

**Development  
Research Centre  
on  
Citizenship,  
Participation and  
Accountability**

*End of Phase Report*

*September 2005*

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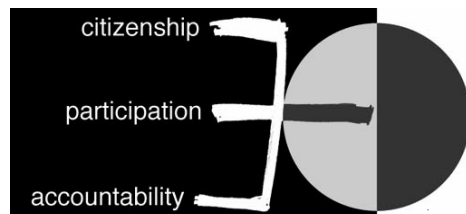
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## 1. Executive summary

In July 2000, the Department for International Development (DFID) awarded the Institute of Development Studies (IDS) - in consortium with six partners from the South - support for the establishment of a Development Research Centre on Citizenship, Participation and Accountability. Over the last five years, the DRC has emerged into a collaborative partnership of seven institutions, involving over 60 researchers in a program of research, dissemination and policy influence, and mutual capacity building. The consortium has produced a broad range of research products, which give empirical and conceptual insights into contested concepts of rights, citizenship, participation and accountability, especially in the context of development.

Through this work, the Citizenship DRC has explored a number of themes related to how poor people in different countries understand their roles and identities as citizens; the spaces and dynamics through which they engage and participate to articulate their interests, the new relationships of accountability that emerge between non-state actors, the state and the market as citizens mobilize to claim their rights; and the relationship of citizenship to issues of science, technology and policy.

Taking a 'seeing like a citizen' perspective, the work has pointed to the need to go beyond a one-size-fits-all approach to strengthening the rights and citizenship of poor people. Bringing fresh empirical work to the debate, the work has shown the need for a more nuanced and grounded understanding of how rights and citizenship are achieved in everyday life and in different political contexts. Such an actor-oriented approach - which attempts to understand citizenship, participation and accountability not simply as legal or technical concepts but as processes that are constantly under construction and negotiation - challenges dominant approaches that focus largely on institutional design approaches to realising inclusive rights and citizenship. Moreover, the research challenges the conventional separation of civil society and state-based approaches to poverty alleviation. Rather, it argues, that the process of strengthening the capacity of *either* civil society *or* of states to respond to the needs of poor people, must look specifically at the meanings, quality and strategies of engagement between the two.

The research also questions the degree to which participatory fora alone - now popular in development processes - can effectively serve to express the needs and interests of poor and marginalised groups. Special attention must also be paid to issues of representation in these processes, and the ways in which links to social movements and collective action interact with enabling legal provisions to allow participation to be claimed as a right of citizenship. Work related to science and citizenship further points to degree to which science and technology are themselves embedded in various cultural and power-laden processes, and the importance of understanding the multiple knowledges and identities that citizens use when engaging in policy processes. The research also points to a variety of strategies in which poorer actors mobilise to claim their rights and to construct mechanisms of accountability with a powerful actors including the state, the private-sector, international institutions and within civil society itself.

The results of the Citizenship DRC's work have been widely disseminated through an international Zed Books series, further books produced by southern partners, a working paper series at IDS and by several partners and, multimedia productions, and a web page which has received more than 200,000 hits since February 2003. These results have also been shared in policy fora at international, national and local levels through special workshops, events and training programmes. A strong emphasis on partnership and collaboration has contributed to use of the results by partners within their own countries in multiple and innovative ways.

Development Research Centre on Citizenship, Participation, and Accountability  
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Over the course of its work, the Citizenship DRC has also undertaken a number of activities for mutual capacity building of the researchers involved, their institutions, and other organizations with which they work. Such activities have included South-South visits and exchanges, student internships, author write-shops, development of research libraries and the bibliographic resources, and workshops with local civil society organizations and government officials. Within a number of countries, the DRC has spawned other partnerships and sub-networks, and has leveraged additional funding. For instance, a grant from the Rockefeller Foundation enabled linkages to be made between researchers in the UK and the US who work on similar issues and their own context, adding to the north-south dialogue and comparative research of the consortium.

## 2. Introduction

The Development Research Centre on Citizenship, Participation, and Accountability (Citizenship DRC) is a five-year collaborative initiative, based at the Institute of Development Studies (IDS), that focuses on understanding how to support the efforts of poor and marginalised groups to define and claim their rights and make citizenship matter. Drawing together a wide range of civil society and research institutions from seven countries, the Citizenship DRC combines collaborative research that builds capacity for greater policy influence in both the North and South, with a strategic approach to communication and dissemination.

This report covers the main areas of activity in the Citizenship DRC over the past five years, from October 2000 to September 2005. The main areas of activities covered include:

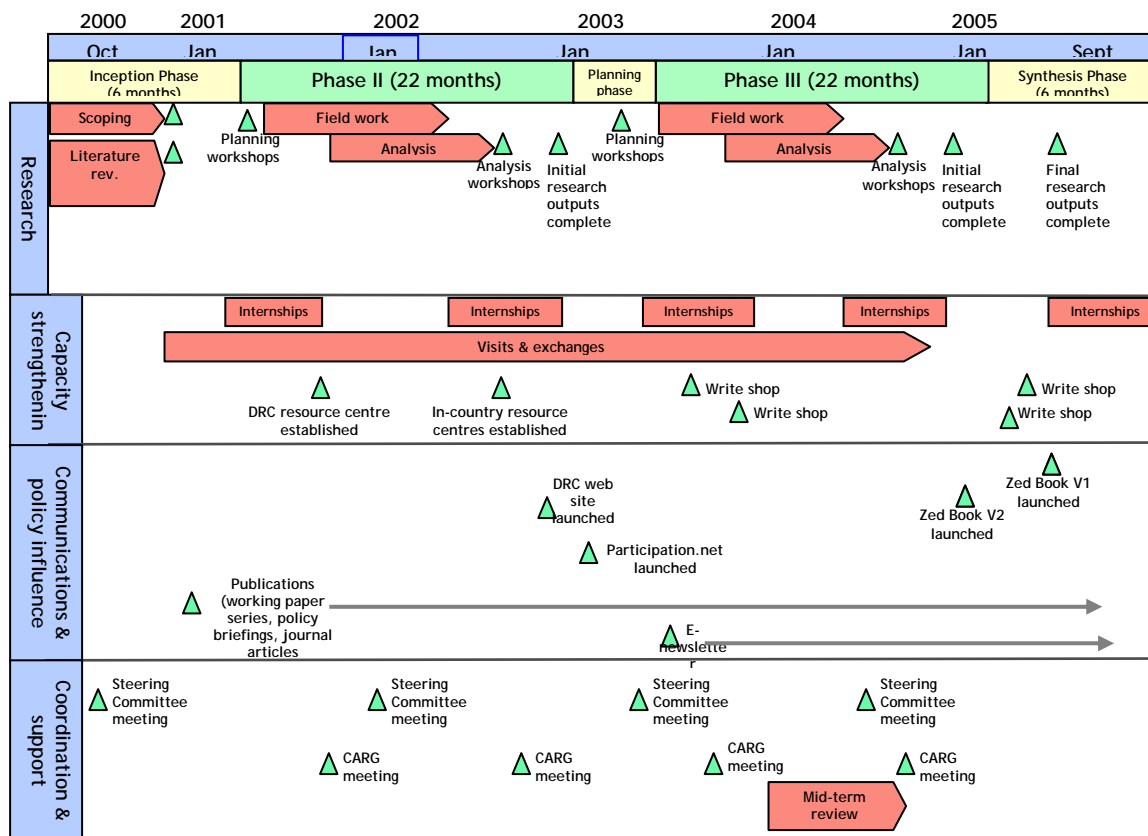
- research findings and policy implications,
- mutual capacity development and exchanges,
- communication and policy influence,
- governance, coordination, and evaluation, and
- partnerships and networking.

The annexes to this report include a detailed list of all the Citizenship DRC outputs over the past five years, the milestones achieved, and the logical framework.

Drawing on past annual reports, and a report for the Mid-Term Review, this report identifies key lessons learned in each of the areas above, as well as highlights some of the important success stories from the past five years.

Figure 1 provides an overview of the main milestones achieved from October 2000 to September 2005.

Figure 1: Key Citizenship DRC Milestones, October 2000–September 2005



Following its initial inception period from October 2000 - March 2001, the DRC completed a second phase of research and dissemination from June 2001 to July 2003, organised through key working groups. In Phase III (July 2003 - June 2005), the DRC built upon these themes to focus more sharply on key questions in research programmes, each involving different partner institutions, and each convened by a programme leader(s). A final phase, from July - September 2005 is focusing on consolidation and synthesis of the findings. The next section reviews the key research findings that have emerged to date.

### 3. Highlights of research findings

*The concerns of this Centre are critical ones. If poverty is to be alleviated, new attention must be paid to the relationships between poor people and the institutions which affect their lives. To do so requires re-examining in differing development contexts contemporary understandings of rights and citizenship and their implications for related issues of participation and accountability.*

*Inception report and Proposal for future work*

*March 2001*

In pursuit of the above purpose, outlined in the original proposal for our work, the Citizenship DRC has explored a number of themes related to a) how poor people in different countries understand their roles and identities as citizens, b) the spaces and dynamics through which they engage and participate to articulate their interests, and c) the new relationships of accountability that emerge between non-state actors, the state and the market as citizens mobilize to claim their rights. At the heart of our inquiry has been the proposition that poverty can only be alleviated through 'working on both sides of the equation' - that is through combining an understanding of how citizenship is understood and realized by poor people, with an understanding of how states and other institutions respond to and are held accountable to the interests of the poor.

Taking a 'seeing like a citizen' perspective, our work has pointed to the need to go beyond a one-size-fits-all approach to strengthening the rights and citizenship of poor people. Bringing fresh empirical work to the debate, the work has shown the need for a more nuanced and grounded understanding of how rights and citizenship are achieved in everyday life and in different political contexts. Such an actor-oriented approach - which attempts to understand rights and citizenship not simply as legal or technical concepts but as processes that are constantly under construction and negotiation - challenges dominant assumptions about the separation of civil society and state-based approaches to poverty alleviation. Rather, it argues, that the process of strengthening the capacity of *either* civil society *or* of states to respond to the needs of poor people, must look specifically at the meanings, quality and strategies of engagement between the two.

Looking across the work of the DRC in its differing phases, a series of results are emerging with respect to each of the three key areas of work: citizenship, participation, and accountability, each of which has significant policy implications.

### Citizenship

- **The need for a more grounded and nuanced understanding of rights and rights-based development, an actor-orientated approach to rights and citizenship.** At a time when rights-based approaches are becoming increasingly part of the development debate, the work of the DRC gives rich empirical insights into how rights and citizenship are understood and claimed in a variety of different contexts. Case studies from contexts as diverse as Nigeria, South Africa, Brazil, Mexico, India, Bangladesh signal common impulses at the grassroots for values of justice, recognition, self-determination and solidarity, which offer potential for building more vibrant forms of citizenship, and for realisation of fundamental rights. At the same time, the institutionalisation of rights and citizenship does not automatically lead to greater inclusion for the poor. The cases also point to examples of how citizenship can be used as much as an axis for exclusion as for inclusion. In many instances, clientelistic relations still exist despite a change in development rhetoric and policy. The challenge of 'making rights real' for poor people must therefore pay close attention to how identities, contexts, and power relations mediate between global standards and local realities.

Much of development discourse on rights and citizenship has focused on the legal and often technical meanings of the term. However, the focus on local understandings also points to the importance of an actor-based approach to realising rights and claiming full citizenship status. As Nyamu-Musembi writes

in her DRC working paper, an 'actor-oriented perspective involves an understanding of human rights, needs and priorities that is informed by the concrete experiences of the particular actors involved in and who stand to gain directly from the struggles in question.<sup>1</sup> With this in mind, the actor-oriented view cuts across each of the DRC thematic areas to suggest that citizenship, participation and accountability go beyond legal status or institutional design alone. In this sense, citizenship and rights are 'claimed' and 'attained' not only 'given' or 'bestowed'. An actor-based approach to rights also re-politicises our understandings of participation, moving it from that of 'beneficiaries' of the development process to one of rights-bearing citizens. Participation itself may be seen as a social right, which enables the capacity to claim other rights. Challenging more liberal views of citizenship, the Science and Citizenship group similarly argues that citizenship is emergent, realised through practised engagement, often through global, social solidarities, and through the expression and creation of citizens' own knowledge and identities.

- **Recognising the multi-dimensionality of citizenship.** Much of the work on citizenship in development focuses on the relationship between the state and the citizen, i.e. largely on its meanings and expressions in the political sphere. But, just as participatory approaches to understanding of poverty over the last decade have led to a more multi-dimensional understanding, so too do the empirical investigations of rights and citizenship call for more robust understandings of these concepts. Citizenship is bound up in social, ethnic, religious identities - as well as one's status defined in relation to the nation state. The struggles for inclusive citizenship often begin with demands for recognition and dignity, not for greater political voice, and around concrete issues and immediate needs in the social and community sphere. And yet the social and political spheres are related: it is through engagement for recognition, identity or local issues that broader awareness, skills and networks are acquired, and through which social citizenship is converted to political engagement.
- **Extending issues of citizenship to issues of knowledge, science, and technology.** The theme of how expert knowledge interacts with lay forms of knowledge to frame and construct citizenship has been a core part of the work of the Research Programme on Science and Citizenship. Research by this group poses enormous challenges to policy processes that assume science and technology to be independent of various cultural, institutional and power-laden processes, which also embody forms of subjectivity and citizenship. Challenging mainstream approaches to 'citizen involvement' in science and technology - and the uni-dimensional, liberal theory of citizenship on which they are often built—this group calls for a 'model of the citizen as more autonomous creator and bearer of knowledges located in particular practices, subjectivities and identities, who engages in more active ways with the politicised institutions of science.' The concept of 'cognitive justice' emerges as an important contribution to the rights and citizenship debate, as well as a lens through which to view science and technology, in that it emphasises the

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<sup>1</sup> Nyamu-Musembi, Celestine, 2002, 'Towards an Actor-Oriented Perspective on Human Rights,' *IDS Working Paper* 169



recognition and co-existence of different forms of knowledge in policy processes, and emphasises locating scientific decision-making in the broader cultural, social and political fields in which they take place.

## Participation

- **Re-assessing the potential of ‘invited’ spaces for change.** As citizens assert claims from below, or as pressures for more inclusive policy processes are created from above, new spaces for participation are often created, either in the form of fleeting consultative spaces or through institutionalised fora, which link citizens, elected representatives, and technical officials in ostensibly more ‘participatory’ ways. Yet as the work of the Spaces for Change group confirms, participation in these new ‘invited’ spaces does not necessarily lead to pro-poor outcomes, greater equity, or better public policy. Such spaces are imbued with power relationships, affecting who enters, with what identity, knowledge and legitimacy. Simply creating new institutional spaces or processes does not mean that they will be filled with new actors and voices, nor that they will challenge existing forms of inequality. Far more complex political and power analysis is needed to assess their potential for pro-poor change. As Cornwall and Schattan point out, such an assessment will take into account factors such as the complexities of the wider political environment, the characteristics and identities of different actors, linkages with other institutions, the framing of rules of the game, the relation of participation in formal spaces to other struggles for inclusion, and the influence of other actors at different levels.<sup>2</sup>
- **Examining the relationships of ‘participation’, ‘mobilisation’, and ‘representation’.** In each of the research programmes, an emerging theme has been the need to understand more clearly how ‘participation’ in governmental processes is related to two further concepts – political mobilisation and representation. The programme on Science and Citizenship, for instance, has pointed to the importance of moving from ‘institutionally - orchestrated attempts at public participation’, to understand how and why citizens mobilise around scientific and technological issues in different contexts. The Rights and Accountability programme will examine processes of mobilisation for claiming accountabilities, especially in struggles over natural resources. Whether in ‘participation’ or ‘mobilisation’, a key issue that has often been overlooked is that of ‘representation’, a theme that has now become a key focus of the Research Programme on Spaces for Change. This work involves not only who speaks for whom, but how people come to represent themselves and their interests; people’s (multiple) identities and the issues they identify with and how they play out within and across different spaces for policy change.
- **Identifying strategies and processes that work for whom, and in which contexts.** Rethinking citizenship from a contextual, actor-oriented view raises important challenges to universal models for change, be they models of ‘good

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<sup>2</sup> Andrea Cornwall and Vera Schattan P. Coelho (eds.), *New Democratic Spaces?*, *IDS Bulletin*, Vol. 35, No. 2, April 2004

governance,' 'rights-based approaches', etc. Indeed, the work of the DRC is an important reminder that a 'blueprint' or one-size-fits-all approach to the attainment of rights and citizenship will not work, just as it has failed in other development contexts. The rich empirical insights of the DRC point again and again to the importance of context in affecting which strategies and spaces can strengthen the claiming of rights and citizenship, and a shift towards more pro-poor power relationships. From the cases, some key contextual factors begin to emerge, including a) the historical context of prior mobilisation and forms of engagement; b) the political culture of citizenship which already exists; c) the degree to which legal frameworks which enable participation as a right, not just an invitation; d) the degree of political commitment from above and clear rules of engagement that level the playing field; e) the extent to which there is something real to engage about - e.g. real power or distribution of resources, not just token consultation; f) the capacity and institutional design of the state (and other institutions) to deliver a response to participation and to maintain a pro-poor political agenda. Future work will interrogate more critically the range of strategies for citizen engagement that work in different contexts, ranging from those social movements that begin apart from the state, to those which engage with the state, or in state-created deliberative or participatory fora.

### Accountability

- **Re-examining dominant assumptions about societal and state-based approaches.** To argue for an 'actor-oriented' approach is not to reject the importance of the state and institutional design as also being critically important to the claiming of rights and citizenship. Indeed, much of the work of the DRC suggests the importance of 'working both sides of the equation' - going beyond state-based or 'society-based strategies to look at the ways that state and non-state actors mutually reconstitute themselves through long-term interactions that produce particular forms of governance. Indeed, much of the empirical research suggests that the 'state' and 'societal' distinctions become blurred through on the ground cross-cutting actor networks, multiple identities and various forms of representation. The work suggests for the need for new more mutually interdependent models to examine the interface between citizens and governance, involving rethinking citizenship right through to rethinking the design of democratic institutions. Yet many approaches to development persist in treating social development and good governance as separate spheres.
- **Linking actor-orientated forms of citizenship to new forms of accountability.** An emphasis on actor-oriented forms of citizenship, and on related questions of participation, representation and knowledge, also has important implications for debates about accountability. While 'accountability' is emerging as one of the new development orthodoxies, it often is in relationship primarily to debates around institutional responsiveness, especially *vis a vis* the state, and on formal mechanisms for holding institutions to account. On the other hand, the DRC work on accountabilities points to the importance of citizen-based forms of accountability, and the ways in which pro-active, bottom-up assertions of

rights and expectations affect the accountability of development actors and policy processes. Moreover, this work has pointed to the importance of examining how citizens exercise voice and exact accountability from non-state actors, such as large corporations, whose policies and procedures are often equally important as the state for affecting the rights, resources and livelihoods of poor people.

While over the past five years, the focus has been on the themes of 'citizenship', 'participation' and 'accountability' as somewhat separate categories, these are of course interrelated. Taken together they represent core components and values of democracy. Yet around the globe, in both south and north, the ways in which traditional forms of representative democracy interact with other forms of participation and association are being re-examined. In some contexts, democracies are newly emerging, or are in crisis. Here citizens are struggling to gain rights and citizenship amidst violence, conflict and weak state capacity. In other cases, including in long-standing democracies, concerns are emerging about 'the democratic deficit', as citizens participate less in mechanisms such as voting or engaging with their representative institutions. New debates are emerging about how to re-vitalise or deepen democracy through extending the ways in which more active forms of citizenship and participatory forms of governance can complement existing forms of representative democracy. In yet other contexts, new arrangements of global governance raise questions about the forms and possibilities of democratic engagement at the international level and about the interrelationships of concepts of 'global citizenship' with those based on membership in the nation-state. Many of these issues will be taken up in the future phase.

#### **4. Research activities summaries by phase**

The emerging findings and brief insights given above have grown from and are deepened by far more in-depth work of various working groups at different phases of the work. The Citizenship DRC has been organised into two-year cycles of activity and reflection. Each of these were preceded by a six-month scoping and inception phase. The following sections summarise the key research focuses of each programme by phase. A detailed list of outputs, by research programme, is included in Annex 1.

##### **4.1. Inception Phase (October 2000- March 2001)**

Major work on the Development Research Centre began in October 1, 2000, with a six-month inception period until March 31, 2001. This period provided an important opportunity for developing partner relationships, elaborating research and other plans, and establishing the organisational and operational systems and approaches for the Citizenship DRC.

#### 4.1.1. Research directions

**DRC Working Group Workshop on  
Meanings and Expressions of Rights  
and Citizenship  
Dhaka, Bangladesh  
January 31- 2 February, 2002**

This workshop provided an important forum for researchers to come together and explore the wide-ranging ways in which the idea of citizenship was understood and acted on in different contexts. Through sharing research experiences and knowledge, certain common threads emerged:

- **the architecture of citizenship**—the various institutions which give meaning and expression to citizenship, in order to uncover how the processes of exclusion occur
- **the beliefs, norms, values, identities and the definition of personhood** which matter in the lives of excluded groups
- **actors and agency**—while the state remained a significant actor in all these contexts, a variety of non-state actors are also implicated in the articulation and practice of citizenship

- During the inception phase, discussion and debate of the broad concepts on the one hand, and the development of concrete project ideas on the other, helped to crystallise three broad themes or clusters of issues for research over the next two year phase. In addition, a number of background papers were produced. These formed the basis for developing a common conceptual approach to each core theme and provide a starting point upon which to build further empirical understanding through future research activities. These included background and review papers on inclusive citizenship by Naila Kabeer; on spaces of participation by Andrea Cornwall; on accountability by Peter Newell and Shaula Bellour; and on citizenship by Emma Jones and John Gaventa (see Annex 1 for details).

Two major planning meetings of all partners were also held during this period. An inception workshop at IDS in November 2000 brought together some 25 people from IDS, partner institutions, and DFID to develop a more common conceptual understanding and to establish a joint research agenda. A second smaller planning meeting, hosted in New Delhi by PRIA in January 2001, focused on specific project proposals, establishment of

working groups, budget allocations, and the development of management guidelines.

#### 4.2. Phase II (March 2001- July 2003)

The first of two full cycles of research formally began in March 2001 and ended in July 2003, and built upon the research directions developed in the inception period. The three thematic working groups that were established during the inception phase were strengthened in order to build links between the different projects. These working groups brought together researchers from different participating institutions around a common theme, which served to structure exchanges, workshops and synthesis work. The three themes were:

- *Meanings and expressions of rights and citizenship*
- *Spaces, places and dynamics of citizen participation*
- *Changing accountabilities and responsibilities*

During 2001-2003, these groups were consolidated as the main focus for collaboration and exchange within the wider DRC network. Approximately twenty-four active projects were carried out in the different partner countries and at IDS.

International working group meetings provided the most important space for conceptual and comparative discussion and exchanges.

#### 4.2.1. Research directions

##### *Theme 1. Meanings and expressions of rights and citizenship*

This Working Group took as its starting point the different meanings of rights and citizenship in differing contexts, exploring how these meanings are acted upon through political and social mobilisation, and how these are bounded by issues of knowledge and representation.

This Working Group met in Bangladesh in January-February 2002. This workshop demonstrated the immense value of bringing together researchers from all the DRC country teams to share their perspectives on a common research theme.

An important innovation during 2001-2003 was to create in-depth opportunities for commenting on each others' work at international workshops. One of these meetings was the Author's workshop held in June 2003 in South Africa, which provided all authors of the forthcoming Zed Book with critical feedback and support in thinking about how to communicate findings effectively to an international audience.

#### *Citizens and Science in a Global Context*

The 'Science and Citizenship in a Global Context: Challenges from new technologies' international conference was made possible in December 2002 through collaboration with the Economic and Social Research Council (ESRC)'s Science in Society Programme. A number of leading international researchers came together totalling 50 participants and 25 submitted papers. Many of the papers presented contributed to the second volume of the Zed book series.

**Table 1: Working Group 1 projects on 'Meanings and Expressions of Rights and Citizenship'**

Project	Lead researcher(s)/ institution/ country	Key Outputs to July 2003
Towards an actor-oriented approach to human rights	Celestine Nyamu, IDS, UK	IDS Working Paper Chapter in Zed Book V.1
Encountering citizens: Perceptions, realities and practices in Nigeria	Oga Steve Abah & Jenkeri Okwori, TFDC, Ahmadu Bello University, Nigeria	Chapter in Zed Book V.1 Edited volume Video on field activities
Identities and meanings of citizenship among Santal people in Jharkhand	Nandini Sen, PRIA, India	Research report
Meanings and expressions of rights and citizenship amongst nomadic communities in Rajasthan	Mandakini Pant, PRIA, India	Chapter in Zed Book V.1 Research report
Processes of empowerment in PRIA's work	Mandakini Pant, PRIA, India	Research Report
Collective actions for economic and social rights	Simeen Mahmud, BIDS, Bangladesh	Included in Naila Kabeer's outputs for project below
Defining citizenship in the margins: exercising electoral rights	Ahmed Kamal, Dhaka University, Bangladesh	Publications: Chapter in Zed book V.1
Citizenship, rights and collective action in Bangladesh	Naila Kabeer, IDS, UK	3 IDS Working papers (2 published, 1 forthcoming)
Collective actors and the structure of popular representation in Brazil	Peter Houtzager, IDS, UK / Adrian Gurza Lavalle, CEBRAP, Brazil	IDS Working paper
Meanings and dynamics of citizenship, participation and associational life in post-apartheid South Africa	Steven Robins, Bettina von Lieres & John Williams, UWC, South Africa	2 UWC Working papers 2 Chapters in Zed Book V.1

Rights Based Approaches and rights and power in donor relations in Peru	Rosalind Eyben, IDS, UK	IDS policy briefing Chapter in Zed book V.1
Citizenship, science and risk	Melissa Leach & Ian Scoones, IDS, UK /	IDS Working Paper 1 discussion paper at international conference
Citizenship, risk and environment in Southern Africa	Lisa Thompson, UWC, South Africa	Field work 2 UWC Working papers 2 papers presented at CSAS/UWC conference

***Theme 2. Spaces, places and dynamics of citizen participation***

As citizens articulate their identities and claims, they engage with various types of deliberative and “participatory” spaces. The second thematic working group focused on understanding the dynamics of participation within particular spaces, both state-created and popular spaces, and the relationships between different kinds of local institutions, actors and sectors. In Phase II, this Working group focused on:

- looking at opportunities and constraints to public participation in decision-making over public policy;
- highlighting the importance of understanding dynamics of power and difference *within* ‘invited spaces’ - issues of framing, representation, knowledge, voice;
- drawing attention to the significance of *other spaces* in shaping the outcomes of deliberation and decision-making in intermediary institutions.

In the first Working Group 2 workshop in October 2002 researchers shared work in progress, identified cross-cutting themes and developed a framework for comparative analysis across the different places in which they work. The workshop enabled DRC researchers to engage in debate and deepen their understanding of the issues at stake, to generate outputs for broader dissemination and to build plans for prospective comparative work in the third phase of the DRC.

**Table 2: Working Group Projects on ‘Spaces, Places and Dynamics of Participation’**

Project	Lead researcher(s)/ institution/ country	Key Outputs to July 2003
Policy processes for environment and health issues in Brazil	Vera Schattan Coelho & Ângela Alonso, CEBRAP, Brazil	Journal article Chapter for Zed book V.2
Human development, sustainability and local power in Southeast Mexico	Luisa Paré, IIS-UNAM, Carlos Cortez, UAM-X & Carlos Robles, CODSSV, Mexico	Chapter for Zed book V.2 Chapter for Zed book V.1
Making councils real	Jutta Blauert, IDS, UK	IDS Working paper, forthcoming
Linkages, Conflicts and Dynamics between Traditional, Development and Statutory Decentralised Local Bodies.	Ranjita Mohanty, PRIA, India	IDS Bulletin
Participation in policy processes: environment, health and education	Andrea Cornwall, Ian Scoones, Melissa Leach, Ramya Subrahmanian & Alex Shankland, IDS,	Co-authored IDS Working paper Chapter for Zed book V.2

**Theme 3. Changing Accountabilities and Responsibilities**

The third theme focused on the accountabilities and responsibilities that emerge with changing meanings and spaces of citizenship. Changing understandings of citizenship and new spaces for participation have brought changing responsibilities and relationships of accountability. This Working Group examined what these new relationships look like and how poor people can demand accountability from institutions that affect their lives. This group began as a small cluster involving partners from Mexico and India focused on accountability struggles around natural resources. As this work unfolded, it raised and sharpened issues of accountability that were explored in more depth in the following phase in the Realising Rights and Claiming Accountabilities Research Programme (see Section 4.3).

In both ‘Changing Accountabilities’ Working Group workshops, in October 2002 at IDS and March 2003 in Oaxaca, researchers shared their work and identified cross-cutting themes to support comparative analysis. The workshop and write-shop in March 2003 enabled Citizenship DRC researchers to engage in debate and deepen their understanding of the issues at stake, to generate outputs for broader dissemination and building plans for comparative work in Phase III. Obvious intellectual linkages emerged from Working Group 1’s examination of rights and this Working Group’s look at accountability struggles. Consequently, many of these researchers came together to pursue collaborative research on rights and accountabilities in Phase III.

**Table 3: Working Group Projects on ‘Changing Accountabilities & Responsibilities’**

Project	Lead researcher(s)/ institution/ country	Key Outputs to July 2003
Changing accountabilities and responsibilities	Peter Newell, IDS, UK	1 overview paper
Multi-Party accountability for environmentally sustainable industrial development	Harsh Jaitli, PRIA, India	1 journal article 2 Findings Reports
Accountability and participation in sustainable development processes: experiences from Southeast Mexico	Luisa Paré, IIS/UNAM & Carlos Robles, CODESUVER, Mexico	Findings Report 1 book chapter (Spanish)
Whose accountability? Indigenous organisations, corporations and geopolitical interests in the arena of bioprospecting	Alexandra Hughes, IDS, UK	Article in IDS Bulletin
Corporate accountability: bridging theory and practice	Peter Newell, IDS, UK	1 DRC-IDS Working Paper published

**4.3. Phase III (August 2003- June 2005)**

In the second full cycle of research and reflection, (July 2003 – March 2005), the DRC built upon the working group themes to focus more sharply on key comparative questions in research programmes, each involving different partner institutions, and each convened by a programme leader(s). The projects proposed for Phase III were the result of an iterative process of exchange and comment between Citizenship DRC researchers over a period of six months. Whereas in Phase II, researchers came together in Working Groups around broad themes, the priority for this period was to build upon comparative advantages to deepen the exploration of issues and questions which emerged from the previous phase; strengthen the comparative work, with research programmes across countries guided more strongly by common questions; and become more proactive in our policy influence and dissemination work. In this third phase of work, over thirty-five research projects in eight countries were completed,

and these projects have been organised into three cross-cutting comparative research programmes, including:

- Realising Rights and Claiming Accountabilities
- Spaces for Change: Inclusion and representation in 'new' participatory arenas
- Citizens and Science in a Global Context

*Programme 1: Realising Rights and Claiming Accountabilities*

Increasingly, the importance of improving mechanisms of accountability within civil society and the corporate sector is being recognised as these actors come to play an increasingly central role in development policy. Taking different sectors of activity such as housing, water and natural resources, accountability tools such as labour and environmental standards, legal struggles and community-based forms of activism and across settings as diverse as Mexico, India, Nigeria, Bangladesh and the USA, research from this group provides empirical insights into the new accountability agenda.

Based on a series of workshops held in 2003 and 2004, a series of overall questions which frame the programme have been developed:

- Do 'rights' and standards make a difference? And how are they translated in specific contexts?
- What are the conditions that lead to successful mobilisations for accountability? Which combination of strategies allows institutions of accountability to emerge?
- How does the nature (materiality) of the resource influence the nature of the struggle around it? (e.g. accountability struggles for control of oil versus water)
- Do accountability practices challenge power/ class/ gender inequalities, and bring about a redistribution of resources?

Within this overall framework, research in this programme was grouped into two streams of work to allow for more shared focus around specific themes: *Rights, accountability, and power* and *Investor accountability*. The first stream looked at the relationship between rights and accountability across different issue-area and sectoral settings, including the impact of accountability struggles on structural inequalities, the interface between informal and formal approaches to rights and accountability, and the impact of differing cultures of citizenship on rights and accountability in practice. The second stream focused more closely on accountability relationships involving corporations, investors, and communities affected by corporations. In particular, the research projects in this stream will consider the strategies for investor accountability and how they are used, the issues of representation that these struggles raise, and the implications for citizenship discourse of framing corporations as citizens.

In September 2003, this programme held a research workshop in Oaxaca, Mexico to develop the research agenda described above. Following on this workshop, field work was being undertaken for each project, and emergent findings were discussed in a research workshop in September 2004. In addition, this workshop defined the focus for the third volume in the Zed Books series, focused on rights, resources and accountability. In order to develop the Zed book volume, the group held a write-shop in Abuja, Nigeria in February 2005.



Key outputs from this programme include the fourth volume in the Zed series: *Rights, Resources, and the Politics of Accountability*, edited by Peter Newell and Joanna Wheeler (in press), and a forthcoming policy briefing on the same topic.

**Table 4: Realising Rights and Claiming Accountabilities**

Project	Lead researcher (s)/institution	Key Outputs to June 2005
Citizenship, rights and mobilisation around basic services	Lyla Mehta, IDS	Chapter in Zed V4
Making rights real: how local movements exercise the 'right to adequate housing'	Celestine Nyamu-Musembi/ IDS	Chapter in Zed V4
Building social and environmental agendas in two natural protected areas: comparative case studies in Chiapas and Veracruz	Luisa Pare/ IIS/UNAM . Carlos Cortez/UAM-X, and Carlos Robles/ CODESUYER	Chapter in Zed V4
Citizen management of water: lessons from Mexico	Luisa Pare/ IIS/UNAM and Carlos Robles/ CODESUYER	Chapter in Zed V4
Democracy, citizenship, and entitlement in South Africa	Chris Tapscott/ UWC	Synthesis report
Strategies and actions for claiming rights at local levels in the Niger Delta  (includes North-South comparative visit to US, Rockefeller Foundation)	Oga Steve Abah/TFDC	Policy Briefing Book Chapter in Zed V4
Tribal rights and issues of corporate accountability	Rajita Mohanty/ PRIA	Synthesis work
Labour standards, workers' rights and the challenge of accountability: global perspectives and local realities (includes North-South comparative visit to US for associated 'Workers rights across the North-South divide' work, supported by Rockefeller Foundation)	Naila Kabeer/IDS	DRC/IDS Working paper Chapter in Zed V4
Mobilising for worker accountability in Bangladesh	Simeen Mahmud /BIDS	Chapter in Zed V4
Corporate accountability to the poor	Peter Newell/IDS	DRC/IDS Working paper with Niamh Garvey
Minority group mobilisation for corporate accountability	Peter Newell/ IDS, Harsh Jaitli/ PRIA	Journal article

**Programme 2: Spaces for Change: Representation and inclusion in new democratic arenas**

The 'Spaces for Change' programme emerged at the beginning of Phase III through a confluence of interests in a set of inter-related concerns with the *nature of engagement* in public policy processes. Based on a research programme workshop held in October 2003 at IDS, the group developed a tighter, more coherent, research agenda that allows for comparisons across a range of contexts around the central

research themes of the group. This research programme identified the following central themes of their research:

Spaces for Change write-shop 3 - 9 April 2005, San Cristobal, Mexico
<p>The aim of this meeting was to substantially develop the manuscript for Zed Book Volume 4; to identify and consolidate key themes and for the consolidation phase; and to network with Mexican NGO's, practitioners and government officials. The write shop was combined with a series of other events, including:</p> <ul style="list-style-type: none"> <li>• A seminar on the Research Programme themes with Mexican NGO's, practitioners and government officials with presentations by DRC partners as well as the Mexican delegation.</li> <li>• In-depth discussions each draft chapter in detail and discussions of the overall key themes emerging from the chapters.</li> <li>• a field visit involving meetings with government and Zapatista health workers and activists in order too understand the spaces for participation in health policy in Chiapas</li> </ul>

- *representation* as a core common concern: not only who speaks for whom, but how people come to represent themselves and their interests; people's (multiple) identities and the issues they identify with and how they play out within and across different kinds of spaces;
- the significance of *political, historical, social and cultural context* in shaping participation in public policy processes; and a stronger focus on broader issues of political space,
- linking research on the *rules of the game* within official spaces (especially as they affect inclusion, representation, deliberation and voice) with a greater understanding of the *strategies and tactics* of those who participate in them;
- understanding how *people's expectations of intermediary institutions* come to be shaped - both in terms of existing political culture, and where citizens gain

their impressions of what these institutions are about or for (whether the media, associations, previous experiences of engaging with government etc.)

The second workshop, held in Brazil in March 2004, deepened discussions around the on-going research and fleshed out a comparative research framework and how this work will engage with existing debates and literatures. Finally, the group held a write-shop in Chiapas, Mexico in April 2005 to continue their collective analysis of their findings and refine individual chapters for the third volume in the Zed series.

Key outputs from this programme include the third volume in the Zed series: *Spaces for change? Participation, inclusion and voice*, edited by Andrea Cornwall and Vera Schattan P. Coelho, which is currently at press. Other key outputs include the April 2004 IDS Bulletin, *New Democratic Spaces*, edited by Andrea Cornwall and Vera Schattan P. Coelho, and a policy briefing on the same topic.

**Table 5: Spaces for Change: Representation and inclusion in new democratic arenas**

Project	Lead researcher(s)/ institution	Key outputs to June 2005
Strategies for Inclusion: exploring the significance of 'other spaces' in influencing the health policy agenda. Case studies from North-East Brazil	Andrea Cornwall/IDS	Bulletin editor Bulletin article
Links between participation, 'social agendas' and priorities	Carlos Cortez/ UAM	Bulletin Article Chapter in Zed V3
Participation or Representation in the New Democratic Arena? Looking for evidence in Sao Paulo's deliberative councils	Peter Houtzager/IDS and Adrian Lavallo/CEBRAP	Bulletin Article DRC/IDS working paper
Reforming the health system in Canada - the Romanow Commission and the rights of the Inuit People (with support from Rockefeller Foundation)	Bettina von Lieres/ UWC	Bulletin Article Chapter in Zed V3
Civil Society and Participation in South Africa : Conceptual and theoretical issues	Bettina Von Lieres, South Africa	Bulletin Article Chapter in Zed V3
Exploring the 'virtuous cycle' of citizenship participation: an in-depth study of community participation in health in Bangladesh	Simeen Mahmud/BIDS	Bulletin Article Chapter in Zed V3
Gender and Participation in Invited Spaces	Ranjita Mohanty/PRIA	Bulletin Article Chapter in Zed V3
Health Councils: the challenge of building institutions that matter	Vera Schattan/CEBRAP	Bulletin Article Chapter in Zed V3
Citizenship and Transformation of Service Delivery in Post-Apartheid Western Cape: the health sector	John Williams/UWC	Bulletin Article Chapter in Zed V3

***Programme 3: Citizens and Science in a Global Context***

The Citizens and Science Programme of the Citizenship DRC explored the emergent engagements between citizens and public issues involving science, and the processes of rights-claiming and participation involved. This inquiry moved beyond institutionally-orchestrated attempts at public participation in science to look at more spontaneous forms of citizen mobilisation and activism around scientific and technological issues. Across a diversity of issues and contexts, and drawing together perspectives from social movement theory and science studies, the Programme has asked:

- Who mobilises and who does not, and why?
- What are the patterns of experience, profiles and identities of activists?
- Within what spaces do debates about science and policy take place, and what processes of inclusion and exclusion exist?
- What forms of knowledge - including values, perceptions and experiences - frame these public engagements and movements?
- How are activist networks constituted, and what diverse forms do they take?
- How do science and scientists become enrolled in these networks?

Key activities for this research programme over the last year have included an e-discussion in December 2003 to formulate and refine proposals for the on-going work, and a research workshop held in Brazil in March 2004 to discuss emerging findings. In addition, the manuscript for the second volume in the Zed Books series was published in February 2005, drawing on the work by members of this group over the previous phases. Other key outputs from this programme include a Citizenship DRC/IDS working paper series on citizens and science, with a total of eight papers, and a policy briefing on citizens, science and mobilisation.

**Table 6: Citizens and Science in a Global Context**

Project	Lead researcher(s)/institution	Key Outputs to June 2005
Mobilization trajectories of environmental activists in Brazil	Angela Alonso, Valeriano Costa/CEBRAP	Zed V1 Chapter DRC/IDS Working Paper
MMR Mobilisation: Citizens and Science in a British vaccine controversy	Melissa Leach/ IDS	Working Paper (co-edited)
Unpacking rights and wrongs: do human rights and international standards make a difference to poor and vulnerable people?	Lyla Metha/IDS	DRC/IDS Working paper
Rights passages from “near death” to “new life”: AIDS activism and treatment testimonies in South Africa	Steve Robins/ UWC	Zed Book Chapter DRC/UWC Working Paper
Contentious Politics, contentious knowledge: Mobilising against genetically modified crops in India, South Africa and Brazil	Ian Scoones/ IDS	DRC/IDS Working Paper
The Science of water scarcity management and social mobilisation on water and the environment in South Africa’s Western Cape province	Lisa Thompson/ UWC	DRC/IDS Working Paper
When social movements bypass the poor: Asbestos pollution, international litigation and Griqua cultural identity	Linda Waldman/IDS	DRC/IDS Working Paper

#### 4.4. Phase IV

The Citizenship DRC is using the brief period from March 2005 to October 2005 for synthesis and reflection on:

- Key messages emerging from the past five years of research
- Learning about methods of conducting and communicating research
- Implications of the past five years for how the DRC should work in the future.

This synthesis process, in part a response to a recommendation emerging from the Mid-Term Review, includes a range of small cross-cutting projects. This work will also be used to inform the intellectual directions and the detailed planning for the next phase of activities. Now underway, these projects will look across all of the work of the DRC in order to draw out some key cross-cutting findings. The agenda for these projects was developing through a planning meeting in September 2004 at IDS. There are two broad categories of synthesis projects (conceptual synthesis, and methods and policy influence synthesis), with 9 projects in total.

**Table 7: Summary of synthesis projects**

Conceptual synthesis projects		Output
Title	Researcher(s)	
Everyday practices of citizenship	Bettina Von Lieres (UWC), Steve Robins (UWC), Andrea Cornwall (IDS)	Working paper
Citizens and mobilization	Melissa Leach (IDS), Ian Scoones (IDS) with members of the Science and Citizens group	Working paper, policy briefing
Rights, citizenship and inclusion	Naila Kabeer (IDS)	Working paper, policy briefing
Citizen Engagement with the State: Implications for Citizenship, Participation and Governance	Ranjita Mohanty and Rajesh Tandon (PRIA)	Working paper

Explanatory models linking participation and pro-poor outcomes	Vera Schattan P. Coelho (CEBRAP)	Working paper
<b>Methods and policy influence synthesis projects</b>		
<b>Title</b>	<b>Researcher(s)</b>	
Researching Citizenship - Reflections on Methods, Ethics and Praxis	Convenor: Lyla Mehta (IDS) Oga Steve Abah (TFDC), Carlos Cortez (UAM-X), Ranjita Mohanty (PRIA), Lyla Mehta (IDS), Joanna Wheeler (IDS), John Gaventa (IDS)	Short reflection papers, special issue of a journal
Communication for policy change	Oga Steve Abah (TFDC) and Joanna Wheeler (IDS)	Working paper
Building a collaborative research network	John Gaventa (IDS) with David Brown (Harvard)	Working paper
Claiming Citizenship, Participation and Accountability	John Gaventa (IDS)	Working paper

A small workshop on the methods and ethics of researching citizenship, and policy influence was held in April 2005 at IDS. This workshop helped to identify some of the key tensions and dilemmas that have emerged through participatory and action-research on issues of citizenship. The workshop, through electronic discussions with the wider DRC network, also generated a set of comparative questions that will guide the individual reflections on these themes.

First drafts of all the papers in the synthesis will be circulated by mid-October, and they will be presented and discussed at the major Citizenship DRC conference to be held at IDS (28 and 29 November).

## 5. Research outputs, communication and policy influence, 2000-2005

### 5.1. Key Citizenship DRC outputs

The diversity of the DRC research network has also led to a range of research outputs, which are disseminated to multiple audiences at the international, national and local levels. Many of these outputs have been generated through collaborative work across partners, thus benefiting from the key insights from different contexts, disciplines and perspectives. Key research outputs include:

- A five volume series on Citizenship, Participation and Accountability to be published by Zed Books. The first two volumes of this series, *Inclusive Citizenship*, edited by Naila Kabeer, and *Science and Citizenship*, edited by Melissa Leach, Ian Scoones, and Brian Wynne have been launched. The next two volumes, *Spaces for Change?* (edited by Andrea Cornwall and Vera Schattan); *Rights, Resources, and the Politics of Accountability* (edited by Peter Newell and Joanna Wheeler) are at press. A further overview volume, *Claiming Citizenship*, will be written by John Gaventa. These volumes are unique in that they bring fresh empirical work - largely from southern scholars - to an international audience and to key conceptual debates. Contributors include current DRC researchers as well as some key researchers working on Northern contexts.

- Further books produced by and with southern partners. These include the book *Geographies of Citizenship* and produced by the team at Ahmadu Bello University in Nigeria, and *Participação e Deliberação* produced by CEBRAP in Brazil. In India, PRIA has produced *Identity, Exclusion and Inclusion: Issues in Participatory Citizenship*, with contributions from several DRC researchers. There are tentative plans for a volume on citizen mobilisation to be published in South Africa.
- Three IDS Bulletins, *Making Rights Real: Exploring Citizenship, Participation and Accountability* (Vol 33:2, April 2002), *New Democratic Spaces* (Vol 35:2, April 2004), and *Developing Rights* (Vol 36:1, January 2005) which have shared interim findings to an international audience,

Citizenship DRC videos
<p>As part of the multi-media communications strategy of the Citizenship DRC, DRC partners have produced videos that are used for advocacy, awareness-raising, and policy influencing. The videos, which will also be screened and discussed at the November conference, include:</p> <ul style="list-style-type: none"> <li>• From Nigeria, a video on the meanings of citizenship, and a second video on accountability and oil in the Niger Delta</li> <li>• From Mexico, a video on indigenous understandings of rights and citizenship, and a second video on the participatory management of the watershed in Veracruz</li> <li>• From Bangladesh, a video on garment workers rights</li> </ul>

- A series of 20 *IDS Working Papers*, and one *IDS Bibliography* as well as other *Working Papers* in the south produced by DRC partners at the University of the Western Cape in South Africa, PRIA in Mexico, and at UNAM in Mexico;
- Multi-media productions aimed at more popular audiences, including videos from the teams in Nigeria, Mexico, and Bangladesh, newspaper articles in Cape Town, and radio and television interviews in Nigeria, Brazil and the UK.
- The development of a DRC web-page ([www.drc-citizenship.org](http://www.drc-citizenship.org)), an on-line researchers' area, and [participation.net](http://participation.net), an on-line resource which links the

resource databases of the Citizenship DRC, the Participation Resource Centre, and Eldis to provide a hub of information on citizenship and participation. ([www.pnet.ids.ac.uk](http://www.pnet.ids.ac.uk).)

- Over 48 further conference presentations and papers presented by members of the network on IDS research in 13 countries. For

Table 8: Downloads/Sale of IDS/DRC publications

Type of Output	Total Number	Total Downloads
Working Papers	9	86,815
IDS Development Bibliography	1	14091
Work shop reports	1	3083
Annual Reports	2	2699
IDS Bulletin	3	3380
<b>Total</b>		<b>106688</b>

### policy influence

An indicator of the widespread international interest which the work of the DRC has generated is found in the use of its research results. Its web-page at IDS averages around 7000 hits a month, not counting visits to partner's web sites, which are also linked through IDS. As of August 2005, the DRC publications have been downloaded almost 110,068 times. An IDS Policy Briefing on 'the Rise of Rights' had been distributed to over 5,000 people in English and Spanish.

A selection of key outputs (127 in total) from the past five years (including working papers, IDS Bulletin articles, chapters from the Zed book series and other books, articles published in peer-reviewed journals, newspaper articles, policy briefings, research and findings reports, and others) has been collated onto a CD.

DRC Quarterly E-Newsletter, September 2003-August 2005
The e-newsletter, launched in September 2003, is now in its 8 <sup>th</sup> issue. The e-newsletter reaches NGOs, donors, government officials and other researchers from organisations including Save the Children, Amnesty International, DFID, and Legal Watch, across different regions including Latin America, Africa, Asia and Europe. It is now possible to subscribe to the newsletter, in English and Spanish, through the DRC website.

For a more complete list, see Annex 1.

### 5.2. Linking electronic dissemination and

Table 9: Hits to DRC website

	Average Number of Hits/month	Total Hits per year
Feb 2003 - August 2003	4,688	56,257
Sept 2003 - August 2004	7,000	72,876
Sept 2004 - August 2005	7,128	77,671
<b>Totals</b>	<b>6,272</b>	<b>206,804</b>

Perhaps more importantly is the targeting of the research results to a range of policy makers and practitioners at the international, level. (See Annex 4 for a mapping of how DRC research has been linked to policy change.) A November 2003 workshop on 'Rights and Power', organised by Rosalind Eyben, brought together twenty-five participants from 15 donor agencies to examine critically their own approach to rights-based work. In turn, this has generated other requests for further training, including a workshop organised by John Gaventa with the

UNDP to assist in a right-based municipal planning project in Bosnia. Other in-house workshops have been held with SIDA, CIDA, SDC and DFID. A group of Dutch NGOs is drawing upon DRC work on 'spaces of engagement' and 'power' to conduct an international evaluation of their work on civil society participation. Other work, such as the work on Science and Citizenship, has sought to influence policy through linking key research networks, in this case through two international workshops linking researchers affiliated with the DRC in the south with the ESRC Science and Society Programme in the UK. Dissemination at strategic international events, such as the Commonwealth Peoples' Forum, the World Social Forum, the International Society for Third Sector Research, other professional meetings has also expanded the visibility of the research findings to a wide audience. While making the results of DRC research available to an international audience is important, the relevance of the research at the national and local levels is equally crucial. The next section will summarise how Citizenship DRC research has been used at the national and local levels.

### 5.3. Leveraging impact at the country and local level

A core principle of the DRC programme is that through developing research partnerships and a sense of ownership in the research process then research results will be used more widely through a range of networks to influence policy and practice. At the general level, the Citizenship DRC is seeking to a) link emerging research results into relevant policy and academic debates by developing communications mechanisms that are tailored to reach specific audiences; b) increase learning and exchange between partners around innovative communications strategies; c) strengthen the voice of Southern researchers in both national and international policy debates. In carrying out this mission, one of the key features of the Citizenship DRC is how it has used its widespread partnerships and linkages to disseminate and influence policy and practice at multiple levels.

#### Citizenship DRC research in practice

A 2005 study of National Water Sector "Apex" Bodies and Civil Society Involvement in Asia for Water Aid, by Peter Newborne, has drawn directly from DRC research to develop Water Aid Policy. This study explicitly uses the work done by the 'Spaces for Change' Research Programme to create a framework to understand the dynamics of spaces for participation in civil society involvement in policy-making on water in Asia.



**PRIA's International Conference on  
 Citizenship and Governance**

Now in its third year, this conference was held from 8-10 February at Banaras Hindu University ( BHU). This year's theme was: **Participation, Learning and Social Transformation: Re-examining Rhetoric, Action and Impact**, and the conference was attended by 176 people.

The main objectives of the conference were to:

- Link Hindi-speaking and English-speaking researchers and academics
- Bring together the issues and concerns of academics, researchers, students, NGO practitioners and activists on issues of citizenship and governance
- Help combine practical and conceptual knowledge by challenging the hierarchical power relations in knowledge generation, which legitimises people based in academic institutions as the producers of authentic knowledge

International level influence is strengthened in turn by policy influencing activities in southern partner countries. Each partner has engaged in its own programme of policy dialogue, depending on its own research interests, networks and capacities. However, a number of examples show the relevance and impact of the work:

- In Nigeria, a policy briefing, video and book by the DRC team were released at the Commonwealth meetings in December 2003, leading to national television coverage and intense public debate on the meaning of citizenship in the current reality;
- In Brazil, work on participation in health councils has led to engagement by the CEBRAP in national dialogues with the health ministry.
- In India, building on its DRC and other work, PRIA has organised three annual conferences on citizenship and governance which have attracted over 100 practitioners, scholars and policy makers to debate research and policies in these themes.

- In Mexico, the research team has created an cross-institutional working committee that brings together the local, state, and federal government representatives to discuss and link to their participatory watershed management council
- In Bangladesh, a workshop to disseminate research findings will be held at BIDS in October 2005. The audience will include academics, researchers, government officials, NGO officials and workers, garment employers, workers, workers' federations.
- In South Africa, a workshop on discussions on the relation between citizenship, participation and good governance, was attended by policy practitioners, students and other researchers in August 2005.

The DRC research has also had influence on domestic policy in the north. At the request of the Office of the Neighbourhood Renewal Unit of the Deputy Prime Minister’s office, DRC director John Gaventa was asked to prepare a paper on findings from international research that could assist the office in dealing with issues of community leadership and political representation and citizenship. DRC findings have also contributed to work by DFID to link its work on participation with other Whitehall Departments.

In addition to the national level influence, another key characteristic of the Citizenship DRC is the way that it uses its results and work to engage with and reach out to local citizens and officials. Each DRC partner has its own extensive networks at local levels and national levels, and each uses this extensively for sharing and using DRC results. For instance,

- In Nigeria, training programmes have been held with local officials on issues of citizenship and accountability;
- In Mexico, work on accountabilities and water has contributed to the creation of a new participatory watershed management committee, involving local NGOS, local governments, and state and national officials;
- In South Africa, work on the Treatment Action Campaign and with the Shack Dwellers international has led to dialogue between researchers and activists; a video on water service delivery has fed into dialogue with policymakers, NGOS and CSOs about the prospective Berg River dam to be built in the Cape Town area

• In Bangladesh, local workshops with garment workers, labour and government officials have helped to raise awareness on issues of garment rights;  
 The linkages of the DRC at differing levels; the embeddedness of the DRC research in the activities of key southern partners, and the wide interest and relevance of its research themes to key development actors have helped - and will continue to insure - the impact of its findings.

<b>National Policy Seminar in Nigeria on Citizenship and Accountability</b>
<p>TFDC held a policy dissemination seminar at the National Institute for Policy and Strategic Studies (NIPSS) Kuru, Jos held on 14 October 2004, entitled, ‘Nigeria: A nation in search of citizens?’ The objective of the seminar was to engage senior level government officials from across Nigeria and policy researchers based at the Institute in discussions around DRC research findings. According to Major-General Osahor, the Director-General of the Institute: “The people at the Institute are part of the movers and shakers of the Nigerian society.”</p> <p>The key points from the research for policy debated at the seminar included:</p> <ul style="list-style-type: none"> <li>• Most conflicts in the nation revolve around the issues of citizenship rights and economy. Policy must recognize that the tribal, state, place of origin and religious labelling and identification of Nigerians in official documents undermine the unity that the country needs.</li> <li>• There is a strong need to evolve a system that is capable of holding its leaders accountable.</li> </ul> <p>In terms of the impact of the seminar, the policy researchers from different parts of the country and a variety of sectors author extensive reports of the policy issues raised and discussed during their nine-month stay at the Institute. Their mandate is to go back to their states and stations to address the issues raised. The Institute also aggregates the issues raised through and sends its own report to the Presidency with recommendations on policy implications.</p>

## 6. Mutual capacity development and exchange, 2000-2005

In addition, to developing research through partnerships which influence policy, the DRC attempts also to do so in a way that strengthens the capacities of all partners. The Citizenship DRC has adopted the approach that capacity development is a multi-directional process, which involves partners in both south and north learning from each other, and also creating the space for others to learn. The main areas of activities in this area have included visits and exchanges, student internships, write-shops, and research support. A recent area that is being developed is capacity for community-based organisations.

### 6.1.1. Visits and exchanges

These have included a series of visiting fellowships to IDS, which allowed partners to read, write and access resources; as well as other south-south exchange visits, and visits from IDS researchers to work with and learn from southern partners. Over five years, 25 exchanges have been carried out as part of the Citizenship DRC.

A further component of this work has been made possible through additional funding from the Rockefeller Foundation, which has allowed southern researchers to engage with northern researchers on work of mutual interest. For instance, in April 2004 Steve Abah of Nigeria presented his work on theatre and citizenship at an international conference in the United States, where he also was able to develop links with the Brazilian scholar and activist, Augusto Boal, whose work in this field is widely known. Other

exchanges funded by the Rockefeller Foundation have included Vera Schattan Coelho's (CEBRAP/Brazil) visit to the UK to conduct research on participation in the National Health Service, Bettina von Lier's (UWC/South Africa) research in Canada on indigenous participation in national consultations on health, and Steve Robin's (University of Stellenbosch/South Africa) visits to the US and Brazil to interview AIDS activists.

#### Viewpoint: South-South Exchanges

'The possibility to stay after the meeting in Nigeria was very privileged. It would not be possible without the DRC. The view we get from visiting other places, the work of our colleagues, is only possible because we are part of the DRC. It is a very important part of the collective construction of a research partnership. It is essential to understand our own work, and to understand other researcher's work.'

*Carlos Cortez, Mexican partner on the importance of South-South exchanges, April 2005 Methods Workshop, IDS*

**Key outcomes from South-south exchanges**

- **Strengthened research networks between Southern researchers.** For example, as a result of an exchange between researchers from Mexico and Nigeria, universities in each country are discussing a joint working paper series and publications exchanges.
- **Increased the spread of innovative methodologies.** For example, through exchanges between Nigeria and Bangladesh, researchers in Bangladesh became interested in using video to document and communicate their researcher. They have recently made their first ever film, which focuses on garment workers rights, documenting their research. The video is being shown to garment workers' organisations, government officials and factory owners.
- **Contributed to more comparative research.** Exchanges, such as the Mexico-Brazil exchange in Table X have been essential to the development of comparative research projects that address a similar set of questions and issues in different contexts. The Mexico-Brazil exchange has been an important element of a comparative research programme involving researchers from 5 countries looking at citizen participation in health policy.

**6.1.2. South-South exchanges**

A key element of the visits and exchanges has been direct South-South exchanges between Southern researchers. These exchanges have had a range of purposes:

- To gather information
- To gain a better understanding of different contexts
- To develop comparative research
- To share research and communication methodologies
- To support in-country dissemination and policy-related activities by bringing perspectives from other countries to increase impact of key messages

For example, in August 2003, Vera Schattan P. Coelho (CEBRAP, Brazil) travelled to Mexico to present a paper at a UAM-X Conference. She also visited administrative health units; the public health in system of Chiapas and the health system in autonomous Zapatista communities. Following on her visit, Joel Heredia (UAM-X, Mexico) visited Brazil in November 2003. He attended the launch of Vera Schattan P. Coelho's book, visited the public health system in São Paulo, conducted interviews with government officials and health workers, and visited training centres for health workers in São Paulo and Fortaleza.

In order for the exchanges to be more than just an exchange of information, an element of trust and strong relationships between the researchers involved is important. Also, the Citizenship DRC has developed a set of guidelines for exchanges that was agreed by all project partners. The exchanges must be directly related to existing research projects, and reports on the exchanges are shared with all the researchers in the network. Overall, the most dramatic results from South-South exchanges have emerged when Southern researchers themselves have seen the value of linking with each other and identified the best ways for that to happen.

**6.2. Student internships**

This programme involves one to two month research internships for post-graduate students from the Institute of Development Studies to work with Citizenship DRC partners on a specific aspect of their research. The programme has been running for four years, with three to seven students awarded a grant per year. By October 2005, a total of 16 students will have completed internships.

Students write an expression of interest, identifying a research topic related to the work of one of the Citizenship DRC partners. Partners choose students on the basis of the relevance of their research interests, language skills, and other experience. Students travel to the partner country and contribute to research on key DRC themes. Specific outputs for partners are agreed in advance, and interns also produce a report on key findings and lessons learned when they return to the UK.

The internship programme develops capacity in several ways. For IDS students, many of whom are from the South, it provides an opportunity for field research in conjunction with their development studies. Reports from students consistently identify a number of benefits from the programme:

- Experience how grass-roots organisations with a bottom-up and participatory approach actually work
- Link theory and practice, and the challenges different contexts bring to theory
- Become aware of the importance of understanding context for these issues

Table 9: DRC Internships 2002- 2005

Name	Theme	Where	When
Alex Hughes	NGO accountability and bioprospecting Paper published in IDS Bulletin	Mexico	2001
Nkoyo Toyo	Citizenship and the politics of resource allocation Paper forthcoming in edited volume produced by Nigeria DRC team	Nigeria	2001
Barbara Pozzoni	Citizen Participation and Deliberation in Brazil: the case of the Municipal Health Council of Sao Paulo	Brazil	2002
Mariana Cifuentes Montoya	Political Legitimacy of Deliberative Institutions: The Case of the Family Health Programme, São Paulo, Brazil	Brazil	2002
Oriol Miroso	Evaluation of the Integral Programme for the Sustainable Development of the Lacandona Rainforest, Chiapas, Mexico	Mexico	2002
Emma Williams	Researching citizenship issues in Bangladesh: Context, challenges, strategies	Bangladesh	2002
Georgina Blanco Mancilla	Citizenship and Religion in Nigeria: comparative perspectives of Islam and Christianity in Kaduna State	Nigeria	2003
Ana Monasterio Ortiz	Outside the house! Gender and Participation in the Doon Valley Watershed Project	India	2003
Ram Niwas	Service Delivery and Water	South Africa	2003
Lina Villa Cordoba	Mexico's environmental governing institutions and their role in enabling or limiting collective action: The Case of the Tuxtla Biosphere Reserve	Mexico	2004
Keren Ghitis	Participation and Resistance in Communities Afflicted by Oil Extraction	Nigeria	2004
Liz Kirk	Failing on both sides of the equation? New institutionalised spaces for voice and	Bangladesh	2004

	accountability in the health sector of Bangladesh		
Lucy Hayes	Participation and associational activity in Brazil: The Case of the São Paulo Health Councils	Brazil	2004
Nicholas Benequista	The political economy of information on water and its role in participatory processes of environmental governance	Mexico	2005
Sonia Martins	research focusing on political economy of information on water and its role in participatory processes of environmental governance	Brazil	2005
Michal Smurgaweski	Conflict Violence and Participation	IDS	2005

For Citizenship DRC partners, interns contribute directly to their research for the Citizenship DRC, but they also help partners by identifying important literature and other resources on current debates (such as rights-based approaches in development). Students also bring a range of other skills that can enhance the work of partners. For example, Keren Ghitis, an IDS intern from Israel, helped the Citizenship DRC’s Nigerian partner (TFDC) write a policy briefing on oil and accountability in the Niger Delta. The policy briefing has been important for the TFDC in terms of influencing the national debate on governance and oil.

Interns often go on to important positions in the development industry, and the experience that they gain from working closely with DRC partners is then carried into their work.

Doing my internship with the Citizenship DRC and PRIA in India, allowed me to take a close look at some strategies adopted to deal with the complexities of inclusion, of empowering to overcome the social and cultural barriers that hinder the participation of some marginalized groups and individuals. It confronted me consciously with the pervasive challenges of taking rights and participation beyond discourse within socially differentiated communities, which are immersed in power dynamics at different levels. [...] All I am sure of is that my commitment to all these issues has grown because of this experience, and that my vision of them will never be the same".

*Ana Ortiz Monasterio - Intern to PRIA/India 2003*

### 6.3. Write-shops

Write-shops were developed as a mechanism for helping those involved in a specific research programme write about their research for a Northern academic audience. This included Southern researchers, many of whom are from an activist or NGO background. The Citizenship DRC has organised 4 write-shops in the past two years. Each write-shop has been targeted at producing a specific publication (a book or journal issue), and lasts around four days. All researchers involved submit a written draft in advance, and the facilitators coordinate an exchange of the papers so that each participant received detailed comments from at least two other researchers.

#### Lessons learned about write-shops

- **Write-shops do not happen in isolation**, they are part of a wider iterative research process, beginning with workshops to design research questions, the collaborative development of an analytical framework for analysis, and a series of submissions and comments on outlines and drafts.
- **Effective write-shops require a significant level of organisation and coordination**, so that drafts are exchanged in advance. In addition, a research assistant transcribes the discussions, and the transcripts of each day are distributed to the participants for future reference in revising their papers, and collated into a report at the end of the write-shop.
- **Visits to the field are an important element** of the write-shops because they ground the discussions about research results in a particular context.
- **Developing a collaborative framework for a publication is an important element** of the write-shop, but it is also important to consider **how actual writing skills can be developed**.

Recent write-shops, which have been hosted by Southern researchers in Mexico, Nigeria, and South Africa, have also been combined with field visits to research sites, and seminars or meetings with local policy makers, and other researchers. The write-shops have evolved to encompass a series of capacity-building purposes:

- Develop a collaborative analytical framework for a publication, and develop the ability of each researcher to contribute to that framework
- Engage Southern researchers in the process of producing academic outputs for broad academic audiences
- Develop the academic writing skills of the researchers involved

These write-shops contributed to the Citizenship DRC five-volume series on Citizenship, Participation, and Accountability with Zed Books (four manuscripts have been completed or are nearly complete); and one issue of the IDS Bulletin (*New Democratic Spaces?*). The write shops have been an important mechanism for ensuring that DRC researchers' work is published in a high-quality internationally-distributed academic format. In addition, the write-shops have improved the writing skills and the capacity for developing a shared analytical framework of the researchers involved.

### 6.4. Research support and bibliographic resources

In working towards building the Citizenship DRC's collective research capacity in its thematic areas, the IDS-based resource centre has been developed

to include over 1200 bibliographic resources. The abstracts of these resources can be searched online on Participation.net ([www.pnet.ids.ac.uk](http://www.pnet.ids.ac.uk)). In response to partners demand to increase access to bibliographic resources in their organisations, the Citizenship DRC has supported the development of in-country resource centres. All

IDS/Citizenship DRC publications are posted to partners on a regular basis to help build their resource centres. In addition, the coordination team has conducted numerous literature reviews and literature searches to support the research carried out in each programme.

### 6.5. Capacity at the local level

An emerging area of capacity development has been the ability of community-based organisations and local government officials to make use of research findings. As Citizenship DRC partners have strengthened their relationships with their own networks and partners at the national and local levels, the capacity of these organisations to act on the research findings of the Citizenship DRC has become critical. Citizenship DRC partners have been developing new ways to build this capacity through their work. Capacity at the local level is also an important element of the way in which DRC research links to policy, because that capacity is crucial for community-

Capacity building with community-based organisations in Nigeria
'A crucial possession for demanding and claiming rights is agency. Whereas this may be present in most individuals, the capacity to use it may be constrained by several factors. Some of those constraints include lack of skills to seek information and the ability to analyze facts to back civil action. Capacity building has remained an important aspect of our research because the ability to claim rights and demand for accountabilities is dependent on the skills and abilities that community-based organisations have and can mobilize for purposes of action. Therefore, capacity building in the Nigerian DRC has been ongoing exercise because from the very the onset we determined that the research projects would leave something behind for the communities where the researches take place as well as for those involved.' <i>—Extract from TFDC/DRC annual report</i>

based groups and other local organisations to make use of research results. In Nigeria, TFDC has identified several aspects to developing capacity of community-based organisations, including building the research skills of community-based organisations themselves, and encouraging the agency of these organisations in pro-  
poo change. In Brazil, CEBRAP has developed training courses to work with local government officials on how to manage citizen participation in policy processes. In the next round of the Citizenship DRC, this area of capacity development will be important as it links to the overall impact on policy of Citizenship DRC research.

## 7. Governance, coordination, and evaluation

Over the past five years, the DRC has undertaken a variety of processes to build effective partnerships, based on trust and mutual accountability. A variety of formal and informal mechanisms have evolved that create space for the participation of Citizenship DRC members in the governance of the DRC, as well as construct relationships of accountability to ensure that commitments are met. In the next round, these will be developed further in order to maintain the ownership of DRC researchers of the overall direction of the DRC.

The governance mechanisms that help to ensure accountability not only to funders, but also to the researchers and participants involved in the work include the steering committee, the Central Advisory and Review Group (CARG), and research coordination provided by the country team leaders, research programme convenors, and the IDS-



based coordination team. The steering committee, made up of representatives from each country team, programme convenors, and the coordination team, is the major decision-making body. The steering committee is involved in planning the overall direction of research, as well as dissemination and communication strategy. It also approves the Centre’s budget, and takes primary responsibility for agreeing future activities and directions for the Citizenship DRC.

The Central Advisory and Review Group (CARG) is comprised of external advisors as well as representatives of DFID. The CARG provides feedback and recommendations on the general research, communication, and policy-influencing activities of the Citizenship DRC.

Table 10: Citizenship DRC Governance Milestones

Governance Milestones	Activities held	Location (all activities organised by the Coordination Team)	Date
CARG	Annual review and report to CARG completed	Coordination Team, IDS	October 2002, 2003, 2004, 2005
Steering Committee	Steering Committee meeting	New Delhi, India Dhaka, Bangladesh Cape Town, South Africa Barra do Sahy, Brazil IDS, UK IDS, UK	Jan. 2001  May 2003 April 2004 Sept. 2004 Nov. 2005
Mid-Term Review (MTR)	MTR review and report process	Coordination Team, Brazil and IDS, UK	April-June 2004
	MTR meetings	Coordination Team, IDS, UK	June 2004

### 7.1. Research support and coordination

Management and Coordination
<p>‘The organization and management of development research partnerships can be very challenging for both the coordinators and the partners. The experience of the Citizenship DRC suggests that such partnerships make heavy demands for what might be called <i>bridging leadership</i> from coordinators... tensions cannot be finally resolved, but they can be managed by skilful coordination and by regular attention to the benefits of bring [different viewpoints] together.’</p> <p>- extracted from MTR Report, June 2004</p>

Research support and coordination has been a key element in the success of the Citizenship DRC. Coordination support for research, communication, policy-influence, and capacity-building activities is provided by research programme convenors, country team leaders, and the IDS-based coordination team. The IDS-based coordination team includes the Director, a research manager, research assistant, and project administrator.

## 8. Conclusion: Partnerships and networking

An important result of the past five years has been the evolution of a strong partnership and network of researchers, working in different contexts in the North and South. In total, the DRC has engaged some 60 scholars and practitioners in seven countries, who themselves cut across multiple disciplines, perspectives, and levels and types of engagement. These relationships have been built through a range of different kinds of interaction, including a participatory approach to the overall research process, exchanges and visits around specific activities, and an evolving shared sense of purpose about the overarching directions of the Citizenship DRC.

While a strong network has been built, it has been through on-going dialogue and negotiation to balance and learn from the tensions and differences involved in

<b>Viewpoint: Benefits of partnership in the DRC</b>	
<p>At the synthesis workshop in April, Ranjita Mohanty (PRIA), country convenor for India, identified the following ways that membership in the DRC enhances their work:</p> <ul style="list-style-type: none"> <li>- Scaling up of projects (allowing multiple locations for research, and comparison across contexts)</li> <li>- Building research capacity in-country (through opportunities for students, activists, etc, and local partners)</li> <li>- Engaging the academic environment and practitioners</li> <li>- Deepening empirical and analytical understanding of local issues, such as how tribal livelihoods are linked to governance issues</li> <li>- Leveraging other funding for research</li> <li>- Catalysing learning about how these issues are important in other countries.</li> </ul>	<p>research collaboration that includes such a diverse range of institutions and researchers. As part of the MTR, L. David Brown reviewed the different perspectives of DRC partners, and a variety of different points of view emerged about the main purposes of the Citizenship DRC, and where emphasis should be placed. One of the important achievements of the DRC has been to use these tensions, such as over how much emphasis to place on practice versus how much to place on theory, in a productive way, trying constantly to link a range of approaches in its work.</p> <p>Within in a number of countries, the DRC has itself spawned other partnerships and sub-networks. For example, following a DRC write-shop in Nigeria, the Bangladesh Institute of Development Studies and Amadhu Bello University are planning a publications exchange programme. The</p>

Universidad Autonoma de Xochimilco is also exploring the possibilities for direct links and exchanges with Amadhu Bello University. With additional funding, such as directly from the Rockefeller Foundation or through partnering with the ESRC programme on Science and Society, linkages have been made between researchers in the north, especially the UK and the US - who work on similar issues in their own context, adding to the north-south dialogue and sharing which has emerged. The development of an active network has in turn led to the production of a diverse array of research outputs, which are used and disseminated by various partners to affect policy at a variety of levels and with a variety of strategies. Perhaps the best indicator of the ownership which has been generated in the research partnership is the fact that all partners have expressed enthusiastic interest in continued affiliation with the DRC.

**9. Annexes**

**9.1. Full outputs list**

**9.2. Logical framework**

**9.3. Milestones/deliverables**

**9.4. Policy influencing map**