

Advocacy, Communication and Coalition Building

World Bank Module 2003

1. Introduction

1.1 Welcome

Based on the participatory training approach, this module introduces the basic principles of advocacy. We explore how one community created opportunities for increasing people's participation in and influence over decision-making at the local and national as well as international level. A case study is presented to underscore that advocacy is a participatory process designed by citizens and citizens groups to effect change. It consists of a series of activities undertaken with the aim of changing policies and values, practices and behavior, as well as building skills and organization.

1.2 Aims of module

The aim of this workbook is to share the basic elements of a methodology of participatory planning for advocacy for development effectiveness. It is designed, not as a theoretical workshop, but as a practical guide for individuals, communities, and organizations interested in becoming agents of change and strengthening their influence towards local, municipal, and national governments and institutions. The workbook is based on a concrete case study, *Kenyan Advocates Succeed in Promoting Adolescent Health*, to provide the context for developing and implementing an effective advocacy strategy in communities. This guide is written for community and NGO leaders involved in planning, organizing, implementing, and evaluating advocacy activities.

1.3 Learning objectives

At the end of this workbook you will be able to work in a participatory manner to:

- Develop a common definition of advocacy
- Dissect the dynamics of political power in relation to a particular issue
- Identify key points of influence and target audiences in the decision-making process
- Analyze and develop solutions to development problems from a policy, political, and civil society angle and with an understanding of risks involved
- Develop a communication strategy
- Understand the dynamics of building network, coalitions and constituencies
- Plan for the implementation and evaluation of an advocacy campaign

1.4 Lesson Plan

In Section Two we introduce the concept of advocacy and briefly discuss the approach to be adopted in the workbook. Section Three explores advocacy and why it is an effective tool for building local organizational capacity. The dynamics of power and powerlessness are described and advocacy strategies and its components are explored through exercises. In Section Four you are introduced to the steps of advocacy planning with a particular focus on strategic communication, coalition and constituency building, and monitoring and evaluation your advocacy actions. In Section Five, you are introduced to one model for advocacy planning. Through the case study, you will be exposed to the types of issues that an advocacy action may need to address, the strategies and instruments that may be developed, and the lessons learned that may apply to your community.

1.5 To Begin –

- A. Read case study in Section 6
- B. Build effective teams with a focus on conflict management and resolution concepts and practices

2. Context

Countries are changing with great promise for the future. New systems of government and organizations are evolving. People have more opportunity than ever before to become involved in the decision-making processes that affect their lives. Wherever change needs to occur, advocacy has a role to play. Whether you want more funds for a health program, to establish an HIV/AIDS education program, or to reform laws to make schooling accessible to all children, advocacy can help you accomplish your goals. Advocacy involves different strategies aimed at influencing policies, attitudes and practice at the many levels of society. It explores:

- Who decides – elections, appointments and selection of policymakers, judges, ministers, board of directors, managing directors, administrators, etc.
- What is decided – laws, policies, priorities, services, programs, institutions, budgets, statements
- How it is decided – accessibility of citizens to information and the process, extent of consultation with the public and accountability and responsiveness of decision makers to citizens and other stakeholders.
- How is it enforced or implemented – ensuring participations of citizens and accountability so that decisions are put into action and laws enforced equitably, etc.

3. What Is Advocacy?

3.1. The Concept Of Advocacy

In recent years, many citizens and citizen groups have become interested in expanding their role in influencing policy and decision-making. This is partly due to new political openings created by changing states and trends toward more open and accountable governments. Although it may not be possible to practice every aspect of advocacy as discussed in this workbook, the act of advocating itself can open new spaces for citizen participation in the development process.

There are many different ways to conceptualize advocacy. When NGO leaders in different countries are asked to define advocacy there is usually a debate between those who believe advocacy is speaking on behalf of the voiceless (*representation*), those who believe it is encouraging others to speak with you (*mobilization*), and those who believe it is supporting the voiceless to speak for themselves (*empowerment*).

While these types of advocacy are complementary and not mutually exclusive, the focus of this workbook is on mobilization and empowerment: supporting the establishment of an appropriate balance of power between citizens and institutions of government. To accomplish this, citizens invariably need knowledge of the political/economic environment, shared aspirations about change, skills to solve complex problems and make decisions collectively and effectively, and the willingness to express their interests and hold public officials accountable.

Real empowerment and development can only be achieved by citizen participation in the decisions that allocate resources and determine priorities. The coming together of the two trends are the influential nature of advocacy.

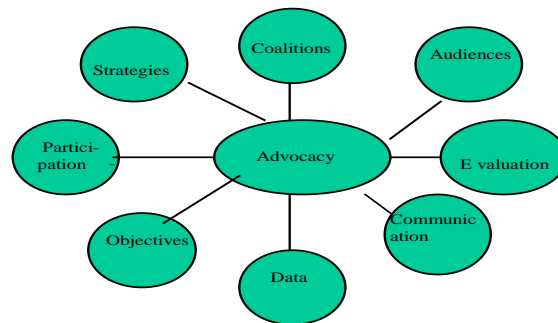
3.2 Why Advocacy?

Effective advocacy may succeed in influencing policy decision-making and implementation by:

- Educating leaders, policy makers and others who make or carry out policy;
- Influencing or reforming existing policies, laws and budgets or developing new projects or programs; and
- Creating more participatory, accountable, and transparent decision-making structures.

3.3 The Basic Elements of Advocacy

While specific advocacy techniques and strategies vary, the following elements for the basic building blocks for effective advocacy: coalitions, audiences, evaluation, communication, research/data, objectives, participation, and strategies. As with building blocks, it is not necessary to use every single element to create an advocacy strategy.



Activity 1. Developing a Common Definition of Advocacy.

1. Discuss how you would define advocacy?
2. What are the basic elements of advocacy in the case study?

3.4 Understanding Power and Powerlessness

Advocacy is about influencing or changing relationships of power. It is therefore important to understand what makes some individuals and groups in society more powerful than others. Society and governments have ways of perpetuating power and powerlessness by shaping the way people think about themselves and their rights. One of the most fundamental ways of controlling who has and who does not have power is by shaping the way we think – and more importantly, by shaping our acceptance of who has power and who does not.

What is power? Gender theory and practice have defined four ways of looking at and organizing to gain power:

- *power to* refers to the creative potential of each individual to influence his/her own life;
- *power for* is the productive capacity of each person to generate ideas and things, and the purpose which each person's life presents;
- *power over* includes strength, force, control, money, class, abuse, knowledge and ideas;
- *power with* refers to the strength of a group to multiply the impact of one person to do something that is greater than the sum of its parts.

Activity 2a: Understanding the Sources and Uses of Power?

1. What are the main sources of power used in the case study?
2. What are your potential sources of power?

EMPOWERMENT: A process of doing and learning.

The following definition of empowerment, from a paper by Srilatha Batilwala called *The Meaning of Women's Empowerment: New Concepts from Action*, best reflects this workbook's understanding of power:

“The term empowerment refers to a range of activities from individual self-assertion to collective resistance, protest and mobilization that challenge basic power relations. For individuals and groups where class, caste ethnicity and gender determine their access to resources and power, their empowerment begins when they not only recognize the systemic forces that oppress them, but act to change existing power relationships. Empowerment, therefore, is a process aimed at changing the nature and direction of systemic forces which marginalize women and other disadvantaged sections in a given context.”

Activity 2b. Understanding Power and Powerlessness.

Objective: To explore how personal experience with power and powerlessness provide general insights into alternative sources of political power and what empowerment might entail.

Process: On a piece of papers draw a line down the middle. On the one side draw a situation or event which made you feel powerful and on the other side one that made you feel powerless. List the actions which were at the heart of the feelings of power and powerlessness, and note them in the box below.

Powerful	Powerlessness

3.5 What is Civic Participation

Civic Participation

In advocacy, civic participation means involvement in all stages of decision-making. Since the major long-term aim of advocacy is to increase informed participation in the political decision-making, citizens have to gain the confidence, knowledge, skills, and organization necessary to be involved and define their advocacy effort itself.

3.6 Why Civic Participation?

It is extremely important to understand what is and what is not participation for a variety of reasons:

- To assess whether and how the activities and strategies you choose will truly engage people in better understanding their problems and the causes, looking for solutions and defending their rights;
- To determine whether the responses by the state or economic players which your advocacy achieves will truly help open the political and economic processes to citizens.

3.7 Exploring Advocacy Strategies

What is an advocacy strategy?

- It is what you want to change
- who will make the change
- how you will make the change
- and by when.

Advocacy strategies attempt to solve a problem by getting at its systematic causes.

Since all problems are the result of many factors, advocacy solutions must be multidimensional, addressing political and social as well as cultural and economic factors. To realistically affect political change, advocacy strategies should have three components:

1. *Policy component.* Aims at reforming laws or policies, shifting budgets, electing or ensuring the appointment of a new decision maker. It is specific change that happens in the formal policy arena.
 - What changes must be made to make laws and policies more just and effective?
 - Who should be elected or appointed to ensure greater responsiveness to citizens needs?
 - What kind of budget allocation will improve access to resources and opportunities?
2. *Process component:* Seeks to change the way decisions are made by increasing access to citizens and accountability as well as increasing respect for existing procedural rules and laws.
 - What specific role should be given to citizens' groups and how should the government institutions consistently consult them?
 - What is needed to increase people's access to justice, the law, and government resources?
 - How should laws be enforced more fairly?
3. *Civil society component:* Aims at increasing people's involvement in their own governance through better understanding of and active participation in decision-making.
 - How can people become agents of change?
 - What is needed to empower people to understand and exercise their rights?
 - What kind of education, information and organization-building is necessary to enable people to sustain involvement in decision which affect them and maintain the attention of decision makers and power holders?

- How can citizens organize more effectively to hold the government accountable for its promises and for better responsiveness?

By examining the public policy arena through these three components individuals or organization can identify where the source of the problem is and map out a comprehensive solution to respond.

From Problems —————→ **Advocacy Solutions**

- Strategies are a solution to a problem. Advocacy strategies propose using or challenging policy or law as a solution.
- Effective advocacy strategies have a clear understanding or analysis of the problem its self—its nature, extent, and causes
- How the policy/law can respond or address the problem either with better policy or better enforcement
- Because problems are more than a reflection of poor policies or laws, strategies require comprehensive political as well as policy remedies aimed at changing citizens’ attitudes, behavior, and involvement in their own governance as well as reforming how policy is made and implemented in the first place.
- While the source of the problem in the policy arena may be either in the content or the application of the policy/law, it is always in the culture. Political change is always about changing people.

4.0. Steps for Advocacy Planning

This section is designed to help you plan your advocacy work in a strategic way. Being strategic sounds complicated, but in essence all it means is thinking ahead. It is helpful to be aware of the landscape in which you operate, and the trends that will affect you ability to carry out advocacy work over a period of time. With preliminary thought about both your internal and external environment, the impact of any advocacy effort is likely to increased.

STEP 1. Issue/Objective Identification.

Problems can be extremely complex. In order for an advocacy effort to succeed, the problem must be narrowed down to an advocacy issue/objective. An objective is likely to be expressed in one or two ways: either negatively, in terms of seeking an end to a particular problem, or positively, demanding a specific action, reform or provision. When an objective or issue is identified, it should be framed in terms of what policies, practices, and attitudes you wish to change through your advocacy work. A comprehensive advocacy strategy can be ensured more readily by three sets of policy objectives:

- Policy objectives:
- What must be changed to make laws and policies more just and effective?
 - What kind of budget allocations will improve access to resources and opportunities?
 - Who should be elected or appointed to ensure greater responsiveness?

- Process objectives:
- What should be changed about policy formulation or enforcement to ensure more open, accountable decision-making?
 - What specific role should be given to citizens’ groups and how should the government consistently consult them?
 - How should the law be enforced more fairly?

What is needed to increase people's access to justice, the law, government resources?

Civil society objectives: How can citizens understand the political process better?
What is needed to empower people to understand and exercise their rights?
How can citizens organize more effectively to hold government accountable for its promises and for better responsiveness?
What kind of education, information, and skills and organization-building is necessary to enable people to sustain involvement in decisions which affect them and maintain the attention of decision makers and power holders?

By focusing on these three types of objectives, you can alter decision-making as well as increase citizen's capacity to understand their rights and be involved politically. The following example is from an advocacy workshop where one small group practiced planning on the problem of the low passing rate for students (especially girls) from the sixth to seventh grade.

Policy objectives: To increase the education budget by 10% and establish scholarship funds for fees, materials and uniforms in the poorest communities.
To improve teacher training and recruitment and offer incentives for rural posts.

Process objectives: To establish a consultative relationship with the Parent-Teacher Associations (PTA) at all levels of decision-making, and define an agenda of meetings and topics.

Civil society objectives: To empower the local PTA's to run the scholarship funds. To educate parents about the importance of education, and establish community monitoring groups to ensure that all children are kept in school.

Activity 3: Analyze the case study in terms of the three components of an advocacy strategy.

Criteria for Choosing Objectives/Issues

Remember: the clearer your objectives are, the better. A good issue/objective should have most of the following criteria checklisted below:

- ✓ Is the objective easy to understand by all?
- ✓ Is the objective achievable? Even with opposition?
- ✓ Will many people support the objective? Do people care about the objective deeply enough to take action?
- ✓ Will you be able to raise money and other resources to support your advocacy action?
- ✓ Can you clearly identify the target decisionmakers? What are their names and positions?
- ✓ Does the objective have a clear time frame that is realistic.
- ✓ Do you have the alliances with key individuals or organizations needed to reach your objective? Will the objective help build alliances with other sectors, NGOs, leaders, or stakeholders? Which ones?
- ✓ Will it help mobilize the constituency?
- ✓ Does research and data exist which show that reaching the objective will result in real improvements in the situation?

- ✓ Will working on the objective provide people with opportunities to learn more about and become involved with the decision-making process. Does it give people a sense of their own power?
- ✓ Will new and diverse leadership be developed?
- ✓ Does it link local concerns with macroeconomic policy and global issues?
- ✓ Does it have a clear political or policy solution?

The extent to which you can easily set objectives depends on how well you understand the issues involved. As illustrated in the “Problem Tree” activity below, it is necessary to take apart the problem completely and try to identify the different components/factors and sub-components that make it up. Only by doing this can you identify specific objectives/issues that are possible to resolve and begin to plan feasible solutions. It is also important to analyze the consequences of a problem in an effort to distinguish it from the causes.

Activity 4: The Problem Tree.

Objective: To translate a problem into specific objectives/issues that you may wish to tackle and to understand all the components that contribute to a specific issue.

Process: Start by writing down a problem that you wish to tackle in the middle of the sheet of paper. Underneath this, write in all the factors that contribute to this problem and link them up to form the roots of the problem. Then, if you can, take each component at a time and think about its causes, drawing in the factors that contribute to the problem. The tree may have deeper roots than you think. Keep tackling each root until you can take the exercise no further. You can also draw in the symptoms of your problem to create the branches of the tree.

STEP 2: Use Data and Research for Advocacy.

Data and research are essential for making informed decisions when choosing a problem to work on, identifying solutions to the problem, and setting realistic goals. In addition, good data itself can be the most persuasive argument. Given the data, can you realistically reach your goal? What data can be used to best support your arguments? Research and data can also help to:

- Widen the range of possible solutions to the problem
- Explore what is considered changeable or doable in a policy process
- Choose an advocacy goal
- Directly influence decision makers
- Inform the media
- Support an existing advocacy position
- Alter the perceptions about an issue or problem
- Challenge myths and assumptions
- Confirm policy actions and programs that work
- Reconsider strategies that are not working

Activity 5: In pairs or small groups discuss the following questions and then share your discussion with the full group:

- How have you used data and research to successfully influence policy decisions?
- Where do you get the data and research?
- Do you know any organizations that have used data and research in any of the ways listed above? How have they used data?

STEP 3. Mapping Political Solutions

Once you have identified an issue/objective, you can begin to think about concrete solutions for resolving the problem. Advocacy solutions require a clear understanding of how decisions are made. The following framework is one simple way to assist in exploring how the law or policy arena contributes to and potentially could help to solve the problem you choose for advocacy. Three components of the legal and policy arena include:

- *Content*: This includes the constitution, written laws and policies and/or budgets.
- *Application*: These are processes and institutions of the State that implement and enforce law and policy. These include the courts, ministries, police, schools, etc. These could be formal or informal processes or alternative processes.
- *Culture* is the shared values, attitudes and behavior as well as level of awareness about law and government and one's own sense of rights and how to use the law.

As will become evident, political solutions take more than law and policy reform. Laws are a critical part of public policy because they regulate work and social relations, and regulate access to economic resources, opportunities and political power. However, there are many examples in different countries where laws were changed and people did not. In many ways, culture is the most powerful and difficult to change of all the levels of the system. For example, laws may be changed to give women more rights or ensure respect for minorities, but people may still see women as inferior and minorities as unworthy.

A policy issue is a problem or situation which action can be taken to solve.

Public policy is about addressing problems.

To probe more deeply into the systemic causes of a problem by looking the economic level, social level, political level, and cultural ingredients that shape and perpetuate it, a simple structural analysis will offer a framework. This type of analysis is critical for advocacy planning because it helps pinpoint how the political system contributes to a problem and potentially to its solutions, and equally important, helps define how people's attitudes and beliefs (culture) perpetuate a problem and will continue to do so regardless of policy change unless there is education. It is called a structural analysis because the three components are aspects of a system of how things work and how power and powerlessness are maintained.

The Economic and Social Level

This refers to the means and opportunities for basic survival. And whether we look at the local, national, and international level, economics has to do with:

- What is produced and how
- Who owns the means of production
- Are there real opportunities to improve economic security
- Who works in which industry, what do they do, what do they earn and how are they treated
- Who controls the distribution of goods
- Do race, ethnicity and gender affect people's opportunities
- How do international agreements/policies affect survival opportunities and basic needs

The Political Level

This refers to the rules and procedures which organize the economic, social and cultural aspects of life. It also refers to the decision-making and the distribution of rights, opportunities, and choices. Politics has to do with:

- Who has the power to make decisions
- What is their race, gender, ethnicity and social class
- Who makes laws and policies and who benefits from them
- How are the laws enforced
- Where do the government's funds go; what are the budget priorities
- What are the political structures and procedures

The Cultural Level

The cultural level has to do with the values, beliefs and attitude a society holds. In many ways, culture is the most powerful and difficult to change of all the levels of the system. More specifically, culture refers to:

- What society believes about itself
- What are its main values
- What are expressed values and actual values, and are they the same
- Who promotes official values and how
- What are the structures which promote cultural values (i.e. schools, churches, media, etc)

Another way to understand and become familiar with the decision-making process that you are attempting to influence is to know the formal and informal steps, rules, and procedures in the decision-making process.

Formal process

The formal decision-making process is the official procedure as stated by law or by documented organizational policy. For example, within an organization or institution regulations for instituting policy changes may have to be voted on by the board of directors or officially approved by the president.

Informal process

Activities and procedures in the decision-making process that occur concurrently with the formal process but are not required by law or organizational policy.

Alternative process

A process to influence decision-making that exists wholly outside the official process. For example, if the president of an organization feels that a decision by her board of directors is not warranted for a minor policy change, she can discuss the change with key staff, make a decision, and implement the change without "official" action.

Using the formal process has several important benefits. The policy or program change is official, "on record", and more permanent. The decision-making process will also likely be more participatory and open to your ideas and proposals in the future with your efforts. It is also important to know that change can be achieved at many different levels. If the formal process

becomes difficult to navigate, you may be able to succeed through more informal, “behind-the-scenes” practices or even by seeking an alternative process.

In an alternative process people are the policy, since there is no official record of changes. As people leave or retire, your advocacy gains may not continue. Therefore, it is recommended to continue working on the formal and informal structure even as you expand into the alternative arena. The key question to ask if you want to try working outside of the official process is: Does your advocacy objective require an *official* policy or programmatic change to be successful? If not, you might try the alternative process.

Stages of decision-making.

Before you begin to analyze the specific decision process you are working with, it is beneficial to examine the five basic stages of decision-making. Although the exact methods, procedures and techniques vary widely among institutions, these five stages are present in some form in all decision-making processes:

Stage 1:

Generate ideas/proposals within the decision-making body. An issue is added to the action agenda of an institution. The institution develops a policy proposal. Proposal ideas may come from outside or inside the organization.

Stage 2.

Formally introduce the proposal into the decision-making process. The formal decision process for the proposal begins. For example, an act is introduced into parliament, a proposal is sent to a board of directors for consideration or an item is added to the agenda of a ministry meeting.

Stage 3

Deliberate. The proposal is discussed, debated, and altered.

Stage 4

Approve or reject. The proposal is formally approved or rejected. For example, a vote is taken or decision makers reach consensus on one or several points.

Stage 5

Advance to the next level, implement or return to a previous stage.

***Activity 6.* Policy Process Map**

This framework can help you to identify the focus of the problem in the policy arena by answering the following questions:

- What organization or policy-making body will make the decision you are trying to influence?
- What is the formal decision-making process for this institution? What are the steps in the formal process? When will each step take place?
- What are the informal workings or “behind the scenes” actions for the decision-making process?
- Who is/are the key decision makers at each stage:
- Which step are open to outside input? Which stages in the process can you influence. How can you influence these stages?
- How can you influence change at this stage?

- Is a new or improved law or policy needed?
- Is existing policy or law being implemented or enforced adequately?
- Do people know the law and their rights enough to make demands on the system?

I. Major Players	II. Institutions	III. Key Individuals	IV. Opinion/ Viewpoint on Issue
National Government			
Provincial Government			
Local Government			
Business			
Media			
Political Parties			
NGOs			
Community Groups/Associations			

STEP 4: Identifying Advocacy Audiences

There are people in and out of the decision-making process who are affected by political change. Some will support your advocacy efforts for change, others will oppose you, while others will be indifferent or undecided. One thing is certain. Political change that goes beyond changing policy to affect opportunities, choices, and distribution of resources will create some conflict.

Effective advocacy requires knowing who cares and who will be affected by your change efforts. This is important not only to be able to carefully involve your allies and build a broad base of support, but also to attempt to predict the risks inherent in trying to change things. The following categories will assist in identifying stakeholders and players on the an issue you are seeking to change.

- A. *Targets*. The target is the person with the power to respond to your demands and to solve the problem. There are two types of targets – *primary* and *secondary*. The *primary* targets are the people who have the power to make the changes you want to happen. They are at the heart of the problem you are seeking to address. These are people or institutions whose policy, behavior and attitudes you need to challenge in order to achieve your objectives. All governments, institutions, and groups in society are comprised of smaller components. Therefore, increasing your understanding of your primary target’s constituent parts is essential as it enables you to challenge it on a variety of levels. Ultimately, decisions are made by real people. Understanding this can be empowering for citizens who do not see themselves as part of the political process.

Your *secondary* targets are those who can influence your primary target to take the actions you desire. They become important when influencing your primary target is difficult.

- B. *Allies* are individual and institutions that either support your efforts to make changes as they also stand to benefit; can easily be persuaded to support your advocacy effort because of sympathetic concerns and similar values. It is important to identify the motivations of your allies. Some allies will benefit directly from your advocacy effort.

In such cases, you appeal to their self-interest. Others simply share your commitment to promoting justice. Allies are extremely varied and therefore will play very different roles in your advocacy. The important things to know about these allies are:

- How well do they support your advocacy efforts?
- What do they really think about the issue and what should be done?
- What are they willing to do to express support?
- What are their misgivings about your efforts?
- How involved and informed do they need to be to remain your ally?
- What do they stand to gain from the advocacy efforts?

- C. *Opponents.* Change inevitably causes conflicts. Not everyone shares your view that resources should be distributed more fairly, or that everyone should have equal opportunities, or that women or disadvantaged people should have a say in the decisions that affect them. The unequal distribution of resources and opportunities, and social problems generally, reflect an imbalance of power which inevitably provokes a reaction from those in power. In advocacy, opponents are individuals or associations who oppose your advocacy efforts for various reasons such as:
- They disagree your values about society.
 - A victory for you represents a loss for them in their eyes; they believe that they will be impacted negatively by the change you advocate.
 - They are ideologically opposed to anything which changes access to resources or changes social roles.

It is very important to know your opponents, assess their level of opposition, and categorize them. What do you need to know about your opponents?

1. Why do they oppose you? How actively will they oppose you?
2. How much power do they have (money, influence, numbers)?
3. What are their organizational structures and policies?
4. What are their interests, agenda, strategies and tactics? What will they do to challenge you?
5. Who is influenced by them?
6. Is there an area where you might agree? If so, would it be possible to seek some common ground on some issues and agree to disagree on others?

D. *Constituents*

Constituents fall into two categories:

1. A group of individuals who have a direct stake in the advocacy solutions because they are directly affected by the problem the strategy seeks to address; and
2. Individuals who care deeply and are potentially concerned about the issue which is the subject of the advocacy effort and are or may be willing to do something about it.

The following are questions to determine who are your constituents:

1. Who is directly affected by the problem?
2. How do they feel about it?
3. Who is not affected but cares enough to support change?
4. What is their general age span and gender, economic status, religion, ethnicity?
5. Do the people affected belong to associations of any kind?
6. What is the geographic area covered by those affected?

7. If the problem affects distinct communities, what are the local decision-making structures? Who are the leaders? What kinds of decisions do they make? How are they viewed by the community?

Activity 7: POWER MAP.

Objective: “map out” stakeholders and players on an issue you are seeking to change. The POWER MAP assists in:

- Identifying the key actors and their level of influence/power both positive or negative and a stake in your problem in the process in the policy-making arena, market (economic interests) and within civil society.
- Classifying the various actors in each institution or organization as allies, opponents or undecided.
- Prioritizing the allies, opponents, or undecided according their level of interest and influence.
- Chart what the various actors know, believe, and feel about an issue.

The first three boxes arranged horizontally ask you to identify the institution affected by your advocacy efforts and individuals in that institution at various levels of influence and decision-making, and what is his or her opinion about your issue. The fourth box is to rank the individual for or against on a scale of one to three. Opponents, supporters and undecided are marked with (O), (S) and (I), respectively, and are ranked from 1-3 with 3 being the strongest opponents.

Map out the stakeholders and players affecting their advocacy issue using the Power Map as a guide. In practice, the Power Map is useful for revealing what you do not know as much as what you do know about affecting change on your issue. Many community-based groups, NGOs and others involved in the political action for the first time are finding that they do not know which institutions are key to their issue, which person might be most active for or against them, and what individuals’ opinions are on their issue.

Opponents	Supporter	Undecided	Rank

STEP 5: Constituency Building

Many people feel, at best, a passive observer of the political process. Through advocacy many come to understand how they can influence both policy and practice. They begin to see how governments, local authorities and indeed their neighbors’ attitudes can sometimes be changed. For most people, this is a liberating process: becoming an agent of change and an active member of society unleashes their personal power.

Another important result of this process is that, through supporting and encouraging individuals to play a greater role in the development of policy and practice, it ensures greater local ownership of the process of change. This in turn ensures that individuals feel an increased sense of responsibility for developments within their society, a process which leads ultimately to greater sustainability of those processes.

The challenge for advocates therefore is not only educating and influencing decision makers. When people care about an issue already, they also need information, support, and avenues for expressing their concerns. The challenge involves working together with informed and involved communities and social groups who are often marginalized by the political process.

Constituency building involves organizing communities to understand and act to change problems that are caused by political imbalances. To this end, it is extremely important to understand what is and what is not participation in order to:

1. access whether and how the activities and strategies you choose will truly assist people in better understanding their problems and the causes, looking for solutions and defending their rights, and
2. determine whether the responses by the state or economic players which your advocacy achieves will truly open the political process to citizens.

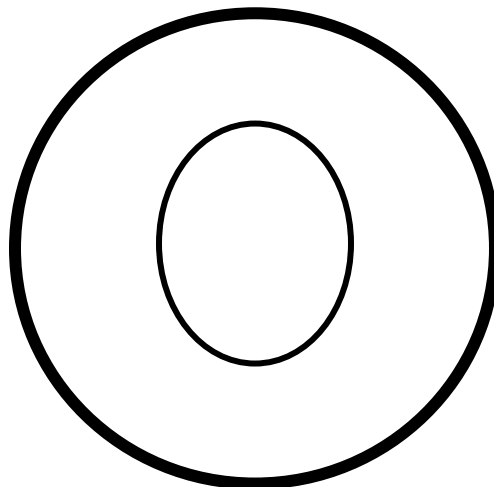
The Steps to promote constituent participation include:

1. Get to know your constituents. What do you know about them? (Use the questions in the section above on constituents.)
2. Assist your constituents to analyze and identify problems by the following approaches:
 - o Research and reading existing documentation on the problem
 - o Observation and participatory research
 - o Visiting gathering sites
 - o House to house visits
3. Deciding upon and planning constituent action

Activity 8: Priority Group Analysis

Objective: To assist community members to analyze the different needs and potential of the marginalized or disadvantaged group within their community.

Process: The largest circle represents the whole community; the small circle is the priority group. Using the case study, write or draw in the larger circle all of the program-related problems that affect the entire community. In the small circle, note the program or issue-related problems which affect the priority group and place these in the inner circle. Some of these problems will be the same as in the larger circle; some may be different. How do the problems in the two circles differ? How are they the same? What solutions can be found which give priority to the needs of the disadvantages group? What can the disadvantages group contribute to the project?



STEP 6. Building Networks and Coalitions

Network: A network consists of individuals or organizations willing to assist one another or collaborate.

Coalition: A coalition involves a longer-term relationship between the members and is often more structured. It is more likely to have full-time staff and an office. It may engage in a variety of efforts where the linkage between the members is critical for leverage, such as environmental coalitions.

Alliance: An alliance is more temporary and may be a more opportunistic linkage to maneuver forward on an issue or concern shared by the members of the alliance. An alliance may be less demanding on its members in that it is a short-term relationship focused on a specific aim.

We all have networks of friends, relatives, colleagues and acquaintances that we call on for support from time to time. An advocacy network is similar, except that it is built consciously and deliberately to assist in reaching your advocacy objective. In advocacy, networking both within and outside your organization is essential to meeting your objective. Networks, because they are informal and fluid, are quite easy to create and maintain.

There are no rules for building a network because your style will be as unique as your personality and tailored to the relationship you have with each person in your network. With this in mind, there are four general steps to help you to start your advocacy network.

1. Who should be in your network?
2. How do you meet potential network members?
3. How do you get them interested in your advocacy objective or issue?
4. How can they help you?

The organized coalition is another option for your advocacy efforts. Coalitions require far more work than networks, but the results can also be much greater. Coalition-building should augment, not replace your existing networks.

Coalitions come in all shapes and sizes; each type serves a purpose. These categories are not mutually exclusive; for example, a coalition can be a permanent, formal, single-issue coalition or an informal, geographic, multi-issue coalition. Coalitions range from being very fluid to highly structured. Different types of coalitions will attract different organizations. (Should we explore the pros and cons of coalitions)

Activity 9: Exploring the Pros and Cons of Coalitions

Objective: To identify the positives and negatives of joining coalitions. This process provides new learning about organization-building and is a critical step before building a coalition. This exercise can

Action: Brainstorm the advantages and disadvantages, the risks and benefits, the pros and cons of building a coalition.

Formal:

Members formally join the coalition, pay dues, and are identified as coalition members on letterhead, coalition statements, etc.

Informal:

There is no official membership in these coalitions, therefore member constantly change. With membership turnover, the issues and tactics of the coalition may also shift.

Geographic:

The coalition is based on a geographic area such as a school district or a region of the continent.

Multi-issue:

The coalition works on a number of issues or advocacy objectives during the course of its existence. However, for strategic and organizational purposes, the coalition may choose to work on only one objective/issue at a time.

Single issue:

The coalition works on one issue or objective. Sometimes strange alliances can evolve between organization which oppose one another, but can agree to work together on a single issue.

Elements for Forming and Maintaining Coalitions**A. FORMATION STAGE**

- Establish a clear purpose or mission
- Involve individuals and organizations that share the mission
- Build a commitment to participatory process and collaboration

B. MAINTENANCE/GROWTH STAGE**Organization**

- Define clear, specialized roles
- Establish a loose or fluid organizational structure; vertical, hierarchical structures don't build stronger networks
- Compile a skills inventory including the skills/expertise of individual members and institutional resources (fax, internet, meeting space, etc.)
- Ensure diversity and broad representation
- Prepare to fill expertise gaps by recruiting new members
- Establish a communication system (i.e., telephone tree)
- Create an NGO member database (name, address, organization's mission, type and focus of organization, etc.)
- Develop a common set of rules of collaboration or code of conduct to ensure mutual respect and responsibility.
- Assess progress

Leadership

- Share leadership functions (i.e., rotating coordinating committee)
- Set realistic goals and objectives
- Divide into sub-groups/task forces to take on specific tasks according to expertise
- Spread responsibilities across all members
- Promote participatory planning and decision-making

- Foster trust and collaboration among members
- Keep members motivated by acknowledging their contributions

Meetings/Documentation

- Meet only when necessary
- Set a specific agenda and circulate it ahead of time; follow the agenda and keep meetings brief; finish meetings on time; rotate meeting facilitation role
- Keep attendance list and record meeting minutes to disseminate afterwards
- Use members' facilitation skills to help the coalition reach consensus and resolve conflict
- Discuss difficult issues openly during meetings
- Maintain a coalition notebook to document coalition activities, decisions, etc.

There are several structural considerations in building coalitions and alliances. Setting up a working relationship with other organizations means dealing with many practical realities, defining group roles and individual relationships while maintaining the integrity of each member organization. Structures and processes that encourage open dialogue of vested interests and group cooperation are needed on a regular basis. The structure must allow for the active, effective participation of all members both in the decision-making and the action.

The smaller and more informal the group, the less structure that is required. In a larger, more formal and permanent coalition, a board of directors may be established to determine the roles and responsibilities and to monitor the coalition's programs, finances and management procedures.

STEP 7. Advocacy Alternatives

Advocacy is a combination of different tactics and strategies designed with a clear understanding of the following key elements:

- Context. Every political environment is different as each government has a different agenda and varying degrees of legitimacy and strength vis a vis civil society and the private sector. Decisions are made in different way depending on the characteristics of the state, and the varying degrees of freedom and access to the decision-making process that people are allowed. Culture and religion, race and ethnicity, and level of economic development also effect how tolerant governments and people are to change.
- Timing. Every moment presents different opportunities and limitations. In some contexts, a street demonstration may draw positive attention to an issue while in others it may provoke repression. Decisive political events, such as elections or international conferences, provide unique opportunities to raise critical issues.
- Organizational strength and weakness. Advocacy strategies must be developed with an honest assessment of organizational strength. How broad and strong is your potential base of support? Are there strong and well-placed allies?
- Risk. Not all advocacy strategies and tactics can be used universally. In some places, a direct action aimed at a focal decision maker on an issue may be politically dangerous and undermine the potential for long-term effort at change. In some places, public criticism or pushing cultural change may provoke a backlash.

Strategies coalitions may use on efforts at persuasion or pressure

Information politics – the ability to quickly and credibly generate politically usable information and move to where it will have the most impact:

Symbolic politics – the ability to call upon symbols, actions, or stories that make sense of the situation for an audience.

Leverage politics- the ability to call upon powerful actors to affect the situation where the weaker members of a network are unlikely to have influence.

Accountability politics – the effort to hold powerful actors to their previously stated policies or principles.

Different types and ingredients of advocacy alternatives are:

- Pilot or model programs. Developing a successful alternative program to demonstrate to government a better way to solve a problem.
- Public demonstration/marches. A public demonstration of support relying on numbers of supporters. Numbers and timing are crucial elements for planning such a tactic. Boycotts can also be extremely powerful tactic but require large-scale and sustained support.
- Litigation- Using the courts to change a law or draw attention to the problem
- Education and Media: This alternative includes fact-finding, street theatre, public forums, letters to the editor, press conferences, radio, web pages, internet, TV, paid advertisements, canvassing opinions and participatory problem identification as a step in engaging a constituency.
- Organizational-building. Building groups and alliances to expand and sustain citizen opportunities to participate and demand access.
- Persuasion:
 - Clout-showing strength through mobilizing popular support in coalitions. Numbers of actions or get-out-the- vote initiative and by using opinion leaders;
 - Negotiation – building on the ability to show power, this involves bargaining with decision makers.

STEP 8. Strategic Communication

The ultimate goal of communication is to facilitate a change in behavior rather than merely to raise awareness, change attitudes and disseminate information. It is behavior change by specific client and stakeholder groups that is critical to the achievement of development objectives. Strategic communication involves the development of programs designed to influence voluntary behavior of target audiences to achieve management objectives. It takes a client-centered approach, which is critical to engendering behavior change. It focuses on the needs of beneficiaries and seeks to understand and find ways to overcome the specific barriers they confront in adopting a new behavior, whether these barriers are cultural, structural, social or personal.

Because we measure the success of communication in terms of behavior change, it is a management responsibility to create an environment that facilitates behavioral change, such as putting in place a policy framework that supports behavior change and shapes social norms, as well as providing services and products that make behavior easy, convenient, and feasible. What is strategic communication in advocacy? Strategic communication is the development of a strategy designed to influence the voluntary behavior of target audiences to achieve an advocacy objective(s).

There are five management decisions which helps your advocacy group reach agreement on target audience, behavior change goals, take-away messages including the supporting data for these messages, channels of communication and evaluation. It also gives you a practical tool for monitoring whether your communication activities are consistent with the communication strategy for advocacy.

- Five Management Decisions Structure: A Communication Strategy.**
1. Which audiences need to be reached
 2. What changes in behavior is required
 3. What messages could be appropriate
 4. Which channels of communication would be most effective
 5. How will the communication process be monitored and evaluated

Using the decision-making template to structure the communication strategy ensures that only communication activities that support your advocacy objective(s) are undertaken.

Decision-making Template and Developing a Communication Strategy

Advocacy Objective: _____

AUDIENCE	BEHAVIOR	MESSAGE		CHANNELS	EVALUATION
		Take-away Message	Supporting Data		

1. Audience

As needed in an advocacy strategy, your communication strategy needs to reach different types of people who's support is critical to you advocacy action. It is useful to identify the primary and secondary audience as these audiences assume different roles in the task of promoting behavior change. (See Section: Identifying Advocacy Audience)

2. Behavior

Behavior is a specific action, performed toward a target, in a given context, at a specific time. Some behaviors are easier to influence than others. Using the decision-making template, you could specify the type of behavior your advocacy strategy would like to promote among various target audiences. By identifying the behavior your program would like to influence, you become aware of factors that influence audiences' willingness to adopt these behaviors. Critical to selecting feasible behaviors is to ask the question, "what do we want people to do?" The steps in defining the behavior for communication in advocacy:

Step 1: What is the objective/issue?

Step 2: Who is responsible for the problem?

Step 3: How do we create a segment of several audiences?

Step 4: What do we want them to do?

Step 5: What are the benefits and barriers people have?

Step 5: Define the Behavior in terms of an action by a segment under specific condition.

3. Take-away message

A take-away message is the target audience's response to the message put out by the communicator: it is what the audience hears versus what the communicator says. Good take-away messages focus on the people's needs, not the advocacy coalition's desire to communicate a message about its strategy. To be effective, a take-away message targets people's beliefs or opinions, and answers the question, "What does this have to do with me?" Take away messages must be culturally sensitive, memorable, and concise.

There are five key elements of messages. Content is only one part of a message. Other non-verbal factors such as who delivers the message, where a meeting takes place or the timing of the message can be as, or more, important that the content alone. In addition, sometimes what is not said delivers a louder message than what is said.

- Content/Ideas: What ideas do you want to convey? What arguments will you use to persuade your audience? What do want to achieve? Why? How do you propose to achieve it? What action do you want your audience to take?
- Language: What words will you choose to get your message across clearly and effectively? Are there words you should or should not use?
- Source/Messenger: Who will the audience respond to and find credible?
- Format: Which way(s) will you deliver your message for maximum impact? e.g. Radio, webpage, internet, a meeting, brochure?
- Time and Place:
- When is the best time to deliver the message? Is there a place to deliver your message that will enhance its credibility or give it more political impact?

Some tips for Message Development and Delivery

- Deliver a consistent message to an audience through a variety of channels over an extended period of time. Messages will not be absorbed by audiences and influence their opinions overnight - repetition is vital. Consistency is also crucial so don not

change your message until it has been absorbed by your audience. Deliver the same message in different ways, using different words, so it does not become boring.

- Make sure that your message is being delivered by a source that the audience finds credible. The messenger is often as important as the message itself.
- Create a message that the audience will understand. Use the language of the target group. Avoid technical terms and jargon. If your message presentation uses charts, keep them clear, simple and easy to understand. Use words and phrases that have positive images, rather than terms that may have negative connotations.
- Channels of Delivery. Various means of relaying messages include face-to-face meetings, in groups or individual counseling sessions, and mass media. Each target audience will need to be reached through channels of communication that the group considers credible and accessible. Television may not reach the poor who often live in isolated villages with no access to electricity. Print materials will not be useful to those who are unable to read. Radio signals may reach a community but people may not have batteries available all year round. Face-to-face communication may be the main channel of communication for reaching the poor. However, program managers need to ensure that fieldworkers are adequately trained and drop-outs among volunteer workers do not jeopardize outreach efforts. A practical approach is to use multiple channels of communication frequently enough as to trigger behavior change.

The tools of electronic networking--computers, modems and Internet accounts, web sites--are becoming more and more common and successful advocacy alternative. Many citizens although they intuitively sense the potential of this technology, are casting about for effective strategies for applying the power of electronic networking to their work. While most community-based organizations regularly communicate with their constituency by mail, phone and fax, few are using email and the Web effectively to communicate with their activist base. The number of people in our region who are "online" continues to grow, and we feel most groups are missing a huge opportunity to reach out electronically to their own online membership and help them become powerful and effective activists.

4. Supporting Data

Supporting data is the information the communicator uses to persuade target audiences that the recommended behavior results in benefits claimed by the program. Using the example of food sellers above, supporting data needed to convince food sellers to adopt hygienic food handling practices may compare school absenteeism among children in schools where food sellers adopt hygienic food handling practices with schools where food sellers do not use proper food handling techniques.

STEP 9: Monitoring and Evaluation

Before beginning an advocacy campaign, the organizers should determine how they will monitor activities and evaluate results. Constant evaluation and adaptation of your advocacy effort is the best way to ensure success. The idea behind self-assessment is to get useful feedback and alter your strategies and/or objectives if necessary. Adaptability, creativity and persistence are characteristics of seasoned and successful advocacy work; if one strategy does not work, then try another, and another, until the goal is reached.

To revisit the big picture of your advocacy campaign, it might be useful to evaluate your advocacy effort each year or at the end of your prescribed decision-making cycle. Remember, changes happens slowly and achieving any policy change through advocacy will most likely be a gradual process that will take time, energy, persistence and tenacity. In fact, the process is never really finished. Once you achieve your first advocacy goal, another one is waiting around the corner.

The self-assessment questionnaire is divided into 7 areas: advocacy issue/objective, message delivery/communication, use of data and research, coalition building, participation/constituency, decision-making process, and overall management/organizational issues. Use this questionnaire every 3-6 months to chart your progress and improve your activities. It is not necessary to use all questions.

Advocacy Assessment Questionnaire

1. Advocacy Issue/Objective

Is your advocacy issue moving smoothly through the process or have you encountered some obstacles? What are the obstacles and how can they be overcome?

What else can you do to move your objective forward? Would building new alliances or increasing your media outreach help move your objective through the decision-making process?

Is your objective does not seem achievable, should you alter it? What would be achievable? Could you achieve part of your objective by negotiating or compromising?

How much does the policy/program reflect your objective? Did you win your objective entirely, partly, or not at all?

Can/should you try to achieve the rest of your objective during the next decision-making cycle? Or should you move on to an entirely new advocacy objective? What are the pros and cons for each decision?

Did the policy/program change make a difference to the problem you were addressing? If you achieved your objective in whole or in part, has it had the impact you intended?

2. Message Delivery/Communications

Did your message(s) reach the key audiences? If not, how can you better reach these audiences?

Did your audiences respond positively to your message(s)? If not, how can you better reach these audiences?

Which formats for delivery worked well? Which were not effective and why? How can these formats be changed or improved?

Did you receive any media/press coverage? Was it helpful to your effort? How could your media relations be improved?

Are target audiences changing knowledge, attitudes, beliefs, and behaviors as intended?

A communication is defined as one or more messages packaged as a single item on electronic, print, or other media (e.g. radio spot, poster, brochure). Other sample indicators for a communication strategy include:

- a. Number of communications produced, by type, during a reference period.
Information required: a list of items produced in a given period of time, such as one year, is required, and a comparison to what was planned for the project.
- b. Number of communications disseminated, by type, during reference period.
Information required: a list is required of communication products disseminated, and of activities conducted during a given period of time, such as one year, and a comparison to what was planned for the project
- c. Percentage of target audience who correctly comprehend a given message.
Information required: answers from respondents to surveys made before and after diffusion of the message to determine a change in the level of comprehension.
- d. Percentage of target audience expressing knowledge, attitudes, beliefs consistent with a given message.
Information required: answers from respondents to survey questions dealing with knowledge, attitudes, beliefs. Surveys should be made before and after diffusion of the message to provide a comparison.
- e. Percentage of target audience who acquire skills recommended by a given message.
Information required. Demonstration of criteria for the correct demonstration of a given skill; verbal description of the skill; or actual demonstration, before and after exposure to the communication.
- f. Percentage of target audience who engage in recommended practices.
Information required: number of persons who declare their use and intended continued use of the practice recommended by the communication program. Figures will be presented either as a percentage of those who heard or saw the messages in question, or as a percentage of those interviewed.

3. Use of Research and Data

How did using data and research enhance your effort?

Were data presented clearly and persuasively? How could your presentation be improved?

Did your advocacy effort raise new research questions? Are more data needed to support your advocacy objective? If so, are the data available elsewhere or do you need to conduct the research?

4. Decision-Making Process

How is the decision-making process more open because of your efforts?

Will it be easier to reach and persuade the decision makers next time? Why or why not?

How many more people/organization are involved in the decision-making process than before you began? How has this helped or hindered your efforts?

How could you improve the way you move the decision-making process forward?

5. Participation and Constituency Building

What is the purpose of the participation strategy?

Who makes the final decisions for the initiative for which participation is being sought

What is the final outcome of participation and benefited.

How can citizens understand the political process better?
Do people understand and exercise their rights more?

Were citizens able to organize more effectively to hold government accountable for its promises and for better responsiveness?

Were the kinds of education, information, and skills and organization-building efforts sufficient to enable people to sustain involvement in decisions which affect them and maintain the attention of decision makers and power holders?

6. Coalition Building

How was your coalition successful in gaining attention to the issue and building support for the advocacy objective?

Was information distributed to coalition members in a timely fashion? How could information dissemination be improved?

Are there any unresolved conflicts in the coalition? How can they be addressed and resolved?

Is there a high level of cooperation and information exchange among coalition members? How could internal coalition relations be enhanced?

Did the coalition gain or lose any members? How can you enlist new members and/or prevent members from leaving?

Does the coalition provide opportunities for leadership development among members?

How was your network helpful to your advocacy? How can you expand your network?

7. Overall Management/Organizational Issues

Is your advocacy effort financially viable? How could you raise additional resources?

Is the accounting system adequate? Can you provide to funders an accurate accounting of how money was spent?

How could your financial resources have been used more efficiently?

Were all events produced successfully and meetings run smoothly? Which were not and why not? How can logistics be improved?

Are you or your organization overwhelmed or discouraged? How could you get more assistance? Should you narrow your goal or extend your time frame to make your effort more manageable?

5. Case Study: Kenyan Advocates Succeed in Promoting Adolescent Health

One in four Kenyans is an adolescent and teens represent an ever-growing proportion of the population. Hospital treatment of teenagers for the consequences of unsafe abortion accounts for between 20 and 50 percent of all such cases. Teens aged 15-19 years also constitute approximately 35 percent of all reported HIV/AIDS cases in Kenya. Still, the government of Kenya prohibits the distribution of contraceptives to adolescents.

In early 1990, the Center for the Study of Adolescence (CSA) was established to conduct research on adolescent health issues and to advocate for policies that promote the well-being of young people.

CSA encountered opposition to their advocacy efforts early on, but used this opposition to build a stronger and more creative force for adolescent reproductive health. Religious organization that had attended several conferences on adolescent reproductive health in Kenya opposed CAS's work. They were so effective in their opposition to family life education in schools that the Ministry of Education threatened to eliminate the family life program from the curriculum.

Against this backdrop, youth-serving organizations including CSA decided to develop a coalition to support adolescent reproductive health. In 1994, they established the Kenyan Association for the Promotion of Adolescent Health (KAPAH), conducted advocacy trainings and developed an advocacy strategy. KAPAH developed and distributed fact sheets on adolescent reproductive health which helped to dispel myths and misinformation about adolescent reproductive health and programs such as family life education.

KAPAH also worked closely with the press to educate the public about the true content of family life education programs and the extent of reproductive health problems facing Kenya's youth. In fact, KAPAH paid the newspaper to print an overview of the family life education curriculum and explain the contentious issues. KAPAH's media advocacy was so successful that they now regularly contribute views, opinions and advice to a column on adolescent health in a Kenyan newspaper. The column is sponsored and paid for by the Kenya Youth Initiative and funded by USAID.

KAPAH also reached out to the opposition and engages them in consultations in order to understand their concerns and to find common ground.

In addition, KAPAH met with individual policy makers and found that while these leaders supported adolescent health privately, it was difficult for some of them to take a public position on the subject. The Association made an effort to support these decision makers both publicly and "behind the scenes." As a result, KAPAH developed better relationships with several ministries including the Ministry of Education. In fact, KAPAH successfully advocated for pregnant school girls to be allowed to stay in school while pregnant and to return to school after delivery.

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