

PN-1131-214

AGRICULTURAL POLICY ANALYSIS PROJECT, PHASE II

Under contract to the Agency for International Development, Bureau for Research and Development, Office of Agriculture
Project Office Hampden Square, 4800 Montgomery Lane, Suite 600, Bethesda, MD 20814 • Telephone: (301) 913-0500
Telex: 312636 • Fax: (301) 652-3839

**IMPROVING THE EFFECTIVENESS
OF AGRICULTURAL POLICY
REFORM IN AFRICA:
TRAINING MODULE FOR
AGRICULTURAL DEVELOPMENT
PRACTITIONERS**

Februaury 1994

**APAP II
Methods & Guidelines
No. 411**

Prepared for

Agricultural Policy Analysis Project, Phase II (APAP II)

and

USAID/AFR/ARTS/FARA

A.I.D. Contract Nos. DAN-4084-Z-11-8034-00 and LAG-4084-C-00-2044

Author: Nicolas Kulibaba, Abt Associates Inc.

Prime Contractor: Abt Associates Inc., 55 Wheeler Street, Cambridge, MA 02138 • (617) 492-7100

Subcontractors: Harvard Institute for International Development, Harvard University, One Eliot Street, Cambridge, MA 02138 • (617) 495-9779
Food Research Institute, Stanford University, Stanford, CA 94305-6084 • (415) 723-0693
North Carolina State University, Department of Economics and Business, Box 7645, Raleigh, NC 27695-7645 • (919) 515-3107
Abel, Daft & Earley, 1410 King Street, Alexandria, VA 22314 • (703) 739-9090
International Science and Technology Institute, 1129 20th Street, NW, Suite 800, Washington, D.C. 20036 • (202) 785-0831
International Food Policy Research Institute, 1200 17th Street, NW, Washington, D.C. 20036 • (202) 862-5600

***IMPROVING THE EFFECTIVENESS OF POLICY REFORM IN AFRICA:
TRAINING MODULE FOR AGRICULTURAL DEVELOPMENT PRACTITIONERS***

Although techniques for analyzing economic policy reform, especially structural adjustment, are well understood, analytical techniques for understanding the political process by which policy changes are initiated, implemented and sustained are much less well developed. This training module was developed in response to this insufficiency of analytical tools for political analysis of reform. Several tools for political analysis of reform are presented here, including stake-holder analysis, dynamic political mapping, and an analytical matrix for strategically managing the three stages of reform.

This training program is intended to improve the capacity of practitioners involved in donor sponsored agricultural reforms to integrate political considerations into the design and implement more successful reform programs, particularly in the African context. Technical assistance teams, agricultural development officers, and host country policy makers, alike, could benefit from participation in this training module.

The strategies for managing reform introduced in this training program are based upon the findings of an extensive research effort on the experience of seven African countries with agricultural policy reform. This module has been designed to be used in conjunction with two other publications written for this study: the report that summarizes the study's programmatic implications, entitled "Synthesis Report: Improving the Effectiveness of Policy Reform in Africa;" and a training manual designed for the same audience entitled, "A Training Manual for Agricultural Development Practitioners."

There are three major components of the training program: lectures, discussions, and exercises. The training program is designed to take place over a two day period and is organized as follows. The trainers will introduce the first day's program by presenting the key findings and recommendations emerging out of the African case studies. After a discussion of this material, the participants will apply the lessons learned from the case studies to two training exercises on strategic management of the initiation and implementation stages of reform, respectively. The second day's program focuses on a training exercise requiring participants to prepare a PID for a project aimed at improving the effectiveness of policy reform in the imaginary country of Zameroon. In this exercise, participants, working in groups, will be encouraged to use the analytical tools presented on the first day.

PREFACE

During the past decade policy reform has become a valuable tool in efforts by the U.S. Agency for International Development (A.I.D.) to improve the contribution of agriculture to the physical and economic well-being of developing nations. The success of reforms requires not only rigorous economic analysis and extensive host country collaboration, but also strategic implementation. To perform effectively in the design and implementation of policy dialogue and adjustment-related programs, A.I.D. field officers as well as their host-country counterparts must be familiar with the repertoire of strategic and political issues that affect the reform process.

The Bureau for Research and Development's Agricultural Policy Analysis Project, Phase II (APAP II) has been a key vehicle through which A.I.D. has developed practical insights for the initiation, implementation and sustainability of agricultural policy reform. In addition to highlighting issues like these, APAP II has developed practical tools and methods for agricultural policy analysis and implementation in developing countries.

The "Improving the Effectiveness of Agricultural Sector Policy Reform in Africa" research project was funded by the Africa Bureau of A.I.D. (AFR/ARTS/FARA) under a buy-in to APAP II, in an effort to improve the quality of policy reform efforts. The specific objectives of this activity have been (1) to gain better understanding of the political and socio-cultural factors that explain the success and failure of agricultural policy reform programs and projects in Africa; and (2) to develop a set of guidelines and training materials that will enhance the ability of A.I.D. staff and host country officials to effectively incorporate political and socio-cultural analysis into the design and implementation of agricultural policy and institutional reform programs and projects.

The role of policy leadership, the political impact of key technical assistance staff, and strategies for institutional change were examined in a range of countries and contexts using a common analytical framework. Field studies were conducted in Côte d'Ivoire, Mali, and Zambia, and desk studies examined Cameroon, Ghana, Madagascar, and Malawi.

This document is but one component of the research reports produced under the "Improving the Effectiveness of Agricultural Sector Policy Reform in Africa" task. The complete corpus of documents include:

Improving the Effectiveness of Policy Reform in Africa: A Synthesis of Lessons Learned, by Nicolas Kulibaba and Catherine Rielly;

Improving the Effectiveness of Policy Reform in Africa: Manual for Agricultural Development Practitioners, by Catherine Rielly and John Tilney;

Improving the Effectiveness of Policy Reform in Africa: Training Module by Catherine Rielly and John Tilney;

Improving the Effectiveness of Policy Reform in Africa: Cocoa Marketing Reform in Ghana by Nicolas Kulibaba;

Improving the Effectiveness of Policy Reform in Africa: Marketing Reforms in Malawi by Nicolas Kulibaba;

Improving the Effectiveness of Policy Reform in Africa: Maize Marketing Reform in Zambia by William Levine and Charles Stathacos;

Improving the Effectiveness of Policy Reform in Africa: Cereals Market Policy Reform in Mali by Ismael S. Ouedraogo and Carol M. Adoum;

Improving the Effectiveness of Policy Reform in Africa: Rice Market Liberalization in Madagascar by Catherine Rielly;

Improving the Effectiveness of Policy Reform in Africa: Fertilizer Reforms in Cameroon by Catherine Rielly;

Improving the Effectiveness of Policy Reform in Africa: The Politics of Agricultural Policy Reform in Côte d'Ivoire by Jennifer A. Widner with Atta Brou Noel.

OUTLINE OF 2-DAY TRAINING MODULE

Participants: Technical Assistance Teams, ADOs, and other USAID staff working on agricultural policy reform support projects in Africa and other regions of the developing world.

Number of Participants: 4-15 persons.

Training Staff: Lead trainer; Assistant trainer.

DAY 1

Morning Lecture 1: Introduction (45 minutes)

- ▶ **MATERIALS REQUIRED:** Background Reading: Synthesis Document, Seven Country Case Studies, Analytical Matrix.
 - ▶ **OBJECTIVES:** To explain the rationale for participating in the training module; set expectations for workshop objectives, review schedule, introduce the overall study, present findings.
 - ▶ **STEPS:**
 - Welcome
 - Objectives of Training Module: Why are participants there? What will they learn?
 - Review 2-Day Schedule
 - Overview of Study: "Improving the Effectiveness of Policy Reform in Africa"
 - Penetrates "Afro-pessimism" : positive view of politics
 - Use of real Case Studies as important training mechanism
 - Cases focus on successful marketing and price reform efforts
 - Analytical Matrix: 4 Political Levels and 3 Stages of Reform
 - Introduce 10 Key Findings:
-

Discussion: (15 minutes) Invite questions from participants about objectives or content of training session; encourage discussion of participants' expectations of course.

Coffee/Tea Break (15 minutes)

Presentation of Zameroon Case Study Exercise (15 minutes)

- ▶ **MATERIALS REQUIRED:** 3-Page Case Study
- ▶ **OVERHEADS:** Analytical Matrix
- ▶ **OBJECTIVES:** to introduce the case study and training exercise and explain first assignment.
- ▶ **STEPS:**
 - Present Zameroon Case of Agricultural Policy Reform
 - Explain case study method
 - Zameroon is an imaginary country, but based on experience of African countries in the 1980s.
 - Key economic/political facts about Zameroon
 - Assignment: Assess current state of the agricultural sector; write memo recommending policy reforms most likely to correct economic distortions.

Zameroon Work Session 1: (1 hour)

Teams of 3-4 participants design strategy for correcting Zameroon's agricultural sector problems.

- Each team selects leader who is responsible for managing assignment.
- Training faculty serve as informal consultants to teams (but do not run work sessions).

Morning Lecture 2 Initiation/Design of Policy Reform: Political Considerations (20-25 minutes)

-
- ▶ **MATERIALS REQUIRED:** Training materials on stakeholder analysis; dynamic political mapping.
 - ▶ **OVERHEADS:** Stakeholder analysis; political map of initiation.
 - ▶ **OBJECTIVES:** To make strategic recommendations for the design/initiation phase of policy reform and make the next assignment for the Zameroon case.
 - # **STEPS:**
 - Present Nine Key Recommendations (from Synthesis) for how to strategically manage reform design/initiation.
 - emphasize importance of anticipation of potential opposition and support for reform
 - explain analytical tools: stakeholder analysis, dynamic political mapping
 - Make Zameroon Assignment: Each team should think about strategies for reform initiation in Zameroon, and prepare scope of work for political/institutional analysis in design stage.

Lunch

Discussion: (10-15 minutes) Invite questions from participants about strategic management of initiation and application of lessons presented above to Zameroon. Facilitate discussion about the experience participants have had with reform initiation, encouraging them to cite specific country examples.

Zameroon Work Session 2 (30-35 minutes) Political Analysis of Policy Reform in Zameroon: Initiation Stage

- Encourage participants to use stakeholder analysis, dynamic political mapping, analytical matrix.
 - Remind participants to incorporate the considerations explained in the lecture.
 - Trainers are on hand for advising.
-

Afternoon Lecture 1: Implementation of Policy Reform: Political Considerations (20-25 minutes)

- ▶ **MATERIALS REQUIRED:** Analytical Matrix
- ▶ **OVERHEADS:** Political map of implementation
- ▶ **OBJECTIVES:** To make strategic recommendations about how to implement reforms more effectively and make the next assignment for the Zameroon case.
- ▶ **STEPS:**
 - Present 7 Key Strategic Recommendations from Synthesis
 - Emphasize importance of planning for implementation in initiation stage
 - Assign participants to develop work plan for implementation of reform in Zameroon

Coffee/Tea Break (15 minutes)

Discussion (10-15 minutes): Invite questions about strategic management of implementation; Try to elicit comments from participants about their experience with implementing reforms.

Zameroon Work Session 3 (30-35 minutes) Analysis for Policy Reform in Zameroon: Implementation Phase

- participants should list out the key issues involved
- encourage participants to map out players/institutions involved in implementation

Afternoon Lecture 2: Sustainability of Policy Reform: Political Considerations (20-25 minutes)

- ▶ **MATERIALS REQUIRED:** Analytical Matrix
 - ▶ **OBJECTIVES:** To make strategic recommendations about how to sustain reforms in the long term.
 - ▶ **STEPS:**
 - Present 5 Key Strategic Recommendations from Synthesis
 - Emphasize importance of thinking about sustainability early on in the reform process.
-

DAY 2

Morning Lecture 1: Review of Material Presented on Day 1 and Assignment of Zameroon Exercise (20-25 minutes)

- ▶ **MATERIALS REQUIRED:** Analytical Matrix, Sample PID?
- ▶ **OBJECTIVES:** To review material on strategic management of policy reform and assign the final Zameroon exercise.
- ▶ **STEPS:**
 - Review materials from previous day:
 - Key factors facilitating/constraining reform
 - Strategic management in initiation/design, implementation, and sustainability phases
 - Assign participants to write PID for Zameroon.

Zameroon Work Session 3-Preparation of short PID for Zameroon for a project aiming to improve the effectiveness of agricultural policy reform (2.5 hours)

- emphasis is on political/institutional analysis
- project should address all three phases of reform
- encourage participants to use stakeholder analysis and dynamic political mapping.

Lunch

Presentation of Zameroon PIDs (1 hour)- If possible, trainers will try to select for presentation two groups which developed very different approaches to their projects. Team leaders will present the projects.

- encourage teams to make tables or political maps for presentation (as transparencies).

Discussion of Cases Presented (15 minutes) Trainers should foster debate among participants over different approaches taken to manage reform in Zameroon.

Coffee/Tea Break (15 minutes)

Final Summary (15 minutes) Head trainer reviews Lessons Learned from Zameroon exercise, overall training module.

Evaluation of Training Module (15 minutes) Participants fill out questionnaire asking them to rate each component of the training module (lectures, discussions, exercises) and suggest improvements.

Farewell and Awarding of Certificates (10 minutes)

- Head trainer thanks participants and awards certificates of completion.