

HANDBOOK FOR POLITICAL analysis and mapping



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anALYSIS and mAPPING

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**Handbook for Political Analysis and Mapping**

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We are very proud to share with you this publication, which is the result of three years of work by the Advocacy team of the International Planned Parenthood Federation (IPPF/WHR). *The Handbook for Political Analysis and Mapping* is part of the series *Advocacy Tools*. It aims at building the capacities of IPPF Member Associations and of other organizations to design effective advocacy projects that will facilitate the advancement of the political agenda in favor of sexual and reproductive rights.

Political advocacy is central to the work of the IPPF. Only with governments' steady political and financial commitment shall we be able to achieve both universal access to reproductive health and respect and protection for the sexual and reproductive health rights of all individuals, so that they may exercise these rights freely.

To develop this handbook, the IPPF-WHR Advocacy team reviewed several models and designed a methodology that was implemented and tested with the IPPF Member Associations in three Caribbean and seven Latin American countries. Each workshop conducted allowed us to change and strengthen our methodological model to produce the tool we are offering you here.

With this handbook, IPPF/WHR also expects to contribute to the work of organized civil society in favor of sexual and reproductive rights. It aims at strengthening civil society's advocacy actions as well as to provide a tool to systematically influence both the domestic and international political scenes. This tool will help civil society organizations to demand greater transparency and accountability to their governments regarding health care and sexual and reproductive rights.

We hope that this publication will fulfill its goals and become a reference point for Advocacy work.



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The work of Rodrigo Arróniz Pérez, who designed and tested the methodology suggested here, was invaluable. So was that of María Antonieta Alcalde Castro and Gabriela Cano Azcárraga, who assessed and edited the handbook along with Rodrigo.

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PRESENTATION

As part of its efforts to foster its partners' active participation in the political processes of their respective countries, the **IPPF/WHR** has developed a number of publications aiming to provide an instrument to build the organizations capacity to create, design, and implement Advocacy projects. The publications are divided into three tools, namely, Political Mapping, Budget Analysis, and Advocacy Planning. The first is the **Political Analysis and Mapping tool**, because users will obtain information that will constitute the primary input to plan and construct the Advocacy project.

The *Handbook for Political Analysis and Mapping* is in turn divided into three sections. The first one analyzes all the structural and institutional features of the state that are related to the issue of Advocacy. The second one comprises activities that seek to give a comprehensive political content to the information analyzed in the first part. The last one is the analysis of the key actors involved.

While actor analysis is essential for any process of political advocacy, actors are constantly shifting due to the dynamics of cyclical political processes, to changes in political groups, or to contextual circumstances that modify the political stage. The tool developed by IPPF/WHR has been designed as an analytical model that allows us to build comprehensive and renewable political maps adaptable to each political context and region in accordance with the specific traits of the prevailing political system.

Given that decision making in public policy is conditioned by different kinds of factors, the Handbook has been conceived to help its users understand all the elements that affect political actors' decisions. Even though these actors represent public and private ideologies, doctrines and interests, there are other elements that also affect their decisions. The political mapping tool facilitates our understanding of structural factors that condition decision-making processes so that we may analyze contextual issues first, and then specific circumstances and characteristics of the actors to be mapped. The goal of such an approach is that handbook users may develop a map that will not need to be substantially modified due to changes in the political stage.

Finally, the Political Mapping section is divided into **three modules**. Modules, in turn, are divided into **sessions**, and sessions, into **activities**. At the end of the book, readers will find a section containing all the addendums needed to carry out the activities.

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INTRODUCTION

Before starting the political mapping exercise, it is essential that the mapping team facilitate a session with the leadership and members of the organization that will be in charge of the Advocacy project. The goal of this session is to define the Advocacy problem or issue they want to address.

The choice of advocacy issue is based on various elements. The most significant ones are:

- The organization's interest in contributing to the solution of an important social problem in which the state has intervened with little result.
- The organization's interest in participating in political processes that will place an issue they consider relevant in the public agenda.
- The intention of the organization's partners or of other agencies or organizations to support a specific issue.
- Political circumstances that create windows of opportunity or threats in relation to a specific issue.

Remind the group that performing Advocacy work necessarily means performing political work. The main purpose of Advocacy strategies is to influence the decisions and actions taken by the state to solve a specific social problem.

To choose the Advocacy issue, reflect with the group on the following points:

01. In your opinion, which sexual and reproductive health issues require immediate action by the state?
02. In which of these issues is it strategically relevant for the organization to take a public stance?
03. In which of these issues are there opportunities to implement an Advocacy project?

Opportunities may be:

- **Political.** When there are clear legislative or public policy vacuums; when the government must present governance reports (regarding both domestic and international policy) during electoral periods, among others.
- **Alliances.** When other partners, organizations or agencies want to invest in Advocacy work in relation to this specific issue.

By means of this discussion, the group must define the issue that will be the basis for their Advocacy project.

Remember that at this time you must choose a **broad issue**. In this way, the political mapping may comprehensively analyze the reality of which this issue is part. Subsequently, during the planning phase the group will be able to identify, through a participatory process, the specific elements it must approach.


Some examples of Advocacy **issues** may be:

- Meeting the millennium development goals related to health
- Obtaining access to comprehensive sex education
- Reducing maternal mortality
- Achieving universal access to HIV/AIDS prevention, treatment, and care
- Eradicating gender-based violence
- Achieving access to legal abortion
- Gaining legal recognition of sexual rights


The outcomes of the *Handbook for Political Analysis and Mapping* will constitute one of the main inputs for our work with the Advocacy Handbook. From these outcomes will stem the goals, strategies, and actions of our Advocacy project. For this reason, in the political analysis and mapping stage we must conduct research that will allow us to understand the broad context of the situation or issue we want to address. We will thus have a clear view of the state of the Advocacy issue within the political context of our country.

HOW THIS MANUAL WORKS


In each module you will find the following elements:


 **ACTIVITIES**


The actions that you must carry out, described step by step. It also indicates the estimated time you will need to do so, the flip charts you must use, and when to hand out the addendums.

 **OBJECTIVE**


The change we expect to achieve through the implementation of the various sessions that make up each module.

 Important definitions and comments.

 Important considerations to take into account when conducting the activities.

 **EXPECTED OUTCOMES**

Tangible final results of the session. The documents, definitions, decisions or actions that you created or implemented.

 **MATERIALS AND EQUIPMENT FOR THE SESSION**

Supplies needed to carry out the session. In most cases they include stationery and reference documents.

NUMBER OF THE SESSION OR ACTIVITY (in orange the sessions, and in grey the activities)

NAME OF THE SESSION OR ACTIVITY

NAME OF THE MODULE

HOW THIS MANUAL WORKS 1.2
HANDBOOK FOR POLITICAL ANALYSIS AND MAPPING

► NOTES

Notes related to the module. You will always find them at the end of each session.



CENTRAL REFLECTIONS

Key notions that you must consider before starting the activities of the module and the sessions.



ADDRESSED TOPICS

Lists the main topics of the module and sessions.



PRELIMINARY WORK

What you need to do before starting the session. It generally refers to making copies of documents or creating flip charts.




STEPS TO TAKE

The different activities that must be carried out to meet the session's goals.



ANALYSIS

Time to reflect on the activities and exercises conducted during the session.



**IDENTIFYING ENTRY
POINTS TO THE
POLITICAL SYSTEM**

ADVOCACY ISSUE

What is the problem, and why should it be solved through state action? What are the reasons why your organization and your coalition want to implement an Advocacy project to promote such political change?


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MODULE 1. IDENTIFYING ENTRY POINTS TO THE POLITICAL SYSTEM

In this section we will analyze the structural and formal aspects associated with our Advocacy issue. A political system is the space that contains those political institutions, laws, norms, and mechanisms better known as the state. Generally this system is rigid by definition, because its flow dynamics evince a cyclical and closed logic. Yet a political system must have entry points that enable the population, interest groups, or organized civil society to gain access when they have a petition, demand, or need that requires state intervention in order to be satisfied. In this section we will analyze the entry points that will allow us to incorporate our issue into the political system.

SESSION 1.1. SOCIAL STRUCTURE

 ACTIVITY	BRIEF DESCRIPTION
Social Indicators	Determining the data that will contribute to a preliminary identification of a social problem with which the political mapping team is concerned and that may become an Advocacy project.

OBJECTIVE

At the end of this exercise you will be able to handle demographic statistical data that will allow you to soundly interpret the social problem or situation that you are interested in addressing through an Advocacy process. Your command of indicators and statistics will be a necessary and powerful tool during the entire political advocacy process.

EXPECTED OUTCOMES

Tables, graphics, and reflections that portray a broad and detailed picture of the issue or situation you want to work on through an Advocacy process.



MATERIALS AND EQUIPMENT FOR THE SESSION

- Computer
- Internet access
- Recent publications with statistical demographic data on the issue of interest, as well as other related data.

A table with social statistics that support your reflections on the issue of interest or the problem you want to tackle.

CENTRAL REFLECTIONS

An Advocacy project seeks to generate political change that will promote, and be reflected in, social change. Social change may be measured through people's perception of a certain phenomenon or problem. To verify that something has changed, however, we need statistical indicators. For this reason, the first step in an Advocacy project is defining the universe that will be represented by our issue of interest, that is, the universe we would like to modify through the action of the state and its institutions.

Statistics are social indicators designed with a specific end in mind – to get to know the characteristics of the population of a certain place. Traditionally, academic centers (universities, research institutes, and so on) have been in charge of creating statistics, but since the mid-twentieth century, governments have taken up this function. Yet thanks to an increasingly more sophisticated global relations network (trade and solidarity links), civil organizations and multilateral agencies may produce their own data. It is well known that governments sometimes design indicators that enable them to establish and justify certain public policies. Such information is methodologically biased to suit decision makers. It is also known that certain governments manipulate the construction of indicators because the latter are the primary source of information for decision making in the area of public policy – for the definition of goals, actions, budget, and expected outcomes. We believe that government data constitute an indispensable source for our analysis. We recommend, however, that you explore other sources, as long as they comply with minimal methodological and impartiality standards.

ADDRESSED TOPICS

Statistics, sociodemographic indicators.

ACTIVITY 1.1.1. SOCIAL INDICATORS

⇒ PRELIMINARY WORK

To have a broad view of the social reality that concerns the team, we recommend that you use the following sources:

- a. **Official databases** provided by government statistics centers, such as population or quality of life surveys.
- b. **Databases provided by government areas** that carry out actions connected with the issue we want to explore. For instance, if we want to know more about data concerning educational matters, we need to search the databases of the Ministry of Education. If we want to know more about youth, we need to look up the studies conducted by national institutes of youth.
- c. **Databases of international cooperation agencies.** Some relevant examples are the Human Development Index, reports on progress on the Millennium Development Goals written by the UNDP, and databases of agencies such as the World Bank, the IMF, the WHO or any other multilateral agency.
- d. **Publications, research, and studies by non-governmental organizations** belonging to the international cooperation network. Some of these institutions work with other organizations or conduct their own studies with mostly reliable indicators.
- e. **Polls, surveys, or research carried out by universities or educational institutes** related to the issue you want to get to know. Preferably, you should use studies that have already been published, and have therefore undergone appropriate reviews.
- f. **Opinion polls, surveys, and other public opinion research tools**, which are very popular today. It is important to take into account that these studies are often ordered by a party that wants to show something in particular. You must be very careful and choose only those that are as independent and reliable as possible.
- g. **Research conducted by newspapers, magazines, or other mass media.** We must always take into account that their information may be biased.



A **demographic indicator** is but an outline of a series of circumstances that condition it. No statistical indicator or figure is disconnected from other variables or problems, which enhance or reduce its prevalence. That is why we suggest that you search for indicators adjacent to the main indicator so that you may determine the scope of the issue of interest more rigorously.



You won't always have time to consult all the sources listed above. Nonetheless, you should look up at least two or three of the suggested categories so that you may have various statistical viewpoints on the issue you are studying.

As an example, the table below shows some main indicators and one adjacent indicator that will help you to reflect on the complexity of the facts.

Issue of interest	Main indicator	Complementary/adjacent indicator
Access to contraception	Contraceptive prevalence rate among women aged 15 to 18	Religious composition of society
Comprehensive sex education	Age of initial sexual relations	Drop-out rate in middle school and high school
Teenage pregnancy	Teenage unwanted pregnancy rate	Schooling by age group

The term *complementary/adjacent indicator* is not part of the technical jargon of statisticians and demographers. Nonetheless, we have incorporated it into this handbook as one of the exercises we recommend that you do. By means of this tool, you may produce a more detailed record of the situation you want to understand and solve by means of an Advocacy process.

We suggest that you consult the data that are directly related to the issue. As you find the main indicators, you may identify adjacent indicators that you consider relevant. Correlation between two social indicators enables us to distinguish and connect seemingly unrelated social problems that affect the issue that interests us.

STEPS TO TAKE

- 01** Identify and rate statistical sources or indicators according to the suggestion offered in point V, subsections a) to g). Have the sources at hand to establish the origin of each indicator you have chosen.
- 02** Identify those indicators directly related to the issue of interest, classify them, and put them in a table as shown (use addendum 1.1.1 A).

EXAMPLE:

Indicator	
Maternal mortality rate	173/100,000
Percentage of births attended by skilled health personnel	87,3%
Current contraceptive use among married or in union women 15-49 years old, any method	73%
Women aged 15 – 49 who are married or live in union	54,3%
Total Fertility Rate	2.5
Average age of initial sexual relationship among women	16.5 years old
Use of contraception in first sexual relation among women	28%
Women aged 15 to 19 with at least one child	18%
Women aged 20 to 25 with at least one child	56%
Women aged 15 to 25 who received formal instruction about pregnancy in the educational system	70%
Women aged 15 to 25 who received formal instruction about contraception in the educational system	64%



Suggestion: we recommend that you use data that are expressed in relative values (that is, percentage, rate or ratio). These values are easier to interpret and compare. Unlike data expressed in absolute values or gross numbers, they allow us to identify magnitudes and establish comparisons with other indicators.

03 Describe or summarize in a simple text the social problem(s) raised by the statistical data that you have chosen and analyzed (see addendum 1.1.1 B).

04 Build a table showing adjacent statistical data that influence the problem we are analyzing, organized according to the extent of their impact (greater to lesser). (See addendum 1.1.1 C).

▶ NOTES

It is important to gather only the data that influence the problem in a material way. Dispersion in the handling of statistics may weaken your argument.

The soundness of the statistical and demographic data will be the main pillar of the whole Advocacy process. This information will constitute the major source for our dialogue and reasoning with decision makers, with influential social actors, and with society at large.

This is the first stage in the construction of the political map that will be the foundation for our Advocacy project. As they acquire more information and knowledge during the political mapping process, the team member's perception regarding the Advocacy issue may gradually change. They may also find new data, or a new publication or an update of the relevant statistics may be issued. You mustn't, therefore, dismiss the possibility of coming back to this section to review the information used and to reformulate the problem.


Indicator	Level of Impact	Data	Argument
Maternal mortality rate	High	120/100 000	Maternal mortality is our issue of interest for Advocacy purposes. This figure shows that in our country, this problem requires state intervention.
Teenage pregnancy rate	Medium	70/1000	Teenage pregnancy is tied to the incidence of maternal mortality, especially when the latter is due to unwanted or at-risk pregnancies.
Satisfied demand of contraceptives among women married or in union with at least one child	Low	65%	The indicator shows the percentage of satisfied demand of contraceptives among women married or in union with at least one child, and this group is a segment of the universe of women requiring contraception.

According to the statistics gathered, the team determines that the following data directly or indirectly affect the social problem. In this graphic you may include figures concerning public health coverage.

ANALYSIS

Go on to your analysis and thoughts notebook.

SESSION 1.2. LEGAL FRAMEWORK

 ACTIVITY	BRIEF DESCRIPTION
Review of the legal framework	Analyzing the legal instruments that regulate state action in relation to the Advocacy issue. Mastering these instruments to acquire a broad view of the rights and guarantees established by the laws. Becoming familiar with the hierarchical structure of the laws.
Analysis of the legal framework	Analyzing the legal framework associated with the Advocacy issue. Analyzing the appropriateness of the legal framework and rating the degree to which the laws force the state to ensure the exercise of the various human and social rights. Identifying entry points to the political system based on the legal framework.



MATERIALS AND EQUIPMENT FOR THE SESSION

- Computer
- Internet access
- All the national laws related to the Advocacy issue

OBJECTIVE

That the political mapping team acquire thorough knowledge of the legal framework surrounding the issue of interest. In this way, you may determine which legal instruments affect this issue or incorporate it into the state policy. At the same time, the team will identify the instruments that may serve as entry points to the political system. Analyzing the laws will allow them both to map the government institutions that must enforce or implement current legislation and to detect the legal instruments that may be changed by means of an Advocacy process.

CENTRAL REFLECTIONS

The law and legal systems are structures that have evolved along with civilization as societies created rules for living together that have become complex legal systems. Today there are at least two major legal systems –one based on Continental or Civil Law, and one based on British or Common Law. They correspond to two different state models, namely, the

parliamentary system, on the one hand, and the semi-presidential and presidential systems on the other. The difference between these legal systems influences social relations and determines the degree of state intervention in private life.

Civil or Continental Law. Legal system that establishes coded, written juridical norms and issues rulings independently of specific cases. It is known as coded law because its laws are standards that judges must apply with little margin for interpretation. Countries that employ this system usually have presidential or semi-presidential governments, such as France and most Latin American countries.

Common or British Law. Legal system that bases the application of the law on the interpretation offered by each judge for each specific case. The British legal system is structured on the basis of legal doctrine, that is, on the precedent created by previous similar cases. Laws are not coded (written), as they are in continental law. Countries that use this system usually have either a parliamentary form of government or a constitutional monarchy. Examples are England, Commonwealth countries, and former British colonies. British law has general principles that have been written in certain laws (called statutes), but judges resort to legal doctrine to rule on each case.

Religious Law. These legal systems base the creation and application of laws on the religious doctrine prevailing in the country. Islamic countries and Israel are the best examples of this type of system. It is worth mentioning that across history, religious rules have greatly influenced the creation of juridical norms. Even though countries where religious law is prevalent have adopted Western forms of government such as parliamentary, presidential, or semi-presidential systems, their legal codes are predominantly based on the codes and norms of the prevailing religion.

With the consolidation of republican and democratic states worldwide, countries have opted to become secular states where religion and public policy remain separate. A legal system cannot be identified as religious unless its nature has been specifically established in the national constitution or in the secondary laws of the country.

Customary Law. These legal systems are based on so-called uses and customs, and are not applied nationwide. Rather, they are used in small communities or regions within a country. "Uses and customs" designates justice systems that are still in place among ethnic and minority groups, but are constrained by the national laws that rule the behavior of the rest of the population. In other words, it is a system based on uses and customs that may only be applied as long as it does not violate national laws, especially regarding rights and corporal punishment.

System	Features	Area of influence
Civil or Continental Law	Juridical norms are created through coded or written laws that dictate and explain in detail how to apply the law in each case.	Legislatures, which have the authority to create laws. Courts in charge of applying the laws passed by the legislature
Common or British Law	Juridical norms are created based on the rulings that have been made in similar cases. Judges have the power to create law through each of their rulings. Laws are not written or coded; they are instruments with generalities. Individual rulings configure the interpretation of each law.	Courts in charge of interpreting and issuing rulings based on prior rulings. Legislatures in charge of passing laws of a general nature or amendments to those laws
Religious Law	Juridical norms are created based on rulings issued in similar cases. Laws are written in entire agreement with the religious beliefs and values of the country, particularly of its ruling class.	Influence is complicated because religious texts were written hundreds or thousands of years ago. However, democracy has facilitated the creation of legislatures where the ways in which political advocacy can be practiced within the legal framework may be explored
Customary Law	Juridical norms based on millenary traditions known as uses and customs.	Influence depends on the hierarchical organization of each community

The political mapping team must always take into account that differences among legal systems affect the makeup of Advocacy projects, as the latter will be implemented in different national contexts and structures. The manual, however, has been designed to maintain a connecting thread that will allow you to have all the necessary information in order to make decisions based on the various national situations. Legal doctrine plays a key role in the creation of positive law in the legal systems of most countries.

Nonetheless, its production is incumbent on the Judiciary through the Courts that comprise it. In each legal system, legal doctrine bears a specific weight. Furthermore, each country has established the rules

to apply and interpret it. Our analysis of our country's legislation must inevitably resort to this source of law. Consequently, we have included an exercise in this session to complement the legal map associated with the Advocacy issue.

ADDRESSED TOPICS

Legal structure, legal framework, legal doctrine, and ranking and analysis of the laws.

ACTIVITY 1.2.1. STUDY OF THE LEGAL FRAMEWORK

PRELIMINARY WORK

In most cases it is easy to access current juridical norms on line. You may even find national laws in world (continental, regional) legal databases, for instance, Political Database of the Americas: <http://pdba.georgetown.edu/>.

If you cannot access all the necessary documents for this section on line, you should find alternative sources. Some possibilities are congressional or parliamentary libraries, or the libraries of universities and legal research institutes.

EXPECTED OUTCOMES

A table with the legal instruments associated with the Advocacy issue. This should include all the articles that directly or indirectly address or regulate this issue, with emphasis on the human, social, and economic rights surrounding it.

STEPS TO TAKE (Use addendum 1.2.1 A.)

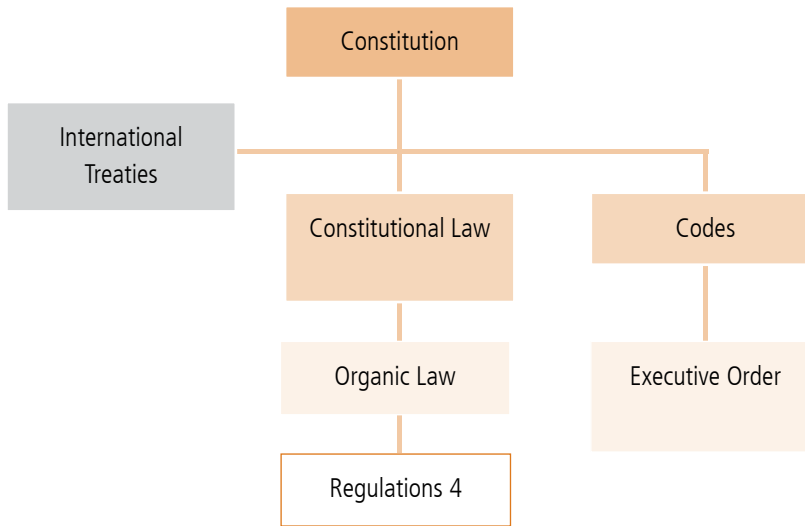
01 Check the type of national *legal system*:

- Common Law.
- Civil Law.
- Religious Law
- Hybrid System (establish)

02 Study the ranking of juridical norms in the country. Usually, they all start with the Constitution and international treaties, but there are variations according to the region or the legal system. Create a diagram that shows this ranking, and number each type of norm.

▶ **EXAMPLE:**

Diagram 1



03 Concerning the national Constitution, study those articles and amendments related to the Advocacy issue. Search with an emphasis on human, social, and economic rights.

▶ **EXAMPLE:**

Article (include section or specific subsection)	Description
Article 6, section II	Establishes people’s right to freely decide the number of children they want to have, and their spacing. The state must ensure the population’s access to the necessary information and services.
Section 15	Establishes that life starts at conception

◀ **NOTES**

You must look for those excerpts or sections that are both favorable and unfavorable to the Advocacy issue (use addendum 1.2.1 B).

▶ NOTES

Do not forget to review both favorable and unfavorable articles and sections (use addendum 1.2.1 C).

04 Explore which laws, codes, regulations, and other secondary norms derive from the constitutional sections or amendments selected. Look for the articles, sections, or subsections that directly affect and regulate state action on the Advocacy issue. Transcribe verbatim to addendum 1.2.1 C.

▶ EXAMPLE:

Instrument (general law, code, norm)	Article (include specific section or subsection)	Transcription
Population Act	Article 45	Establishes the right to practice family planning
Health Act	Article 212	Beneficiaries of the state health care system will receive sexual and reproductive health care
Health Act	Article 856	Family planning services do not include voluntary termination of pregnancy
HIV/AIDS Act	Article 99	All the necessary information to prevent HIV must be offered to the population, including all scientifically proven prevention methods

05 Determine which binding international treaties (that is, those that are mandatory for signatory and ratifying countries) concerning human, social, and economic rights have been signed and ratified by the state. Generally, the head of state or head of government of a country signs binding international treaties, and Congress or Parliament ratifies them – either the upper house (the Senate), the lower house (Representatives or Deputies), or both. Procedures vary from one country to the other (use addendum 1.2.1 D). Pay special attention to verifying whether your country has signed human rights agreements such as the CEDAW, PIDCP, PIDESC or other regional instruments, for these constitute a very significant source when conducting Advocacy work. To learn more about these instruments, please go to the following URLs:

<http://www.un.org/womenwatch/daw/cedaw/>

<http://www.un.org/millennium/law/iv-4.htm>

<http://www.un.org/millennium/law/iv-3.htm>

 **EXAMPLE:**

Treaty	Date signed	Date ratified	Aspects related to the Advocacy issue
Universal Declaration of Human Rights	12-05-1959	21-11-1962	Human rights are recognized and secured by the state
Cairo International Conference on Population and Development			

06 Legal Analysis through the Rulings of the Judiciary Branch

Analysis of the impact of rulings on the configuration of positive right and on national laws and norms

01. What do we need to know?

- Are there rulings that create legal doctrine in trials related to the Advocacy issue?
- What is the weight of rulings in the configuration of legal doctrine in your country?
- How many rulings are necessary to create legal doctrine, and which court is in charge of issuing them?

02. How and where to look?

- Through formal mechanisms of access to public information regarding the Judiciary and the courts in your country .
- Experts in the matter may facilitate access to or interpretation of ruling(s) related to the Advocacy issue.
- Research, interviews, analyses, or reports that tackle this issue.

03. How to interpret information for our political map?

- It is indispensable to know whether the ruling(s) you found already constitute precedent, that is, whether they are the “last word” that a court has issued on this matter affecting either existing laws or norms, or a government program.
- Limitations of the ruling(s). Whether the ruling(s) is/are for specific cases or is/are applied universally.

04. How do we incorporate analysis into our political map?

- Create a table in Addendum 1.2.1 E containing information such as the following

Trial, controversy or case	Date of decision or ruling	Decision or ruling related to the Advocacy issue	Impact on the Advocacy issue Favorable/Unfavorable
Write the name and/or number of the case	Date in which the decision was issued and came into force	Describe briefly the content of the verdict, ruling, or decision	Briefly argue what is the impact of this decision on the advocacy issue

Trials take place constantly all over the world, but not all rulings necessarily have direct impact on an Advocacy issue. That is why we must have the most reliable information available. We also need the advice of legal experts to guide our interpretation of rulings associated with the Advocacy issue, since each country's legal framework has specific features.

▲ NOTES

Each country unto itself is a world with its own history, traditions, practices and social norms and codes, all of which are reflected in the legal system and in the way the law is applied. The relevant goal of this section is to connect social problems or demands related to the Advocacy issue with the response by the political system through the aggregate norms comprising the national legal system.

There are international legal instruments, such as the Universal Declaration of Human Rights or the Declaration on the Elimination of Violence against Women, which contain aspects related to customary law. Signatory countries must observe these declarations.

ACTIVITY 1.2.2. ANALYSIS OF THE LEGAL FRAMEWORK

PRELIMINARY WORK

It is worth recalling here some of the points made earlier regarding the various legal systems and their relationship to state action. The two prevailing systems worldwide (with local variants) are the British system, or *Common Law*, and the continental system, or *Civil Law*.

EXPECTED OUTCOMES

A diagnosis that enables you to thoroughly understand the legal framework connected with the Advocacy issue, for this framework represents an entry point to the political system.

STEPS TO TAKE

01 As suggested in the activities carried out in this session, choose and classify each of the articles, sections, or amendments of the legal instruments related to the Advocacy issue. Classify them according to their favorable or unfavorable impact on the issue of interest. If it is favorable to your approach to the Advocacy issue, write it in the appropriate column and argue why it is favorable. If it is unfavorable, list the reasons you have found to place it in this column. If you find favorable and unfavorable aspects in the same article, section, or amendment, place the different aspects in separate rows (use addendum 1.2.2 A).

EXAMPLE:

Legal Instrument (legal doctrine, if applies)	Article Section or Amendment	Favorable	Unfavorable	Legal weight (high, medium, low)
Constitution, Article 34, section 2	Right to life from conception	Write the reasons why it is favorable to the issue of interest	Defining life as starting with conception is a barrier to broadening the range of family planning services	High
Constitution	Right to health	Forces the state to ensure and oversee the provision of universal health care		High
Constitution Y	Right to education	Forces the state to ensure and oversee the provision of universal education		High
X Act	Right to define the number of sons and daughters	Bolsters family planning policy and enhances the legal strength of sexual and reproductive rights		High
X Act	Establishes that sex education must act toward the promotion of abstinence and faithfulness		Lays the foundations to create reproductive and sex education policy with a strong conservative slant	Medium
G Act	Right to non discrimination based on gender, race, religion, or other characteristics	Favors the creation of sexual and reproductive health services that do not discriminate against adolescents or against sexual diversity		Medium

In the last column you must establish the ranking of the juridical norms so as to rate the legal weight of the instrument – high, medium, or low. Legal weight depends on ranking (base your ranking on your analysis in addendum 1.2.1 D).

02 Based on the activities conducted throughout this session, make a list of the legal instruments (detailing article, amendment, section, or subsection) that the political mapping team believes should be modified to satisfy the needs of the Advocacy issue (use addendum 1.2.2 B).

◀ NOTES

This exercise is not expected to determine the feasibility of the changes but, the elements that you would ideally want to change.

▶ EXAMPLE:

Instrument	Issue, right, or action	Description	Desired change
Constitution, Article 34, section 2	To life		
Constitution	Health		
Constitution Y	Education		
E Act	Religion		
X Act	To decide the number of sons and daughters		
X Act	To have access to family planning		
G Act	To non discrimination based on gender, race, religion, or other characteristics		
R Act	To sexual and reproductive health		
Code X	Protection to teenage mothers		
Code X	Age of consent		

03 So far, we have worked with existing instruments that are currently in force. Yet the creation of new juridical norms is part of the political process worldwide, for these norms fulfill new social demands or needs. In the following activity, you will reflect on **nonexistent** norms that the political mapping team considers should be created in order to strengthen the role of the state in relation to the issue of interest. To do so, fill out the illustrating table below (use addendum 1.2.2 C).

Type of Instrument	Description	Impact on the Issue of Interest
In this column, insert the type of instrument (law, regulation, code, etc.)	Describe the name of the instrument (Youth Act, Women's Code, etc.)	Describe the impact of the creation of the new instrument on the issue of interest

ANALYSIS


Go on to the analysis and thoughts notebook.

▲ NOTES

We must remember that laws have been made to regulate both relations among private individuals and the degree of state intervention in the everyday life of the population. Approaches vary from country to country. Political history and regional influence grants more weight to one aspect than to the other, and the country's laws reflect such weight.

According to their ranking, laws encompass specific spheres. We must therefore ponder at which level it is better to generate changes that will give rise to concrete actions. In countries with a continental legal system, the Constitution is the prevailing legal instrument. Its contents include generalities that become concrete norms by means of general and secondary laws. In countries with a British legal system, a written (or coded) Constitution does not necessarily exist, and so amendments and laws are the main legal source. In these countries the courts play a key role in the interpretation of laws passed by Parliament. Nonetheless, Advocacy projects must always focus first on the analysis of existing norms in order to change them. Even though they may produce results, judicial processes respond to a different logic.

SESSION 1.3. EXECUTIVE BRANCH

 ACTIVITY	BRIEF DESCRIPTION
General Structure	Understanding the ways in which the Executive Branch operates in order to have better tools to choose the areas where you may exert influence through an Advocacy process.
Operational and Hierarchical Structure	Analyzing the structure of the Executive Branch and the public policy process.
Plans, programs, public policy, and government actions	Gathering information on all public policies, plans, programs, and actions connected with the chosen issue in selected Ministries/Secretariats and public agencies and institutes. Classifying government actions as current, pending, or nonexistent.
Key areas	Completing an exercise that allows you to identify the key posts that participate in the decision-making chain of the Ministries in relation to the public policy instruments directly linked to the chosen issue. This will provide the basis for your analysis of the target audience and of specific political actors during the development of the Advocacy project.



MATERIALS AND EQUIPMENT FOR THE SESSION

- Computer
- Information about the working of the Executive Branch

OBJECTIVE

At the end of the session, the political mapping team will have acquired an in-depth knowledge of government programs, plans, and actions directly related to the Advocacy issue, as well as of the decision-making structure. They will thus be able to identify opportunities for an Advocacy process.

CENTRAL REFLECTIONS

The Executive Branch is the state sphere where government actions are carried out. The concept most used in recent years is that of **public policy**. Public policy may include sectoral plans or policies, or government programs or actions. There are different forms of government in the world, and each one resorts to different mechanisms to create public policies and set them in motion.

To analyze the Executive Branch, we must start from some premises concerning the type of political regime. We may distinguish at least five prevailing forms of government worldwide, with multiple regional variants. These are presidential, parliamentary, semi-presidential, absolute monarchy, and single-party regimes.

Presidential. Presidential countries have a clear division of powers. The authority of the Executive Branch differs from that of the Legislative Branch. The president of a country is both the head of state and the head of government. In other words, the same person bears the functions of highest representative of a country and commander-in-chief of the Armed Forces, and is in charge of national public administration. The Parliament or Legislative Branch exerts influence over public administration by creating or modifying laws that force the Executive Branch to adjust public policy to the new regulations. Today, the president's leeway in the management of public finance and policy varies according to the degree of political pluralism existing in the country. In some cases or during some periods the president does not have congressional majority, which makes it difficult to promote the administration's agenda.

Some examples of presidential countries are Latin American countries, United States, Philippines, Nigeria, and Tanzania.

Parliamentary. In countries with a parliamentary regime, the head of the Executive Branch is usually a prime minister elected among members of Parliament. Consequently, his or her independence from the Legislative Branch is relative. In these countries, however, there are mechanisms to form parliamentary coalitions that allow prime ministers to implement their government plan. The cabinet comprises members of Parliament, and their appointment is subject to various negotiations among the political parties participating in it. Constitutional monarchies are parliamentary regimes. The king, queen or monarch is the head of state, but unlike the president in semi-presidential regimes, he or she has no operational or executive powers. Queens and kings are seen as symbolic figures, even though in some countries they can intervene in the country's political life thanks to their investiture and the powers granted to them by the law.

Some examples of countries with a parliamentary regime are England, Ireland, Scotland, and South Africa.

Semi-presidential. Countries with semi-presidential or mixed regimes have both a president, or head of state, and a prime minister, or head of government. In this case, the prime minister is elected through Parliament and is in charge of public administration. The president, in turn, has specific powers, generally concerning issues such as foreign affairs, or is the guarantor of the country's governance.

Some examples of semi-presidential countries are France, Haiti, Belarus, Senegal, and Serbia.

Absolute monarchies. These countries usually have a monarch, king/queen, or sultan who heads the Executive Branch, and a weak legislative body or Parliament that usually reports to the monarch.

Some examples of countries with an absolute monarchy regime are Oman, Saudi Arabia, and Brunei Darussalam.

Single-party regimes. In these countries the party is the highest authority, superseding even republican powers. Countries that formed governments after popular revolutions such as the Chinese, Russian, and Cuban revolutions instated Communist regimes where the party became the country's highest political authority. Today China and Cuba are the most notable examples of a single-party regime. This regime is often associated with dictatorships, even though the latter have different features and are not a form of government.

In each form of government, public policy design and operation responds to different balances of power. In this section we attempt to clarify the main aspects of public policy implementation independently of the country's form of government. Nevertheless, the political mapping team must gather as much information as possible to understand the influence each form of government bears over the operation of the Executive Branch.

☐ ADDRESSED TOPICS

Executive Branch, public policy, decision makers, political actors.

ACTIVITY 1.3.1. GENERAL STRUCTURE

PRELIMINARY WORK

This activity is focused on learning in a simple way the general functions of the Executive Branch and some of its main legal powers. Most of the information may be easily gathered online and by studying national constitutions.

EXPECTED OUTCOMES

Data that will enable you to understand the powers and obligations of the Executive Branch.

STEPS TO TAKE

01 Answer the questions in addendum 1.3.1 A in order to analyze functions, responsibilities, and authority of the Executive Branch.

ACTIVITY 1.3.2. OPERATIONAL STRUCTURE

PRELIMINARY WORK

This activity aims to broaden your knowledge of the operation of the Executive Branch. You will analyze the hierarchical structure and identify the procedure for public policy creation.

One of the most reliable sources to acquire in-depth knowledge of the functions and powers of the Executive Branch is the set of instruments, laws, and norms that regulate them. Most countries have produced official documents that establish the operational powers of each area of government. Organic laws, national administration laws, or budget or planning laws are good examples.

EXPECTED OUTCOMES

Tables and diagrams that facilitate your understanding of the decision-making chain involved in the process of construction of government actions.

STEPS TO TAKE

01 Draw an organization chart that shows in a simple way the hierarchical structure of the Executive Branch. Start with the president, head of government, or prime minister and end with the lowest level of command you have found (use addendum 1.3.2 A).

02 Study the course of the construction of a public policy, plan, program, or government action through the decision-making process. Fill out addendum 1.3.2 B, writing the following information in the columns:

- **Stage.** Specify the moment of the process. It is important to follow the course of the construction process, from the preliminary formulation of the policy to its assessment and adjustments after it has come into operation.
- **Area of government.** Determine which area or areas intervene and participate at each stage.
- **Level of government.** Determine which levels of the hierarchical structure intervene at each stage. If you write “technical team,” you must include the level of the posts making up that team.
- **Activity.** Describe the activities developed by the different areas at each stage of the process.

 **EXAMPLE:**

Stage	Area of government	Level of government	Activity
1. Transformation of a social problem into a public policy proposal	National Institute of Statistics	Technical team (define)	Indicators, statistics, trends
	Ministry or ministries that will operationalize the public policy	Technical team (define)	Defining the population universe to be targeted by the public policy
2. Preliminary design	Ministry or ministries that will operationalize the public policy	Technical team (define)	Establishing processes, goals, and outcomes
	Ministry of Finance	Budget officers	Setting budget limits
	Planning Ministry	Technical staff that design public policy	Setting physical-financial goals
	Ministry of Interior	Parliamentary liaison team	Designing the political strategy to lobby the social actors involved to support the public policy

Stage	Area of government	Level of government	Activity
3. Introduction of and lobbying for public policy	Ministry of Interior	High-level political negotiation team. Parliamentary liaison team	Lobbying actors and influential social organizations involved. Lobbying Parliament
	Ministry that will operate the public policy	Minister, Vice Minister	Technical lobby addressing sectors that will be benefited or affected by the public policy
	Presidency or similar	President's representative	High-level lobbying and negotiation among various social organizations and actors of great political relevance and influence
4. Pre-approval of public policy	Presidency or similar	President, Prime Minister	Decision making with regard to continuing with, discarding, or reformulating the policy
	Ministry of Interior	Minister, Vice Minister	Outcome of the lobby
	Planning Ministry	Technical Vice Minister	Final technical details
	Ministry that will operationalize the public policy	Minister, Vice Ministers, technical area that designed the policy, area that will implement it	Final technical details, expected outcomes, lobbying either other ministries involved or related areas.
5. Approval and setting in motion of public policy	Presidency	President	Approving and setting in motion the public policy
6. Implementation of public policy	Ministry in charge	Specific operational area	Implementing the public policy

Stage	Area of government	Level of government	Activity
7. Assessment of public policy	Ministry in charge	Technical office for internal evaluation	Assessing the public policy
	Planning Ministry	Technical office for public policy assessment	Assessing the method; management, results, and procedure indicators
	Ministry of Finance	Technical office for public expenditure assessment	Assessing the physical-financial progress of the public policy
	Presidency	Team of technical and political presidential advisers	Assessing the financial, social, and political pertinence of the public policy
8. Adjustments to public policy	Ministry in charge	Internal technical area and area that operationalizes the public policy	Adjustments and corrections to the design of the public policy
	Planning Ministry	Technical office for public policy assessment	Method adjustments
	Ministry of Finance	Budget officers	Budget adjustments
	Presidency	President	Decision

This example may serve to show you in a simple way the process of creation of a public policy. While areas and teams may have different names and powers in different countries, this activity aims to define the **stages**, the **areas and levels of command** involved, and the **activities** performed by each of them. During the development of the political mapping and the Advocacy strategy, this information will

▶ NOTES

Public policies are sometimes created in offices outside the government (think tanks, academic centers, consulting or lobbying firms, among others) or with the support of international or regional cooperation agencies. However, what we are trying to achieve with this activity is tracing the road within the Executive Branch that leads to the construction of a public policy, that is, all the public agencies or spheres that participate in its design.

During electoral campaigns, the candidates' staffs outline some public policies and include them in their platform. The construction process, however, starts when the winning party gains access to government areas and takes control of state resources. At this stage, a new process of formulation and reformulation of public policy usually takes place that adjusts them to short-term political goals on the basis of real budget expectations.

contribute to the analysis of specific processes regarding specific public policies in key ministries and with specific actors.

03 Answer the questionnaire in addendum 1.3.2.C, which deals with the role of civil society in public policy construction.

ACTIVITY 1.3.3. PLANS, PROGRAMS, PUBLIC POLICY, AND GOVERNMENT ACTIONS

⇒ PRELIMINARY WORK

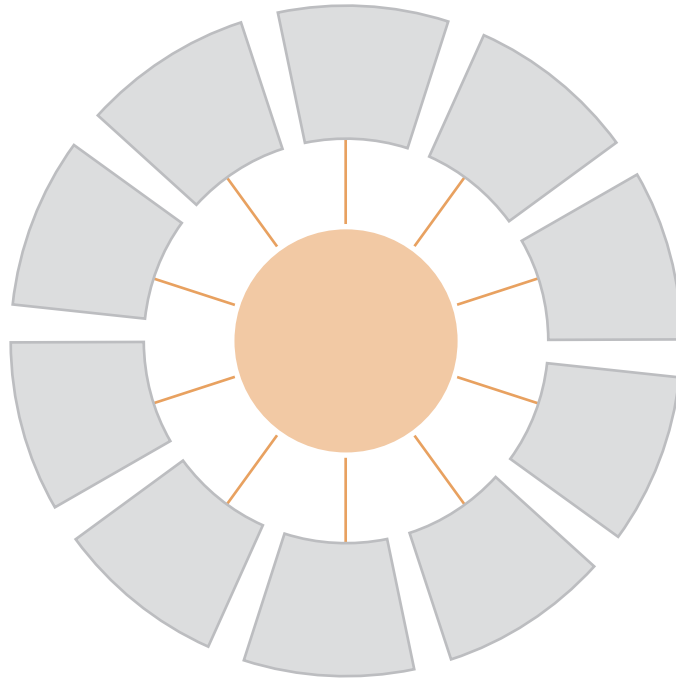
This activity will allow you to have a clear view of government actions related to the Advocacy issue. The team must search for all public policy instruments associated with the issue. Government and ministry offices and Web pages usually publish all the legal and public policy instruments they use to perform their functions. You can also find them in libraries of universities, research centers, civil society organizations, or international cooperation agencies.

📄 EXPECTED OUTCOMES

Tables and diagrams that facilitate the understanding of the decision-making chain and of the process of construction of government actions. The political mapping team will carry out an exercise that will allow them to classify the analyzed government actions, and will lay the foundations to identify entry points to the system by means of existing instruments or of actions that have not yet been considered by the government.

👣 STEPS TO TAKE

01 Find out which ministries, institutes, or public offices perform actions connected with the Advocacy issue and draw a radial diagram. Place the Advocacy issue in the center of the diagram and the identified institutions, in the boxes around it (use addendum 1.3.3 A).



02 Gather information about current government plans, programs, and actions emanating from the Executive Branch that are related to the chosen problem. “Current programs” means all those instruments in operation, whether they were created by the present administration or by previous ones.

Classify the chosen instruments according to their rank. Follow the model offered in the table below (use addendum 1.3.3 B).

▶ **EXAMPLE:**

Ministry, Institute, Department/ Secretariat	Instrument
The Presidency	National Government Plan
The Presidency	National Development Plan
Ministry of Health	Sectoral Health Plan
National Institute of Youth	National Youth Plan
Ministry of Health	National HIV/AIDS Plan
Ministry of Education	National Education Strategy
Ministry of Interior	National Population Plan
Ministry of Health	National Reproductive and Sexual Health Program
Ministry of Health	HIV/AIDS Program
Ministry of Education	Basic National Curriculum
Ministry for Social Development	Youth Policy
Ministry of Women's Affairs	Equal Opportunity Policy
Ministry of Health	Family Planning Norms

03 Analyze the public policy instruments you chose and create a table with those sections or excerpts addressing the Advocacy issue. Many public policies include indicators and implementation schedules. We therefore recommend that you make use of these technical details for the developmental stage of the Advocacy project. Identify the ministries involved in operating the public policy (use addendum 1.3.3 C).

It is crucial to search for the sections of the public policy that define actions containing objectives and/or expected results. The presence of these elements

means that the policy is being defined as a concrete action, which is very different from expressing governmental desires and aspirations without specifying how they will be achieved, as occurs in other sections.

In the case of sectoral instruments (e.g. health instruments) even though it is the Ministry of Health that is in charge of operationalizing them, there may be relations of cooperation or subordination with other government areas or ministries.



It is important that the mapping team determine the ranking of public policies in order to differentiate guiding from operational policies. In many countries, public policy ranking starts with national plans, followed by sectoral policies and specific strategies and programs.

EXAMPLE:

Instrument	Description of the section, paragraph, or excerpt that addresses the issue of interest	Implementing and Involved Areas
National Government Plan	Section 1.2	Ministry of Health, Ministry of Women's Affairs, Ministry of Youth
National Development Plan	Chapters 1,3, and 5	Planning Ministry, Ministry of Health, Ministry of Youth
Sectoral Health Plan	Section A: Reproductive Health	Ministry of Health, Social Security Institute, National Health Fund
Basic National Curriculum	Chapter IV: Equal opportunities	Ministry of Education
National Youth Plan	Section 3bis: Healthy youth	Ministry of Youth
Equal Opportunity Policy	Chapters 13 to 16: Sustainable development with a human face	Ministry for Social Development

▶ NOTES

The technical classification of public policy instruments will be completed as the Advocacy process moves forward. Activity 4 has been designed to classify public policies according to the perceptions of the mapping team.

Public policy analysis enables us to identify entry points to the political system at a more operational level and much closer to the actions we want to influence. Pending policy calls for an assessment of the causes that prevent it from being fully operational. Nonexistent actions, in turn, constitute a strong option for an Advocacy project.

There are public policies that are designed and formally instated through a specific instrument. If the legal framework is not suitable, the public policy may be weak, and may therefore be substantially modified due to the arrival of a new administration or to a decision made under political pressure.

04 Carry out an evaluation exercise of the public policy and actions of the Executive Branch following the criteria listed below. The mapping team must classify policy and actions according to their experience and that of other organizations concerned with the Advocacy issue. A similar activity will be carried out during the Advocacy planning stage. Nonetheless, it is very important that the person or persons facilitating the activity at that stage possess the necessary information to coordinate the exercise (use addendum 1.3.3 D).

01. **Actions in operation.** Policies, plans, programs, or actions currently being carried out that meet the set goals.
02. **Pending actions.** Existing policies, plans, programs, or actions that are being carried out partially or not at all.
03. **Nonexistent actions.** Policies, plans, programs or actions that do not exist either on paper or in government plans, and that the team believes to be relevant in relation to the chosen problem.

Public policy or government actions to be classified are those associated with the chosen issue or issue of interest. We suggest that you create a graphic to visually grasp the situation. We recommend that you organize actions according to their ranking.

▶ EXAMPLE:

If the Advocacy issue is maternal mortality

Policy and actions in operation	Pending policy and actions	Nonexistent policy and actions
Maternal health promotion program	Specific actions to prevent and deal with teenage pregnancy	A national program to offer support for HIV-positive pregnant women

Once the classification is complete, the team must debate once again the criteria used to reach the results shown in the table.

ACTIVITY 1.3.4. KEY AREAS

PRELIMINARY WORK

The mapping team must use the knowledge generated during the previous activity to choose the public policy instruments that they believe are most closely connected with the Advocacy issue. Once the instruments have been chosen, the team must carry out a thorough inquiry among the people who have in-depth knowledge of the operation of each chosen ministry. Interviews with people who work at the ministries are highly recommended. The higher the level of the person interviewed, the more reliable the information you may get regarding both the posts participating in public policy operation and the type and magnitude of the resources each position may use to influence policy development. At the same time, it is advisable that you have access to the ministries' functions and procedures manuals, because they detail the specific legal powers of each position.

EXPECTED OUTCOMES

Table containing specific information about the powers and resources of each post intervening in the decision-making process of the chosen public policies

STEPS TO TAKE

01 In keeping with the previous exercises, the mapping team must choose the public policy instrument(s) that bear(s) **very close** relationship to the Advocacy issue; in other words, the instruments that directly address this issue. In the previous activity you analyzed public policies connected with the issue of interest regardless of the nature of this relationship (use addendum 1.3.4 A).

EXAMPLE:

Public Policy Instrument	Implementing Ministry
National Health Plan	Ministry of Health, Social Security Institute
National Plan for Equal Opportunity	Ministry of Women's Affairs
Comprehensive Teenage Health Program	Ministry of Health
National Youth Program	Ministry of Youth
National Human Rights Program	Ministry of Justice
HIV/AIDS Program	Ministry of Health

02 The mapping team will analyze the instrument(s) chosen and will use it/ them to identify the key posts participating in the decision-making process for the construction, modification, or adjustment of public policy. In this section the team must choose posts belonging to the ministries. In this activity you do not need to include the names of the people holding these posts.



You must create one table per Ministry, Department/Secretariat, or Institute.

External advisers (who do not belong to the structure of a ministry) must be analyzed in **Section 3. Key Actors**. In that section, analysis will be based on the groups that occupy the posts at the time of the activity and on the groups and individuals that bear influence over the decision-making process (use addendum 1.3.4 B).

▶ EXAMPLE:

Area	Post	Decision Level	Decision Resources
Office of the Ministry of Health	Minister	Top management	Political, technical, financial, human, material
Vice Ministry of Health	Vice Minister	Top management	Political, technical, financial, material
Office of Operations and Programs	Director General of Operations	Senior management	Technical, operational, financial, human, material
Office of Operations	Director of Area "A"	Middle management	Technical, operational, human, material
Office of Programs	Director of Area "B"	Middle management	Technical, operational
Office of Operations	Deputy Director of sexual and reproductive health programs	Operational	Operational
Office of Operations	Head of the division of sexual and reproductive health	Operational	Operational

This table serves as a guide to integrate information. At the same time, it is flexible enough to adjust to each ministerial or operational structure, insofar as the criteria for inclusion in each column are observed.

01. In the **Area** column you must choose up to the third level of command, starting from the office of the minister. In this way, the information on specific operation areas will not be diffused, and the chain of command will remain clear.
02. In the **Post** column, however, you must go down the chain of command as far as you want so that the process of supervision, management, and operation of a specific public policy will be complete.
03. In the **Decision level** column you must use four categories:

- **Top management.** They determine public policy but do not intervene directly in the operation of government actions. They stipulate and make decisions about most Ministry resources. Example: The most representative examples are first-level posts in an administration, such as President, Head of government, Prime Minister, and Ministers or Secretaries of State, Vice Ministers, Secretaries, or Deputy secretaries.
- **Senior management.** They manage specific areas of implementation of government actions. They are in charge of operational, financial, human, and specific assessment areas, and their decision-making level is high in all of them. Example: Public servants or officials at the level of director general or head of unit, or posts at the third level of governing responsibility (the third level is counted starting from the president, prime minister, or head of government, depending on who heads the government and the national public administration).
- **Middle management.** They run specific areas of operation. They are in charge of implementing government actions, and their decision-making level is medium in all of them. Includes levels lower than the third government level.
- **Operational.** Posts with low or nonexistent decision-making power. These are the areas in charge of the specific and detailed operation of each public policy action.

04. The following categories are recommended for the **Decision Resources** column:

- **Political resource.** Capacity to make decisions based on political circumstances. Decision makers have the power to modify key aspects of the implementation of a public policy under certain circumstances. Political resource is usually reserved for high levels within the structure

▶ NOTES

It is very important that the team know clearly what this activity seeks to achieve. That is why it is worth recalling that the objective is to analyze and identify those public posts with legal power to intervene in the decision-making process related to the Advocacy issue.

The analysis of the resources of each post is very important, for it allows us to learn who decides about what. There are low-level officials who may have the ability to handle resources that affect the implementation of a certain public policy.

Sometimes organizations performing Advocacy actions do not know or understand public policy operation in depth. Such ignorance leads to poor strategy; they risk choosing the wrong actors (those believed to have a large decision-making resource capital). There are posts that, while not being the highest ones within a ministry, control many processes, including those associated with the criteria underlying public policy creation.


of a ministry. Yet there are posts that have the power to use this resource by their very nature.

- **Technical resource.** Capacity to make decisions on essential technical aspects of a public policy. The technical resource facilitates the modification of fundamental aspects of a public policy such as objectives, implementation mechanisms, actions, or assessment mechanisms. The capacity to make technical decisions will necessarily affect financial, human, and material resources.
- **Financial resource.** Capacity to manage monetary resources and make decisions regarding their use. This capacity depends on the decision level. Top management may make decisions about large sums of money, while senior and middle management levels have decision-making power over more specific aspects of the operation. The latter's freedom to determine the allocation of the financial resource is relative.
- **Human resource.** Capacity to make decisions and manage the staff and teams that make up the various areas. This capacity is ranked starting with top management, which may create or modify whole offices, and ending with middle management, which may only appoint staff for specific operational matters.
- **Material resource.** Capacity to make decisions and manage the whole operational infrastructure of ministries and their various areas. This resource is ranked starting with top management, which may decide upon the building or purchase of facilities (hospitals, clinics, schools, offices to serve the public) and ending with senior and middle management, which have influence over operational equipment (furniture, vehicles, stationery) for the actions they must implement.

ANALYSIS

Go on to the analysis and thoughts notebook.

SESSION 1.4. LEGISLATIVE BRANCH

 ACTIVITY	BRIEF DESCRIPTION
Functions of the Legislative Branch	Studying the main functions of the Legislative Branch in order to understand the parliamentary procedure to create or modify national laws
Operational Structure	Studying the key areas within the Legislative Branch that are connected with the Advocacy issue



MATERIALS AND EQUIPMENT FOR THE SESSION

- Computer
- Internet access
- Information about the operation of the Legislative Branch

OBJECTIVE

At the end of this session the political mapping team will understand the operation of the Legislative Branch and will identify entry points to the political system through parliamentary committees and internal government agencies.

CENTRAL REFLECTIONS

The Legislative Branch is the state sphere where the laws comprising the legal corpus of a society are created. This branch has changed its shape over time to adjust to democratic and politically plural environments. It has eventually consolidated as the space where the different social sectors find representation for their private interests.

The Legislative Branch materializes in parliaments and congresses, and each country has its own form of parliamentarism. Each region of the world and each country have established specific parliamentary processes for the creation of laws. According to each state regime and form of government, parliaments participate in law creation, public policy design, and/or official appointments.

In parliamentary or semi-presidential regimes the person in charge of the Executive Branch is a member of parliament, and the same is true about cabinet ministers. For this reason, the separation of powers is not as clear

as it is in presidential regimes. Nonetheless, this section focuses on the legislative powers of parliaments, that is, on the creation or modification of laws.

In every country in the world, even those with totalitarian regimes, there is a legislative body in charge of approving the country's legal framework. Most countries replicate the British bicameral model – an upper house or chamber of Senators, and a lower house or chamber of Deputies, Representatives, or Assemblymen and women. Each house represents a sphere of the country. In most cases, the nation's regions are represented in the upper house, and the population as a whole – the people – is represented in the lower house. The mechanism for the election of members of parliament shapes their relationship with their constituents and with their party. Another factor that affects legislators' behavior and incentives is the electoral mechanism, which tends to differ from one chamber to the other.

The powers of each house vary according to the country. Consequently, understanding the powers that directly affect the legislative process of the Advocacy issue is one of the relevant matters in this section.

ADDRESSED TOPICS

Legislative Branch, law creation, legislative process, committees, and legislators.

ACTIVITY 1.4.1. FUNCTIONS OF THE LEGISLATIVE BRANCH

PRELIMINARY WORK

The political mapping team must review official documents that regulate the operation of the Legislative Branch. National constitutions usually include detailed information about functions and powers of the legislative houses or chambers. Consulting with an expert on this topic will be of great help to process information faster.

EXPECTED OUTCOMES

Tables allowing you to visualize the general composition and operation of the Legislative Branch; Precise information about the Legislative Branch that will facilitate and simplify the analysis during the creation of an Advocacy project

STEPS TO TAKE

01 Study the calendars of the parliamentary session periods and complete the following information using the first graphic of addendum 1.4.1 A.

- A.** Identify the parliamentary calendars set by the law. You may generally find these in the Constitution or in the laws regulating Parliament. Names and periods may change from one country to the other, so we suggest that you create a table similar to the one below. If it applies, review the calendar for each house or chamber and verify whether there is a period when houses hold joint sessions.
- B.** Parliamentary sessions are periods when different types of legislation are debated. It is important, therefore, to know whether specific laws are debated and passed in different types of sessions in your country. Inquire into what type of legislation is debated and approved in the various kinds of sessions.

02 Using the second table in addendum 1.4.1 A, identify and study the calendar established by law for parliamentary **committee** sessions throughout one year.

Month	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec
Committees are in session in:												

03 Using addendum 1.4.1 B, create a table with the required steps to approve the creation or modification of a legal instrument.

EXAMPLE:

Stage	Process
1	Introduction of the bill to the committee of origin
2	Reading and first opinion after debate
3	Reading and second opinion
4	Vote and approval by committee
5	Reading and introduction before the full membership of the chamber of origin
6	Vote and passage
7	Bill referred to reviewing chamber
8	Reading and opinion by committee
9	Reading and introduction before the full membership of the reviewing chamber
10	Vote and passage
11	Bill sent to the Executive Branch for reviewing and publication
12	Publication
13	Coming into force

04 Answer the questionnaire in addendum 1.4.1 C

05 Fill out the table in addendum 1.4.1 D with the mechanisms and voting percentages necessary to pass or modify a law.

EXAMPLE:

Type of Law	Modification requirements	Description	%	Numeric quantity (if applies)
Constitution	Qualified majority or supermajority	Two thirds of a chamber	75%	375 votes
Constitutional law	Relative majority	One half plus one of the total number of legislators	51%	
Secondary law	Simple majority	The simple majority of those present at the time of the vote		
Code	Simple majority	The simple majority of those present at the time of the vote		
Decree	Relative majority	One half plus one of the total number of legislators	51%	251 votes

The number of votes and percentages required to pass a law vary from country to country. The team must thoroughly review the meaning of concepts such as “simple majority,” “two thirds,” and “relative majority” because there is no universal formula. In some cases, the number of votes needed to pass a law refers to present members of parliament and not to all members, or vice versa.

06 Answer the questions in addendum 1.4.1 E.



The **Numeric quantity** column refers to those cases where the number of minimum necessary votes is specified.

NOTES

In later sessions we will analyze the configuration of Parliament at the time the activities are being developed. Functions and actors have been separated, because the former are stable variables that allow us to understand and assess the mechanisms of law passage without considering currently acting political forces. These forces are dynamic variables that change with each election, and must therefore be analyzed separately.

The analysis of the mechanism to elect members of parliament is of secondary relevance for an Advocacy process. It does not constitute an entry point to the political system, but a tool to devise a strategy in keeping with the political interests and incentives affecting decisions made by parliament members. Later we will study electoral calendars to connect them with the analysis carried out in this section. In this way, we will reach a comprehensive diagnosis that will be useful for the construction of the Advocacy project.

ACTIVITY 1.4.2. OPERATIONAL STRUCTURE

PRELIMINARY WORK

The mapping team must look for the right sources to identify committees or special committees whose work is connected with the Advocacy issue. Technological progress has led states to create Web pages where it is relatively easy to gain access to the information required for this activity. In addition, parliaments usually have libraries open to the public, where you can also learn about committees and about the relation of forces within Congress.

EXPECTED OUTCOMES

Tables with information that serves to identify entry points to the political system through the legislature

STEPS TO TAKE

01 Using addendum 1.4.1A, create a table with the committees and/or special committees whose work is connected with the Advocacy issue.

EXAMPLE:

UPPER CHAMBER

Comittee	Number of members
Education Committee	8
Health Committee	7
Human Rights Committee	6
Justice Committee	8
Constitutional Affairs Committee	10
Women's, Childhood, and Children's Committee	6

LOWER CHAMBER

Comittee	Number of members
Education Committee	15
Health Committee	15
Human Rights Committee	18
Justice Committee	18
Constitutional Affairs Committee	18
Women's, Childhood, and Children's Committee	12

BOTH CHAMBERS

Comitee	Number of members
Education Committee	15
Health Committee	15
Human Rights Committee	18
Justice Committee	18
Constitutional Affairs Committee	18
Women's, Childhood, and Children's Committee	12

02 Find out if there are bills associated with the Advocacy issue that are favorable or unfavorable to it. Include those that may have indirect impact on the chosen problem. Fill out addendum 1.4.2 B using the following criteria:

- **Chamber of origin.** Chamber where it was presented
- **Committee.** Committee where it was introduced
- **Political actor.** Member of Parliament, head of the Executive Branch, prime minister (individual with the legal power to introduce bills)
- **Drafting.** Group of experts or social organizations that intervened in the creation and drafting of the bill
- **Title.** Generic title of the bill
- **Stage.** Stage of the legislative process where the bill is at the moment
- **General content.** General aspects, *spirit* of the bill
- **Relationship with the chosen problem.** Identify those articles, sections, or paragraphs that directly address the chosen problem.

▶ **EXAMPLE:**

Chamber	Committee	Title of the bill	Political actor who introduced it	Drafting	Stage	General Content	Relationship with the established problem
Upper Chamber or Senate	Health	Sexual and Reproductive Health Act	Dep. John Doe	National Collective for Sexual and Reproductive Rights and aids to Dep. John Doe	Drafting of the first opinion	Raises the enshrinement of sexual and reproductive rights in a legal instrument. Dictates concrete state actions to ensure citizens' enjoyment of such rights	The entire instrument is connected with the problem
Lower Chamber or Chamber of Deputies/ Representatives	Education	Education Act	President	Ministry of Education, teachers' union, National Education Association	Awaiting passage by the Upper Chamber	Poses a reform of the educational system. Strengthens children's rights to receive good quality education	<ul style="list-style-type: none"> - Proposes a secular education - Proposes the inclusion of comprehensive sexual education in the basic curriculum

 **ANALYSIS**


Go on to your analysis and thoughts notebook.

◀ NOTES

The Legislative Branch is usually the state institution with the greatest political dynamics. Here political parties turn their platforms and ideologies into bills or laws, and the country's relevant questions are debated from every ideological perspective. In countries with presidential governments, Congress constitutes a very strong counterbalance, while in parliamentary or semi-presidential systems it co-governs and oversees the prime minister.

From an Advocacy perspective, the analysis of the Legislative Branch must start with its structures and processes, and then move on to the political forces and actors that constitute it at the time of the mapping.

SESSION 1.5. TERRITORIAL STRUCTURE

 ACTIVITY	BRIEF DESCRIPTION
Territorial Organization	Establishing some general criteria that will allow you to define the sphere of activity for each government level (national, regional, or local) based on the powers granted by law. Analyzing some of the public policies, plans, programs or government actions at the regional or local level that are independent from the national ones.
Territorial Operation	Analyzing the articulation among national, regional, and municipal policies in order to identify each level's limitations, scope, and boundaries with respect to the next one.



MATERIALS AND EQUIPMENT FOR THE SESSION

- Computer
- Internet access
- Information about the territory and its administrative and political regime

OBJECTIVE

At the end of the session the mapping team will be familiar with the articulation of national, regional, and local policy. They will thus have a clear view of the dynamics of influence and cooperation among government levels to solve a social problem or meet a demand.

CENTRAL REFLECTIONS

Countries are territorially divided into national, regional, and local governments, but these divisions differ worldwide. Culture, history, and the making of the population substantially influence each country's political-territorial organization. That is why analysis must start with the most stable elements of a state – its institutions and the laws that configure it – and then gradually move down to dynamic elements such as regional or local policies and programs, which change with the advent of new administrations.

In the contemporary world there are two major typologies of political-territorial organization – centralized and federal systems. Each, in turn, may be subdivided, in turn, into manifold subcategories. Nevertheless for the purpose of this handbook, we have gathered these subcategories in an independent variable called decentralization, with its various modes. Territorial decentralization has acquired great relevance along with the development of the notion of representative democracy. In some countries with centralized systems, where the national government holds political and administrative control over regions, a process of decentralization of powers is currently taking place that seeks to set operational and public expenditure priorities according to regional needs. In some cases, decentralization goes together with a process of transfer of political power to the regions. Such transfer tends to modify the national power map, and therefore affects public policy designed at the local level.

There are federalist countries with regional sovereign governments and parliaments, where the national government still exerts strong political and administrative control. Nonetheless, like in unitary states or provinces, the progress of representative democracy has exerted pressures towards a gradual increase of the political and administrative authority of the states comprising the federation. Consequently, regional governments also enjoy increased power to set their own parameters for public policy implementation.

Activities in this section will allow the mapping team to understand the territorial organization of their country and its impact on public policy implementation. These activities also aim to broaden your options for entry points to the political system. They will, therefore, facilitate your analysis of the feasibility of achieving regional political influence by means of an Advocacy project, if necessary. Yet they focus on the understanding of the articulation of national and regional policies to determine the scope of each of them. The team will use this information when defining all the necessary premises to choose the state sphere to be targeted by the Advocacy project.

ADDRESSED TOPICS

Local governments, federalism, centralism, decentralization

ACTIVITY 1.5.1. TERRITORIAL STRUCTURE I

PRELIMINARY WORK

Identify the names that designate government levels in your country, for instance, province, municipality, canton, district, and township.

EXPECTED OUTCOMES

Tables and statements that will enable you to identify entry points to the political system at the local level and to understand the articulation of laws and public policy at this level

STEPS TO TAKE

01 Fill out addendum 1.5.1 A, which refers to territorial divisions.

A. Definitions of the various territorial organization models

As is the case with forms of government, each country's territorial organization is peculiar to its history, development, and consolidation as a nation. However, there are general features that serve to group and classify countries according to their territorial structure and organization.

- **Federated state or Federation.** The territory is divided into sovereign states or provinces with a high degree of autonomy from the national government. States or provinces have their own branches of government and the power to pass local laws, as long as these laws are in agreement with national laws.
- **Unitary state.** The territory is divided into states or provinces that are highly dependent on the national government. Provinces cannot legislate autonomously, although they do have certain power to legislate at the regional level.

In the case of both federated and unitary states, there are several subsidiary concepts that may combine to grant special features to the territorial configuration of a country. Among the most common ones are the following:

- **Autonomy.** It refers to the existence of regions that are largely independent from the national government regarding both political and budget management matters. Some autonomous regions have the capacity to legislate, and others do not.



The notions of **autonomy** and **decentralization** are not rigid, nor have they been fully delineated in a theoretical corpus. That is why the political mapping team must carefully read the formal (legal and public policy) documents specifying the factors involved in the process of transfer of responsibilities and authority to the regions.

- **Decentralization.** Decentralization is a process of transfer of political and administrative authority from the national government to the regions. It may be understood in different ways, but its main feature is the transfer of responsibilities and financial authority to the regions. Such transfer increases their freedom to allocate resources according to local needs. Decentralization may occur in both federated and unitary countries, but the transfer mechanism is different in each case.

B. Determine how each branch is elected in each government level.

▶ **EXAMPLE:**

	Executive Branch	Legislative Branch
Regional (states, provinces)	Governor appointed by the president	Elected by the people for a four-year term
Local (municipalities, cantons, townships)	Mayor elected by the people for a three-year term	Council elected for a three-year term
District	Appointed by the governor	None

02 Using addendum 1.5.1 B, create a table that includes the legal instruments regulating the relationship among the various government levels and the most relevant powers attributed to each of them. We suggest that you consider only those instruments or sections of instruments that configure a general framework and those that directly address the Advocacy issue. Open as many rows as you need.

► **EXAMPLE:**

Instrument	General description They regulate territorial organization	Sections related to the chosen issue
Political Constitution	It establishes the general guidelines for decentralization	Articles 213 to 220
Political Constitution	It establishes the territorial organization and regime, forms of government, and authority	Article 320
Treasury Act	It establishes fiscal limitations to expenditure for regions and localities	Article 65, Section III, chapter 2
General Health Act	It refers to decentralization of public health services	Article 4, Subsection II

To ponder the political influence of a region, we must learn the authority and functions of each government level. It is indispensable to know and be familiar with the boundaries between the various government levels set by law. Having enough elements to clearly grasp what must be done by whom will allow you to design an Advocacy project that will be much more consistent with your objectives.

03 Using addendum 1.5.1 C, analyze at least three public policies, programs, plans, or actions of the **local government** that have **direct connection** with the Advocacy issue. Create a table where you can measure the degree of consistency they show with equivalent national public policies. Degrees of consistency may be:

- **High.** Local public policies show **high** consistency with national policies in terms of approach, goals, and implementation mechanisms.
- **Medium.** Local public policies show **medium** consistency with national policies. The approach, goals, and implementation mechanisms are somewhat similar.
- **Low.** Local public policies show **low** consistency with national policies. The approach is dissimilar in terms of both goals and implementation mechanisms.

▶ NOTES

In both unitary and federalist states, policy related to sexual and reproductive health usually gives rise to controversy among the different government levels. Generally, such controversy depends on the ideological stance of the various political actors with regard to these issues. That is why it is important to learn what powers are granted to each government level by law so that we may better understand the authority of each government level to intervene in public policy operation.

In each territorial structure, national, regional, and local public policies differ in their scope and their impact on the population. You must study these features closely so as to target the government level that will ensure the greatest impact for the Advocacy project.

▶ EXAMPLE:

Regional Public Policy	Government Level	Description	Analogous National Policy	Degree of Consistency
Give the official name of the public policy	Regional, local	General description of the policy with emphasis on those aspects that are directly related to the chosen issue	Name the national policy or policies (analyzed in the Executive Branch section) that is/are analogous to the one analyzed here	High, Medium, Low

ANALYSIS

Go on to the analysis and thoughts notebook.

ACTIVITY 1.5.2. TERRITORIAL STRUCTURE II

PRELIMINARY WORK

To get to know the operational mechanisms of public policies in detail, you must resort to primary sources that will give you the information you need for this activity. Interviews with political actors that master the topic are highly advisable, as is the review of specialized literature about territorial organization. Civil society organizations that work on issues at the territorial and national levels are also a good source of reliable information.

EXPECTED OUTCOMES

Tables and statements that will allow the political mapping team to set some premises for the incorporation of territorial analysis to the analysis of the political map

STEPS TO TAKE

01 Fill out addendum 1.5.2 A based on the previous activity and on the definitions and examples offered below. Rate the various degrees of independence and/or autonomy of a government level with regard to the higher one.

Use the following categories to rate degree of autonomy:

- **Very high.** Indicates a very high degree of autonomy of a government level with regard to the one above it. This means that a certain government level has enough political, budgetary, and operational power to head its government with minimal or no intervention by higher government levels.
- **High.** Indicates a high degree of autonomy of a government level with regard to the higher level. The degree of political and administrative autonomy is high but not absolute. There are control mechanisms managed by the higher territorial level.
- **Medium.** Indicates a medium level of autonomy of a government with regard to the higher level. Despite having its own political and administrative authority, the government's dependence on central or national decisions is significant regarding both the construction and the operation of public policy.
- **Low.** Indicates a low degree of autonomy of a government with regard to the higher level. This means that the higher level greatly controls the decisions made in that territory, and that the degree of autonomy of provinces or states is low.
- **Very low.** Indicates a very low degree of autonomy of a government level with regard to the higher one. Political and administrative control is very strong, and provincial or local governments

have almost no power to act. They participate neither in the design nor in the operation of public policy.

- **Nil.** Indicates the lack of autonomy of a government level with regard to the higher one. There is no political or administrative independence. Lower-level officials are utterly subject to the decisions made at the higher or national level. They do not control any budgetary or financial aspect of government.

Based on the following directions, fill out each of the tables in addendum 1.5.2 A:

A. POLITICAL INDEPENDENCE AND/OR AUTONOMY

Government level	Regional (state, provincial)	Local (municipal)	District (if applies)
National	Indicate the degree of political autonomy of the regional power with regard to the national government	Indicate the degree of autonomy of the local power with regard to the national government	Indicate the degree of autonomy of the district power with regard to the national government
	Regional (state, province)	Indicate the degree of autonomy of the local power with regard to the regional government	Indicate the degree of autonomy of the district with regard to the regional power
		Local	Indicate the degree of autonomy of the district with respect to the local power

This table rates the degree of real autonomy. There are countries with a federalist territorial organization where sovereignty is relative in practice because the central power interferes with local political life. Likewise, regional powers may have great political influence over the appointment of local governments because it is thus established by law or by practice.

B. DEGREE OF AUTONOMY OF PUBLIC POLICY OPERATION AND MANAGEMENT

Government level	Regional (state, provincial)	Local (municipal)	District (if applies)
National	Indicate the degree of autonomy in the implementation of regional public policy with regard to national policy	Indicate the degree of autonomy in the implementation of local public policy with regard to national policy	Indicate the degree of autonomy in the implementation of district public policy with regard to national policy
	Regional (state, province)	Indicate the level of autonomy in the implementation of local public policy with regard to regional policy	Indicate the degree of autonomy in the implementation of district public policy with regard to regional policy
		Local	Indicate the degree of autonomy in the implementation of district public policy with regard to local policy

Indicate the degree of autonomy in the implementation of public policies that have been designed at the regional, local, or district level with regard to national, regional, or local public policy, depending on the case.

C. SCOPE OF PUBLIC POLICIES

Government level	Regional (state, provincial)	Local (municipal)	District (if applies)
National	Indicate the scope of regional public policies with regard to national policies	Indicate the scope of local public policies with regard to national policies	Indicate the scope of district public policies with regard to national policies
	Regional (state, province)	Indicate the scope of local public policies with regard to regional policies	Indicate the scope of district public policies with regard to regional policies
	Local		Indicate the scope of district public policies with regard to local policies

Indicate the magnitude of population coverage of public policy designed by the regional, local, or district level with regard to policies stemming from higher government levels.

02 Answer the questions in addendum 1.5.2B, which refer to the degree of autonomy of the various territorial government levels.

◀ NOTES

It is important that the analyzing team reflect on the government level and the beneficiaries in relation to a specific program. In other words, in your country, do the beneficiaries of a government program register voluntarily at the level they want to register? Or does their residency determine the territorial policy level of which they are beneficiaries?

Concerning the specific Advocacy issue, it is also important that the team find out whether people can choose to benefit from a regional or national policy, or if there is a regulation that determines which level must provide that specific service.

To analyze a specific government level in detail, we recommend that you use the following sections: **1.1 Social Structure and Role of the State, 1.2. Legal Structure, 1.3. Executive Branch, and 1.4. Legislative Branch.** This section is devoted to contextualizing the articulation of public policies at the various government levels within a national territory.

Territorial analysis is essential because it allows us to grasp the real scope of responsibility of national policy. At the same time, it enables the mapping team to outline the actual limits to the scope of government actions at the different levels. This matter acquires greater relevance in federalist countries, where the impact of local policies is more effective and direct than that of national policy and there is a lack of consistency between them, allowed by the legal framework.

By means of territorial analysis, the mapping team may identify windows of opportunity to calculate national or regional influence. Let us consider a hypothetical situation regarding issues connected with sexual and reproductive health. Despite the existence of highly conservative policies at the national level, the political-territorial regime may make it feasible to start antagonistic actions at the regional or local level, insofar as we know in advance the scope that may be achieved at this level. Or contrariwise, a national public policy highly favorable to the enjoyment of sexual and reproductive rights may be undermined by public policy originated in a regional or local conservative government.

BRINGING THE MODULE TO A CLOSE

Throughout **Module 1**, the mapping team succeeded in identifying some of the entry points to the political system that are most important for an Advocacy project. By carrying out all the activities, they gathered a large amount of information that will help them to distinguish more clearly their opportunities to influence each of the decision-making spheres within the state.

So far, they have identified the social dimension of the issue on which they want to focus their Advocacy efforts. They have reviewed the legal framework regulating this issue and analyzed government actions connected with it. They have also studied the composition and functions of the Legislative Branch, and identified parliamentary committees and procedures where they may carry out Advocacy actions. In addition, they have detected initiatives to create, modify, or eliminate laws or fragments of laws related to the chosen issue. Finally, they have reviewed the government structure at its various levels of action, and studied the relationship between this structure and public policy operation, scope, subordination, and impact at the different government levels.

At this time, they already have a very clear idea of the role of the state with regard to the issue of interest. This is the first stage of a good political map, but is not enough to devise suitable strategies. This outline is only the first level of analysis you need to create a consistent Advocacy project that is based on comprehensive information.

In the next module you will study the structure and context in which the state functions, and how it influences decision-making processes. We know that decisions are made by people, but we also know that we need to find out which factors outside their reach may condition their decisions. Contemporary societies have welcomed democracy and the representative system as the most suitable mechanism to form governments regulated by a system of checks and balances and subject to society's scrutiny through the vote. As we will see later, electoral systems and party mechanisms that configure social representation are strong forces that determine the incentives of political actors to make decisions.

**UNDERSTANDING
THE POLITICAL
CONTEXT**

2

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MODULE 2. UNDERSTANDING THE POLITICAL STRUCTURAL CONTEXT

In the first part of this handbook you carried out activities that served to identify entry points to the political system. These entry points will be analyzed during the development of the Advocacy project in order to choose the appropriate sphere for Advocacy actions. Activities were conducted based on a principle of structural stability. In other words, they served to analyze elements such as demographic indicators or laws, which are constant features of the state and influence decision-making processes, and gradually move on to more dynamic elements such as public policies and government programs.

In this module you will perform activities following the same principle. You will start with the more stable variables (that is, variables that do not undergo cyclical variations), such as the electoral system and election formulas, to go on to more dynamic variables such as election calendars and results.

Then you will analyze the parties' doctrines and will place them in the ideological spectrum so as to identify allies and opponents more clearly. You will also analyze the parties' social representation. In this way, you will have a precise view of the population sectors each party seeks to represent in public office, and the relationship of such representation to the Advocacy issue. Finally, you will study the balance of power, which is but the actual political power wielded by each party depending on the votes it obtained in the most recent election.


Elections and election results constitute an indispensable variable to understand the dynamics of everyday state activities. They provide the most concrete data to determine and interpret decision-making tendencies among political actors. Even though election results and the power obtained by each political party or government coalition after an election do not solely determine decision-making incentives, they represent a fertile ground for the projection of some of the decisions that will be made. This projection will allow you to devise Advocacy strategies suitable for the structural political context.

SESSION 2.1. ELECTORAL AND PARTY SYSTEMS



MATERIALS AND EQUIPMENT FOR THE SESSION

- Computer
- Internet access
- Election information about the Executive Branch

 ACTIVITIES	BRIEF DESCRIPTION
Electoral System, Party System	Analyzing the influence of electoral and party systems on the public decision-making process.
Electoral Calendars	Identifying electoral calendars for popularly elected offices. Establishing relevant dates for regional and local elections.

OBJECTIVE

That the team obtain enough information to understand how the electoral and party systems shape the incentives political actors have to decide whether or not to promote a certain agenda. That the team obtain the necessary election data to determine the power and influence of each political party in each of the spheres analyzed in the previous session. This information will serve to identify the political capital of each party to make decisions concerning both the operation and functioning of the state, and national public policy.

CENTRAL REFLECTIONS

Electoral formulas – which dictate how the various offices are filled through popular election – constitute a variable that affects the behavior of politicians and decision makers. Each electoral formula in each form of government poses different incentives to political actors to define platforms and government agendas and to prioritize the social demands that emerge during their tenure. The interaction between the electoral and party systems plays a significant role in the analyses and debates of political scientists.

There is no conclusive theoretical corpus that allows us to make analytic generalizations to precisely define the combined influence of electoral and party systems over the mechanism of political representation (to what extent and how well they represent the citizenry) and over the definition

of government agendas (what motivates a political actor to make a decision). Yet by analyzing only the general aspects of the electoral and party systems that bear clear and verified influence on the behavior of political actors, we will not be able to set premises to help identify opportunities during the development of an Advocacy project.

ADDRESSED TOPICS

Party system, electoral system, incentives

ACTIVITY 2.1.1. ELECTORAL AND PARTY SYSTEMS

PRELIMINARY WORK

Study and analyze the evolution of the electoral and party systems in your country. You will thus acquire a general view that will enable you to understand the relevance of these systems for government formation and for the configuration of government agendas in the recent past. You may easily obtain studies that address these topics in an accessible way at the universities and electoral institutes of most countries.

This activity has specific sections for each kind of government regime. Before you start, you must identify which regime is in place in your country. Remember that you analyzed it in Session 1.3. Executive Branch.

Choose the right form of government for the country where you will work. Answer only the questions in the appropriate sections.

- Presidential: Section 1 (use only addendum 2.1.1 A)
- Semi-presidential: Section 2 (use only addendum 2.1.1 B)
- Parliamentary (includes constitutional monarchies): Section 3 (use only addendum 2.1.1 C)

EXPECTED OUTCOMES

Information about electoral formulas and their impact on the behavior of political actors.

STEPS TO TAKE

SECTION 1. PRESIDENTIAL FORM OF GOVERNMENT

Complete addendum 2.1.1A in full. For the following subsections, take into account the instructions and examples provided below.

EXECUTIVE BRANCH

▶ EXAMPLE:

Mechanism	Results	Threshold
Simple majority	x	No threshold
Relative majority	x	35%
Second ballot	x	50%
Electoral court	x	No threshold
Other criteria		



Victory threshold refers to the minimum percentage of votes required to win an election. For instance, there are countries where the minimum percentage of votes for presidential elections is 50%. If this threshold is not achieved, there must be a second ballot to reach the required percentage. Only the two candidates with the most votes are allowed to run in this ballot.



The president is elected by **relative majority**. If a candidate wins more than 35% of the votes, he or she is declared winner. If no candidate obtains that percentage, a second ballot takes place where the candidate winning 51% of the votes is pronounced winner.

01 Formulate a statement describing the election mechanism for president and vice president (if applies).

02 Create a table like the one below where you analyze the degree of legitimacy and political power granted to the president by the polls. We recommend that you conduct this analysis to examine and determine with which sectors the president will or will not be forced to ally himself or herself in order to govern; and whether election results support the president's political strength, or if this will be a weak administration with little voter endorsement, which will hinder the progress of the president's policy agenda.

If presidents win by a high margin of votes with regard to their closest opponent, it is likely that they will not have to forge alliances to govern. Their electoral strength will allow them to carry out their agenda.

▶ **EXAMPLE:**

Premise	High	Low	Nil	Argue briefly
The election mechanism compels presidential candidates to forge alliances with strategic sectors rather than to persuade broad sectors of the population.	x			Since there is a second ballot in my country, the winning candidate must reach agreements with power groups so as to obtain the necessary number of votes.
The election mechanism grants direct legitimacy to the winner, regardless of election numbers.				In my country, the candidate who obtains a simple majority wins the election. The population accepts these rules, regardless of the actual number of votes obtained by the candidate who won the largest amount.
There is a direct relationship between votes won by the president and his or her political strength to implement the government agenda.			x	Once the winner is declared, the number of votes does not affect the configuration of his or her government agenda.
The election mechanism forces the president to forge alliances with social sectors in order: to be able to put forward his or her government agenda.	x			Votes come from broad social sectors, and to win reelection, the president will perform government actions in favor of his or her constituency.



Remember that in **Session 1.4** Legislative Branch, you verified the number of chambers in your country's legislature.



An **incentive** is an incitement, a motivation to perform or neglect to perform a specific action. Political incentives are the motivations politicians or political groups have to increase their political capital, that is, to maximize it. The notions of "incentive" and "maximization" stem from the field of public economics, which analyzes public decision making. We have decided to use them in this handbook because we believe that they effectively describe the behavior of the political actors we are analyzing here. Incentives may come from diverse sources, but as competitive democratic regimes consolidate further, incentives tend to be more pragmatic – they concern short-term decisions.

LEGISLATIVE BRANCH, PRESIDENTIAL REGIME

01 Use the following concepts to define what mechanism is in place in your country to choose parliament members.

- **Uninomial.** Election mechanism whereby electoral districts vote for only one candidate. The candidate obtaining the majority of direct votes wins the election.
- **Proportional representation.** Election mechanism whereby voters elect lists of parliament members in electoral districts. Seats are distributed among political parties according to the percentage of votes obtained by each of them.
- **First minority.** Election mechanism that grants some parliamentary seats to the political party that came in third place.
- **Hybrid.** Mechanism that combines uninominal direct election with proportional representation.

02 To determine the extent of the influence of election mechanisms and formulas over the incentives parliament members have to be accountable to their **constituents**, take into consideration that the combination of the election method and the existence of immediate reelection creates a very significant incentive mechanism for legislators.

EXAMPLE:

Premise	High	Medium	Nil	Argue Briefly
The electoral system creates incentives for parliament members to be accountable to their parties rather than to their constituents.				<p>Parties choose the candidates, and the plurinominal election mechanism results in a lack of accountability toward constituents.</p> <p>If the election mechanism is direct popular election, there are incentives for parliament members to be accountable to their constituents.</p>
The election mechanism that includes immediate reelection motivates parliament members to be accountable to their constituents.				<p>In countries where legislators cannot be reelected for the next term, they are not likely to have incentives to be accountable to their constituents.</p> <p>Legislators who may be reelected for the next term through a relative majority mechanism have incentives to be accountable to their constituents and to perform actions that are consistent with their platforms and their campaign promises.</p>
The election mechanism that includes immediate reelection motivates parliament members to be accountable to their political party.				<p>Parliament members who are elected by means of the proportional representation principle and may be reelected for the next term are likely to have incentives to be loyal to their political party. They feel a stronger sense of loyalty toward their party than toward their constituents because the election lists are put together by the party's most influential leaders.</p>



Political representation is the activity of gathering the population's demands and concerns, and translating them into political platforms, bills, and government actions.

03 Use the following categories to rate the level of political representation of political parties in your country.

Very adequate. Officially registered political parties represent the various social expressions of my country in a very adequate way.

Adequate. Officially registered political parties represent the various social expressions of my country in an adequate way.

Somewhat adequate. Officially registered political parties represent the various social expressions of my country in a somewhat adequate way.

Poor. Officially registered political parties represent the various social expressions of my country poorly.

Inadequate. Officially registered political parties represent the various social expressions of my country in an inadequate way.

Very inadequate. Officially registered political parties represent the various social expressions of my country in a very inadequate way.

2. SEMI-PRESIDENTIAL FORM OF GOVERNMENT

Complete addendum 2.1.1 B. For the following subsections, take into account the instructions and examples provided below.

EXECUTIVE BRANCH

As we have already pointed out, the dynamics of checks and balances between prime minister and president in a semi-presidential form of government depends on the functions and powers of each office. All forms of government seek to attain and maintain a balance of public powers. Analyzing power distribution is essential to understand the authority of each office.

LEGISLATIVE POWER. SEMI-PRESIDENTIAL FORM OF GOVERNMENT

01 Use the following concepts to determine the mechanism used in your country to choose parliament members.

- **Uninominal.** Election mechanism whereby electoral districts vote for only one candidate. The candidate obtaining the majority of direct votes wins the election.
- **Proportional representation.** Election mechanism whereby voters elect lists of parliament members in electoral districts. Seats are distributed among political parties according to the percentage of votes obtained by each of them.
- **First minority.** Election mechanism that grants some parliamentary seats to the political party that came in third place.
- **Hybrid.** Mechanism that combines uninominal direct election with proportional representation.

02 To determine the extent of the influence of election mechanisms and formulas over the incentives parliament members have to be accountable to their **constituents**, take into consideration that the combination of the election method and the existence of immediate reelection creates a very significant incentive mechanism for legislators.



Remember that in **Session 1.4. Legislative Branch**, you verified the number of chambers in your country's legislature.



An **incentive** is an incitement, a motivation to perform or neglect to perform a specific action. Political incentives are the motivations politicians or political groups have to increase their political capital, that is, to maximize it. The notions of "incentive" and "maximization" stem from the economic schools of public decision-making analysis. We have decided to use them in this handbook because we believe that they effectively describe the behavior of the political actors we are analyzing here. Incentives may come from diverse sources, but as competitive democratic regimes consolidate further, incentives tend to be more pragmatic – they concern short-term decisions.

▶ **EXAMPLE:**

Premise	High	Medium	Nil	Argue Briefly
The electoral system creates incentives for parliament members to be accountable to their parties rather than to their constituents.				<p>Parties choose the candidates, and the plurinominal election mechanism results in a lack of accountability toward constituents.</p> <p>If the election mechanism is direct popular election, there are incentives for parliament members to be accountable to their constituents.</p>
The election mechanism that includes immediate reelection motivates parliament members to be accountable to their constituents.				<p>In countries where legislators cannot be reelected for the next term, they are not likely to have incentives to be accountable to their constituents.</p> <p>Legislators who may be reelected for the next term through a relative majority mechanism have incentives to be accountable to their constituents and to perform actions that are consistent with their platforms and their campaign promises.</p>
The election mechanism that includes immediate reelection motivates parliament members to be accountable to their political party.				<p>Parliament members who are elected by means of the proportional representation principle and may be reelected for the next term are likely to have incentives to be loyal to their political party. They feel a stronger sense of loyalty toward their party than toward their constituents because the election lists are put together by the party's most influential leaders.</p>



Political representation is the activity of gathering the population's demands and concerns and translating them into political platforms, bills, and government actions.

03 Use the following categories to rate the level of political representation of political parties in your country.

Very adequate. Officially registered political parties represent the various social expressions of my country in a very adequate way.

Adequate. Officially registered political parties represent the various social expressions of my country in an adequate way.

Somewhat adequate. Officially registered political parties represent the various social expressions of my country in a somewhat adequate way.

Poor. Officially registered political parties represent the various social expressions of my country poorly.

Inadequate. Officially registered political parties represent the various social expressions of my country in an inadequate way.

Very inadequate. Officially registered political parties represent the various social expressions of my country in a very inadequate way.



Remember that in **Session 1.4. Legislative Branch**, you verified the number of chambers in your country's legislature.



An **incentive** is an incitement, a motivation to perform or neglect to perform a specific action. Political incentives are the motivations politicians or political groups have to increase their political capital, that is, to maximize it. The notions of "incentive" and "maximization" stem from the economic schools of public decision-making analysis. We have decided to use them in this handbook because we believe that they effectively describe the behavior of the political actors we are analyzing here. Incentives may come from diverse sources, but as competitive democratic regimes consolidate further, incentives tend to be more pragmatic – they concern short-term decisions.

3. PARLIAMENTARY FORM OF GOVERNMENT (INCLUDES COUNTRIES WITH CONSTITUTIONAL MONARCHY REGIMES).

Complete addendum 2.1.1 B. For the following subsections, take into account the instructions and examples provided below.

LEGISLATIVE BRANCH. PARLIAMENTARY FORM OF GOVERNMENT

01 Use the following concepts to determine the mechanism used in your country to choose parliament members.

- **Uninominal.** Election mechanism whereby electoral districts vote for only one candidate. The candidate obtaining the majority of direct votes wins the election.
- **Proportional representation.** Election mechanism whereby voters elect lists of parliament members in electoral districts. Seats are distributed among political parties according to the percentage of votes obtained by each of them.
- **First minority.** Election mechanism that grants some parliamentary seats to the political party that came in third place.
- **Hybrid.** Mechanism that combines uninominal direct election with proportional representation.

02 To determine the extent of the influence of election mechanisms and formulas over the incentives parliament members have to be accountable to their constituents, take into consideration that the combination of the election method and the existence of immediate reelection creates a very significant incentive mechanism for legislators.

EXAMPLE:

Premise	High	Medium	Nil	Argue Briefly
The electoral system creates incentives for parliament members to be accountable to their parties rather than to their constituents.				<p>Parties choose the candidates, and the plurinominal election mechanism results in a lack of accountability toward constituents.</p> <p>If the election mechanism is direct popular election, there are incentives for parliament members to be accountable to their constituents.</p>
The election mechanism that includes immediate reelection motivates parliament members to be accountable to their constituents.				<p>In countries where legislators cannot be reelected for the next term, they are not likely to have incentives to be accountable to their constituents.</p> <p>Legislators who may be reelected for the next term through a relative majority mechanism have incentives to be accountable to their constituents and to perform actions that are consistent with their platforms and their campaign promises.</p>
The election mechanism that includes immediate reelection motivates parliament members to be accountable to their political party.				<p>Parliament members who are elected by means of the proportional representation principle and may be reelected for the next term are likely to have incentives to be loyal to their political party. They feel a stronger sense of loyalty toward their party than toward their constituents because the election lists are put together by the party's most influential leaders.</p>



Political representation is the activity of gathering the population's demands and concerns and translating them into political platforms, bills, and government actions.

03 Use the following categories to rate the level of political representation of political parties in your country.

Very adequate. Officially registered political parties represent the various social expressions of my country in a very adequate way.

Adequate. Officially registered political parties represent the various social expressions of my country in an adequate way.

Somewhat adequate. Officially registered political parties represent the various social expressions of my country in a somewhat adequate way.

Poor. Officially registered political parties represent the various social expressions of my country poorly.

Inadequate. Officially registered political parties represent the various social expressions of my country in an inadequate way.

Very inadequate. Officially registered political parties represent the various social expressions of my country in a very inadequate way.

ACTIVITY 2.1.2. ELECTORAL CALENDARS

PRELIMINARY WORK

Study the electoral calendars of the most recent and of the next general elections.

EXPECTED OUTCOMES

Tables with the relevant dates for the election of the various popularly elected offices

STEPS TO TAKE

EXECUTIVE BRANCH

01 Based on the following directions, fill out the first table in addendum 2.1.2 A in order to determine the electoral calendar for the presidential or head of state election.

EXAMPLE:

Election date	Inauguration date	Official starting date for the election campaign	Election date First ballot	Election date Second ballot	Inauguration date of the new Executive
Establish the date of the presidential election that led to the victory of the current president	Date of the coming to power of the current president	Date marked in official (legal) calendars as the beginning of election campaigns	Date of the next presidential election, first ballot	Date of the next presidential election, second ballot	Date in which the next president takes office



Electoral calendars represent a pattern of incentives that is very important for decision-making processes. Determine when an administration can define priorities in the political agenda in relation to the proximity or remoteness of the general or local elections.

02 Fill out the table in addendum 2.1.2 B indicating the stage of the presidential term at the time of the creation of the political map and of the Advocacy project. Use the following categories:

- **Beginning of the term.** The president has just won the election and has the legal legitimacy to start his or her government programs based on his or her agenda and according to the commitments made toward the social sectors that supported him or her. He or she forms his or her first team of closest advisors and his or her cabinet based on alliances and political quotas.
- **Between the first quarter and first half of the term.** The president and his or her team of advisors start to consolidate and set in motion their public policy. Since there is no pressure stemming from approaching elections, it is possible to enter into political agreements to achieve concrete, relevant actions that entail changes in the legislation or in the structure of the political system. The president replaces those ministers who have not achieved the expected results or who had been appointed because of political commitments.
- **Midterm.** The president and his or her team are at the peak of their term. Actions and changes achieved so far will prevail as the specific hallmark of his or her administration. The second half of the term is about to start, and then the electoral climate will affect future political decisions. The president must hasten the choice of new ministers who will strengthen his or her administration.
- **Between the first half and the third quarter of the term.** The administration may start to build reliable indicators of the outcome of programs and public policies and of their impact on social perceptions. Its teams conduct the first estimations and polls to measure the feasibility of reelection, or of the victory of a candidate of the same party. These studies allow the administration to make last-minute adjustments that will mark the closing of the term and will be relevant for the beginning of the pre-campaign period. At this stage, the administration is seeking to neutralize the effects of actions carried out by opposition parties at the local government level or in Parliament.

- **End of the term.** Marks the beginning of the closing process at all government levels and in all government areas. No substantial modifications to public policy are usually undertaken, unless it is a radical change that will affect the perceptions of society and of the constituency. The president, the cabinet, and the president's party highlight the most relevant aspects of their administration and seek to forge the necessary alliances to participate in the new election.

The exercise may show significant differences in keeping with each country's form of government. In countries with presidential regimes, it is easier to analyze the relationship between electoral calendars and the course of the decision-making process regarding public policies, because the president is simultaneously head of state, head of the Executive Branch and head of government. In countries with semi-presidential regimes, the president or head of state shares governing responsibilities with the prime minister, who is accountable to Parliament. The influence of the presidential electoral calendar is hence linked to the parliamentary electoral calendar. In both cases, the parliamentary electoral calendar will also affect the definition of the government agenda, especially in relation to new legislation or changes to existing legislation.



The categories described above are based on general premises. That is why we suggest that you adjust your answers to the general context of your country. In this way, you will reach a better diagnosis that will allow you to make timely decisions when you develop your Advocacy project.

LEGISLATIVE BRANCH

01 Fill out the first table of addendum 2.1.2 C to establish the electoral calendar for the Lower and Upper Houses (if applies) based on the following directions.

Election date	Swearing-in date	Official starting date of the election campaign	Election date First ballot	Election date Second ballot (If applies)	Swearing-in date for the new Parliament
Establish the date of the parliamentary elections for current parliament members	Date in which the current Parliament took office	Date marked in the official (legal) calendars as the beginning of election campaigns	Date of the first ballot for the next parliamentary election	Date of second ballot for the next parliamentary election	Date in which the next Parliament will take office



The previous categories were defined based on general premises. For this reason, we recommend that you adjust your answers to the context of your country so as to reach a better diagnosis, which will allow you to make timely decisions when you plan your Advocacy project.

02 Fill out the following tables in addendum 2.1.2 C to determine the stage of the term of the current Parliament at the time this political map is being created. Next are some examples of activities carried out by Parliament at the various stages.

- **Beginning of the term.** Parliament starts legislative activities. Parties negotiate the composition of committees, and appoint authorities and administrative positions. The term's legislative agenda is established.
- **First quarter.** Parliament is in session, and debates, passes, or modifies laws. Parliamentary activities will vary depending on the form of government.
- **Midterm.** Parliament prepares the legislative agenda for the second half of the term.
- **Third quarter.** Parties are defining the lists of candidates for the coming election (nominal or plurinomial representation lists). The legislative agenda will be influenced by this circumstance.

- **End of the term.** Parliament members are in the midst of the electoral campaign. This process differs depending on whether or not immediate reelection is allowed. The electoral formula (proportional or uninominal representation) will influence the behavior of parliament members.

03 . Based on the following example, fill out the first table in addendum 2.1.2 D.

	Beginning of term	First quarter	Midterm	Third quarter	End of term
President or head of state	There are opportunities to exert influence over the new ministers. It is possible to affect the definition of government programs.	There are opportunities to exert influence over public policy operation.	There are opportunities to exert influence over the assessment of some public policies.	There are opportunities to exert influence over the teams that seek to remain in their roles as public policy managers.	There are opportunities to exert influence over candidates so as to generate campaign commitments that will materialize in the next term.
Prime Minister					
Lower House parliament member	It is possible to exert influence over the parliamentary agenda.	It is possible to carry out long-term work to raise the awareness of parliament members.	Since the election is far away, parliament members debate controversial issues.	It is possible to exert influence over parliament members who seek reelection.	It is possible to exert influence over the definition of campaign promises.
Upper House parliament member		It is possible to carry out long-term work to raise the awareness of parliament members.			

04 Fill out the first table in addendum 2.1.2 D based on the following example

	Beginning of term	First quarter	Midterm	Third quarter	End of term
President or head of state	The president has enough margin of votes to be able to set his or her agenda without negotiating with other social groups.	The remoteness of the next election renders the government impervious to new proposals.	The government's estimation that the base of support is against the project hinders our ability to influence public policy assessment.	Public policy is no longer subject to revision and reformulation. Potential reelection or continuity exerts influence through the need to maintain the electoral base of support.	It is hard to influence the decision-making processes of the teams that are ending their term.
Prime minister					
Lower Chamber Parliament member	Campaign commitments toward interest groups impede our influencing the parliamentary agenda.	The remoteness of the next election renders parliament members impervious to issues that are outside their personal, group, or party agenda.	The remoteness of the next election renders parliament members impervious to issues that are outside their personal, group, or party agenda.	Parliament members do not consider these issues profitable regarding the expansion of their electoral base of support.	Parliament members do not consider these issues profitable in view of the next election.
Upper Chamber Parliament member					


◀ NOTES

During the process of creation of the Advocacy project, the team will reexamine electoral formulas and calendars in the state spheres where they want to generate political change. Nonetheless, their having a broad perspective prior to the definition of the expected Advocacy outcome will provide them with a sounder basis to identify potential spaces for action.



The analysis of all the information gathered during this activity is crucial to identify the opportunities and risks for the Advocacy project provided by the calendar of government and legislation activities.

SESSION 2.2. IDEOLOGICAL STANCE, SOCIAL DOCTRINE, AND CITIZEN REPRESENTATION

 ACTIVITY	BRIEF DESCRIPTION
Ideology, social doctrine, and political platforms	Identifying the ideological stance and social doctrine of political parties that hold popularly elected office
Citizen representation	Connecting political parties with their social base of support



MATERIALS AND EQUIPMENT FOR THE SESSION

- Computer
- Internet access

OBJECTIVE

That the mapping team hone their tools to classify political parties according to the parties' ideological stance and social doctrine through the interpretation of their platforms and speeches. That the team identify the social base of support of the parties in the various social and territorial strata in order to supplement their diagnosis of each party.

CENTRAL REFLECTIONS

The evolution and consolidation of democracy has established electoral competition and universal vote as key rules of the political game. Through representative democracy, political parties have become the bridge between society and the political system.

Despite the existence of different forms of government, state regimes, and electoral and party systems, the rules of the democratic game are increasingly similar worldwide. That is why it is possible to set some general premises to analyze and classify political parties according to their political ideology and social doctrine. This information will become part of the political map we are building.

For the purpose of this handbook, we use the category **political ideology** to identify parties based on their position within the right-center-left spectrum. In each world region, in each country even, this classification bears different meanings and programmatic approaches. Throughout this section, however, you will carry out activities where you start from general features and then adjust the taxonomy to your national reality.

The category **social doctrine** classifies parties according to their conservative-neutral-progressive stance regarding sexual and reproductive health, gender, human rights, youth identities, death penalty, abortion, sexual diversity, communitarianism or villageism and related issues. This classification is essential to obtain a preliminary outline of opportunities and risks regarding political parties.

The relationship between a right-wing political ideology and a conservative social doctrine, or between a left-wing political ideology and a progressive social doctrine, is not a necessary condition. A country's right wing may be represented by liberal¹ business sectors in favor of a globalized market economy, and have progressive views concerning reproductive rights. Contrariwise, there are left-wing parties that uphold traditional (Marxist-Leninist or Maoist) positions, and therefore favor social equality, but that do not espouse progressive views regarding gender equity, because they consider such views a capitalist ideological tool.

Nonetheless, in most cases right-wing parties are strongly influenced by religious ideas, while left-wing parties tend to be secular, and therefore have a larger base of support among the more progressive sectors.

¹ Here and in ensuing occasions, "liberal" is used in the traditional (European) sense of the term.

In this section, the political mapping team will seek to find a taxonomy of political parties that allows them to make decisions based on a broad analysis of political parties. In this way, they will be able to clearly identify potential allies and opponents.

ADDRESSED TOPICS

Political parties, ideology, social doctrine, base of representation

ACTIVITY 2.2.1. IDEOLOGICAL POSITION, SOCIAL DOCTRINE, AND POLITICAL PLATFORMS

PRELIMINARY WORK

Obtain recent documents that describe the position of political parties regarding various issues. You will need the political platform, the government plan, and the legislative agenda used during the campaign. We recommend that you consult with party members or experts in those parties so that the answers you receive are as close to reality as possible. In this section you will only analyze political parties that have representation in the political system. Parties that are legally registered to run for election but have no popular representatives nor hold popularly elected offices will be analyzed in Session 3.1 Political Actors.

EXPECTED OUTCOMES

Tables and graphics that allow you to draw an ideological map to locate political parties and determine potential alliances

STEPS TO TAKE

01 Fill out addendum 2.2.1 A in order to identify political parties that hold popularly elected offices in the Executive and Legislative branches at the national and local levels. In this graphic you must include sections or excerpts from official party documents concerning these topics.



The parties' **political ideology** is associated with their position in relation to the economic model and the role of the state.

Their **social doctrine**, in turn, will tell us about the kind of social order they uphold and promote. The parties' political ideology usually fits into a right-left spectrum, while their social doctrine depends on their conservative-progressive approach. Next we explain the range of ideologies and doctrines in more detail.

▶ NOTES

Remember that in this table you must only include excerpts from the main party documents, without rating or classifying their content.

▶ EXAMPLE:

MAIN POLITICAL PARTIES IN MEXICO

Political party	Political ideology	Social doctrine
PAN PARTIDO ACCIÓN NACIONAL (National Action Party)	The PAN claims to be a liberal party that believes market forces should regulate economic activity.	The PAN bases its social doctrine on a Christian-democratic outlook. It sees the traditional family and the dignity of the human person as the core values of society.
PRI PARTIDO REVOLUCIONARIO INSTITUCIONAL (Institutional Revolutionary Party)	The PRI sees the role of the state as essential to regulate the economy without affecting the latter's natural development.	The PRI sees society as plural, diverse, and multiethnic.
PRD PARTIDO DE LA REVOLUCIÓN DEMOCRÁTICA (Party of the Democratic Revolution)	The PRD has a social approach to the economy. According to this approach, the state must ensure the exercise of all human and social rights enshrined in the constitution.	The PRD believes that society is built on its differences, and promotes the recognition of all the social expressions that constitute it.

Political ideology. You must identify it based on the stance of the political party regarding the political and economic model. Since the emergence of the left-right division two centuries ago, during the French Revolution (because Robespierre's Jacobins sat on the left wing of the French Parliament), the meaning of each end of the spectrum has maintained some constant features. With the appearance of Karl Marx's studies on capitalism and his projections of the progress of society toward socialism and communism, the left came to be defined according to this ideological paradigm. From then on, the traditional left has embodied the fight against the inequalities produced by the capitalist free market model and the state institutions emerging from that model, and in favor of an economic model of shared property and profit.

The creation of totalitarian socialist states in the twentieth century (especially after World War II) enhanced the ideological division between left and right. By the time the Berlin Wall fell the left was immersed in a profound ideological and programmatic crisis. New left-wing alternatives bore social-democratic positions that combined the adoption of the values (or virtues) of the market economy with a view of the state as an interventionist entity that would balance the inequalities brought about by capitalism. Social-democratic parties were willing to run for election and to accept the rules of representative democracy (although they granted such democracy a broader dimension of social participation). So far, the left has drawn from countless social demands whose common denominator is the promotion of changes in the production model in order to reduce poverty and exclusion among the greater part of the world population. With regional and local nuances, the left has shifted from the Marxist paradigm to a more liberal one, but it tends to maintain a critical position regarding present-day globalized capitalism and its effects – lack of income distribution and a deep imbalance between rich and poor countries.

Right-wing ideology, by contrast, is tied to the capitalist economic model and the state institutions that make it viable. The right has built its political platforms along with the development of the social sectors benefited by capitalism. This ideology has been identified with the defense of an economic and political model that sees inequality as a necessary – or even natural – condition. It views the state as a structure in charge of regulating relationships among private individuals when the latter cannot reach an agreement on their own. The state should not intervene in economic and market relations, let alone attempt to solve imbalances caused by the economic model.

Social doctrine refers to the parties' position with regard to controversial issues adjacent to the political and economic model. By controversial issues we mean those concerning society and its values, practices, and diversity. As their name indicates, conservative parties usually aspire to conserve the state of affairs, values, and customs so that they will remain unchanged. Consequently, they do not welcome the emergence of social demands that call for a new society **with new practices and dynamics**. Political

parties' views on the family and its structure may help us identify their social doctrine. Progressive parties, which uphold the establishment of new conditions for social coexistence, base part of their platforms and government agendas on demands to perform state actions that ensure the enjoyment of these new conditions. In this sense, the issues endorsed by such parties are close to the ideas of feminism, lesbian and gay movements, indigenous movements, or racial minorities. They promote gender equity, equal opportunities, sexual and reproductive rights, youth identities, and modes of domestic partnership different from the traditional nuclear family.

Another way to differentiate conservative from progressive parties is their position concerning freedom. Even though freedom is a category associated with economic liberalism (and hence with the capitalist model), this category acquires different dimensions when we analyze the social doctrine of a party. For the sake of conserving the state of affairs, conservative parties favor social policies that facilitate population control and levy hard punishment on those who transgress the established norms, rules, and values. The doctrine of a conservative party, combined with a right-wing political ideology, understands freedom in terms of the extent of state intervention (less state intervention, greater individual freedom). Progressive parties, by contrast, whose political ideology is left wing, understand freedom as the enjoyment of equal conditions for the whole population, and consider that the state must intervene to ensure such freedom (more state intervention, greater freedom for society, albeit not necessarily for the individual).

Progressive parties view freedom as the intertwining of various dimensions, starting with individual freedom to make decisions on one's life based on one's tools and knowledge, in an environment free of moral prejudice or religious dogma. That is why parties with a progressive social doctrine support a state that ensures universal access to comprehensive education and health and promotes values such as tolerance and coexistence based on respect for social diversity – religious, racial, of sexual preference, of youth identity, and so on. It is not common to find parties with a right-wing political ideology and a progressive social doctrine, for the latter faces strong resistance when combined with the economic model and the role of the state. Yet there are parties with a left-wing political ideology that do not necessarily promote or uphold a progressive agenda; such agenda would represent an idea of freedom contrary to the notion of freedom with equality. Generally speaking, parties with a progressive agenda do not use public force or establish population control mechanisms. They are not, therefore, in favor of forms of corporal punishment such as the death penalty.

Even though freedom of expression is a value that has rapidly become an inalienable right in most countries, state practices still prevail in some regions that curtail this right. The defense of freedom of expression may be part of the political ideology of a party, but it may become more or less evident when

its social doctrine is put into practice. Most political parties worldwide do not officially promote actions that constrain freedom of expression. In practice, however, we may even find in the government agenda or in the country's laws subtle manifestations of a party's lack of openness to promote, uphold, and respect the various expressions coexisting in a certain society. Freedom of expression must be analyzed as part of our study of social doctrine because both right- and left-wing parties may promote or hinder it.

We must analyze political parties in their ideological and doctrinal dimensions in order to identify all the features that will be useful to us during the creation and development of an Advocacy project. The combination of political ideology and social doctrine results in different types of political parties. Ideological coincidences among parties do not necessarily entail coincidences among their social doctrines, and vice versa.

02 Once you have reviewed the parties' bylaws and platforms, fill out addendum 2.2.1 B in order to classify parties according to their political ideology. Before filling out the table, read the premises offered below so that you may devise a more effective classification.

EXAMPLE:

Party	Radical right	Moderate right	Center	Moderate left	Radical left
PAN		X			
PRD				X	
PRI			X		

We have repeatedly stated that the notions of right and left vary from region to region and from country to country. Nonetheless, we offer some general premises that will help you classify the parties' ideology.

Radical right. Ultra radical agendas that promote the construction of societies based on class, racial, religious, or cultural differences. In these societies, party members and their electoral base of support would occupy the top of the social pyramid. These parties have an economic agenda that favors the interests of national business sectors and supports the existence of monopolies. They tend to uphold nationalist views based on the supremacy of certain social strata. They mistrust the prevalence of foreign over domestic capital. Their program is usually associated with a religious dogma. Democracy is seen as

a formula to gain power rather than a plan for social coexistence in a climate of tolerance, equity, or equal opportunities. State intervention must be reserved for the creation of the conditions to maintain the privileges of the elite sector, not to ensure the reduction of social inequality. They tend to dismiss issues related to the protection of the environment. They are likely to use state violence to maintain social stability and to establish political regimes with an authoritarian slant. They are suspicious of broad human rights, although they uphold first-generation ones in their political platforms.

Moderate right. These parties' agenda usually supports the maintenance of privileges for the dominant economic strata, whose superiority is based on different modes of stratification (racial, foundational, and titled). Their economic program is tied to the market economy, and generally also to the tenets of the Washington Consensus. The state rarely intervenes in the economy. Social policy is subordinated to the virtues of the market. In other words, it is based on the principle that sooner or later the market economy will naturally balance the great inequalities produced by the model. For this reason, these parties do not tend to balance inequality through artificial means such as subsidies or redistributive taxes, which affect the income of the upper social sectors. Moderate right parties promote the values of simple representative democracy and the institutionality of the state. They support first- and second-generation human rights insofar as they are not contrary to religious values. They believe that the role of the state should be reserved to the management of public services, public safety, and justice. Consequently, they do not promote interventionist policies to correct the imbalances caused by market economy. They represent the interests of business or dominant groups. They include general environmental issues in their platforms, but they do not usually promote agendas that negatively affect the interests of the industrial sector. They favor the use of public force to tackle social unrest or insurgent groups. Part of their agenda is generally linked to the tenets of a religion, but they tolerate the existence of others.

Center. Today, political parties running for office in countries with a stable democracy tend to move toward the ideological center because that is where most of the electorate concentrates. Yet the population's electoral behavior may be very dynamic – it may not be committed to a specific party. Center parties usually shift toward one or the other end of the ideological spectrum depending on circumstantial conditions that affect voting intentions.

Center parties have an economic agenda that upholds the free market, globalization, and free trade. They believe, however, that the state must intervene to offset some of the imbalances caused by the economic model. Yet such intervention does not include causing a budget deficit to finance populist social programs. Center parties uphold broad democratic values including equality, equity, tolerance and first- and second-generation human rights. Depending on their political alliances, they may also support third-generation human rights and the agenda of minority groups. Their doctrine does not include clearly religious elements,

even though they may tend to move toward the moderate right. Their environmental platform is usually superficial, with generally accepted tenets. They do not have a clear position regarding boundaries to the use of public force and of state violence, but they do not tend to promote it.

Moderate left. Self-proclaimed as social democracy, its agenda is that of a progressive liberalism that combines market economy with state intervention to correct the imbalances caused by the economic model. With regional and national variations, the moderate left maintains elements of the traditional left, whose ideas were based on Marxist postulates – the class struggle, dialectics, and socialism or communism as necessary stages after the collapse of capitalism. Consequently, moderate left-wing parties accept the rules and values of representative democracy, but see the latter as a transition toward a fairer and more egalitarian economic model. Social democracy seeks power in order to create an institutional state model that promotes social justice as a goal – very much in the manner of the welfare states of the 1950s, 1960s, and 1970s. It mistrusts the virtues of the free market and of the neoclassical economic model known as “neoliberalism,” as well as the penetration of multinational corporations to replace the domestic production base. These parties tend to associate their economic platform with the “third way.” They promote third-generation human rights, but place emphasis on second-generation ones. In recent years they have marginally incorporated demands from minority sectors such as the feminist, LGBT, youth, sexual and reproductive rights, and abortion rights movements, as well as from ethnic and religious minorities. They show a great tendency to include environmental issues, especially demands related to environmental degradation resulting from industrialization. They consider that the use of public force is an extreme measure that would only be justified by a clear situation of social danger. Their political position is not associated with religious doctrines, even though they do not reject the participation of religious groups with kindred ideas.

Radical left. Radical left may mean different things in different parts of the world, but all or most parties that espouse this ideology share some general features. These parties seek to refound the structures of the state and the latter’s relationship with the population. In most cases, they have inherited a Marxist-Leninist or Maoist ideology, whereby socialism and communism are stages that will be reached through (armed or unarmed) revolution. They see capitalism, neoliberalism, and market globalization as their main enemies. Moreover, they believe that representative democracy is a tool of imperialist ideology. They tend, therefore, to promote single-party or narrowly pluralistic forms of government, where the opposition cannot embody an antagonistic ideology. In some regions, the radical left is linked to ethnic, popular, or separatist guerrilla movements.

Radical left parties accept the general concept of human rights insofar as these rights include broad social and economic rights. In other words, they believe that a fair society is one where there is no economic

inequality and where the entire population has access to education, health, and a clean environment. For this reason, they consider that the state must control the economy and the income of public and private businesses so as to prevent any form of wealth concentration. Their position is hence cautious regarding the promotion of human rights – third-generation human rights may be accepted by separatist left-wing parties, but not by Marxist left-wing parties. They do not generally espouse specific religious doctrines, but they do not reject the participation of religious groups with kindred ideas.

Radical left parties tend to include gender equity issues, but only in the context of the new state/ economic institutions. They believe that both men and women are an integral part of an egalitarian society that benefits all its members. Environmental issues may be strongly linked to insurgent environmentalist movements whose approach is closer to these parties in political and economic matters (in favor of food sovereignty, against genetically modified food business and imperialist depredation) rather than in scientific matters. They may show a strong nationalist slant, but with a different perspective from that of the radical right. The radical left may support a society based on rigid coexistence rules, and therefore favor the use of public force and disciplinary corporal punishment.

03 Once you have revised the bylaws and platforms of the political parties, fill out addendum 2.2.1 C. To classify parties more effectively according to their social doctrine, read the premises provided below before you fill out the table.

EXAMPLE:

Party	Radical conservative	Moderate conservative	Neutral	Moderate progressive	Radical progressive
PAN		X			
PRD				X	
PRI			X		

Radical conservative. These parties base their platform on religious doctrines. Generally speaking, they consider that women’s role is to be mothers and housekeepers. They tend to maintain gender and racial inequality by means of practices such as neglecting to criminalize domestic violence (or doing so under very specific circumstances). They do not tolerate social expressions that question the established order. They are intolerant and hostile toward the feminist, LGBT, youth, and sexual and reproductive rights movements. They tend to promote a rigid family structure. Consequently, they do not accept divorce or alternative forms of domestic partnership. They consider that abortion and almost all forms of contraception are unacceptable, and see sex as having the exclusive goal of reproduction. For this reason, these parties do not tolerate the initiation and practice of sexuality for other purposes. The only form of contraception they accept is sexual abstinence. They uphold corporal punishment, including torture and the death penalty. They tend to rigidly control freedom of expression, particularly if the latter promotes different approaches from those they support. They are likely to resort to intimidation tactics based on fear so as to maintain a high level of social cohesion.

Moderate conservative. Religious principles are likely to have significant influence over the social platform of parties with a conservative social doctrine. Yet sometimes (as in the case of radical left parties) the parties’ social conservatism stems from the principles of their political ideology. Moderate conservative parties usually include issues such as gender equality and equity in their platforms, always accompanied by the exaltation of the family and of the twofold role of women – as mothers and as individuals. They tolerate gender-based domestic violence in private, but they condemn gender-based social violence in public.

These parties keep their distance from issues such as feminism, homosexuality, youth identities, and racial minorities. They promote responsible motherhood and fatherhood based on “values and morality.” They disapprove of comprehensive sex education and of premarital sex, even though they do not usually have a position regarding the exercise of sexuality within the marriage for purposes other than reproduction. They have great reservations about contraceptive practices. They only tolerate them for HIV prevention, and to a lesser extent for the prevention of STDs in general. They tend to promote abstinence as the natural contraceptive method. They usually favor the death penalty, as well as rigid social control measures. They promote freedom of expression because it is a value of representative democracy and it fosters social stability. Yet they are reluctant to accept criticism and to publicly debate the foundations of many of their tenets, especially those related to business or religious agendas. In many countries, the degree of existing freedom of expression is linked to the complicity between conservative governments and media owners or license holders with regard to content control. Moderate conservative parties are likely to resort to exaggeration and fear-provoking techniques to manipulate the public agenda.

Neutral. These political parties only tangentially include controversial issues in their social doctrine. Their platforms tend to address them summarily. They do not show influence by any religious doctrine, even though such influence should not be dismissed. These parties usually emerge in electoral periods, and seek electoral or government alliances with bigger parties that will allow them to remain officially registered and to maintain parliamentary quotas. Their support to specific initiatives usually depends on the alliances they have forged. Their analysis and classification must therefore take into account their current circumstances. They do not have a clear position concerning the death penalty, but they do not promote it. They do not tend to resort to intimidation tactics to control the population.

Moderate progressive. These parties have incorporated so-called “third-generation human rights” into their platforms. They support feminist movements, but are cautious regarding issues such as abortion and the age of initiation of sexual relations. They uphold “minority” rights, including sexual preference and racial minorities. They endorse the coexistence of governments based on uses and customs, as long as their norms do not go against national legislation.

Moderate parties have a high commitment toward issues such as sex education, contraception, and the right to a comprehensive sex life and to family planning. They accept the existence of non-nuclear families, and tend to promote legislation that protects the various types of familial bonds, including gay marriage. They usually incorporate issues such as the decriminalization of drug use for some drugs, although this matter is not necessarily central to their platform. They promote the expansion of the definition of legal abortion, even though they do not necessarily uphold full decriminalization. Moderate progressive parties endorse gender equity and equal opportunities at every level. That is why they may support the use of affirmative action to balance the distortions of patriarchal societies. They do not favor the death penalty, and see crime and social rehabilitation as a problem that concerns society as a whole. They foster freedom of expression in all its dimensions and modes, although their moderate nature leads them to be cautious with some forms of expression. They do not resort to fear to intimidate the population. On the contrary, they believe that more transparency leads to a better informed society that can participate in public interest decisions.

Radical progressive. Their political agenda and platform includes third-generation human rights. They promote and lead women’s, LGBT, youth identity, and sexual and reproductive rights movements. They consider that it is indispensable to create wide-ranging sex education programs starting in childhood. They uphold public policy that fosters contraceptive use and develops sexual health counseling services for adolescents. They endorse the total decriminalization of abortion and the notion that each woman must be able to make comprehensive decisions about her body.

They promote alternative lifestyles. They support the decriminalization of drugs, and tend to mistrust genetic modification of crops. Their environmental agenda may set forth radical steps to stop environmental degradation, going as far as advancing proposals that incorporate communitarianism and villageism as well as a whole series of lifestyle alternatives to industrial society's. They strongly oppose all forms of corporal punishment, including the death penalty. They promote and defend freedom of expression in all its dimensions and forms. They reject any kind of social intimidation or ideologization based on fear or exaggeration; they believe that these tactics go against the principle of freedom based on quality knowledge. They reject any social policy that uses these tactics to create cohesion around a project.

04 In addendum 2.2.1 D, write your thoughts about how the political ideology and social doctrine of each of your country's political parties represent opportunities or obstacles to advance the Advocacy issue. These thoughts must be based on the analysis you undertook for this activity.

◀ NOTES

The analysis of political ideology and social doctrine is relevant to identify and establish the strategies you will use with each party during the development of the Advocacy process. As electoral competition progresses, parties tend to move away from the ends of the ideological spectrum in order to broaden their electoral base. Nonetheless, they will always bear characteristic traits that will enable us to classify them.

ACTIVITY 2.2.2. CITIZEN REPRESENTATION

⇒ PRELIMINARY WORK

Based on the existing general knowledge on the country's political parties, the political mapping team must identify the social sector or sectors each party seeks to represent. Likewise, they must identify the types of regions or population settlements where parties hold or aim to obtain a base of support. Even though both categories seem to define the same thing, this activity is actually intended to refine the analysis of political representation. It will thus help you to develop a more detailed strategy during the creation and implementation of the Advocacy project.

📄 EXPECTED OUTCOMES

Tables with information about the political parties' social representation, and thoughts concerning how such representation affects the Advocacy issue

👣 STEPS TO TAKE

01 Fill out the table in addendum 2.2.2 A and determine the population universe that each party represents or seeks to represent. Carry out the following activity based on the experience you have gathered throughout the development of the handbook and on your enquiries into the various political parties.

▶ EXAMPLE:

Party	Sector and priority		
	High	Medium	Low
PAN	Businesspeople, religious groups, upper-middle class youth, medium-sized businesspeople, upper class housewives	Lower-middle class youth, civil servants, union members	University students, intellectuals, academics, artists, peasants, youth identities, indigenous peoples, LGBT
PRI	Middle classes, civil servants, unions, peasants, medium-sized businesspeople	Housewives, middle and popular classes, youth, peasants, people with disabilities, religious groups	Indigenous peoples, artists, intellectuals, LGBT, youth, progressive sectors
PRD	Popular classes, academics, intellectuals, independent artists, progressive youth, independent unions	Popular sector housewives, LGBT, feminists, medium-sized business people	Upper business sectors, religious people, upper-class housewives

The exercise can be easily adjusted to the categories set by the mapping team. You may use as many categories as you need to cover the population universe that each party represents or seeks to represent. For instance, “academics” is not a category in itself, so you must be more specific: “academics working at private institutions; conservative academics”: The category “youth” is too broad. You must therefore define more specifically which youth sector you are describing.

03 Fill out addendum 2.2.2 B to determine party representation based on territorial distribution, level of urban equipment, and income of the resident population.

This activity aims to provide you with better information to analyze political parties and the social sectors they represent. This information is indispensable for Advocacy planning; it will allow you to create appropriate communication strategies for each sector or segment of the population you want to address. You will also be able to devise specific messages and strategies for each political party. You will have detailed knowledge about the sector of the electorate it wants to persuade, and about where to place your issue of interest within its political agenda.

Before you fill out the table, read and review the list of categories for each column in order to become familiar with what they represent.

- **Urban A.** High-income urban zones with full public services and urban equipment
- **Urban B.** Middle-income urban zones with full public services and urban equipment
- **Urban C.** Low-income urban zones with irregular urban equipment and partial urban services; marginalized zones with low levels of indigence or extreme poverty
- **Urban D.** Urban zones of extreme poverty in irregular settlements with no basic public services or urban equipment; marginalized zones with high levels of indigence and extreme poverty
- **Semi-urban A.** High-income zones in small towns, country estates, and hamlets, with average urban equipment and all public services readily available
- **Semi-urban B.** Middle-income zones in small towns with average urban equipment and all basic public services readily available
- **Semi-urban C.** Low-income zones in small towns with poor urban equipment and basic public service infrastructure absent or poor
- **Semi-urban D.** Zones in small towns with high levels of indigence or extreme poverty; total absence of urban infrastructure and public services
- **Rural A.** High-income small towns, estates, ranches, farms, hamlets, and agricultural zones with little urban equipment and all public services readily available

- **Rural B.** Middle-income towns, estates, ranches, farms, hamlets, and agricultural zones with little urban equipment and almost all public services readily available
- **Rural C.** Low-income small towns, ranches, farms, hamlets, and agricultural zones with poor or nonexistent urban equipment, and few or no public services
- **Rural D.** Zones with high level of indigence or extreme poverty; agricultural zones with no urban equipment or public services

 **EXAMPLE:**

REGIONS REPRESENTED / OF INFLUENCE

Party	Urban A	Urban B	Urban C	Urban D	Semi urban A	Semi urban B	Semi urban C	Semi urban D	Rural A	Rural B	Rural C	Rural D
Party 1	High	Medium	Low	Low	High	High	Low	Low	Medium	Medium	Low	Low
Party 2	Medium	Medium	High	Medium	High	High	High	Medium	Medium	High	High	Low
Party 3	Low	Medium	Medium	High	Low	High	Medium	Medium	Low	Low	High	Low

 **ANALYSIS**


Write a final summary of this activity in your analysis notebook. Describe how the political ideology and social doctrine of each of your country’s political parties pose opportunities or obstacles for the progress of the Advocacy issue. This reflection must be based on the analysis developed by means of the tables provided for this activity.

▲ NOTES

The analysis of citizen representation is relevant because it allows you to identify the population sectors that form the electoral base of each party. During the development and implementation of the Advocacy project, this information will help you to devise strategies for social communication as well as discursive and linguistic strategies geared toward the target audience.

Even though these activities have not been designed to conduct a thorough study of political parties, you must acquire the greatest possible amount of information to carry them out so that your analysis will be objective and rational. We recommend that you resort to the help of political analysts who are experts on each party, or to party members with sufficient knowledge to provide reliable information.

SESSION 2.3. BALANCE OF POWER

 ACTIVITY	BRIEF DESCRIPTION
Balance of power <ul style="list-style-type: none">• Executive Branch• Legislative Branch• Territory	Establishing the degree of power wielded by each party based on its strength in Parliament. Determining the degree of power wielded by the president based on the election results that led to his or her victory. Identifying the territorial balance of power.
Balance of power analysis	Connecting the Advocacy issue with the analysis of the political electoral context in your country on the basis of the experience gained throughout the session. You will then be able to determine the relevance of this context for the construction and implementation of an Advocacy project.



MATERIALS AND EQUIPMENT FOR THE SESSION

- Computer
- Internet access
- Information about national election results

OBJECTIVE

That the political mapping team determine the political capital of each party based on the balance of power and the relation of forces shown by the analysis of election results. That the team identify relationships between the electoral and party systems, party ideologies and doctrines, citizen representation and balance of power on the one hand, and the Advocacy issue on the other. In this way, they will be able to set some of the premises for the creation and implementation of the Advocacy project.

CENTRAL REFLECTIONS

To precisely define how much power each party wields, we must take into account manifold factors, many of which are hard to measure in a rational and quantitative way. Nonetheless, the power a party exerts thanks to the size of its electoral base of representation adequately serves to determine the quantity of political capital it may use to influence the decision-making process. In previous activities you completed exercises that enabled you

to identify the social sectors among which each party has greater influence on the basis of the party's ideology and doctrine. Now you will combine this analysis with the measurement of the actual political power granted to each party by the number of votes received both in general elections – presidential (where it applies) or parliamentary – and territorial elections.

With the progress and consolidation of representative democracy, elections have become dynamic competitions where voting changes depending on a variety of factors. For this reason, election results are useful from both a historical perspective (because historical trends and series allow us to establish future projections) and a contextual approach (because we may analyze the period in between elections).

In this section you will only determine the current balance of power, that is, the power wielded by the parties between elections at the time the handbook is being developed. Historical analysis of electoral trends is relevant, but for the purpose of this manual, if the project calls for such an analysis you may use other, external tools such as surveys, polls, and opinion studies.

ADDRESSED TOPICS

Political parties, election results, balance of power

ACTIVITY 2.3.1. BALANCE OF POWER. EXECUTIVE BRANCH

PRELIMINARY WORK

Compile information about the latest election results in your country. These results may be easily found in national Web pages or international databases. Make sure that the information you use is reliable and based on official results.

EXPECTED OUTCOMES

Tables and graphics with election results, and an analysis of the balance of political power in the country

EXECUTIVE BRANCH. PRESIDENT AND HEAD OF STATE

01 Fill out the table in addendum 2.3.1A in order to analyze the election results for the electoral process that ended with the victory of the current president or head of state.

In Section 2.1 Electoral and Party Systems, you conducted an analysis of the influence exerted by the electoral and party systems on the incentives that motivate political actors' decisions. Such influence may be exercised through the election mechanism, the power or legitimacy of political actors, or the electoral calendar. In Section 2.2 Political Ideology and Social Doctrine, you analyzed in detail the positions of your country's political parties in relation to their ideology and social doctrine. In this section you will expand the knowledge obtained in those sections and connect it with the power currently wielded by each party in the various popularly elected offices.

02 Conduct the analysis suggested in addendum 2.3.1A, where you must compare election results.

In this point we suggest that you determine whether the winning candidate was beginning to show a clear majority in the first ballot, or if he or she had to forge alliances and make commitments in order to win the second ballot. When two candidates go on to a second ballot, parties and candidates that were left out of the race usually form alliances with those who are still running. These alliances translate into commitments and agreements that the winner must fulfill once he or she takes office. Consequently, requests by allied parties may affect the distribution of public offices or the content of the government agenda.

To carry out this exercise, we suggest that you take into account the following elements.

- The difference between the number of votes won by the president in the first and second ballots. This difference is important because it shows the actual electoral strength obtained by the president in the first round, and how it increased in the second round. Remember that we are analyzing number rather than percentage of votes, because we are seeking to determine the number of people who chose the current president.
- The degree of legitimacy and acceptance of the current president based on election results.

Determine whether or not election numbers provide the president with a legitimacy bonus. There are countries where winning candidates' power and their legitimacy to promote their government agenda with ample leeway is proportional to the total number of votes they obtained.

03 In your analysis notebook, describe intra- and inter-party alliances that the current president had to forge in order to win the election. Determine how these alliances affect his or her position and field of action in connection with the Advocacy issue.

ACTIVITY 2.3.2. BALANCE OF POWER. LEGISLATIVE BRANCH

PRELIMINARY WORK

Gather data on the latest election, where current legislators were chosen. Search the Congress Web site for information on the parties that make up the committees you had already selected.

EXPECTED OUTCOMES

Tables and graphics that will allow you to see in a simple way the relation of forces within Parliament, both in the chosen committees and in the entire legislature

STEPS TO TAKE

01 Fill out the table in addendum 2.3.2 A with the election results for both houses of the current congress. In this section you will not analyze results according to the election mechanism (uninominal or plurinominal), nor will you analyze second ballots in detail.

EXAMPLE:

Lower House

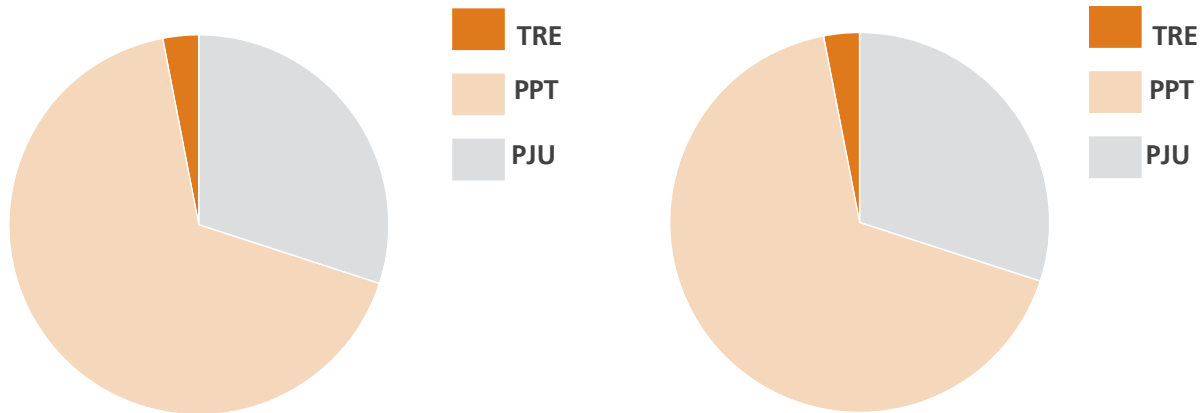
Party	Total seats
PPT	200
PJU	95
TRE	9
Total	

Upper House

Party	Total seats
PPT	30
PJU	15
TRE	1
Total	

02 In addendum 2.3.2 A, draw a pie chart for each of the previous tables. To make it easier, you can use a spreadsheet application such as Excel or Numbers.

▶ EXAMPLE:



Lower House

Upper House

03 Study the coalitions or alliances formed in Parliament, and fill out the tables in addendum 2.3.2 B with this information.

Typically, a parliamentary coalition is formed among several parties that agree to create a government bloc in parliamentary and semi-presidential forms of government. They thus aim to obtain the minimum required majority to govern and to be in charge of the country's public administration. When a coalition collapses, drastic changes usually take place in the government. Parliament may be dissolved in order to call for a new election that will configure a new relation of forces. In these regimes, the opposition may also form coalitions to present a stronger front against the governing alliance. The opposition party with the most seats and its leader head the coalition.

◀ NOTES

Parliamentary alliances and coalitions have different meanings and are used in different ways in each country. However, they bear certain traits that make it easier to draw distinctions among them and to determine the meaning they have in your country.

Some alliances are circumstantial agreements between two or more parties to promote a shared agenda. Such alliances emerge more commonly in presidential countries, where no congressional majority is needed for the president to govern. They may form and break depending on political parties' current interests. Some may be more enduring than others, but the difference with coalitions is that they do not legally affect government operation in the Executive Branch, albeit they do affect it politically. Alliances may also be forged among opposition parties. In some countries, these alliances may surpass the number of deputies of the governing party, acquiring a very significant weight in the creation of the administration's agenda.

► **EXAMPLE:**

Lower House

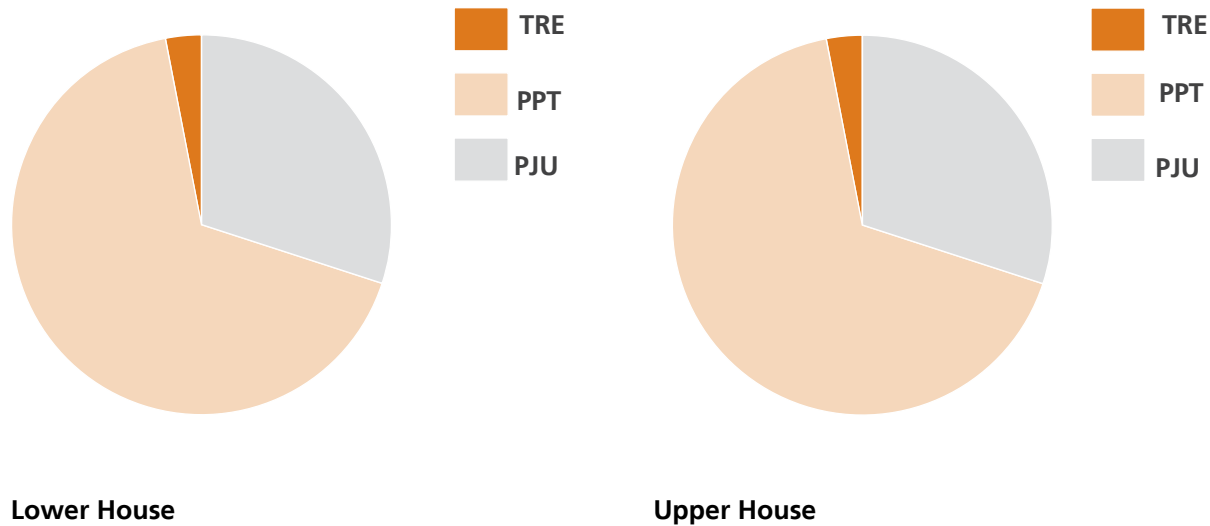
Coalition or Alliance	Total seats
Government coalition	180
Opposition coalition	100
Independent coalition	16
Total	

Upper House

Coalition or Alliance	Total seats
Government coalition	60
Opposition coalition	50
Independent coalition	3
Total	

04 In addendum 2.3.2 B, create a pie chart for each of the previous tables. To make it easier, you may use a spreadsheet application such as Excel or Numbers.

▶ EXAMPLE:



05 Determine whether there are significant variations between the parties' percentage of seats in the lower house and in the upper house. Using addendum 2.3.2 B, write a paragraph explaining possible causes for such variations.

Noticeable percentage differences in the constitution of both houses may stem from the electoral formula (if each house is elected by a different mechanism, and this difference affects the final result) or from voter behavior (the electorate may vote differently for deputies or senators). You must then ponder the constituents' incentives and motives for choosing one or another political option so that you may better understand their voting behavior. You will thus be able to improve the strategy devised in your Advocacy project to address both the general population and Parliament members.

06 Fill out the table in addendum 2.3.2 C. For each of the parliamentary committees chosen in Session 1.4 Legislative Branch, addendum 1.4.2 A, write the number of Parliament members of each party who participate in it. Create a table for each committee of each house.

 **EXAMPLE:**

LOWER HOUSE

Education Committee

Party	Number of Parliament members
Party 1	8
Party 2	4
Party 3	7
Total	19

Health Committee

Party	Number of Parliament members
Party 1	3
Party 2	8
Party 3	6
Total	17

UPPER HOUSE
Rights Committee

Party	Number of Parliament members
Party 1	5
Party 2	9
Party 3	6
Total	20

 **ANALYSIS**

In your analysis notebook, describe how the composition of Parliament generates opportunities or challenges to put forth the Advocacy issue. Take into account the makeup of both houses and of their committees, as well as the analysis carried out in Session 2.2 on the ideology, social doctrine, and platform of each party.

ACTIVITY 2.3.3. BALANCE OF POWER. TERRITORY

⇒ PRELIMINARY WORK

The analysis of the power wielded by each party across the length and breadth of the country may be complicated due to the large number of town and city councils and of autonomous entities. In addition, territorial organization differs from country to country.

Analyzing the balance of power in a federalist country is easier than in a unitary or decentralized country. Consequently, this activity includes exercises that may be adapted to each reality and each territorial organization.

- If the country you are analyzing has a federalist form of government, use only Section 1 and fill out addendum 2.3.3 A.
- If the country you are analyzing has a unitary form of government, use only Section 2 and fill out addendum 2.3.3 B.
- If the country you are analyzing has a transitional form of government, for instance, a unitary state undergoing a decentralization process, fill out both sections.

📄 EXPECTED OUTCOMES

Tables and data that will enable you to determine the strength of each political party across the territory based on election results or political representation

SECTION 1

Territorial balance of power. Federalist form of government

01 Fill out the tables in addendum 2.3.3 A. List all the provinces or states of the country you are analyzing, the governing party, and the party that has the majority in the local Congress.

02 Describe in your analysis notebook how the relation of forces among the parties across the territory generates opportunities or challenges to set forth the Advocacy issue.



In countries with a **federalist territorial regime**, regional and local powers have a high degree of autonomy with regard to the central government.



Remember to base your description on the analysis carried out in **Session 2.2** concerning the ideology, social doctrine, and platform of each party.



If the country has two houses, carry out this exercise for each of them.

► NOTES

The balance of power analysis supplements the analysis of political parties. It allows us to reach a clear diagnosis of the relation of forces among them and of its connection with the issue we want to incorporate into the political agenda by means of an Advocacy project.

If the organization or network that will implement the Advocacy project is interested in bringing about political change at the regional or local level, the mapping team must use this handbook to draw a national map, and then use the same tools to draw a state/provincial or regional map. The territorial analysis you carry out now will be part of the diagnosis of the opportunities or challenges that the Advocacy issue may face in the various areas of the national government.

SECTION 2

Territorial balance of power. Unitary form of government

If the president appoints state/provincial governors, you must analyze territorial power based on the geographical representation of political parties in Parliament. Choose a form of analysis that makes it possible to relate a certain region to the political parties that represent it at the national level.

01 Fill out the table in addendum 2.3.3 B, where you must connect the region represented by the senators with the party to which they belong.

► EXAMPLE:

State/ Province	Number of Parliament members Party 1	Number of Parliament members Party 2	Number of Parliament members Party 3	Total number of Parliament members for each state/province
State/ Province A	2	1		3
State/ Province B	2		1	3
State/ Province C	1	2		3
Total number of Parliament members for each party				

02 Carry out the same exercise for the lower house, if applies.

ANALYSIS

In your analysis notebook, describe how the relation of forces among parties in the territory creates opportunities or challenges to set forth the Advocacy issue. Remember to base your description on the analysis carried out in Session 2.2 on the ideology, social doctrine, and political platform of each party.

ACTIVITY 2.3.4. SUMMARY: BALANCE OF POWER ANALYSIS

PRELIMINARY WORK

You must read the questions in order to draft the arguments to answer them. Gather as much information as possible on each party's position regarding the Advocacy issue. Bylaws, regulations, electoral platforms, bills, and other documents may be useful.

EXPECTED OUTCOMES

Tables and thoughts about the political context and about the relevance of analyzing the balance of power for Advocacy projects

STEPS TO TAKE

01 Fill out the table in addendum 2.3 A. List all the political parties and analyze them according to the features suggested below.

- **Degree of political power** of each party according to the previous analysis of the balance of power. The degree of political power is determined by the votes obtained by the party in the most recent elections.
- **Degree of affinity** with the Advocacy issue. The degree of affinity is determined by the party's position with regard to this issue.



In the "Grounds" column, include the party's kindred ideas that you selected and used for classification purposes.

Categories of degree of affinity

- **Total.** The party has total affinity with the Advocacy issue because this issue is central to its bylaws, platform, speeches, and/or legislative or government actions.
- **Very high.** The party has a very high affinity with the Advocacy issue because it shows a highly favorable point of view in this matter in all or most of its documents, speeches, and public positions. Its agenda includes other priorities, but your issue is one of the most important ones.
- **High.** The political party has a high affinity with the Advocacy issue, and manifests it both in its official documents and in some of the speeches of its leaders and members. This issue is part of its agenda, but is not among the most relevant ones to which the party devotes its entire political capital.
- **Medium.** The party grasps the significance of the Advocacy issue, but such understanding is not reflected on its documents, or is reflected only in a very subtle way. The issue is mentioned favorably in its leaders' speeches, but the party does not commit political capital to advancing this particular agenda. It is not a priority, and so the party does not invest political capital or government actions in it.
- **Low.** The party does not fully grasp the significance of the Advocacy issue, nor does it include this issue in any of its official documents. In addition, it is unlikely that its leaders will speak favorable about it – it is likely that their position will be conflicting or unfavorable. The party's public agenda and its government actions do not show a different approach from that of the team.
- **Very low.** There are no statements associated with the Advocacy issue in any of the party's official documents or in the speeches of its leaders. It is very likely that the latter have an unsympathetic position, and they are not interested in espousing a favorable view on the issue. They do not incorporate any aspect related to this matter or contrary to the team's position into their government actions.
- **Nil.** The party has no affinity with the Advocacy issue. On the contrary, it takes an opposite stance, and invests part of its political capital and of its leaders' discourse to take a position clearly conflicting with yours. It focuses government activity on creating unfavorable actions or on keeping the issue off the public agenda.

EXAMPLE:

Party	Degree of affinity	Grounds	Degree of power (political party)
PRG	Total	Their platform includes aspects that the team has identified as essential. They have promoted changes in favor of the issue in the political agenda, both in the legislative and in the executive branches.	Medium
NAL	Very high	They have presented X bills in agreement with the team's approach to the issue.	Low
PANAL	High	They have declared themselves in favor of the issue and have voted for it in Parliament.	Medium
FMLN	Medium	They are in favor of the issue, but have not performed or promoted concrete actions.	High
ARENA	Low	Their agenda shows little sympathy toward the issue, and they have not declared themselves in favor of it.	High
RGRE	Very low	They have voted in opposition to the Advocacy issue.	Medium
OGTE	Nil	They openly oppose the issue, and their actions and speeches are hostile to including it in the public agenda.	Low

▶ NOTES

From now on, the mapping team will have enough elements to produce a diagnosis rich in information about the relationship between the Advocacy issue and the state. The next activity will serve to define and identify political and social actors who participate in the decision-making chain at the time of the mapping, whether in the Executive or the Legislative Branch.

ANALYSIS

Write a final summary of this activity in your analysis notebook. Think about the party with the highest affinity and about its degree of power, comparing it to that of opposing parties. Determine how this dynamics affects the Advocacy issue. Reflect also upon electoral calendars and their influence on decision-making processes related to the Advocacy issue in the current circumstances. Connect this analysis with the development of a strategy for an Advocacy project.

BRINGING THE MODULE TO A CLOSE

By the end of **Module 2**, you have conducted a thorough analysis of the influence of context and political structure on decision-making processes. You have learned that the election mechanism and the party system influence the decisions of political actors because they condition the incentives actors have to increase their political capital.

As we have reiterated, there is a tendency among political parties to move issues on the national agenda farther and farther away from ideological extremes, and to focus on “neutral” political platforms and proposals that appeal to a broader range of constituents. Nonetheless, parties and their members have ideas, views, and positions about a variety of issues that still allow us to situate them within the ideological spectrum. This analysis has helped us to start identifying alliances and rivalries based on ideology and social doctrine and on the social sector the parties seek to represent.

You have analyzed the balance of power, which is essential to identify each party’s real ability to place an issue in the political agenda and to make the agenda materialize in government actions. Now you have better tools to understand the various factors that condition political actors’ decision making.

Having finished **Modules 1 and 2**, you have a comprehensive, panoramic view of the connection between the issue you want to transform into an Advocacy project, and state action. You can now identify more precisely the key areas where relevant decisions are being made concerning this issue, and the political and structural factors determining these decisions.

The last step to complete our political map is the analysis of all the actors participating in the political stage who will make decisions that will affect our issue of interest. We have repeatedly insisted that because of the high turnout of public offices, actor analysis is the most dynamic of the analyses undertaken here. That is why the first modules of the handbook focused on more enduring and stable aspects of the state and the political system. Such approach allowed you to obtain basic information that need not be modified with each political change. Rather, it provides the general context where political actors interact. The latter do change and shift with much greater dynamism than laws, electoral systems, and territorial organizations.

The **last module** is exclusively devoted to the analysis of actors, their positions, and the degree of power they wield. At the same time, you will analyze those actors who exert influence on those who have the authority to make decisions. You will thus have a comprehensive political map that will provide you with detailed information to plan your Advocacy project.

KEY ACTORS

3

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MODULE 3. KEY ACTORS

Key actors are those specific individuals or institutions that intervene in the decision-making process regarding public and general interest issues at a certain time. The category “key actor” is ambiguous – it includes an array of people who move in different levels and spheres and who have different interests. For the purpose of this handbook, we have subdivided this category into two subcategories – political and social actors. Political actors are those who hold public office with legal power to make decisions connected with the Advocacy issue. Social actors are individuals and civil society organizations that bear some degree of influence over the decisions made by political actors.

With the analysis of key actors you will finish the political map. You will then have all the necessary elements to start developing your Advocacy project.

SESSION 3.1. POLITICAL ACTORS

 ACTIVITY	BRIEF DESCRIPTION
Executive Branch	Identifying the people who occupy the key posts established in Activity 1.3.1 at the time of the mapping. Determining their position, weight, and interest regarding the Advocacy issue.
Legislative Branch	Identifying the people who occupy the key posts established in Activity 1.4.2 at the time of the mapping. Determining their position, weight, and interest regarding the Advocacy issue.
Other political actors	Identifying other actors who are part of the political system (that is, public officials and congressmen and women) who bear a certain degree of influence over the actors chosen in those activities. Determining their position, weight, and interest regarding the Advocacy issue.



MATERIALS AND EQUIPMENT FOR THE SESSION

- Computer
- Internet access
- Pen
- Paper
- Information about Executive Branch officials and about Parliament members



You will conduct this exercise more thoroughly when you choose your target audience for the Advocacy project. Consequently, this activity constitutes a preliminary look at the political actors connected with the chosen issue.

OBJECTIVE

That the political mapping team identify the political actors who hold the previously chosen posts at the time of the mapping.

CENTRAL REFLECTIONS

Throughout the development of the political map, you carried out activities aimed at obtaining a clear and detailed view of the situation of the Advocacy issue in the state and its institutions. You identified entry points to the political system and grasped the structural context in which the issue of interest is processed. You moved from the more stable to the more dynamic elements of the system.

That is why the last part of the *Handbook for Political Analysis and Mapping* focuses on the most mobile elements in a political system – the people holding public office who participate in the creation and operation of government actions connected with the chosen issue.

By political actors we understand the people who occupy a post of any type or level within the state and the political system. Due to the nature of their post, these people take part in the decision-making chain in relation to the Advocacy issue. Political actors have decision resources, that is, legal power to make decisions in keeping with the level of their post.

Decision making is a field of political analysis that must be approached from multiple perspectives so that it serves to make projections of the decisions made by the various political actors. Throughout this module we set forth the formal dimensions that constitute general decision-making parameters. From the legal framework to the electoral context, they influence the behavior of political actors because the latter respond to a series of incentives (personal, group, political, and financial incentives) that lead them in one direction or another when making decisions.

We all know that in this process, political actors are influenced by internal and external factors. In this module you will also analyze those internal political actors (that is, people who belong to the political system) who marginally or tangentially influence key actors, even though they do not

have a direct institutional connection with the Advocacy issue. We will designate these actors as Other Political Actors. They may be ministers, vice presidents, parliament members, first ladies, or even advisory teams who may bear influence over key actors.

ADDRESSED TOPICS

Political actors, influence, position in relation to the chosen issue

ACTIVITY 3.1.1. EXECUTIVE BRANCH

PRELIMINARY WORK

Obtain the greatest possible amount of information on the decision makers who are most relevant to the Advocacy issue. Information may include professional and educational background, interests, and so on. It should be both reliable and verifiable.

EXPECTED OUTCOMES

Tables and relevant data on political actors that will allow you to develop the profile of the decision makers, especially concerning the Advocacy issue

STEPS TO TAKE

01 Verify and transfer all the information from the table in addendum 1.3.4 B to the table in addendum 3.1.1 A. Add the names of the political actors who hold these posts at the time of the mapping.

EXAMPLE:

Area	Post	Political Actor	Decision Level	Decision resources and power
Office of the Minister of Health	Minister	Julia Dorantes	Top Management	Political, technical, financial, human, material
Vice Ministry of Health	Vice Minister	Dolores Estrada	Top Management	Political, technical, financial, material

02 Fill out addendum 3.1.1 B. Create a table with the profile of each political actor chosen for the previous table. Remember that you must create one table for each ministry, agency, or institute in the Executive Branch.

▶ EXAMPLE:

A. MINISTRY OF EDUCATION



The profile must be brief and contain reliable information that will allow you to conduct a preliminary analysis. You will expand this analysis once you choose the target audience for the Advocacy project. If you cannot easily access information, go down only to the third level starting from the office of the minister or the head of an agency.

Post	Actor	Brief Profile
Minister	Jorge Pérez	Economist by profession, with graduate studies in pedagogy. His political career has been close to the president's/prime minister's. He has not had much experience in the education field.
Vice Minister A	Luisa Fuentes	Lawyer, expert in education policy issues. Has held various posts in the Ministry of Education in the past twenty years.
Vice Minister B	Helen Keller	Economist by profession. Has collaborated closely with the minister. Has no experience in the education sector. Has worked in the private sector in the divisions of human and financial resources.

B. MINISTRY OF HEALTH

Post	Actor	Brief Profile



Some of the sources that may be of use for this activity are journalistic reports, interviews, electoral platforms, and speeches and statements by the chosen political actors concerning the Advocacy issue.

03 Fill out the table in addendum 1.3.1 C. Determine the position regarding the Advocacy issue of each political actor listed in the previous table. Remember that you must create one table for each ministry or government institution.

C. MINISTRY OF EDUCATION

Post	Political actor	Highly favorable	Favorable	Indifferent	Unfavorable	Highly unfavorable
		X				
			X			
						X

▶ NOTES

The main purpose of this activity is identifying the political actors who have decision making resources at the time of the development of the Advocacy project. So far, you have analyzed different spheres and levels within the state, but when you start devising your Advocacy project you must choose specific actors in specific spheres. At that stage, your analysis of the actors holding the chosen posts must be thorough and detailed.

It is generally hard to find information about officials in positions lower than vice minister or director general (fourth level starting from the president, prime minister, or head of government). For this reason, the political mapping team must devise ways to obtain information at least about those actors who are truly relevant to the decision-making process. The team may resort to direct interviews with the actors or with people who know them well.

04 Fill out the table in addendum 1.3.1 D using the previous tables as input. Draw a chart with actors who are Favorable, Indifferent, and Unfavorable to the chosen issue. Rate the degree of power (decision-making power) of each actor, use the categories Very High, High, Medium, Low, and Very Low. You do not need to draw a table for each ministry in this exercise.

- **Very High.** Equivalent to Top Management posts described in Activity 1.3.4
- **High.** Equivalent to Senior Management posts described in Activity 1.3.4
- **Medium.** Equivalent to Medium Management posts described in Activity 1.3.4
- **Low and Very Low.** Equivalent to Operational posts described in Activity 1.3.4

▶ EXAMPLE

A. POLITICAL ACTORS WHO ARE FAVORABLE TO THE CHOSEN PROBLEM

Political actor	Post	Area of government	Degree of decision-making power
Johnny Walker	Prime Minister	Office of the Prime Minister	Very High
Elena Garro	Vice Minister of Health	Ministry of Health	High
Elba Esther	Director, Adolescent Program	Ministry of Health	Medium

ANALYSIS

Write a final summary of this activity in your analysis notebook. Describe the relation of forces among the favorable, indifferent, and unfavorable political actors, and the challenges and opportunities it poses for the Advocacy issue.

ACTIVITY 3.1.2. LEGISLATIVE BRANCH

PRELIMINARY WORK

Gather as much information as possible about the professional, educational, and personal background of members of Parliament. Focus on those who have a predominant role in decision-making processes, such as parliament speakers, party whips, or coalition heads, as well as members of committees connected with the Advocacy issue. Make sure that the information you use is verifiable and comes from reliable sources.

EXPECTED OUTCOMES

Tables and relevant data concerning the career and positions of Parliament members connected with the Advocacy issue. This information will allow you to analyze the opportunities and challenges of working with the Legislative Branch.

STEPS TO TAKE

- 01** Fill out the tables in addendum 3.1.2 A with information about the party whip of each political party and about coalition heads. Create one table for each chamber. You must identify one leader for each party, and one for each coalition or alliance.
- 02** Fill out addendum 3.1.2 B with information about Parliament members who are part of the legislative committees chosen in addendum 1.4.2 B *Committees Connected with the Advocacy Issue*. Separate lower-house from upper-house committees.
- 03** Fill out the table in addendum 3.1.2 C with the names of Parliament members identified in the previous tables. Determine their positions regarding the Advocacy issue.

ANALYSIS

Write a final summary of this activity in your analysis notebook. Based on the tables you have just drawn and on the analysis you carried out in Activity 2.3.3 Balance of Power. Legislative Branch, assess the relation of forces in Parliament with regard to the Advocacy issue.



Some useful sources for this activity are journalistic reports, interviews, electoral platforms, and speeches and statements by the chosen political actors in connection with the Advocacy issue.

NOTES

When designing the Advocacy project, if you decide that Parliament must be the target audience you must analyze it in more detail.

ACTIVITY 3.1.3. OTHER POLITICAL ACTORS

⇒ PRELIMINARY WORK

Obtain as much information as possible about the political actors who, albeit not directly concerned with decision making regarding the Advocacy issue, may still influence it. Information may include professional and educational background, interests and so on. It is important to use verifiable information from reliable sources.



This category may include vice presidents, judges, justices, ministers, governors, mayors, the national human rights ombudsperson, a team of advisors, or a particular advisor (advisors who hold institutional posts). External advisors and consultants will be analyzed in the next session.

Other Political Actors refers to people holding posts in the political system who are not directly engaged in operational or legislative activities that affect the Advocacy issue, but who have a certain degree of influence over decision makers directly involved with it.

📄 EXPECTED OUTCOMES

Tables and relevant data about the career and positions of secondary political actors connected with the Advocacy issue

👣 STEPS TO TAKE

01 Fill out the tables in addendum 3.1.3 A with the names of secondary political actors who bear influence over the key actors analyzed in the previous activity. Separate them according to their belonging to the Executive Branch, the Legislative Branch, the Judiciary Branch, or autonomous agencies.

We recommend that you use the following categories to classify the actors according to the type of influence they bear:

- **Political Influence.** Influence stemming either from a party alliance, agreement, or commitment, or from a political agreement that grants the secondary actor power over the decisions of the main political actor. Political influence cannot be measured with technical or legal instruments because it remains outside the institutional realm. It is the product of a more personal type of relationship.



This is a preliminary activity. When you devise your Advocacy strategy, some of the actors analyzed here may become part of the target audience.

- **Technical Influence.** Influence stemming from the secondary actor's institutional capacity to voice a technical opinion about the programs developed by the main actor and about the decisions he or she has made. In this case, the institutional relationship is more relevant than the personal one. Technical influence may be exerted by experts coming from other government spheres where actions are assessed and monitored, or by advisors who do not have direct decision power but may influence the direction of the decisions.
- **Financial Influence.** Influence that a secondary actor may bear on the decisions made by a main actor regarding budgetary or financial aspects of the government programs you are analyzing. Ministers and technicians in budget areas tend to voice opinions regarding the financial viability of public policies, opinions that have considerable weight in public policy decisions. The actors' institutional and technical relationship and influence prevail over their personal relationship.
- **Moral Influence.** Influence stemming from the moral, family, emotional, academic, religious, and/or ideological ascendance of the secondary actor over the main actor. Such ascendance allows him or her to voice opinions regarding the decisions to be made by the main actor. Influence clearly happens at the personal level. Even though it is hard to objectively measure it, we must take it into account when we analyze secondary political actors.

ANALYSIS

In your analysis notebook, write your thoughts regarding the relevance of secondary political actors to the progress of the Advocacy issue.

SESSION 3.2. SOCIAL ACTORS



MATERIALS AND EQUIPMENT FOR THE SESSION

- Computer
- Internet access

 ACTIVITY	BRIEF DESCRIPTION
Interest groups	Analyzing those interest groups that influence the decisions made by the political actors studied in the previous session
International organizations, social organizations	Identifying the international organizations and national social organizations that influence the decisions of the political actors analyzed in the previous session
Opinion leaders	Identifying the opinion leaders (people) who influence the decisions of the political actors analyzed in the previous session

OBJECTIVE

That the political mapping team identify those groups, organizations, or people who externally influence the political decisions associated with the Advocacy issue, and determine their position concerning this issue as well as the degree of power each of them has to influence decision-making processes.

CENTRAL REFLECTIONS

Throughout the process of creation of your political map, you carried out activities helped you acquire a clear view of the political scene and its relationship to the Advocacy issue, and identify entry points to the political system.

As we pointed out in the previous session, decision-making research is a field of political analysis that uses manifold tools to make projections about the decisions to be made by the various political actors. During the previous activities you analyzed political actors with legal and legitimate power to make public, general interest decisions, as well as other political actors with

enough power to influence the main actors. In this activity you will study so-called social actors, that is, those organizations or people who wield power to condition or influence the decisions made by the various key political actors.

We know that political actors forge alliances with civil society groups or people in order to strengthen their political capital. The nature of such alliances may differ. There are ideological and financial alliances; there are alliances based on social doctrine or on the exchange of political favors. These alliances are formed with sectors that have enough weight to become profitable to the political actor.

On many occasions, political actors owe a large part of their (political) capital to certain interest groups, and therefore consult with them to make decisions. In other cases, political actors decide to consult with pressure or interest groups so as to create a positive environment for governance and negotiation, even though these groups are not necessarily sympathetic to them. That is why, as much as the information available allows you, you must include as many categories of social actors with influence over decision-making processes as possible.

ADDRESSED TOPICS

Social actors, influence, position in relation to the chosen topic

ACTIVITY 3.2.1. INTEREST GROUPS

PRELIMINARY WORK

You must carefully choose those national or international interest groups that influence decisions made by the main political actors analyzed in Session 3.1. and that either have a position regarding the Advocacy issue or are interested in it for some reason. The category “interest group” is ambiguous. You may include in it an array of social actors who are not easy to categorize. “Interest groups” alludes to business groups, the media, and intellectual, religious, political, union, and professional associations, among others.

EXPECTED OUTCOMES

Tables with relevant information on interest groups that influence the decisions made by key political actors

STEPS TO TAKE

- 01** Identify the interest groups linked to the Advocacy issue and classify them according to their position and the degree of their influence over decision-making processes.
- 02** Using addendum 3.2.1 A, create a table where you may insert the chosen interest groups that are favorable to the Advocacy issue, and another one where you may insert those that are unfavorable to it.
- 03** Create a table with the interest groups

- **Interest groups with positions that are favorable to the Advocacy issue and their influence over political actors**

Organization	Organization field	Political actor	Degree of influence
Business Council	Business	President, Justice Minister, Health Minister	High
National Television	Media	President	High
Electricians' Union	Unions	Labor Minister	Medium

- **Interest groups with positions that are unfavorable to the Advocacy issue and their influence over political actors**

Organization	Organization field	Political actor	Degree of influence
Cano corporate group	Construction, real estate	Minister of Education, Health Minister	High
La Razón daily	Written press	President, Minister of Education, Justice Minister	High
Catholic Church	Religious	Parliament member X, Deputy Y	Medium

ACTIVITY 3.2.2. SOCIAL ORGANIZATIONS

PRELIMINARY WORK

Choose carefully those national and international civil, social, and non-governmental organizations whose activities are directly connected with the Advocacy issue and that have influence over the decisions made by the political actors analyzed in the previous session. In this activity you will analyze international cooperation agencies, and national and international associations and NGOs. You must include advising or consulting companies hired to participate in the decision-making process, either to provide advice or to design components of a certain public policy.

EXPECTED OUTCOMES

Tables and relevant information about influential social organizations

STEPS TO TAKE

01 Identify civil society organizations and private sector institutions that work on matters connected with the Advocacy issue.

02 Using addendum 3.2.1 A, create a table for the chosen social organizations that are *favorable* to the Advocacy issue, and another one for the organizations that are *unfavorable* to it.

03 Create a table with national and international social organizations.

- **National and international organizations whose positions are favorable to the Advocacy issue, and their influence over political actors**

Organization	Organization field	Political actor	Degree of influence

► NOTES

It is very important that the mapping team choose only those groups that have influence over decision makers in connection with the Advocacy issue. Once you have determined the political actors to be targeted by the project (when you draw the power map during the creation of the Advocacy project), you will analyze potential allies and opponents and their influence more thoroughly.

This exercise serves to complete the analysis of the factors that affect political actors' decisions. We have repeatedly stated that these decisions are based on manifold factors, many of which are hard to measure in an objective and rational way.

Kindred organizations that have no identifiable influence on political actors must not be included in this activity. You will analyze these organizations when it is time to form networks and alliances. You must avoid choosing organizations that do not exercise identifiable and significant influence.

- **National and international organizations whose positions are *unfavorable* to the Advocacy issue, and their influence over political actors**

Organization	Organization field	Political actor	Degree of influence

04 The political mapping team will discuss and analyze the results shown on the tables they created. They will judge the context of the social organizations influencing the decision-making process in connection with the chosen issue as favorable or unfavorable.

ACTIVITY 3.2.3. OPINION LEADERS

PRELIMINARY WORK

Carefully choose those opinion leaders who, for a variety of reasons, have a certain connection with or a position regarding the Advocacy issue. They must also possess some kind of capital that allows them to influence the decision makers you chose in the previous session. In this session you will analyze religious leaders, politicians who are not currently in office, journalists, academics, intellectuals, artists, popular and social leaders, communicators, and so on.

The first lady is a political actor who plays a significant public role in many countries, and may even participate in decision making. Based on the analysis of the legal nature of her post, the mapping team must determine whether she is a political actor or an opinion leader. In countries with a presidential or semi-presidential regime, party leaders are not always members of Parliament or public officials. For this reason, they must be classified as opinion leaders. Party leaders holding government posts (in the Executive or Legislative Branch) will be classified in Activity 3.1.3: Secondary Political Actors.

EXPECTED OUTCOMES

Tables and relevant data about opinion leaders

STEPS TO TAKE

01 Using addendum 3.2.3, create two tables with the opinion leaders who influence political actors' decisions. Include those who have a favorable position concerning the Advocacy issue in one table, and those whose opinion is unfavorable in the other.



During the development of the Advocacy strategy, you will use and expand this information to identify allies and networks as well as potential opponents.

▶ **EXAMPLE:**

- **Opinion leaders favorable to the chosen issue, and their influence over political actors**

Opinion leader	Activity/ Capital to exert influence	Political actor influenced	Degree of influence
Juan Pérez	Director, business consortium X	President, Parliament Members X, Y, and Z, political party X, Minister X	(High, Medium, Low)
Caterina Gómez	Director, media group R	President, Minister X	High
Claudio González	Columnist, La Razón daily	President, Minister R	Medium
Juana la Loca	Highly recognized feminist	Justice Minister, Vice Minister of Education	Medium

▶ **NOTES**

We have used the term “**opinion leaders**” because those outside the political system who influence decision makers usually have a certain social capital that renders them influential with a certain population sector. Yet there are people who exert influence on political actors who are neither socially recognized nor popular.

ANALYSIS

In your analysis notebook, write your thoughts about the relevance of key actors in relation to the Advocacy issue.

Analyze the results shown on the tables you created. Judge the context of the opinion leaders who influence decision making in relation to the Advocacy issue as favorable or unfavorable.

BRINGING THE MODULE TO A CLOSE

Now that you have finished **Module 3**, you have enough information to start planning your Advocacy project.

Module 3 has served you to identify relevant political and social actors who are somehow linked to your issue of interest. Actors are people – human beings with virtues and shortcomings, with personal, familial, and social convictions. Their personalities and beliefs are reflected in their understanding of society and of the role the state plays in it, a viewpoint that conditions their decision making.

Nonetheless, in **Modules 1 and 2** we have seen that political actors' decisions are determined first, by the legal framework, and second, by a series of incentives produced by each country's political system. That is why you now have a powerful tool with detailed information that will help you to make decisions when you reach the planning stage of your Advocacy project. In addition, it will provide you with better judgment criteria when circumstances change and you have to reorient your strategies.

In the modules presented in the *Handbook for Advocacy Planning*, you will use all the information you compiled for the political map. You will then be able to appreciate how each activity of the first section may serve to develop your Advocacy project.

ADDENDUMS



1.1.1 A

TO IDENTIFY THOSE INDICATORS THAT ARE *DIRECTLY* CONNECTED WITH OUR ISSUE OF INTEREST

Indicator	Amount (percentage or numerical)	Source

1.1.1 B

SUMMARY OF THE SOCIAL PROBLEM/S RAISED BY THE STATISTICAL DATA

In the next box, describe or summarize in a simple statement the social problem/s raised by the statistical data you chose to analyze. Start with a general description of the problem as a whole, and then follow with three specific statements with concrete information.

EXAMPLE:

According to the data we found and analyzed, we have determined that there is a problem with young people's attitudes and practices regarding sexual and reproductive health that is confirmed by indicators of contraceptive prevalence, teenage pregnancy, death due to backstreet abortion, and domestic violence associated with young married couples. Official data do not coincide with studies conducted by "XX" institutions. Public policy may therefore be dealing with a much smaller coverage universe than the one that is actually needed.

According to the information they found, the political mapping team establish that:

1.1.1 C

MEASURING THE EXTENT OF THE IMPACT OF THESE DATA ON THE CHOSEN PROBLEM/S

Create a table where you include adjacent statistical data that influence the problem you are analyzing. Order them in a scale that goes from greater to lesser impact.

According to the statistics they found, the mapping team must determine whether the following data affect the social problem directly or indirectly. In this table you may include figures describing public service coverage.

Degree of impact	Indicator	Data	Argument
High, medium, or low	Insert the indicator	Insert the percentage of the indicator	Explain the reasons for the rating you have given to the influence this indicator bears over the chosen problem

1.1.1 D

MEASURING THE DEGREE OF IMPACT OF THE DATA ON THE PROBLEM/S

Based only on the chosen data, write a statement that combines the statements in addenda 1.1.1 B and 1.1.1 C in order to clearly define the social dimensions that make up our problem.

EXAMPLE:

According to the data they found and analyzed, we have established that there is a problem with young people's attitudes and practices regarding sexual and reproductive health that is confirmed by the indicators for contraceptive prevalence, teenage pregnancy, death due to backstreet abortion, and domestic violence associated with young married couples. Official data do not coincide with studies conducted by "XX" institutions. Public policy may therefore be dealing with a much smaller coverage universe than the one that is actually needed. The problem is multiplied and enhanced among the poorest sectors of the country because they represent 50% of the population, which indicates that the seriousness of the problem is proportionate to existing poverty levels. Furthermore, the proportion of religious families that espouse traditional values – X% of the population – affects young people's attitudes and practices regarding sexual and reproductive health. Other data we have found show that there is a relationship between poverty level and conservative religious and moral beliefs, which further enhances the problem.

According to the information they found and analyzed, the political mapping team establish that:

01. Check the type of national *legal system*

- British or Common Law
- Continental or Civil Law
- Religious Law
- Hybrid Law (establish)

In the country where the Advocacy process will take place the legal system is:

02. Study the ranking of legal norms in the country. Usually this ranking starts with the Constitution and international treaties, but it varies depending on the region and the legal system. Create a graphic with the ranking, and number each type of law.

1	
2	
3	
4	
5	
6	

1.2.1 B

STUDY OF THE CONSTITUTION

Study the articles and amendments connected with the issue of interest and/or chosen problem. Focus on human, social, and economic rights.

Create a table similar to the one provided below:

Article (include specific section or subsection)	Description



You must include both the excerpts or sections that are favorable to the chosen problem, and those that are unfavorable to it.

1.2.1 C

STUDY OF LAWS, CODES, REGULATIONS, AND SECONDARY NORMS

Explore which laws, codes, regulations, and other secondary norms derive from the constitutional sections or amendments selected. Look for the articles, sections, or excerpts that directly affect and regulate state action on the chosen problem. Transcribe verbatim to the next table.

Instrument (General law, code, norm)	Article (include specific sections or subsections)	Transcription



Gather all relevant articles, sections or excerpts, as well as those that tangentially affect the chosen problem (e.g. penal codes). Include both favorable and unfavorable articles or sections.

1.2.1 D

STUDY OF BINDING INTERNATIONAL TREATIES

Study the international treaties and create a table where you identify the binding treaties addressing human, social, and economic rights that have been signed and ratified by the state. Generally, the head of state or head of government of a country (president, prime minister, or monarch) signs binding international treaties, and Congress or Parliament ratifies them – either the upper house (the Senate), the lower house (Representatives or Deputies), or both. Procedures vary from one country to the other.

Treaty	Signing date	Ratification date	Relationship with the Advocacy issue

1.2.1 E

STUDY OF THE LEGAL DOCTRINE

Study existing rulings and create a table where you identify the rulings that produce legal doctrine and affect the Advocacy issue. Legal doctrine is constituted by the rulings issued by the courts belonging to your country's Judiciary Branch.

Trial, controversy, or case	Date of the decision or ruling	Decision or ruling related to the Advocacy issue	Impact on the Advocacy issue Favorable/Unfavorable Argue

1.2.2 A

CLASSIFYING ARTICLES, SECTIONS, OR AMENDMENTS OF THE LEGAL INSTRUMENTS

Choose and classify each of the articles, sections, or amendments of the legal instruments connected with the Advocacy issue. Classify them according to their favorable or unfavorable relationship with the issue of interest. If the piece of legislation is favorable to your approach to the Advocacy issue, write it in the appropriate column and argue why it is favorable. If it is unfavorable, list the reasons you have found to place it in this column. If you find favorable and unfavorable aspects in the same article, section, or amendment, place the different aspects in separate rows.

Legal instrument	Article, section, or amendment	Favorable	Unfavorable	Legal weight*



In the last column you must establish the ranking of the juridical norms so as to rate the legal weight of the instrument – ***High, Medium, or Low.**

Legal weight depends first on ranking, and second on the role of the instrument in regulating government action regarding specific public policies that are connected with the issue of interest.

1.2.2 B

MODIFIABLE ARTICLES, SECTIONS, OR AMENDMENTS OF LEGAL INSTRUMENTS

Make a list of the legal instruments (detailing article, amendment, section, or subsection) that you consider **eligible to be changed through an Advocacy process**. They must bear direct relationship with the issue of interest and the chosen problem.

Instrument	Issue, right, or action	Description	Desired change

1.2.2 C

MODIFIABLE ARTICLES, SECTIONS, OR AMENDMENTS OF LEGAL INSTRUMENTS

In the following activity you will reflect on *nonexistent* norms that, in the opinion of the political mapping team, should be created to strengthen the role of the state in relation to the issue of interest. To do so, fill out the illustrating table below.

Type of Instrument	Description	Impact on the issue of interest
In this column, insert the type of instrument (law, regulation, code, etc.)	Describe the name of the instrument (Youth Act, Women’s Code, etc.)	Describe the impact of the creation of the new instrument on the issue of interest

1.3.1 A

OPERATIONAL STRUCTURE OF THE EXECUTIVE BRANCH

Answer the following questions

- 01.** According to the definitions of political regimes included in the central reflections of this session, identify the type of regime that exists in your country.

- 02.** Which office bears the functions of head of state in your country (president, monarch)?

- 03.** Which office heads the national public administration (president, head of government, prime minister, chancellor)? Note: The head of state and the head of government may be combined in the same office, especially in presidential regimes.

If the same office performs the functions of head of state and head of government, go on to question 6.

- 04.** In countries with a head of state and a head of government, does the head of state have the power to participate in public policy design and operation?

YES

Explain _____

NO

05. In semi-presidential countries with a head of state and a head of government, does the head of state have the power to appoint or remove ministers or civil servants belonging to the operational structure of the Executive Branch?

YES Explain _____

 NO _____

06. What is the mechanism to appoint or remove ministers or heads of national institutes? The answer may be as brief as:

They are appointed by the president

They are nominated and submitted to Parliament by the prime minister

They are nominated by the head of government and ratified by the president

They are nominated by the president and approved by Parliament

They are nominated by the president and approved by the Senate

Other: _____

1.3.1 A

OPERATIONAL STRUCTURE OF THE EXECUTIVE BRANCH

- 01.** Do/es the head/s of the Executive Branch has/have legal power to govern through executive orders? Briefly explain the scope of this power.

YES

Explain: _____

NO

- 02.** What are the legal functions of the vice president (if any) that are associated with the operational power of the Executive Branch?

- 03.** Is there another office, of a lower level than that of the president, the head of government, the prime minister, or the chancellor, that has greater powers than those of the ministers? Explain its functions.

1.3.2 A

HIERARCHICAL STRUCTURE OF THE EXECUTIVE BRANCH

Draw the organization chart of the Executive Branch. Pay special attention to those agencies connected with the Advocacy issue, such as the Ministry or Department of Health.

1.3.2 A

HIERARCHICAL STRUCTURE OF THE EXECUTIVE BRANCH

Study the course of the construction of a public policy, plan, program, or government action through the decision-making process in order to fill out the table provided below.

Stage	Area of government	Level of government	Activity
1. Transformation of a social problem into a public policy proposal			
2. Preliminary design			
3. Introduction of and lobbying for public policy			
4. Pre-approval of public policy			
5. Approval and setting in motion of public policy			
6. Implementation of public policy			
7. Assessment of public policy			
8. Adjustments to public policy			

◀ **Stage**

It refers to the moment of the process. It is important to follow the course of the construction process, from the preliminary formulation of the policy to its assessment and adjustment after it has come into operation.

◀ **Area of government**

Determine which area or areas intervene and participate at each stage.

◀ **Level of government**

Determine which levels of the hierarchical structure participate at each stage. If you write “technical team,” you must include the level of the posts making up that team.

◀ **Activity**

Describe the activities developed by the different areas at each stage of the process



This example may serve to show you in a simple way the process of creation of a public policy. While the names and powers of the various areas and teams, and the steps toward public policy making, may vary in different countries, this activity aims to define the stages, the areas and levels of command involved, and the activities performed by each of them. During the development of the political mapping and the Advocacy strategy, this information will contribute to the analysis of specific public policy processes in key ministries with specific actors.

1.3.2 C

HIERARCHICAL STRUCTURE OF THE EXECUTIVE BRANCH

Taking into account the information gathered in Addendum 1.3.1.B and the influence resources of your country's organized civil society, ponder the following questions.

A At which stage do you believe that civil society has the greatest potential to influence the public policy-making process?

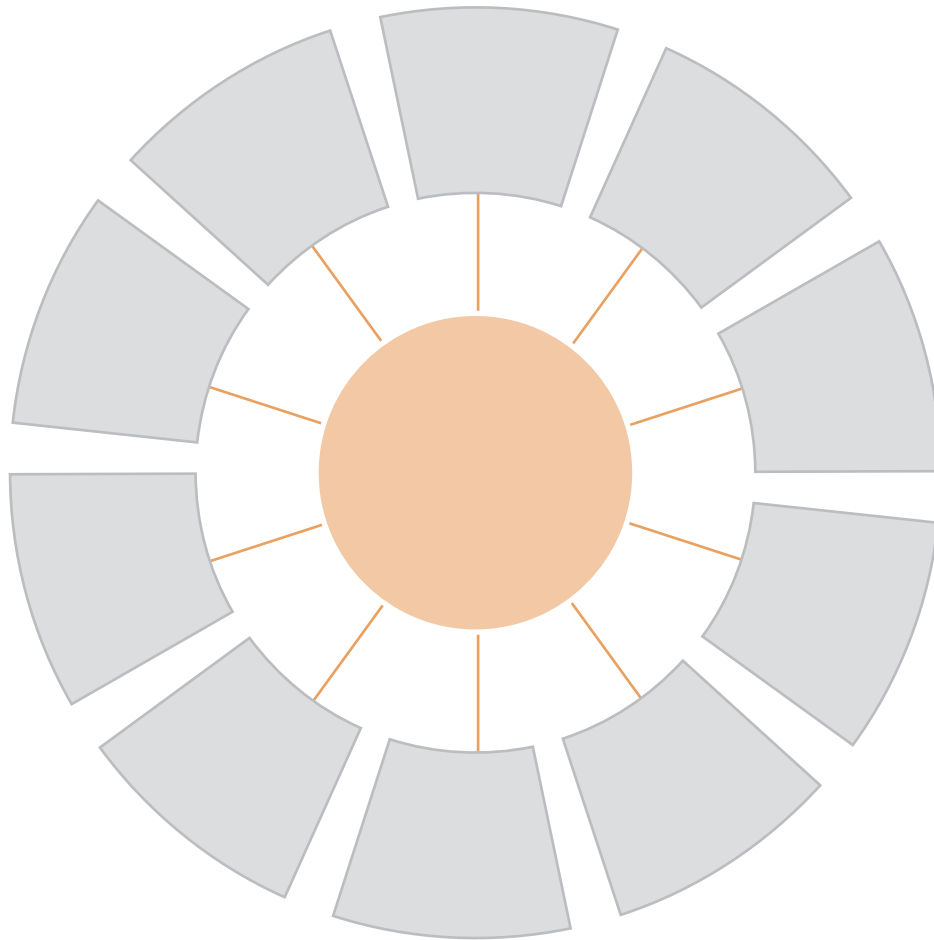
B In which areas do you believe that civil society has the greatest potential to gain access so as to influence the public policy-making process?

C At which government level do you believe that civil society may substantially influence public policy design?

1.3.3 A

MINISTRIES, INSTITUTES, AND PUBLIC OFFICES CONNECTED WITH THE CHOSEN PROBLEM

Find out which ministries, institutes, or public offices perform actions connected with the Advocacy issue, and draw a radial diagram. Place the Advocacy issue in the center of the diagram.



1.3.3 B

PLANS, PROGRAMS, AND GOVERNMENT ACTIONS CONNECTED WITH THE CHOSEN PROBLEM

Gather information about current plans, programs, and government actions emanating from the Executive Branch that are related to the chosen problem. “Current programs” means all those instruments currently in operation, whether they were created by the present administration or by previous ones.

Classify the chosen instruments according to their rank. Follow the model of the table provided below.

Ministry, Institute, Department/Secretariat	Instrument

1.3.3 C

PLANS, PROGRAMS, AND GOVERNMENT ACTIONS CONNECTED WITH THE CHOSEN PROBLEM

Analyze the public policy instruments you chose, and create a table with the sections or excerpts addressing the Advocacy issue.

Instrument	Description of the section, paragraph, or excerpt addressing the issue of interest	Implemented and Involved Areas



It is crucial to search for the sections of the public policy that define actions containing objectives and/or expected results. The presence of these elements means that the policy is being defined as a concrete action, which is very different from expressing governmental desires and aspirations without specifying how they will be achieved, as occurs in other sections.

In the case of sectoral instruments – for instance, health ones – even though it is the Ministry of Health that is in charge of operating the instrument, there may exist relations of cooperation or subsidiarity with other government areas or ministries.

1.3.3 D

ASSESSMENT OF PUBLIC POLICIES AND GOVERNMENT ACTIONS

Following the criteria listed below, carry out an evaluation exercise of the public policy and actions of the Executive Branch. The mapping team must classify policy and actions according to their own experience and that of other organizations concerned with the Advocacy issue. (A similar activity will be conducted out during the Advocacy planning stage. Nonetheless, it is very important that the person or persons facilitating the activity at that stage possess the necessary information to coordinate the exercise.)

- A. Actions in operation.** Policies, plans, programs, or actions currently being carried out that meet the set goals.
- B. Pending actions.** Existing policies, plans, programs, or actions that are being carried out partially or not at all.
- C. Nonexistent actions.** Policies, plans, programs or actions that do not exist either in paper or in government plans, and that the team believes to be relevant with regard to the chosen problem.

Public policy or government actions to be classified are those associated with the chosen issue or issue of interest. We suggest that you create a graphic to visually grasp the situation. We recommend that you organize actions according to their ranking.

Policy and actions in operation	Pending policy and actions	Nonexistent policy and actions

Once it has completed the classification, the team must discuss once again the criteria used to reach the results shown on the table.

1.3.4 A

RELATIONSHIP BETWEEN PUBLIC POLICY INSTRUMENTS AND THE ADVOCACY ISSUE

The mapping team must use the knowledge generated during the previous activity to choose the public policy instruments that they believe are most closely connected with the Advocacy issue, that is, that directly address it. In the previous activity you analyzed public policies connected with the issue regardless of the type of the relationship they had to it.

Public policy instrument	Implementing ministry

1.3.4 B

KEY POSTS PARTICIPATING IN PUBLIC POLICY MAKING OR MODIFICATION

Analyze the instrument(s) chosen in order to identify the key posts participating in the decision-making process for the construction, modification, or adjustment of public policy. Choose posts belonging to the ministries. Do not include the names of the civil servants holding these posts. In this way, you will be able to adapt the map to the people or groups holding these posts when you analyze specific political actors.



Study **activity 1.3.4** in the Handbook if you need help to fill out the table.

You must create one table per Ministry, Department/Secretariat, or Institute.

Area	Post	Decision Level	Decision Resources

1.4.1 A

LEGISLATIVE CALENDAR FOR BOTH CHAMBERS

A Study the information you have gathered on the parliamentary calendars established by law. Determine the periods when the houses are in session and when specific laws are debated and passed, depending on the type of session. Establish what type of legislation is debated and passed in the various types of sessions



Draw one table for each chamber.

Chamber: _____

Type of session	From (day and month) to (day and month)	Type of legislation passed
Ordinary		
Extraordinary		
Other		

B Study the calendar marked by law for the work of parliamentary committees throughout the year.



Do not include specific committees.

Month	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec
Committees are in session in:												

1.4.1 B

LEGISLATIVE CALENDAR FOR BOTH CHAMBERS

Create a table with the required steps to approve the creation or modification of a legal instrument.

Stage	Process
1	
2	
3	
4	
5	
6	
7	
8	
9	
10	
11	
12	
13	

1.4.1 C

LEGISLATIVE CALENDAR FOR BOTH CHAMBERS

A. What happens to a bill when it is rejected by the committee of origin?

B. What happens to a bill when it is rejected by the full membership of the chamber of origin?

C. What happens to a bill when it is rejected by the reviewing chamber?

D. If applies. What happens to a bill when it is vetoed by the Executive Branch or returned to the Legislative Branch with objections?

E. If applies. What happens to a bill when it is rejected by local or regional authorities?

1.4.1 D

LEGISLATIVE CALENDAR FOR BOTH CHAMBERS

Create a table with the mechanisms and voting percentages needed to pass or modify a law.

Type of law	Modification requirements	Description	%	Numeric quantity (if applies)

1.4.1 E

LEGISLATIVE CALENDAR FOR BOTH CHAMBERS

Enquire and answer.

- A.** In countries with bicameral legislatures, each house or chamber has specific powers to legislate on certain matters. Is there a specific chamber that has the power to introduce bills in relation to the issue of interest?

- B.** Who has the right to introduce bills in your country (Executive Branch, legislative committees, organized civil society, autonomous agencies, and so on)?

- C.** Is there a mechanism for citizens to formulate or introduce bills? Explain under what conditions civil society would be able to do so.

1.4.2 A

COMMITTEES CONNECTED WITH THE ADVOCACY ISSUE

Create a table with the committees and/or special committees whose work is connected with the Advocacy issue. Determine the number of members.

Lower House

Committee	Number of members

Upper House

Committee	Number of members

Joint Committees (both houses)

Committee	Number of members

1.4.2 B

COMMITTEES CONNECTED WITH THE ADVOCACY ISSUE

Find out if there are any bills associated with the Advocacy issue that are favorable or unfavorable to it. Include those that may bear indirect impact on the chosen problem. Create a table with at least eight columns. Name them according to the categories provided below.

- **Chamber of origin.** Chamber where it was presented
- **Committee.** Committee where it was introduced
- **Political actor.** Member of Parliament, head of the Executive Branch, prime minister (individual with the legal power to introduce bills)
- **Drafting.** Group of experts or social organizations that participated in the creation and drafting of the bill
- **Title.** Generic title of the bill
- **Stage.** Stage of the legislative process where the bill is at the moment
- **General content.** General aspects, spirit of the bill
- **Relationship to the chosen problem.** Identify those articles, sections, or paragraphs that directly address the chosen problem.

Chamber	Committee	Title of the bill	Political actor who introduced it	Drafting	Stage	General content	Relationship to the chosen problem

1.5.1 A

TERRITORIAL ORGANIZATION OF THE COUNTRY

Enquire and answer.

A Based on the definitions offered in this section, determine your country's territorial organization:

- Unitary
- Decentralized unitary
- Federalist
- Decentralized federalist
- Federation of autonomous states
- Other

B Determine how each branch is elected at each government level

	Executive Branch	Legislative Branch	Judiciary Branch
Regional (states, provinces)			
Local (municipalities, cantons, townships)			
District			

1.5.1 B

TERRITORIAL ORGANIZATION OF THE COUNTRY

Create a table that includes the legal instruments regulating the relationship among the various government levels and the most relevant powers attributed to each of them. We suggest that you consider only those instruments or sections of instruments that configure a general framework, and those that directly address the Advocacy issue. Open as many rows as you need.

Instrument	General description They regulate territorial organization	Sections related to the chosen issue
Political Constitution		
Treasury Act		
General Health Act		

1.5.1 C

TERRITORIAL ORGANIZATION OF THE COUNTRY

Obtain and analyze at least three public policies, programs, plans, or actions of the local government that have direct connection with the Advocacy issue. Create a table where you can measure the degree of consistency they show with equivalent national public policies. Degrees of consistency will be as follows.

- **High.** Local public policies show HIGH consistency with national policies in terms of approach, goals, and implementation mechanisms
- **Medium.** Local public policies show MEDIUM consistency with national policies. The approach, goals, and implementation mechanisms are somewhat similar.
- **Low.** Local public policies show LOW consistency with national policies. The approach is dissimilar in terms of both goals and implementation mechanisms.

Regional public policy	Government level	Description	Analogous national policy	Degree of Consistency

1.5.2 A

DEGREE OF AUTONOMY BETWEEN GOVERNMENT LEVELS

Based on the previous activity, rate the different degrees of autonomy of a government level with regard to the one immediately above it. Create a table. Name columns and rows according to the name given to each government level in your country. Use the following rating categories.

- **Very High.** It indicates a very high degree of autonomy of a government level with regard to the one above it.
- **High.** It indicates a high degree of autonomy of a government level with regard to the higher one.
- **Medium.** It indicates a medium level of autonomy of a government level with regard to the higher one.
- **Low.** It indicates a low degree of autonomy of a government level with regard to the higher one.
- **Very Low** It indicates a very low degree of autonomy of a government level with regard to the higher one.
- **Null.** It indicates the lack of autonomy of a government level with regard to the higher one.

A. DEGREE OF POLITICAL AUTONOMY

Government level	Regional	Local	District (if applies)
National			
	Regional (state, province)		
		Local	

B- DEGREE OF AUTONOMY FOR PUBLIC POLICY OPERATION AND MANAGEMENT

Government level	Regional	Local	District (if applies)
National			
	Regional (state, province)		
		Local	

C- SCOPE OF PUBLIC POLICIES

Government level	Regional	Local	District (if applies)
National			
	Regional (state, province)		
		Local	

1.5.2 B

DEGREE OF AUTONOMY BETWEEN GOVERNMENT LEVELS

Answer the following questions.

- 01.** According to the analysis conducted in this session and in the session devoted to the Executive Branch, which public policies connected with the Advocacy issue have the greatest scope: national policies, regional policies, local policies, or all of them combined? Explain.

- 02.** Are there national and regional policies connected with the Advocacy issue that have opposite goals? Explain.

- 03.** If a national public policy, plan, program, or government action goes in one direction and a local public policy, plan, program, or government action goes in the other, is there an appropriate legal framework that allows this to happen? Enquire and explain.

If the answer is yes, answer question 4.

If the answer is no, go on to question 5.

04. According to the legal framework, how are conflicts between these policies resolved?

05. According to your analysis of national and local public policy connected with the Advocacy issue, is one policy subsidiary of the other? In other words, is the scope of one policy complementary to the scope of the other? Explain .

06. In the case of public policy connected with the Advocacy issue, can a citizen choose the government level of which he or she is a beneficiary? Or are their rigid residence or other criteria that define which government level provides the service? Explain

07. In the case of public policy connected with the Advocacy issue, can a beneficiary of a national public policy be the beneficiary of a regional or local policy at the same time? Explain

08. According to the analysis conducted in this session, do you think that the regional, local, or district government level may be the object of an Advocacy project? Argue which level and why.

2.1.1 A

PRESIDENTIAL FORM OF GOVERNMENT

PRESIDENTIAL FORM OF GOVERNMENT: EXECUTIVE BRANCH

A Follow instructions for each item in this activity. If you have doubts about the concepts or need examples, check Activity 2.1.1 of the Handbook.

B Check the election mechanism for president and vice president. If applies, indicate victory thresholds, criteria to run in second ballots, and threshold for the second ballot.

Mechanism	Results	Threshold
Simple majority		
Relative majority		
Second ballot		
Threshold for second ballot		
Electoral court		
Other criteria		

C Formulate a statement describing the election mechanism for president and vice president (if applies) and include an example .

Premise	A lot	A little	Not at all	Argue briefly
The election mechanism affects the party's ideological platform, and the platform is developed in agreement with the presidential candidate.				
The election mechanism conditions the presidential candidate to forge alliances with strategic sectors rather than to convince broad sectors of the population.				
The election mechanism grants the winner direct legitimacy regardless of electoral numbers.				
There is a direct relationship between votes received and the political strength of the president to implement his or her government agenda.				
The election mechanism forces the president to forge alliances with social sectors to advance his or her government agenda.				

D If presidents obtain an ample margin of votes with regard to their closest opponent, do you think that they do not have to modify their government agenda because they have a legitimacy bonus that allows them to govern in adherence to it? Explain your answer .

PRESIDENTIAL FORM OF GOVERNMENT: LEGISLATIVE BRANCH

A Choose one option. In your country the Legislative Branch is:

- Unicameral
- Bicameral

B Check and describe the mechanisms used in your country to choose Parliament members for the lower house or chamber of Deputies, and for the upper house or chamber of Senators. (If it does not apply, write N/A)

Mechanism	Lower house or Chamber of Deputies	Upper house or Chamber of Senators	Description
Uninominal			
Proportional representation			
First minority			
Hybrid			
Other			

C Determine the number of Parliament members in each chamber according to the election mechanism.

Lower chamber	Number of seats	Upper chamber	Number of seats
Relative majority		Relative majority	
Proportional representation		Proportional representation	
First minority		First minority	
Other mechanism		Other mechanism	
Total		Total	

D Determine which Parliament members enjoy the right to immediate reelection. Classify them according to the election mechanism or formula, and answer.

Lower Chamber	Immediate reelection yes/no	Upper Chamber	Immediate reelection yes/no
Relative majority		Relative majority	
Proportional representation		Proportional representation	
Other mechanism		Other mechanism	

E According to the electoral system in your country, enquire into the extent of the influence of election mechanisms and formulas over the incentives for Parliament members to be accountable to their constituents. Fill out the table provided below.

	A lot	A little	Not at all	Argue briefly
The electoral system creates incentives for Parliament members to be accountable to their parties rather than to their constituents.				
According to the election mechanism, immediate reelection motivates Parliament members to be accountable to their constituents.				
According to the election mechanism, immediate reelection motivates Parliament members to be accountable to their political party.				

F Determine your country's political party system based on the number of parties that are officially registered.

- Two-party
- Moderate pluralism (fewer than five parties)
- Multi-party (five or more parties)
- State party (single party)
- Other (specify)) _____

G Rate the level of political representation of your country's party system in relation to the makeup of the population. Give the reasons for your rating.

- | | |
|--|--|
| <input type="checkbox"/> VERY ADEQUATE | <input type="checkbox"/> POOR |
| <input type="checkbox"/> ADEQUATE | <input type="checkbox"/> INADEQUATE |
| <input type="checkbox"/> SOMEWHAT ADEQUATE | <input type="checkbox"/> VERY INADEQUATE |

Argue

H Taking into account all the information you have collected, write a paragraph with your thoughts regarding the potential to influence the Advocacy issue through political parties.

2.1.1 B

SEMI-PRESIDENTIAL FORM OF GOVERNMENT

SEMI-PRESIDENTIAL FORM OF GOVERNMENT: EXECUTIVE BRANCH

A Follow the instructions for each item in this activity. If you have doubts about the concepts or you need examples, check Activity 2.1.1 in the Handbook.

B Determine the election mechanism for president or head of state.

Mechanism	Result
First ballot	
First ballot threshold	
Second ballot	
Second ballot threshold	
Electoral court	
Other criteria	

C Describe the election mechanism for prime minister or head of government.

D Describe the election mechanism for prime minister or head of government.

	Yes	No	Notes
The president has the power to remove, veto, or censure the prime minister and his or her cabinet.			
The president has the power to appoint a new prime minister. Name the powers granted by law (if applies).			
The president has the power to dissolve Parliament.			
The president has the power to call a new general election after dissolving Parliament.			
Parliament has the power to remove, veto, or censure the prime minister and his or her cabinet.			
Parliament has the power to remove the president or head of state. Specify when it applies.			

E Ponder how the relationship between the president and the prime minister affects civil society's ability to influence the Advocacy issue. Write a paragraph with your thoughts.

SEMI-PRESIDENTIAL FORM OF GOVERNMENT: LEGISLATIVE BRANCH

A In your country the Legislative Branch is:

- Bicameral
- Unicameral

B Check and describe the mechanisms used in your country to choose Parliament members in the lower house or chamber of Deputies, and in the upper house or chamber of Senators. (If it does not apply, write N/A.)

Mechanism	Lower house or Chamber of Deputies	Upper house or Chamber of Senators	Description
Uninominal			
Proportional representation			
First minority			
Hybrid			
Other			

C Establish the number of Parliament members in each chamber

Lower house	Number of seats	Upper house	Number of seats
Relative majority		Relative majority	
Proportional representation		Proportional representation	
First minority		First minority	
Other mechanism		Other mechanism	
Total		Total	

D Based on the election mechanism, determine which Parliament members have the right to run for immediate reelection.

Lower house	Immediate reelection y/n	Upper house	Immediate reelection y/n
Relative majority		Relative majority	
Proportional representation		Proportional representation	
Other mechanism		Other mechanism	

E Analyze, and fill out the table provided below

	A lot	A little	Not at all	Argue briefly
The electoral system creates incentives for parliament members to be accountable to their parties rather than to their constituents.				
According to the election mechanism, immediate reelection motivates parliament members to be accountable to their constituents.				
According to the election mechanism, immediate reelection motivates parliament members to be accountable to their political party.				

F Determine the political party system in your country:

- Two-party
- Moderate pluralism (fewer than five parties)
- Multi-party (five or more parties)
- State party (single party)
- Other (specify) _____

G Rate the level of political representation of the party system in your country in relation to the makeup of the population. Give the reasons for your rating.

- | | |
|--|--|
| <input type="checkbox"/> VERY ADEQUATE | <input type="checkbox"/> POOR |
| <input type="checkbox"/> ADEQUATE | <input type="checkbox"/> INADEQUATE |
| <input type="checkbox"/> SOMEWHAT ADEQUATE | <input type="checkbox"/> VERY INADEQUATE |

Explain briefly.

**PARLIAMENTARY FORM OF GOVERNMENT
(INCLUDES COUNTRIES WITH CONSTITUTIONAL MONARCHY REGIMES): EXECUTIVE BRANCH**

A Establish the election mechanism for prime ministers and their cabinet.

	Yes	No	Explain
Parliament grants a vote of confidence to prime ministers to ratify them in their post.			
If Parliament withdraws confidence from the prime minister, the latter must resign.			
The upper house participates in the appointment of prime ministers.			
The upper house participates in the dismissal of prime ministers.			
If prime ministers govern in a coalition with others, they must substantially modify their government agenda.			
Prime ministers have the power to dissolve Parliament and call a general election.			
If their party does not have majority in the upper house, prime ministers are forced to modify their government agenda.			

PARLIAMENTARY FORM OF GOVERNMENT. LEGISLATIVE BRANCH

A In your country the Legislative Branch is:

- Bicameral
- Unicameral

Mechanism	Lower house or Chamber of Deputies	Upper house or Chamber of Senators	Description
Uninominal			
Proportional representation			
First minority			
Hybrid			
Other			

B Establish the number of Parliament members in each house or chamber.

Lower chamber	Number of seats	Upper chamber	Number of seats
Relative majority		Relative majority	
Proportional representation		Proportional representation	
First minority		First minority	
Other mechanism		Other mechanism	
Total		Total	

C Based on the election mechanism, determine which Parliament members may run for immediate reelection.

Lower chamber	Immediate reelection y/n	Upper chamber	Immediate reelection y/n
Relative majority		Relative majority	
Proportional representation		Proportional representation	
Other mechanism		Other mechanis	

	A lot	A little	Not at all	Argue briefly
The electoral system creates incentives for Parliament members to be accountable to their parties rather than to their constituents.				
According to the election mechanism, immediate reelection motivates Parliament members to be accountable to their constituents.				
According to the election mechanism, immediate reelection motivates Parliament members to be accountable to their political party.				

D Establish the political party system in your country

- Two-party
- Moderate pluralism (fewer than five parties)
- Multi-party (five or more parties)
- State party (single party)
- Other (specify)

E Rate the level of political representation of the party system in your country in relation to the makeup of the population. Give the reasons for your rating.

VERY ADEQUATE

POOR

ADEQUATE

INADEQUATE

SOMEWHAT ADEQUATE

VERY INADEQUATE

Explain briefly.

2.1.2 A

ELECTORAL CALENDARS

A Determine the electoral calendar for the election of the president or head of state according to the table provided below

Election date	Inauguration date	Official starting date for the election campaign	Election date First ballot	Election date Second ballot	Inauguration of the new Executive

2.1.2 B

SEMI-PRESIDENTIAL FORM OF GOVERNMENT

Establish the stage of the presidential term at the time of the development of the political map and the Advocacy project

	Stage of the presidential term at the time of the political mapping	Stage of the presidential term throughout the implementation of the Advocacy project
Beginning of the term		
Between the first quarter and first half of the term		
Midterm		
Between the first half and third quarter of the term		
End of the term		

2.1.2 C

PRESIDENTIAL FORM OF GOVERNMENT

LOWER HOUSE

Election date	Swearing-in date	Official starting date for the election campaign	Election date First ballot	Election date Second ballot (if applies)	Swearing-in date for the new Parliament

UPPER HOUSE

Election date	Swearing-in date	Official starting date for the election campaign	Election date First ballot	Election date Second ballot (if applies)	Swearing-in date for the new Parliament

A Establish the stage of the parliamentary term at the time of the creation of this political map. Check it in the table provided below.

State	Upper House	Lower House
Beginning of term		
First quarter		
Midterm		
Third quarter		
End of term		

2.1.2D

PRESIDENTIAL FORM OF GOVERNMENT

A Based on the previous information, identify opportunities to exert influence with regard to the Advocacy issue. Take into account the electoral calendar and the incentives for decision makers in connection with it.

	Beginning of term	First quarter	Midterm	Third quarter	End of term
President or head of state					
Prime minister					
Lower house Parliament member					
Upper house Parliament member					

B Based on the previous information, identify risks to put forth the agenda connected with the Advocacy issue. Take into account the electoral calendar and the incentives for decision makers in relation to it.

	Beginning of term	First quarter	Midterm	Third quarter	End of term
President or head of state					
Prime minister					
Lower house Parliament member					
Upper house Parliament member					

C Based on the tables created in Addendums 2.1.2 A to D, write a sentence that summarizes the analysis conducted in this activity. Do not forget to include examples.

2.2.1 A

IDEOLOGICAL STANCE, SOCIAL DOCTRINE, AND POLITICAL PLATFORMS

Identify the parties that hold popularly elected offices in the Executive and Legislative Branches at the national, regional, and local levels.

Political party	Political ideology	Social doctrine

2.2.1 B

IDEOLOGICAL STANCE, SOCIAL DOCTRINE, AND POLITICAL PLATFORMS

Once you have reviewed fragments or excerpts of the parties' bylaws and platforms, classify the parties according to their political ideology.

Party	Radical right	Moderate right	Center	Moderate left	Radical left

2.2.1 C

IDEOLOGICAL STANCE, SOCIAL DOCTRINE, AND POLITICAL PLATFORMS

Once you have revised the parties' bylaws and platforms, classify the parties according to their social doctrine.

Party	Radical conservative	Moderate conservative	Neutral	Moderate progressive	Radical progressive

2.2.1 D

IDEOLOGICAL STANCE, SOCIAL DOCTRINE, AND POLITICAL PLATFORMS

Write your thoughts about the ways in which the political ideology and social doctrine of each of your country's political parties represent opportunities or obstacles to advance the Advocacy issue.

2.2.2 A

CITIZEN REPRESENTATION

Create a table where you include all the population sectors that each party represents or seeks to represent. Classify sectors according to the priority they constitute for each political party.

	Sector and Priority		
Party	High	Medium	Low

2.2.2 B

CITIZEN REPRESENTATION

Determine party representation based on territorial distribution, level of urban equipment, and income of the resident population. Use the categories provided in the columns. Rate the degree of representation as High or Low.

REGIONS REPRESENTED / OF INFLUENCE

Party	Urban A	Urban B	Urban C	Urban D	Semi urban A	Semi urban B	Semi urban C	Semi urban D	Rural A	Rural B	Rural C	Rural D

2.3.1 A

EXECUTIVE BRANCH. PRESIDENT AND HEAD OF STATE

A Create a table with the election results that granted victory to the current president or head of state. Create one table for each electoral ballot, if applies.

FIRST BALLOT

Party	Candidate	Total votes	% of votes
Total			

SECOND BALLOT

Party	Candidate	Total votes	% of votes
Total			

B If the election mechanism includes a second ballot, write a paragraph where you analyze the difference between the number of total votes received by the candidates in the first and second ballots. Find out if there is also a relevant variation between the number of voters in the first and second ballots.



To conduct this analysis, we recommend that you take into account the following elements:

- Number of votes won by the president in the first and second ballots
- Degree of legitimacy and acceptance of the current president based on election results.

2.3.2 A

LEGISLATIVE BRANCH

A Create a table with the election results for each chamber of the current Congress.

UPPER CHAMBER

Party	Total seats
Total	

LOWER CHAMBER

Party	Total seats
Total	

B Draw a pie chart for each of the previous tables.

C Write a paragraph where you analyze possible causes for variations between the parties' percentage of seats in the lower house and their percentage of seats in the upper house.

2.3.2 B

EXECUTIVE POWER, PRESIDENT AND HEAD OF STATE

Fill out the tables provided below indicating the number of Parliament members of each party in each parliamentary committee connected with the Advocacy issue. Add as many tables as necessary.

UPPER HOUSE

COMMITTEE _____

Party	Number of Parliament members

COMMITTEE _____

Party	Number of Parliament members

LOWER HOUSE

COMMITTEE _____

Party	Number of Parliament members

COMMITTEE _____

Party	Number of Parliament members

2.3.3 A

BALANCE OF POWER. TERRITORY. COUNTRIES WITH A FEDERALIST TERRITORIAL ORGANIZATION

List all the provinces or states of the country you are analyzing. For each province or state, insert the governing party and the party that has the majority in the local Congress.

Province or state	Governing party

Province or state	Majority party in the local Congress

2.3.3 B

BALANCE OF POWER. UNITARY FORM OF GOVERNMENT

A List all the regions, provinces or states, depending on the country. Use the table provided below to connect the region represented by the senators with the party to which they belong.

Province or state	Party 1 (Number of Parliament members)	Party 2 (Number of Parliament members)	Party 3 (Number of Parliament members)	Total Parliament members for each province/state
Total Parliament members for each party				

B List all the regions, provinces or states, depending on the country. Use the table provided below to connect the region represented by the *deputies* with the party to which they belong.

Province or state	Party 1 (Number of Parliament members)	Party 2 (Number of Parliament members)	Party 3 (Number of Parliament members)	Total Parliament members for each province/state
Total Parliament members for each party				

2.3.4 A

BALANCE OF POWER ANALYSIS: SUMMARY

List all the political parties and analyze them according to the following criteria

Party	Degree of political power	Degree of affinity	Grounds

3.1.1 A

POLITICAL ACTORS. EXECUTIVE POWER

Transfer all the information from table 1.3.4 B to the table provided below. In the Political Actor column list the names of the political actors who hold posts in the Executive Branch at the time of the political mapping.

Area	Post	Political Actor	Decision Level	Decision Resources and Power

3.1.1 B

POLITICAL ACTORS. EXECUTIVE POWER

Fill out the tables provided below with information concerning each political actor listed in the previous exercise according to the Ministry where he or she works.

A. MINISTRY _____

Post	Actor	Brief profile

B. MINISTRY _____

Post	Actor	Brief profile

C. INSTITUTE _____

Post	Actor	Brief profile

3.1.1 C

POLITICAL ACTORS. EXECUTIVE POWER

A Fill out a table for each ministry or institution. Indicate the position of each political actor regarding the Advocacy issue.

A. MINISTRY _____

Post	Political actor	Highly favorable	Favorable	Indifferent	Unfavorable	Highly unfavorable

B. MINISTRY _____

Post	Political actor	Highly favorable	Favorable	Indifferent	Unfavorable	Highly unfavorable

C. MINISTRY _____

Post	Political actor	Highly favorable	Favorable	Indifferent	Unfavorable	Highly unfavorable

B Fill out the table provided below using the previous tables as input. List all the political actors, classify their position regarding the Advocacy issue, and rate the degree of power they have (decision-making power according to post). You do not need to divide actors by ministry or institution.

A. POLITICAL ACTORS FAVORABLE TO THE ADVOCACY ISSUE

Political actor	Post	Area of government	Degree of decision power

B. POLITICAL ACTORS INDIFFERENT TO THE ADVOCACY ISSUE

Political actor	Post	Area of government	Degree of decision power

C. POLITICAL ACTORS UNFAVORABLE TO THE ADVOCACY ISSUE

Political actor	Post	Area of government	Degree of decision power

3.1.2 A

POLITICAL ACTORS. LEGISLATIVE POWER

Fill out the tables provided below with information about both party whips and coalition heads.

LOWER CHAMBER

Party and Coalition or Alliance	Party whip or Coalition head	Election mechanism	Brief profile

UPPER CHAMBER

Party and Coalition or Alliance	Party whip or Coalition head	Election mechanism	Brief profile

3.1.2 B

POLITICAL ACTORS. LEGISLATIVE POWER

Fill out the tables provided below with the names of the Parliament members who form each of the legislative committees you chose in addendum 1.4.2 B. Create as many tables as committees you have chosen.

A. LOWER-CHAMBER COMMITTEES

COMMITTEE _____

Parliament member	Position in the committee	Party	Brief profile

COMMITTEE _____

Parliament member	Position in the committee	Party	Brief profile

B. UPPER-CHAMBER COMMITTEES

COMMITTEE _____

Parliament member	Position in the committee	Party	Brief profile

COMMITTEE _____

Parliament member	Position in the committee	Party	Brief profile

3.1.2C

POLITICAL ACTORS. LEGISLATIVE POWER

Fill out the table provided below with the names of the Parliament members identified in the previous graphics. Establish their position regarding the Advocacy issue

Parliament member	Political party	Favorable	Indifferent	Unfavorable

3.1.3 A

SECONDARY POLITICAL ACTORS

Fill out the tables provided below with the names of the secondary political actors who bear influence on the *key actors* analyzed in the previous activity

A. EXECUTIVE BRANCH

Political actor	Post	Type of influence	Brief profile

B. LEGISLATIVE BRANCH

Political actor	Post	Type of influence	Brief profile

C. JUDICIARY BRANCH

Political actor	Post	Type of influence	Brief profile

D. AUTONOMOUS AGENCIES

Political actor	Post	Type of influence	Brief profile

3.2.1 A

INTEREST GROUPS

Create a table with the interest groups you identified that are favorable to the Advocacy issue, and another table with those that are unfavorable to the Advocacy issue

Interest groups with positions that are *favorable* to the Advocacy issue and their influence over political actors

Organization	Organization field	Political actor	Degree of influence

Interest groups with positions that are *unfavorable* to the Advocacy issue and their influence over political actors

Organization	Organization field	Political actor	Degree of influence

Create a table with the national and international organizations that are favorable to the Advocacy issue, and another table with those that are unfavorable to the Advocacy issue

National and international organizations whose positions are *favorable* to the Advocacy issue, and their influence over political actors

Organization	Organization field	Political actor	Degree of influence

National and international organizations whose positions are *unfavorable* to the Advocacy issue, and their influence over political actors

Organization	Organization field	Political actor	Degree of influence

3.2.3 A

OPINION LEADERS

A Create a table with the opinion leaders who are favorable to the Advocacy issue, and another table with those who are unfavorable to the Advocacy issue

Opinion leaders whose positions are *favorable* to the Advocacy issue, and their influence over political actors

Opinion leader	Political actor influenced	Degree of influence	Activity/Capital to exert influence

Opinion leaders whose positions are *unfavorable* to the Advocacy issue, and their influence over political actors

Opinion leader	Political actor influenced	Degree of influence	Activity/Capital to exert influence

Advocacy efforts are a central element in the work of the International Planned Parenthood Federation (IPPF). We realize that everyone's sexual and reproductive rights will not be recognized, protected, and freely exercised without the firm and permanent financial and political commitment of governments.

The **Handbook For Political Analysis and Mapping** is a tool to create comprehensive maps that will facilitate the development of an Advocacy project. The Handbook has been designed for an array of political contexts. It is flexible enough to adjust to the political processes of the country where it will be used.

The steady and gradual participation of civil society in political life has depended to a great extent on its knowledge of the public decision-making process. For this reason, this Handbook was created to facilitate the thorough analysis of all the circumstances affecting political actors' decisions regarding state intervention in the population's sexual and reproductive health.

With the **Advocacy Tools Series**, the International Planned Parenthood Federation – Western Hemisphere Region (IPPF-WHR) presents a set of materials intended to add to the work in pro of sexual and reproductive rights performed by its Member Associations and other civil society organizations. The series aims to strengthen their advocacy activities, to contribute systematically to international and national political change, and to achieve more government transparency and accountability in matters related to health and sexual and reproductive rights.