

Advocacy/Action Coalitions for Sustainable Agriculture & Natural Resource Management in Ecuador & Peru

**Andean Institution
Team**

Iowa State University

**Heifer Project,
International,
Ecuador**

Grupo Yanapai, Peru



Objectives of the Study

- to understand how key natural resource management decisions are made
- to encourage grassroots participation so such groups can use that knowledge in the decisions that most affect them

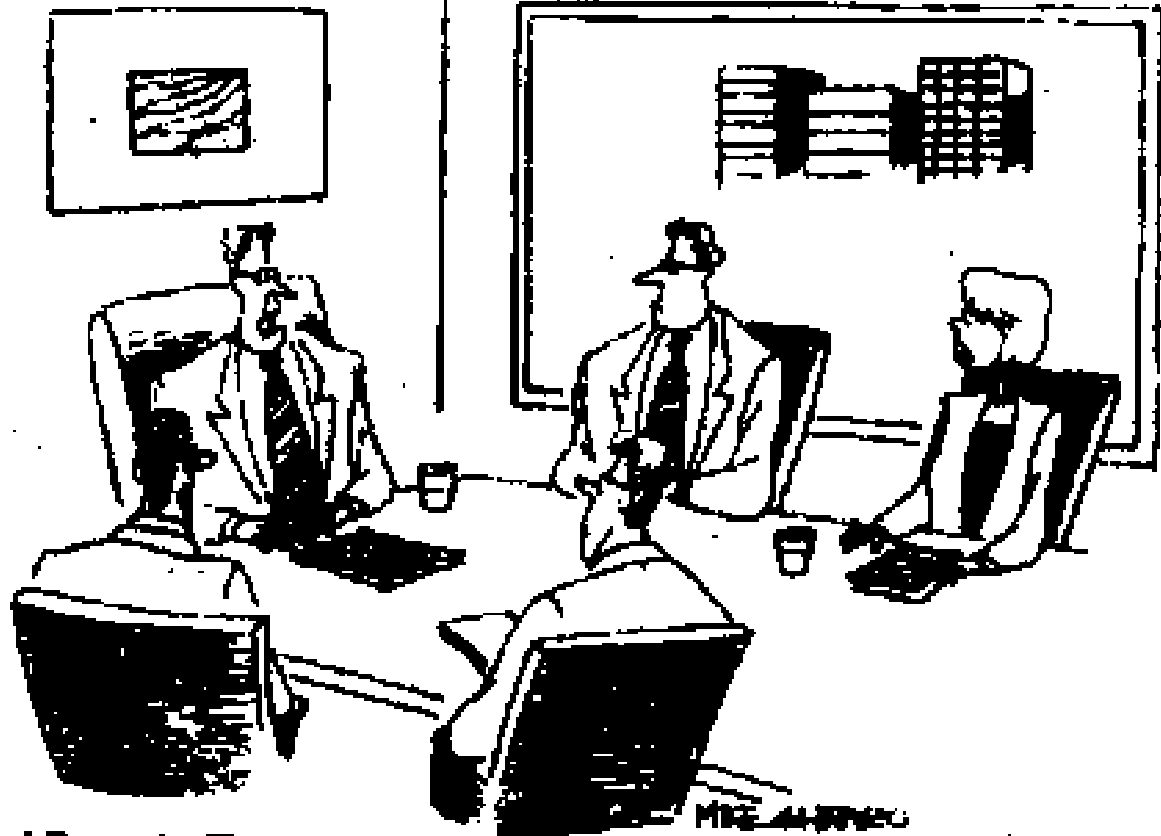


Model of Decision Making 1

**Scientific
information
about conditions
and threats**



Improved conditions



“It’s not that I think a fact-finding committee is necessarily a bad idea. I’m really just not that interested in facts.”

Facts are not always motivators

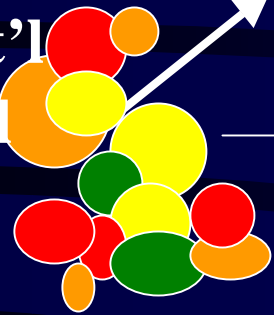
Locally identified issues

Model of Decision Making 2

Institutional
Actors

Shared desired future conditions

Internat'l
National
State
Local

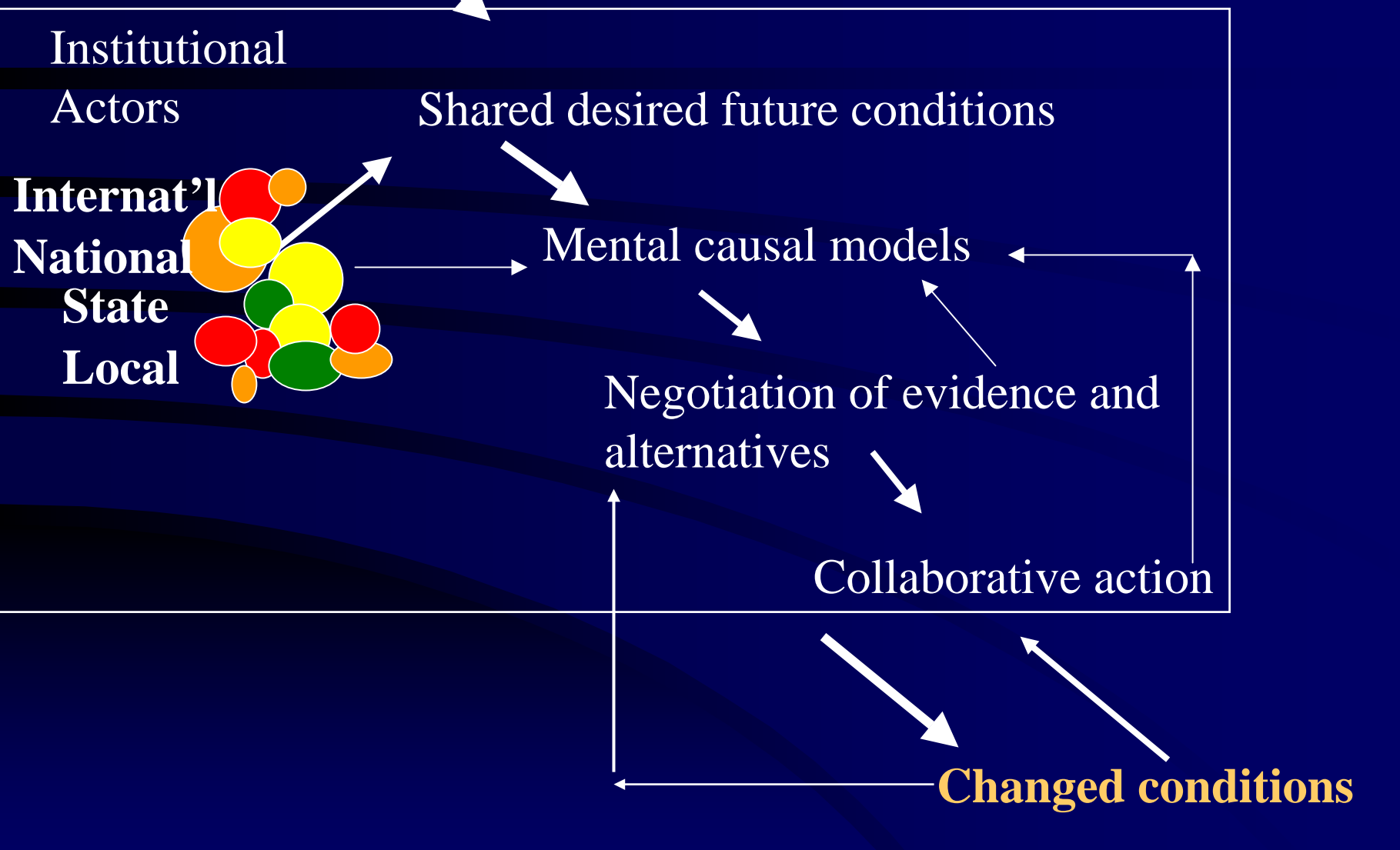


Mental causal models

Negotiation of evidence and alternatives

Collaborative action

Changed conditions



Advocacy Coalitions in Ecuador and Peru

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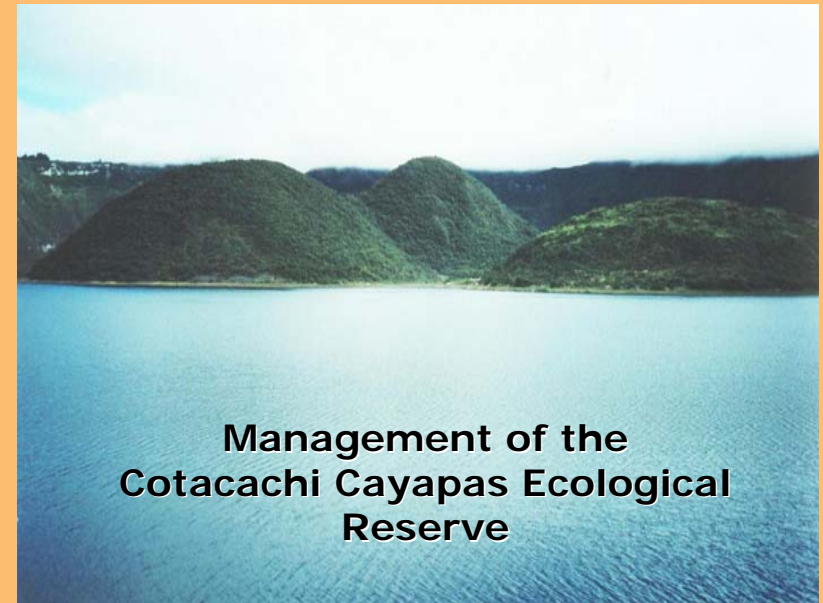
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Criteria for choosing issues

- **Local people active around issue**
- **Institutional actors come from at least two sectors (market, state, and civil society)**
- **Issues have policy implications**

DECISION-MAKING PROCESSES ANALYZED— COTACACHI, ECUADOR

**Access to and use of
water in the Andean zone**



**Management of the
Cotacachi Cayapas Ecological
Reserve**



**Mining Controversy
in the sub-tropical
zone-Intag**

**Research-action
To inform alliance
formation (Peru)**

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graph TD; A[Research to understand existing and emerging Coalitions (Ecuador, Peru)] --> B[Research for understanding possible coalitions (Ecuador, Peru)]; B --> C[Research-action To inform alliance formation (Peru)];
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**Research for
understanding
possible coalitions
(Ecuador, Peru)**

**Research to understand
existing and emerging
Coalitions (Ecuador, Peru)**

Data Gathering

Ecuador

Peru

- NGOs gather the data through institutional interviews and focus groups; ISU does interviews where strategic
- Data coded by ISU
- Analysis returned to NGOs, who share it with the institutional actors

- NGOs teach community members to do the institutional interviews; ISU does interviews where strategic
- Data coded by ISU
- Analysis returned to NGO, who shares it with the institutional actors

UNORCAC's Organizational Capacity for Environmental Management

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•
**FUNDACIÓN
HEIFER
ECUADOR**

•
May, 2004

Major Historical Events-- Cotacachi

- 1937—Law of Communities (Ley de Comunas) passed
- Land reform in 1950s and 1960s did not reach Cotacachi
- 1977—After fall of military government, predecessor to UNORCAC was created

UNORCAC—Phase I (1980s)

- Initial Objectives:
 - Defense of indigenous values and culture and against discrimination
 - Promotion of bilingual education
- Implemented through combination of :
 - Minority representation in Municipal Council and
 - Mobilization of peasant communities
- Integrated Rural Development (1980s) led to
 - Rural infrastructure—roads, schools, health posts
 - Agricultural production assistance

UNORCAC—Phase II (1990s)

- Neoliberal policies contribute to shrinking state
- Decentralization of government with few resources transferred
- NGOs and SLOs (Secondary Level Organizations) carry out some state functions
- Increased reliance on outside funding and technical assistance from NGOs
- Shift from political (state no longer responsive) to technical approach
- UNORCAC increasingly has clientelistic relations with member communities--or no relations at all.
- Shift from agricultural production emphasis to natural resource management as development thrust
- Indigenous mayor elected in 1996 as mayor of all the people; complicates indigenous political message

UNORCAC—Phase III (2004--?)

- Movement toward food security??
- Sustainable agriculture and development??
- Potential for rebuilding relations with member communities through--
 - Technical assistance to communities in negotiating access to water
 - Assistance to communities in land disputes with *hacendados*

UNORCAC Congress (every 3 years)

General Assembly (annual)

Executive Committee

Natural
Resources

Economic
Development

Social
Development

Politico-
Organizational
Strengthening

Savings and Credit
Cooperative

Health Education Culture Infrastructure

Desired Futures

We are not interested in having protected areas that are untouched when we have a poor population in the area that has to survive. We have to find mechanisms that help us to balance [resource] use and conservation.

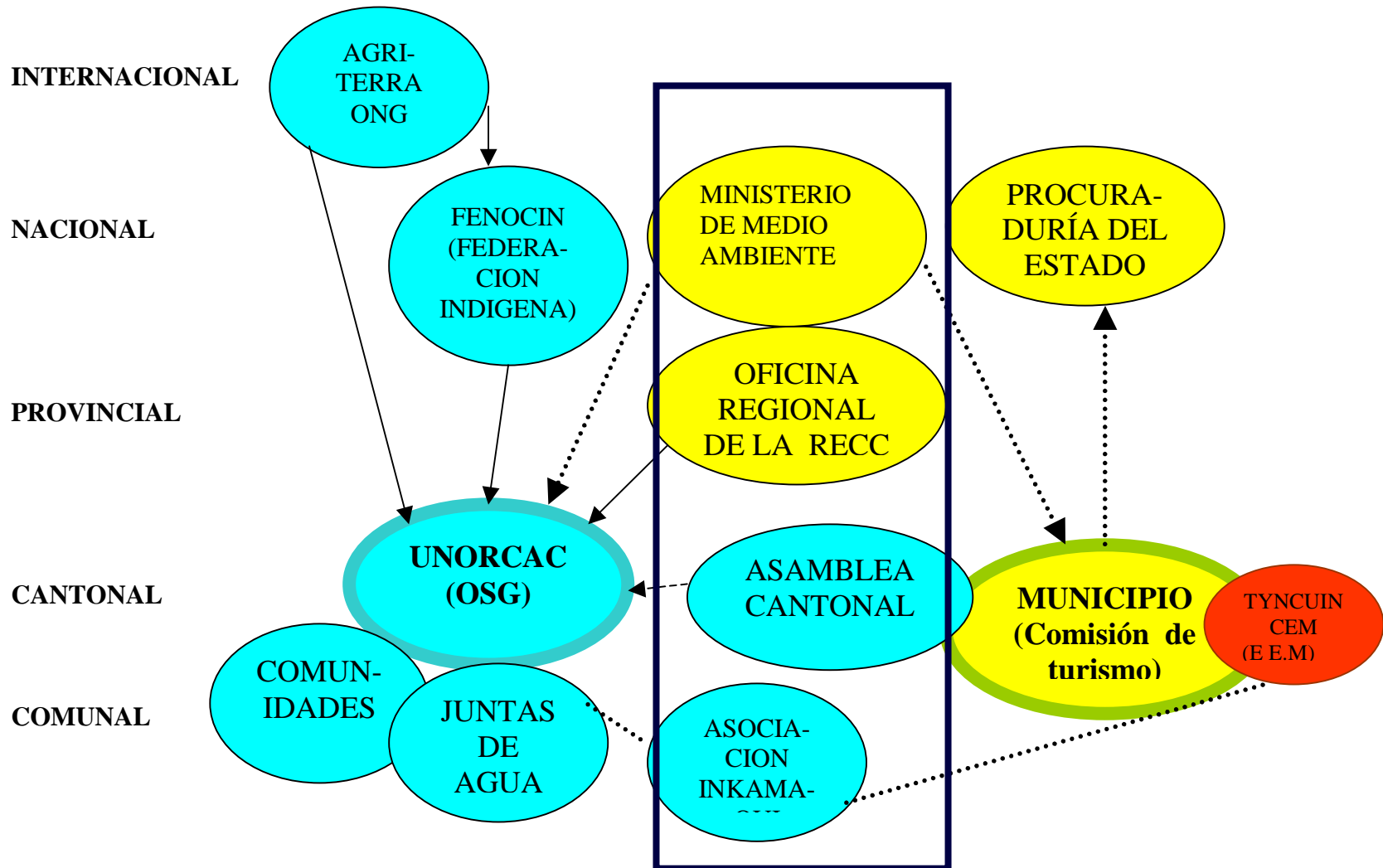
» Auki Tituaña, Mayor of Cotacachi

Mental Causal Models

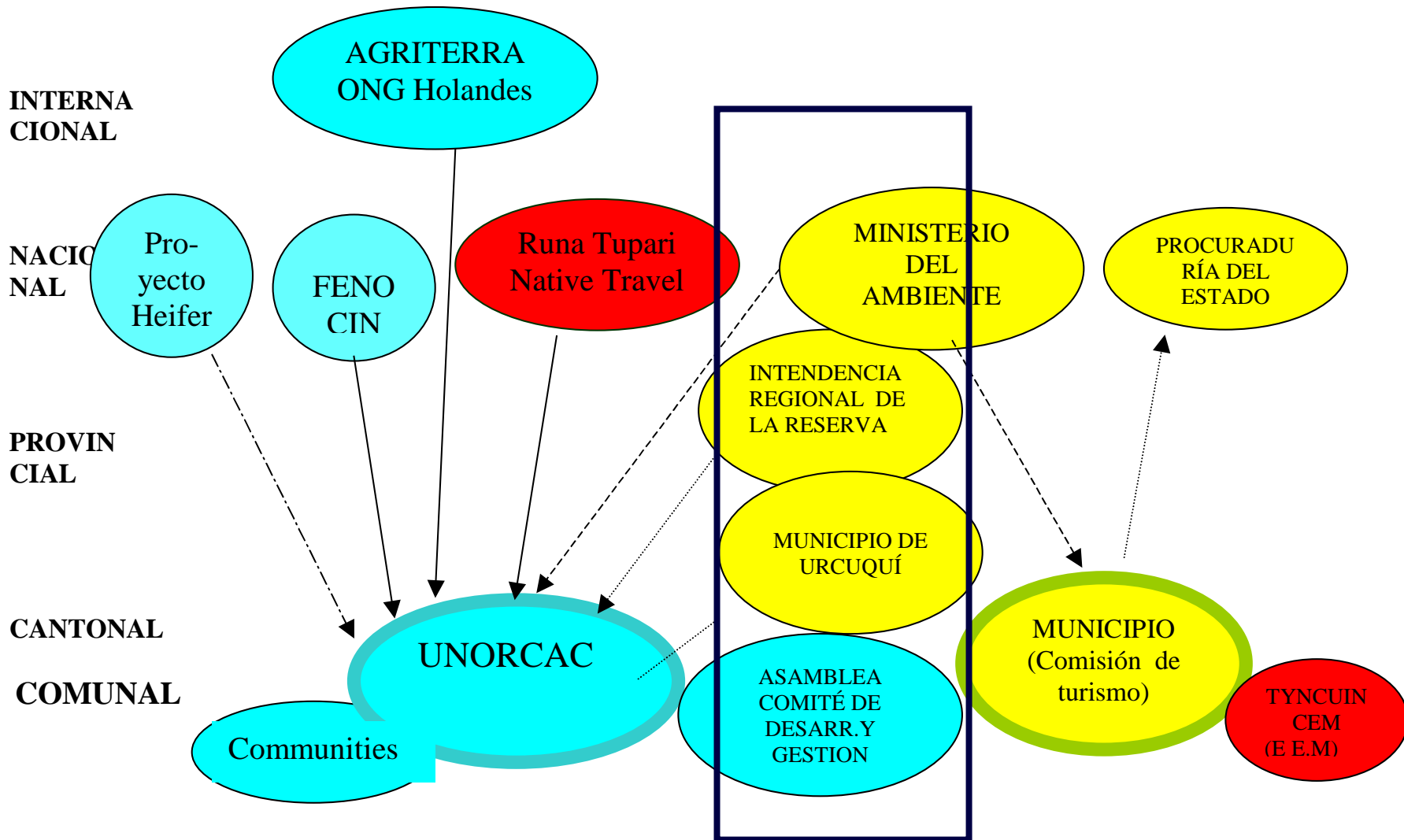
UNORCAC, the Incamaqui. . . were administering the boats [on Lake Cuicocha] and there are some murky things, now that were are speaking of corruption and transparency. When resources are given to the indigenous people of Cotacachi, the projects have always self-destructed...

- » Mestizo member of Tourism Commission of Municipality, Tourism Committee of Cantonal Assembly, and stockholder in mixed company for tourism.

COALICIONES DE PERSUASIÓN ALREDEDOR DEL MANEJO DE LA RESERVA COTACACHI-CAYAPAS (RECC) (1)



COALICIONES DE PERSUASIÓN ALREDEDOR DEL MANEJO DE LA RESERVA COTACACHI - CAYAPAS (2)



Lessons Learned from Cotacachi- Callapas Bioreserve Issue

- Training needed in knowledge of environmental laws and policies
- Strengthen UNORCAC's capacity for negotiation
- Need to engage Environment Ministry directly
- Shift from decision making by technicians to combining political and technical decision-making capacity
- Implement participatory advocacy/action coalition methodology to deal with bioreserve management issue

Objectives: Grupo Yanapai

- Strengthen the decision-making capacity of community organizations around natural resource management, through:

- training and formation of leaders,
- participatory research, including advocacy coalition analysis,
- prioritizing ancestral uses of natural resources.



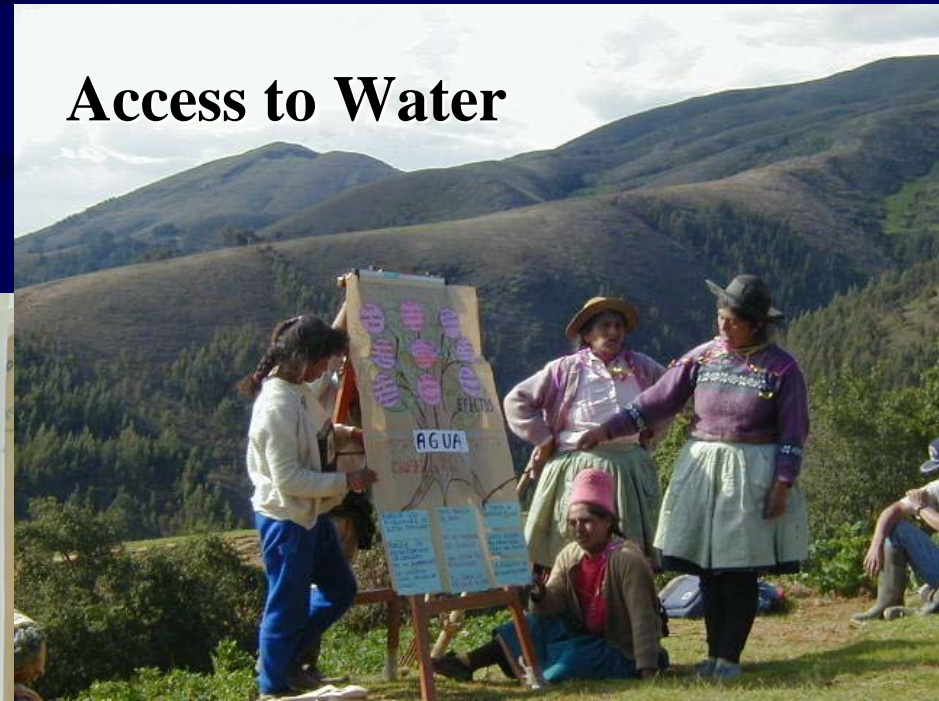
Peru

Grupo Yanapai Members (l to r): Raúl Ccanto, Edgar Olivera, Sonia Salazar

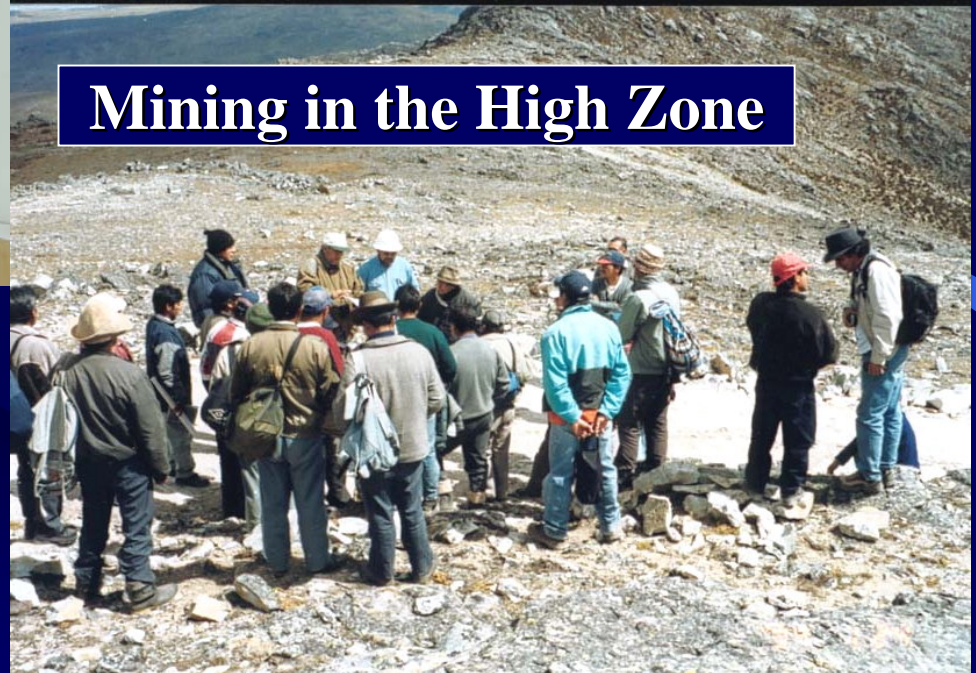


Natural Resource Themes in Peru

Access to Water



Mining in the High Zone



- Land use

- Boundary disputes
- Overgrazing
- Integrated use of common & private property



Alarm over land loss

Concern over soil and pasture degradation

**Seeking help and alliances in negotiations
with mining companies.**

Pride in crop biodiversity.



Land access and use

Conflicts

- ✓ Boundaries between communities
- ✓ Communal vs. private
- ✓ Mining

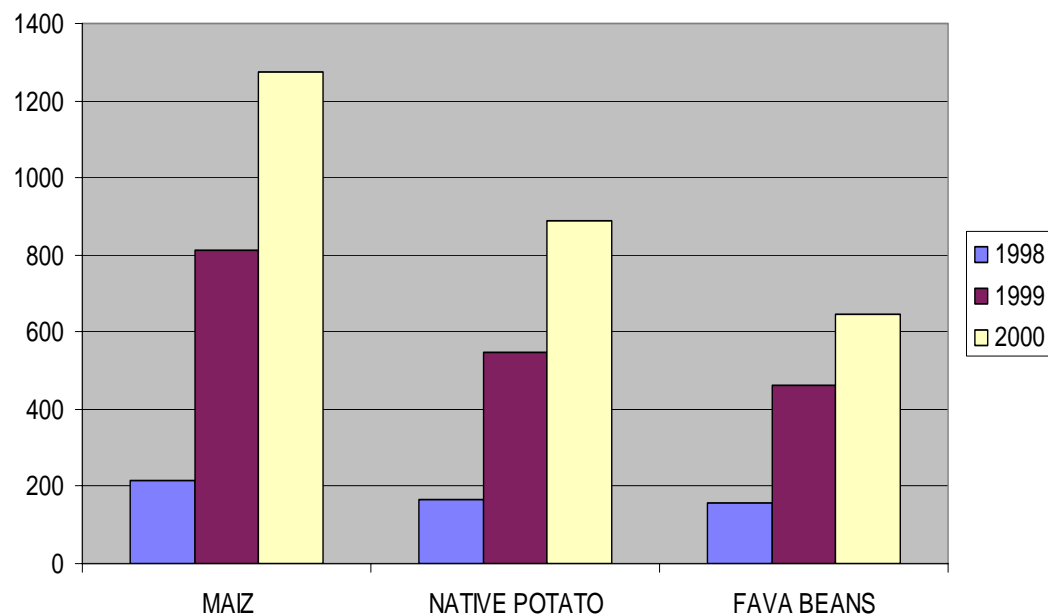


ADVANCES IN COALITION BUILDING

- Land use and access: Boundaries between communities and private owners are being negotiated; PETT (*Proyecto Especial de Titulación de Tierras y Catastro Rural*) of the Ministry of Ag proposed its own solutions
- Mining: As a result of the process taking place, communities affected by mining have demanded environmental studies
- Quilcas is now the regional center for the Coalition of Communities Affected by Mining; negotiations with mining company are ongoing.



Table1. Number species and samples presented in biodiversity fairs



Biodiversity Fairs

Indigenous political economy—



- Ecuador: strong national indigenous federations, secondary-level organizations, and local indigenous culture; peasant communities are weak.
- Peru: Strong peasant communities because they control collective resources (land in particular); weak organization at regional and national levels.

Contrast between Advocacy Coalitions Research in Ecuador and Peru

- En Peru, focus was on the peasant community;
 - Lent itself to participatory research;
 - Strengthened social and human capital in communities
 - Annual turnover of community leadership disrupts social and human capital that was generated
- In Cotacachi, work conducted at level of secondary level organization
 - Lent itself to more traditional research with less direct community/SLO participation in research
 - Led to diagnosis of organizational weaknesses of UNORCAC in influencing policy.
 - Potential for conducting participatory research with UNORCAC and conducting training for policy arena

Common Issues

- In both countries, strong antagonism between communities/indigenous groups and municipalities
- Municipality is official local government unit; regional and national governments are obligated by law to rely on municipality for policy implementation. Examples:
 - Ecuador: Ministry of Environment requested municipality to organize compromise solution to bioreserve management controversy
 - Peru: Municipality grants concessions to mining companies, which can mine communal lands. Municipality receives royalties; communities not compensated for damages.
- Policy recommendation: Need to grant indigenous communities greater autonomy.

**That's all,
folks!**

