

POLICIES OF THE INTER-AMERICAN DEVELOPMENT BANK REGARDING CITIZEN PARTICIPATION

PRINCIPLES, GOALS AND CHALLENGES

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MANDATES OF THE EIGHTH REPLENISHMENT

- **“THE ESSENTIAL PREREQUISITE FOR OVERCOMING MARGINALIZATION AND POVERTY IS FOR SOCIETY AS A WHOLE TO SUPPORT A PROCESS OF POLITICAL PARTICIPATION WHICH LEADS TO DEMOCRATIC CONSENSUS-BUILDING AND STABLE, RESPONSIVE AND TRANSPARENT GOVERNMENT.”**
(paragraph 1.19).
- **NEED FOR “A DETERMINED EFFORT TO BRING EXCLUDED GROUPS INTO MODERN SOCIETY.”** (paragraph 1.41).



CLOSE COMPLEMENTARITY BETWEEN SOCIAL AND ECONOMIC DEVELOPMENT AND STRENGTHENING OF DEMOCRACY

ISSUES RAISED BY THE EIGHTH REPLENISHMENT DOCUMENT

- The development of a program for social reform must be based on a solid political consensus (2.8-2.11)
- The full participation of all segments of the population, specially the poor, in productive activities (2.8)
- The decentralization of decision-making to local levels that are closer to the beneficiaries, coupled with the necessary institutional strengthening (2.12d)
- The construction of a more modern, effective and responsible State, which conducts its activities in a more transparent manner (2.36)
- The recognition that democracy and the respect for human rights help to create appropriate conditions for development (2.36)
- The achievement of an independent and effective judicial system, which guarantees the rights of the citizens (2.37h)
- The promotion of participation processes through local public and private organizations to address environmental issues (2.44b)
- The consultation with the affected population, for projects that require resettlement (2.44g)

•UNDERSTANDING THAT “THE IDB IS DIRECTLY ACCOUNTABLE TO ITS MEMBER GOVERNMENTS AND INDIRECTLY ACCOUNTABLE TO THEIR PARLIAMENTS AND CITIZENS.”
(paragraph 2.95).

THE DISCLOSURE OF INFORMATION ON THE BANK’S ACTIVITIES WOULD SPARK “THE INTEREST AND PARTICIPATION BY AFFECTED POPULATIONS AND LOCAL NGOS, WHOSE CONTRIBUTIONS MAY HELP ENSURE THAT THE BANK'S PROJECTS ARE BETTER DESIGNED”.



DISCLOSURE OF INFORMATION POLICY

**FRAME OF REFERENCE FOR PROGRAMS OF THE BANK
IN MODERNIZATION OF THE STATE AND THE
STRENGTHENING OF CIVIL SOCIETY (GN 1883-5)
(1996)**

- **THE MODERNIZATION OF THE STATE IMPLIES A
“COMPLEMENTARY AND RECIPROCAL PROCESS OF
STRENGTHENING OF CIVIL SOCIETY” (point 14).**
- **“THERE CAN BE NO EFFICIENT STATE WITH A WEAK
CIVIL SOCIETY” (point 14).**

EXPERIENCE ACUMULATED BY THE BANK

- **CONSULTATIONS ON ENVIRONMENTAL AND SOCIAL IMPACTS OF THE OPERATIONS.**
- **PARTICIPATORY PROCEDURES PRACTICES IN SOCIAL INVESTMENT FUNDS .**
- **CONSULTATIONS ON SECTORAL STRATEGIES.**
- **SEMINARS AND CONFERENCES THAT CONTRIBUTE TO THE CONSTRUCTION OF CONSENSUSES ON THE DEVELOPMENT AGENDA AND POLICIES.**
- **MEETINGS TO PROMOTE DIALOGUE AND CONFIDENCE BETWEEN CIVIL SOCIETY AND GOVERNMENTS.**
- **LENDING OPERATIONS AND TECHNICAL COOPERATION THAT INCLUDE INNOVATIVE MECHANISMS DESIGNED EXPLICITLY TO PROMOTE CIVIL PARTICIPATION.**

INTERNAL EVENTS

- **INCREASING INVOLVEMENT OF SENIOR OFFICIALS (PRESIDENT, EXECUTIVE VICE-PRESIDENT)**
- **CREATION OF COUNTRY-LEVEL ADVISORY GROUPS**
- **1999: REQUEST TO DEVELOP PARTICIPATION FRAMEWORK**
- **CREATION OF INTERDEPARTMENTAL WORKING GROUP ON PARTICIPATION AND CIVIL SOCIETY (“GIPSC”). INCREASING INTERNAL COORDINATION**
- **APPOINTMENT OF CIVIL SOCIETY LIAISONS AT REGIONAL DEPTS, COUNTRY OFFICES, SOME CENTRAL DEPTS, AND EXTERNAL RELATIONS**
- **CREATION OF STATE AND CIVIL SOCIETY PROGRAMS DIVS. IN REGIONAL DEPARTMENTS**
- **DEVELOPMENT OF AWARENESS AND LEARNING PLAN FOR BANK STAFF (HEADQUARTERS AND COUNTRY OFFICES)**

DEVELOPMENT OF PARTICIPATION FRAMEWORK

“GIPSC” PREPARED THE CURRENT DRAFT DOCUMENT, DATED 10/00 (SEE THE BANK'S WEB PAGE).

THE CONSULTATION PROCESS WAS INITIATED IN THE MEETING THAT THE BANK'S TOP MANAGEMENT HELD WITH A GROUP OF CIVIL SOCIETY ORGANIZATIONS (Dominican Republic, 11/2000).

MIDDLE MANAGEMENT OF THE BANK HAS CONDUCTED A REVIEW OF THE DRAFT.

THE BOARD OF EXECUTIVE DIRECTORS HAS BEEN BRIEFED AND PROVIDED INITIAL REACTIONS.

SOME CONCEPTUAL ISSUES

NEED FOR A BROAD VISION OF CIVIL SOCIETY

- **ORGANIC VISION: CIVIL SOCIETY IS MORE THAN THE SUM OF NGOs. UNIONS, POLITICAL PARTIES, MANAGERIAL UNIONS, RELIGIOUS ORGANIZATIONS, ACADEMIC ENTITIES, COMMUNITY ORGANIZATIONS, ETC... ALSO FORM PART OF CIVIL SOCIETY.**
- **CIVIL SOCIETY AS CITIZENSHIP: THERE IS NO CIVIL SOCIETY WITHOUT CITIZENSHIP, AND THERE IS NO CITIZENSHIP WITHOUT CITIZENS, AND THERE ARE NO CITIZENS WHEN THERE ARE CONDITIONS OF SOCIOECONOMIC EXCLUSION AND LIMITATIONS ON THE EXERCISE OF POLITICAL RIGHTS.**

GOVERNMENTS ARE THE BANK'S PRIMARY INTERLOCUTORS...

- **DIALOGUE WITH THE (CENTRAL) GOVERNMENT FORMS THE BASE OF THE BANK'S ACTIVITY IN EVERY COUNTRY.**

...BUT NOT THE ONLY INTERLOCUTORS

- **OTHER ACTORS HAVE EMERGED AS THE BANK'S INTERLOCUTORS IN DIFFERENT WAYS, BOTH IN THE FORMULATION OF THE SECTORIAL STRATEGIES AS WELL AS IN THE IDENTIFICATION AND EXECUTION OF ACTIVITIES IN THE COUNTRIES.**
- **THESE INCLUDE REGIONAL AND LOCAL GOVERNMENTS, THE PRIVATE SECTOR, AND VARIOUS KINDS OF CIVIL SOCIETY ORGANIZATIONS: POLITICAL PARTIES, TRADE UNIONS, DEVELOPMENT NGOS, COMMUNITY GROUPS...**

BROAD CONCEPT OF PARTICIPATION

**THE SET OF ACTIONS BY MEANS OF WHICH THE
VARIOUS INTERESTED PARTIES EXERCISE INFLUENCE
OVER THE BANK'S DECISION AND EXECUTION PROCESS**

PARTICIPATION AND DEMOCRACY

- **LIMITATIONS ON PARTICIPATION ARE A FACTOR OF EXCLUSION SINCE IMPORTANT SECTORS CAN NOT INFLUENCE POLICIES, PROGRAMS AND PROJECTS THAT AFFECT THEM.**
- **THE CONSOLIDATION OF DEMOCRATIC SYSTEMS, WHICH THE BANK SUPPORTS, IS THE FUNDAMENTAL CONDITION FOR PARTICIPATION: IN DEMOCRACY PUBLIC POLICIES RESPOND BETTER TO THE INTERESTS OF THE CITIZENS.**
- **STRENGTHENING OF PARTICIPATION AND OF DEMOCRATIC INSTITUTIONS ARE COMPLEMENTARY AND NOT ALTERNATIVE PROCESSES.**

THERE IS NO PRESCRIPTION

- **THERE ARE SEVERAL MODALITIES OF PARTICIPATION, SUCH AS**
 - **AVAILABILITY OF INFORMATION: CITIZENS CAN EXPRESS COMMENTS, CRITIQUES AND SUGGESTIONS.**
 - **CONSULTATION: HELPS TO BETTER IDENTIFY THE INTERESTS AND PREFERENCES OF THE AFFECTED POPULATIONS.**
 - **INVOLVEMENT IN EXECUTION: INCREASES SENSE OF OWNERSHIP ON THE PART OF BENEFICIARIES AND REDUCES EXCLUSIONS.**
- **IN EACH SITUATION VARIOUS MODALITIES CAN BE USED IN DIFFERENT COMBINATIONS AND DEGREES, DEPENDING ON THE NATURE OF THE PROJECTS AND ACTIVITIES, THE SURROUNDING CONTEXT AND THE CIRCUMSTANCES OF EACH COUNTRY AND/OR REGION**

NEED FOR FLEXIBILITY

- **THEREFORE THE GOAL OF THE DOCUMENT IS TO GIVE A FRAME OF REFERENCE (NOT TO STANDARDIZE) FOR THE INSTITUTIONALIZATION OF PARTICIPATION IN THE ACTIVITIES OF THE BANK.**
- **UNDER SOME *PRINCIPLES AND DEFINITIONS*, FLEXIBILITY MUST PREVAIL.**

**MOREOVER, THE FRAMEWORK DOES NOT
PRETEND TO TELL THE COUNTRIES HOW
PARTICIPATORY THEIR DEMOCRACIES
SHOULD BE, OR HOW TO MANAGE
PARTICIPATION AS A DOMESTIC POLICY ISSUE!**

PARTICIPATION: AREAS OF BANK ACTIVITY CONSIDERED IN THE DRAFT FRAMEWORK

- **CONTRIBUTIONS OF THE BANK TO THE DEFINITION OF DEVELOPMENT AGENDAS OF COUNTRIES**
 - **POLICY DIALOGUES, TECHNICAL COOPERATIONS, CONFERENCES, SEMINARS AND WORKSHOPS**
 - **PROGRAMMING DOCUMENTS (INPUTS TO COUNTRY PAPERS)**
- **FORMULATION OF THE SECTORIAL STRATEGIES OF THE BANK.**
- **IDENTIFICATION, PREPARATION AND EXECUTION OF PROJECTS.**

PRINCIPLES OF RESPONSIBLE PARTICIPATION

- **INCLUSIVITY**
- **PLURALISM**
- **OPORTUNITY**
- **TRANSPARENCY**
- **EFICIENCY**
- **CULTURAL SENSITIVITY**

CHALLENGES

- How to develop the framework in a participatory way, if no previous participation guidelines exist
- How to advance a participation agenda in politically charged contexts
- Management of Government-Bank relationships
- Trade-offs: Benefits vs. costs of participation in terms of time and resources needed for project preparation
- Bank staff awareness and training issues
- Strong limitations of grant funding for strengthening of civil society organizations and participatory activities

THE WAY AHEAD

- **CONSULTATION IS STILL ONGOING** (please send comments to socciv@iadb.org – thank you!)
- **A NEW DRAFT WILL BE PREPARED IN LATE 2001 AND PROCESSING/ANALYSIS/APPROVAL BY MANAGEMENT AND BOARD WILL CONTINUE.**
- **ONCE FRAMEWORK IS APPROVED, OPERATIONAL GUIDELINES WILL BE DEVELOPED TO FACILITATE IMPLEMENTATION**