capacity to handle donor reporting and financial compliance requirements.

- **Gap: Network linkages for local organizations.** Practitioner networks are key in building local capacity – linking local actors to outside funding, expertise, and giving them a sense of being “part of a larger whole.” While networks have a high potential in bridging gaps in local capacity, many challenges remain. These challenges include (but are not limited to) a lack of genuine influence on policy and decision-making, legitimacy and representation, network sustainability, and network cohesion. Also, broad national or regional-level networks are limited in their ability to scale up and replicate program at the local level when so much of a program’s success or failure is contingent upon the relationship between program design and local context and its incorporation of local, informal cultural norms.

**Group 5: Empowerment as a Prerequisite for Accountability**

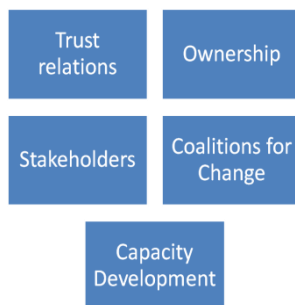
- **Basic assumption:** This group dealt with the question of whether or not empowerment was a prerequisite for achieving accountability across governance systems. Empowerment, understood as strengthening citizen’ voice, and government accountability are important dimensions of governance. Empowerment enables citizens to articulate their needs and demands. Accountability provides states with an incentive to respond to the needs of their citizens: Governments that can be held accountable for their actions are more likely to respond to the needs and demands articulated by their population.  
**Gap: how to access and include all potential relevant stakeholders for empowerment.** Target participants for empowerment should be on both the supply-side (government actors, pro-accountability institutions, etc.), the demand-side (informal organizations, civil society, religious organizations, etc.) and the media. Identifying and including all of these targets is often a challenge.
- **Gap: how to access, include, and effectively tailor empowerment programs toward the right actors.** Empowerment goals can be achieved by building both hard skills such as technical knowledge, data analysis, and political skills and soft skills such as social capital-building efforts (networking, mentoring, etc.). It can be challenging to combine hard and soft skills into capacity building initiatives and to make sure that the content of such initiatives is effective in meeting the needs of participants.

Empowerment is linked to processes for building and maintaining trust – identifying who should be involved, taking stock of existing skills, and further developing confidence and ability to use these skills. It is about involving new and independent actors in the process for agenda-setting – arriving at an agenda that is meaningful, that resonates with a critical mass, and that is comprehensive. Empowerment is also about ensuring ongoing ownership of policy processes.

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# 4. Addressing the Gaps: Actions and Approaches

A conceptual review of state-civil society engagement, a review of the state of play through the sharing of practitioner approaches, and working group discussions revealed the five main gaps that need to be addressed in order to effectively move the agenda ahead:



- 1) Trust relations: How can we gain and sustain trust between the state and civil society?
- 2) Ownership: How can we support the growth of national ownership with external support and intervention?
- 3) Who is a stakeholder: Who should be involved – keeping in mind questions of representation, legitimacy, organization?
- 4) Coalitions for change: How can we create, empower, and sustain these coalitions? How can we forge political will?
- 5) Capacity development: How can we best build capacity for new modes of state-civil society engagement?

Participants then divided into working groups to address each of these five gaps, with the goal of brainstorming concrete actions and approaches that could be effective in bridging existing gaps.

## Group 1: Trust

The group examined how trust could be built, and whether or not building social capital and social accountability was sufficient to prevent social divisions and fragility. Attention was directed toward means for the creating a safe space for meaningful engagement between the main state and non-state actors. Since secrecy often drives mistrust, creating an open and transparent environment was key.

Secondly, the group recognized that although formal institutions of representative democracy remain important, public confidence and trust in those institutions remains relatively low in many countries. We need to identify institutions and models of governance that better enable society to cope with the challenge of mis/trust, and that better allow for building social consensus around problem-solving and to do so in an open, participatory way that will encourage trust.

The group identified three institutions/models for building trust and fostering more meaningful state-civil society engagement:

Institutions/Models for Building Trust	Actions/Entry Points
Multi-stakeholder governance processes	<ul style="list-style-type: none"> <li>• Strategic conversations to determine the appropriate topics/issues to which the multi-stakeholder process will be directed, with the support – intellectual and financial – of credible external players – such as GTZ and WBI – working in partnership with credible civil society networks, such as the ANSAs.</li> <li>• Multi-stakeholder processes need to have the</li> </ul>

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	<p>support of a focused capacity-building effort, so that each of the groups is prepared to participate in an equal fashion.</p> <ul style="list-style-type: none"> <li>• Donor partners could leverage their influence with governments to encourage them to come to the table.</li> </ul>
<p><b>Right to Information laws</b></p>	<ul style="list-style-type: none"> <li>• There needs to be support for the passage of a strong law.</li> <li>• The greatest need is to support the implementation of the right of information law. This could be achieved through peer-to-peer learning opportunities, and for sharing best practices on how to effectively implement such laws (i.e. the new International School for Transparency)</li> </ul>
<p><b>Open, participatory budget processes, especially in relation to decisions around natural resource allocations</b></p>	<ul style="list-style-type: none"> <li>• Academic and analytical research work on the issues impacting sustainable development and natural resource management.</li> <li>• Stakeholders need to have ‘system’ thinking’ skills to help them understand and unpack the interconnected complexity of problems.</li> <li>• Universities and think tanks are the best entry points for these needs.</li> </ul>

**Group 2: Ownership**

This group started with the assumption that ownership is a precondition for trust-building and as a powerful way to heighten accountability. As such, it focused on an action plan for building ownership and the process of intervention. In this process, the action plan aims to include several stakeholders: state, civil society, national, and local-level or regional actors depending on the extent of decentralization and regional cooperation.

The challenge in drafting this action plan was to define the role of all stakeholders. The idea is given an issue or topic of intervention, it is important to understand who are owners, what roles they play, and bring them to the table. Capacity development and the focus of process intervention would include training in asking who should be included in the room for whatever issue to be covered/intervention process contemplated. As far as content, it should involve soft skills in terms of identifying and working with different stakeholders, skills in analyzing power relationships, and a need to raise awareness for the role of ownership. A further challenge is mainstreaming appreciation of the role of ownership throughout the organizations involved.

**Group 3: Stakeholders**

This group focused on the challenge of funding, meaningfully engaging, and sustaining the participation of all relevant stakeholders in governance initiatives. Representation and legitimacy are the two central issues in involving all relevant stakeholders. Challenges can include unrealistic expectations of participation, transaction costs, elite capture, and loose and tenuous coalitions that tend to dissipate after initial gains or as a result of process fatigue. Moreover, it can be difficult to strike the right balance between inclusivity and manageable, effective initiatives.

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To address these challenges and better provide for meaningful, ongoing stakeholder involvement, the group crafted an action plan for practitioner networks as a means of including the widest and most legitimate possible group of stakeholders. Networks can be powerful vehicles for ensuring inclusion through their abilities to reach out to informal organizations and represent their agendas in more effective, far-reaching ways. To formalize this, the terms of engagement with the network should be codified. Donors should insist on inclusion, with a special emphasis on full disclosure of network and individual member activities.

Stakeholder mapping should take place upfront, at the conception of the network. Network managers should also consider a revolving or rotating participation structure – moving participants in and out in order to allow for maximum flexibility and diversity of viewpoints while maintaining continuity.

**Group 4: Forging Coalitions**

This group focused on the “what” of coalition-building for social accountability initiatives and the “how” of concrete actions and solutions for building effective and sustainable coalitions.

What:

- Political analysis is an important entry point and as the underpinning of effective coalition-building.
- One challenge in forging coalitions is that it is often difficult to fully understand the historical, social, and political context of a given country or locality.
- The key to building solid and effective coalitions is to rely on strong political analysis, drawing heavily upon local knowledge and upon experiences of donors who’ve been operating in region for substantial amounts of time.
- Guiding questions include: how, when, and who to include in coalition-building exercises.
- Stronger emphasis should be placed on strategic communication practices with broadest possible dissemination base in order to create a wider public space for the deliberation of issues. Media should be seen as an effective tool in bringing people together and maintaining momentum for coalitions.
- A stronger focus should also be given to institutional incentives and disincentives when attempting to compose and maintain coalitions around a certain issue or agenda.
- Coordination between government, donors, and civil society organizations at country level is paramount to success, in efficiently building and consolidating coalitions, and in not duplicating human and financial resources.

Actions and Solutions:

- A wider range of stakeholders should be included, moving beyond the “usual suspects” to include nontraditional actors, with special attention given to media.
- Building capacity for coalition-building can happen through networks such as the ANSAs and other actors based on the first diagnostic political/political economy analysis.
- Beyond focusing only on “champions,” focus should also be given to mobilizing and inspiring a critical mass in order to truly build sustainable coalitions.
- The political analysis used to inform coalition-building should be better linked with political sciences and proven academic theory.

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Draft: October 2009**

**Group 5: Capacity development**

The group focused on three questions: whose capacity should we develop, what should the substantive focus be of such development efforts, and how can we make this really happen on the ground?

**WHO:** Targets for capacity development should include a wide range of actors, with a focus on transformational and connective leadership within each group:

- Elected leaders at regional, national, and local levels
- Elected officials from civil society
- Oversight bodies
- Civil society networks
- Media and private sector
- Capacity development professionals

**WHAT:** Capacity development can and should take place at both the individual and institutional levels. Moreover, it is important to distinguish between different pedagogical methods and focuses of these different types of capacity development. Focus should be given to evidence-based approaches, developing partnerships, and multistakeholder engagement/facilitation. Others in the group felt that capacity development should focus first and foremost on ethics for public life. Finally, capacity development could focus on how to implement a strategic plan and demonstrating results.

**HOW:** Capacity development was felt to be most effective when implemented by regional hubs or “centers of excellence.” Partnerships are also effective in delivering capacity development programs, involving, for example, leading civil society organizations or practitioners and thematic experts. Methods such as collaborative trainings in neutral spaces for both state and non-state actors were felt to be especially effective in the context of the ultimate aim of effective state-civil society engagement. Pedagogical methods such as peer to peer learning, ongoing mentoring and support, and “action learning” programs should be used to meet the challenges of a new era of governance reform.

## 5. The Way Forward: Next Steps

**Sanjay Pradhan**, Vice President of the World Bank Institute, led participants in a summary culminating presentation and discussion of the workshop’s results (See Attachment).

His presentation emphasized the great diversity of international experience in strengthening state capacity and accountability, using examples from around the world to underscore the catalytic role that coalitions of both government and civil society actors play in bringing about governance reform. International experience shows us that there is no clear pattern in the sequencing of reform – rather, different countries have historically followed very different trajectories of reform. What is clear, however, is that local political dynamics invariably shape the sequencing of reform. As such, careful political analysis is a prerequisite for informed and effective governance reform.

He was then joined in a panel by **Jörg Haas, Ed Campos, and Gopa Thampi** to reflect on the way forward. They felt that all gaps discussed were, in essence, dimensions of the same prism of coalition-building for governance reform. Mr. Campos identified four overriding needs: the needs to anchor government

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reforms in the context of processes to build trust and ownership, the need to be problem-driven and based on results, the need for careful political analysis for identification of relevant stakeholders, and the need to integrate strategic communication in all aspects of program implementation. Gopa Thampi highlighted that the workshop reiterated the need for practitioner’s networks in advancing the social accountability and governance work. For nascent initiatives like the ANSA, the workshop provided many strategic inputs to orient its activities and mandate.

Ideas for next steps and ways to keep the communication going include a regular electronic communiqué among conference participants and likeminded organizations as well as a potential follow-up conference to discuss how the issues identified over the course of the two days were then addressed in the participants’ respective organizations. A participant list with contact information will be circulated so that participants can follow up individually on actions discussed over the course of the workshop. Lastly, the ANSA Global Seed Fund, as part of its mandate, will circulate a regular bulletin of developments in the field of social accountability, examples of best practices, lessons learned, and a calendar of events that may be of interest to the growing community of practice in this domain.

- Annex 1: Workshop Agenda**
- Annex 2: Participant List**
- Annex 3: John Clark Presentation**
- Annex 4: Sanjay Pradhan Presentation**
- Annex 5: ANSA Brochure**
- Annex 6: GTZ Fact Sheet Democratization, State and Civil Society Program (Good Governance), Zambia**