

Interoffice Memorandum

1 June 2012

To:

UN RC/UNDP RR Bolivia

From:

Ozonnia Ojielo

Coordinator, Conflict Prevention and Recovery Team

UNDP/BCPR - New York

<u>Subject:</u> Financial Authorization – "EC/UNDP Project – Dialogue" for Bolivia

Reference is made to the "EC/UNDP Project – Dialogue: Equipping national and local actors in internal conflict management processes with skills for dialogue and constructive negotiations" and agreement that funding will be provided for country level activates to UN/UNDP Bolivia as per attached concept note and budget.

We are glad to provide you with the financial authorization for the "national officer" and programme related cost within the net-programmable amount of **US\$ 110,000.00** to be utilized and processed as per UNDP rules and regulations.

Please use the following chart of accounts when making payments in Atlas:

GL BU	Fund	Dept ID	Oper Unit	Impl Agent	Donor	Activity	Project
UNDP1	30079	B0486	BOL	001981	00280	EC-PROJECT	00070003

Please note that the above CoA is entered in BCPR managed budget but under Bolivia department (BO486) and operating unit (BOL), and therefore authorisation for all approvals sits within UNDP Bolivia office.

Kindly send us the final expenditure report with the actual costs to jelena.raketic@undp.org

Thank you.

Strengthening capacities for dialogue, mediation and constructive conflict management Jusen

Concept Paper

I. I. Background and Rationale

One of the constituent bases of Latin American societies is, undoubtedly, their cultural diversity, which leads to the emergence of a wide variety of lifestyles. These ways of life were formed, either through conflict or integration with Western, indigenous, but also African, and Eastern cultures. As a result, the Latin American cultural profile was characterized, among other things, by social classes that never managed to become structured and defined, by political and social elites outlined since colonial times, by the existence of regions within the countries that were in constant conflict with the central power, by the simultaneous coexistence of diverse ideologies (nationalistic, liberal, indigenous, etc.), by national or cultural minorities barely recognized in the political systems, and by culturally discriminated indigenous and African ethnic majorities. (Calderon. 1995). 1

On the basis of this diverse and ambiguous cultural fabric, conflicts have developed and are developing, as the most significant egalitarian and democratic advances and setbacks also do, without the ability, however, to build a culture of diversity and full recognition of the other: this relationship with the other, with the individual who is different from oneself, has been historically denied and constitutes the main limitation to modernity and democracy in Latin America (Calderon, 1995).

Within the Latin American context, Bolivia plays a role of first importance. In the words of Touraine, Bolivia is the place where it could be decided the continent's political life and its ability to invent a political and social model capable of operating in an extraordinarily difficult situation (Touraine. 2006:53).2 This is so for two reasons. First, Bolivia is undergoing a profound process of change which, inter alia, seeks to move from a strictly representative democratic model to another that promotes greater direct community participation in public affairs, one capable of integrating the practices of indigenous peoples in the formal institutional structures of the country, a model that implements a complex system of autonomy and clearly aims to produce greater social equity.

In this context of profound change, social cohesion constitutes an essential element. In societies characterized by a plurality of interests and identities, social cohesion depends generally on two factors. On the one hand, it depends on the ability to develop consensual non-violent processes to transform conflicts. On the other, it depends on the strengthening of "a culture of rights that seeks social inclusion through access to social resources provided by the state,"3 society, and the economy, thus ensuring a full exercise of the rights of all citizens.

Calderón, Fernando.1995. La Question de l'autre et la modernité aux temps du cholera. In Penser le Sujet autour d'Alain Touraine. Colleque de Cerisy. Paris. Fayard.

Touraine Alain. 2006. Entre Bachelet y Morales, ¿existe una izquierda en América Latina. In Nueva Sociedad No. 205, September-October, 2006

Sorj, Bernardo, and Eugenio Tironi. 2007. Cohesión Social en América Latina: un marco de investigación. Pensamiento Iberoamericano 1 (Cohesión social en Iberoamérica: algunas asignaturas pendientes):105-127

From this perspective, it is useful to consider, only as a reference, the definition of social cohesion that conceives it as "the ability of a society to ensure the sustained wellbeing of all its members, minimizing disparities and avoiding polarization, [...] which includes equitable access to the available resources, respect for dignity in diversity, personal and collective autonomy, and responsible participation." Therefore, social cohesion is not a natural condition of a society but rather is the result of explicit effort and political will.

In this context, the implementation of the design adopted for the plurinational and autonomic State, with plurality and political, economic, legal, cultural, and linguistic pluralism (Article 1 of the Constitution), which seeks a sustainable wellbeing for all Bolivians, is still problematic and controversial, both by the very complexity of the new institutional design as well as for the conflicting interests between different actors, whether in the government or the civil society.

In this framework, the immediate challenges for social cohesion in Bolivia are linked to the search of dialogic and agreed spaces of conflict transformation. To the extent that these spaces become consolidated, not only will the chances of the Bolivian society to ensure a sustained wellbeing of all its members be higher, but also the Plurinational State will consolidate a structure to enable progress in the long journey towards ensuring full exercise of the rights of all Bolivians. Moreover, the consolidation of these spaces will contribute to the implementation of the Constitution, and in turn this achievement will advance "equitable access to available resources; respect for dignity in diversity; personal and collective autonomy; and responsible participation" among other important elements.

In this context of continuous political or socioeconomic transformation, the challenge, as Kumar and De la Haya underline, "is not the resolution of a specific conflict, but providing sustained accompaniment to all relevant actors so that the eventual outcomes are based on inclusion and consensus and do not lead to more instability" (Kumar and De la Haya 2012:1)⁵

II. Conflict and Dialogue in Bolivia

The current context in Bolivia is marked by the deepening of conflict fragmentation. To illustrate this fragmentation, data provided by UNIR Foundation are very revealing. In 2009, the average of new conflicts per month was 24 (i.e. 282 conflicts in the year, or 0.8 per day); in 2010 the monthly average of new conflicts was already 70 (836 conflicts in the year, i.e. 2.3 per day). In 2011, this average rose to 117 (1,406 conflicts accrued to November; this is almost 4 new conflicts each day). About half of these new conflicts had the central government as the main respondent.

Conflicts are related to intrinsic issues emerging from the implementation of the Constitution; demands from sectors or regions; disputes between actors for natural resources; claims for the improvement of the conditions of living; land-related conflicts, etc. Most of these four new conflicts per day relate to such factors, which in turn are closely linked to public management.

⁴ Conseil de l'Europe. 2005. Elaboration concerté des indicateurs de la cohésion sociale. Guide Methodologique. Strasbourg.: Conseil de l'Europe. pg. 23. European Committee for Social Cohesion. 2004. A new strategy for Social Cohesion. Revised strategy for Social Cohesion approved by the Committee of Ministers of the Council of Europe on 31 March 2004. Strasbourg: Council of Europe. Pg 3

⁵ Chetan Kumar and Jos De la Haya (2012) Hybrid Peacemaking: Building National "Infrastructures for Peace". Global Governance: A Review of Multilateralism and International Organizations: January-March 2012, Vol. 18, No. 1, pp. 13-20.

On the other hand, within the fragmentation of conflicts, there are complex scenarios or they become more complex as conflicts deepen. Generally, these situations occur when the problem goes far beyond the actual management of the conflict and when other related factors are involved, for example a political/ideological dispute or the orientation of the process of change. In this case, the conflict is so specific that it acquires particular dynamics, where advocacy strategies to manage such conflict is essentially unique. This is because its resolution is not so much dependent on institutional capacities for conflict management (such as the aforementioned conflicts that are more related to governance) as on the political conditions and the ability of the stakeholders to reach agreements.

Bolivians' willingness to engage in dialogue and deliberation has been reflected in various reports of human development and public opinion polls. However, this disposition contrasts with the relatively high levels of tolerance for violence and mistrust of the other. On the other hand, the different political and social leaders of the country claim they have a genuine vocation for dialogue while they disqualify the one expressed by their counterparts, often with high levels of verbal aggression and violence.

Therefore, it appears that this predisposition to dialogue remains a self-reference and in being so it tends to manipulate the spaces for dialogue, spaces where the other is conceived in terms of one's own interests, thus denying the legitimacy of a different perspective and limiting the possibility of reaching agreements. The challenge is then to break this self-referential dynamics of conflict and dialogue through building capacities for dialogue, mediation, and constructive conflict management to help strengthen and expand the infrastructure of peace in the country.

III. Objective of the Intervention

In this context, this intervention aims to contribute to a capacity building process for dialogue, mediation, and constructive conflict management among strategic actors who have direct impact on the implementation of key aspects of the Constitution. The strengthening of these capabilities is aimed at expanding and reinforcing the infrastructure of peace which has been under construction in Bolivia in recent years.

IV. Strategy of the Intervention

The intervention proposes a <u>training process</u> for dialogue, mediation, and constructive conflict management to strengthen the ability of strategic actors to make a positive impact on the transformation of conflicts. This capacity building process aims at strengthening the infrastructure for peace in the country.

In this sense, the training process aims to form a group of mediators from different spheres of action, different institutions and geographic locations in the country who have the ability to manage conflict constructively. Therefore, the objective is to contribute to promoting a culture of dialogue in Bolivia, to help the country deal with processes of change and/or conflicts with a non-violent and inclusive approach. Upon completion, participants will mediate and/or manage processes of change and/or conflicts in a more creative, dialogic, and inclusive manner in their respective areas of relations and impact.

The training would focus on intermediate strategic actors who are capable of creating linkages and, while having the ability to influence other actors or spaces, are willing to engage actively in the development of new capabilities that enable better performance of their roles (operational, social, political, etc.).

Pillar of the Training Process

The training process is based on four pillars:

- i. This process is a part of and will be coordinated in connection with the efforts the United Nations System (UNS) has been doing in recent years to support the construction of an infrastructure for peace in the country, particularly in regards to the training course oriented to social movements in the area of conflict management in the context of the Separate Jurisdictions Act. This cycle is being implemented nationwide with the support of the UNDP Democratic Dialogue Regional Project. From a closer programmatic point of view, these efforts are related in the first place, with the implementation of major projects and programs such as the Joint Programme "Promoting Change in Peace" (MDG-F Window of Peace); "Strengthening Democracy and Social Cohesion in Bolivia" (BCPR); Strengthening of Political Organizations (SIDA); Strengthening of Social Organizations (EU). Furthermore, through these efforts, the UN System is promoting opportunities for dialogue and agreement, particularly in times of heightened conflict. This approach can be seen, for example, in the facilitation of constitutional arrangements in September - October 2008; in the calls for dialogue at different times of conflict; in the advocacy campaigns for dialogue, tolerance, and social harmony; and in the support provided to the Meeting to Deepen Change held at the end 2011 and early 2012, among other initiatives.
- ii. The implementation of the training process will take place in the context of strengthening partnerships and linkages with institutions that have been working to build the infrastructure of peace in the country for several years. By seeking synergies and avoiding individual actions the training will be more efficient and effective to achieve its objectives. In this regard, it will establish a strategic alliance with UNIR Bolivia Foundation, which has been working for the past seven years in conflict transformation and in the development of capacities, skills, abilities, knowledge and/or sensitivities for a culture of peace and constructive management of conflicts. In these training and capacity building processes, more than three thousand people from different public institutions and the civil society in all regions have participated. In addition, the Foundation has been systematizing and developing methodologies and training materials contextualized to reflect the national reality. A result, the sustained efforts carried out by UNDP and the UN System for the construction of an infrastructure for peace in the country and the long-standing experience of UNIR Foundation in training and capacity building have established relationships of trust and cooperation with state, public, political, and social organizations relevant for the purpose of this training process.
- iii. One initiative that UNDP and other institutions have been working on is that of building and consolidating a network of people as well as public and civil society institutions that have been working on issues of conflict transformation during the past decade. In this context, in late March of this year, we conducted the second National Forum on Dialogue and Conflict

Transformation in Bolivia, attended by 150 people from 90 different public and civil society institutions with different levels of presence in all regions of the country. The training process will rely on this network from a dual perspective. The first is to use the accumulated knowledge and diverse experiences present in the network, to enrich and contextualize the training content. Second, it will strengthen internal interactions within the network and promote ongoing exchange and horizontal learning. By strengthening this characteristic, ownership of the network by its members will be promoted, thus providing greater prospects and bases to build a foundation for lifelong and always contextualized learning process. Thus, the strengthening of this network and its dynamics for horizontal exchange of experiences, tools, resources, and skills will contribute to conflict transformation and to peace building, which in turn will result in the strengthening of the infrastructure for peace in the country.

iv. The methodology of the training process combines face to face events and virtual interactions that enhance and improve the quality of the dynamics and involvement of participants in the training process, especially in the periods between one face to face event and the next. The virtual interaction approach is based on experiences UNDP-Bolivia has developed in recent years through Web 2.0 platforms and through social networks to promote a more active involvement by specific segments of the public on topics of interest. This experience includes: a) the www.gobernabilidad.org.bo platform, which has become a nationwide reference for issues on democratic governance in Bolivia; b) empowerment of awareness campaigns on culture of peace and coexistence. Specifically, the campaigns Convivir Sembrar Paz (Living Together, Sowing Peace) and Serbolivianoes (To-be-Bolivian-is) have had great impact and presence in social networks; c) empowerment of citizen participation in legislative processes, such as the Telecommunications Act through the www.comunicacionconderechos.org platform, the Defense of Consumer's Rights Law, and the Statute of Autonomy of the Autonomous Department Government of Cochabamba through social networks like Facebook and Twitter, among others.

V. Training Process Methodology

Following the guidelines established in the project document "Equipping National and Local Actors in Internal Conflict Management Processes with Skills for Dialogue and Constructive Negotiation" two types of training exercises are proposed:

i. Skills Building Exercise. This exercise will be oriented to strategic actors of public institutions (Ministries, Legislative Assembly, Ombudsman's Office, Police, etc.) of social organizations (social movements and indigenous associations of producers, rural financial organizations, etc.) involved in issues and conflicts related to the implementation of the Constitution.

The skills building exercises would consist of five face to face events and then virtual interactions to deepen and follow up on each event. The virtual interactions will be designed on the basis of the contents covered in the live events.

Furthermore, it is planned that the skills building exercise will combine four approaches: *Theoretical and Technical*: where the emphasis will be on theoretical approaches and instruments and tools of mediation. In this matter, international as well as national theories and tools will be employed. *Analytical*: through national and international case studies, experiences of successful and unsuccessful mediation will be critically analyzed. *Empirical*:

through role-playing and simulations of mediation in conflicts and pre-crisis situations. **Horizontal Learning**: through positive and negative experiences and lessons learned from participants themselves.

ii. **Training of Trainers Exercise.** This exercise will be oriented to those persons responsible for providing training in dialogue, mediation, and constructive conflict management. It is intended to carry out two live events. Trainers should also participate actively in the virtual dynamics.

Contents and Themes

Training of Trainers (ToT)

The contents will depend on the contents anticipated by the overall project and on ToT exercises held in other countries as well as on the definition of conflict themes prevalent in the Bolivian context.

For these exercises, trainers who might be able to accompany the skills building process for the two chosen themes (see below) will be prioritized.

Two face to face events are planned, each with an attendance of 10 individuals (totaling 20 trained individuals).

Skills Building (SB)

The contents for the training will be developed in conjunction with UNIR Foundation based on themes relevant to current conflicts in the country. For example, it is possible to identify a concentration of conflicts on issues such as:

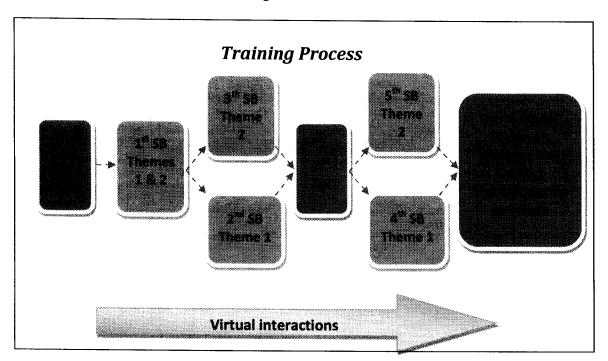
- i. Land conflict. This is a historical conflict that is taking on new dimensions, which transcend the traditional disputes between peasant and private landowners to become disputes between the peasant movements and indigenous movements.
- ii. Conflict over territorial boundaries. According to the Directorate General of Boundaries of the Ministry of Autonomy, around 80% of the municipalities of Bolivia have not defined their limits. This type of conflict has generated violent confrontations between communities.
- *Previous Consent.* The implementation of the free, prior, and informed consent principle in regards to the indigenous peoples not only represents a major challenge for the Plurinational State of Bolivia, but also a potential for a major conflict. This potential will persist to the extent there is no strengthening of the capacities of both sides directly involved as actors/mediators to implement or facilitate the process.
- iv. Socio-environmental conflicts. Pressure to gain benefits from the exploitation of natural resources has been increasing along with the conflicts it has generated. Conflicts regarding water, mining, or forestry resources or due to the consequences of climate change are clear examples of this.
- v. Socio-economic conflicts. This type of conflict has been the most recurrent in recent decades and has been further accentuated in the past years. High expectations have been generated as a result of the process of change itself, such as political inclusion, the Constitution, the nationalization of hydrocarbons, the favorable macroeconomic

conditions, and others. However, these expectations have not been matched by reality, which has directly prompted an increase of such conflicts.

It is anticipated that only two of these themes will be developed through separate groups. There will be five live events. The first face to face exercise will be conducted with both thematic groups (where methodologies and general skills will be conveyed to all participants by means of the contents learned during the first training of trainers exercise). Subsequently, each group will conduct two live exercises that will emphasize the particularities and needs of conflict transformation in each one of the themes. Finally, the training process will conclude with the celebration of the Third National Forum on Dialogue and Conflict Transformation in Bolivia, where an assessment and sustainability analysis session on the training process will be held.

Specifically, this event will devote a central space for the meeting of the mediators and institutions involved in training, with both objectives: to appraise the training process and to discuss the sustainability of mediation capacities. In this sense, the dynamism of the network of practitioners will become a central element, not only to support the mediation capacities acquired in training, but also for looking to expand, in the middle term, the number of trained mediators.

The following illustration shows these stages:



Selection of Participants

The participants, both for the "training of trainers" and the "skills building" processes, will be selected by means of three methods:

The practitioners' network, established in the First and Second National Forum on Dialogue and Conflict Transformation, will be the main reference from which most participants will be selected.

- ii. Key members of social movements, who are currently participating in the aforementioned cycle for conflict management training, will be invited.
- iii. Key members of State institutions with an interest in the chosen themes, who are not currently participating in the network for any reason, will be invited. The purpose of this is to include those officers in the network through the training process.

Specifically, the group of mediators will be composed of civil servants of public institutions such as the Ombudsman's Office, specialized state agencies such as the Agrarian Reform Institute (INRA) or those related to the Ministry of Environment, representatives of peasant and indigenous movements and NGOs linked to the issues addressed by the training, for instance, Land Foundation, Centre for Research and Promotion of Peasants (CIPCA), Center for Legal Studies and Social Research (CEJIS) among others.

It is anticipated the participation of:

- Approximately 20 individuals in the training of trainers events (10 in each exercise)
- Between 15 and 20 individuals in each theme, thus totaling 30-40 participants in the skills building exercises.

Virtual interactions are planned to strengthen and deepen more face to face events rather than to extend the number of participants in training.

Jugg

VI. Activity Schedule

	0			2012			30			20	2013		
Activities	May Ju	June July	y Aug.	. Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May	Jun.
Definition of themes and identification of profiles of participants													
Development of contents and materials													
Selection and recruitment of trainers													
First training of trainers exercise													
First skills building exercise (both thematic groups)													
Second skills building exercise (Thematic Group 1)													
Third skills building exercise (Thematic Group 2)													
Second training of trainers exercise													
Fourth (Thematic Group 1) and fifth (Thematic Group 2) Skills Building Exercises			!										
Third National Forum on Dialogue and Conflict Transformation in Bolivia (Assessment Training)													
Systematization and lessons learned from the training process													
Interaction through virtual platform and social networks													

VII. AWP/Budget "EC/UNDP Project-Dialogue Bolivia »

National Officer ****

Level/Step	Contract	Duration	Proforma cost
3	SB4	12	40,000

Skills Building exercise

Number of participants (recom 15) Number of days per SB (recom 2)

30

National Facilitator		# days	fee/per day	TOTAL
		8	300	2,400
			Unit	Total
Venue costs/ per SB exercise			lumpsum	1,500
			lumpsum	700
Local Travel per SB exercise			lumpsum	1,600
Miscellaneous per SB exercis	se .		lumpsum	1,000
20% DSA per SB exercise	# partic	# days	\$ per day	TOTAL
(if applicable)	8	2	100	1,600
				CONTRACTOR OF THE PARTY OF THE

Total per SB exercise

Number of SB Exercises (up to 4 exercises):

Total SB: 44,000

Training of Trainers exercise

Number of participants (recom 10) Number of days per SB (recom 2)

20 2

8,800

		# days	fee/per day	TOTAL
International Facilitator		4	1,000	4,000
meerida and i demitator		Travel	DSA	TOTAL
		3000	1000	4,000
			Unit	Total
Venue costs/ per ToT exercis	lumpsum	1,200		
Accommodation/Meals per ToT exercise			lumpsum	600
Local Travel per ToT exercise			lumpsum	1,000
Miscellaneous per ToT exerci	ise		lumpsum	1,200
20% DSA per ToT exercise	# partic	# days	\$ per day	TOTAL
(if applicable) 5 2			100	1,000
		Total pe	er ToT exercise	13,000
Number	of ToT Exe	ercises (up te	o 2 exercises):	2

40,000 **TOTAL SB+TOT TOTAL CO's Contribution** 27,500

70,000 Note: 80% Total is approx 70,000\$;

Total ToT: 26,000

TOTAL BUDGET

TOTAL NO

137,500 Note: Include 20%-UNDP funded

VIII. Request for National Officer

The purpose of this document is to submit a proposal of application and justification for approval to hire a national officer who can be responsible for all strategic and operational aspects of the implementation of the training process and all activities connected to it.

This application is based on two arguments. The first deals with the complexity of the design of the training process. The second is related to the current limited capacity of the Country Office to implement this process.

Complexity of the training process -As described in the concept paper, we face a complex implementation strategy based on four pillars: coordination with existing efforts; building of strategic alliances; mobilization and strengthening of a network of experts; and use of innovative both face to face and virtual methods and tools. Each pillar of the strategy cannot be conceived in isolation; close relationship among them is essential to achieve sustainable results. Thus, the country office efforts to strengthen the infrastructure for peace in the country continually require strengthening alliances with strategic partners also seeking the same goal. With strong strategic alliances, the ability to mobilize the network on behalf of the training process will be higher. Therefore, with a highly mobilized network, the face to face tools and particularly the virtual classroom will be more effective to enhance and enlarge the scope of the training process. However, this equation is not simple to implement since it requires opening multiple simultaneous work fronts that require linking and coordination. On the other hand, interaction and coordination with multiple stakeholders in accordance with the objectives of the training, involves reconciling views and interests that are not necessarily easy to handle, especially considering the situation of high political polarization and distrust in Bolivia, which complicates any process associated with conflict management and transformation. Past experiences have shown that coordination is needed along with political sensitivity, good context knowledge and practical experience derived from similar processes led by the United Nations. This is a condition for the success of such initiatives.

Country Office Implementation Capacity - In the past five years, UNDP Bolivia has been strengthening the Democratic Governance team through various projects and programs for conflict prevention and peace consolidation, such as the joint program "Promoting Change in Peace" (MDG-F Window of Peace); "Strengthening Democracy and Social Cohesion in Bolivia" (BCPR); Strengthening of Political Organizations (SIDA); Strengthening of Social Organizations (EU). Through this team, the Country Office has been able to respond to various challenges resulting from the complex political and social context in Bolivia. Thus, the democratic governance team has been able to meet demands and provide strategic support to key players such as the Plurinational Legislative Assembly, various ministries, the Ombudsman, political parties, and social movements. However, the projects and programs that have prompted this dynamism in the governance team have begun to close and by June of this year none of them will be active. This implies that the operation and implementation of the new initiatives will be greatly reduced in 2012. This is especially true in the case of complex initiatives involving many

stakeholders that participate in matters such as training in dialogue, mediation, and constructive conflict management.

Moreover, Bolivia does not have a Peace and Development Advisor, which limits the ability to ensure leadership for the project from mid-2012.

For these reasons, obtaining the requested support is fundamental to the implementation of the training process. Should this application be accepted, a national hiring is expected under a SB4-3 level service contract. Such support would be primarily responsible for the following areas.

- Project/initiative Coordinator. The Coordinator would be responsible for all management elements of the initiative as well as for reports, coordination with the New York-based Project Manager, coordination and liaison with external technical teams (facilitation, systematization staff, etc.), coordination with the European Union delegation in Bolivia, etc.
- Consolidation of partnerships. The Coordinator would be responsible for consolidating and operationalizing the partnership with UNIR Foundation and other participant entities and for coordinating all training activities with those institutions.
- Practitioners Network. He/she would coordinate and supervise all training-related activities for mobilization and strengthening in the Network.
- Virtual Platform. He/she would coordinate and monitor the use of virtual methods and contents for the training process.
- Development of materials, systematization and lessons learned from the training process. These functions would be developed since the beginning of the training process from a knowledge management approach. This would be done to provide permanent feedback to the process and to generate materials to undertake the systematization planned in the initiative at a global level.