

*ownership*  
*balancing* *and* *partnership*  
*in development*  
*research*

*Balancing ownership and partnership in development research*

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*Review of 1999 and 2000*

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The purpose of this review of 1999 and 2000 is first and foremost to report the progress in the Council's work to a wide audience of organizations and individuals concerned with development research, both in the South and in the North. It follows on the Council's review of 1997 and 1998 entitled 'Building Bridges in Research for Development', which reviewed the first two years of the present Council's six-year term. The 'Building Bridges' report analysed the major challenges in the Council's work and set out the strategic policy directions it should follow and the approach it should take in order to fulfil its mission as a Sector Council in the field of development research.

At the time, the 'Building Bridges' report concluded that the paradigm in development research had to shift in order to respond to the new challenges and changing needs facing development research both in the South and in the North. Basically, these challenges were the following:

- Creating ownership of knowledge in the South through empowerment and capacity enhancement;
- Making knowledge production responsive to local development needs by involving major stakeholders in the knowledge process, including the process of setting the research agenda;
- Redressing imbalances in North-South research cooperation by promoting equal and genuine South-North knowledge partnerships.

In the Council's view, pursuing these objectives would entail a process of building bridges between researchers and stakeholders in government and society, between scientific disciplines, and between North and South.

In the past two years the Council has continued working on the Building Bridges concept particularly through its research programming activities. Bringing this concept into practice has given the Council the opportunity to learn from actual experiences on the ground and to assess the complexities involved in the process. The first thing the Council learned is that from the viewpoint of development, creating ownership of knowledge in the South is the key to achieving sustainability and development relevance. Ultimately the South must take charge of its own future and be autonomous in determining its own knowledge and innovation policies and in managing its own research programmes. Empowering individuals and organizations in the South through capacity enhancement is central to creating this ownership. A shift of leadership responsibilities, decision-making power and resources to the South is an integral part of this process of change.

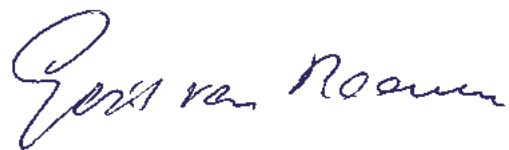
Second, knowledge production must be rooted in local priorities and needs in order to be effective and useful for development. Through its work, the Council has supported developing countries to initiate dialogue among local scholars, government policy-makers and representatives of civil society on specific development issues and on the research needs associated with them. Such dialogue sets off a process of discussing change and innovation and creates a learning environment and network for all the major actors involved.

Third, ownership can be integrated with partnership. Building partnerships on the basis of ownership means that Northern researchers are no longer defining the terms of the exercise and 'showing the way'. Instead, they become collaborators, offering their input in a process which in essence is driven by the developing country's needs. Northern researchers have a useful role to play in this process of sharing and exchanging knowledge between equal partners. They can also help to enhance local knowledge capacity by supporting efforts to develop human resources, institutions and new methodologies.

The key is therefore to involve the Northern research partners in a research programme that is primarily driven by a Southern agenda. Obviously there are trade-offs involved here between the ownership principle on the one hand and the partnership principle on the other hand. The major challenge is to find the right balance between the two principles.

Bringing these lessons to bear on future work is a major task that lies ahead. The Council intends to take up this challenge jointly with the Dutch government ministries concerned and with the research communities in the South and in the Netherlands. The purpose of the exercise will be to take stock of the experiences gained in the past decade with various models, approaches and mechanisms for supporting development research, with a view to distil lessons, to further develop and disseminate methodologies for research programming, and to carry development research forward into the first decade of the 21st century.

*Gert van Maanen*  
Chairman, RAWOO

A handwritten signature in black ink that reads "Gert van Maanen". The signature is written in a cursive, flowing style.

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## Part One

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### *The shaping of new Dutch policy for development research in the 1990s*

#### **The limits of development research – 25 years later**

*It is now more than 25 years ago that development economist Paul Streeten, one of the pioneers of development studies, wrote an article on the limits of development research.<sup>3]</sup> It discussed the problems that arise when scholars from rich countries carry out research on and in poor countries, and examined the charges made by developing countries against the research on their problems and in their territory which is done by scholars from rich countries.*

*He distinguished five main charges: (1) academic imperialism, (2) irrelevance, inappropriateness and bias of concepts, models and theories, (3) research in the service of exploitation, (4) domination through a superior and self-reinforcing research infrastructure, and (5) illegitimacy. It all sounds very familiar, as if it had been written today, although the wording would perhaps be slightly different now.*

*Streeten also raised the question whether researchers from rich countries should confine themselves to international or interface issues and leave the poor countries' purely domestic issues to researchers from those countries. And whether scholars from developing countries should be encouraged to conduct research in developed countries on developed countries' problems and on the problems generated by the world system of international relations. He wrote: "Only through such reciprocal and symmetrical arrangements can the idea of international cooperation of equal partners in research be realized."*

*A footnote mentions that an earlier version of the paper was presented at a conference in 1974 in Bellagio, Italy, on the financing*

*see next page*

This section looks at the past decade of thinking and debate in the Netherlands on the subject of research for development. The aim is to identify major policy trends and the prospects for the future. It raises the questions: where have we come from, where are we now, and where are we going?

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#### *Where have we come from?*

In 1989 and 1992, two international conferences on research and development were held in the city of Groningen, the Netherlands. Both conferences had a major impact on the shaping of new policy for development research, including the policy outlined in the government's White Paper on the subject which was presented to the Dutch Lower House of Parliament in June 1992.<sup>1]</sup> Moreover, the issues, concerns and challenges identified by the participants attending the Groningen conferences, who came from developing countries as well as from the Netherlands, were at the heart of the debate on development research in the 1990s.<sup>2]</sup> They were also used by the Council as an agenda for follow-up activities and advisory reports.

In December 1992 the parliament of the Netherlands endorsed the policy document 'Research and Development'. As mentioned above, the outcome of the first Groningen conference had had a particular influence on new government policy. The document stated that in the past, development research had not been directed enough towards the needs of the South, and that, from a development point of view, priority should be given to strengthening domestic research capacity within developing countries. With a view to shifting funds and responsibilities for research to the South, a new mechanism was introduced for supporting location-specific, demand-driven research programmes in a number of countries in the South: the Multi-annual, Multidisciplinary Research Programmes, or MMRPs. The countries themselves would be responsible for initiating, directing and implementing the MMRPs. The Ministry's Directorate General for International Cooperation (DGIS) would guide and facilitate the process of setting up the new programmes.

In its advisory report entitled 'A Medium-Term Perspective on Research for Development', issued in 1994, RAWOO underlined its support for the MMRPs. At the same time, the Council recommended that a balanced policy should be followed in which there is scope for other research support mechanisms as well, in particular for long-term, (North-South) research partnership programmes

1] Government of the Netherlands, white paper on 'Research and Development', 1992.

2] C. Schweigman and U.T. Bosma (eds), *Research and Development Cooperation: The role of the Netherlands* (1990), and

C. Schweigman and I.A. van der Werf (eds), *Development-related research collaboration: A second look at the role of the Netherlands*, 1994.

3] Paul Streeten, *The Limits of Development Research*, in *World Development*, vol. 2, No. 10-12, October-December 1974.

*of social science research for development. The conference was sponsored by the Ford Foundation, the Canadian International Development Research Centre, the Rockefeller Foundation, USAID and the World Bank. This sounds familiar as well, though today the list would be longer with the addition of other players that have entered the field.*

*After 25 years of thinking and debate on research for development, and probably several dozen conferences later, one wonders where we are now and what we have learned.*

focusing on major problem areas related to development. Such programmes should be set up and carried out in close cooperation between researchers and other parties in developing countries and in the Netherlands. In addition, the Council proposed a number of such problem areas which could be considered for further development and programming.

In its reaction to the report in 1996, the Dutch government, through the Minister for Development Cooperation (speaking also on behalf of his fellow Ministers of Education, Culture and Science, and Agriculture, Nature Management and Fisheries), responded positively to the idea of setting up South-North research partnership programmes in the field of health and biodiversity, and expressed its willingness to help fund such programmes. The government's reaction was rather explicit, stating specific conditions the programmes had to comply with. RAWOO was asked to see to it that these conditions were taken into account.<sup>41</sup>

During the meeting in February 1997 at which the present Council was installed, Minister Pronk delivered a speech in which he talked about the Council's role and the government's policy on development research. Mr Pronk particularly highlighted the shift in Dutch government policy for development research that took place in 1992, when the Multi-annual, Multidisciplinary Research Programmes were launched as the backbone of future research policy. Later, RAWOO's recommendation to also introduce a mechanism for supporting South-North research partnerships was followed up by the Dutch government. In subsequent years, the Council was already bridging the gap between the two support mechanisms by involving itself in the MMRPs and by working towards North-South research cooperation driven by research needs in the South. The Minister speculated on the possibility of organizing systems for mutually influencing both mechanisms. As for the partnership approach, the Minister felt it would be important for the Council to gain experience with new modes of North-South research cooperation, in which the two partners collaborate on an equal footing.

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### *Where are we now, and where are we going?*

Meanwhile, DGIS-supported MMRPs have been set up in nine countries since 1992: Vietnam, India, Bangladesh, Mali, Tanzania, Uganda, Egypt, Bolivia and Nicaragua. A comparative study commissioned by DGIS is currently being conducted by a team of researchers from developing countries. Its aim is to compare the MMRP model with the approaches and research support mechanisms being used by a range of public and private funding agencies working in development research. The results of this study will be available in 2001.

Since 1997 the Council, working closely with partners in the South and in the Netherlands, has designed two innovative North-South research partnership programmes: one in the field of health research (with Ghana) and one in the field of biodiversity research (with the Philippines). Both programmes have now entered the implementation phase. The responsibility for programme manage-

4] The conditions mentioned were the following:

- the choice of country (preference for countries with which the Netherlands has long-standing relationships in the area of development cooperation);
- a demand-driven approach (the research needs of developing countries should come first; no steering or lobbying from the supply side);
- attention for capacity-building;
- equal partnerships (the partners from the South should be involved on an equal footing in the formulation and implementation of the programme);
- co-financing (link development with science funding and try to involve international organizations that support research, such as the EU)
- appropriate governance and management structure (in which the Southern partners have an equal say, thus reflecting genuine cooperation);
- need for innovative and new approaches (no business as usual).

ment has been handed over to Joint Programme Committees (with members from the Netherlands and from Ghana or the Philippines), to the intermediary organizations in Ghana and the Philippines that will implement the programmes, and to a Support and Liaison Office in the Netherlands.

In addition, the Council took the initiative to explore the need for research pertaining to two critical development issues: post-conflict management and development, and the local response to globalization in developing countries. Whether these initiatives will eventually result in research programmes funded by the Dutch government or other research funding organizations is still to be seen. The Council also explored the subject of North-South research partnerships, which cuts across the programming activities outlined above.

It will be an interesting challenge for the Council, for the Dutch government ministries concerned, and for RAWOO's partners at home and abroad to take stock of the experience gained in the past decade with various models, approaches and mechanisms for supporting development research, to distil lessons from this experience, and then to develop and disseminate new methodologies for research programming. In doing so, they will be taking development research forward into the 21st century.

## *Building bridges in conflict research*

**MICHEL VAN WALT, RAWOO MEMBER**



*Most ceasefire agreements and peace agreements are extremely fragile. The people living in areas ravaged by war are deeply affected in ways that are often difficult for outsiders to fully understand. Matters are complicated when, as often happens, some of the core causes of the armed conflict have not been addressed, or not been addressed fully, in peace agreements. Bitterness, mistrust and feelings of hurt and anger are always only just below the surface. It is extremely difficult to rebuild, restructure or reform societies torn apart by war. And a wrong or incomplete approach can create the seeds of new conflicts.*

*Each conflict is different in terms of both causes and consequences. But certain lessons can be learnt from the ways in which various communities at the local and national level have picked up the pieces and moved forward after violent conflicts. In the Chittagong Hill Tracts of Bangladesh – an area that was immersed in armed conflict between an indigenous guerrilla movement and the Bangladesh government forces for over 20 years – the indigenous leaders, community workers, farmers and former combatants I spoke to all showed an eagerness to learn from the experiences of other people who had suffered under similar circumstances. They were impatient to rebuild their lives and livelihoods but were insistent that they missed the skills and knowledge to do so on their own.*

*The RAWOO expert meeting on post-conflict management in The Hague in 1999 produced valuable interaction. Bougainvillean leaders invited South African participants to exchange views and conduct training sessions on their war-torn South Pacific island territory. They had been inspired by the accounts of the difficult path to reconciliation which South Africans had embarked upon after the collapse of the apartheid regime. Guatemalan participants became convinced that action-oriented research at the local level was essential to transform Guatemalan society and restore lasting peace to that country.*

*My visits to Guatemala and to the Chittagong Hill Tracts left me in no doubt about the urgent need for research that would help not only local people but also the international community to better understand the needs of people in post-conflict societies. Much knowledge exists already, but it is not being utilized, nor is it accessible to the people who need it most. People at the local level know what they need, but often fail to communicate these needs in ways that can shape policy at the national and international levels. In Guatemala many of the researchers lived far from the realities of the country's war-torn regions. I found that community leaders in the rural areas and academic researchers in the capital city hardly ever even talked with each other. It was as if each lived in a totally different world, irrelevant to the other.*

*It is clear that bridges must be built between countries that are emerging from civil war and other wars. But it is equally clear that bridges must also be built within these countries. Research initiated and conducted by the affected people in post-conflict societies can form the construction materials for these bridges.*

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## Part Two

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### Striking a balance between ownership and partnership

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#### **RAWOO policy principles**

*RAWOO believes that knowledge is an important prerequisite for development. Three basic principles guide the Council's work.*

*First, the Council believes that research for development must be needs-oriented and demand-driven in order to ensure that it responds to the problems and needs of the developing countries. It must aim at generating knowledge and insights that can contribute to better understanding of development issues, to better policy responses, management practices and action, and – in the end – to improved livelihoods for the poor. This means that the process of generating and applying knowledge is placed in an application-oriented, or development-oriented, context. This may include both basic research and applied research, and in many cases multi-disciplinary or interdisciplinary approaches as well, since the multi-faceted nature of development issues often requires a combination of knowledge and skills from different disciplinary and institutional backgrounds.*

*Second, capacity enhancement and institutional development must be an integral part of efforts to enhance the role of research and knowledge for development in the South. In order to be effective, the national knowledge system as a whole needs to be strengthened, not only in terms of research training and staff development, but also in terms of institutional mechanisms – for formulating and implementing research policies; creating an enabling environment; establishing knowledge networks with the user community in government departments, NGOs and community-based organizations; increasing skills for the*

*see next page*

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#### **Shifting the paradigm in research for development**

During the first two years (1997 and 1998) of the present Council's term, ideas regarding the strategic policy directions it should follow and the approach it should take gradually evolved through a process of sharing experiences and exchanging views among the Council members. This thinking, which took RAWOO's mission as a Sector Council as its point of departure, helped to shape RAWOO's strategy in terms of policy principles, approach and working methods.

The results of this thinking were included in the 'Building Bridges' report, which reviews the Council's work in 1997 and 1998. The key message of the report was that the paradigm for development research had to shift in the face of new challenges and changing conditions. The proposed shift included the following essential elements:

- to enhance ownership of knowledge in the South through empowerment and capacity development;
- to make research responsive to real-life problems and development needs by involving stakeholders, in both government and civil society, in agenda-setting and in the research process itself;
- to promote a new type of South-North research partnership in which the Southern partners have an equal say and equal influence over the way research programmes are governed and managed.

In the Council's view, pursuing these objectives would entail a process of 'building bridges' between researchers, policy-makers and practitioners, between scientific disciplines, and between North and South.

In the past two years the Council has continued working on the building-bridges concept, particularly through its research programming activities. Bringing this concept into practice has given the Council an opportunity to learn from actual experiences on the ground and to assess the complexities involved in the process. The Council has learned that we are dealing with a process of social innovation and change which has profound implications at the organizational and institutional levels – in terms of changing roles, responsibilities and power relationships among the institutions and stakeholders involved in the South and in the North – and at the level of individual researchers in terms of their role, behaviour and attitude.

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#### **Creating ownership of knowledge through empowerment and capacity enhancement**

The standard view of delivering knowledge for development was based on the notion of a vertical transfer of knowledge, skills, practices and policies from donors to recipients, from an external assistance agency to a 'beneficiary'. In other words, on the North helping the South to find its way. It is now widely accepted that the South must take charge of its own development and find its

*management of research; improving research infrastructure and facilities; and disseminating and utilizing research findings through effective communication and information channels.*

*And third, South-North research partnerships, as a vehicle for enhancing knowledge for development in the South, must be equal, genuine and sustainable. This means that certain imbalances in North-South relationships in research will have to be redressed. A new type of research partnership is needed, based on mutual trust, understanding, sharing of experiences, and a two-way learning process. In such a partnership the various stakeholders and partners will work together on an equal footing at all stages and levels: during the process of setting the research agenda, as research programmes are designed and implemented, and in the governance and management of these programmes.*

own way. This shift in mind set was eloquently worded by Joseph Stiglitz in his keynote address to the first Global Development Network Conference in Bonn, in 1999. "That standard view of delivering knowledge for development leads to an impairment of the self-confidence, self-esteem, and self-efficacy of the clients. The message behind the 'main messages' is that the clients are unable to take charge of their own learning process and to find out these things in their own way. They need to be 'helped' – to be shown the way. New forms of intellectual colonialism are masked as 'quality control'. But these ways in which the standard methodology 'shows them the way' only reinforces the clients' passivity and perceived lack of self-efficacy."<sup>51</sup>

At the heart of creating ownership of knowledge is a process of empowering individuals and organizations to take charge of their own destinies and to find their own way. This requires that the partners in the developing country take the lead in defining what they need and how these needs should be addressed. External agencies can facilitate and support such processes of change by enhancing the capacity of individuals and organizations to acquire, absorb and transfer knowledge, and to design, implement and manage their own knowledge and innovation policies and programmes.

The principle of 'country ownership' presupposes that countries have their own highly qualified professional staff and research support organizations, and that these possess the knowledge and skills needed to design and implement development policies and to govern public and private organizations. However, the centres of higher learning and research in developing countries which are supposed to deliver this knowledge and these well-trained professionals are under great strain. And although there have been significant improvements in local capacity, there are still knowledge gaps to be filled and institutional capacities to be improved.

What should be kept in mind here, however, is that capacity enhancement is more than just a matter of transferring and adapting global knowledge. What is often overlooked is that developing countries have their own knowledge systems, which provide valuable insight into these countries and their societies. These knowledge systems are often ignored in modern efforts directed towards 'capacity-building'. The narrowing of the knowledge gap and the regulation of brain-drain can be greatly enhanced if existing and emerging local knowledge systems are given the importance and status they deserve, and if they are incorporated into methods of rigorous scientific enquiry.

In the past two years, RAWOO has been fostering Southern ownership of research policies and programmes by giving partners in developing countries a leadership role in setting priorities and by letting them 'do it their own way'. They have been in charge of assessing their problems and needs and of translating these into locally relevant policies and priorities for research and capacity enhancement. In Ghana, for example, local stakeholders representing various sectors and interests decided to link health research to the Medium-term Health Strategy and to the health-reform process currently underway in that country. In the

- 5] Joseph Stiglitz, 'Scan Globally, Reinvent Locally: Knowledge infrastructure and the localisation of knowledge', in: Development and Cooperation, no 4/2000, July/August, p.11, DSE, Berlin, Germany.
- 6] Higher Education in Developing Countries: Peril and Promise, Joint WB/UNESCO Task Force on Higher Education and Society, February 2000.
- 7] OECD/DAC, 'On Common Ground'. In: Development Cooperation Report, February 2000, Chapter 5.

Philippines, local stakeholders first developed a national agenda for biodiversity research and then agreed to focus initial research efforts on the island of Mindanao. They decided to employ the concept of integrated ecosystems (or landscape) and to take a participatory approach to biodiversity research that could serve as an example for other areas in the Philippines.

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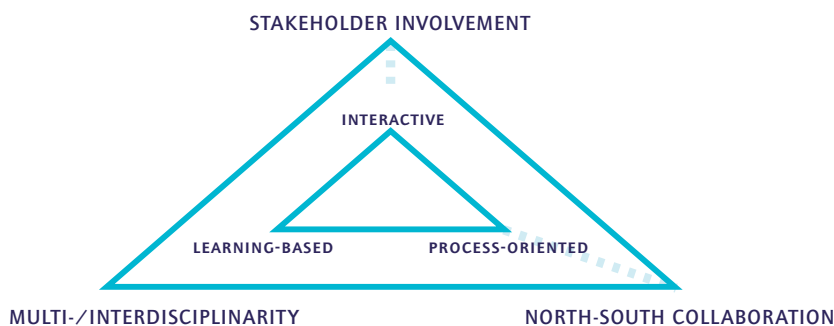
### ***Knowledge – a key determinant of development***

*There is no doubt that knowledge will be a key determinant of development in the decades ahead. The application of knowledge in the form of technological and social innovation will have an enormous impact on global economic development and social and political change. Knowledge is also a key element in what has been called ‘human capital’. As such it is replacing physical capital as the most important factor in production. However, what we see today is that the rich countries are reaping the benefits of the knowledge revolution, rapidly transforming themselves into knowledge-based economies and*

*societies, while most poor countries are increasingly lagging behind.*

*As knowledge becomes more important in the decades to come, the need for education and training at all levels of the education system can be expected to grow tremendously. The Joint WB-UNESCO Task Force on Higher Education and Society recently examined the crisis of higher education in the developing world and observed that in several developing regions the capacities to acquire, absorb and transfer knowledge are in urgent need of maintenance and repair. The task force concluded that urgent action is needed in order to expand the quantity and improve the quality of higher education. In its view, spending on higher education is a public investment which – contrary to conventional wisdom – is as vital to the public interest as investing in primary and secondary education. <sup>6]</sup>*

*Moreover, it will be difficult to implement the Comprehensive Development Framework (CDF) without adequate support of developing countries’ higher education, research and specialized training institutes. The CDF concept and principles have now been adopted by a range of developing countries and multilateral and bilateral donors, including the Netherlands. <sup>7]</sup> Clearly, supporting the efforts of developing countries to maintain and strengthen their higher education and research capacity is at the heart of creating ‘country ownership’.*



### ***The three-pronged RAWOO approach***

*For the design of research programmes for development, the Council, together with its overseas partners, developed the three-pronged approach which lies at the heart of its work. Addressing development issues through research requires linking:*

- *the major stakeholders in knowledge organizations, government and society in the process of exploring research needs and designing partnership programmes;*
- *knowledge producers and professionals from different disciplines and institutional backgrounds through multidisciplinary or interdisciplinary cooperation;*
- *researchers in the South and the North (which may also include South-South cooperation).*

*This three-pronged approach to harnessing knowledge for development is illustrated in the 'building bridges' metaphor. Building bridges in research for development requires linking stakeholders, disciplines, and North and South.*

*The RAWOO approach can also be characterized as 'interactive', 'process-oriented' and 'learning-based'. 'Interactive' means involving local stakeholders as the prime movers in the agenda-setting process and facilitating the creation of heterogeneous networks of researchers, policy-makers, NGOs, and people at the grassroots level. Building mutual trust,*

*understanding and consensus between all the actors and partners involved is not a one-time exercise but a process.*

*In this context, it is important that mechanisms be developed to ensure that the various stakeholders can truly identify with the programme and see it as something owned by themselves and not as something which comes from outside.*

*Building sustainable research partnerships is a time-consuming and sometimes painstaking exercise. It takes time for partners to get to know each other, to learn what each wants, and to appreciate the differences and similarities between their perspectives, concepts, research methods, and cultural backgrounds.*

*Finally, there is the mutual learning – between the multitude of players in the development-research arena; between mainstream science and new modes of knowledge production; between indigenous knowledge and global science; between researchers from the South and the North; and between people with different cultural backgrounds, attitudes and behaviour.*

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## *Making knowledge production responsive to local problems and needs*

In the past, the setting of agendas for development research and North-South research cooperation was generally dominated by either Northern researchers or external funding agencies. Their perceptions and perspectives largely determined what was to be researched and how. As we saw above, the old paradigm was based on the standard view of knowledge being delivered by the North to the South, with the South on the receiving end as 'recipient' or 'beneficiary'.

This paradigm was criticized as far back as the 1970s, particularly by researchers from developing countries who saw it as 'intellectual colonialism' (see: 'The limits of development research', p.5). In the 1980s the wording changed and the notion of supply-driven research was introduced to describe essentially the same phenomenon: research driven by the agendas and interests of Northern researchers and donors.

In the Netherlands, the Groningen conferences (see Part 1 of this report) helped to make policy-makers and researchers alike aware that the supply-driven model of research cooperation with developing countries had to be replaced by a demand-driven model in which the South would determine its own research agenda. There was also broad agreement that those who are ultimately to benefit from the results of research – often referred to as the 'end-users' in civil society and in government – should be involved in the process of policy-making as well as in its implementation.

Over the past decade, this trend towards greater interaction between science and society has been gaining momentum. Politicians and society-at-large are increasingly demanding that the knowledge system be more responsive to national development priorities and to the needs of the public and private sectors. Such responsiveness requires new ways of interacting and networking among all major groups of stakeholders involved in the design and implementation of research programmes and projects. As a result, there has been a growing interest in interactive research approaches that employ interactive or participatory methods and techniques, such as Interactive Social Science, transdisciplinary research, and participatory and action-oriented research.<sup>8]</sup>

Through its research programming activities in the past two years, the Council has encouraged developing countries to initiate – among local scholars, government policy-makers and representatives of civil society – dialogue on development issues and on the research needs associated with them.<sup>9]</sup> The idea is to launch a process of discussing change and innovation, while at the same time creating a learning environment and network for all the major actors involved. Such networking and active learning among researchers, policy-makers and practitioners are important for two reasons. The first is that such interaction increases the chances that the research will respond to the problems and needs of those who are ultimately to benefit from it, and that it will be adapted to the local socio-cultural context. The second reason is that such interaction facilitates the exchange of various forms of knowledge among stakeholders, including both tacit and codified knowledge.

8] For more information on Interactive Social Science, see the June 2000 edition of 'Science and Public Policy', which contains a set of papers presented at the Conference on Interactive Social Science in Brighton, 5-7 January 1999; for transdisciplinary research, see the now almost classic work of Michael Gibbons et al. on 'The new Production of Knowledge' (1994); participatory and action-oriented research comes in many ways and in many forms and has a long tradition in development research and practice. For a recent overview, see 'Whose Voice?: Participatory research and policy change', edited by Jeremy Holland and James Blackburn, Intermediate Technology Publications, London (1998).

9] A small number of Dutch researchers also took part in this dialogue.

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### *Building innovative South–North knowledge partnerships*

As said earlier, the old mode of North-South research cooperation has become outdated. It will have to be adapted to changing circumstances, including changing relationships between North and South as the South becomes increasingly responsible for its own research policies and programmes. A shift of leadership responsibilities, decision-making power and resources to the South is an integral part of this process of change.

Clearly, such a shift has wide-ranging implications for the individuals and organizations in the North who are engaged in development research. Northern researchers are no longer 'showing the way' to their Southern counterparts. Instead, they are becoming partners whose input is part of a process that is essentially driven by the developing country's needs. Northern researchers have a useful role to play in this process of sharing and exchanging knowledge between equal partners. They can also help to enhance local knowledge capacity by supporting efforts to develop human resources, institutions and new methodologies.

Moreover, knowledge production is not confined to national boundaries. It is international by its very nature. However, it is not simply a question of downloading global knowledge and delivering it to the developing country. Quite the opposite. What is required is a process of 'localization', by which general or universal knowledge is selected, assimilated and adapted to the local social context: that is, to the specific local circumstances, conditions and culture.<sup>10]</sup> In other words, local, context-specific knowledge is important as well, and partnerships – at least in principle – provide an opportunity for a two-way flow of information (North-South, South-North, and South-South) which involves exchanges of both global and local knowledge.

The key is therefore to build partnerships on the basis of ownership, and to keep the Northern partners on board a research programme that is driven by a Southern agenda. Obviously there are trade-offs involved here between the ownership principle on the one hand and the partnership principle on the other hand. The major challenge is to find the right balance between the two principles. The Council is pleased to note renewed interest in the issue of North-South research partnerships and to see that several bilateral and multilateral organizations have joined efforts to analyse the impact of various models of research partnerships.<sup>11]</sup>

10] For a more elaborate discussion of the relationships between global and local knowledge, see, for example, Joseph Stiglitz's keynote address to the First Global Development Network Conference in Bonn, in December 1999.

11] We refer here to a recent Swiss Development Cooperation initiative, jointly with KFPE from Switzerland, the World Bank, the Global Development Network, GTZ, DANIDA and RAWOO.

## *The Senegalese Murid Trade Diaspora and Globalization*

**MAMADOU DIOUF, RAWOO MEMBER**



*Modernity, globalization, and cosmopolitanism are concepts whose meanings and projects, as manifest in social science literature as well as in everyday and journalistic communication, largely overlap and coincide at the level of procedures and operational modes. African discussions of these concepts tend to adopt the notion of the unilateral assimilation of the civilizing mission of colonialism and the modernization necessarily defined by the West. And while Islamic fundamentalist movements have attacked, sometimes in a violent manner, these local and unique forms of Muslim appropriation, postcolonial subjects continue to pursue their ambivalent and ambiguous projects of constructing autonomous or subordinate identities while also struggling to reconcile native temporalities and forms of spirituality with the temporality of the world at large.*

*The issue that continues to defy analysis is how to elaborate a single explanation of both the process of globalization and the multiplicity of individual temporalities and local rationalities that are inserted into it. Can we fully account for the overlapping of local systems of mercantile, cultural, and religious values with the capitalist system – which is Western and universal, at least in its claims and practices?*

*Two issues are examined here. The first part deals with the role of capitalist modernity in the process of globalization, and focuses on the possibility of the emergence of modernities that are not properly speaking capitalist – modernities that are, at the most, non-Western versions or modalities of dealing with acquisition of wealth. The second issue concerns the ‘vernacular modernity’, which is, as we interpret it here, the totality of the possibilities and powers of making transactions implemented through both the geography of globalization (the world as a space in which people are able to trade) and the discourses and practices of globalization (the actual operations to make ends meet – that is, to accumulate wealth).*

*The group examined here is the Murid brotherhood, a Senegalese religious group founded in the 19th century by a Senegalese marabout named Amadou Bamba Mbacké.*

*In its desire to appropriate possibilities offered by globalization, the Murids do not seek to annex the global but rather to take advantage of it and to be borne by it in every sense of the word. Most members of the Murid brotherhood come from the central part of the Wolof homeland (the Wolofs are the largest ethnic group in Senegal).*

*The construction of the Murid community has passed through three phases. The first phase is that of the beginning and formulation of the Murid tariqa (way) at the end of the 19th century. By joining in the colonial production of groundnuts, Murids also participated in the distribution of manufactured products in the rural areas. They thus carved out, in a contradictory way, a space for themselves within the colonial system and its economy.*

*see next page*

continuation of page 15

*Rather than adopting the technology or operational procedures of the West, Murids made a conscious effort to incorporate their unique temporality and rationality into world time by using their own vocabulary, grammar, and worldview to understand the world and operate within it.*

*The economic and financial accumulation resulting from growing and commercializing peanuts became the instrument that made it possible to validate Murid objects and other identities, signs, and temporalities.*

*The Murids' unique vernacular cosmopolitanism is particularly evident in the second phase of the community's development, when the first adventurous Murid merchants established themselves in the colonial ports of call. By recreating Murid religious associations (dahiras) in the city, they established the solid armature of a genuine 'ritual community.'*

*By authorizing the emergence of activities of recycling and recuperation, this decision led to the rapid development of two extremely dynamic sectors, the import-export sector and the service sector. Murids quickly seized a monopoly on these activities and made them part of their identity in Senegalese urban society. The new situation favouring informal activities benefited in the 1990s from the gradual suppression of quotas and monopolies on certain products, such as rice. In fact, the radical reorientation of economic policies from public decision-making to the laws of the market, opened, in a time of crisis, an extraordinary opportunity for Murids to invent new traditions and a new mission.*

*From Senegalese cities and sometimes directly from their villages, Murids headed for African, European, American, and Asian cities. They wove an immense network with two poles, the spiritual (Touba) and the economic (Sandaga).*

*The efficacy of the Murids' commercial networks and their work can be attributed to several factors. The first relates to the structures and ideology of the brotherhood. The second factor is the establishment of connections between the distribution points in Dakar and the Murid emigrant communities living in the international centres of wholesale commerce. The third factor is participation in complex circuits of buying and selling that allow Paris or Strasbourg street merchants to sell merchandise bought in New York's Chinese neighborhoods or in Hong Kong, and merchants in Brussels to sell copper articles from Morocco to the city's Muslims.*

*Self-identification with the community through commerce is now the central element in the new Murid strategy. And in this respect Murids are showing extraordinary flexibility, not only in commercial practices, the choice of products, definitions of markets, and modes of financing, but also with regard to profit margins. They have thus appropriated the most important reflex of contemporary liberal cosmopolitanism, taking advantage of economic opportunity: sell whatever is in demand at a lower price, always respond to demand, and acquire captive markets. Through their networks and modes of operation, and by basing themselves solidly on their ritual community – with its structures, liturgy, texts, and images – they impose, in their own way, an order on the chaos of the market. They are globalizing themselves.*

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## Part Three

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### Activities

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#### Research programming

This section presents an overview of research programming activities undertaken by the Council in the period under review. Before going into the details of each specific activity, we shall first clarify the process by which new research topics are identified, explored and programmed. The process consists of three phases:

##### *Phase 1: Placing a topic on the agenda, and orientation*

New topics are placed on the agenda either at RAWOO's own initiative or at the request of a government minister. Before the Council decides whether a topic should go on to the exploration phase, it completes a general orientation to the topic and considers whether or not it wishes to take an initiative. For instance, the Council ascertains whether other initiatives have already been undertaken by other institutions and whether a RAWOO initiative is really needed. If the decision is 'go', a committee or working group is appointed which is made up of Council members and, if necessary, external advisors.

##### *Phase 2: Exploring the topic and making general recommendations*

During this phase the topic is explored further. The council decides which approach should be adopted in order to define the problem and gather the information needed for gaining insight into the various aspects of the problem. For example, should there be studies, workshops, identification missions or consulting assignments?

On the basis of this work the Council draws its conclusions and forwards its recommendations to the Dutch government. At this stage the Council might recommend, for example, that a new research programme be designed (the topic would thus go on to Phase 3). Not every exploratory phase results in a proposal for a new, government-funded programme, however. Other recommendations are also possible.

##### *Phase 3: Designing a research programme*

If the Council has identified a need for a new research programme and there is potential interest on the side of the Dutch government, the phase of programme design can begin. This results in a document outlining the programme's goals, objectives, and expected outputs, and describing its main activities in the areas of knowledge development, capacity enhancement, and knowledge dissemination. The document also indicates the mechanisms through which research will be supported, as well as the proposed programme's organizational structure and budget requirements.

These activities will now be discussed in more detail, starting with the Phase 3 activities 'Health' and 'Biodiversity'.

## Overview of research programming activities undertaken by RAWOO in the period 1999 - 2000

PHASES	PHASE 1	PHASE 2	PHASE 3
	Placing the topic on the agenda and orientation	Exploring the topic and making general recommendations	Designing a research programme
TOPICS			
a) Health			=====
b) Biodiversity			=====
c) Post-conflict Management		=====	
d) Globalization		=====	
e) Social and cultural aspects of HIV/Aids	=====		
f) Urbanization and poverty	=====		

(a) already underway as a phase 3 activity in 1999, programme design phase completed in July 2000  
 (b) already underway as a phase 3 activity in 1999, programme design phase completed in November 1999  
 (c) already underway as phase 2 activity in 1999, phase 2 completed in June 2000, presently in transition from phase 2 to phase 3 depending on the government's reaction to the advisory report  
 (d) already underway as a phase 2 activity in 1999, phase 2 completed in October 2000, presently in transition from phase 2 to phase 3 depending on the government's reaction to the advisory report  
 (e) started as a phase 1 activity in June 2000, not yet decided whether it will go on to phase 2  
 (f) started as a phase 1 activity in June 2000, not yet decided whether it will go on to phase 2

### Health

The results of the consultative process and surveys conducted as part of the exploratory phase (Phase 2) were incorporated into an advisory report entitled 'Framework for a Ghanaian-Dutch Programme of Health Research for Development' (RAWOO Publication No. 15), which was presented to the Dutch government through the Minister for Development Cooperation in the spring of 1998. The report contained an outline of the joint programme in the form of a policy framework and an organizational structure.<sup>12]</sup> Subsequently, the Minister for Development Cooperation provided funds for a programme-design phase, as proposed by the Council. Such a phase was needed for two reasons: first, to further specify research needs and priorities through a dynamic process involving researchers, policy-makers, health professionals and local communities; and second, to put in place the organizational structure for the programme's implementation.

The programme-design phase began with establishing the programme's governing body: the Joint Programme Committee (JPC), which was comprised of three Ghanaian and three Dutch members. This was done in close consultation with the Ghanaian partners. During its first meeting in Accra, Ghana, in February

1999, the JPC organized a series of activities aimed at drafting a multi-year programme proposal. In order to elaborate the research agenda, the following activities were undertaken:

- The available information related to health issues in Ghana was reviewed. This involved a critical review of completed health research. Abstracts were copied and catalogued. They were derived from published and grey literature in Ghana as well as from international sources.
- Meetings were held with policy-makers, service providers and programme staff at district, regional and national levels. Through presentations, discussions and group work, consensus was reached on how to generate a research agenda, on what the specific problems are, on which research questions needed to be asked, and on which capacity was needed.
- The research community and academia were consulted as well. This involved interviews with members of research institutes and universities. Information was gathered on the current situation: the capacities and skills available for various aspects of research, the types of research being undertaken, and the information systems available.
- The end users, represented by members of community-based groups and non-governmental organizations (NGOs), were consulted through a participatory

12] This structure consisted of three bodies:

1. A Joint Programme Committee (JPC), which has the final responsibility for the joint research programme, for policy-making, for decision-making, and for allocating funds to projects.
2. A Ghana-based executive secretariat, which prepares and implements the decisions of the JPC.
3. A Netherlands-based Support and Liaison Office, which supports the executive secretariat by guiding and facilitating the process of involving Dutch researchers in the programme.

approach. Community members were interviewed to identify their perceptions of health and disease, the constraints and enabling factors affecting their access to and use of health services, and the levels of affordability.

The results of the preparatory work were discussed at a national stakeholders' meeting held in Accra, Ghana, in April 2000. This two-day workshop brought the various stakeholders together to discuss and validate the outcome of the preparatory work, and to set priorities. The meeting was attended by 35 persons including: representatives of the major stakeholder groups (researchers, health providers, MoH, NGOs), the JPC members, the Ghanaian secretariat, the RAWOO secretariat, and three Dutch researchers.

The findings of the preparatory activities and the outcome of the stakeholders' meeting were incorporated into a draft programme document by the Ghanaian secretariat and sent around for comments to all the major groups involved on both sides. The final programme document was submitted to the Dutch government by the JPC in July 2000.

Communication activities were an integral part of the process of designing the joint programme. A newsletter ('Partners in Health Research') was established on health research in Ghana in general and the joint programme in particular; copies of the newsletter were disseminated to individual researchers and organizations in Ghana, the Netherlands and elsewhere. Articles on the programme were written and published in 'The Lancet', 'Research into Action' (COHRED's newsletter), 'Medisch Contact' (Dutch) and 'Transfer' (Dutch).

At the international conference on health research for development held in Bangkok in September 2000, the programme was presented as an example of a new and innovative South-North partnership in health research.

### ***Biodiversity***

The results of the consultative process and surveys conducted as part of the exploratory phase (Phase 2) were incorporated into an advisory report entitled 'Framework for a Philippine-Dutch Programme of Biodiversity Research for Development' (Publication No. 17), which was endorsed by the Council and presented to the Dutch government through the Minister for Development Cooperation in the spring of 1998. The report contained an outline of the joint programme in the form of a policy framework and an organizational structure. Subsequently, the Minister for Development Cooperation provided funds for a programme-design phase, as proposed by the Council. Such a phase was needed for two reasons: first, to put the joint programme on the ground in Mindanao (which was chosen by the Philippine partners as the pilot site) through an interactive, multi-stakeholder approach involving researchers, local government organizations, NGOs and representatives of the local communities and indigenous peoples; and second, to put in place the organizational structure for the programme's implementation. Three major groups or partners were involved in this phase: the Mindanao researchers, the national Philippine Working Group (PWG), and a Dutch support group comprised of Dutch researchers chaired by RAWOO member Dr Johan Bouma.



*New methods and approaches are needed on a large scale if we are to understand why the pandemic seems to be expanding in spite of all the medical projects that have been launched in developing countries. A proper understanding of the underlying causes is not possible unless we move more systematically beyond the purely biomedical approaches. Additional information is urgently needed regarding people's thinking and behaviour on the subjects of sex and illness. Their responses to AIDS need to be understood through socio-cultural research at the local level.*

*One of the central issues is of course the gender factor. Girls and women are often blamed for causing the illness, while they themselves are of course a most vulnerable group as far as health and social problems are concerned. Research has shown that vulnerable groups, such as the poor in general and girls and women in particular, are further marginalized when young people and adults are dying on a massive scale before reaching old age.*

*The search for job opportunities makes people more mobile and exposes them to the different conditions and traditions of the urban context. This makes them even more vulnerable to sexually transmitted diseases. More insight has to be gained into people's attitudes about their own personal and social situation in the context of HIV/AIDS. People's own perspectives on the subject, expressed using their culture's own forms of communication, need to be analysed. This is more accurate than questionnaires, since experience has shown that people generally respond to questionnaires by giving the answers they believe the researchers want to hear.*

*Denial and the blaming of foreigners are gradually giving way to a realization that the illness has to do with one's own attitudes and the local context. Nevertheless, it seems that this increased awareness is not yet leading to a spectacular change in behaviour. Some researchers in the South have started analysing the cultural factors that influence sexual behaviour and the social barriers that prevent people from protecting themselves when they have sex. Their findings have been both interesting and revealing. Local research teams are needed that can learn even more about people's feelings and reactions to the dramatic situation created by HIV/AIDS. With the help of students who belong to the communities concerned, the teams could explore such community-based and creative popular responses as songs, oral narratives, jokes, poems, funeral speeches, letters to newspapers, and theatrical performances.*

*A number of such small-scale research projects in different places and countries could eventually be concluded with a comparative study. The advantages of such small initiatives are great. Students, including local students, would benefit: learning how to do research themselves and perhaps even earning a master's degree with their results. The insights gained locally could be applied by medical teams who would use the same metaphors and styles of discourse that local people do when referring to HIV/AIDS. It has become clear that in general, the official campaigns up to now have had very little success. An approach from the bottom up – as urged by researchers whose origins lie in the contexts concerned – might be more effective.*

As part of the programme-design phase, the following activities were undertaken:

- Joint Philippine-Dutch workshop, held in Dapitan (Mindanao) in August 1998, and an orientation visit to the research site at Mt. Malindang. The Dapitan workshop marked the start of the programme-design phase and produced an outline for a one-year work plan based on inputs from all the major groups involved. At the workshop it was decided that a situational analysis and a problem analysis were needed and that these should be obtained through a Participatory Rapid Appraisal (PRA). Nine Dutch participants/researchers attended the Dapitan workshop.
- A training workshop on PRA for Mindanao-based researchers was conducted in February 1999 at the Central Mindanao University (CMU) in Bukidnon, Mindanao. Two Dutch resource persons/trainers participated in this workshop.
- The actual PRA was done from March to June 1999. The PRA was divided among three ecosystem-based teams: for upland, lowland and coastal ecosystems. A stakeholder-analysis team was also formed. Some of its members came from the ecosystem PRA teams.
- A culminating workshop was held in Tagbilaran, Bohol in August, 1999. There the Philippine and Dutch researchers and key partners agreed on a vision, a mission, goals and strategies for the programme. The Bohol 'envisioning workshop' resulted in the proposal of a set of researchable areas that was coherent in terms of landscape level and cross-cutting themes. The researchable areas were also firmly grounded in the situations and interactions described in the PRA reports.

On the basis of these activities, the Philippine secretariat based at SEARCA drafted a programme document and sent it for comments to the three major groups involved (Mindanao consortium, PWG and the Dutch support group).

In October 1999 the Council endorsed the final programme document entitled 'Philippine-Netherlands Biodiversity Research Programme for Development in Mindanao: focus on Mt. Malindang'. The Council's comments and remarks were included in a cover letter. Both the programme document and the cover letter were submitted to the Netherlands government, through the Minister for Development Cooperation, in November 1999.

In April 2000, the Minister for Development Cooperation, also on behalf of the Minister of Education, Culture and Science and the Minister of Agriculture, Nature Management and Fisheries, responded positively to the proposal for the biodiversity research programme. Meanwhile, the PWG and RAWOO agreed on the persons to be nominated for the Joint Programme Committee (three Philippine and three Dutch members). In June 2000, the Dutch government formally committed itself to funding the implementation of the research programme for a five-year period.

The programme was presented as an example of a new, innovative South-North partnership at the Global Forum on Agricultural Research for Development (GFAR) held in Dresden in May 2000.

### **Key messages of the post-conflict management report**

*The report examines the need for research and capacity-building in societies that are emerging from a period of armed conflict. It focuses on peace processes at the local or community level, as these are often ignored by policy-makers as well as researchers.*

*The report was prepared for the Dutch government at the Council's own initiative.*

*The Council concludes that there is an urgent need for research in post-armed-conflict societies, provided the term 'research' is broadly defined to mean acquiring and developing knowledge and providing access to it.*

*Knowledge, including information on experience gained in other regions of the world, is sorely lacking with respect to issues that are of crucial importance to the achievement of lasting peace and the prevention of a recurrence of conflict.*

*This is true with respect to the knowledge that stakeholders need in order to cope with the situation at the local level, as well as to the knowledge that policy-makers in the Netherlands and elsewhere need in order to play a constructive role, for example as donors.*

*Following a period of armed conflict, the situation is extremely sensitive and volatile. This means that the process of setting agendas and conducting research must be handled with extreme care and with understanding of the local situation.*

*But RAWOO believes that even the process itself, if properly approached, could have a beneficial impact on post-*

*see next page*

### **Post-Conflict Management**

Initial activities related to the issue of conflict and development showed that most research efforts concentrate on conflict prevention that is based on policy needs expressed in the North, while the Southern perspective and the position and coping mechanisms of vulnerable groups (women, the poor) at the local level are not adequately addressed. The Council therefore decided to go beyond the level of national and international politics and to focus on issues of post-conflict management at the local level, thereby emphasizing a needs-based, people-oriented approach.

Consultations started in December 1998, when RAWOO invited experts from four regions that were emerging from situations of armed conflict – Guatemala, Bangladesh (Chittagong Hill Tracts), Papua New Guinea (Bougainville), and South Africa – to share their views on the contribution that research might make to the rebuilding and transforming of societies torn apart by armed conflict. The participants considered what kinds of research could be useful in this regard and by whom it could best be carried out. They pointed out that local actors need to be involved in determining the research priorities. They also stressed the importance of building local capacity for generating new knowledge and accessing existing knowledge, and the importance of drawing lessons from comparative exchanges which can serve as valuable input for both policy and practice.

The conclusion of this meeting was that the approach formulated in the expert meeting could add a new perspective which is complementary to ongoing initiatives, by focusing on the required local capacity for peace development. As follow-up activities, two field missions were conducted to Bangladesh and Guatemala. The purpose of these missions was twofold: first, to assess the possibilities for continuing the process of agenda-setting that was started at the Expert Meeting, bringing together various actors in the peace process; second, to identify organizations (research and training institutes, NGOs, government agencies) active in 'post-conflict' policy-making, research and practice; and third, to identify key persons and organizations that are able to facilitate follow-up activities.

The mission to Bangladesh was undertaken in spring 1999 by RAWOO members Dr Meghna Guhathakurta and Dr Michiel van Walt van Praag. It turned out that a number of research themes were widely shared among stakeholders, such as land and forestry issues, the settlers issue, and development policy-making (national and donor). Three tiers of research and capacity-building needs were identified: short-term action-oriented research and longer-term strategic research, local research capacity-building, and training and capacity-building for local leadership.

The mission to Guatemala was carried out in August 1999 by Dr Gloria Ardaya Salinas (consultant) and Dr Michiel van Walt van Praag. They discussed RAWOO's views and ideas in more depth with a wide variety of people, including indigenous leaders and representatives of academia, government, human rights

*armed-conflict societies. It is therefore essential to develop new working methods and to create learning environments that are specifically designed to stimulate constructive dialogue and good working relationships among the often antagonistic stakeholders in post-armed-conflict situations.*

*RAWOO proposes that the Dutch government fund the development of a long-term, multidisciplinary programme of international cooperation, the object of which will be to generate and mobilize knowledge for maintaining peace and fostering development in the wake of armed conflict. The programme will be designed to help stakeholders at the local level to express their needs for knowledge, to develop their own research capacity, and to learn from similar situations in other countries. It will also ensure that policy-makers at the international level learn from the knowledge of actors at local levels.*

organizations, women's organizations, and the church. Decentralization and the inclusion of indigenous peoples in a pluri-cultural society appeared to be among the key issues in Guatemala.

Both Bangladesh and Guatemala are struggling with the problematic role of the military and the continued prevalence of violence. Also in both countries, the missions found a need for local-level research capacity-building within community-based organizations and non-governmental organizations.

On the basis of the information obtained, an advisory report was drafted entitled 'Mobilizing Knowledge for Post-Conflict Management and Development at the Local Level' (RAWOO Publication No. 19, May 2000). RAWOO submitted this advisory report to the Dutch government through the Minister for Development Cooperation in May, 2000. The Minister replied to the report in October 2000. In her letter, the Minister asked RAWOO to further develop and work out the ideas and proposals formulated in the advisory report with the relevant departments of the Ministry of Foreign Affairs.

### ***Local response to globalization***

Consultations on this topic started in 1998 with an agenda-setting workshop in Tanzania. The purpose of the workshop was to explore the need for research on globalization, in particular its impact at the local level. Participants from Tanzania represented various government bodies, universities, research centres, and civil society organizations. Four RAWOO members attended the workshop. During the workshop it became clear that the changes taking place in the world which are labelled as globalization have enormous effects on a developing country like Tanzania. These effects have hardly been looked at from the perspective of the local people in developing countries who are not benefiting from the opportunities everybody in the North seems to be so excited about. The workshop participants expressed the wish to develop their own ideas and their own analytical tools in order to better prepare themselves for the challenges and threats of the next century. A working group of five Tanzanian participants was appointed to formulate proposals for developing an agenda for research on globalization.

Another globalization workshop was conducted in Bolivia in September 1999 to provide material for comparison. The Bolivia workshop was organized by the Centro de Estudios para el Desarrollo Laboral y Agrario (CEDLA). Participants from Bolivia represented research centres and civil society organizations. They were joined by four participants from Chile, Peru, Mexico and Argentina. At the end of the workshop, participants resolved to encourage the institutes they represented to adopt the agenda formulated at the workshop for their own research programmes. They also resolved to identify possibilities for collaboration with research institutes in other countries working on globalization, and to hold regular workshops on globalization.

The general conclusion of both workshops was that globalization costs Tanzania and Bolivia more than it benefits them. Each of these countries needs to develop

### **How can developing countries benefit from globalization?**

*In RAWOO's view, the answer to this question has to be formulated in the developing countries themselves. But they have neither the funds nor the capacity to do the research needed to formulate an adequate reply. RAWOO recommends that the Dutch government and the Dutch research community offer their support, but Dutch researchers should not take a leading role in the preparation of research programmes or the formulation of research questions.*

*This is the essence of RAWOO's advisory report 'Coping with Globalization - The Need for Research Concerning the Local Response to Globalization in Developing Countries'.*

*In developing countries there is serious concern that they are not profiting in any way from globalization. Workshops in*

*Bolivia and Tanzania, organized by RAWOO in collaboration with local partners, revealed this very clearly. Both countries opened their borders to the global market under pressure from the IMF and the World Bank (their creditors), but after more than a decade the results are negative: jobs have been lost in sectors that were previously protected against competition from abroad, but these losses have not been offset by new jobs created through foreign investment.*

*Government – its size reduced also under pressure from outside – turns out to be incapable of fundamental tasks such as the maintenance of infrastructure (roads, electricity, water supply) and the provision of security, education and health care. In the resulting crisis people seek reassurance, often in ethnic movements and religious fundamentalism.*

*In Bolivia as well as in Tanzania the workshops concluded that their societies*

*are confronted with the costs of globalization processes but do not receive the benefits. Neither country possesses the capacity to make use of the opportunities which globalization processes offer. Nor do they have the background knowledge and know-how needed to fully grasp what is going on in the world and in their own countries. Invitations to take part in the workshops were sent not only to researchers but also to representatives of various sectors of society – persons who need this type of knowledge in order to effectively defend the interests of their constituencies.*

*Remarkably, participants in the workshops did not make a plea for a return to national isolation or to the economic models of the 1960s and 1970s. On the contrary, they demanded that their countries be given the chance to make use of opportunities which are out of their reach at the moment.*

*Tanzania and Bolivia are not the only countries faced with these problems. Most developing countries are in a weak position in this regard. They have barely begun to reflect on what they can do in order to benefit from globalization, let alone develop strategies for future policy. The knowledge gap between North and South is growing. The North (or the Netherlands in this case) ought to help developing countries to strengthen their own institutions for scientific research.*

*This would enable them to develop their own capacity for designing strategies and to reduce their dependence on the North. In its advisory report, RAWOO proposes to the Dutch authorities that they, as a first step, support Tanzania and Bolivia in their efforts to build up the knowledge infrastructure they need for developing adequate globalization strategies.*

*Using PRA as an instrument for agenda-setting in the Philippines Biodiversity Research Programme*

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*The Biodiversity Research for Development Programme (BRP) in Mindanao is a programme of collaborative research on biodiversity conducted jointly by Philippine and Dutch researchers in Mt. Malindang Range, Misamis Occidental, Mindanao. The programme-design phase, which took place under the joint responsibility of SEARCA and RAWOO, was concluded in 2000; the programme is now in its implementation phase. It is funded by the Dutch government through the Ministry for Development Cooperation.*

*The BRP was developed from a series of consultations, workshops and meetings with the researchers and other stakeholders in Mindanao. In effect, two categories of stakeholders are affected by the BRP:*

- Stakeholders in the research area who depend on or use biological resources for their livelihood and subsistence (small farmers, fishermen, indigenous people, community organizations, entrepreneurs, etc.);*
- Stakeholders in the research area who intervene for the purpose of conserving biodiversity (NGOs, government agencies and local government units).*

*A Participatory Rapid Appraisal exercise was part of the design phase of the research programme. This was deemed necessary for generating a research agenda relevant to the needs and problems of the local stakeholders. The PRA was conducted by partners in Mindanao who had formed themselves into an informal consortium composed mainly of*

*researchers and technical people from leading academic institutions on the island. Experts from the Netherlands in specialized fields assisted where local capacities were admittedly lacking.*

*The PRA was carried out in three ecosystems: upland, lowland and coastal. It took an integrated landscape approach to biodiversity research. Bio-physical, socio-economic and cultural dimensions were included in the appraisal.*

*Results of the PRA were then used as the basis for narrowing the focus of the research programme and identifying specific ecosystem-based topics in both bio-physical and socio-economic and cultural fields. This took place through a workshop with Philippine and Dutch partners, which was also attended by representatives of the local offices of national agencies, of the Local Government Units (LGUs) of the nine municipalities covered by the programme, of the provincial government, and of other bodies engaged in development work in the area.*

*As a result of the PRA, areas were defined for research aimed at generating knowledge, developing methodology, and serving policy-making purposes. This research would be done in upland, lowland, and coastal ecosystems. Auxiliary programmes were identified that would make the Biodiversity Research Programme more effective. These involve training, community organization, and activities to disseminate information.*

*The Mindanao researchers, in collaboration with Dutch and local partners, have now prepared full-blown proposals which it is hoped will contribute to the conservation, management, and sustainable use of biological and genetic resources in Mt. Malindang and its surrounding area.*



strategies for reversing this imbalance which are based on its own broad vision of what globalization means and how the country can best deal with it. Rejecting the current orthodoxy regarding the policies that developing countries should follow may have to be the first step, followed by the design of alternative models of development which imply a phased and controlled integration into global systems.

Workshop participants felt that the complexities involved will require a major research effort if sound policies are to be proposed. The research should be multidisciplinary, empirical studies that examine the concrete effects of globalization on different sectors, societal groups and regions. If research is to have relevance for policy-making, it should be based on needs determined in consultation with policy-makers and end-users. It is impossible to understand the effects of globalization at the local level without studying processes at the regional, national and global levels. Research should be directed towards the complete chain of processes.

The information gathered from the workshops was incorporated into the advisory report 'Coping with Globalization - The Need for Research Concerning the Local Response to Globalization in Developing Countries'. In October 2000, RAWOO submitted the final report to the Dutch government through the Minister for Development Cooperation. In February 2001, Minister Herfkens replied that she accepts RAWOO's recommendation to set up research programmes on globalization which are based on the needs of developing countries. Discussions about how this is to be done are underway.

### ***Social and cultural aspects of HIV/Aids***

At its June 2000 meeting, the Council agreed to examine the possibilities for a RAWOO initiative regarding Aids-related social science research. It was decided first to prepare a position paper which would serve as a basis for the Council to determine whether or not to continue with the topic and prepare recommendations.

A position paper entitled 'An assessment of the need for additional research in socio-cultural issues related to HIV/AIDS' was prepared by the Royal Tropical Institute (KIT) at the request of RAWOO. It was discussed in the Council's Plenary Meeting of October 2000. The discussion revolved around three issues or themes: the role of language –or broader– the role of information, education and communication (IEC) in HIV/AIDS prevention; the social and cultural determinants of behaviour; and the ways and means of changing behaviour through IEC activities. In terms of research methodology and research approaches, discussion focused on: new research methodologies for linking and integrating knowledge from various relevant disciplines and fields of expertise (multidisciplinarity); new approaches for enhancing interaction among local researchers, policy-makers and practitioners (transdisciplinarity); and the need for comparative, cross-cultural approaches.

Based on the outcome of the discussions within the Council, steps were taken to

draw up terms of reference for follow-up activities. The purpose of these activities is 1) to elaborate more clearly which objectives will be pursued; 2) to further underpin the relevance of the issues identified and the need for research and new research methodologies and approaches; 3) to bring in the Southern perspective by filling information gaps related to the needs of Southern stakeholders; and 4) to map what is already being done by others.

### ***Urbanization and Poverty Reduction***

At its June 2000 meeting, the Council decided to put the urbanization issue on its agenda and to draft a position paper that would serve as a basis for discussion of whether a RAWOO initiative in this area might fill a need.

Dr Fabio Poelhekke, development cooperation consultant, was hired to prepare the position paper. After doing a quick scan of policy documents and the literature, he consulted individual experts in both the North and the South. The position paper reports that poverty is becoming a predominantly urban problem and that urbanization has an enormous impact on the poor and their living conditions. It also reports that there are some promising new approaches to addressing urban problems, such as new forms of local government and participation and new alliances between the various stakeholders, including the urban poor. The Council discussed the position paper at its October 2000 meeting. The general conclusion was that there are knowledge gaps to be filled which justify RAWOO's continued involvement in this area. Mr. Poelhekke was asked to revise his paper, incorporating the comments of the Council and a second round of consultations with experts and policy-makers in this field.

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## ***Cross-cutting policy issues***

### ***Research partnerships***

As we saw in Part 2 of this report, the issue of partnerships linking researchers from the South and the North is central to RAWOO's work, alongside the issue of ownership as regards the development of knowledge in the South. For this reason, a RAWOO working group was formed to address the issues involved in building and sustaining fruitful partnership relations in North-South research collaboration and to prepare recommendations. As a first step, the group ordered a review of the literature and available documentation on North-South research cooperation and partnerships. This literature review was conducted by Dr Jack Spaapen of Sciquest.

As a follow-up to the review, an 'expert group meeting' was held in Trivandrum, India, in September 1999. The meeting brought together a small group of mainly Southern researchers, all of whom had had direct experience with North-South partnership linkages. The meeting was organized at RAWOO's request by the Kerala Research Programme on Local Level Development, which is based at the Centre for Development Studies in Trivandrum.

The meeting's main purpose was to reflect on the underlying factors and

ambiguities associated with North-South research cooperation, and to identify obstacles and options for influencing policies and practices. This would be done through a process of sharing individual experiences. The key question addressed by the participants was “whether, by and large, the current practices of North-South cooperation are satisfactory to all concerned, in the sense that they only need occasional modifications like everything else in life, or whether there are more fundamental shortcomings that have to be addressed in an equally fundamental way.”

What emerged from the presentations and discussions at the expert meeting is a picture of the manifold complexity of the terrain and the many pitfalls that have to be avoided in order to achieve a fruitful partnership. It seems legitimate to conclude from the meeting that such a partnership – one that benefits all sides – is possible but it requires a willingness not to be naïve about it, and a corresponding effort on both sides to realize the goal. Donors and other outside organizations involved should be willing to facilitate this extra effort.

The meeting concluded that the following basic principles underlie a fruitful partnership:

1. A broadly based consultative process, however painstaking and time-consuming, should precede any programme. This serves:
  - to ensure that the agenda is set autonomously;
  - to bring together representatives of different disciplines who then share a common goal;
  - to ensure the social usefulness of research;
  - to make use, wherever possible, of current knowledge and initiatives, and to build on the current system and capacity for innovation.
2. A multi-level and plural approach should be taken to the institutional arrangements. This enables the partnership to adapt to different local situations.
3. Support must be long-term support so that a ‘critical mass’ develops which can sustain the process of capacity-strengthening. The success or failure of a cooperative research programme should be assessed within the broader context of strengthening this social capacity.

The expert meeting revealed that there are fundamental issues to be dealt with before research cooperation between partners in the South and partners in the North can be assured of success. These issues are of two kinds: social and conceptual. ‘Social’ refers to the inequality between North and South in terms of resources, and ‘conceptual’ refers to the different interpretations of the factors involved. The contours are emerging of a new paradigm to deal with these issues. A major effort to collect empirical data about ongoing research partnerships is needed as an important step towards developing a new paradigm for generating knowledge within South-North partnerships.

The draft summary report of the expert group meeting was presented to the Council in September 1999. The major outcome of the expert group meeting was presented by RAWOO member Dr Chandan Mukherjee at the international

conference 'Interactive North-South Research for Development, with special attention for Natural Resources Management', which was held at the initiative of the Royal Netherlands Academy of Sciences (KNAW) in December 1999.<sup>13]</sup>

### ***Support and Liaison Office***

In conjunction with the activities related to setting up the health and biodiversity programmes, the Council prepared a proposal for a 'Support and Liaison Office for Research Partnerships for Development'. The proposal was submitted to the Dutch government in January 2000.

In the Council's view, the Support and Liaison (S&L) Office will serve on the Dutch side to facilitate and lend support to demand-driven programmes of research cooperation. This means that in addition to the executive secretariats in the developing countries, which of course will bear the chief responsibility for managing the programmes, there should be an office in the Netherlands that facilitates cooperation at this end. The Office's first efforts will be directed towards supporting the partnership programmes for biodiversity research (the Philippines) and health research (Ghana). At a later stage the S&L Office's services can be extended to include other demand-driven cooperation programmes. A Liaison Committee, with members from both North and South, will monitor the Office's activities, making sure that programmes do not lose any of their demand-driven character.

It must be noted that the S&L Office has led to controversy among the key organizations involved in the Netherlands: two government ministries (Foreign Affairs; and Education, Culture and Science), the Netherlands Organization for Scientific Research (NWO), and RAWOO. At the heart of the controversy were two issues: the approach taken by RAWOO in designing the health and biodiversity partnership programmes (which in the view of the education ministry was 'unbalanced', i.e. too much focused on the needs of the South), and the issue of programme management and hence the role (tasks and responsibilities) of the developing-country-based executive secretariats on the one hand and the S&L Office in the Netherlands on the other hand. The education ministry wanted to entrust programme management tasks to NWO, while the foreign ministry favoured entrusting these responsibilities to organizations in the Philippines and Ghana.

RAWOO's chairman and secretariat both devoted considerable time and energy to clarifying RAWOO's position, both to the government ministries concerned and to NWO. The talks and deliberations with these organizations were concluded at the end of 2000, when a final agreement was reached. The education ministry and NWO agreed to co-finance the Ghana programme. The foreign ministry (DGIS) agreed to establish the Netherlands-based S&L Office as a complementary part of the support structure, but the developing-country-based executive secretariats will bear the chief management responsibility. Initially, the S&L Office will be hosted by a third party; while a supervisory board will be established with members drawn from NWO and the JPCs.

<sup>13]</sup> KNAW, North-South Interactive Research, KNAW, Amsterdam, 2000.

*Designing a new, innovative partnership for health research between Ghana and the Netherlands*

**PROFESSOR DR DAVID OFORI-ADJEI, DIRECTOR NOGUCHI MEMORIAL INSTITUTE OF MEDICAL RESEARCH, UNIVERSITY OF GHANA, LEGON, GHANA, AND CO-CHAIR OF THE GHANA-AN-DUTCH PARTNERSHIP FOR HEALTH RESEARCH**



*When the Netherlands Development Assistance Research Council (RAWOO) took the initiative to set up an innovative partnership for health research between Ghana and the Netherlands, it had three things in mind. First, to better attune health research to the needs of public policy-makers, health workers and end-users or beneficiaries in Ghanaian society-at-large, and thus to make it more demand-driven. Second, to put greater emphasis on the need to strengthen national capacity for health research, and to enhance local ownership by empowering the Ghanaian research partners and local stakeholders. And third, to redress imbalances in North-South collaborative research by promoting genuine research cooperation between researchers from Ghana and the Netherlands. Such cooperation is based on mutual trust, sharing of experience, joint learning and equal say and equal influence in decision-making and programme management.*

*These intentions fitted very well with developments taking place in Ghana, where the Health Research Unit (HRU) of the Ministry of Health in the early 1990s had begun talking with the research community and other partners in the health sector about the need to bridge the gap between research and policy, and to make health research more relevant for development purposes. This need became even more urgent in the mid-1990s after the Ghanaian government had formulated its Medium-Term Health Strategy (MTHS) and the process of reforming the health sector was underway. It was felt that research could be supportive of the MTHS and the reform process by generating knowledge that could contribute to better policy responses and management practices, to informed evidence-based decision-making, to more widely accessible health services of better quality, and –in the end– to better health for the people of Ghana. The Ghanaian-Dutch research partnership was seen as an instrument for the pursuit of these objectives.*

*Looking back on what was intended and what the outcomes have been, we believe that we have indeed succeeded in developing a new type of partnership programme. A programme that combines the concepts of ownership and partnership and can best be seen as a new paradigm of research funding. Although it took quite some time to get the programme off the ground, we think the effort was well worth it. The process of interaction and consensus-building among the local stakeholders and between them and the research partners has produced an agenda for health research which is rooted in the needs of policy-makers, health workers and local communities. Moreover, it has laid a solid foundation for programme implementation.*

*We believe that the Ghanaian-Dutch research partnership has the potential to break new ground in making health research more responsive to national development needs, and in enhancing and sustaining national capacities for the design, implementation and management of essential research pertaining to national health.*

### ***International Education***

The issue of International Education was placed on the RAWOO agenda in June 2000 at the Council's own initiative. At the time, RAWOO was aware that the Dutch government was considering a new policy framework for development cooperation in the field of higher education. As policy developments were entering a crucial stage, the Council found it a good time to present its views on the changing role that knowledge is playing in development and development cooperation, and on the implications of these changes for the new Dutch policy regarding international education. <sup>14]</sup>

The Council's views on the issue were presented to the Dutch government in September 2000 in the form of an advisory letter. It concludes that higher education and research in the South have a growing need for capacity enhancement and institutional development. Unfortunately, the capacity for delivering such services is growing nowhere near fast enough to meet this demand. As a result, the already formidable knowledge gap between OECD countries and developing or even emerging countries will grow even wider and deeper. Given the overriding importance of knowledge as a factor of production and a driver of human development, and given the growing demand for knowledge through education, training and research, it can be expected that external support will be needed to increase developing countries' capacity for generating, absorbing and transferring knowledge.

The Netherlands is in a good position to assist these countries' efforts to strengthen their own knowledge base in terms of both human resources and institutional capacity.

The government's reaction to the advisory letter was sent to the Council in December 2000.

### ***Gender Mainstreaming***

On various occasions the Council debated the issue of gender and its bearing on RAWOO activities. Members pointed out that as several RAWOO reports were being prepared, efforts had been made to make sure that consideration would be given to the different impact that certain developments could have on men and on women, and to the different ways that men and women might respond. But these efforts had not met with much success. Discussions on the subject had highlighted the tension between a demand-driven approach and principles espoused by Northern donors. Attention to gender issues is one such principle. For instance, if RAWOO leaves the initiative for inviting workshop participants to a local body, can the Council itself do anything more than ask that they include one or more experts in the field of gender? What if no such expert is invited?

To start off the discussions the Council invited a Dutch expert on gender and development to present the arguments in favour of 'gender mainstreaming' in development research. 'Gender mainstreaming' means bringing gender equality into the general mainstream of development objectives. As a result of these discussions the Council decided that gender mainstreaming should be an

14] Although RAWOO's mandate is to offer advice on matters of research policy, the Council felt that higher education and research cannot be looked at in isolation. They are inextricably linked. Academic institutions provide the classic example of the interplay between knowledge transfer (through the education and training of highly qualified professionals and researchers) and knowledge production (through research). New knowledge is continually fed into programmes of education and training.

objective for all RAWOO programmes. A Gender Mainstreaming Working Group was formed that would prepare a gender checklist and –with the help of that list– monitor the inclusion of a gender approach in all RAWOO activities, initially for one year.

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### *Other activities*

#### ***World Science Conference***

The Council responded to a request from the Netherlands' National Commission for UNESCO (NUC) to comment on a draft declaration prepared for the World Conference called 'Science for the Twenty-First Century: a New Commitment'. The conference was held in Budapest in June 1999 under the auspices of UNESCO and the International Council for Scientific Unions (ICSU). In its reaction, RAWOO specifically emphasized the importance of enhancing research capacity in the South, of having end-users participate in the design and implementation of research, and of acknowledging the research conducted by private companies, including multinationals.



***Professor J. George Waardenburg***

*The seminar on the Utilization of Research for Development Cooperation was held in his honour on the occasion of his retirement as Chief Advisor on Research Policy at the Ministry of Foreign Affairs, The Hague, the Netherlands, and Advisory Member of RAWOO.*

#### ***Private sector and development***

The Council launched an initiative for a feasibility study, to be funded through the COS, for establishing a 'Knowledge Platform' that will stimulate socially responsible investment by the Dutch private sector in developing countries, to the benefit of both the economies of the developing countries and the Dutch economy. The objective of the Platform would be the production and dissemination of knowledge for mutual benefit. The first phase of the feasibility study has been commissioned to a consultant, who will report in 2001.

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### *Enhancing interaction between research and policy*

#### ***RAWOO Lunch Lectures***

In the period under review, RAWOO and the Directorate General for International Cooperation (DGIS) of the Ministry of Foreign Affairs continued holding joint series of RAWOO Lunch Lectures with the objective to improve the dialogue between researchers and policy-makers. The formula is that researchers present to government officials the results of their research work and their ideas regarding its relevance for development policy. At the same time this enables policy-makers to confront researchers with policy issues that are in need of research.

The lunch lectures take place at the Ministry of Foreign Affairs. It has become a tradition that each series is concluded with a symposium. Lectures and symposium texts are published by RAWOO. A working group consisting of DGIS and RAWOO Secretariat staff prepares the lectures and the symposia. The following series and symposia took place:

**ISA BAUD, RAWOO MEMBER**



*Poverty is not only lack of income; it is also inadequate shelter in an unsafe neighbourhood, being exposed to the toxic effects of air and water pollution, and not being sure that your children will reach the age of five. Poverty is vulnerability, and being limited in the possibilities to take control of your own life.*

*The ideas of academics and development practitioners about what poverty is and how to eradicate it have changed in the last ten years as a result of consultations with poor people in different areas of the world. Although we have known for some time that we need to talk to the people who face poverty on a daily basis if we want to get a better idea of what it entails, not many researchers have actually been doing it. In its latest World Development Report, the World Bank includes the results of such consultations in its analysis. But the Bank has still not incorporated any of the new insights into its policies and lending practices. Non-governmental organizations such as India's National Slum Dwellers Federation are trying to get the Bank to change its contracting requirements so that NGOs can become sub-contractors in housing projects funded by the Bank. If this succeeds it will indeed be a milestone, as it will make it possible for an NGO*

*which is familiar with the situation of poor households in a specific urban area to adapt the model shelters to local requirements and to keep them affordable.*

*This example illustrates several basic principles that underlie the work being done by a research group at the University of Amsterdam, of which I am a member. The group is studying how more participatory approaches to local environmental planning are being used in Peru and Kenya within the context of the Local Agenda 21 movement. Research in Lima, Peru, showed that consultations with local residents are only a first step towards building up effective partnerships for participatory planning. They need to be followed by action-oriented research among the most effective local groups (youth groups, women's organizations), and the research should achieve visible results over time.*

*Research is a necessary element in this effort. It can address development issues, provide a basis for policy formulation, and at the same time be used as an instrument to improve the living conditions of poor people. Undertaking research together with the inhabitants not only gives outsiders insight into their needs but also helps everyone to understand the causes and consequences of the problems the inhabitants face. It helps them to identify which problems they can tackle on their own, and where outside assistance is needed. In Lima, a series of participatory workshops with local inhabitants resulted in strengthening the neighbourhood associations that see to it that community spaces are maintained. This they do on their own. Through such an association, local residents built a neighbourhood park to the design of neighbourhood youth group. They were assisted by professionals and received material support from local government and an outside donor.*

*This example shows how various elements of the participatory planning process can work together to achieve local success. But in other situations, local leaders may want to pursue their own agendas, or do not see any need for greater public participation. In Nakuru, Kenya, Local Agenda 21 plans were prepared by the municipality itself in consultation with 'expert consultants'. But local businesses and residents associations were excluded. This resulted in containers for solid waste being placed at locations where they were not effectively used, creating an environmental hazard in residential neighbourhoods.*

*Research on urban practices can make clear how external conditions can influence the effectiveness of consultation and participatory planning processes from the point of view of poor households. Research should also indicate how urban management can improve the means by which poor households can minimize risks and build up their assets. Finally, research should be based on needs expressed by organizations working with local residents, and ways should be found for research findings to become feedback that helps these organizations to improve their own activities. This means that we, as academics, have to encourage research that recognizes two audiences: the academic audience, and the local organizations and poor households for whom research results could be useful input.*

## Seminar on Utilization of Research for Development Cooperation – Some Highlights

### What lessons have been learned on the topic of utilization?

In his summary of the series of lunch lectures preceding the seminar, Georg Frerks (Ministry of Foreign Affairs) underlined the following points:

A linear model of research utilization is inadequate. Researchers do not produce knowledge that can be used straight away by policy-makers. Knowledge is used for policy but in an unspecified way ('knowledge creep') and policy is developed through an intangible process ('policy accretion').

'Research-for-policy' can be improved by more networking and communication between researchers and policy makers. New capabilities in this area need to be mobilized. Societal relevance can be improved by building on local experiences and specific locations instead of using generalized models, and by designing interactive methods to involve users and prospective beneficiaries.

Frerks felt that the Ministry should maintain its interest in research focused on users and local needs, but should also keep an eye out for fruitful contributions by Dutch experts.

From his personal experience with the DGIS-financed Research on Poverty Alleviation Programme in Tanzania, Joseph Semboja (RAWOO member) concluded that "research programmes have to understand the power relations among the various stakeholders in order to influence the process of policy-making."

He drew two conclusions:

- Research programmes must not isolate themselves from local reality. Influencing policy means being part and parcel of policy making which may involve local and foreign stakeholders.
- It takes time for research programmes to

influence policy—the time horizon may be 3 of 4 years or longer— and quality, independence and societal relevance have to be guaranteed.

In his presentation, Joost Ruitenbergh (RAWOO member) linked the issue of utilization of research to the process of designing a collaborative (South-North) health research programme in Ghana. The basic question there was: how to draw up a research agenda which responds to the needs of the health sector in Ghana? In collaboration with the Health Research Unit of the Ghanaian Ministry of Health, RAWOO undertook a painstaking process of consultation with all key stakeholders, inside and outside academia, then a translation into research questions, followed by the selection of priority research topics. For Ruitenbergh, stakeholder involvement is not only essential, but it turned out to be doable. Nevertheless, only time will show whether the results of research will indeed be used to improve local health services and the health status of the population.

At the moment, the utilization of research is not optimal at the Ministry of Foreign Affairs, said Leen Boer (Ministry of Foreign Affairs). A task force has been formed to reinvigorate the knowledge-base of the Ministry and to keep it from becoming an inward-looking organization. The Ministry plans to improve the dialogue with academics and to broaden and deepen training programmes.

As far as the utilization of research within developing countries is concerned, the Ministry is looking at the lessons learned since it formulated its policy for cooperation in research in 1992. It has already become clear that in order to stimulate the utilization of research, dissemination of the results must be part of the programme from the beginning.

In his concluding observations, Rob van den Berg (Ministry of Foreign Affairs) pointed to the fact that apart from a gap between research and policy, there also is a gap between policy and implementation. It may take up to five years before research results lead to policy decisions and another five years before they have turned into concrete activities.

In his view, the new trends in development cooperation – the sector-wide approach and output measurement – will rely more than before on research to support decision making.

In general terms, research has had a great influence on development issues such as gender, environment, climate change and biodiversity, by creating public awareness about these issues. One aspect of good governance is that research is allowed to play this role. Research capacity in developing countries has suffered from structural adjustment policies. It will have to be rebuilt as part of efforts to strengthen government performance.

In his epilogue to the seminar, George Waardenburg (Ministry of Foreign Affairs) concluded that a structured dialogue between researchers and potential users of research is a useful condition for the utilization of research, but not a sufficient one. To really stimulate the utilization of research a further effort must be made, not only by researchers but also, and probably primarily, by the groups and institutions of potential users. They themselves have to decide explicitly and consciously which topics and issues they think offer potential for useful insights emerging from research, as distinct from the many other sources of information to which they have access, including traditional or non-traditional 'local knowledge'.

### ***Utilization of Research***

The aim of the 1998-99 series of lectures around the topic 'Utilization of Research' was to gain insight into several issues at the interface between research, policy and practice, such as:

- Through which mechanisms does research lead to changes in policies and practices?
- Does it help to involve the users of research in the research process?
- Is intensive interaction between researchers and potential users of research, through the development of networks, a good mechanism to stimulate utilization?
- Are the worlds of researchers and policy-makers too far apart in terms of their concerns, logic and language?

The ten lectures dealt with topics ranging from a general introduction to the application of research to practice and policy to experiences with research and research programmes for specific groups of users (for instance small and medium-sized enterprises, and small-scale farmers). One of the lectures was given by Lyn Squire of the World Bank, who used this opportunity to present the World Bank's report on Knowledge for Development, which had just been published.

To conclude the series, RAWOO and the Dutch Ministry of Foreign Affairs/DGIS held a symposium on Utilization of Development Research on June 14, 2000. There were approximately 140 participants at the Sofitel Hotel in The Hague.

Summaries of the lectures were placed on the RAWOO website as soon as possible after the event. Publication of the lectures and seminar presentations in the RAWOO Publications Series is planned for May 2001. This publication will be available on the RAWOO website as a PDF file.

### ***The Role of the State in Pro-Poor Economic Growth***

Governance, 'pro-poor economic growth' and globalization are key concepts in the current international policy debate. RAWOO and the Directorate General for International Cooperation (DGIS) have decided to stimulate the debate on these complex concepts and the relationships between them. In addition to the conceptual and policy considerations, attention will be given to the distinctions that can be made between the various levels and dimensions: for example the level of international policy and the donor community; bilateral, national and local dimensions; developments related to civil society; private sector development, multinational firms, and public-private partnerships; and the role of NGOs and CBOs.

Two introductory lectures took place in the year 2000: one by Dr Jan Willem Gunning on the concept of 'Pro-Poor Growth' and one by Dr Dirk Kruijt on the sociological, institutional and policy implications of pro-poor growth, and the role of the government.

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## *Communication, dissemination and networking*

Several routes have been used to communicate and disseminate the Council's work to its national and international contacts. Apart from using the more traditional tools of communication and public relations in the form of written materials (reports, documents and brochures), efforts were particularly focused on developing electronic communication through the Internet by establishing a RAWOO website; on presenting RAWOO's work at international conferences, symposia and workshops; and on communicating the RAWOO approach through articles in international and national journals and magazines.

In addition, it must be noted here that the RAWOO approach, with its emphasis on consultation, dialogue and interaction among stakeholders in research, government and society, also contributes to communication, although in a more narrow sense.

### ***RAWOO website***

A proper RAWOO website was developed in 1999 in collaboration with Nuffic's Department for Communication and web design agency Ontwerpwerk.

The RAWOO website has the following sections:

- RAWOO opening page with logo and name
- RAWOO home page, from which the user can go to the other sections, or straight to specific activities (health research, biodiversity research, globalization, conflict and development, research partnerships), or to the page with RAWOO's principles
- 'About RAWOO' with the Council's mandate, principles and composition
- 'News' with announcements of publications and lectures, and news about ongoing activities
- 'Activities', the largest section, with descriptions of all ongoing activities
- 'RAWOO Lunch Lectures' with information about current and past lecture series, including summaries of the lectures in the current series
- 'Reports and publications' with descriptions of the reports, a list of all the titles which have appeared in the RAWOO publications series, an order form for current publications, and the full text of eight reports (PDF format)
- 'Comments and questions', which enables visitors to the website to offer feedback
- 'Links' to relevant websites, such as the sites of similar research councils and of the Ministry of Foreign Affairs

### ***RAWOO Publications Series***

In the period under review, RAWOO published four reports:

- The Need for Research Concerning the Local Response to Globalization in Developing Countries, Publication No. 20. September 2000.
- Mobilizing Knowledge for Post-Conflict Management and Development at the Local Level. Publication No. 19. May 2000.
- Building Bridges in Research for Development. Review of 1997 and 1998. May 1999.
- Introducing RAWOO. Brochure. June 2000.

SEAMEO-SEARCA and RAWOO jointly published the programme document on the Philippines-Netherlands collaboration in the area of biodiversity research entitled: 'Biodiversity Research Programme for Development in Mindanao: Focus on Mt Malindang' (1999).

***Participation in international conferences, meetings and workshops***

RAWOO, generally in conjunction with one or more of its overseas partners, contributed to several international conferences, symposia and workshops. The keynote speeches, presentations and papers included the following:

- Global Forum on Agricultural Research for Development (GFAR-2000), 21-23 May 2000, Dresden, Germany. The (Philippines-Netherlands) biodiversity research programme was submitted to the Forum as an example of a new and innovative research partnership. Two categories of research partnerships were presented at GFAR-2000: successful cases of recent or ongoing research partnerships, and proposals for new and innovative research partnerships. Dr Gil Saguiguit attended the Global Forum on behalf of the joint programme and presented a paper entitled: 'Philippines-Netherlands Biodiversity Research Programme for Development in Mindanao: Focus on Mt. Malindang'. The paper will be published as part of the proceedings of the conference.

- The Ghana-Netherlands health research programme was presented at the major International Conference on Health Research for Development, held in Bangkok in October 2000 under the auspices of the WHO, the World Bank, the Council on Health Research for Development (COHRED) and the Global Forum for Health Research. The conference's objectives were to assess past achievements in health research, to define a responsive health research action plan for the next decade, and to elaborate scenarios for international health research cooperation. Special sessions were conducted on priority-setting for health research, capacity development, and partnerships. The joint programme was presented at this conference as an example of a new, innovative partnership in health research. The paper submitted specifically touched on the innovative aspects of the partnership programme. It was delivered by Dr John Gyapong (Ghanaian National Support Secretariat) and Dr Ivan Wolffers (JPC member).

- Participation in and presentation of a paper at the KNAW symposium on interactive approaches to development research in December 1999 in Amsterdam (Prof. Chandan Mukherjee, Council member).

- The Philippines-Netherlands biodiversity research partnership was presented at an international workshop on 'Enhancing Research Capacity in Developing and Transition Countries'.

The workshop was held under the auspices of the Swiss National Science Foundation (SNF) and the Swiss Agency for Development and Cooperation (SDC). The aims of the two-day workshop included the following: to provide an overview of the experience gained in research partnerships with developing countries; to critically assess the different strategies and tools used by funding agencies in their efforts to enhance research capacities; and to discuss and further develop principles and guidelines for strengthening research capacities and institutions in the South and in the North, in order to enhance their contribution to sustainable development.

Dr Gil Saguiguit (Philippine National Support Secretariat) and Ed Maan (Secretary, RAWOO) attended the workshop and described (in a tandem presentation) the experience gained within the Philippines-Netherlands partnership programme for biodiversity research, focusing on the issue of research-capacity enhancement. This joint paper will be published by KFPE-SDC in a book.

### ***External networking***

In 1999 and 2000 RAWOO put a lot of effort into extending and maintaining its network of national and international contacts, taking into account its specific task and function as a Sector Council for Research and Development within the framework of development cooperation. At the national level the Council's network consists of the following organizations and institutions (see the list of abbreviations in Annex 5):

- Government ministries: the Directorate General International Cooperation (DGIS) of the Ministry of Foreign Affairs, OCenW, LNV.
- Scientific organizations: COS, Sector Councils, NWO, KNAW.
- Universities, institutes for International Education, and research institutes.
- NGOs: Nuffic, NUC, MFOs, policy advisory bodies (AIV-COS, WRR).

In developing countries, the Council's network consists of the following organizations and institutions:

- Ghana (MOH/HRU, universities, research institutes and NGOs)
- The Philippines (SEAMEO/SEARCA, Mindanao partner organizations)
- India: National Planning Commission; SPARC (NGO); CDS Trivandrum, HUDCO
- Bangladesh
- Bolivia: PIEB
- Tanzania: REPOA, SID
- Guatemala
- South Africa: Centre for Conflict Resolution

At the international level, the Council's network consists of the following organizations and institutions:

- World Bank
- UN organizations (UNDP, UNCSTD, UNRISD, UNCHS)
- EU (DG 12 and DG 8)
- EADI
- COHRED
- GFAR
- Development research support agencies (SAREC-SIDA, IDRC, SDC, KFPE)
- ISNAR

## *Annexes*

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## Annex 1

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## RAWOO's composition (1999–2000)

### Chair

G.H.O. Van Maanen, General Manager  
OIKOCREDIT, the Netherlands  
(1999 – 2000)

### Members

Prof. I.S.A. Baud, Professor of Urban  
Studies of Developing Countries,  
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Health and Illness in Developing Countries; research needs and priorities.  
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*General Recommendations 2*

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*Policy paper 3*

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AIV/COS	Advisory Council on International Affairs/Development Cooperation Committee
CBO	Community Based Organization
CDS	Centre for Development Studies (Trivandrum, India)
CEDLA	Centro de Estudios para el Desarrollo Laboral y Agrario (Bolivia)
CGIAR	Consultative Group on International Agricultural Research
CODESRIA	Council for the Development of Economic and Social Research in Africa
COHRED	Council on Health Research for Development
COS	Consultative Committee of the Sector Councils for Research and Development
DANIDA	Danish International Development Agency
DGIS	Directorate General for International Cooperation (Ministry of Foreign Affairs)
EADI	European Association of Development Research and Training Institutes
EC	European Commission
EU	European Union
GFAR	Global Forum on Agricultural Research for Development
GO	Government Organization
GTZ	Gesellschaft für Technische Zusammenarbeit
HRU	Health Research Unit (Ghana)
IDRC	International Development Research Centre
IMF	International Monetary Fund
ISNAR	International Service for National Agricultural Research
JPC	Joint Programme Committee
KFPE	Swiss Commission for Research Partnerships with Developing Countries
KIT	Royal Tropical Institute
KNAW	Royal Netherlands Academy of Sciences
KRPLLD	Kerala Research Programme on Local Level Development (India)
LNV	Ministry of Agriculture, Nature Management and Fisheries
MMRP	Multi-annual, Multidisciplinary Research Programme
NGO	Non-Governmental Organization
NUC	National Commission for UNESCO
Nuffic	Netherlands Organization for International Cooperation in Higher Education
NWO	Netherlands Organization for Scientific Research
OCenW	Ministry of Education, Culture and Science
PIEB	Programme for Strategic Research in Bolivia
PRA	Participatory Rapid Appraisal
PWG	Philippine Working Group
RAWOO	Netherlands Development Assistance Research Council
REPOA	Research on Poverty Alleviation Programme
SAREC	Swedish Agency for Research Cooperation with Developing Countries
SDC	Swiss Development Cooperation
SEARCA	SEAMEO Regional Centre for Graduate Study and Research in Agriculture
SID	Society for International Development
S&L Office	Support and Liaison Office for Research Partnerships for Development
SPARC	Society for the Promotion of Area Resource Centres (India)
UN	United Nations
UNCSTD	United Nations Committee on Science and Technology for Development
UNCHS	United Nations Centre for Human Settlements
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNRISD	United Nations Research Institute for Social Development
USAID	United States Agency for International Development
WHO	World Health Organization
WOTRO	Netherlands Foundation for the Advancement of Tropical Research, NWO
WRR	Scientific Council for Government Policy
WTO	World Trade Organization

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*RAWOO, the Netherlands Development Assistance Research Council, was established by the Dutch government through the Minister for Development Cooperation, also on behalf of the Minister of Education, Culture and Science, and the Minister of Agriculture, Nature Management and Fisheries. Its mission is to advise the government on matters of policy regarding research on development problems, and to keep the government informed of developments in this area.*

*RAWOO is part of the system of Sector Councils for research. Their job is to attune research to the needs of society and to ensure an optimal match between supply and demand in the different fields of research for which they are responsible. In the case of RAWOO, the needs in question are those of societies in developing countries. Sector Councils function on the basis of tripartite discussion between the government, researchers and the users of research.*

*The Council has fifteen members including the chairman, plus one advisor from each of the three ministries. Six of the members come from developing countries. The members are appointed as individuals rather than as representatives.*

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## **Colophon**

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