BiblioWorks: Advocating For The Creation Of Libraries For Children In Chuquisaca, Bolivia

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SIT Graduate Institute

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BiblioWorks: Advocating for the Creation of Libraries for Children in Chuquisaca, Bolivia

Jhasmany Saavedra
PIM 74

A capstone Paper submitted in partial fulfillment of the requirements for a Master of Arts in Sustainable Development at the School for International Training in Brattleboro, Vermont, USA

Capstone Seminar: May 2016
Advisor: Jeff Unsicker, Ph.D.
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Student name: Jhasmany Saavedra Date: May 19, 2016
## Glossary of terms and abbreviations:

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Glossary of terms and abbreviations:

**Children’s Plan:** Chuquisaca’s Departmental Plan for Infants, Children, and Adolescents.


**DIGES:** Office of Social Management. Dirección de Gestión Social in Spanish.

**Department:** Administrative division of Bolivia.

**Departmental Government:** Legislative body in each department. In this paper is used to refer to Chuquisaca’s Departmental Government.

**DPPNNA:** Chuquisaca’s Departmental Law of Public Policies for Children. Ley Departamental de Políticas Públicas para la Niña, Niño y Adolescente in Spanish.

**HRWC:** Human Rights Watch Coalition. In Spanish Observatorio de Derechos Humanos.


**Legal Team:** A unit in the Departmental Government in charge of reviewing the legal bases of bills or plans, programs and projects.

**OSD:** Office of Social Development. Secretaría de Desarrollo Social in Spanish.
1. Introduction

During 2015-16, I completed my SIT professional practicum as an intern with BiblioWorks based in the Asheville, North Carolina office. Founded in 2005, the focus of this very small organization has been to provide funding and support for libraries and other educational programs in one part of Bolivia. I am from Bolivia and, prior to my scholarship to study at SIT, had worked with local NGOs. During my on-campus phase, I took a sequence of courses in policy advocacy and thus, along with other assignments, I became BiblioWorks’ US-based resource person working with the Bolivia-based director as the organization began to expand its mission to include advocating for more Bolivian government funding for those libraries and projects. The advocacy process is being implemented in Sucre, Bolivia. This case study documents what we have done and learned in the process.

The opportunity to advocate on the Chuquisaca’s departmental Plan of Policies for Children (Children’s Plan) presented itself to BiblioWorks in 2015. Chuquisaca is one of the nine departments that Bolivia is divide into. The Chuquisaca’s Departmental Government has been working in the creation of new public policies focused on children for the past five years. One of these policies is the Children’s Plan which encompasses different actions focused on improving children’s situation in the department.

In November 2015, the departmental Law of Public Policies for Children (DPPNNA for its initials in Spanish) was approved. The new law, as well as the national Law for Children Affairs (CNNA for its initials in Spanish), required an implementation plan. Nonprofit organizations working on issues related to children were invited to present proposals at public meetings. At that point I started working on a team with the
director of the BiblioWorks, Maritza Valdez, on defining our advocacy goals. We
designed the strategy at the same time that Maritza participated and made proposals for
the plan. Our main approach was to advocate as members of the Human Rights Watch
Coalition.

Maritza and I chose the goal for the campaign after the campaign had started.
We used the public meetings to learn about the processes that the departmental
government would follow on writing the Children’s Plan and organized the campaign at
the same time. Our goal changed more than once, because of the new information that
we collected. Jim Shultz (2007) discusses advocacy processes that the advocate cannot
choose and are chosen for them. This was the case for BiblioWorks and the Children’s
Plan.

To create our strategy, we used the Advocacy Circles designed by Jeff Unsicker
(2013). Unsicker organizes the advocacy data in five circles that represent different
aspects to take into consideration in the advocacy process. The circles include the
context, politics, policy, strategy and advocates.

Our context included the macro-context of Bolivia and then the micro-context of
Chuquisaca; The politics included three offices of the Chuquisaca departmental
government: the governor’s office, the Office of Social Development, and the Unit of
Social Management; The policy, is the Chuquisaca’s Children’s Plan; The strategy
includes our goal, and tactics to influence the politics; and BiblioWorks is the primary
advocate of this process.
We used other tools to develop our strategy such as the advocacy map developed by Covey and Miller (explained in Unsicker, pp14, 2013); the Theory of Change developed by Inigo Retolazan (2011); and the Table for Collection of Proposals for the Departmental Plan for Children developed by Tahi Abrego (2016).

BiblioWorks’ membership in the Human Rights Watch Coalition (HRWC) was finally what allowed us to influence local politics. To strengthen the coalition, we used some of Jim Shultz (2007) suggestions about coalition building.

The information that I had access to, was secondary. My main source of information was Maritza Valdez. I communicated with her through phone calls, email and weekly skype meetings. Most of this communication was to develop the advocacy’s strategy together.

I also interviewed Mateo Baeza, the advocacy supervisor of UNICEF in Chuquisaca and Tahi Abrego, the UNICEF consultant. I maintained communication with local authorities including Analy Pantoja, a superintendent of education in Chuquisaca. With her knowledge of the local education policies, she guided us during the process of creation of our strategy.

I was never able to participate of the Interagency Team or the HRWC meetings, so I never witnesses the dynamics in both coalitions. That makes my perspective about the process incomplete. I am aware of the limitations on the information and how this influenced my perspective on the process of the campaign.

I did had access to written information during the advocacy process. I did research about the Bolivian literacy’s current situation, the departmental and national
regulation around literacy promotion, and departmental and municipal budgets for education and access to information. Working in the campaign from the U.S. my main role was to do research and train Maritza in the use of policy tools learned at the Policy advocacy class at SIT.

2. Context

2.1. An overview of Bolivia:

Bolivia is a landlocked country in South America, divided in nine departments. Two thirds of its territory are on the plains called llanos, and one-third in the Andes Mountain chain known as altiplano. The geographical division has contributed to the cultural evolution of both regions. The altiplano has been populated for centuries by indigenous cultures and the current inhabitants identify themselves with these cultures, the largest groups are Quechua and Aymara. The llanos in the east on the other hand, has been recently occupied, and is an area that is growing faster in population than any other region (Antelo, 2013). The area has developed larger urban centers that have formed a more modern and westernized perspective on its inhabitants.

Politically the altiplano has a more socialist perspective and the llanos have a more capitalist standpoint. The altiplano has institutions developed through the centuries that are the base of current social movements. The llanos developed thanks to settlers looking for economic opportunities and has grown around industrialization in the 20th century. (INE, 2001; INE, 2012)
62% of Bolivia’s population live in urban areas and 64% of the population identifies themselves as indigenous (INE, 2012). Indigenous communities have historically occupied rural areas, but during the decades of the 80’s and 90’s, entire indigenous communities migrated to the cities (INE, 2012). Migration to urban areas has created a phenomenon called urban poverty, and the migrants became an oppressed and exploited group (CEPAL, 2007). This group has been more supportive of a socialist way of government and became active in national politics after the 50’s Revolution, when they achieve participation on national politics.

Evo Morales, the current Bolivian president, is the first peasant, no professional, and non-white descendant, that hold the presidency (Blackwell, 2002). His main action as president was to call to a Constituent Assembly to write a completely new national constitution. In 2009 the new Bolivian constitution was approved. Among the most significant changes in the new constitution was the shift from a republican government to a plurinational state honoring the different cultures (nations) that inhabit the country, the recognition of autonomous regions on three different levels: departments, municipalities and Indigenous territories (Asamblea Constituyente de Bolivia, 2009). This is the first time that indigenous groups are allowed to govern themselves.

After signing the new constitution, the national government has encouraged the creation of new laws that are in tune with the new constitution. Each one of the three levels of autonomy are mandated to created local regulations to improve the government’s work. These regulations have to be contextually relevant. (Asamblea Legislativa Plurinacional, 2010).
The creation of autonomies is organized through a Law of Autonomies. In this law the budget for the implementation of policies was decentralized from the national government to each autonomous level. Social sector organizations were by law included in the policymaking process, implementation and social control of all local policies. (Asamblea Legislativa Plurinacional, 2010).

Each one of the nine Bolivian departments are governed by a departmental government. The department is organized in regions, provinces, municipalities and indigenous autonomies. Each region has a sub-governorship, a branch of the departmental government. Indigenous autonomies and municipalities have the same level of autonomy. Indigenous autonomies are administrated in the customs of governability of each ethnic group. (Asamblea Legislativa Plurinacional, 2010)

According to the Law of Autonomies each level of government has autonomy in the administration of its resources. Nevertheless, there is a structure of governance, where the national policies and interests are on top followed by the departments and at the bottom are the municipal and indigenous territories (Asamblea Legislativa Plurinacional, 2010). The main goal of the autonomies has been decentralization, but critics have pointed out that the law maintains the central government’s power.

2.1.1. Chuquisaca.

Chuquisaca is one of the nine Bolivian departments. It is located in the central south region of the country. The Department is divided into four regions, ten provinces, and twenty-eight municipalities. Sucre is the capital of the department, where all the departmental administrative offices are based (Gobierno Autonomo Departamental, 2013).
The governor of Chuquisaca as well as the major of Sucre, the capital city, are members of Movement to Socialism (MAS for its initials in Spanish), the political party of the Bolivian president. Taking into account that Sucre is historically a politically conservative city and the party is socialist, this is unusual.

The population of Chuquisaca is 581,347 according to the national census of 2012. More than 60% of its people live in urban areas. Most of the poverty in the department is concentrated in rural areas, smaller municipalities, and indigenous communities. The department is the third lowest in the Bolivian Human Development index, which ranks categories such as public services, education, health, infrastructure, and life expectancy. (INE, 2012)

The oldest university in the country, Universidad San Francisco Xavier de Chuquisaca, and the office of the National Records and Library are located in Sucre. San Francisco Xavier, began opening some degree programs in rural municipalities starting in the 2000’s. The department has the third highest position on literacy in the country. Nevertheless, the population that is illiterate has grown in 15% between 2008 and 2012 (for 2013, the second largest increase in the country (Martinez, 2013).

2.2. An overview of the legislation in Bolivia

Bolivia is facing a moment of several changes in legislation due to the new constitution. There are four main types of laws in Bolivia: national that are regulations mandated by the national government; departmental public policy laws that are regulations for the creation of public policies based in national laws; municipal
ordinances that mostly referred to programs and projects for the application of national and departmental laws; and indigenous regulations that are based on the customs (Asamblea Legislativa Plurinacional, 2010).

The two national laws that are important for this paper are the CNNA, and the Law of Books and Reading. As well as the departmental Law of Public Policies for Children (DPPNNA for its initials in Spanish),

2.2.1. CNNA

The CNNA was passed in July 2014 as Ley 548: Código Niño, Niña y Adolescente. It is a regulation for children’s rights and duties. It also regulates the roles of the four levels of government in favor of children. It outlines public policies and programs that each level of government should implement to ensure the exercise of children’s rights. The CNNA includes articles that are essential to support our advocacy for funding for libraries. It specifies that it is the government’s responsibility to ensure children’s access to information. (Asamblea Legislativa Plurinacional, 2014).

In Chapter 15: Resource Allocation, it mandates the departmental and municipal governments to create a departmental and a municipal plan for children. This plan should include strategies, services, responsibilities, budgets and programs for children based on each level of government’s responsibilities, described on the law of autonomies (Asamblea Legislativa Plurinacional, 2014).

In Article 160, the code differentiates three types of policies: policies for prevention, assistance, and special protection. The last two focus on the creation of programs to serve children whose rights have been violated. The first, policies of
prevention, entitles the creation of programs that provide services for children. BiblioWorks programs are considered programs of prevention. Article 165 sub-section C, categorizes as a government’s responsibility the allocation of material, human and financial resources to programs that ensure child protection. (Asamblea Legislativa Plurinacional, 2014)

In Article 119 the CNNA specifies the right of children to information. It indicates that it is the responsibility of the government and parents to provide children with information and sources of information. Subsection two of the same article, demands for creation and development of policies and regulations that ensure the access to information (Asamblea Legislativa Plurinacional, 2014). Access to information can be interpreted as creation of libraries or other services that make information accessible to children.

2.2.2. Departmental Children Law (DPPNNA)

The DPPNNA is the document that is most useful on the advocacy process of including the creation of libraries in the Children’s Plan. It is the legal framework for the creation of the Children’s Plan and explicitly defines the creation of libraries as a responsibility of the departmental government.

The HRWC drafted the bill of Public Policies for Children and presented it to Chuquisaca’s Departmental Legislative Assembly. The bill was passed into law in May 2015. The DPPNNA is a public policy law, since this is the type of laws that the departments pass. In the Bolivian context, a public policy law includes courses of action and funding priorities, while a national law delineates general principles about social issues, without defining actions or budgets. (Asamblea Legislativa Plurinacional, 2010)
Public policies and actions for protection are defined on chapter one of the DPPNNA. Article 5 identifies the state and its institutions as the guarantor of rights for children. In article 6, the departmental government is described as a co-guarantor of the national state, along with the families and all of the society. The departmental government and its institutions are required to create conditions to ensure that families can protect their children. This should be done through policies, plans and programs. (Asamblea Legislativa Departamental, 2015)

Article 50, still in chapter one, describes actions for holistic protection. Sub-section three of this article mandates the creation of a Departmental Plan for Children in coordination with public and private institutions, and social organizations. (Asamblea Legislativa Departamental, 2015)

Sub-section seven of article 50 mandates the departmental government to implement education, arts, culture and sports program and projects for children. To achieve this the departmental government is mandated to allocate budgets for materials, infrastructure and human resources. (Asamblea Legislativa Departamental, 2015)

Sub-section eighteen of the same article orders the departmental government to promote access to information through the creation of libraries, archives, and centers for documentation. The departmental government is mandated to coordinate this action with municipal governments and indigenous autonomies (Asamblea Legislativa Departamental, 2015). This has become the main tool for advocacy for us at BiblioWorks, since it is the only sub-section that explicitly talks about libraries.
Subsection 24 requests the creation of museums in indigenous autonomies that promote and preserve the art and culture of the group. Subsection 25 requires the creation of a program that builds skills in children to develop and preserve their cultural heritage (Asamblea Legislativa Departamental, 2015). The BiblioWorks’ libraries provide both services, especially in small rural areas where the library is often the only cultural institution. This two articles have also been part of our message while advocating.

2.2.3. Book and Reading Law

The Reading and Book Law (LLL for its initials in Spanish) was passed in April 2013. The main goals of the law are the promotion of reading and production of books in the country. The law proposes the creation of a national system of libraries and records as an action to promote reading habits. The Ministry of Education, and the Ministry of Culture and Tourism are the responsible for the creation of these system. Both ministries are also in charge of creating and implementing a national plan to promote reading and book production. (Asamblea Legislativa Plurinacional, 2013)

In article 2 the law defines the creation of libraries and other spaces for reading, as actions to promote reading and writing. The same article mandates to encourage publishing books in the country’s official languages, which are 37 recognized in the Bolivian constitution. (Asamblea Legislativa Plurinacional, 2013)

The law mandates that each level of autonomous government creates a Plan for the Promotion of Reading and the Production of Books. The law also ensures the participation of public and private social organizations in the writing process of this plan.
The plans should include book fairs and the creation of public libraries. (Asamblea Legislativa Plurinacional, 2013)

### 2.2.4. Departmental Development Plan

The Department’s Development Plan (PDD for its initials in Spanish) is a document that guarantees the implementation of public policies, programs and projects in Chuquisaca. The plan for 2012 to 2016 is coming to an end, and a new plan for 2017-2022 will be presented and approved by the governor. The total budget for the implementation of social policies in the term 2012-2016 was 3,301 million bolivianos (474 million dollars). From that amount 1,238 million bolivianos, (177 million dollars) were bound to education. (Asamblea Departamental de Chuquisaca, 2012).

Only 86.7% of the annual budget of the Departmental Government has been used in 2015 (Chuquimia, 2016). This shows that 13.3% of the budget can be used in other public programs, such as the creation of libraries. The implementation of public libraries was not included in the 2012-2016 plan, but it does include the creation of Telecentros (Computer labs), as a priority action to ensure access to education and information in the Department. (Asamblea Departamental de Chuquisaca, 2012) Telecentros were implemented in every Municipality, but BiblioWorks has partnered only in two municipalities.

The PDD considers Cultural Identity Strengthening as a priority policy. It foresees broadcasting information created by indigenous cultures, reclaiming traditions and cultural manifestations, and strengthening the cultural identities (Asamblea Departamental de Chuquisaca, 2012). These actions have been promoted at the
BiblioWorks’ libraries especially in small communities. Both of them are also in the message of the camping.

3. The advocates.

BiblioWorks is the primary advocate on this campaign. It is advocating for adequate public funding for the creation of five public libraries in Chuquisaca. To achieve its goals BiblioWorks joined the Interagency Team a coalition formed by the departmental government for support DIGES in writing the Children’s Plan. I am including the Interagency Team as advocate, since it is BiblioWorks’ membership on the coalition what has made possible the advocacy process.

3.1. BiblioWorks

BiblioWorks is a nonprofit organization created in 2005 by siblings Megan and Brendan Sherar as a subsidiary of Biblio.com, an online bookseller based in the United States. Megan was a Peace Corps volunteer in Bolivia and Brendan a business entrepreneur in the book market in Asheville, North Carolina. They created the organization with the mandate to establish libraries in rural communities of Chuquisaca, Bolivian (Valdez, 2012).

BiblioWorks is registered as a 501(c)(3) in the U.S., and in Bolivia it is accredited by the Ministry of International Affairs as an International NGO. The organization’s mission is “to provide communities in need with tools and resources to develop
sustainable literacy and educational programs through schools, libraries and cultural institutions” (BiblioWorks, 2015).

BiblioWorks creates libraries in coordination with local municipalities, the local school boards and, occasionally, other local grassroots organizations. For each library, BiblioWorks signs agreements with the municipal government to share the costs of the library, and with the school board to develop programs in the library. Generally, BiblioWorks is in charge of training the new librarian, creating and training a library committee, and buying 50% of the books and furniture. The municipality is in charge of paying the librarian’s salary, providing a building and providing 50% on counterpart for books and furniture. The school board is in charge of providing time for their teachers to be trained in the use of the library, creating programs for the students use of the library, organizing reading activities in partnership with the library, and in some cases hosting the library in a school building. After five to ten years it is expected that the library will be sustainable and completely maintained by the municipality and the school board (BiblioWorks, 2016).

Over the past 10 years BiblioWorks has transitioned from a small, one-staff non-profit to a medium sized organization. In Bolivia it has three paid staff, three unpaid interns from the local university and volunteer coordinator. In the U.S. BiblioWorks has fundraising intern and the board of directors with ten members, as well as accountant consultant. The director of the organization is based in Bolivia and the president of the board of directors is based in Asheville, NC.

BiblioWorks has also evolved from only implementing rural libraries, to work in different areas of literacy promotion, creating a strong presence in the entire
department. It has implemented 12 libraries, 4 reading corners in rural areas, organized 5 reading festivals, and participated in national and international literacy forums. The 12 libraries serve a total of 300 people daily, each of the reading corners serve 20 children a day, and the reading festival serves 2,000 students (Valdez, 2015). This makes more than 3,000 people served each year.

In 2011, BiblioWorks became a member of the Human Rights Watch Coalition (HRWC), a coalition of nonprofit and social sector organizations working in Chuquisaca. Through this membership, BiblioWorks has participated indirectly in the advocacy process to create the DPPNNA. (Asamblea Legislativa de Chuquisaca, 2013)

Currently BiblioWorks is advocating to include the creation of five libraries in the Children’s Plan, which implements policies included in the DPPNNA and the CNNA. BiblioWorks expects to include the departmental government as a strategic partner in the creation of five public libraries in each of the regions of Chuquisaca. The municipal governments, BiblioWorks and the departmental government will share the expenses of creating the libraries in the coming five years.

BiblioWorks is advocating in two different moments. In the first moment, as a member of the Interagency Team to include the creation of the five public libraries, on the text of the Children’s Plan. In a second moment it will advocate as a member of the Interagency Team for the approval by the governor of the Children’s Plan.
3.2. The Interagency Team

The Interagency Team is a coalition created by the Office of Social Development (OSD), a division of the departmental government. It is formed by 22 organization working in children's rights in Chuquisaca. These organizations vary from small local nonprofits, governmental agencies, international NGOS, to official representatives. The Interagency Team was created to support DIGES in the creation of the Children's Plan. DIGES is the division of the OSD in charge of children affairs. (Gobierno Autonomo Departamental de Chuquisaca, 2013).

The invitation to be part of the Interagency Team was public to all organization in Sucre. BiblioWorks became member as an individual organization, as well as part of the HRWC.

The Interagency Team acts in a form of legislative body where the decisions are made by vote. There is a representative of DIGES at each meeting as well as the consultant hired by UNICEF to systematize the information provided for the member. The consultant is usually the facilitator of the meetings since she has the legal and technical knowledge to ensure that a proposal aligns with current policies. The representative from DIGES validates the meeting’s process. If she is not present, the meeting is considered unofficial.

The Departmental Government invested the Interagency Team with the power to create the Children’s Plan but not to approve it. Once the plan has been written, the Interagency Team will advocate for the approval of the plan to the governor.
Since the only purpose of the Interagency Team is to write the Children’s Plan, the coalition will be dissolved after the plan is approved. Shultz (2003) calls this an *ad hoc coalition*, because it has only one objective, in contrast to formal or permanent coalitions that exist consistently.

4. The politics.

The departmental government is the autonomous level of governance that will approve and later carry out the Children’s Plan. The governor Estevan Urquizo is the head of the Departmental Government and below him Chuquisaca’s Departmental Government is organized in eleven offices. Each office has one or more divisions under its supervision. The OSD is the office in charge of social services such as health, education, and inclusion of people with special needs (Gutierrez, 2013).

The OSD is mandated to develop programs for a “holistic development of the population of Chuquisaca” (Gutierrez, 2013). This office is formed by five divisions among them is the Unit of Social Management (DIGES), which is responsible for the Children’s Plan. Martha Chambi, the head of the OSD is the person in charge of presenting the plan to the governor once it is written down.

The OSD oversees hospitals, orphanages, schools, sports tournaments, adoptions, public libraries, programs of sexual and reproductive rights, social inclusion, minority issues, among others. Knowing this helps to clarify why the office is not working as expected and does not have enough resources. OSD is the only office out of eleven, that works on social issues in the departmental government. This shows how social issues are not perceived as a priority by the Departmental Government. Image 2 shows
the structure of the Departmental Government. (See Appendix 1 to see the entire structure of the Departmental Government)

**Image 2: Hierarchy of the Departmental Government: Highlighted the levels involved in the approval and execution of the Children’s Plan**

DIGES is in charge of providing services to children, elderly, and minority groups. This division has been recently demoted in the government’s structure and is facing several budgetary challenges. It is because DIGES did not have the economic, human and technical resources to write the Children’s Plan that UNICEF offered to provide funding to hire a consultant. (Baeza, 2013).

The consultant was hired by UNICEF, but her job responds both to UNICEF and DIGES. (See Image 2) The consultant was hired to systematize the Children’s Plan and
collect the proposals of the local organization based on her legal and technical knowledge. The Interagency Team provided proposals directly to the consultant, who became this way the first level to influence on the process of asking for budgets for the implementation of libraries.

Image 2: Structure of accountability for the consultant

Source: own creation

Once the Interagency Team has written the plan, the OSD, will pass it to the Governor Office, where a legal team will review it to ensure the plan aligns with national and departmental regulations. Once the plan has been reviewed the governor will sign it and present it to the public. This is the hierarchy of politics involved in the process of writing and approving the plan. The legal team at the Governor’s Office cannot make decisions about policies that are included in the plan, but they can recommend to
prioritize policies that are national priority, which could become a challenge for the creations of libraries.

Image 3: Process of writing and approving the Children’s Plan

4.1. Allies and opponents

Maritza and I identified allies for our advocacy process, but we were not able to identify opponents. Our biggest allies where the HRWC and its members that were part of the Interagency Team, and UNICEF.
4.1.1. The Human Rights Watch Coalition (HRWC)

BiblioWorks’ membership on the HRWC has been essential for venturing on the policy advocacy arena. The HRWC is a coalition formed in 2007, with the goal of overseeing the work of authorities on policies and norms that promote human rights. The coalition was formed under the leadership of Realidades, a local nonprofit that works on the reduction of inequality and injustice in Chuquisaca. (Realidades, 2009).

The HRWC is formed by forty grassroots organizations and indigenous groups. It is organized in four commissions: indigenous communities, youth, children, and elderly (Realidades, 2009). Each of these commissions work on three pillars: policy advocacy, oversight of local government work on human rights, and information and promotion of rights.

The coalition is led by a president, a vice-president, and a communications coordinator. This governance board is elected for a two-year term, and is responsible for implementing the decisions that are taken in general assemblies. The general assembly is the higher level of decision making.

The same process is followed by the commissions. Each commission makes decisions about policies and actions to implement. The decisions are usually made by consensus since the number of each commission’s members is around ten organizations and the ones that actively engaged on meetings are less than six. The decisions of each commission are taken to the general assembly and the assembly prioritizes the actions for the term. If an opportunity presents itself to act on an issue, each commission has the authority to change the planned actions.
The coalition does not have paid staff, and all the members are representatives from the organization’s members. The coalition does have an unpaid intern from Sucre’s public university working as an activity planer under the supervision of the governance board.

The HRWC has, supported the passing of public policy laws for children and for youth in Chuquisaca, working on coordination with the Departmental Government. To achieve leadership, it has organized a leadership conferences of children and youth, and this way it gathers proposals for the Children’s Plan. (Abrego, 2016).

The coalition gets funding through international grants. The members are not requested to pay a fee, but they are expected to contribute with material and technical knowledge. Each commission has to fundraise for their own activities, but mostly members provide in kind donations. (Valdez, 2016)
BiblioWorks has been part of the HRWC since 2011 and as a member participated on the advocacy process for the creation and approval of the DPPNNA. It was through the HWRC that in 2015 BiblioWorks learned about the creation of the Interagency Team. The HRWC was really important on the process of influencing the Interagency Team as it will be discussed in the strategy section of this paper.

In 2012 BiblioWorks was voted president of the Children’s Commission of the HRWC (HRWC-CC). The HRWC-CC is formed by eight organizations of which six participate actively. DIGES and the Sucre’s Municipal Service of Legal Support for Children (SLIM for its initials in Spanish) are members of the HRWC, giving governmental backing to the coalition. The eight members of the HRWC-CC are also members of the Interagency Team.

The HRWC has been criticized, because of the lack of leadership rotation. Realidades has held the presidency of the coalition for eight of the nine years of its existence. Past members have left the coalition because of doubts on the transparency.

4.1.2. UNICEF

UNICEF is an agency of the UN working globally for the rights of every child (UNICEF, 2015). In Bolivia UNICEF has a national office in La Paz and three regional offices. One of the regional offices is based in Sucre, which is in charge of three departments: Chuquisaca, Potosi and Oruro. UNICEF’s goal in Bolivia is to ensure the fulfilment of children’s rights and promote children’s development, protection and participation in society (Baeza, personal
communication, 2016). UNICEF works as a partner of the national Government and has helped to strengthen the creation of policies that benefit children in the country. (UNICEF, 2016).

UNICEF was a key player for the creation of the Children’s Plan. It was not directly a BiblioWorks’ allied, but of the Interagency Team as a whole. UNICEF participates in the Interagency Team meetings, but its role is that of a silence observer, since it is an agency of the UN it cannot be member of a coalition. UNICEF has been involved in the creation of the departmental Public Policy Law for Children and its regulations. (Baeza, personal communication, 2016)

Its main contribution to the process of writing the Children’s Plan was to hire a consultant to systematize the proposals of the Interagency Team members.

a) UNICEF’s Consultant

Tahi Abrego was selected as the UNICEF consultant to write the Children’s Plan. She is a local activist in Sucre, that has been involved in the implementation of children’s rights in the department. She has been the director of Realidades, the nonprofit that started the HRWC, for several years. She has personally been the head of the HRWC for more than ten years.

Recently, Tahi became a member of the Bolivian Board of Directors for BiblioWorks. On her role of member of the board of directors, she advised our proposals to the Children’s plan and guided our short term goals.
5. **The policy.**

5.1. **The Problem**

The illiterate population in Chuquisaca has increased in 15% between 2008 and 2013. This is the second largest increase in the country (Ramirez, 2013). Libraries in rural municipalities that are not BiblioWorks’ are inexistent. A study done by BiblioWorks (2012) reveals that only four in ten people read in the department.

Children in rural communities do not have access to books and educational materials. BiblioWorks is trying the change this reality, but the process of implementing libraries has been difficult, mostly because of the municipalities’ budgetary constraints. Budget from the Departmental Government will increase the capabilities of rural communities for hosting a public library and it will create a co-responsibility that will ensure sustainability of the libraries.

The budgets for departmental governments and municipalities come directly from the national government. The taxation system in Bolivia is centralized, and it is the National Office of Taxes who collects the money which is redistributed based on the number of inhabitants in each department and municipality (SIN, 2016). The municipalities do not receive budgets from the departmental government, but both have the mandate to implement libraries. There are overlaps in the work of both autonomous levels, but the Departmental Government has larger budgets infrastructure.

The biggest problem is that the departmental and municipal governments do not coordinate for the implementation of libraries in rural municipalities, even less if
the municipal government is not from the same political party. The Municipalities have smaller budgets that are insufficient for the implementation of libraries.

### 5.2. The proposed solution

BiblioWorks is a mediator between the municipalities and the Chuquisaca’s Departmental Government. In partnership with both autonomous levels of governance, the individual budgets for the libraries are more achievable for each institution.

BiblioWorks proposes the creation of five libraries that will be located in the town where the regional offices of the Departmental Government are based. These libraries will become the head of future libraries networks in each region. The libraries will be created with a multi-source budget from BiblioWorks, the municipal governments and the Departmental Government.

The libraries that BiblioWorks implement currently are cultural centers for the community. They serve as spaces where mothers’ clubs and agriculture clubs meet during the week and use the information from books and other materials to improve their work. The libraries are spaces that provides access to information as a right. Doing so, the libraries respond to multiple departmental priority policies.

#### 5.2.1. Advocacy background

The Chuquisaca’s Departmental Public Policy Law (DPPNNA) for Children and the CNNA, were written simultaneously. After the CNNA was passed in 2013, the DPPNNA law had to be adjusted to match the CNNA, and after two years, it was passed in the Chuquisaca’s Departmental Assembly. (Baeza, personal communication 2016)
In 2012 the HRWC started to participate in the interagency meetings for law proposals, organized by the departmental Legislative Assembly. This was previous to the creation of the Interagency Team. In this process the HRWC-CC was strengthened, with organizations joining the coalition thanks to recognition by the Departmental Government. In 2013 the bill written by the HRWC-CC was presented to the Departmental Assembly and Congressman Marco Antonio Saunero promoted it for its approval. (Maritza Valdez, 2016)

Later the OSD created the Interagency Team. At that point the HRWC-CC already had discussed some of the components of the Children’s Plan and had a proposal for its structure. The HRWC-CC members had meetings outside of the ones with the Interagency Team, to coordinate proposals. This strategy continued during the process of writing the Children’s Plan. This led to some other organizations to join the HRWC-CC in the process of writing the Children’s Plan.

5.3. The Children’s Plan

The Children’s Plan, officially called 2016-2021 Chuquisaca’s Departmental Plan for Infants, Children, and Adolescents. It is meant to make the NNA and the DPPNNA more operative through strategies, actions, programs and projects. It allocates budgets, assigns responsibilities and sets goals for the term. Its creation and implementation are mandated by the NNA and the DPPNNA.

Once it is written it will need to be included in the Department’s Development Plan for the 2017-2022 term, from which it will get resources.
6. The strategy.

Our strategy is based on the recommendations of the materials of the Policy Advocacy Class at SIT Graduate Institute. We primarily used Jeff Unsicker’s book *Confronting Power: The Practice of Policy Advocacy* and Jim Shultz’s *The Democracy Owner’s Manual: A practical guide to changing the world*. Along with tools from different bibliographical materials.

According to Unsicker (2013, pp153) advocates have to “determine what actions or factors, will most likely result in the policy makers agreeing to accept their recommended policy.” In our case we selected three different actions targeting different actors, in different moments of the Children’s Plan creation and approval.

We used the *Advocacy Process and Strategy Development* created by Jane Covey and Valerie Miller (as explained in Unsicker, pp14, 2013). This is a map that organizes the advocacy process in nine sequential steps: Macro analysis, problem, power analysis, social vision, goals, challenges, strategies, and implementation. I have already described three of the steps: macro analysis (Context), problem (Policy) and power analysis (Politics). In this section, I will focus on five of the other steps: social vision, goals, challenges, strategies and implementation. Evaluation, will be included in the last section of this paper.

At BiblioWorks we used a Theory of Change (ToC), tool developed by Inigo Retolazan (2011). The ToC is a “semi--structured change map that links our strategic actions to certain process results that we want to contribute to happen in our immediate
environment” (Retolazan, 2011 Pp. 4). It helps to identify the current problem to be solved and the steps to achieve social change. The ToC includes and analysis of the desired change, agents of change, indicators of change, and evaluation. (See Appendix 3)


The ToC, helped us to organize our information, we wrote down the problem that we had identified, “Children do not have access to books, therefore they do not read and this diminishes their opportunities to improve their professional opportunities”. Our desired change, which became our social vision, is that every [child has] “access to literacy and books through public libraries in every school district in Chuquisaca” (BiblioWorks, 2015). (See Appendix 3)

Our social vision is already part of the Departmental Public Policies for Children Law. It was included in the law by BiblioWorks’ advocacy in 2012. The law specifies that it is the responsibility of the departmental government “to promote access to information …creating and strengthening centers of information and documentation, archives, and libraries in each of the school districts in the department.” (Asamblea Legislativa Departamental, 2015).

6.2. Goals.

Our social vision is ambitious and unlikely to be achieved in the short term. Therefore, we created more achievable goals to implement in the period of the Children’s Plan. According to Shultz (2003), the goals for the campaign should be dramatic and compelling, but also achievable and lay the groundwork for future
advocacy campaigns. According to Unsicker (2013), the goals should be focused on
the policy. He describes *policy change goals* that are directed to change an existing
policy, to repeal or amend one; to formulate a new policy, or ensure a policy’s
implementation.

Following those guidelines, we chose two goals. Both focused on the
Children’s Plan and achievable thanks to BiblioWorks relationships with the
municipalities.

- **Goal 1.** Ensure budgets from the Departmental Government for the
  implementation of five children’s libraries: one in the capital city and one
  for each of the four sub-governorships.
- **Goal 2.** Facilitate the partnerships between the municipalities and the
departmental government for the implementation of the five public
  libraries.

6.3. Challenges

We decided to group our challenges into internal and external categories.

6.3.1. Internal challenges:

a) **Budget limitations**

BiblioWorks did not have specific budget for advocacy processes. We
asked board of directors to redirect 400 USD to advocacy process
every year, which was approved in February 2016.
b) **Technical capacity in the implementation of the libraries**

We want to be involved in the creation of each of the five libraries, but BiblioWorks only has two staff working on the implementation of libraries. The director, Maritza, is not directly involved on setting up libraries. To face this challenge, we decided that the director will be in charge of coordinating the first year of creation of each library and then pass it to one of the project coordinators. Also, the two project coordinators will achieve sustainability of two of our current libraries each year.

6.3.2. **External challenges:**

a) **Bureaucracy**

The Departmental Government’s structure is bureaucratic. Even though the children’s plan is mandated by two laws, the Interagency Team had to create documents supporting the plan’s creation and approval. One of the documents, called *regulations*, describes the responsibilities for each level of government: national, departmental, municipal and indigenous.

After the *regulations* document was approved, the departmental government asked for yet another document, called *justification*, that explained each of the problems that the Children’s Plan would approach and why they were a priority.

b) **Budget cuts for the departmental government**
The departmental government’s budget was cut in 2014. The Law of Autonomies and the new Law of Fossil Fuels, relocated the administration of the gas taxes, from departmental government to the municipal governments. Currently only 10% of gas taxes is administered by the Departmental Government. (Bustillos, 2014).

We cannot change the external challenges, but we can be aware of them in the process of approving and implementing the Children’s Plan.

6.4. Tactics.

In BiblioWorks’ experience, the budget to implement one library is 40,000 USD. We are asking the Departmental Government for 13,500 USD for each library, 67,500 USD total for the implementation of five libraries in five years. To achieve this allocation of budget, we created two tactics: Direct persuasion to both the consultant writing the Children’s Plan and the chief of the OSD, and participation in the Interagency team. We created our Message to start.

6.4.1. Creating our message.

Using the guidelines of the Frameworks Institute, about creating a framework to present your message, we worked on our message. This framework is formed by “important elements, including context, values, metaphors, numbers, stories, messenger and tone” (Benjamin, 2007. Pp. 1). The Frameworks institute explains that “Paying attention to all of these elements will help ensure that your communication about social issues is effective in reaching your audience.” (Benjamin, 2007. Pp. 1). We only focused in four elements of the framework: values, stories, messenger and tone.
<table>
<thead>
<tr>
<th>Frameworks institute element</th>
<th>BiblioWorks campaign</th>
</tr>
</thead>
<tbody>
<tr>
<td>Values</td>
<td>Education is a value widely extended in Chuquisaca, literacy has been a priority of the government for more than a decade. Both the national and departmental laws of children emphasize the right to access to information. The message includes both literacy and access to information.</td>
</tr>
<tr>
<td>Stories</td>
<td>The stories that are presented are the stories of the children that have already been clients of the BiblioWorks libraries. Each of the images that we use are children that have already benefit from having a library in their communities.</td>
</tr>
<tr>
<td>Messenger</td>
<td>The children are the image, but the director of BiblioWorks is the formal messenger. This takes into account the context, where children presenting their proposals directly to the government will be considered informal, even disrespectful.</td>
</tr>
<tr>
<td>Tone</td>
<td>We followed the recommendations of the Frameworks institute to decide our tone. A reasonable tone is suggested by them, where you make sure that your tone presents a solution and avoids political cues.</td>
</tr>
</tbody>
</table>

Based on the chart above, we chose our message “Every child in Chuquisaca deserves access to information and literacy through libraries.” (See Appendix 4). To present our message to our targets, the consultant and the director of ODS. We backed up this with the message that the libraries were heavily funded by BiblioWorks and that the government would need to invest more in them if they implemented the libraries alone.

6.4.2. Direct persuasion to consultant, and to chief of the OSD.

Unsicker (2013) suggests the use of communication with policy makers, informal meetings, and other methods as part of a direct action. Shultz (2003. Pp 158) identifies eight rules for lobbying: “know the legislative process, get your allies together, know your opposition, prepare for the battle, pick your lobbying
targets, deliver the message, lobby the executive branch, and deal strategically with the win or loss you end up with.”

We focused on five of these rules while lobbying with the director of OSD and the consultant writing the plan:

<table>
<thead>
<tr>
<th>Rule</th>
<th>Actions</th>
</tr>
</thead>
</table>
| Know the legislative process  | • 1st Interagency Team commanded by DIGES writes the plan  
• 2nd DIGES and the UNICEF consultant select the structure of the plan and actions to be included.  
• 3rd Consultant hired by UNICEF puts together the plan  
• 4th Director of OSD approves the plan and presents it to the governor  
• 5th The Legal Team review the plan and the Governors approves it. |
| Prepare for the battle:       | • Research the current education budget of the departmental government.  
• Put together a budget for the creation of one library and multiply it for the five libraries to be implemented. (See Appendix 5)  
• Create an information booklet with this data, the benefits of libraries and our message.  
• Orphanages are the priority for the OSD, we are aware that our libraries will be competing for budgets with them. |
| Pick your lobbying targets:   | • Consultant organizing and writing the plan. She has power deciding what proposals are included. We ensured that she included our proposal on the plan.  
• Director of the OSD presents the plan to the governor. She can decide to remove some activities from the plan. We need to ensure that she keeps our proposal in the plan. She will also, oversee the implementation of the plan, once it is approved. |
| Deliver the message:          | • Present booklets created for the campaign to both targets.  
• Get the OSD director involved in the reading festival as jury. This is the biggest activity organized by BiblioWorks. To connect her with a |
Lobby the executive branch:

- BiblioWorks invited both targets to be part of the board of directors: The consultant accepted to do so.
- Informal dinners with the consultant and the chief of the OSD, where we presented our proposals.

The relationship with the consultant writing the Children’s Plan was strengthened and she supported the inclusion of the libraries on the Children’s Plan. In the other hand lobbing with the director of the OSD was more difficult. She did not have the time to meet more than in one opportunity.

6.4.3. Participation in the Interagency team

The Interagency Team is the instance that is officially recognized to write the Children’s Plan. Our participation on this coalition ensures that the creation of libraries will be included in the text of the plan. Furthermore, it is a group of public organizations and social sector organizations that commit to work together and in collaboration in the implementation of the plan. The coalition worked in two moments of the plan’s proposal:

a) **Write pre-required documents:** The Interagency Team wrote the documents solicited by Legal Team of the Departmental Government, described on the external challenge section of this paper. Both documents, *justification* and *regulations*, were requested after the first revision of the plan. (See Appendix 2)

b) **Collecting proposals from the organizations members:** The Interagency Team collects proposals from the organizations members
through a matrix that was used by the consultant to organize the proposals. Once the proposals were presented, the Interagency Team review how each of these proposals connected to each other. Once all the document was completed, it was presented to the director of OSD. The Interagency Team also organized in December 2015 a convention of child leaders in Chuquisaca. The convention had the goal of collecting proposals directly from children to the Children’s Plan. The children were divided in commissions and created a list of prioritized issues and desired policies to serve children. This information was organized in one document that is a baseline for the work on Children policies in Chuquisaca currently used by the members of the coalition.

The Interagency Team meetings had some internal challenges. The representative of DIGES canceled four meetings, since meetings are held only twice a month, this created a delay on the proposal. The organizations members had to officially complain to the director of OSD for these consecutive absences.

BiblioWorks uses the platform created by the Interagency Team to present our proposal, create support for it, and reach our lobby targets: the director of the OSD and the consultant writing the plan.

6.4.4. Participation of the HRWC

Unsicker (2013) and Shultz (2003) agree that membership in coalitions helps to share information, create shared resources, and
coordinate collective action, as well as helps to divide the work to make it more operative.

The HRWC-CC established meetings regularly to work on organizing proposals for the Children's Plan. The meetings served as a space to study the laws, and back up and improve the members’ proposals for the Children’s Plan before presenting them to the Interagency Team. Since the decisions in the Interagency Team are made by vote, the membership at the HRWC-CC helped to gain support from other organizations. The sense of partnership among organizations members helped to get votes on the Interagency Team voting.

During the process of writing the plan, more organizations from the interagency team joined the HRWC-CC, which represented an even bigger number of supporters on the voting.

The HRWC-CC also became a platform of training for the members. The training included a clear chart of the process for the approval and implementation of the plan, responsibilities of the different levels of government, and budget allocation in the departmental government.

7. Implementation (timeline)

The implementation timeline has activities that respond to each of our tactics. It includes BiblioWorks' tactics as well as tactics of the HRWC-CC and the Interagency Team.
<table>
<thead>
<tr>
<th>Tactics and Responsib</th>
<th>Months 2015-2016</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Oct</td>
</tr>
<tr>
<td><strong>Prerequisites</strong></td>
<td></td>
</tr>
<tr>
<td>Create informational materials about the benefits of the current libraries</td>
<td>BiblioWorks</td>
</tr>
<tr>
<td>Allocate budget to advocacy</td>
<td>BiblioWorks</td>
</tr>
<tr>
<td>Create the Regulations for departmental Children’s Law</td>
<td>Interagency Team</td>
</tr>
<tr>
<td>Write the <em>Justification</em> for the Children’s Plan</td>
<td>Interagency Team</td>
</tr>
<tr>
<td>Convention of chi leaders to collect proposals.</td>
<td>Interagency Team</td>
</tr>
<tr>
<td><strong>Writing process</strong></td>
<td></td>
</tr>
<tr>
<td>Lobby with the consultant to include the creation of libraries</td>
<td>BiblioWorks</td>
</tr>
<tr>
<td>Create a first draft of the Children’s Plan</td>
<td>Consultant-Interagency Team</td>
</tr>
<tr>
<td>Analyze the first draft of the plan and make suggestions</td>
<td>DIGES-Interagency Team</td>
</tr>
<tr>
<td>Present of the plan to the governor office for legal team revision</td>
<td>Director OSD-Interagency Team</td>
</tr>
<tr>
<td>Make corrections based on the suggestions of the legal team.</td>
<td>Interagency Team-Consultant</td>
</tr>
<tr>
<td>Present the final document for approval</td>
<td>Director OSD-Interagency</td>
</tr>
</tbody>
</table>
8. Evaluation and learning

The current evaluation is an internal evaluation of the advocacy process until this point. The IPDET (2007) describes the internal evaluation as an intervention conducted by a unit reporting to the management. In this case the evaluation was done by Maritza and I.

According to the International Program for Development Evaluation Training - IPDET (2007), evaluation can be categorized into summative evaluation and formative evaluation. Summative evaluation focuses on the consequences and results. Formative evaluation, on the other hand, focuses on the process of implementation and how it can be improved. It is constant and can be applied throughout the process of implementation.

My evaluation of the advocacy process is a formative evaluation, since the advocacy process is not finished yet. Evaluating the advocacy process will help BiblioWorks to improve the strategy.

Evaluation can have four purposes: to report to political leaders and citizens on the results achieved, to achieve more rational distribution of financial and human
resources, to pave the way for decisions on the reshaping of a policy, and to help in educating and motivating public agents (IPDET, 2007). At BiblioWorks we want to accomplish three of these purposes in our evaluation: achieve more rational distribution on resources, pave the way on reshaping the policy and educate and motivate the public agents.

8.1. Formative evaluation of the strategy

8.1.1. Goals and accomplishments

Maritza and I had to design our goals and strategy while she was already involved in the process of writing the Children’s Plan. This required quick researches and capacity of adaptation. We presented one of our proposals after the process of proposals was closed. This happened because of internal communication issues, where we did not come to agreements on time.

We based our proposal on the laws to ensure that they were included in the plan, but we read more laws than we needed due to our lack of knowledge of Bolivian and Chuquisaca’s legislation. We started by reading the Bolivian constitution, the law of popular participation, law of autonomies, all of them where illustrative in terms of advocacy, but did not contribute directly to our proposal. This time that could have been used more effectively.

Overall the design of our strategy was concise and effective. We have proposed the creation of five libraries to the Interagency Team and our proposal was accepted and included in the plan.
We need to work closer with the director of the OSD at this point of the advocacy process, since she is reviewing the plan and can suggest to take of our proposal based on budget restrictions.

8.1.2. Tactics execution

We developed our tactics according to actors that we believed would be easy to lobby with. Up until this point we have noticed that there are other actors that can be more important at the moment of including our proposals in the plan.

The Interagency Team has been more accessible than the consultant due to her time constraints. This has stopped us from meeting with her and we have only been able to meet with her three times. The director of the OSD has not been responsive to our requirements and we were only able to meet with her briefly once.

We did not consider influencing UNICEF at the beginning of the advocacy, but it has shown to have more power than expected. The support from UNICEF was supposed to only be economic and the consultant was supposed to report directly to DIGES. However, the consultant pays more attention to the suggestions and requests of UNICEF. We will need to include UNICEF’s advocacy director to our list of actors to be influenced.

8.1.3. Evaluation of the timeline following

The timeline for the writing process of the plan changed several times. Originally, the plan was supposed to be finished in February 2016. Due to conflict in gathering the information, it was moved to April 12, in order to coincide with
the Bolivian day of children. The plan was not presented on that date either. Currently it is expected that the plan will be approved in June 2016.

For us at BiblioWorks this was beneficial, since it gave us time to put up together a stronger strategy. It gave us the time to do some research and organize our proposal for the plan with more legal support. Nevertheless, the delay in writing the plan brings some new threats to its implementation. As Bolivians we know that if in the coming elections of 2019 another party wins the seat on the departmental government, the implementation of the plan will be at risk.

8.2. Evaluation according to Purposes.

8.2.1. To achieve rational distribution of financial and human resources

During the process of the advocacy campaign some organizations joined the HRWC-CC, making a total of fifteen members. During the process of writing the plan some friction between the organizations end up with eight organizations leaving the coalition at the end of the data collection phase. The major conflict was that the governance was perceived as secretive.

At BiblioWorks, we are considering two options: how to reinforce the coalition and make it more transparent or to leave the coalition once the Children’s Plan has been approved.
We decided that we will focus on strengthening the interagency team, since there is an intention of DIGES of keeping the Interagency Team as support in the implementation of the plan in the coming five years.

8.2.2. To pave the way for decisions on the reshaping of a policy

Since this is the first time that DIGES will have a participatory plan for the application of policies for children, we want to focus creating a sustainable partnership between the government and the non-profit sector.

We saw that the writing of the plan was not completely participatory for children. Even though the Interagency Team organized a departmental encounter for child leaders, they were not part of the team writing the plan. Their participation was nominal showing the adult-centrism of the process.

The Children’s Plan will be included in the Departmental Development Plan for the coming five years. This plan includes policies that are affect different sectors of the population. With the experience of having worked the Children's Plan and the recognition of local authorities, we are trying to get involved the creation of this plan. This is something that still needs to be worked at BiblioWorks.

8.2.3. To help in educating and motivating public agents

During the process of our campaign we have been educating public agents in the importance of libraries in the Bolivian context. We are also creating informational materials that show commonalities between different laws that mandate government offices to create libraries.
We have been creating materials with articles from the CNNA, DPPLNNA and the Book and Reading Law. This document informs public authorities about processes and organizations that can be partners in the process of creating libraries, such as the Ministry of Education, Ministry of Culture and BiblioWorks. (See Appendix 4)

We noticed during the process of writing the plan that the chief of DIGES has a high turnover, so we decided to focus directly on the chief of the OSD. The chief of the OSD is constantly busy, but we are inviting her to official activities. Official activities are more attractive for the OSD chief, since they involve the press and they are recognized and supported on the local context.

9. Learnings

Teles and Schmitt, (as cited in Unsicker, 2013) suggest that advocates ensure that MEL processes are based on a contextualized understanding of policy changes. From their perspective, each advocacy process is unique and the only constant is the advocates abilities. In that regard, the advocacy learnings should focus on the advocate rather than on the process.

The advocacy team formed by myself and Maritza Valdez had difficulties in many levels. One of the problems was the inefficiency in the intercultural communication. What I have learned is that I need to listen more and learn from the people that have been involved in the advocacy context, before making suggestions on how to improve the advocacy process.
In Maritza’s words, she “learned to speak up”, not only in the team, but also in front of the government agents. She learned that the proposals that BiblioWorks has on literacy are more experienced than the ones of the Departmental Government. She learned that BiblioWorks has more experience than the government in the process of library creation.

We both learned that making the campaign as specific as possible is essential when advocating. This has to be reflected in the information materials and they have to paint a clear picture about what is expected from the government. They have to include how achieving the goal is going to improve or solve the problem, what are the sources for funding, and what role the organization advocating will have in the implementation of the policy. (See Appendix 5)

We learned that personal connections are really important in the advocacy processes. The network created from members of the Interagency Team provides further support for future advocacy campaigns. Maritza’s and BiblioWorks’ names are already recognized by different social actors in the policy arena of Sucre.

Finally, I learned that to have access to information in an advocacy process, requires trust from the members of the team. This is something that I was not aware before. This is more specific to the context of Bolivia, where information is kept secret, because mistrust on how the information can affect the person realizing it.
Bibliography:


Baeza, M. Personal communication, February 2016.


APPENDIXES
Appendix 1

Advocacy Circles for the campaign

Strategy:
Lobby with the consultant, participate Interagency team, Participate of the HRWC

Policy: Children's Plan

Politics: Departmental governor, Office of Social Development DIGES.

Biblio Works
Appendix 2: Chuquisaca's Departmental Government Organizational Flow Chart

1. NIVEL SUPERIOR

2. NIVEL EJECUTIVO

3. NIVEL OPERATIVO

4. NIVEL DESCENTRALIZADO

5. NIVEL DESCONCENTRADO
## Appendix 3

**BiblioWorks’ Theory of Change**

<table>
<thead>
<tr>
<th>Current situation</th>
<th>There are not specific budgets in the Departmental Government for libraries implementation, even though two national laws and one departmental law mandates it. BiblioWorks has never coordinated a project with the Departmental Government. The Departmental Government does not have implemented a plan to respond to two national laws that promote literacy: Reading and Book Law and the Child’s Code.</th>
<th>There are not governmental projects that promote literacy. The authorities do not perceive literacy as essential for the development. Children in Chuquisaca do not have access to spaces for education and literacy that are not part of the formal education. According to the latest research on literacy in Chuquisaca, only four on ten people reads regularly.</th>
<th>Children do not are growing in environments that do not promote literacy. Teachers do not develop strategies to encourage literacy and reading habits. According to one of our researches children do not have a positive attitude towards reading.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Sort term actions.</strong></td>
<td>1. Be part of the interinstitutional team. 1 Create social interest toward literacy in</td>
<td>1 Get children involved in the advocacy</td>
<td>1 Create training and reports for local</td>
</tr>
<tr>
<td>Mid Term objectives</td>
<td>Long term goals</td>
<td>Social vision</td>
<td></td>
</tr>
<tr>
<td>---------------------</td>
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<td></td>
</tr>
<tr>
<td>2. Get the Human Development Office of the Departmental Government involved in current BiblioWorks’ projects.</td>
<td>Local authorities committed with literacy implement projects to encourage the reading habits in children.</td>
<td>Children develop holistically including reading habits though the use of libraries implemented in every school district.</td>
<td></td>
</tr>
<tr>
<td>3. Research the Departmental Government’s budget for literacy.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Get authorities involved and engaged with the literacy encouragement in the Department.</td>
<td>Get the education community involve in advocacy processes</td>
<td>The population in Chuquisaca identifies the benefits of reading and advocate for the implementation of literacy projects.</td>
<td></td>
</tr>
<tr>
<td>Get the education community into the protagonist of advocacy. 2 Coordinating the execution of our reading plan in coordination with education authorities.</td>
<td>Promote literacy benefits among the beneficiaries.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>process for Children Departmental Policies. 2 To follow up the implementation of existing laws that encourage literacy.</td>
<td>Develop library implementation guidelines for other organizations that want to work on it.</td>
<td></td>
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<td></td>
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</tbody>
</table>
Appendix 4

Fliers and posters for the campaign.

Todo niño y niña tiene derecho a la información.

Con una biblioteca en su comunidad, todos pueden tener información.

Todo niño y niña tiene derecho a leer y escribir.

Con una biblioteca en su comunidad, todos pueden aprender a leer.
BiblioWorks: una biblioteca es la cara del desarrollo
Nuestro Impacto

Marisol empezó como una usuaria de la biblioteca. En su comunidad no había presupuesto para contratar a un bibliotecario. A sus 15 años Marisol se hizo cargo de la biblioteca de manera voluntaria, pues quería que los niños de su comunidad tengan la oportunidad que ella tuvo de mejorar sus estudios. Ella fue bibliotecaria por tres años.

En un año ella se convirtió en una de las mejores bibliotecarias que hemos tenido. Ella escribió artículos a cerca de su cultura y su comunidad con el apoyo de BiblioWorks.
A sus 18 años al terminar el colegio, Marisol descubrió que enseñar era su pasión. Ella descubrió esta pasión siendo bibliotecaria. En este momento ella se encuentra estudiando para ser profesora. Marisol es un ejemplo de desarrollo de la mujer a través de la lectura y educación.

- Cada Biblioteca atiende a 35 estudiantes en promedio cada día.
- En total más de 420 personas (estudiantes y adultos) utilizan las 12 bibliotecas cada día.

Cuanto invierte BiblioWorks por cada Biblioteca.
Presupuesto de Biblioworks para la creacion de una biblioteca

Total 112.000 BS.
Appendix 6

Interagency Team’s matrix to collect proposals from the organization members

HERRAMIENTA Nº 2 – MATRICES

Objeto de la herramienta: Complementar la información recabando información de las organizaciones de la sociedad civil especializadas en niñez y adolescencia (ONGs, fundaciones, organismos internacionales) y organizaciones de NNA

OBJETIVO: La aplicación de las siguientes matrices responden al objetivo de complementar la recolección de propuestas para la elaboración participativa del “Plan Departamental de la Infancia, Niñez y Adolescencia de Chuquisaca 2016-2025”. Le solicitamos pueda complementarlas en formato digital, de acuerdo a los apartados que le planteamos a continuación:

1. VISIÓN Y MISIÓN: A partir de la propuesta planteadas de Misión y Visión para el “Plan Departamental de la Infancia, Niñez y Adolescencia de Chuquisaca 2016-2025”, por favor realice sugerencias a la misma escribiendo su propuesta complementaria y describa sus observaciones si corresponde:

<table>
<thead>
<tr>
<th>Propuesta de VISIÓN para el “Plan departamental de la Infancia Niñez y Adolescencia de Chuquisaca 2016-2025”</th>
<th>Sugerencias a la propuesta</th>
<th>Observaciones</th>
</tr>
</thead>
</table>

Visión

<table>
<thead>
<tr>
<th>Propuesta de MISIÓN para el “Plan departamental de la Infancia Niñez y Adolescencia de Chuquisaca 2016-2025”</th>
<th>Sugerencias a la propuesta</th>
<th>Observaciones</th>
</tr>
</thead>
</table>

Misión

2. ANÁLISIS DE BRECHAS: Partiendo del análisis de la situación actual en la que se encuentra la Infancia, Niñez y Adolescencia del Departamento de Chuquisaca (Identificación de problemáticas que afectan a las niñas, niños y adolescentes de acuerdo al grupo de edad o grupo en situación de vulnerabilidad1, cite

fuente de los datos planteados), le solicitamos que pueda identificar los ejes prioritarios de atención que deberían incluirse en el “Plan Departamental de la Infancia, Niñez y Adolescencia de Chuquisaca 2016-2025”, por ámbitos de intervención y Municipios o Regiones (Chaco, Chuquisaca Centro, Cintis, Norte).

A continuación defina los Objetivos Estratégicos para cada uno de los ejes propuestos que se pueden agrupar en programas que considere pertinentes (tomando en cuenta los lineamientos normativos definidos en el actual Código de niñez y Adolescencia y normativas de derechos) y proponga en cuantos años debería implementarse el programa propuesto.

<table>
<thead>
<tr>
<th>Brechas (Problemas que afectan a la Infancia Niñez y Adolescencia: ¿Dónde estamos?)</th>
<th>Ejes Prioritarios de atención (¿Dónde deben concentrarse las Soluciones a esos problemas planteados?)</th>
<th>Objetivo estratégico (Qué soluciones planteamos para resolver los problemas identificados ¿El 2025 donde deberíamos estar?)</th>
<th>Programas/ años de ejecución</th>
</tr>
</thead>
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</table>

3. ESTRATEGIA INTERSECTORIAL (ACCIONES CONCURRENTES): Tomando en cuenta que el “Plan Departamental de la Infancia, Niñez y Adolescencia de Chuquisaca 2016-2025” debe elaborarse e implementarse participativamente, desde un enfoque en el que se reconoce al Estado como garante de los derechos de la Infancia, Niñez y Adolescencia y a las familias y la comunidad como corresponsables, le solicitamos que pueda complementar la siguiente matriz:
Partiendo de los objetivos estratégicos propuestos en la anterior matriz, proponga los resultados que se deben alcanzar y sus indicadores. Describa las líneas de acción estratégicas que se deben seguir para alcanzar los resultados. Posteriormente defina cuales son los actores involucrados identificando a los Organismos Responsables de ejecución y a los Aliados Estratégicos. Finalmente identifique las fuentes de financiamiento y los Riesgos.
4. COMENTARIOS O SUGERENCIAS: Añada algún comentario o sugerencia que considere pertinente en relación al “Plan Departamental de la Infancia, Niñez y Adolescencia de Chuquisaca 2016-2025”

Debe ser un plan con enfoque de derechos, con una mirada desde la niñez, velando el interés superior de la niña y del niño.

Gracias por su atención y su aporte al proceso participativo de elaboración del “Plan Departamental de la Infancia, Niñez y Adolescencia de Chuquisaca 2016-2025”