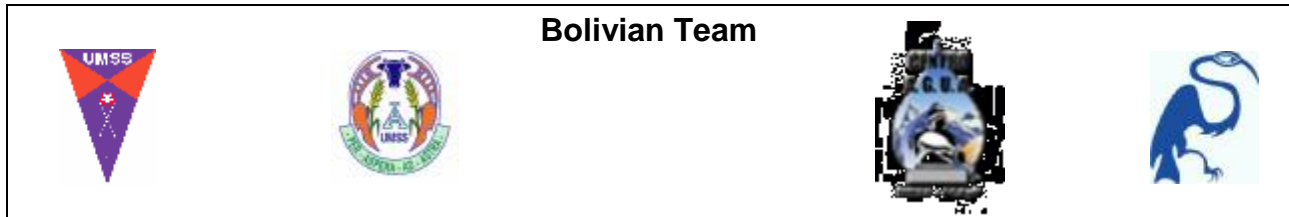


NEGOWAT Project

Facilitating Negotiations Over Land and Water Conflicts in Latin American Peri-urban Upstream Catchments: Combining Agent-Based Modelling with Role Playing Game



WORKING PAPER 4

Use of a methodology to support the design of a short-term Multi-Stakeholder Platform: the case of a water and sanitation project in Tiquipaya (Bolivia)



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1. Introduction

The Tiquipaya Municipality is situated in the peri-urban zone of Cochabamba city, in Bolivia. Its valley part is inhabited by 26,000 people. Drinking water is distributed by community-based Water Committees, without the intervention of the Municipality. With the exception of the city centre, the whole municipality does not have a sewage system.

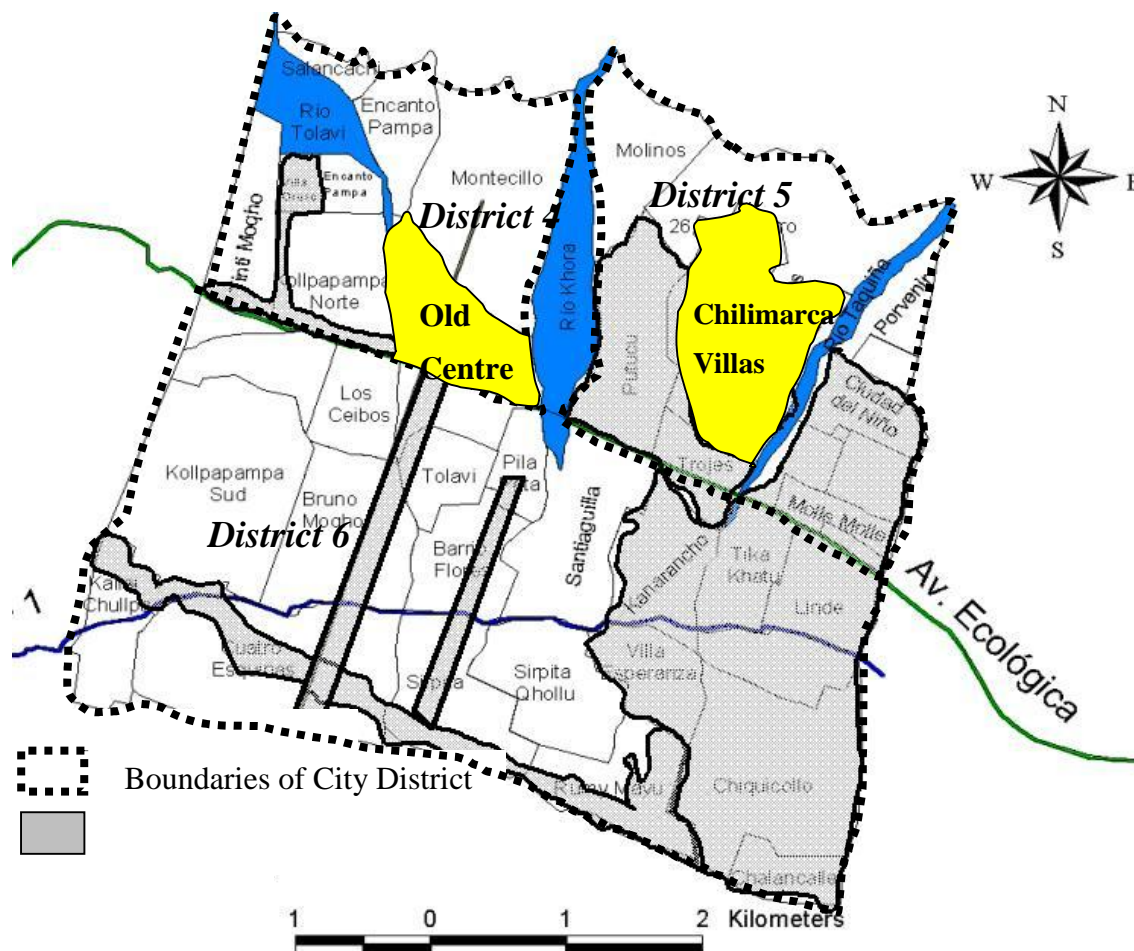
Given their very fast urbanization process, Tiquipaya and the nearby Colcapirhua Municipality decided in 2001 to design a 4-million US\$ Inter-communal water and sanitation project, called MACOTI. It will install a sanitation network and will provide bulk treated water to the Water Committees. The project has been funded with a loan from the American Development Bank obtained through the National Fund for Rural Development (FNDR). The project was heavily criticized by many Water Committees, for the following reasons: (i) the project was not publicized and there were presumptions of corruption; (ii) the 25-year duration of the loan was judged too long and the interest rate too high; (iii) the project was initially to take over the assets and the management of the Water Committees' infrastructure, without any compensation. ASIRITIC, the local irrigation users association, also questioned the project because of the previous reasons, but also because the project would accelerate the urbanization process and might take control of the water sources managed by ASIRITIC, in order to get the needed water to operate the water and sanitation system.

This lack of agreement led to a series of conflicts in 2003, with the Army intervention at one stage of the conflict. As a consequence, the Mayor had to leave and a group of communities which were part of the project, called the Chillamarca Villas, decided to walk out of the project and set up their own alternative sanitation project (cf. Figure 1). In June 2004, the Vice-Minister of Basic Services, looking for a negotiated solution of the conflict, proposed to organize a Technical Table in Tiquipaya (*Mesa Técnica* in Spanish) to undertake an in-depth review of the project and achieve a negotiated agreement.

Negowat project is a European Union-funded research project that aimed at developing and testing methodologies to support discussion on access to water and land use in peri-urban areas. In Bolivia, it was mainly composed of Centro AGUA, a research centre from the Cochabamba University, and the CERES NGO. The Negowat team proposed its help in the organization of the Technical Table, which was accepted by the Vice-Ministry, the Tiquipaya Municipality, and various social organizations of Tiquipaya.

This document presents the implementation of this Technical Table. As part of the Negowat project, a Generic Methodology was designed to support short-term Multi Stakeholder Platforms (see Faysse and Cossío, in this book). This chapter aims at presenting how this generic methodology was implemented in the case of a Negotiation Table regarding a highly conflictive water and sanitation project. This case study document uses the same structure as the methodological one. In order to link both of them, a number set at the beginning of each paragraph indicates which one of the questions from the checklist proposed in the methodology document is referred to.

Figure 1. The valley area of Tiquipaya



2. Baseline analysis

This section presents a summary of the conflict and stakeholder analysis. Negowat team had previous knowledge of local context because of many years of work of Centro AGUA and CERES in the area. The baseline analysis was achieved (Quiroz and Cuba, 2004). The following constitutes a summary of this analysis.

2.1 Analysis of the conflict and the stakeholders

Questions 1 and 2.

OTBs (Base Territorial Organization) are the legally recognized representation structures of the local communities in Bolivia. The Valley part of Tiquipaya (districts 4, 5 and 6) is composed of 46 OTBs. The Municipality was split apart between groups supporting the project and others opposing it. The majority of the OTBs from the District 5 were opposed to the MACOTI project. The other part of the District 5 and the whole District 6 supported the project and had created a Committee for the Defence of the Sanitation, in order to counter the first group. The Representatives of District 4 decided to walk out of the project in August 2004, however, the main Water Committee of this District, with around 1500 connections, supported the project.

3. 4.

In June 2004, there was no on-going discussion between the supporters and the opponents to the project. There was no agreement on the reasons for the conflict and the failure to discuss it. According to the groups supporting the MACOTI project, the Chillimarca Villas did not want to pay the required share of the project, while ASIRITIC would be opposed to any sanitation project as it would accelerate the urbanization process and therefore decrease ASIRITIC's power. The groups opposing the project put forward that the two Mayors, during the period 1998-2003 and during 2004, did not want to publicize the project. Generally speaking, there was indeed a lack of willingness on the Municipality side to organize a Negotiation Table, but also a lack of capacity to undertake it. Additionally, there was a general lack of culture of seating together to talk in case of a conflict in Tiquipaya.

5.

The Vice-Ministry wanted an agreement, because they needed to get projects being implemented in a climate of social peace. They proposed initially the Technical Table. The Tiquipaya Municipality were interested in getting an agreement, to be able to start the works without a new conflict and to show national organizations its goodwill.

ASIRITIC accepted to participate in part in the idea of trying to initiate a discussion on the urbanization process and the means to control it. The Chillimarca Villas were officially out of the sanitation part of the project. However, the funding of their alternative project was not secured. They needed to negotiate changes in the MACOTI project, in order to be able to enter again in the event that the funding of the alternative project would fail.

The stakeholder groups supporting the MACOTI project were not interested at first in participating in the Negotiation Table. They eventually did it to support the Municipality, but under the condition that the Technical Table would not impede the initiation of the works.

3. Ex - ante evaluation of the intervention

3.1 Evaluation of the opportunity to intervene

6.

The Negowat team evaluated some of the possible risks ex ante: (i) some stakeholder groups boycott the Technical Table and do not accept its legitimacy; (ii) no agreement is reached regarding the Technical Table methodology; and (iii) the socialisation of the information about the project leads to an increase in the conflicts. There was no real risk of forcing agreements on weak stakeholder groups, since there were well-organized and well-connected groups on both sides. Actually, during the Technical Table, only the first two risks appeared important and much time was devoted to discuss methodology with the stakeholders.

The representatives at the Technical Table underlined that there was a risk that their presence would be interpreted as an acceptance of the project. This was officially discarded: attendance to the sessions did not mean acceptance.

7.

It was an opportune moment to organize a Technical Table, because: (i) the atmosphere had calmed down 6 months after the toughest events in 2003; (ii) the Mayor who arrived in 2004 was more open to discussion than his predecessor; (iii) the Vice-Ministry supported officially the Technical Table.

3.2 Evaluation of the required form of intervention

8.9.10

The Negowat team was appointed from the outset as the Facilitator for the Technical Table. It acted as a mediator sometimes, for instance proposing phrasing of the resolutions that had come out of the debates, in order to be discussed and improved by the participants.

The Negowat team had to start the Technical Table from scratch, as there was no on-going negotiation process. The team did not organize specific activities with some of the stakeholders to get them on-board, because all stakeholders had a reason to participate (see previous analysis).

11.

The main objectives of the Facilitator in intervening in the MSP were: (i) all stakeholder groups come to seat and are empowered to really negotiate the MACOTI project; (ii) the Municipality recognizes the process and pays attention to the resolutions it might make; and (iii) secure a strong link between the representatives and their constituencies.

12.

Centro AGUA already enjoyed legitimacy in the area, since they had been working with ASIRITIC for the past 10 years and with several Water Committees in the past year. CERES had also worked in Tiquipaya Municipality for the past 12 years.

When the Negowat team decided to facilitate the process, it sent a proposal to the Municipality, the Vice-Ministry, ASIRITIC and the Chillimarca Villas. The proposal was well accepted because locally, there was no organization acknowledged as neutral that would be able to support the process. The Vice-Ministry could have been accepted as a neutral broker, but it did not have the capacity to organize the Technical Table in practice.

13.

The Negowat team decided to appear as neutral: they did not make any proposal on the project itself (though they made proposals to improve the negotiation process). However, the team had their own analysis of the weak aspects of the MACOTI project, and made sure these points would be dealt with during the sessions of the Technical Table. During this Table, the representatives did not question much Negowat's neutrality (they questioned much more the interest of talking about a project about to start already). It appeared very important to clarify the funding of the Negowat project, i.e., they did not receive any funds from a Tiquipaya organization and from the Vice-Ministry.

4. Design of the MSP

4.1 Degree of involvement of the stakeholders and the Facilitator

14.

The initial idea was to agree on a MSP design during an informal meeting with some 10 key representatives of the different stakeholder groups, and then call for a plenary meeting with all OTBs, Water Committees and ASIRITIC to validate this design. Though a MSP design was indeed agreed during the informal meeting, it became evident that tensions were too strong to reach consensus in a plenary session with all groups involved. The Negowat team took then a two-step approach.

First, during 3 weeks, several meetings were held with representatives of all stakeholder groups that were important in the conflict, to learn under which conditions they would accept to participate and to convince them of the interest of the Technical Table. For instance, some representatives of the District 4 declared that they would accept to come to the Technical Table only under the condition that the engineer in charge of the project be fired. Second, once a draft design was ready, one meeting was organized in each District (three in total).

The MSP design was not officially signed by the stakeholders. The Negowat team wrote a short document that presented the aim and the design of the Technical Table, and distributed it to all participating organizations. No comment was made during the first session, therefore this design was considered as accepted.

4.2 Main points to tackle for the design of the MSP

1. Definition of the Organization inviting and the Facilitator

15.

The Negowat team played the role of Facilitator, with the Tiquipaya Municipality and the Vice-Ministry as formal inviting organizations. Though in practice, the Negowat team assumed the whole responsibility of organizing the meetings, the presence of the Municipality and the Vice-Ministry was a key element in providing legitimacy to the process and setting it up. It provided stability as well: one of the first invitation letters sent to all stakeholder groups was signed by the Vice-Ministry, the Municipality and the groups opposing the MACOTI project. The group supporting the project disliked it and because of this mistake, the process would have stopped if there had not been the support of the Vice-Ministry.

2. Basic structure of the MSP

- *Status and scope of the MSP (16.17.)*

The official objective of the Technical Table was to: 1) create a space for socialization, analysis and discussion of the Inter-Communal project; 2) propose motions to improve it. It was initially proposed by Negowat that the Technical Table would just have the capacity to present proposals to the Municipality Councils of Tiquipaya and Colcapirhua, which would afterwards accept or refuse them. Such a decision was made on the grounds that 1) many groups had no legal status and a weak relationship between the constituency and its representatives, 2) the District 6 feared that the Technical Table might lead to motions that would harm the project. However, since the first session, the participants required that the Council automatically implement the decisions they would take. The Council did not agree at first, but they eventually accepted to issue a note with this commitment.

Another point that was heavily discussed was the question whether the works would be stopped during the Technical Table. There was a strong social pressure in District 6 and part of the District 5 for the works to start as soon as possible. From the Negowat team point of view, anyway this issue was not of such importance since the conflict was more on the financial and institutional aspects. However, ASIRITIC and the Chillamarca Villas wanted this clause. It was finally decided that the works would start only in zones that had already accepted the MACOTI project.

- *Composition of the platform (18.)*

Three themes were strongly disputed regarding the composition of the Technical Table.

First, given the existing tensions, it was initially judged that a maximum of 30 representatives should be invited. However, all OTBs and Water Committees wanted to have their own representatives, which would end up with a Table of 70 persons. Eventually Negowat team accepted this, betting that not all organizations would send their representatives (this proved to be true in practice).

Second, leaders from District 6 initially refused the presence of the opponents to the project, on the grounds that ASIRITIC was managing irrigation water and had nothing to do with a drinking water and sanitation project, and that the Chillamarca Villas did not have a say in the project since they had officially walked out. Leaders of District 6 would contend also that they were representing all inhabitants in their areas of jurisdiction; therefore they were also representing irrigation farmers. Eventually, these leaders accepted the presence of the two opposing groups after the Municipality intervened to convince them.

Third, a Baseline group was eventually defined, which was the official composition of the Table. However, several persons that came to the first sessions were not part of this baseline group, e.g. the Committee of Defence of Sanitation. It was eventually agreed that anybody could come and participate in the discussion as long as the interventions would be positive and would enhance the debate.

3. Negotiation structure

- *Definition of the points to be discussed and the limits of the discussion (19.20.)*

The object of the discussion was very well defined as it was focused on an already existing project of water and sanitation.

The main issue in terms of defining the limits of the discussion was the one of getting Colcapirhua on-board of the Technical Table or not. This point was discussed in-depth during the first meeting of the design of the MSP. The project was an Inter-Communal one; therefore many of its components had to be addressed at the inter-communal level. However, it was decided that there were already many conflicts in Tiquipaya, and adding those of Colcapirhua would lead to an unmanageable discussion table. Therefore, Colcapirhua was not part of the discussion but representatives of the Municipality were invited at each session of the Technical Table.

The conflict had been existing for several months already, and discussions with various groups enabled the Negowat team to get knowledge of each position. Given this information, a short analysis of the points that the stakeholder groups would raise was prepared before each session, as well as the way to find an agreement. In particular, before the first session, the Negowat team organized a meeting with representatives of the Municipality and of the designers of the project, to see what would be the points the opponents to the project would raise, and how the latter would answer them.

- *Structure of the sessions (21.)*

The sessions were organized in the following order: the technical design, the financial one and finally the organisational model of the institution that would be afterwards in charge of operating and maintaining the network.

- *If decisions are taken, which kind of decision-making rule (22. 23.)*

Consensus rule was to be used. If consensus would not be reached, the motion would be simply discarded. In practice, consensus was always achieved for the technical and financial aspects, but failed for the institutional one.

- *Tools to facilitate the discussion and the negotiation (24.)*

Three types of tools were used. First, in order to present some information regarding the project, several PowerPoint presentations were organized during each session. Role playing games were not used because of explicit conflictive situation: the atmosphere was sometimes tense during the first sessions. Second, participants were invited to present some position documents, which was indeed done by two stakeholder groups. Third, in order to organize the discussions, paperboards and data show projections were used to summarize the points addressed and what had come out of the discussions, and to help participants focus on the topic discussed. However, these tools were not used enough and much time was lost because of interventions that were not to the point.

4. Relationship between constituencies and their representatives

25.26.

During preparation meetings, the Negowat team proposed that each stakeholder group (OTBs, Water Committees, ASIRITIC) would accredit a representative, and would publicize its choice with a nomination letter. This was followed by almost none of the stakeholder groups (anyway, this proposal was very ambitious given the functioning of many of these groups). In practice, the directory of each group named in an informal way a person to represent them at the Technical Table, who was often one of its members. Given this situation, the Negowat team only required participants at the Technical Table to register as a titular or deputy. Eventually, this flexibility did not harm the negotiation process.

5. Link with stakeholder groups not represented in the MSP and the general public

27

All stakeholder groups involved in the conflict were invited to participate in the process. Besides, each session of the Technical Table took place during a Friday and the following Saturday. At first, it was scheduled that the Saturday afternoon would be dedicated to discussion with the public. However, nobody came at the first session, because of (1) lack of communication regarding the MSP to the general public; and (2) the grassroots users are used to meet at OTB or Water Committee level and rarely travel to places far from their home for this kind of meetings. The first problem came from Negowat lack of capacity to socialize information beyond the leaders of each group. Eventually, the main way of communicating was the distribution of information bulletins

between two sessions that would contain a summary of the past session and the information prepared for the next one. This bulletin was distributed to all OTBs, Water Committees of the valley area of Tiquipaya, as well as to the Municipality and ASIRITIC. Furthermore, several newspapers and local television channels were invited to attend a session, but in the end they did not come.

6. Specific activities of the Facilitator

- *Capacity-building (28)*

No specific capacity-building meetings with specific stakeholder groups were organized. The Negowat team proposed such capacity building to ASIRITIC, but it was refused. Anyway, the Technical Table was as much a place to learn about the project as a place to discuss about it.

- *Collection of information (29)*

A summary of the MACOTI project, and especially its financial structure, was designed by Negowat in cooperation with the designers of the project. This summary was distributed to all stakeholder groups before the first session. Negowat team clarified that the MACOTI team took full responsibility of its content, and that in no way this summary meant an opinion of the Negowat team regarding the project. Writing the summary also enabled the Negowat team to gain an in-depth knowledge of the project.

During the sessions, the participants often asked for more detailed information, e.g. regarding how the designers of the MACOTI project had calculated that 6,000 connexions would be made during the first year, or a more detailed explication of the financial structure.

- *Duration of the MSP and planning of the financial and human resource requirements (30. 31.)*

At first, four sessions of two days each were planned. However, a dilemma appeared during the process. On the one hand, it was important not to extend too much the process, in order not to tire the representatives and because, apart from the representatives of the Municipality and from the Vice-Ministry, none had expenses allowance to attend the meetings. On the other hand, the Negowat team did not want to force the closure of a theme until the participants are satisfied with the discussion that had taken place.

In order to organize the Technical Table, 3 people were needed full-time during a period of 4 months. Furthermore, a vehicle was used to distribute the information bulletins, invitations and documents prepared for each session to the stakeholder groups. Around 10,000 photocopies were produced during the whole process.

The representatives of the social organizations that came to the Table did not receive any participation fee, not even the transport costs. The Negowat team paid all the costs linked to the Technical Table, with the exception of the lunches that the Municipality agreed to pay. To get the Municipality comply with its commitment required much effort, but such - financial -involvement was important to ensure the Municipality would feel being part of the process.

4.3 Organization of the MSP sessions

Rules to organize the debates (32.)

During the first session, the Negowat team proposed a set of rules for debating, mainly to make sure the debate would remain calm and participants would respect each other. The maximum duration of any intervention was also set at 3 minutes.

Language (33.)

The language used was Spanish. Though *quechua* is the other language spoken in the Municipality and the debating rules designed for the Table accepted its use, Spanish is the most commonly used language in the valley part of Tiquipaya (*quechua* is more used in the rural area).

5. Activities during the Technical Table

Sessions organized

In the end five sessions were organized. During the first four sessions, the technical, financial and institutional components of the project were tackled, in that order. At first, it had been scheduled to devote one session for each component, but eventually much mixing occurred, as participants often asked information that the Negowat team had then to prepare for the next session. At the end of the fourth session, several Technical Commissions were named to follow-up on some specific topics. Three commissions were to work on (1) supervising the quality of the construction works; (2) reviewing the financial structure and finding external funds to lower the total costs to be borne by users; (3) examine the possibility to use a pipeline in project by the nearby Cochabamba water company, in order to lower costs as well. However, none of these commissions got results after 2 months. The last Commission was to review possible institutional designs for the future organization in charge of operating and maintaining the system. This Commission worked continuously and successfully, and was able to propose 2 alternatives for the institutional design during the fifth and last session. The latter also served to present a document summarizing the Technical Table and the resolutions that came out of it, and to discuss how the process would be carried forward after the Negowat team's departure. New Municipal elections had taken place between the fourth and the fifth sessions, and it was agreed that the Municipality would go on in some way with the socialization and discussion process.

Animation of the session

Often, questions during the sessions called for more information regarding the project. Therefore, between two sessions, the Negowat team collected the information and prepare it, mainly (but not only) with the designers of the MACOTI project. Many people were invited to intervene during the sessions, for instance the FNDR, the companies in charge of the construction and of the supervision, a demographer from the University, and a representative of the Water Committee of Tiquipaya Old Centre.

Each discussion theme was often introduced by a presentation (for instance by a representative of the designers of the MACOTI project). The participants were then free to intervene and ask

questions or make statements. The Negowat team would try to organize the discussion. As said earlier, much time was lost with some participants talking on topics out of the discussion theme. After each half-day or complete day, what had come out of the discussion was summarized in the form of motions, which were discussed until consensus among all members was reached.

6. Evaluation of the Technical Table

34. 35.

The evaluation activities were carried out independently from the implementation of this platform as the person responsible had no responsibilities in the execution of the Technical Table. The objectives of the evaluation were:

- To assess the Technical Table implementation process, its results and effects considering the perspective of the stakeholders involved.
- To test the evaluation part of the MSP Generic Methodology (see Faysse and Cossío in this book)

This section describes first the methodology used during the evaluation and then presents the results of this evaluation.

6.1 Evaluation activities

6.1.1 Definition of indicators

36.

A first step for the evaluation was the definition of efficacy and efficiency indicators of the Technical Table. It was based on a previous identification and clarification of the general and design objectives of the platform and the actions carried out to attain the design objectives.

The official objective of the Technical Table was:

To create socialization, analysis and discussion space for the MACOTI project in order to **reach a negotiated agreement among the participants regarding a common vision of the project and propose changes to improve it.**

Though the former was disseminated as the objective of this platform, to “reach a negotiated agreement among the participants about a common vision” was very ambitious. What actually was intended was just to reach *a deeper understanding of the project among stakeholders.*

42.45.

The efficacy indicators linked to the general objective were:

- Stakeholders' knowledge about the project
- Existent agreements and disagreements about the actual characteristics of the project (technical, financial, institutional)
- Suggestions and actions carried out to change some project aspects.
- Changes in perspectives and relationship among involved stakeholders

Efficacy and efficiency indicators of the design objectives are shown afterwards in the analysis of the completion of these objectives.

6.1.2 Monitoring of the process and its effects

49. 50.

The Technical Table implementation encompassed the following process monitoring activities:

- Record of participants in every session,
- Record of events that took place during the sessions, and
- Evaluator's analysis of these events.

The monitoring of effects consisted of:

- Processing and analysis of information generated during the planning and implementation
- Interview of selected stakeholder representatives (the list and codes are shown in the Appendix)
- Meetings with the implementation team (Negowat project)

6.2 Results of the evaluation

6.2.1 Efficiency and efficacy of the Technical Table design objectives

38. 43. 46.

As the design objectives are in this case the objectives of the facilitator of the Technical Table (Negowat), this section analyses the actions of the facilitator to accomplish each objective showing the efficacy and efficiency indicators used to analyze it.

Objective 1. To identify all the stakeholders, their positions and relations around the MACOTI project

| Efficacy Indicators | Activities | Efficiency Indicators |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> • The MSP planning did not disregard the inclusion of any stakeholder • The relations among stakeholders were wisely handled during the process | <ul style="list-style-type: none"> • Rapid stakeholders mapping | <ul style="list-style-type: none"> • Degree of knowledge of stakeholders and their relationships before the process |
| | <ul style="list-style-type: none"> • Monitoring of stakeholders behaviour along the process | <ul style="list-style-type: none"> • Degree of knowledge of stakeholders and their relationships along the process |

The rapid stakeholder mapping carried out by the facilitator did not identify an important stakeholder that complained about him being kept aside. Though, this eventually did not stop the process, it underlines the importance of having knowledge about the stakeholders around a problem and its dynamic. Neglecting the consideration of important stakeholders could lead to a lack of legitimacy of a platform or to a failure in its conformation.

Objective 2. To define the objectives and design of the process with the participation of the stakeholders

| Efficacy Indicators | Activities | Efficiency Indicators |
|----------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> • Technical Table characteristics include some stakeholders' suggestions | <ul style="list-style-type: none"> • Formal and informal meetings with stakeholders representatives and other influential actors | <ul style="list-style-type: none"> • Grade of knowledge of stakeholders interests and requirements to become involved in the Technical Table • Degree of acceptance of the Technical Table by the stakeholders |

On the one hand informal meetings were effective to check the proposal and include the requirements of stakeholders to become involved in the Technical Table. On the other hand, formal meetings succeeded to reach the commitment of all the important groups to participate. However, the latter did not allow an in-depth revision of the proposed methodology.

The objectives and methodology were accepted by all the stakeholders. They were not questioned afterwards in spite of the relatively few numbers of participants during preparation meetings (formal meetings), which caused that some participants did not know the scope of the Technical Table at the beginning of its implementation. It stresses the effect of the previous informal meetings, which allowed identifying the main demands and fears of the stakeholders around the Technical Table implementation.

Objective 3. To promote that representatives can adapt the methodology of the platform during the process

| Efficacy Indicators | Activities | Efficiency Indicators |
|--------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> • Methodological changes were introduced, based on stakeholders' suggestions | <ul style="list-style-type: none"> • It was allowed for representatives to question the methodology during the discussions | <ul style="list-style-type: none"> • Grade of consideration of methodological suggestions during the process |

The methodology was questioned during the implementation in an informal way. The participants that gave opinions about it were not stopped by the moderator. However, it did not allow a serious consideration of these opinions and disordered the sequence of the discussions causing delays.

Objective 4. To make Technical Table process and results be considered by formal authorities

| Efficacy Indicators | Activities | Efficiency Indicators |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> • Recognition and support of the Technical Table by formal authorities • Consideration of Technical Table results by formal authorities | <ul style="list-style-type: none"> • The municipality was involved in the platform organization. Vice-ministry was involved as participant and co-organizer | <ul style="list-style-type: none"> • Form of support of municipality and vice-ministry to the Technical Table |

The vice-Ministry gave its support to the Technical Table from the beginning. They co-organised its implementation (with Negowat) and influenced the Municipality of Tiquipaya to support it. The latter was fundamental for the set up of this platform. It was the only organization with legitimacy and authority to convene the stakeholders to participate in the process

At the end of the process, there was scepticism about the consideration of the results by the Municipal authorities, mainly because of their sporadic and passive participation in the Technical Table. However, the written commitment of the Municipal Council and the formal support of the Mayor to this process, are arguments that can be used by any stakeholder to demand the accomplishment of the motions resulted from the Technical Table.

Objective 5. To promote that participants are genuine representatives and accountable to their constituencies

| Efficacy Indicators | Activities | Efficiency Indicators |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> • Constituencies' knowledge about the process • Constituencies ratification of the Technical Table reached agreements | <ul style="list-style-type: none"> • Formal discussion of the way of representation of stakeholders | <ul style="list-style-type: none"> • Degree of formal appointment of stakeholder representatives to the Technical Table |

The discussion about the way of appointing representatives to the Technical Table concluded with an agreement that was accomplished by a minority of stakeholders. Most of them were represented by their current leaders and others by some people interested in participate but without legitimacy. Furthermore, the methodology for decision making did not consider consultation to the constituencies, thus representatives were not forced to inform and discuss with their constituencies.

Consulted about the information to their constituencies, several interviewed representatives answered that they did not inform them about the Technical Table, they would wait the conclusion of the process for that. However, others answered that they have informed regularly about the Technical Table.

Objective 6. To inform the public about the development and results of the Technical Table

| Efficacy Indicators | Activities | Efficiency Indicators |
|------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> • Public knowledge about the Technical Table | <ul style="list-style-type: none"> • Agreement to carry out open meetings | <ul style="list-style-type: none"> • Number of people (not part of the base group) participating in meetings |
| | <ul style="list-style-type: none"> • Formal invitation to the media | <ul style="list-style-type: none"> • Quantity and quality of broadcasted information about the Technical Table |

The taken actions did not succeed in keep the public informed about the Technical Table. On the one hand, the planned open meetings did not gain the interest of the public and on the on the other hand, the invitation to the media (newspapers and television) did not have a positive answer. The lack of interest of public and media can be related to the lack of general usage of discussion processes at local and country level.

Therefore, the Technical Table was known just by the representatives of the stakeholder groups involved, which may be the weakest point of this intervention process.

Objective 7. To ensure that participants have adequate information and access to human, material and financial resources for an effective participation

| Efficacy Indicators | Activities | Efficiency Indicators |
|---------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> Participants give well-grounded opinions about the treated issues | <ul style="list-style-type: none"> Written information supply | <ul style="list-style-type: none"> Previous knowledge of the participants about the topics of the meetings |
| | <ul style="list-style-type: none"> Presentations about different issues | <ul style="list-style-type: none"> Number of experts that participate in the meetings (were experts in all the necessary issues present?) |
| <ul style="list-style-type: none"> The discussion process can be followed easily | <ul style="list-style-type: none"> Use of communication materials and equipment | <ul style="list-style-type: none"> Degree to which communication materials allowed a comprehensive discussion |

The irregular attendance of many participants caused difficulties in the effective supply of oral and written information what in its turn prolonged and disordered the discussion about every topic during the meetings.

Most of the opinions of representatives were not well grounded and were rather a reaction to others' opinion or to the explanation of invited professional. This creates some doubts about the reading of written material distributed previously to each session. Though some presentations were not clear enough, the presence of professionals with expertise about the project issues gave participants the opportunity to clarify their doubts with first hand information, which was very important for the debate.

The discussions during the meetings were difficult to follow. It was caused mainly because of the disorder in the opinions of the representatives. The Negowat team preferred this freedom of speech to having the Facilitator cutting somebody's intervention. However, more efforts could have been spent to design and use discussion support tools, and better use of communication materials and equipment. This would have helped members to remain focused on the topic under discussion.

Objective 8. To permit all participants to have influence in the decision making

| Efficacy Indicators | Activities | Efficiency Indicators |
|--------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> Participants agree with all the decisions taken in the Technical Table | <ul style="list-style-type: none"> All stakeholders were allowed to give opinions The bylaw was applied flexibly | <ul style="list-style-type: none"> Percentage of representatives that gave opinions during meetings |

Though it was evident that some people gave opinions more frequently, the way of handling the meetings allowed a broad participation of the representatives. The application of participation rules contributed importantly in this sense.

Every topic was largely discussed until there was a general agreement about it. However, the lack of clear structure of discussion caused that time was insufficient to discuss some topics.

6.2.2 Efficacy of the Technical Table

38. 39. 43.

This section analyzes the accomplishment of the general objective. It can be broken down into two aspects: the socialization of the project and the proposals to improve the project.

A) Socialization of the project

The socialization of the project was an aspect of common interest to all the involved stakeholders. Though was not possible to make in-depth changes in the technical and financial aspects, a deeper understanding of the project was reached. At the end of the process, the participants were able to distinguish the positive and negative aspects of the project and did not reject it as a whole anymore.

An indirect achievement of the Technical Table was the improvement in the relationship among the stakeholders with different positions in front of the project. Against the initial doubts, the stakeholders have accepted to sit together and argue about the MACOTI project without reaching a conflict. Though some stakeholders stated afterwards that their positions did not change much, they were much more prone to dialogue than initially.

B) Propose changes to improve the project

A weakness of the Technical Table was its moment of implementation; it was difficult to introduce changes in a project already at the beginning of its implementation stage. With exception of the institutional part, very few changes were proposed.

The Technical Table established a common view (almost by consensus) about the institutional model for the organization that will manage the sewage system in Tiquipaya, which is different of the model proposed initially in the MACOTI project. The weakness of this proposal is that it was not consulted with the stakeholders of Colcapirhua. This is a joint system, thus this organisation will be in charge of the system in both municipalities.

6.2.3 The achievement of stakeholders' objectives

37.

Stakeholders had different objectives in relation with their engagement in the MSP. During the Technical Table, the following objectives were distinguished, which were reached in most of the cases.

The objective of the vice-Ministry was to guarantee the execution of the funds committed with the donor, since there was a risk of losing the credit. The Technical Table was seen as a way of increase the support of the stakeholders to the project. Thus, the vice-Ministry provided organizational support and ensured the presence of its representatives in all the platform meetings.

The Mayor of Tiquipaya had the objective of executing the project as soon as possible. It caused them to see the implementation of the Technical Table with some distrust. Later on they accepted to support and participate in the platform influenced by the vice-Ministry but keeping in mind its objective. As reflected by one of its employees: “The Technical Table served to distract the stakeholders’ leaders while the execution of the project started”. Its erratic participation in the meetings also reflects this aspect.

The group of organizations (OTBs and drinking water systems) that defended the project had the objective of avoiding that groups against the project make modifications that could lead to more delays in project execution. Thus, most of these organizations participated in an irregular way or were absent.

The group of organizations that questioned the project and decided not to be part of it had the objective of introducing some changes in the project, especially in its financial part, so return to the project could become an acceptable alternative for them. This interest promoted an active and constant participation of these organizations in the platform introducing more dynamic on it.

The last group was the least satisfied with the results of the Technical Table because of its lack of in-depth changes in the technical and financial parts. They were however empowered to propose sizeable changes in the institutional part.

6.3 Some learned lessons

46. 47.

1. It was important to maintain the structure of the platform flexible. The facilitator put a lot of effort to define the composition of the Technical Table (number and appointment of representatives) but at the end it was more useful to manage the participation openly. It is not to say that it will be always the case: it depends obviously on the particular situation.
2. The case proved the importance of knowing the relationships among stakeholders to plan this kind of processes. One invitation distributed to all stakeholders, indicated that two stakeholders who questioned the project implementation, were inviting to a meeting to talk about the MACOTI project. It caused the wrath of stakeholders that supported the project, who questioned the legitimacy of those organizations to invite the rest.
3. It was necessary to verify the carried out stakeholders' mapping with the stakeholders themselves. One important stakeholder was ignored. It is not possible to have a once and for all stakeholder mapping, this is dynamic and there will always be new stakeholders to be taken into account during the design and implementation of a platform.
4. Many representatives were not constant in its assistance to the meetings. It harmed the progress of the discussions as they did not have enough information. The consideration of reimbursement of the costs of participation in the platform could have enhanced this aspect.
5. The lack of culture to deal with conflicts within platforms influenced importantly the behaviour of the stakeholders and therefore the carry out of the Technical Table. It was manifested in three important aspects: (i) The opposition showed by some groups during preparation meetings, to the inclusion of important stakeholders in the Technical Table; (ii) the scarce interest of the public to participate in open meetings; (iii) the difficulties of the participants to focus their opinions around the discussion of one issue during the meetings.
6. Considering the dimensions of this project (2 million USD) the cost of implementation of the Technical Table was very small. That allows to state that this process could have been implemented during the design stage of the project, what would have avoided the conflicts around the project implementation.

7. Conclusions

The list of questions was useful to verify that all aspects were considered during planning, implementation and evaluation. Its application in this case allowed improving the list. As it is an iterative process, it will be useful to use this list in more cases mainly to distinguish what are more general questions and what are the ones specific to some cases.

The presence of the facilitator during the Technical Table was fundamental to convince stakeholders with opposed views to sit together and discuss about the project.

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