

Netherlands Development Assistance Research Council

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*making
development research
pro-poor*

Review of 2001 and 2002

Making Development Research Pro-poor

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Contents

Preface	3
Part One Making development research pro-poor: 25 years of RAWOO	5
Beginnings	5
The changing context	7
Central issues and challenges	11
The way forward	18
Part Two Ongoing activities	21
<i>Exploring new research areas</i>	21
Social dimensions of HIV/AIDS	21
Urbanization and poverty reduction	25
Private sector and development	26
<i>Research programming activities</i>	29
Post-conflict management and development	29
Local response to globalization	30
Health	31
<i>Crosscutting policy issues</i>	32
Research partnerships	32
Joint Monitoring and Evaluation Project	34
<i>RAWOO Evaluation</i>	36
Part Three Communication, dissemination and networking	39
Introduction	39
RAWOO lunch lectures	40
RAWOO Conference on Pro-poor Growth and Governance	44
Publications series	50
RAWOO's website	50
External networking	50
Annexes	51
<i>Annex 1 RAWOO's composition</i>	53
<i>Annex 2 RAWOO publications</i>	54
<i>Annex 3 Acronyms</i>	56

The 'old' and the 'new' Council



Top (the 'new' Council and its secretariat as from 1 January 2003)

From left to right: Jan van Dam, Arie Rip, Paul Smits, Jaap Dijkstra, Cecilia Lopez, Jaap Bijl, Gerti Hesseling, Akke van der Zijp, Mamadou Diouf, Michiel van Walt van Praag, Sonia Montano Virreira, Ed Maan, Julia Gitobu, Nico Schrijver, Enric Hessing, Rob van Raalte, Shamsul Bari, Hoda Rashid, Eduard Jansen, Marijke Veldhuis, Leen Boer, Tineke Olieman.

Bottom (the 'old' Council and its secretariat until 1 January 2003)

From left to right: Ed Maan, Eduard Jansen, Tineke Olieman, Jaap Bijl, Meghna Guhathakurta, Chandan Mukherjee, Cecilia Lopez, Isa Baud, Hans Opschoor, Gert van Maanen, Michiel van Walt van Praag, Mineke Schipper, Johan Bouma, Mamadou Diouf, Leen Boer, Annemiek Richters.



It is my pleasure to present to you this review of RAWOO's work in 2001 and 2002. It is the third of a series of two-year reviews covering the previous six-year mandate of the Council under the inspiring leadership of Gert van Maanen. The main aim of these documents is to report on the way the Council has perceived and fulfilled its task to advise the Netherlands government, in particular the Minister for Development Cooperation, on development research policy.

In the past six years, RAWOO has pursued three main goals: 1) to make research responsive to local development needs, in particular the needs of the poor, 2) to assist developing countries in their efforts to enhance their own scientific and technological capacity and 3) to foster equal and genuine research cooperation between partners in the South and the North.

The year 2002 marked the Council's 25th anniversary. To mark the occasion RAWOO held an international conference on the theme 'Pro-poor growth and governance', which brought together RAWOO members (who come both from the developing world and the Netherlands), Dutch researchers and representatives of Dutch government ministries, science organizations, and NGOs working in international development.

Being 25 years of age calls for some reflection on why we are here and what we want to achieve, on where we come from and where we are heading. For this reason, part one of this review document gives a bird's eye view of 25 years of RAWOO, the major changes that have influenced the Council's work and the central issues and challenges which it has faced in this period. Part two describes ongoing advisory work and part three deals with communication, dissemination and networking activities. As the title of this review says, a commitment to make development research pro-poor has been the thrust of our mission throughout these 25 years.

In this context, we are encouraged that the role of knowledge in development and poverty reduction has recently been receiving more attention and figures prominently on international development agendas and, more importantly, on developing countries' own agendas. Ghana, for example, made the role of science and technology the central theme of its 2000 Human Development Report. At the regional level, the African Union's New Partnership for Africa's Development (NEPAD) recognizes the key role of knowledge and innovation for promoting the social and economic development of the continent, and is now working on a 'roadmap' to boost support for science and technology as part of NEPAD's overall development framework. At the international level, too, there is growing agreement, as voiced, amongst others, in UNDP's latest Human Development Report, that too little investment goes into science and technology to solve the problems of poverty. Existing research capacity is not optimally utilised for this purpose, and more needs to be done to step up international research efforts towards attainment of the Millennium Development Goals.

During the current review period the Council has gone through some important changes, as regards extension of its term of office and its membership. Following

the external evaluation and the Council's own recommendations, RAWOO's term of office was extended for six years from 2002 until 2008. At the end of 2002, nine Council members, including the chair, left the Council because their term came to an end.

On behalf of the remaining members, I would like to take the opportunity to thank the outgoing chair, Gert van Maanen, and the other outgoing members for their dedication and commitment to RAWOO's mission.

The Minister for Development Cooperation appointed nine new members in the first quarter of 2003. Among them is the incoming chair, Gerti Hesseling, who is the director of the African Studies Centre in the Netherlands. She will effectively start her work on 1 September 2003. We warmly welcome Gerti and we wish her much success in carrying out her challenging new task.

On behalf of the RAWOO,

Jaap Bijl
Acting Chair

A handwritten signature in blue ink, consisting of several overlapping loops and vertical strokes, positioned to the right of the typed name and title.

Part One

Making development research pro-poor: 25 years of RAWOO

The year 2002 marked the 25th anniversary of RAWOO as a sector council for development research. To commemorate this anniversary RAWOO held an international conference in November 2002 on the theme of 'Pro-poor growth and governance'. Part three of this review contains a short report on the conference; full proceedings will be published later this year.

Looking at the document which describes RAWOO's first four years, from 1977-1981, it is quite surprising to see the striking similarities between the issues and concerns the Council was facing at that time and those it is facing today.^{1]} How to make research relevant for development and poverty reduction was key at the beginning and it still is, 25 years later.

At the same time, there are important differences as well. Indeed, 25 years of RAWOO can best be summarized as a history of continuity and change. Below, we will start with the beginnings, with RAWOO's *raison d'être*. We will then briefly review the changes in the relationship between science and society and in international development which have profoundly affected our work, and move on from there to the issues and challenges that have been central in these 25 years of advising the government on development research policy. Finally, we conclude with some observations on the way forward.

Beginnings

RAWOO was founded in 1977 by the Minister for Development Cooperation, who needed a body to give him advice on all research financed through the Dutch aid budget. Later, when the minister responsible for science policy decided to establish a system of 'sector councils' for research and development, RAWOO was integrated into the system. The science minister felt that science and society were worlds apart and that the parties involved in research in certain sectors of government policy should come together in order to narrow the gap between science and the problems and needs of society. The composition of sector councils reflects this view: they are made up of three types of members: researchers, representatives of the user community and government advisers. Currently, there are four sector councils functioning in the following areas: agriculture; health; nature, environment and physical planning; and international development.

Among these councils RAWOO is a special case, because of its focus on international development (while the others are concerned with the problems of Dutch society), its multisector orientation and its international composition, with members from developing countries and the Netherlands. This international composition did not exist at the beginning, but was introduced in 1997. In itself, this marked an important shift in thinking on development research, and more particularly about the role of representatives of the South in policy-making in

1] RAWOO (1981), *Four Years of RAWOO, 1977-1981*.

the Netherlands on research aimed at contributing to development and poverty reduction.

Essentially, from the beginning RAWOO, has been occupied with two key questions:

- 1) How can research financed with Dutch funds be made as relevant as possible to the needs of the developing world?
- 2) What can the Netherlands do to help build up and strengthen the scientific and technological capacities of developing countries?

In his speech officially calling RAWOO into being in 1977, Minister for Development Cooperation Jan Pronk set RAWOO on the path of research focusing on the causes of poverty, when he said that:

"It is now increasingly recognized that development is primarily a question of the poorest population groups and their basic needs. If any research is to be relevant to development, ... it must ultimately be directed at these people and their problems".

The Council decided to heed the Minister's plea and began to focus its attention on research that would benefit the poor by developing research agendas in areas which had a major bearing on poverty. Development thinking in those days was dominated by such concepts as 'basic needs', 'redistribution with growth', the 'poorest of the poor' and the 'informal sector'. The Council was particularly attracted by the basic needs concept, which became the leading principle for making choices on research priorities. In practice, this was expressed in a number of advisory reports, issued in the 1980s, on research needs in the areas of health, energy, food security, industrialization, and the international dimensions of development problems.

In the early 1990s, the Council focused its attention on major crosscutting policy issues, including research capacity enhancement in the South and EU research policy for development. More recently, from the late 1990s onwards, the Council worked on poverty-related issues as health, biodiversity, local responses to globalization, post-conflict management, the social and cultural dimensions of HIV/AIDS, and urban poverty alleviation.

The poverty focus has thus been paramount in RAWOO's work over the past 25 years. It was there in the early days, it has been there throughout these 25 years and it was, again, a key element in the 25th anniversary conference on 'Pro-poor growth and governance' in November 2002. From the outset, RAWOO has placed development research in the context of poverty reduction.

The changing context

We will now turn to two major changes or paradigm shifts which have profoundly affected RAWOO's work in the past 10-15 years. First, the shift from a science-push to a demand-pull model of knowledge production in thinking about science and society; and second, the shift from donor-driven to country-led development in thinking about international development cooperation.

The shift from a linear to an interactive model of knowledge production

During the past 10-15 years we have seen a substantial change in the relationship between science and society, which is often referred to as the 'new social contract' for science.^{2]} In many countries the science paradigm is shifting towards the Baconian ideal of science for the benefit of society. Governments and societies are increasingly expecting science to come down from its ivory tower to address economic and social issues and serve the needs of industry and society. In a globalizing world, the future prosperity and well-being of nations depend on whether they succeed in harnessing knowledge and innovation and in making the transition to knowledge-based economies and societies. The newly emerging view on the relationship between science and society has also triggered the debate on university governance, in particular as regards the issue of university autonomy vis-à-vis the issue of accountability to the government and to society at large.

This trend is being reflected in the ongoing discourse in Science, Technology and Society studies on 'modes of knowledge production'. This concept was introduced by Michael Gibbons and others in their influential essay collection entitled 'The New Production of Knowledge'.^{3]} The authors of this book distinguish two differing modes or systems of producing knowledge (see Table 1 'Modes of Knowledge Production' on page 9).

The first system, known as Mode 1, is the classical or mainstream mode of knowledge production, deeply entrenched in the universities, with its emphasis on disciplinary training, on science driven primarily by internal scientific developments, on a linear relationship between knowledge production and its application and use in society, and on quality assessment by peer researchers largely based on internal scientific criteria.

The second mode, Mode 2, is evolving alongside the traditional mode of knowledge production. It represents a new research system, which is characterized by the development of knowledge within a particular social context, i.e. 'discovery in

2] See for example, UNESCO (2000) 'Proceedings of the World Conference on Science', and UNESCO (2002) 'Harnessing Science to Society: Analytical report', Paris.

3] Gibbons, M. et al. (1994) 'The New Production of Knowledge: the Dynamics of Science and Research in Contemporary Societies', London: Sage publications. And Nowotny, H., Scott, P. and Gibbons, M. (2001) 'Re-thinking Science: Knowledge and the Public in an Age of Uncertainty', Oxford.

Making biodiversity research relevant for local development

DR DELFIN J. GANAPIN

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The Biodiversity Research Programme for Mt. Malindang is a joint research programme for development undertaken by Philippine and Dutch researchers. The programme design was supported by RAWOO, and the funding currently comes from DGIS. There are lessons to be learned from biodiversity research in the Philippines in general and this research programme in particular.

We know very little of what we pretend to preserve. At first, you tend to look at this ignorance in the context of biological knowledge: we know very little of the flora and fauna. However, over time we have come to realize that the ignorance is more related to socioeconomic, cultural and political aspects of biodiversity conservation.



Incomplete knowledge makes us adhere to a simplistic formulation that poverty is the cause of biodiversity loss. This is correct: when farmers are forced to leave their farms, they clear the forest, the cleared forest causes erosion, erosion causes siltation, and so even the fishermen become poorer. This is a vicious cycle of poverty, environmental degradation and more poverty. But this formulation is not complete: in many cases it is not just the poor that are causing the problem. Some of the large-scale losses of biodiversity in many developing countries have to do with the malpractices of concessionaires. And they get away with it because of corruption. So you also need to look at wealth and power and how they are abused.

Therefore, biodiversity research for local development should be directed at both pro-poor growth and governance. Governance cannot be de-linked from this effort, because to be able to deal with the abuse of power and wealth one has to empower local stakeholders.

We have to start by linking with the poor. Our experience is that we have to identify and disaggregate the poor into their natural groupings. When the poor are generalised, the 'richer' poor tend to dominate; members of cooperatives are often the 'middle class' amongst the poor. The real poor might be landless farmers, women or other vulnerable groups, even including young people. Knowing who to ask leads to good research questions and methodology. These, in turn, shorten the gap between knowledge and practice.

From the point of view of governance, and in recognition of the variety of causes and actors relevant to poverty issues, there may be a need to link with different stakeholders: local government units, local research institutions, national government agencies, NGOs and other development programmes and their donors. Local government units and national government agencies are very important gatekeepers. Proper management that includes all stakeholders, the role played by local government, and the processes it would undertake to promote good governance, are also part of the research process.

South-North linkages in research for local development serve not only to create equity, but also to provide political support. The loss of biodiversity in developing countries has always something to do with abuse of power, and locals are more suspecting when they deal with these sensitive issues. Researchers' lives could even be threatened. Partnership with allies from the North has a buffering effect on these threats. Northern partners can also help in getting research outputs utilised and recognised at global levels so that grounded local research outputs get a fair hearing with Northern policy-making institutions and have some impact on global governance.

Table 1 Modes of Knowledge Production

MODE 1	MODE 2
Knowledge is produced in the context of academic interests of specific communities	Knowledge is produced in the context of application to concrete issues
Communities organized by disciplines lodged in delineated academic departments	Transcends the theoretical and methodological positions of collaborating research partners from different disciplines and branches of knowledge
Within homogenous disciplinary communities, knowledge produced along dominant theoretical and methodological paradigms	Transcends perspectives; in the course of understanding problems, moves from fundamental to applied, theoretical to practical and curiosity-oriented to mission-oriented
University as traditional site of knowledge production	Multiple and alternative sites of knowledge production brought together temporarily to solve problems
Quality determined technically through peer review	Quality assessed not only in technical terms but also in terms of relevance and usefulness in solving problems

Adapted from Gibbons, M. et al.(1994) 'The New Production of Knowledge: The Dynamics of Science and Research in Contemporary Society.'

the context of application'.⁴¹ Mode 2 is mainly concerned with broad societal problems and applications, involves an enlarged circle of participants - including the general public through citizen groups and non-governmental organizations - and has a widened definition of research. It is based on the premise that science cannot be detached from its social context and that it develops through its interaction with society.

The shift to the South: putting countries and local ownership of knowledge first

Another major change which has occurred in the past decade is the shift from a donor-led model of development cooperation to a model emphasizing the autonomy and responsibility of the South in defining and implementing its own policies and priorities. The principles of country ownership, partnership, donor coordination and Poverty Reduction Strategy Papers (PRSPs) have been adopted and implemented by a range of developing countries and the international donor community.

These principles have also influenced thinking on research and knowledge for development. From the viewpoint of development, creating ownership of knowledge in the South is vital for achieving sustainability and development relevance. The conventional view of delivering knowledge for development is based on the

41] This does not mean that Mode 2 concentrates exclusively on 'applied' research. On the contrary, it recognizes that knowledge is produced at multiple sites, and that various forms of knowledge (basic and applied, global and local, codified and tacit) are necessary to solve complex social problems. This also applies to the complex issues that affect development and poverty reduction.

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, from the North to the South.⁵¹ It is now widely accepted that this provider-receiver model of North-South cooperation and capacity development (and the asymmetric relationship that goes with it) has become obsolete.

The newly emerging view on capacity development emphasizes that the South must find its own way, take the lead in defining what it needs and be autonomous in determining its own research policies and in managing its own research programmes (see Table 2 'Old and new paradigms for capacity development' on this page). A shift of leadership responsibilities, decision-making power and resources from the North to the South is an integral part of this process of change.

Table 2 Old and new paradigms for capacity development

	CURRENT PARADIGM	NEW PARADIGM
<i>Nature of development</i>	Improvements in economic and social conditions	Societal transformation, including building of 'right capacities'
<i>Conditions for effective development cooperation</i>	Good policies that can be externally prescribed	Good policies that have to be home-grown
<i>The asymmetric donor-recipient relationship</i>	Should be countered generally through a spirit of partnership and mutual respect	Should be specifically addressed as a problem by taking countervailing measures
<i>Capacity development</i>	Human resource development, combined with stronger institutions	Three cross-linked layers of capacity: individual, institutional and societal
<i>Acquisition of knowledge</i>	Knowledge can be transferred	Knowledge has to be acquired
<i>Most important forms of knowledge</i>	Knowledge developed in the North for export to the South	Local knowledge combined with knowledge acquired from other countries in the South or the North

From Sakiko Fukuda-Parr, Carlos Lopes and Khalid Malik (eds) (2002) 'Capacity for Development: New Solutions to Old Problems', London: Earthscan/UNDP.

51] Fukuda-Parr, S., Lopes, C. and Malik, K. (2002) 'Capacity for Development: New Solutions to Old Problems', London: Earthscan/UNDP.

Central issues and challenges

A number of issues and challenges have been central in the Council's work during the past 25 years. These include the following:

Research for poverty reduction

Do we need to take a political or ethical stance in order to give advice about research for development? The answer is yes. The time that governments and society looked at science as 'speaking truth to power' has long gone. We have come to realize that the concept of objective, independent and value-free science is rather problematic. And the same applies to so-called 'independent' advice on science policy. Science philosophers have taught us that the way we perceive reality is always loaded with theory and assumptions, that we observe and interpret the world around us through a frame of reference or paradigm.

Giving policy advice on research is not a neutral exercise. It has to do with making choices, and we can better make the underlying value systems and ideological assumptions on which these choices are based explicit to those whom we advise. The values of social justice and equity and the belief that science can be directed to serve the needs of society have guided the Council's vision and work over the past 25 years. In practice, this has resulted in its choice to focus research on poverty-related issues, and on putting countries and local ownership first. In RAWOO's view research for development must be linked to local needs and to social demand in order to increase the chances that the outcome is relevant and useful for developing societies. This means that social actors and stakeholders (in government departments, in civil society organizations, in the private sector, and in local communities) must be involved in the process of setting the research agenda, in the research endeavour itself and in translating research findings into development policy and practice.

Beyond meeting basic needs

We know now that poverty reduction is far more complicated than just meeting basic needs, as we thought in the 1970s and 1980s. We know also that economic growth in itself is not enough - the benefits of growth must reach the poor.^{6]} We have also learned that poverty has an important gender dimension. As pointed out in the World Development report 2000/2001 a broad approach to poverty reduction is needed, focusing on three objectives: increasing opportunities for poor people, facilitating their empowerment and enhancing their security.^{7]}

6] This view is still hotly debated by some economists who think that economic growth is enough. See, for example, Dollar, D. and Kraay, K. (2001) 'Growth is good for the Poor', Policy Research Working paper 2587, World Bank.

7] World Bank (2002) 'World Development Report 2000/2001: Attacking Poverty', New York: Oxford University Press.

In September 2000, the UN member states adopted the Millennium Declaration, which contains a series of goals and targets commonly known as the Millennium Development Goals (MDGs).^{8]} The goals have been widely accepted as a framework for measuring development progress. The latest UNDP Human Development Report sets out a strategy (the 'Millennium Development Compact') for achieving the MDGs. It proposes, as part of the overall strategy, stepping up international research efforts in support of these goals.^{9]}

Deepa Narayan and her team of collaborators have produced valuable new insights on how the poor themselves look at poverty and well-being, and on what they lack and need most.^{10]} The study revealed that the issue of powerlessness and voicelessness is key, cuts across countries and contexts. What bothers poor people most is their dependency on the well-to-do. Another major finding of the study is that poverty is holistic and multidimensional: income and material assets are important, but health, education, respect and belonging to a community are also extremely important. The fact that the various dimensions of poverty are interlocking has important implications for development policy and for designing intervention strategies. Interventions that focus on only one dimension are unlikely to lift people out of poverty. More information on Narayan's views on poverty reduction can be found in part three of this report where her contribution to the RAWOO lunchtime lectures on pro-poor growth is highlighted.

Recently, Research Initiatives Bangladesh (RIB), a non-governmental research-support agency, has argued for an alternative approach to research on poverty alleviation by 'humanizing the poverty discourse'. In their view, the needs of the poor go beyond 'basic subsistence needs' (adequate income, food, health, education and shelter) and encompass other areas such as justice, equality, good governance, human rights, healthy environment, security, culture, opportunity for creative and aesthetic pursuits, etc. Research could help to focus on this reality.^{11]}

8] These goals are:

- Eradicate extreme poverty and hunger
- Achieve universal primary education
- Promote gender equality and empower women
- Reduce child mortality
- Improve maternal health
- Combat HIV/AIDS, malaria and other diseases
- Ensure environmental sustainability
- Develop a global partnership for development

9] UNDP (2003) 'Human Development Report 2003: Millennium Development Goals:

A compact among nations to end human poverty', New York: Oxford University Press. The UN Commission on Science and Technology for Development (CSTD) is currently also embarking on a project to explore how science and technology can be applied to achieving the MDGs.

10] Narayan, D. and Petesch, P. (2002) 'Voices of the Poor: From Many Lands', New York: World Bank and Oxford University Press.

11] Research Initiatives Bangladesh (2002) 'Conception and Research Ideas of Research Initiatives', Inaugural paper of Research Initiatives Bangladesh (RIB).

Rights-based approaches to poverty reduction also emphasize that meeting basic needs is only one side of the coin, the poor also have rights and entitlements: human rights, in a broad sense thus including social, economic and cultural rights, but also the right to participate in the political process as citizens claiming a fair share of entitlements in order to secure their livelihoods. The implications of putting rights-based approaches into practice are not yet fully understood and research could help to shed more light on this. ^{12]}

Bringing in the local perspective

How can we bring in the views of research users, policy-makers and professionals, and the people and communities at the grassroots? This is an ever-recurring question: how can RAWOO gauge the needs for research in the world of the user. Who represents the users? And who sets priorities for whom? How can we ensure that the tone is not too heavily influenced by a small segment of users? Until recently, community and people-centred issues have been relatively neglected, particularly in academic research, because of the prevailing linear mode of thinking which placed science and not local needs and 'real-life' problems at the centre. In as far as research was application and policy-oriented it was primarily concerned with policies and state-based interventions at the national level and less with community-based issues and responses at the local level.

It is relatively easy to sound out the needs of policy-makers and government officials in the air-conditioned offices of capital cities, but how do we assess the needs of practitioners and service providers working on the ground and how do we get the voices of communities and local people heard? It means going into rural districts, fields and urban slums, working from the bottom-up and 'putting the last first', as Robert Chambers said back in the 1980s. ^{13]} It also means that we need to employ participatory methods and techniques to assist communities in assessing their needs and translate these needs into research questions.

It has now become fashionable to talk about 'demand-driven' research as a sort of panacea, without critically examining the problems and pitfalls. Yet societies and communities are not homogenous, they are differentiated along many lines including class, race, ethnicity and gender. So we must always ask ourselves: whose demand and whose interests are we serving? It sounds so obvious: but knowledge is a source of power and if we want to engage social actors in the research process, then we will have to be aware of the conflicting interests and power dynamics involved. And if we want to empower and equip communities then we need to look at the implications of new technologies, policies and interventions, unveil conflicting interests and show who wins and who loses.

Over the past six years RAWOO, working together with its Southern partners who were in the lead, has gained practical experience in bringing a micro-level perspec-

12] IDS (2003) 'The rise of rights: rights-based approaches to international development', IDS Policy briefing, Issue 17, May 2003..

13] Chambers, R. (1983) 'Rural Development: Putting the Last First', New York: Longman.

tive into the process of setting research agendas and designing research programmes, including in the areas of health, biodiversity and post-conflict management (see the boxes 'Making Biodiversity Research Relevant for Local Development' on page 8 and 'Knowledge for Post-conflict Management' on page 15).

Enhancing research capacity: the need for an integrated knowledge systems approach

How to enhance research capacity in the South has been a central concern for RAWOO from the beginning. In its 1995 advisory report on the issue the Council emphasized that we need to approach a country's knowledge and innovation system as a whole, as a complex system of institutions and actors engaged in knowledge production, learning, dissemination and utilization.^{14]} Consequently, policies to enhance national knowledge systems will have to establish links between short and long-term research, between the various actors in the knowledge system, and between knowledge production and its use in policy, interventions and action, if they wish ultimately to be effective and to lead to innovation. Short-term operational research may encounter questions which can be answered only by in-depth research over a longer period. Cooperation between researchers, policy-makers, implementing bodies, practitioners and local communities is important in order to create a learning environment in which knowledge, both scientific and indigenous, is shared and exchanged between researchers and non-researchers. More emphasis also has to be placed on the implementation and utilization of research findings. One important aspect of research capacity is 'absorptive capacity', that is the capacity to access and absorb knowledge stored in the global knowledge base and adapting it to the local situation, context and culture by combining it with local knowledge.

'Schizophrenic' reward systems

Linking knowledge and innovation to solving complex development problems requires new innovative approaches and methodologies for integrating the contributions from various disciplines, and for involving the end-users in the research process. It requires creating knowledge networks transcending traditional boundaries between disciplines and between researchers and end-users in government, industry and society. The problem is, however, that the academic research system, with its disciplinary organization and its focus on academic excellence, hampers the emergence of (Mode II) research approaches focusing on critical development needs.^{15]}

14] RAWOO (1995) 'Supporting capacity building for research in the South: recommendations for Dutch policy', The Hague: RAWOO.

15] It is interesting to note here that in the Netherlands, Wageningen University and Research Centre (WUR), which traditionally has been outward-facing and application-oriented because of its focus on agriculture, has moved a long way in developing approaches to knowledge production focusing on the problems and needs of society. In its Strategic Plan 2003-2006 this is called the "Wageningen approach", which is characterized by research and teaching programmes that are "socially inspired and internationally oriented" as well as by cooperation between the natural and the social sciences, systems thinking, and interaction with the users of research results in government, industry and society at large. See www.wur.nl

Knowledge for Post-conflict Management

MICHEL VAN WALT VAN PRAAG
RAWOO MEMBER



We know very little about what makes for successful post-conflict peace-consolidation and what not. Partly because of the many factors involved, but also because little work has been done. There is little expertise in this field, not only scientific, but also practical. There is a lot of unnecessary duplication, and collective learning from comparative situations is weak. The need to develop, communicate and apply knowledge on post-conflict situations, which are very complex and sensitive, is therefore enormous.

Success or lack of success in post-conflict situations is determined as much by what happened before and during the conflict, and during the reaching of the agreement itself, as by what is done after the agreement has been reached. It is difficult to define when a conflict has ended. A ceasefire and a political agreement do not necessarily mean that a conflict is over. The end of a conflict is often the beginning of a new one, in many cases because the agreement is badly formulated or implemented. Many agreements seem satisfactory but few truly satisfy all parties involved. What is important is how the peace agreement was reached. Was it more or less imposed, or the result of a real understanding. In Bougainville, a large number of negotiators took considerable time to reach a consensus, in accordance with Melanesian custom. At the other extreme was the Dayton agreement, which was signed quickly and tensions erupted immediately afterwards. Parties need to be confident that the process will pay due attention to their perception of the conflict and to their interests.

One clear lesson from all peace processes is that all sectors of the population need to be involved, not only the leadership. This is difficult, particularly in the case of the civil society. Another very important factor is the development of some form of new, credible leadership after an agreement to make the leadership more legitimate than before. A 'peace dividend' is also necessary: people must benefit in some way from peace being concluded. In many cases this dividend cannot be provided by the government, and donors consequently play an important role. But the support must be well coordinated and well timed.

When RAWOO launched its initiative on post-conflict management, it was trying to find out if there was a need for research in the post-conflict period. In order to cast light on this question, the Council held a seminar for actors in conflicts and post-conflict periods in Bangladesh, Bougainville, Guatemala and South Africa, together with some outside experts. Furthermore, field visits were conducted to two areas in post-conflict situation: the Chittagong Hill Tracts in Bangladesh, and Guatemala.

The Council concluded that there is an enormous hunger for knowledge in post-conflict situations. Not so much for traditional academic research, however, but rather for practically useable knowledge. This might already be available somewhere but not accessible to the people concerned, or it might need to be generated, using lessons learned from elsewhere and formulated by people themselves at the local level. Another conclusion was that academic research that was being done already (a fair amount in the case of Guatemala), was carried out in an isolated manner and it did not reach those who needed it in rural areas. Also, people on the ground knew very well what subjects needed to be researched but which were not.

Finally, RAWOO concluded that a specific methodology needed to be developed for agenda-setting and for research that would be suitable to the sensitive nature of post-conflict situations. Research that involves former enemies should not reopen wounds, but create a safe environment for common understanding. A catalyst such as RAWOO, an organisation without an agenda of its own in these situations, can assist local stakeholders to achieve this. This emphasis on stakeholder involvement is lacking in current research on post-conflict situations. In RAWOO's view - regardless of the subject matter and outcomes of the research being done - the process by which decisions are made on the research and how the research should be conducted may contribute to consolidation of the peace process.

As Kumar Bhattacharyya, a top science adviser to the British government, recently put it in his address to the Commonwealth Science Council: 'Put local needs before Nobel Prizes'. With this statement, Bhattacharyya urged scientists in developing countries to stop being driven by the need for recognition, and to start focusing their efforts on less glamorous but crucial research intended to address domestic problems.^{16]} Indeed, developing country researchers are faced with a 'schizophrenic system of rewards', as one recent paper prepared for the Millennium research project phrased it.^{17]} The dilemma for these researchers is that 'if they work on problems of interest to international science, they will probably be able to have a harvest of published production, however far these problems may be in relation to development. However, if they work on important problems for their locale, they risk not being able to publish their findings in mainstream journals or being invited into intellectual circles of international standing and repute'. The authors suggest two remedies to overcome this problem. First, to rethink and 'endogenize' the academic reward system and second, to organize calls for research proposals directed at solving developmental problems, particularly those that affect the poor.

Bridging the great divide

Another concern that continues to puzzle communities of researchers, policy-makers and practitioners is how to bridge research, policy and implementation. The issue was already on the agenda in the 1970s and 1980s and there is a vast amount of research literature on the subject dating from this period. Carol Weiss' pioneering and original work on research utilization and 'knowledge creep' is the classic example.^{18]}

Recently, the link between research, policy and practice has re-emerged as a key issue in the development research debate. And RAWOO made a significant contribution to this debate with its 2001 publication on 'Utilization of Research for Development Cooperation: Linking Knowledge Production to Development Policy and Practice'. One major reason why the debate is gaining momentum again is that policy-makers in aid agencies feel that the uptake of research results in policy, aid programmes and interventions is not living up to expectations. In other words, science and research are failing to deliver the goods, or that the goods produced have not led to tangible outcomes in terms of better policies and practices. Decision-makers in development bureaucracies are increasingly questioning whether they get value for money, whether there is a good return on research investment compared to other possible ways of spending aid money.^{19]}

16] Quoted by David Dickson in his article 'Put local needs before Nobel Prizes' on www.scidevnet.com

17] Background paper of the Millennium Project Task Force on Science, Technology and Innovation, April 18, 2003. See www.unmillenniumproject.org

18] Weiss, C. (1980) 'Knowledge creep and decision accretion', in: *Knowledge: Creation, Diffusion, Utilization*, 1, no 3 (1980): 381-404.

19] See, for example, DFID's research policy paper 'Research for Poverty Reduction', which reflects this concern.

Research-policy dynamics is definitely back on the agenda, as witnessed by two substantial research projects: the Bridging Research and Policy Project launched by the Global Development Network (GDN) and the Getting Research into Policy Project (GRIPP) launched by the Overseas Development Institute and financially supported by the UK's Department for International Development (DFID). Current research on the research-policy link is questioning the assumptions underlying the traditional linear model and taking a more dynamic and complex view that emphasizes a two-way process between research and policy. Better understanding of the factors that determine research uptake may lead to improvements and better utilization of research evidence in policy-making and development activities. It may also lead to better understanding among policy-makers and researchers alike of the intricacies involved in science-policy-society relationships and to more realistic expectations.^{20]}

Balancing ownership and partnership

The involvement of Northern research organizations in country-specific research should be guided by national/local needs and priorities. Given the importance of ownership, the challenge is to link country plans, initiatives and agendas with international support through various forms of research partnership: North/South, South/South and triangular cooperation. By linking global action to local needs, relevant knowledge and expertise in the North could be mobilized to support and assist national and regional efforts to enhance capacities for conducting research. For RAWOO the needs of the South and local ownership come first. However, researchers and institutes in the Netherlands also have their own interests and goals, which do not always coincide with the needs of stakeholders in developing countries.

How can these interests be weighed against each other reasonably? In its review of 1999 and 2000 entitled 'Balancing Ownership and Partnership in Development Research', the Council touched on this issue based on its experiences with the setting up of two long-term research programmes in the areas of health (with partners in Ghana) and biodiversity (with partners in the Philippines). It concluded that, if asymmetries between North and South are recognized and properly addressed, ways can be found to balance ownership and partnership in such programmes (see box '25 Years of RAWOO: the Relevance of South-North Research Cooperation' on page 19).

But it is necessary not to be naive about this. As pointed out in the RAWOO report on North-South Research Partnerships, the North needs to release control and accept considerable autonomy on the part of the Southern partner.^{21]} On the other hand, Southern partners have to take into account the demands which the Northern partners are required to meet by their own institutions. If these are ignored, the Northern partners will lose interest in the partnership. Building mutual understanding and trust between both partners is an essential part of finding the right balance between ownership and partnership in development research programmes.

20] Crew, E. and Young, J. (2002) 'Bridging Research and Policy: Context, Evidence and Links', ODI discussion paper, July 2002.

21] RAWOO (2001) 'North-South Research Partnerships: Issues and Challenges', The Hague: RAWOO, Publication no 22.

The way forward

At RAWOO we firmly believe that knowledge can make a difference in the fight against poverty. We therefore find it encouraging and stimulating that the role of science and technology is increasingly recognized as being of vital importance for development, and for achieving the MDGs.

A range of recent policy statements, policy papers and reports by UNDP, the World Bank, the Commission on Macroeconomics and Health and others underline that knowledge is key to improving the lives and well-being of the world's poor.^{22]} More importantly, however, this tune is also increasingly heard in the developing world itself, where, for example, NEPAD has clearly indicated that science and technology must be integrated into future strategies and action plans for the development of the continent.^{23]}

The Human Development Report 2003 notes that at present international research efforts bypass the needs of poor people and that 'relatively little investment goes into technology to solve the problems of poverty'.^{24]} One striking example of the misdirection of global science is the '10/90 gap' in health research - the phenomenon that only an estimated 10% of total global expenditure (approximately USD 70 billion) on health R&D is used for research into 90% of the world's health problems, including the three major killer diseases of the poor: HIV/AIDS, malaria and TB. Helping correct this gross misallocation in research funding is what the Global Forum for Health Research (GFHR) sees as its core task.^{25]}

The Commission on Macroeconomics and Health, headed by leading economist Jeffrey Sachs, also recently stressed the fact that the international community must invest more in international health research.^{26]}

22] Relevant reports include the following: World Bank (1999) 'Knowledge for Development', World Bank (2002) 'Strategic Approaches to Science and Technology in Development', UNDP (2001) 'Human Development Report 2001', UNDP (2003) 'Human Development report 2003'.

23] Chandiwana, S. (2000), 'NEPAD: Vision for Africa'. In: Science, 20 November 2002.

24] UNDP (2003) 'Human Development Report 2003; Millennium Development Goals: A compact among nations to end human poverty', New York: Oxford University Press.

25] GFHR (2000) 'The 10/90 Report on Health Research 2000' The Committee on Health Research for Development pointed out the existence of 'the 10/90 gap' in global health research as early as 1992 in its groundbreaking report 'Equity in Health'.

26] Commission on Macroeconomics and Health (2001) 'Macroeconomics and Health: Investing in Health for Economic Development'. According to the Commission, USD 3 billion a year is needed for such research. Half of this should be deposited in a new 'Global Health Research Fund', while the other half should go to existing international research programmes, including those of WHO. See also WHO (2002), 'Scaling up the response to infectious diseases: a way out of poverty'.

25 Years of RAWOO: the Relevance of South-North Research Cooperation

GERT VAN MAANEN

RAWOO chair (until 1 January 2003)



The tone for RAWOO's work from 1996 was set when the Minister for Development Cooperation requested the Council to focus its programming work on the following activities:

- 1) Identifying research needs in the South as perceived by local stakeholders (researchers, government, civil society, end-users);*
- 2) Involving research partners in the Netherlands (individuals and institutes) in the programming process;*
- 3) Setting the parameters for a balanced cooperation. Putting research programmes on a properly balanced track that guarantees balanced implementation in which Southern partners do not find themselves in a secondary position.*

One of the reasons for giving the new RAWOO a strong North-South composition in 1996 was to create a framework that would bring these three goals within reach. One of the lessons we learned is that this approach meets one of our Southern partners' basic wishes. In their daily experience, more than 90% of the research in the South is initiated by researchers, institutes and universities in the North. Southern researchers may be invited to cooperate but in most instances the parameters are set by the North. In this context, the goal of capacity-building in the South looks like an uphill struggle. It is not merely a matter of giving bright students the right training. It is also necessary to create a research environment that makes it attractive to stay and work in one's own country, instead of accepting the first offer to go abroad. It also means that the development of an own research agenda, based on own choices and priorities, is more likely to be a long-term dream than a short-term reality.

Setting the parameters for balanced cooperation was not a simple task. What has our experience been?

In the South the major challenge was to create a setting in which the end-users - the people at the grassroots, policy-makers and practitioners - would have adequate access and representation. In the Netherlands the challenge was to find qualified researchers with the required variety of background, who were willing to work in the South and with developing country researchers in a different manner. The third problem we experienced was that it requires a major effort on the part of Dutch people not to take the lead under circumstances where that is within their capacity.

To manage such a joint programme in a balanced way requires a very firm approach by members of the steering committees, by participants in the country concerned and also in the Netherlands. RAWOO cannot do that itself. The main contribution the Council can make is to be very clear about the parameters for a truly balanced cooperation, to convince the partners involved of the value of such an approach and then to hand over the reins.

Unless we walk as we talk and really give researchers in the South an open avenue to rise to the occasion themselves, the policy priority of capacity building in the South for own relevant research remains wishful thinking. That is the niche in which RAWOO should continue to make its contribution.

One key lesson the Council has learned in the past years is that giving policy advice on development research is not only - and not even in the first instance - about the research areas and topics that should be given priority or about knowledge gaps that should be filled. The 'how', the approaches and methodologies for agenda formation and for setting up and carrying out research programmes in close consultation with those for whom the research is intended, is perhaps more important than the 'what'.

We have also learned that when it comes to domestic issues we have to let people in the South do it their way and let go. Otherwise, our efforts to enhance local/national research capacities, notwithstanding all good intentions, will fail and will not be sustainable. Another lesson is that science is not the only source of knowledge and expertise, but that there are various forms of knowledge produced at multiple sites - at the university by professional researchers, in the fields by farmers and in government offices by policy-makers - which may be relevant for solving development problems. Sharing this 'patchwork of knowledges' or 'ways of knowing' among stakeholders in key areas and sectors of development will be crucial in the years ahead.

Are we making progress with our mission to make research responsive to the needs of the poor or are we like that person calling in the desert and hoping that someone can hear him? We believe we have been able to set things in motion, but that there is still a long way to go. Changing policies and institutions and changing people's attitudes and behaviour takes time. Getting the message across and communicating the Council's experience with promoting socially relevant research to the outside world will remain a central challenge. In order to contribute to poverty alleviation, knowledge and innovation policies must put greater emphasis on local development needs and on reaching out to communities to get their voices heard; on developing country ownership of research agendas and initiatives; on integrated knowledge systems approaches to research capacity enhancement; and on linking up the various actors in science, government and society through networking and partnerships.

With austerity measures and budget cuts looming, it will be important to show that investing in knowledge for development pays off with a high return on investment and that the results produced lead to better development outcomes. Furthermore, knowledge and innovation for development is not the exclusive domain of governments, universities and public research institutions alone, but also concerns NGOs, community organizations and the private sector. The latter can no longer be ignored because there are too many emerging science and technology issues in which the role of business and industry is of crucial importance. Not only with regard to the role of technology and innovation in private sector economic development, but also with a view to the role of business in biotechnology and the genetic modification of crops and food, intellectual property rights and ethical issues related to clinical trials for new drugs, vaccines and medical treatments.

Part Two

Ongoing Activities

Below, we present the activities undertaken by the Council in 2001 and 2002. The first section (Exploring new research areas) describes the work carried out to explore research needs related to new emerging development issues: the social dimensions of HIV/AIDS, urbanization and poverty reduction, and private sector and development. The next section (Research programming activities) deals with activities carried out in the areas of post-conflict management, local response to globalization, and health. These activities follow on earlier explorative work to take the research agendas developed further and translate them into concrete research programmes and initiatives. This is followed by a section on crosscutting issues, which goes into activities related to research partnerships and monitoring and evaluation. The last section looks at the findings and recommendations of the RAWOO evaluation.

Exploring new research areas

Social dimensions of HIV/AIDS

At the end of 2001, an estimated 40 million people globally were infected with HIV including 2.7 million children. Over five million people are newly infected each year and more than six thousand lives are lost to the disease every day. AIDS is the leading cause of death in Sub-Saharan Africa; more than 70% of all HIV-infected individuals live in that region. HIV infection in other regions is also a cause for great concern.

When RAWOO placed the issue of HIV/AIDS on its agenda, the key question was where it could fill a gap and add value to the research advisory work already being done by others. A quick scan of current HIV/AIDS research learned that the main emphasis is on the biomedical and epidemiological aspects of the pandemic, while the social dimensions receive much less attention. Yet it is widely recognized that HIV/AIDS is not a health problem alone; it is a complex medical, social, economic, political, cultural and human rights problem, which cuts across all sectors of developing societies.

Taking this as a point of departure, the Council decided to take a closer look at the challenges facing social-science HIV/AIDS research by addressing three specific questions: 1) Which key areas for knowledge development and application should be high on the agenda; 2) How should these areas be addressed in terms of research approaches and methodologies; and 3) How could research competence and institutional capacity in developing countries be enhanced.

Bearing in mind its own principles, the RAWOO decided to hold a roundtable bringing together key persons from the South to discuss the issues at stake. It commissioned the Health Department at the Royal Tropical Institute (KIT) to organize and facilitate the roundtable, and to report on the outcome. The RAWOO HIV/AIDS committee provided guidance.

The roundtable was held in Amsterdam on 10 and 11 September 2001 and brought together social-science researchers, policy-makers and practitioners

working on HIV/AIDS programmes. The RAWOO HIV/AIDS committee was particularly keen to select a balanced group of participants from the South in terms of geographical region, disciplinary background, sector and gender. As Sub-Saharan Africa has been hit the hardest by the epidemic, the geographical focus was predominantly on this region.

Based on the outcome of the roundtable, the RAWOO HIV/AIDS working group prepared a draft advisory report, which was discussed in March 2002 at a meeting with sponsors of HIV/AIDS research based in the Netherlands. The purpose of the meeting was to expose the report's analysis, findings and recommendations to the views of these sponsors and to explore the possibilities for adopting and implementing the recommendations, possibly through a joint initiative. The outcome of the meeting was incorporated into the advisory report.

In May 2002 the Council submitted its advisory report, 'Making Social Science Matter in the Fight against HIV/AIDS', to the then Minister for Development Cooperation, Eveline Herfkens. At the end of June 2002 the Council received a response from the minister, who by that time was on the point of leaving office. She agreed with the analysis of the problem and with the Council's view that the social sciences can and must play an important role in preventing and combating HIV/AIDS. Nevertheless, she saw no reason to follow up the recommendations and adjust existing government policy regarding HIV/AIDS research.

The Council received responses to the report from a number of international organizations. UNAIDS, WHO/GFHR, the World Bank, the European Commission and ISNAR praised the relevance and timeliness of the report and endorsed the Council's main conclusion and recommendation '...that the social dimensions of HIV/AIDS do not get the attention they deserve [...] and that all relevant actors, both public and private, should take appropriate action to step up research efforts on the social dimensions of HIV/AIDS.' These organizations urged the Council to follow up the report with action, saying they expected the recommendations to be carried out and eventually result in social-science research on HIV/AIDS.

Since there is broad international agreement that social-science research can play a crucial role in the fight against HIV/AIDS but no coordinated strategy to encourage it, the Council (with the support of the Advisory Council on Health Research, RGO) decided to launch a programming study. The general objective of the study is to further operationalize the RAWOO advisory report and define the parameters of a multi-country research programme on the social dimensions of HIV/AIDS. The programming study will be conducted under RAWOO auspices in close cooperation with developing country partners and international organizations. On the Dutch side the Council is working together with the RGO and AIDS Fonds/STOP AIDS NOW.

The final proposal for the programming study was submitted to the COS Coordination Fund in December 2002. This fund is managed by the Consultative Committee of Sector Councils for Research and Development (COS) of which RAWOO is a member.

When RAWOO informed the Dutch Minister for Development Cooperation about its plan to conduct a programming study, she suggested consulting the relevant international health organizations in Geneva, in particular UNAIDS and WHO, right from the start to explore ways in which the RAWOO initiative can best be coordinated with, or supplement the agenda and activities of, these organizations.

Principles of social-science HIV/AIDS research

The participants at the RAWOO roundtable agreed that the following principles should guide social-science HIV/AIDS research. Where appropriate and feasible it should:

- involve local communities and people, including people living with HIV/AIDS (PLWHA), in setting research priorities, implementation and translating findings into action
- be supportive of national strategy formulation and policy and programme implementation so that it makes a difference in the way things are understood and done while at the same time ensuring intellectual integrity
- take a multidisciplinary or interdisciplinary approach and link up with other relevant disciplines
- create broad-based partnerships or networks involving actors from the public and private sectors, NGOs and civil society organizations
- seek to contribute to wider national coverage of successful local responses
- address neglected or politically sensitive issues
- incorporate activities aimed at enhancing regional/national research capacity (including training) into research proposals
- expose existing theoretical models and research questions (which are often derived from Western contexts) to specific national/local contexts
- take into account ethical implications

In her view, joining forces with these organizations could really make a difference when it comes to promoting and encouraging future social-science research on HIV/AIDS.

The original English advisory report has been translated into Spanish and published under the title 'Hacer que las ciencias sociales importen en la lucha contra el VIH/SIDA'. The report has been distributed to individuals and organizations in Latin America and the Caribbean.

The RAWOO secretariat prepared a contribution on the report for a Dutch periodical, *Mediator*, which is particularly aimed at the health research community.

Key messages of the advisory report 'Making Social Science Matter in the Fight against HIV/AIDS'

The key message emerging from the advisory report is that social science matters in the fight against HIV/AIDS. Knowledge of HIV/AIDS-related social issues can and should make a difference in curbing the spread of the epidemic and mitigating its impact on developing societies. We need basic knowledge to deepen our insight and understanding of the social determinants and impact of the epidemic, as well as applied, action-oriented knowledge to inform public policies and health interventions, and assist civil society organizations, local communities and the private sector in designing effective responses to the disease. Knowledge for social innovation and knowledge as a tool for empowering local communities.

The broad research areas identified include the following: Behaviour change and communication; Young people and other vulnerable groups; Human rights and governance; HIV/AIDS and poverty; Sexuality; Treatment and care; HIV/AIDS and stigma; Behavioural, sociocultural and ethical dimensions of antiretroviral therapy and other prevention and treatment technologies; and Social dynamics and epidemics.

Since HIV/AIDS-related social issues will vary from country to country they will need to be addressed within their specific sociocultural context. Understanding contextual factors is crucial not only for HIV prevention through behaviour change interventions but also for the delivery of new biomedical innovations such as antiretroviral drugs to treat HIV-infected people and female-controlled protection methods (microbicides). It is not a matter of simply transferring global knowledge from one situation to another; on the contrary, such knowledge has to be adapted to specific local circumstances, conditions and culture.

What also clearly emerges from this report is the need for new, innovative approaches to HIV/AIDS research: approaches and methodologies for integrating the contributions from the biomedical, health and social sciences, and for involving the public and private sectors, civil society organizations and local communities in the research process. The complexity of HIV/AIDS can be seen as an opportunity to transcend traditional boundaries between disciplines and between researchers and end-users in the public sector and society-at-large, and to truly start to work in a transdisciplinary way.

Capacity enhancement and institutional development efforts are needed at district, national and regional levels. Research capacity at universities and research centres can be enhanced through support for human resources development (research training in particular), organizational and institutional development, research infrastructure and networking (particularly with actors in the public and private sector, and in society). Communities have to be facilitated to analyse their own situation and district level staff have to be trained to take

on this role. At national level, research institutions are necessary to assist governments and/or HIV/AIDS committees in developing their strategies and in training government staff at different levels.

As social issues have been relatively neglected in current HIV/AIDS research, the Council's main general recommendation is that relevant actors in the Netherlands, both public and private, engaged in the production, use and funding of HIV/AIDS research, should take appropriate action to step up research efforts on the social dimensions of HIV/AIDS. These efforts must focus on supporting essential country-specific HIV/AIDS research and on strengthening national/local capacity (of people, organizations and institutions) to programme, conduct and manage such research.

This general recommendation is worked out in more specific recommendations addressed to the Dutch government, in particular the Minister for Development Cooperation, who bears the main responsibility for Dutch development policy in the field of HIV/AIDS, including policy on research support. The advice to the Minister is to increase support for social-science HIV/AIDS research through the government's bilateral development programme. Such research support should preferably be targeted at one or more of the worst affected countries in Sub-Saharan Africa.

For example, countries where the social dimensions of HIV/AIDS have been identified as a crosscutting national policy priority through a countrywide consultation process. National AIDS committees or other coordinating mechanisms representing various national stakeholders could play a leading role and initiate a process to identify where and how social knowledge can make a difference in addressing HIV/AIDS-related social needs and policy priorities.

The Minister is also advised to play a leadership role, together with the Minister of Health, to put the social dimensions of HIV/AIDS in the developing world on the global health research agenda and to mobilize support from multilateral organizations, bilateral donors and developing country governments for increased research investment in this area. Upcoming discussions on the Global Health Research Fund provide an excellent opportunity for the government to put forward such a position. Furthermore, the Minister is advised to spend five percent of total investment in HIV/AIDS projects on project-related operational research including context-specific social-science research.

Other specific recommendations address non-governmental actors involved in HIV/AIDS research in the Netherlands: academic and research institutions; research councils and private foundations providing research grants; cofinancing organizations supporting NGOs and civil society organizations involved in HIV/AIDS projects in the South; and the private sector (pharmaceutical companies and multinationals with branches in developing countries).

Urbanization and poverty reduction

The world is becoming increasingly urbanized; 85- 90 % of the expected population growth for the coming decade will be concentrated in urban areas in the developing world. Urban growth rates are particularly high in Africa. This will raise significantly the absolute and relative number of urban poor and therefore lead to a considerable increase in the urbanization of poverty. Moreover, urban centres, large and small, are nodes in a network that links rural development to national, regional and international development. Urban management is therefore not only important for urban poverty reduction, but also for rural poverty reduction. The implications of this trend for development policy and knowledge production are not yet fully understood and have not received the attention they deserve. For this reason, RAWOO placed the urbanization issue on its agenda, focusing on the role of research and knowledge in support of policies and strategies to tackle urban poverty.

As a first step, RAWOO commissioned a consultant to draft a position paper to explore the issue and assess whether there was indeed a role for RAWOO to contribute to the debate from the viewpoint of research and knowledge production. The general conclusion was that there are major knowledge gaps to be filled, which justified RAWOO's involvement in this area.

In April 2002, an expert group meeting was held at the initiative of the Council. The meeting took place in Cairo, Egypt, and was hosted by the Urban Training Institute. A small group of experts from Asia, Africa, Latin America and the Middle East with various backgrounds (local and national government representatives, researchers and activists) attended the meeting and discussed the following key question: How can research and knowledge be used to a) reflect problems and priorities of local actors, b) promote interaction between researchers, policy-makers and practitioners and c) promote more participatory urban development?

The Cairo workshop was an important source of inspiration and provided examples of newly emerging issues and perspectives derived from the experiences of the participants. They felt that the changing context of urban governance - increased incidence of urban poverty and more participatory forms of urban governance involving many stakeholders - implies a profound change in the role of research, the role of the researcher and the role of other stakeholders involved in the alleviation of poverty and the improvement of urban governance.

Research has a major role to play in the empowerment process of the poor. To be an empowering tool it is not sufficient that knowledge is equally accessible for all stakeholders. Knowledge has to be locally produced, transformed and owned. People working at the grass roots level need to be enabled to acquire access to research outcomes to which government and donor policies often refer. Locally produced knowledge should be compared with knowledge from other localities, and with knowledge about regional and global trends.

Research should be an integral part of the efforts to alleviate urban poverty and

improving urban governance. This new form of interactive knowledge production creates a wide variety of owners and users.

This implies that:

- local government, local communities and other stakeholders should be involved in the early stages of research agenda setting.
- researchers/professionals involved in urban poverty alleviation and urban governance must be actors in a wider and dynamic network, where they have to face criteria that are not only technical and product oriented, but also social, political and process oriented.
- the role of the researcher changes from outsider and expert into facilitator of the knowledge production process. The researcher has to act as sensitizer, broker, resource person and 'peer' in the process of shared knowledge production.
- the researcher has a key role to play in consolidating newly emerging, community-owned forms of knowledge production; gathering, systematizing and validating existing local knowledge, and where necessary translate this into a commonly shared language.

The discussions clearly showed that research has an important role to play in strategies for reducing urban poverty and improving urban governance. The examples provided (see boxes) also made clear that to ensure that research can play a role it does require significant changes in the way researchers are taking part in the urban development process, and in the attitude of researchers towards other actors involved in urban development.

The outcomes of the Cairo workshop were discussed with an advisory committee of Dutch urban development professionals, and have been analysed in greater depth by placing them in the policy and science dialogue of the past decades. The preliminary conclusions of the workshop were also used as input at the Urban Forum held in Nairobi (April- May 2002). A draft advisory report was prepared on the basis of the workshop proceedings and discussed in the Council in November 2002. The final report will be completed in 2003 and will make recommendations on research issues, research approaches and methodologies, and on the role of the researcher in urban governance and urban poverty alleviation.

Private sector and development

The Dutch Ministry of Economic Affairs has a well-funded programme to upgrade the Dutch knowledge infrastructure. The programme has been running for a number of years. Its objective is to stimulate research, training and the expansion of research capacity. Decisions on funding from this Knowledge Infrastructure (KIS) programme are made by the Inter-ministerial Commission for Economic Structure Reinforcement (ICES).

The Consultative Committee of Sector Councils for Research and Development in the Netherlands (COS) has been asked to present ideas for ICES-KIS projects. The COS in turn has requested RAWOO (which is a member of the COS) to investigate

Highlights of the Cairo Workshop

The participants attending the Cairo workshop recommended that knowledge production through continuous interaction between researchers, local communities and policy-makers is stimulated as an integral part of the urban governance process and urban poverty alleviation efforts. Research results have to be directly followed up by concrete actions that improve the quality of life, and should be included in the training and capacity building efforts.

The newly emerging research agenda must transcend existing sectoral perspectives and address newly emerging questions related to 'process/product', 'choice' and 'interaction' in the urban arena. Research is never neutral; it always touches upon power relations. Research must therefore unveil conflicting interests and the consequences of policy choices. Specific research on how and why decisions are made and governance/

institutional analysis will increase our understanding of who can take part and who is excluded.

Location-specific knowledge production in the context of empowering the poor is in need of mechanisms for feedback and reflection. This can be achieved through the fostering of city networks. There is a strong need for horizontal and vertical interaction between researchers and other stakeholders from different cities in different regions. Such an exchange allows comparative studies that can reveal general tendencies. It allows local knowledge to be generalized and compared with regional and global thinking. Vertical linkages need to be actively promoted to empower and disseminate local innovations.

Specific attention must be paid to the funding of Southern researchers and research networks. Decentralization has

created a clear demand for research at the local (government) level. However most local governments are unable to influence national research agendas and/or lack funds for their own research. In addition there is still a severe imbalance between the funding available for Northern researchers and that available for their Southern counterparts. This imbalance should be redressed.

Considering the existing shortcomings, there is a clear need for reliable statistical data at the local level. Statistical data have to be complemented with qualitative micro level studies.

The possibility of direct bilateral research funding must be retained. This allows (local) governments to present their own research agendas and complement the conceptual frameworks and methodologies proposed or even imposed by multilateral organizations.

Pro-poor knowledge production in urban settings

Slum Dwellers International (SDI), a federation of community organizations, has worked with the poor to collect and process all the relevant information of their settlements. A cohesive data set is being produced and validated by means of community surveys and community mapping.

This locally produced knowledge is an important tool in negotiations with those in power, such as local government. In many cities data on poor communities are unreliable and/or inadequate, but they are nevertheless used to legitimize government decisions. Empowered with their own data - reliable and validated - communities claim their rights at the negotiation table and contest 'anti-poor' government decisions.

In Cairo, the Experimental Center for Recycling and Environmental Development

(ECES) uses participatory research methods to map the reality of Cairo's informal solid waste collectors, the Zabaleen. The functioning of solid waste collection and recycling in Cairo depends on the Zabaleen, and the Zabaleen in turn depend on solid waste collection for their livelihood.

Despite this mutual dependence the Zabaleen communities are constantly under threat of being evicted or losing their livelihood. Pro-poor action research is aimed at both data collection (relevant for policy-making) and directly enhancing the communities' capacity to survive and improve their living conditions, without losing their key economic role in solid waste management. For the Zabaleen this research is an important tool against external threats, such as that posed by privatization policies.

The municipality of the city of Santo André (Sao Paulo, Brazil) formed a city-wide network of many different stakeholders to develop a 'social inclusion map', which includes a set of indicators of social inclusion/exclusion. On the basis of a pilot project, elaborated for four slum areas involving some 20% of the slum population of Santo André (around 16,000 people) a programme of social inclusion was developed. The programme was implemented through a partnership approach involving 14 different local, national and international stakeholders.

In all three cases the initiators formed horizontal partnerships for local knowledge production, and searched for vertical partnerships that enabled feedback to and empowerment and dissemination of local innovations.

the feasibility of a Knowledge Platform to be funded from the KIS programme. The platform would have to operate in the interests of the Dutch private sector as well as of developing countries (win-win situation).

In its outline for the feasibility study, RAWOO suggested that the objective of the platform would be the production and dissemination of knowledge that:

- enables the Dutch private sector to invest and operate in developing countries in a socially responsible and sustainable way;
- enables relevant stakeholders in developing countries to acquire access to relevant knowledge for their own socioeconomic development purposes in general and their private sector in particular;
- helps create an enabling environment for enterprise development in developing countries, both in the public sector (e.g. training, education, legislation, etc.) and the private sector (e.g. widening the scope for PPP and N/S partnerships); ²⁷⁾

In keeping with the principles of Dutch development cooperation which guide RAWOO, the ultimate objective for the platform would have to be that it contributes to poverty alleviation in the South.

To explore the feasibility of a Knowledge Platform with such an objective, RAWOO has taken the following steps.

The first phase of the feasibility study - exploring the current state of affairs in this field in the Netherlands and elsewhere - was contracted to consultant Hans Haan. His report was submitted to the RAWOO plenary meeting in February 2001. After discussing the report, the Council concluded that a more systematic in-depth analysis of Southern perspective and needs was required. A Working Group of four RAWOO members was formed to guide this process.

After exploring various options for the in-depth analysis in the South, the Council decided to undertake a study in Benin to explore local views on the role of Dutch (and Northern) business in development there. The study was carried out by Claude d'Almeida of Benin in August and September 2002. Unfortunately, the study did not provide the depth of analysis that RAWOO expected, for the following reasons:

- The consultant gathered data by means of a survey which did not distinguish the views of different stakeholders. As a result, the study only provides very general answers;
- The consultant and the respondents had difficulties understanding the very idea of the role of knowledge in private sector;
- Development cooperation in Benin is very much dominated by government-to-government aid. As a result the answers in the survey clearly reflect the view of the respondents that a developmental role for foreign firms is not very realistic.

The last step in this activity will be a final report for the COS, based on the Haan and D'Almeida reports and on the material collected by the Secretariat. The Council is expected to submit this report to the COS mid 2003.

Research programming activities

Post-conflict management and development

The advisory report 'Mobilizing Knowledge for Post-Conflict Management and Development at the Local Level' was submitted to the Dutch government in May 2000. The main recommendation was to develop a long-term programme of international cooperation to study post-armed-conflict issues. The aims of the programme would be to study the contribution of research to achieving sustainable peace and development at the local level and to facilitate international comparative exchanges on post-conflict management. The Council suggested initiating a phase of programme design, starting with pilot projects in Bangladesh and Guatemala.

In her reaction to the advisory report in October 2000, the Minister agreed with the outlines of the RAWOO advice: priority for a Southern perspective; users of research support should determine the agenda; a micro-level focus; a focus on causes of conflict; a focus on research capacity; a focus on action oriented research that also offers room for policy dialogue and a focus on South-South exchanges. She asked the Council to specify in more detail the added value of the proposed programme compared to past research efforts such as the War-torn Societies Project (WSP) and to develop the proposal further, together with the relevant departments at the Ministry of Foreign Affairs. She indicated the need to work towards an Africa-focused programme with a broad comparative basis.

The Council sent a memorandum to the ministry in February 2002 explaining that the added value of the RAWOO proposal would lie in its micro-level orientation, its orientation on research capacity and knowledge infrastructure, its orientation on South-South exchanges, and its orientation on empowerment. In order to explore the possibilities for a broad-based, Africa-focused programme, the Working Group started a series of consultations with the ministry and the Dutch research community.

In February 2002, there was a consultative meeting with Dutch experts from research, policy and practice. The participants discussed the nature of post-armed conflict in the African context where so-called post-conflict situations seem very fluid and instability is more the rule than the exception. They reflected on the relevance of the RAWOO proposal in these contexts, and made suggestions regarding which cases/countries would be most suitable, taking into consideration the existing local research capacity, the need for knowledge generation, the possibilities for micro-level research (safety considerations) and the opportunities for policy and action. The Working Group felt that the suggestion to combine a country-specific approach with a focus on key issues in post-war reconstruction could be a fruitful way to share experiences.

27] 'Strengthening the knowledge infrastructure for North South economic cooperation under ICES/KIS III', Feasibility study, Phase 1, RAWOO, November 2000.

The Council decided first to explore the issue of youth in a post-conflict setting and commissioned Professor Paul Richards, Dr Koen Vlassenroot and drs Krijn Peters to scan existing literature on youth-related themes in the context of conflict management (state-of-the-art; white spots), identify the societal relevance in specific post-conflict countries in Africa, identify research capacities within those countries, and identify possible users of research at local/national/international level. The draft report was submitted in May 2002 and discussed in the plenary meeting of June. The final report, 'What happens to youth in and after wars?', will be issued in 2003.

In the past two years, the Council has frequently communicated with the Dutch research community, especially the African Studies Centre and the Clingendael Institute, and exchanged information and views with international institutes and research programmes active in the field of youth and post-conflict management. There were also regular meetings with the ministry to report and discuss the Council's actions.

Local response to globalization

Why are so many developing countries losers in the globalization process and how can they reverse this trend? Instead of looking for answers in the vast literature produced in the North on the subject of globalization, RAWOO decided in 1997 to explore the debate in the South on this issue.

An important conclusion of workshops held in Tanzania in 1998 and Bolivia in 1999 was that the complexities of globalization make it difficult enough for poor countries to grasp the process, let alone gain any control over it. Workshop participants felt that there was a clear need to develop knowledge and problem-solving capacity that is directly applicable to the local management of globalization in their countries.^{28]}

In response to this need, RAWOO formulated a proposal (in an advisory report,^{29]} September 2000) to develop a long-term programme of research on the effects of globalization at the local level, and on what government, civil society and private sector could do at this level to improve local people's access to the benefits of globalization.

The Tanzanian Research for Poverty Alleviation (REPOA) programme in Dar es Salaam (one of the partners in the workshop of 1998) wished to follow up RAWOO's advisory report with the Council's assistance. Consequently, RAWOO presented a proposal for a programming study in Tanzania to the COS. This proposal was accepted and funding was received for this activity.

28] The proceedings of the Tanzania workshop have been published in a book: J. Semboja, J. Mwapachu and E. Jansen (eds), 'Local Perspectives on Globalization: the African Case, Mkuki na Nyota Publishers, Dar es Salaam, 2002.

29] RAWOO advisory report 'Coping with Globalization - The Need for Research Concerning the Local Response to Globalization in Developing Countries', September 2000.

Work began in May 2002, when interviews were conducted with a number of institutions and individual experts in Tanzania, as a first step towards gathering views on the three themes which had been identified in the RAWOO advisory report: finding a balance between global and local culture; governance issues; general development strategy to be followed by countries in the South.

After discussing the outcomes of these interviews, it was decided that a workshop in Dar es Salaam would be the logical next step, with the following objectives:

- a) to discuss a possible research agenda for the programme; and
- b) to discuss a possible institutional setup for the programme.

The theme of a 'general development strategy' was dropped because research on this theme is already underway in Tanzania. For the planned workshop, three papers were solicited, dealing with the themes of culture and governance, and with the issue of the institutional framework for the proposed research programme.

The workshop 'Culture, Governance and Globalization' was held in Dar es Salaam on 6 February 2003. The three papers were presented and discussed by approximately 40 participants, from NGOs, government, academia and the private sector. Topics to be included in the eventual research programme were identified and some ideas for an institutional setup were launched. The participants decided that a small preparatory committee should be formed to concretise the design of a new research programme. The programme design activities will involve consultations with local stakeholders, short studies and another workshop to finalise the programme proposal.

Health

RAWOO's involvement in designing a new type of research partnership in the field of health between Ghana and the Netherlands came to an end in the current review period. In July 2000, the Joint Programme Committee (JPC) submitted a proposal to DGIS for a five-year research programme in support of Ghana's Medium-Term Health Strategy (2001-2005). The innovative features of the programme include the following:

- a focus on putting countries first, and on local ownership in combination with partnership (collaboration with research partners from the Netherlands)
- the process of knowledge production is placed in an application-oriented context, focused on the problems and needs of policy-makers, healthcare providers and communities;
- the link between research, policy and implementation in the framework of Ghana's Medium-Term Health Strategy, including the health sector reform process and the sector-wide approach to health development;
- the involvement of key actors in priority setting for essential national health research and in programme implementation;
- the emphasis on capacity enhancement and institutional development with a view to strengthening the national health research system;
- the emphasis on promoting a new type of equitable partnership based on genuine cooperation, mutual trust and joint learning.

With regard to the organizational setup, the Joint Programme Committee, the governmental and policy-making body of the programme, was put in place as envisaged. It has six members: three from Ghana and three from the Netherlands. The JPC is assisted by a Ghana-based executive secretariat, which is responsible for administration of the programme. The Ministry of Health's Health Research Unit is hosting the executive secretariat. A Netherlands-based Support and Liaison Office (SLO) facilitates cooperation between Ghana and the Dutch research community. This Office is hosted by ETC in Leusden. Because it took some time to get the SLO up and running, the RAWOO secretariat temporarily fulfilled the task of supporting and facilitating the programme on the Dutch side. As of August 2001, this task was handed over to ETC. Funding for the implementation of the five-year research programme is provided by the Netherlands government (DGIS), through the Dutch embassy in Accra. Apart from DGIS funding, the Netherlands Minister of Education, Culture and Science agreed to provide additional funding - through the Netherlands Organization for Scientific Research (NWO) - for the joint programme. The JPC will discuss with NWO how these additional financial resources will be spent and managed, taking into account the principles and objectives underlying the programme.

Crosscutting policy issues

Research partnerships

This activity was finalized with the publication of the RAWOO report North-South Research Partnerships: Issues and Challenges, in September 2001. Basically, the report examines and summarizes the results of the Trivandrum expert meeting held in October 1999. What follows is taken from the above-mentioned RAWOO publication.

Partnerships work only if they are prepared in a systematic way through an intensive consultative process along structured lines, in which all stakeholders jointly reach a consensus about the research agenda. A clear management structure ensures that the programme is carried out as planned. Changes are acceptable only if they are made in consultation with all stakeholders. Without trust between the partners, partnerships do not work. Northern partners tend to worry about resources being used improperly, Southern partners about entering into agreements which turn out to be against their own or their country's interests.

There are still many research cooperation projects where the role of the South is limited to collecting data on phenomena in the South. Usually data flows from various points in the South to a Northern 'hub'. There it converges, acquiring considerable added value in scientific terms. Very rarely does a project involve gathering data on phenomena in the North. A genuine willingness to exchange knowledge on an equal basis is indispensable for a good partnership. If solving development problems is one of the main reasons for the partnership, the Southern partner absolutely must play an autonomous role in shaping the partnership. This may have to include the Southern partner being free to choose

its research partners from the North, and perhaps even being free to decide whether or not to cooperate with Northern researchers. The Southern partner's autonomy definitely has to include the right to decide which type of expertise it wants from the Northern partner, in which quantity, and at which level: junior or senior. Research to be conducted in the North on topics relevant to the subject of the research programme should not be excluded.

On the other hand, 'if the South is given full autonomy, what is in it for the North?' Southern partners at least to some degree have to take into account the demands which the Northern partners are required by their own institutions to meet. If these are ignored, the Northern partners will lose interest in the partnership.

Different stakeholders have different ways of approaching the process of translating social problems into research questions. It depends on their position. In the case of scientists, it even depends on their scientific discipline. In general, the process of assessing needs in the South is often complicated by conflicts that have a political, social or cultural background. These decisions cannot be made only by researchers. Legitimate negotiators representing other stakeholders have to be involved.

Capacity-strengthening should be named as a specific aim of the partnership, and the work plan should describe the concrete activities for this purpose. Efforts should be based as much as possible on what is already there. One of the objectives should be to preserve the existing capacity (students, institutes, etc.), for example through anti-brain-drain measures. Local and national cofunding should be sought in order to make the efforts more sustainable. Partnerships must have institutional backing if they are to serve their intended purpose. In fact, capacity-strengthening needs to be addressed at three levels: at the level of the individual researchers, at the level of the institutions, and at the level of the national science system and the government.

Capacity for conducting socially relevant research cannot be developed without a full understanding of the national and local knowledge systems in their societal context. The relationships must be understood between the scientific institutions and the policy-making bodies, democratic institutions and end-users. The institutional arrangements that exist and that need to be developed must also be understood. The donors' role is to help supplement these at a local, regional and/or national level, and to do so in terms of a transparently defined and negotiated objective. The point of departure for capacity-strengthening should be that each country needs its own, autonomous, diversified science system. Long-term support is essential for developing the 'critical mass' needed before a process will continue under its own power.

Joint Monitoring and Evaluation Project

The idea for launching the Joint Monitoring and Evaluation of Research Partnerships (JM&E) project was proposed by the RAWOO following a recommendation put forward by the external evaluation committee in 2001.

The general objective of the JM&E project is to contribute to the development of methods, tools and indicators for monitoring and evaluating development research partnerships. The main specific objective is to design and implement a Participatory Monitoring and Evaluation system (PM&E system) for two research partnership programmes: the Ghana-Netherlands Programme for Health Research (HRP) and the Philippines-Netherlands Programme for Biodiversity Research (BRP). Besides HRP and BRP two other partners are participating in the joint undertaking: the Support and Liaison Office for Demand-driven Research Partnership Programmes (SLO) and RAWOO. SLO serves as the focal point in the Netherlands and facilitates the involvement of Dutch researchers in both partnership programmes. The JM&E project is a joint undertaking of HRP, BRP and SLO implemented under the auspices of the RAWOO.

The project aims to jointly develop the instruments, methods, tools and indicators - and to apply and test these on the ground. The results of these pilot projects could be used to adapt and refine the experimental PM&E system, and for producing a fully worked out method for measuring the social impact of research partnerships - which could then be used by other programmes as well.

Major activities in 2002 were focused on planning and designing the JM&E initiative through a joint effort, producing a project document shared by the partners involved, drafting ToR for local M&E consultants, and elaborating the implementation structure.

Initial discussions on the scope and objectives of the proposed JM&E initiative took place with the Joint Programme Committees of the Ghana and Philippines programmes in spring 2002. In principle, both programmes agreed to take part in the joint endeavour. It was decided that RAWOO would take the lead in drawing up a more detailed project document for discussion at a Joint Programme Committee meeting in the Philippines scheduled for September 2002. A JPC member of the HRP was present at this meeting in order to bring in the views and perspective of this programme. The main decision taken at the Philippines' meeting was to recruit local PM&E specialists to assist the JPCs of both HRP and BRP in developing and implementing a PM&E system.

At the end of 2002, the planning and design stage (Phase 1 activities) of the joint M&E project had been completed. This resulted in a number of outcomes including: a shared understanding among the partners of the objectives, key concepts and approach of the JM&E project; a full project document approved by the partners involved; agreement among the partners to contract local M&E consultants to assist the JPCs and national secretariats in implementing the project; approval of ToR for the M&E consultants; and agreement on the implementation structure.

Why M&E of development research is gaining importance

M&E is attracting more attention lately because there is greater pressure on development research to achieve results. Until recently, organizations and agencies supporting development research have paid little systematic attention to the results, effectiveness and impact of their policies and programmes (with a few notable exceptions like IDRC). However, this seems to be changing lately as a result of greater demand for public accountability and performance-based evaluation. Donor agencies are increasingly interested in the outcome of research aid policies in general and the effectiveness of various research support channels and mechanisms in particular. The 'Comparative study of the impacts of donor-initiated programmes on research capacity in the South' commissioned by the DGIS Communication and Research Division can be seen in this light.^{30]} The Evaluating Capacity Development Project, coordinated by ISNAR, is another example.^{31]} Aid agencies increasingly want to know whether research pays off, whether there is a good return on investment and whether government aid money has been spent effectively with maximum impact.

Yet we need new approaches and methods for monitoring and evaluating development research. As Richard Smith observed in an editorial in the *British Medical Journal*... 'The main aim of health research is to improve the health of people. Yet the performance of researchers tends to be measured by the scientific quality of their research rather than by its impact on health'. In the author's view, this is 'unsatisfactory, even non-sensical'.^{32]} Indeed, it would be

highly unsatisfactory if the performance of development research would be assessed in terms of its scientific quality alone and not in terms of its impact on policy-making, development practice and action, and local capacity development. After all, the main aim of development research is to help solve development problems through knowledge production and capacity enhancement.

The problem is, however, that measuring the social impact of development research is quite difficult, while appropriate and robust methods, tools and indicators have not yet been developed. It is, therefore, not surprising that very little is known about the actual results and outcome of capacity-development efforts. Relatively few programmes have been rigorously and systematically evaluated. Yet 'capacity development' has been the main aim of research aid policies of a range of donor agencies for more than ten years now.

While scientific quality must be assessed by peers, the social benefit of research must be assessed by those for whom the research is intended - the end-users and beneficiaries. Externally-driven, top-down approaches to monitoring and evaluation of development research programmes, primarily serving the needs of donor agencies and policy makers, must therefore be complemented by approaches involving a wide range of stakeholders in the evaluation process in order to make it participatory and create a learning environment for all concerned.

30] Maria Cynthia Bautista, Lea Velho, and David Kaplan (2001) 'Comparative Study of the impacts of donor-initiated programmes on research capacity in the South'. Report to the Directorate General for Development Cooperation (DGIS), Research and Communication Division (DCO/OC), Ministry of Foreign Affairs, the Netherlands.

31] The Evaluating Capacity Development Project seeks to improve organizational capacity-development efforts through the use of evaluation. Thirteen national, regional and international organizations are carrying out a set of evaluation studies. The effort is supported by five donor agencies (ACIAR, CTA, IDRC, GTZ, and SDC) and coordinated by ISNAR.

32] Smith, R. (2001) 'Measuring the social impact of research: difficult but necessary'. *British Medical Journal*, 2001: 323:528.

Funding for the project is provided by the COS, which runs a special fund for financing Sector Council initiatives in the area of research programming and methodology development.

RAWOO is participating in a collaborative project aimed at evaluating the impact of South-North research partnerships, known as the 'Impact Assessment Study on Research Partnerships' (IAS-RP). The project is coordinated by the Swiss Commission for Research Partnerships with Developing Countries (KFPE). As part of the preparations of the Swiss initiative, a launching workshop was conducted in May 2001 to discuss the goals and the methodological framework for the Impact Assessment Study. The workshop discussed the various concepts and terms used in order to avoid misunderstanding and confusion. It also developed the contours of an 'impact matrix' which will be further elaborated in consultation with the various agencies and partners involved. So far, the following organizations have expressed an interest in the impact assessment study: Swiss Development Cooperation (SDC), KFPE, GDN, IFAD, ERF, AERC and RAWOO.

RAWOO evaluation

As RAWOO's six-year term ended on 31 December 2001, the Council conducted an evaluation in order to make recommendations to the Dutch government on the continuation of its work. The procedure consisted of both an internal and an external evaluation. The internal evaluation report describes the advisory and programming activities and the outcomes of interviews with Council members by an independent external consultant.^{33]} The external evaluation committee was asked to assess the Council's work, seen from different perspectives: of the South, including end-users, of the Dutch government, and of the Dutch research community. The committee consisted of four members (two from the South and two from the Netherlands) and was assisted by a secretary.^{34]}

The committee concluded that RAWOO's accomplishments are significant. The advisory reports and other documents are of a high quality. The North-South composition of RAWOO is considered one of its main assets. The Council has been able to successfully launch two new research partnership programmes: one on health research with Ghana and one on biodiversity research with the Philippines. The way it has shaped these programmes, giving a leadership role to its Southern partners and bringing in a broad range of stakeholders, researchers as well as policy-makers and practitioners, in the programme design phase is considered a real achievement.

33] RAWOO (2001) 'Internal evaluation report 1997-2001', The Hague.

34] The external evaluation committee comprised the following persons: Dr Julio Centeno (Forest Policy and Economics, Venezuela), Dr Ines Reichel Dolmatoff (Social Anthropology, Colombia), Dr Niels Röling (Communication and Innovation Studies, the Netherlands, Chair) and Dr Gerti Hesselings (Legal Anthropology, the Netherlands). Dr Jacqueline Broerse (Science, Technology and Society Studies, the Netherlands) acted as secretary to the committee.

The committee formulated a number of recommendations aimed at increasing RAWOO's impact.^{35]} For instance, the Council could pay closer attention to broader issues and create a distinct profile as an innovative think tank on research for development. Pre-implementation of research programmes should not be perceived as a structural activity at the expense of other activities. The Council was urged to develop a useful and acceptable model for interactive development research. The committee recommended expanding both RAWOO's secretariat and its operational budget. Programming activities in the field of research for development should be considered as experiments and be closely monitored.

Conclusions should be drawn to ensure that future programming activities lead to truly society-oriented, demand-driven, transdisciplinary and symmetric North-South partnership programmes. It was also recommended that RAWOO should elaborate a monitoring and evaluation system with respect to both its experimental activities and the methodology of monitoring and evaluation of these kinds of programmes. The committee also recommended improving the networking and dialogue with the Dutch research community and the development of a multi-stakeholder communication strategy vis-à-vis its stakeholders in both the North and the South. RAWOO was advised to expand its work in experimental activities and to complete and evaluate a number of its various programming activities, such as those in health, biodiversity, globalization and post-conflict management research. It should take into account the need for new models for more symmetric North-South research partnerships and for shaping transdisciplinary research.

RAWOO submitted the outcomes of both the internal and external evaluation to the Dutch government by June 2001. In accordance with the requirements of the framework act on sector councils it also presented its own vision and recommendations. The Council recommended extending its term for another period of six years, to join forces and work systematically on the opportunities and needs expressed by the various stakeholders during the evaluation process. The complexity and magnitude of development issues require the enhancement of knowledge generation and knowledge capacity as an integral part of development cooperation, in both the North and the South.

In December 2001 the Dutch government decided to extend RAWOO's term for another period of six years. The evaluation was an important instrument in the Council reflecting on its position, approach and communication strategy and led to the first follow-up initiatives (for instance, with regard to its relation to the Dutch research community) and to a new initiative in the field of monitoring and evaluation of research partnerships.

35] Rölting, N. et al, (2001) 'RAWOO External evaluation', Wageningen-The Hague.



Deepa Narayan in her lecture 'Voices of the Poor and the role of empowerment in poverty reduction'

"Overall, the one thing that struck me in the 'Voices of the Poor' study was that despite the very different political, social and economic contexts of the countries that were part of our study - there was a striking similarity. I think that is worth wondering about, because sociologists or anthropologists are taught to focus on the location specificity or the context specificity of the experience of poverty. That is absolutely true, but it is also important to note that certain commonalities emerge across contexts. What emerges is the issue of powerlessness and voicelessness which ties poor people's experiences together in very different contexts. That is the single most important contribution of the study: no matter whether it was in Jamaica or Malawi or India, what showed up is poor people's dependency on the well-to-do. They often described this as being 'tied like bundles of straw from which it is difficult to escape'."

"The first finding of the study is that well-being or poverty is holistic and multidimensional: obviously income is important, material assets are important, but what emerges from the study is that health, education, belonging to a community, a sense of caring for the family, all these are extremely important dimensions. And the disadvantages are multiple and are interlocked. Interventions that focus on only one dimension are unlikely to lift people out of poverty, because it is the interlocking of the various dimensions that makes it so difficult for people to escape poverty."

"The second thing we found is that by and large opportunities have absolutely increased, but the message from poor people is: not for them. You have to remember that we are focusing on the current poor. For them there are multiple barriers and constraints. One factor that emerged everywhere was the lack of connections. People said: "We are not connected to those who have information, to those who have jobs, to those who have power, to those who have finances. So we cannot take advantage of the opportunities that have emerged." The constraints were context specific, across regions, across rural and urban environments, but the lack of connections to resources was cited everywhere"

"We also discovered that, even in countries where income poverty has decreased, such as Vietnam, insecurity has increased. Poor people say: "It may be true that there are more opportunities to make an income, but overall, the unpredictability of life has increased"

"What we see in the data is that as unemployment increases and many lose their jobs, men often collapse - obviously not everyone - they turn to alcohol and often abandon the families. The poor women of these households seem to do what is necessary and literally hit the streets to make ends meet. But increased income does not necessarily increase the negotiating power of the women within the family. The clearest evidence of this is the presence of domestic violence in households"

*"The fourth major issue has to do with government institutions. From the perspective of poor people, they are very ineffective".
"...the institution most frequently mentioned as effective was the Community Based Organization". "There is not one single institution that people perceive as essentially pro-poor"*

"To me the fundamental issue that comes out of 'Voices of the Poor', and from a lot of other experiences, is that poor people work very hard. The challenge is to find ways to remove the obstacles that come in their way, obstacles that keep them tied to very low productive jobs and occupations"

"We say that empowerment is the expansion of assets and capabilities that make it possible for poor people to participate. But participation is not enough, because participation is a word which has been grossly abused and misused. For us it is the ability to negotiate, to control and to influence those institutions that affect the lives and well-being of the poor. Empowerment is a very active process"

"In development we failed to understand the links between formal and informal institutions. Usually, informal institutions are more important than the formal organizations or the hierarchical structures that are set up. The rich people, the elite, in most situations are connected to each other or connected to the state, but poor people are not. Their power and access to resources are very unequal. These links need to be shifted"

"Reviewing the past decades, I think that development assistance has focused a great deal on the state, looked at public sector reform, etc. But from an empowerment perspective, what really becomes important are the two-way relationships between the state agencies and the NGOs on the one hand, and the poor people and their organizations on the other"

Part Three

Communication, dissemination and networking

Introduction

RAWOO's communication approach must be seen in the context of its principles on ownership and partnership. In order to optimize relevance for and impact in the South, RAWOO's explorations and advisory activities were prepared and undertaken in close cooperation with people and organizations in the South. Equal partnership included two-way traffic in information and communication, before, during and after the joint activities. In practice, this meant receiving and giving suggestions, and never imposing ideas or timeframes. Communication on findings by its partners was as important to the Council as its own communication activities. In this sense, it was not a matter of 'selling a RAWOO product', but much more a joint effort to contribute to the paradigm discourses in research for development (to which we referred in part one of this report) and to understand the process and the mechanisms of setting research agendas through interaction and consultation between the major stakeholders involved.

RAWOO observed with great interest that the research programmes in Ghana and the Philippines, which were designed with the Council's help, have started up their own communication activities and publications series. A good example is the article by Dr Delfin Ganapin in the quarterly newsletter of the Philippines-Netherlands Biodiversity Research Programme for Development in Mindanao. Dr Ganapin's observations are very relevant to our understanding of how to enhance discourses in a specific research area, biodiversity conservation, relevant for poverty reduction. The well established newsletters of the Ghana and Philippines' programmes are indications of how North-South communication mechanisms have come to life. Although these new lines of communication are not RAWOO 'products', we believe that the newly established website for the programmes (www.partnership-programmes.org) can be seen as an important new mechanism of communication on research for development.

In addition, RAWOO has been actively involved in dialogues on research for development and North-South Partnerships through membership of the Steering Committee set up by DFID to guide the preparation of its research policy paper 'Research for Poverty Reduction', and through its participation in a Swiss-coordinated international effort to learn lessons from the various initiatives on enhancing research for development, the Impact Assessment Study of Research Partnerships (IAS-RP).

As suggested by the external evaluation committee, RAWOO intensified its dialogue with Dutch official agencies, researchers and other experts, for instance on new initiatives like HIV/AIDS and Urban Poverty. This was in addition to consultations with Southern professionals.

RAWOO's 25th Anniversary Conference was held at the University of Utrecht, the Netherlands. Through the choice of this location, the choice of the speakers and the special efforts to invite young Dutch academics and students, the Council tried to bring its work to the attention of the Dutch research community. Young Dutch and young visiting scholars and students attended in considerable

Statements of the speakers

at the lunch lectures on

pro-poor growth

Jan Willem Gunning

'Many people talk about pro-poor growth as if it were a magic pill. If you take it, everything will be okay. PPG is seen as the Holy Grail. Some people actually prescribe the measures that have to be taken. They have found the Holy Grail, and it is education, or gender equality, or micro credits. We can be brief about this. There is no Holy Grail.'

Jan Willem Gunning

'The PRSPs are doing exactly the opposite of what they are supposed to do. They are supposed to provide ownership. What they actually do is quite different.'

Dirk Kruijt

'For most governments, 'poverty reduction' is not a high priority. Working on this issue has a low status, it is often left to the wives of presidents to do it on a charity basis. Stability, security, law and order and economic growth are usually seen as more important.'

Bas de Gaay Fortman

'What is pro-poor growth according to such institutions as the IMF, the WB and DAC? Well, the term first of all implies that growth is not necessarily pro-poor. It can also be anti-poor. My immediate reaction to this insight is: stop the harm from being done! Focus first on stopping anti-poor growth.'

Bas de Gaay Fortman

'If pro-poor growth means anything, it should imply removing constraints and making sure that poor people's entitlements are protected by rights. In other words,

numbers. On a smaller scale, but nevertheless important to obtain feedback from Dutch students were the invitations from the University of Leiden and the University of Maastricht to give guest lectures on issues relating to RAWOO's approach.

RAWOO remained an active partner in the COS, where many common concerns about the role of knowledge in public dialogue and policy-making, as well as diminishing government budgets for R&D, are discussed and communicated to the Dutch government. RAWOO participated in several joint COS activities (see www.cos.nl).

Other important communication channels were the RAWOO lunch lectures, the website, the dissemination of advisory reports and other publications, direct mail to those on the Council's mailing list (in the Netherlands and abroad) and publications about RAWOO's work in other journals. These activities will be highlighted in the following section.

RAWOO lunch lectures

Since 1990, RAWOO has organized series of lunch lectures, together with the Ministry of Foreign Affairs. The general aim of the lectures is to stimulate dialogue between researchers and policy-makers. The formula is that researchers present the results of their work and their ideas about its relevance for development cooperation policy. Together with policy-makers, they reflect on present policies and needs for new knowledge.

The themes and speakers for the lectures, which are held at the Ministry, are decided upon jointly. After each lecture, there is an initial response from a discussant from the ministry, followed by discussion with the audience.

Each series concludes with a conference. The lectures are first made available on the RAWOO website (www.rawoo.nl) and are later published, together with the conference proceedings, in the RAWOO publication series. The aim of the 2001-2002 series, around the topic of pro-poor growth and the role of the state, was to stimulate the debate on governance and poverty reduction.

The concept of pro-poor growth was launched in the context of the poverty reduction strategies of the World Bank and the International Monetary Fund and became a key concept in development policy thinking. There are, however, many questions about whether the concept can make a useful contribution. The Council and the ministry felt it lacked depth and content, and programmed a series of lectures to fill the void.

The ten lectures looked at the issues from very different points of view. Two introductory lectures were programmed to look at the scientific underpinning of present thinking around pro-poor growth and the role of the state. Professor Jan Willem Gunning addressed three questions, mainly from an economic and policy perspective: 1) Technically: if the goal is poverty reduction, what should be done?

policy should be aimed at moving from informal to formally protected entitlement’.

Gert van Maanen

‘Development initiatives that wish to be effective for the poor should primarily concentrate on the informal sector. In practice, however, most development programmes aim at strengthening the formal sector’.

Gert van Maanen

‘It could be essential for the development of the informal sector if institutes were to be set up for small and medium-sized enterprises’.

Sylvia Borren

‘If the Western countries were prepared to divert just three percent of the subsidies now spent on agriculture, they could make sure that all children go to school’.

Sylvia Borren

‘The dream is that civil society and government together build a poverty reduction strategy and make sure that the help from outside is coordinated accordingly. But the reality is the other way around. And to understand this reality I encourage you to make an analysis of the power situation in many countries’.

Thomas Isaac

‘With decentralization there is a very good chance that more resources will be directed to basic needs and to sectors in which the poor are working. But despite these advantages, examples of successful decentralization are rare in India. Those who have power want to keep it’.

Thomas Isaac

‘We undermined the whole political patronage system with a simple rule: all beneficiaries are to be selected at the village assembly’.

What measures should a country take? 2) Politically: if the knowledge is available on what should be done, are these measures in the best interest of the governments in developing countries? 3) What would be the role of international donors? Professor Dirk Kruijt explored the political-economic and sociological aspects of the concepts of ‘pro-poor economic growth’ and ‘poverty reduction policy’. For the ministry, Rob Visser and Frederik Haver Droeze acted as discussants.

The following lectures offered different perspectives, ranging from political economy and the rights-based approach to the concept of poverty as seen from the perspective of the poor themselves and of specific groups, like poor elderly women. Various speakers looked critically at current development strategies, zooming in on the Poverty Reduction Strategies.

In his lecture ‘The state and the (non-)implementation of the socioeconomic rights of the poor’ (12 April 2001), Professor Bas de Gaay Fortman looked at poverty reduction from a rights-based approach. Poor people in developing countries do not get what they are entitled to as human beings: a dignified existence. This is the result of unequal distribution of economic benefits. In the absence of a legal system that protects the rights of all citizens, poor people are denied their entitlement to health, decent housing, education, etc. If pro-poor growth means anything, it should imply removing these constraints; making sure that poor people’s entitlements are protected by rights. In other words: we need policies aimed at moving from informal to formally protected entitlement. Sjoukje Sandra Volbeda acted as discussant.

In his lecture ‘Heaven or hubris: reflections on the new New Poverty Agenda’ (11 June 2001), Simon Maxwell discussed the International Development Targets related to poverty reduction, and the instruments introduced by the World Bank to work towards those targets, for example the Poverty Reduction Strategy Papers. In his view, this approach has obvious merits, but there are a number of weaknesses. There is a risk that things will be rushed and based on a blue-print procedure without proper attention for different situations in different countries. Secondly, it is politically naïve in ignoring the power of groups in the countries involved which are not interested in poverty reduction. Ron Keller gave a response and opened the discussion.

Gert van Maanen spoke on ‘Pro-poor growth beyond the formal sector’. He claimed that policies aimed at pro-poor economic growth will have to focus on improving the informal sector. There is a lack of support structures in that sector, but microcredit is one of the instruments that work there. Mr Van Maanen discussed the opportunities and the risks that micro-credit entails. Micro-credit is not a simple business; instead of euphoria, best practices need strong emphasis. A number of factors are identified as crucial for success or failure. The discussant from the ministry was Johan de Waard.

In her lecture ‘Participation, pro-poor growth and PRSPs’ (21 November 2001), Sylvia Borren claimed that economic growth in developing countries is not

Carla Risseeuw

'Policy-makers don't focus on social relations because these social relations are thought to be 'soft' and unimportant to the economy'.

Carla Risseeuw

'Comparative research is very important to understand the position of the aged. The North would learn from other societies that older people are not always a financial burden and the South could learn that the concept of state citizenship could be of great value'.

Madeleen Wegelin

'There is a bi-directional relationship between AIDS and poverty. Poverty makes people more susceptible for HIV/AIDS. If a woman has to look after her children on her own and she does not have a job, she may resort to risky behaviour. HIV/AIDS makes people poor, because they have to spend a lot of money on health services'.

Madeleen Wegelin

'The most important issue of all development instruments is political commitment. Not only of the leaders in the countries itself, but also political commitment by our leaders and by the heads of agencies'.

sufficient to achieve the 2015 development goals (seven pledges, including the pledge to reduce poverty by 50%). The new policy of the World Bank to stimulate governments to develop their own Poverty Reduction Strategies is not yet adequate. Ownership must reside not only with states or with economic elites, but also with civil society. What is needed is a stakeholder recipe which ensures that the various stakeholders - and certainly the poor themselves - are involved in the formulation of poverty reduction strategies. The powerful donors - the World Bank, the IMF and bilateral donors - have to address this. Maarten Brouwer acted as discussant.

Dr Thomas Isaac gave a lecture on the 'Campaign for democratic decentralization in Kerala' (15 January 2002). Dr Isaac, economist and social activist, was the chief architect of the decentralization process in the state of Kerala, India. In his view, decentralized government is the best way to empower the poor to be proactive in the development process. In his lecture, he explored the question why governments in general do not decentralize and why it happened in Kerala. He explained how the decentralization in Kerala was carried out and the outcome for the poor. He finally tried to outline the threats to the ongoing decentralization programme. Bram van Ojik was the discussant.

Dr Deepa Narayan was coordinator of the World Bank study 'Voices of the Poor', which was conducted for the World Development Report 2000/01 on poverty. The research team used participatory methods to find out what poor people themselves consider to be their main problems and to what extent they feel that government and other institutions help them to overcome these problems. More than 60,000 men and women from 60 countries participated in the study. In her lecture 'From voices to empowerment: poverty from the perspective of the poor' (13 March 2002), Ms Narayan presented the main results of the study. These show that, from the perspective of the poor, government institutions are in crisis: they are ineffective and inaccessible and treat the poor with little respect. Ms Narayan concluded that empowerment of the poor is key; she has developed a staff guidance note on empowerment for staff of the World Bank. In her lecture she discussed the main elements of an empowerment strategy. Corina van der Laan acted as discussant.

Professor Carla Risseeuw spoke on 'Ageing and gender, some forgotten dimensions of pro-poor policies' (19 September 2002). In the coming decades, governments and policy-makers in the South will have to address issues relating to the process of societal ageing. The issue of increasing numbers of old people has already reached policy agendas worldwide. Ms Risseeuw made an argument for developing a gendered and contextual perspective on this demographic transition, which will involve substantial change in public and private intergenerational social contract. Recent interest in the process of societal ageing in the South is attributed to the growing numbers of ageing and to institutional failure to care for them. For ageing populations, globalization in the South implies an increasing vulnerability to poverty, particularly in the absence of adequate social security. Aagje Papinau-Salm acted as discussant.

Simon Maxwell in his lecture 'Heaven or hubris - reflections on the New Poverty Agenda'



On the New Poverty Agenda, consisting of 1) International Development Targets, 2) A strategy for poverty reduction, 3) A mechanism for operationalizing the strategy at country level (PRSP), 4) A set of technologies for delivering aid (MTEF, SWAP, PRSCs), 5) Performance-based evaluation:

"I speak of risks, and of hubris, where the initial letters stand for a number of crosscutting themes: Heavy-handed? Unequalizing? Blueprint? Restrictive? Incomplete? Simplistic?

The question marks are important. I am not accusing, but identifying risks. A target is a strong toll for political mobilization. But there are risks and targets need to be used sensibly. They can oversimplify complex issues. They can distort policy. They can be expensive to monitor. And they can cause disillusion if they are not met. The solution is to use targets strategically and not necessarily programmatically - in other words to be flexible about how they are used in practice - and also to set relatively short-term targets to complement long-term targets. The 2015 poverty reduction target provides a good illustration. It is a powerful target, but we need to be careful that a focus on a dollar a day does not lead us to ignore the other aspects of poverty (self-esteem, empowerment, etc . . .), and that we have intermediate targets between now and 2015".

"Poverty Reduction Strategy Papers are extremely visible in current development circles. If there are risks, they lie in four areas. First, that PRSPs will be churned out on a production line, will follow a blueprint approach, and will all look the same. Second, that the requirement to draft interim PRSPs quickly in order to access debt relief will lead to poor-quality products. Third, that although conditionality on substance is formally ruled out, there will be hidden or covert conditionality. And fourth, that donors will be too simplistic about the political process, and expect to see political consensus where none is feasible".

On the way forward:

"First, practise subsidiarity. We need to be much more flexible in the way in which we allow countries and local governments to set their own targets and design their own strategies. We also need to be more flexible about PRSPs.

Second, follow a process approach. Interim PRSPs are just the first step. They are being revised every year. We should not ask too much of PRSPs, especially in the early stages.

Third, focus on the essentials. The last thing we want of PRSPs are documents which touch every base, cover every point, mention every sector, design every programme, set every target, and establish every monitoring procedure. A PRSP should help to establish the big picture: state or market, institutions before liberalization, open economy or closed economy. If the big picture is right, then the sectors will take care of themselves.

Fourth, fill the missing middle. There has been real progress on thinking about poverty policy, and on what aid donors can do to support poverty reduction. The new DAC guidelines mark a real advance, for example. But, as the guidelines themselves point out, there is still more to do in understanding the causes of poverty, both domestic and international, and in designing measures and strategies which tackle those causes directly. As just one example among many, I have already referred to the importance of the debate about redistribution of income and assets, which was touched upon but not sufficiently developed in WDR 2000/1.

Fifth, partnership. It is important not to forget that partnership is a two-sided coin. It is fine to ask things of developing countries, but let us also talk about what we from the developed world are going to do for developing countries. For what will we be held accountable? Aid volume? Timeliness of delivery? Quality of aid? There are real challenges here".

On ownership:

"Ownership is an important objective, I agree, but there are some important supplementary questions. Ownership of what? By whom? And on what conditions? Personally, I do not believe that our commitment to ownership by developing-country governments is or should be unlimited. For example, we are generally opposed to slave labour, and even to certain policies (e.g. large-scale nationalization, or state farms). That suggests we need a dialogue with developing countries, a genuinely participatory partnership. Good. But then let us avoid loose talk about the undisputed or unquestionable merits of ownership. We need balance".

The last lecture in the series was given by Madeleen Wegelin-Schuringa. In her presentation 'The impact of HIV/AIDS on pro-poor development' (28 October 2002), Ms Wegelin covered background information about HIV/AIDS and discussed a variety of perspectives on why HIV/AIDS is spreading so fast. She looked at the impact of HIV/AIDS on people and communities, and also on those sectors that are most important for reaching the Millennium Development Goals. She discussed the prevention and mitigation strategies that are currently being used and the extent to which development instruments used by the Dutch Directorate General for International Cooperation (DGIS) and other donors are adequate in achieving pro-poor development. She highlighted the importance of political commitment. Els Klinkert presented the ministry's point of view.

RAWOO Conference on Pro-poor Growth and Governance

On 15 November 2002 RAWOO held a conference to mark its 25th Anniversary as an advisory council to the Dutch government. The purpose of the conference was to stimulate debate on emerging issues and policy responses related to pro-poor growth and governance, and to examine the implications for research and knowledge policies.

The conference was held in the Auditorium of the University of Utrecht and attended by about 170 participants from academia, policy circles and practice.

Speakers reflected on the concept of pro-poor growth from different angles and analysed the roles of the various governmental and non-governmental stakeholders and donors. Experiences with new approaches (such as PRSP) were discussed. Scientists and practitioners gave their views regarding the specific challenges of research: knowledge gaps, newly emerging research paradigms and new forms of partnerships were explored. One presentation reviewed the past series of RAWOO lectures on Pro-poor Growth and Governance, to distil their main outcomes. With six Council members taking an active role, the conference offered an excellent opportunity for RAWOO to present its views and work to the Dutch scientific and development community.

The conference was opened by Joan Boer, Deputy Director General for International Cooperation at the Dutch Ministry of Foreign Affairs, with an address entitled 'Policy, research and the role of RAWOO'. This was followed by a speech by RAWOO Chair Gert van Maanen on '25 years of RAWOO: the relevance of South-North research cooperation'. Bas de Gaay Fortman, Chair of the Aiv/COS Working Group on Pro-Poor Growth gave a presentation on 'Pro-poor growth: a challenge to bilateral donors?'



*pro-poor
growth and
governance*

The following presentations were given:

- Caroline Robb, Social Development Specialist, IMF: 'Are poverty reduction strategies pro-poor? Emerging challenges'
- Meghna Guhathakurta, Department of International Relations, University of Dhaka, and RAWOO member: 'Globalization, class and gender relations: the shrimp industry in south-western Bangladesh'
- Paul Hoebink, Centre for International Development Issues, Nijmegen University: 'Rethinking pro-poor growth: review of the RAWOO lunch lectures'
- Sonia Montañó Virreira, Chief Women and Development Unit, ECLAC and RAWOO member: 'Poverty in Latin America: old issues, new challenges'
- Delfin Ganapin, Philippines National Council for Sustainable Development: 'Biodiversity research: making it relevant for local development'
- Sylvain Adokpo-Migan, Royal Netherlands Embassy Cotonou, Benin: 'How to implement poverty policy in Benin? Practical implications and knowledge needs'

The conference concluded with a panel discussion on Directions for Development Research which was started off by Jomo Kwame Sundaram, Faculty of Economics and Administration, University of Malaya: 'Development Economics: beyond the Washington consensus'. The other members of the panel were Hans Opschoor (Chair, RAWOO member), Mamadou Diouf (RAWOO member), Gert van Maanen (chair RAWOO), and Cecilia Lopez (RAWOO member). The proceedings of the conference will be published by RAWOO in 2003, together with the lectures in the series on Pro-poor Growth and Governance.

Statements from the RAWOO Conference:

Joan Boer, Deputy Director General for International Cooperation, Ministry of Foreign Affairs, the Netherlands:

"The Directorate-General for International Cooperation needs good strategic advice on how to make the best possible use of research - and its results - for development. What role should research play, for example, in the sector-wide approaches that we currently use? What about the role of the recipient governments? Or of our embassies? Or of other donors? What capacities do you need? What is the role of independent research capacity in the countries concerned? What is the role of research in institutional development?"

Gert van Maanen, Chair RAWOO

"Unless we walk as we talk and really give researchers in the South an open avenue to rise to the occasion themselves, the policy priority of capacity building in the South for own relevant research remains wishful thinking. That is the niche in which RAWOO should continue to make its contribution".





Bas de Gaay Fortman, Chair of the AIV/COS Working Group on Pro-poor Growth

"Our working group found that the enabling environment in regard to pro-poor growth is related to two different settings: emancipation and growth. The growth sector of the enabling environment is generally conceived in a purely macroeconomic way. What would be needed is to tune in to overcoming the constraints poor people face themselves in income generating activities. Another issue that is neglected is emancipation: overcoming the institutional constraints in poor peoples lives. We have to tackle the power relations".

Caroline Robb, Social Development Specialist, IMF

"There is a need to build country capacity to better understand and be included in policy debates. This is not about using international experts - it is more about building the capacity of appropriate national institutions, with donor support, to provide training for civil society organizations in such areas as financial programming, the poverty impacts of macroeconomic and structural reforms, and the analysis of policy trade-offs. Only then can the power of dominant institutions and governments be balanced by including other groups in key policy debates/decisions that often affect many people's lives. Links between policies and poverty need to be made more explicitly. There is a huge unfilled research agenda here".

Meghna Guhathakurta, University of Dhaka, Bangladesh, member of RAWOO board

"The shrimp industry in southwestern Bangladesh has generated a process of structural transformation which affected both class and gender relations in the area. The process of delinking a subsistence economy and at the same time integration in the global economy causes many problems. Further research on these topics is crucial in order to understand the future reality of the political economy".

Paul Hoebink, Centre for International Development, Nijmegen University, the Netherlands

"My main point regarding pro-poor growth is not only if the rich are able to block pro-poor policies, but also if we are still going to support policies that in reality don't support pro-poor growth? That is not a question alone of more regulation, it is a question of political will".

Sonia Montaña Virreira, Chief Women and Development Unit, ECLAC member of RAWOO board

"Poverty is a result of unequal political international relations. There is a national responsibility, of course, but this national accountability cannot be imposed without changing the international governance institutions. Nor without asking the donors and the IFIs to be as accountable and transparent as they want the countries to be. If we don't put this discussion on the agenda, we will go back to the 'small is beautiful' programmes, which ten years later will prove not to be sufficient enough, and give room to innovations that will be evaluated twenty years later. We will go on and on."

Dr Delfin J. Ganapin, Chairman Joint Programme Committee Biodiversity Research Programme for Development in Mindanao/Mt. Malindang

"South-North linkages in research for local development serve not only to create

equity, but also to provide political support. The loss of biodiversity in developing countries has always something to do with abuse of power, and locals are more suspecting when they deal with these sensitive issues. Researchers' lives could even be threatened. Partnership with allies from the North has a buffering effect on these threats. Northern partners can also help in getting research outputs utilised and recognised at global levels so that grounded local research outputs get a fair hearing with Northern policy making institutions and have some impact on global governance".

Sylvain Adokpo-Migan, Royal Netherlands Embassy Cotonou, Benin

"Recently an independent evaluation was done on the programme of the European Union to support the private sector. The consultant concluded that the programme is not relevant, the representation of the main concerned actors is not in order. The private sector is not properly organized to derive some benefit from the programme. I think for coming years the challenge is to support the real organization of civic society - both NGOs and the private sector - to contribute to this kind of policy".

Jomo Kwame Sundaram, University of Malaya, Malaysia

"There is a great deal of hypocrisy - and self interest - in trade advocacy, e.g. we all know that European policy is not 'everything but arms', but nearer to 'everything but farms'. But contrary to some recent illusions, remember that the supposed gains from agricultural trade liberalization are likely to bring greater benefits to the rich countries".

Cecilia López Montaña, international consultant, Colombia, member of RAWOO board

"In order to promote pro-poor growth, looking at the Latin American experience, what is needed is to do exactly what rich countries have done: that is exactly what the World Bank and IMF have told the developing world not to do. As Europe did, it is fundamental to create a strong role for the state, to protect key productive sectors. And most important, to create a welfare state".

Mamadou Diouf, University Cheikh Anta Diop, Senegal and University of Michigan, US, member of RAWOO board

"Devising solutions without clearly identifying the problem seems to be precisely the problem of development activities (thoughts and policies). We do have solutions. We have to define the problem. And because we have so many solutions, every ten years we have a package (of solutions and toolboxes) from the Bretton Woods institutions about something. When are they going to come up with the problem?"

Hans Opschoor, Rector Institute of Social Studies, the Netherlands, member of RAWOO board

"The evolution of poverty and inequality, and particularly the context specificity are still topics on our agenda. But beyond poverty and inequality there is a growing concern over the sustainability of whatever goes on in the area of development. I am not only talking about ecological sustainability, but I think about it in a much wider setting".

RAWOO publications series

In the period under review, RAWOO published the following reports:

- Hacer que las ciencias sociales importen en la lucha contra el VIH/SIDA. Publication No. 24/S. September 2002.
- Making Social Sciences Matter in the Fight against HIV/AIDS. Publication No 24. May 2002.
- Balancing Ownership and Partnership in Development Research. Review of 1999 and 2000. Publication No 23. September 2001.
- North-South Research Partnerships: Issues and Challenges. Trivandrum Expert Meeting. Publication No. 22. September 2001.
- Utilization of Research for Development Cooperation. Linking Knowledge Production to Development Policy and Practice. Publication No. 21. May 2001.

RAWOO staff co-edited the volume 'Local Perspectives on Globalization: The African Case', edited by Joseph Semboja, Juma Mwapachu and Eduard Jansen. Dar es Salaam, Tanzania, 2002. The book reports the proceedings of the workshop organised by REPOA (Research on Poverty Alleviation, Tanzania) and RAWOO that took place in Dar es Salaam, Tanzania in late 1998 as part of the preparations for the RAWOO advisory report on 'Coping with Globalization - The Need for Research Concerning the Local Response to Globalization in Developing Countries'.

RAWOO website

The RAWOO website (www.rawoo.nl) has been in operation since 1999. The site contains major sections on the Council's mandate, its principles and composition, on ongoing activities and on RAWOO publications. A News section serves to announce RAWOO lunch lectures, conferences and new publications. The site has links to other related sites including www.partnership-programmes.org and www.cos.nl.

RAWOO publications can be ordered free of charge via the website. In the period covered by this report, 2001 and 2002, there were a total of 680 requests for publications. It is safe to assume that interested visitors to our website must be many times that number and that the site is a useful means to disseminate RAWOO's work.

External networking

Given its task and mission, RAWOO attaches great importance to a broad network of partners and contacts, both in the world of science and in the world of international development cooperation, and both in the public and private sector. The Council's network consists of a range of partner organizations and institutions in the Netherlands, developing countries, the EU and at the international level.

Annexes



Annex 1

Chair

- Mr G.H.O. (Gert) Van Maanen, General Manager OIKOCREDIT, the Netherlands (until 1 January 2003)
- Dr G. (Gerti) Hesseling, Director African Studies Centre, University of Leiden, the Netherlands (member as from 1 January 2003 and chair as from 1 September 2003)

Members

- Dr I.S.A.(Isa) Baud, Professor of Urban Studies of Developing Countries, Vrije Universiteit Amsterdam, the Netherlands (until 1 January 2003)
- Dr S. (Shamsul) Bari, Chairman Research Initiatives Bangladesh (RIB) (as from 1 January 2003)
- Dr J. (Johan) Bouma, Professor of Soil Science, Wageningen University and Research Centre, the Netherlands (until 1 January 2003)
- Mr J. (Jaap) Bijl, Consultant, Institutional Development, Nedworc Foundation, the Netherlands (as from 1 June 2001 and acting chair in the period between 1 January and 1 September 2003).
- Dr M. (Mamadou) Diouf, Professor, Department of History, Université Cheikh Anta Diop, Dakar, Senegal/ Professor, Department of History, University of Michigan, USA (as from 1 January 1999)
- Mr. J. (Jaap) Dijkstra, Director Hivos, the Netherlands (as from 1 January 2003)
- Dr J. (Julia) Gitobu, Regional Program Director, Awlae Program, Winrock International, Nairobi, Kenya (as from 1 January 2003)
- Dr M. (Meghna) Guhathakurta, Professor, Department of International Relations, University of Dhaka, Bangladesh (until 1 January 2003)

RAWOO's composition

- Mr. L.P. (Enric) Helsing, Adviser Strategic Policy Development, the Netherlands (as from 1 January 2003).
- Ms C. (Cecilia) Lopez, International Consultant, Colombia, former Minister of Environment, former Minister of Agriculture, former Minister in charge of women's issues, Colombia (as from 1 June 2001)
- Ms S. (Sonia) Montaña Virreira, Sociologist, Chief of the Women and Development Unit, Economic Commission for Latin America and the Caribbean (ECLAC), Santiago, Chile (as from 1 June 1998)
- Dr C. (Chandan) Mukherjee, vice-chairman, Professor of Development Economics and Director of the Centre for Development Studies, Trivandrum, India (until 1 January 2003)
- Dr J.B. (Hans) Opschoor, vice chairman, Professor of Development Studies and Rector of the Institute of Social Studies, the Hague, the Netherlands (until 1 January 2003)
- Dr. H. (Hoda) Rashad, Research Professor & Director, Social Research Center American University in Cairo, Egypt (as from 1 January 2003)
- Dr J.M. (Annemiek) Richters, Professor of Women, Culture and Health, Leiden University Medical Centre, the Netherlands (until 1 January 2003)
- Dr A. (Arie) Rip, Professor University of Twente (Centre for Studies of Science, Technology and Society), the Netherlands (as from 1 January 2003)
- Dr W.J.J. (Mineke) Schipper, Professor of Literary Theory and Comparative Literature, Leiden University, the Netherlands (until 1 January 2003)
- Dr N. (Nico) Schrijver, Professor of international law, Free University, Amsterdam and Institute of Social Studies, the Hague, the Netherlands (as from 1 January 2003)

- Dr J.J. (Joseph) Semboja, Executive Director of the Research on Poverty Alleviation Programme, Dar es Salaam, Tanzania (until 1 January 2003)
- Dr K. (Koos) van der Velden, Strategic Adviser International Health, the Netherlands (as from 1 June 2001)
- Dr M. (Michiel) van Walt van Praag, Executive President of the Peace Action Council International, Amsterdam, and Associate Professor of International Law at Golden Gate University, San Francisco, USA, the Netherlands (as from 1 January 1999)
- Dr A. (Akke) van der Zijpp, Professor Animal Production Systems Group, Department Animal Sciences, Wageningen University and Research Centre, the Netherlands (as from 1 January 2003)

Advisors

- Dr J.E. (Jan) van Dam, Ministry of Education, Culture and Science, the Netherlands
- Mr L.C. Smits, Ministry of Agriculture, Nature Management and Fisheries, the Netherlands (until August 2001)
- Mr J. de Graaf, Ministry of Agriculture, Nature Management and Fisheries, the Netherlands (as from August 2001)
- Mr L. (Leen) Boer, Head of the Communication and Research Division, Directorate General for International Cooperation, Ministry of Foreign Affairs, the Netherlands

Secretariat

- Mr E.E. (Ed) Maan, Secretary
- Mr A.P. (Paul) Smits, Deputy Secretary
- Ms M. (Marijke) Veldhuis, Staff Member
- Mr E. A. (Eduard) Jansen, Staff Member
- Ms K.C.M. (Tineke) Olieman, Administrative Secretary

- General Recommendations 1*
Health and Illness in Developing Countries; research needs and priorities.
January 1984 (abridged English version).
- General Recommendations 2*
Energy for Survival; research needs and priorities.
January 1984 (abridged English version).
- General Recommendations 3*
International Dimensions of Development Problems; research needs and priorities.
October 1983.
- General Recommendations 3a*
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research needs and priorities. June 1984.
- International Dimensions of Development Problems*
(Kijkduin seminars 24-25 March and 20-21 December 1983),
edited by H.J. Mastebroek.
- General Recommendations 4*
Food Security in Developing Countries, research needs and conditions.
January 1986.
- Working Paper 1*
Towards Autonomy for Women; research and action to support development
process. June 1986.
- Food Security in Developing Countries*
(Kijkduin seminar 28-29 March 1985), edited by A.P. Smits. October 1986.
- Working paper 2*
Sustainable Land Use in Developing Countries; perspectives on an integrated
approach. November 1988.
- General Recommendations 5*
Industrialization in Developing Countries, priorities and conditions for research.
February 1989.
- Industrialization in Developing Countries*
(Kijkduin Seminar 29-30 October 1987), edited by A.P. Smits. September 1989.
- Policy paper 3*
Solar Energy Research. July 1990.
- Publication No. 2*
Criteria for assessing proposals for research in and for developing countries.
August 1991.
- Publication No. 5*
Development and strengthening of research capacity in developing countries.
Conference on Donor Support, The Hague, The Netherlands 2-3 September 1993.
Edited by Marijke Veldhuis. June 1994.
- Publication No. 7*
A medium-term perspective on research for development. Research needs and
Dutch research capacity. June 1995.
- Publication No. 9*
Building up and strengthening research capacity in Southern countries.
A study prepared for the RAWOO by Frits Wils. August 1995.
- Publication No. 10*
Supporting capacity building for research in the South.

- Recommendations for Dutch policy. December 1995.
- Publication No. 11*
Research capacity for sustainable development. Report of a field study in Ghana, Kenya and Kerala (India) conducted for RAWOO by Wesley Monroe Shrum, Jr. April 1996.
- Publication No. 12*
Agenda 21. RAWOO/RMNO lectures on sustainable development. Edited by Frans Duijnhouwer and Marijke Veldhuis. July 1996.
- Publication No. 13*
Towards a European Science and Technology policy for development. November 1996.
- Publication No. 14*
Internal conflicts, security and development. RAWOO lectures and seminar. Edited by Bas de Gaay Fortman and Marijke Veldhuis. May 1997.
- Publication No. 15*
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AERC	African Economic Research Consortium
AIV/COS	Advisory Council on International Affairs/Development Cooperation Committee
CBO	Community Based Organization
CDS	Centre for Development Studies (Trivandrum, India)
CGIAR	Consultative Group on International Agricultural Research
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
ERC	Economic Research Consortium
EU	European Union
GFHR	Global Forum for Health Research
GO	Government Organization
GTZ	Gesellschaft für Technische Zusammenarbeit
HRU	Health Research Unit (Ghana)
IAS-RP	Impact Assessment Study of Research Partnerships
IDRC	International Development Research Centre
IFAD	International Fund for Agricultural Development
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
LNV	Ministry of Agriculture, Nature and Food Quality
MDGs	Millennium Development Goals
MMRP	Multi-annual, Multidisciplinary Research Programme
NEPAD	New Partnership for Africa's Development
NGO	Non-Governmental Organization
Nuffic	Netherlands Organization for International Cooperation in Higher Education
NWO	Netherlands Organization for Scientific Research
OCenW	Ministry of Education, Culture and Science
PRSP	Poverty Reduction Strategy Paper
RAWOO	Netherlands Development Assistance Research Council
REPOA	Research on Poverty Alleviation Programme
RGO	Council on Health Research
SAREC	Swedish Agency for Research Cooperation with Developing Countries
SDC	Swiss Development Cooperation
SEARCA	SEAMEO Regional Centre for Graduate Study and Research in Agriculture
SLO	Support and Liaison Office for Demand-driven Research Partnership Programmes
SPARC	Society for the Promotion of Area Resource Centres
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
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
WTO	World Trade Organization

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 chair, 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.

Colophon

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