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POLICY ANALYSIS

TRAINING MODULE

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TRAINING MODULE ON POLICY ANALYSIS & ADVOCACY

The focus of this training module is around agriculture policy analysis and advocacy and targets Civil Society Organizations (CSOs). The primary targets are the CSOs engaged in agriculture activities across 3 districts covered by the project "Enhancing the Capacity and Participation of small-scale farmers and Civil Society Organizations in Decision Making and Governance process related to Sustainable Agriculture and Food Security in Rwanda" and co-funded by the European Union.

This module will provide the key steps and methodologies toward the policy analysis and advocacy by CSOs. At the end of the training using this module, participants will have the basic knowledge of the following components:

- ☑ The basic understanding of a policy in general;
- ☑ The key components of policies and strategies in general and agriculture in particular;
- ☑ The policy making process, especially in Agriculture;
- ☑ How to analyze a policy;
- ☑ The relevant policies and strategies that shape the agriculture sector in Rwanda.

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PART I: TRAINER'S MODULE OVERVIEW

Background

In the 21st century, information has more than ever become key to determine the shape of a society. Evidence-based and participatory policy making has been at the forefront of every country's development, including Rwanda. Different actors in Rwanda's development journey are either jointly or individually deploying considerable efforts to inform policy and advocate for their development goals.

For more significance and impact, civil society organizations (CSOs) are keen to actively participate in policy making process more particularly at the level of policy formulation. To influence policy, policy participants both specialize in a policy subsystem[1] to effectively achieve their objectives and maintain their participation over long periods of time to ensure their objectives are achieved[2]. In this process, strong coalition among various NGOs with a common agenda to influence a certain policy is key, despite their individual mandates which may differ in one way or another.

NGOs naturally engage governments through participative advocacy (sometimes known as southern advocacy or stakeholder advocacy), a process by which people, through articulating their own needs and desires, gain the confidence and ability to influence decisions which will affect their own future. Participation is a complicated process which has revolutionized development work[3].

The capacity and commitment of CSOs to engage with government and therefore contribute to the policy framework are paramount factors. In Rwanda, as revealed by the Civil Society Development Barometer 2015, CSOs are on a good track but there is still a long way to go since some of them do not fulfill their mandates in these regards[4].

There is a consensus that Civil Society in Rwanda partners with the government in meeting holistic development goals. The civil society achieves this through service delivery, advocacy or even both. In order to ensure that the civil society plays its role and contributes towards an accountable government, it is imperative that the capacity of civil society is strengthened and the equipped with the right tools.

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1 A policy subsystem is defined by its territorial boundary, a substantive topic, and by the hundreds of policy participants from all levels of government, multiple interest groups, the media, and research institutions

2 A Guide to Advocacy Coalition Framework, p.126

3 http://www.pointk.org/resources/files/The_how_and_why_of_advocacy.pdf accessed on 3 February 2018

4 Transparency International Rwanda (2015), Civil Society Development Barometer, Kigali, pp. 60-61

Pro-poor governance is a key instrument to achieve sustainable development, especially in developing countries. In this framework, agriculture is one of the most promising instruments for reducing poverty and securing local livelihoods. One of the critical conditions required of the agricultural sector is to ensure that good governance structures and related policies are in place at all levels. In 2018, the Government of Rwanda has designed the National Agriculture Policy whose objectives are (1) increased contribution to wealth creation, (2) economic opportunities and prosperity-jobs and poverty alleviation, (3) improved food security and nutrition and (4) increased resilience and sustainability[5]. In the same perspective in ensuring policy, legal and strategic documents are available, strategic plans for agricultural transformation, the latest one (SPAT 4) being implemented for the period of 2018-2024.

Weak governance in agriculture led to major problems during the 1980s and 1990s when strong State interventions were undermined by structural adjustment programmes, emphasizing the role of markets. The time has come for the public sector to think and act differently in relation to agriculture in all countries. The private sector and its role in dealing with agricultural governance need to be strengthened. Getting market dynamics right, improving macroeconomic policies and ensuring that State policies are strengthened to compliment the needs of private sector and civil society are critical to ensuring that partnerships are stronger and more responsive to the emerging challenges of national and global agricultural scenarios. Strong political will and support are essential[6].

In this journey, it is essential that small farmers and relevant civil society (including farmers' organizations) be empowered to effectively participate in decision-making and governance processes. In this regard, TRÓCAIRE secured funds from the European Commission to implement a project entitled "Enhancing the Capacity and Participation of Small Scale Farmers and Civil Society Organizations in Decision making and Governance Processes related to Sustainable Development and Food Security in Rwanda".

It is against this background and rationale that TRÓCAIRE, under the above-mentioned project, has devoloped this training module to guide the CSOs on how to engage with small-scale farmers on Policy Analysis.

5 Republic of Rwanda, (2018), National Agriculture Policy, Kigali, p. 13

6 UNEP, (2008), Governance and Agriculture, Bonn, Germany, available at http://www.un.org/en/ecosoc/docs/pdfs/governance.pdf

Module design approach

The development of this manual was mainly based on three considerations:

a) **Simplified language**: most of beneficiaries of this manual are CSOs that are in partnership with TRÓCAIRE- RWANDA. We ensured the material uses a simplified language that could be understood by both by the trainers, after being trained by the consultant, and by the trainees with specific examples.

b) **Using illustration/ images**: This is advised to enhance the words and terms used. It is said that “a picture is worth a thousand words”

c) **Provide practical exercises and examples**: The module is providing examples on each of the training steps to enhance participants’ knowledge of the training content. Examples are mostly related to agriculture sector

Module development process

This module contains two part, with four (4) activities each. Each activity of the Trainer’s manual contains information available at the beginning of the module as follows:

a) **Objectives**: they guide the users about the aim of each part of the module. Objectives are found at the very beginning in a text box.

b) **Overview Table**: this includes the session name, activity name, time required and documentation requirements.

c) **Documentation Requirements**: a list of all the work that participants are expected to complete by the end of the module.

d) **Materials and Preparation**: a list of all the materials and preparations needed to complete the activities in the module.

e) **Training evaluation section**: At the end of the Module, an evaluation section is added to evaluate the level of knowledge acquired by trainees and how ready they are to apply it.

Structure of activities during the training

Individual activities include the following details:

☞ **Activity X**: Name and number of activity

- ☑ **Objectives**: Knowledge, Skills, Values and Attitudes obtained by the particpants at the end of the activity
- ☑ **Time:** Proposed amount of time to conduct the activity
- ☑ **Methodology**: Different training techniques to be used during the activity
- ☑ **Materials**: Any materials necessary for the activity and things that the trainer will need. These must be collected beforehand to prepare the activity

Steps: Step by step description of what the trainer needs to do to conduct the activity, including basic instructions to the participants, questions to raise, content to deliver and various work to be performed during the training either individually, in pairs or in groups.

Lastly, Trainer Tools and Handouts are displayed all along the manual. Some activities require specific information that participants need to do during a given activity. An example is a description of a role-play and the individual roles. These are labeled as Trainer Tool X.Y or Handout X.Y and can be found at the end of the activity. They need to be photocopied or written on flipchart if a copier is not available, so that participants may access them during their works.

Methodologies and techniques of the facilitation

The following types of methodologies / techniques are used throughout this manual:

PAIR SHARE AND PAIR WORK:

When introducing a new activity or when working with the large group, the trainer may find it useful to have two people sitting next to each other to work together or share their ideas on a topic. The trainer should remember to give clear instructions and keep time.

SMALL AND LARGE GROUP DISCUSSION:

Discussions happen in every activity whether it is working in small groups or large groups. As a trainer, it is important to be clear on what the task/topic of discussion is, keep participants focused on the topic, and make sure everyone has the opportunity to participate, keep time and gauge participants' levels of energy and interest. time and gauge participants' levels of energy and interest.

SMALL GROUP WORK:

Many activities are carried out in small groups to allow maximum participation. When working in small groups, it is important to divide participants in different ways and in groups of different sizes, depending on the activity (and mix the groups each time so they aren't always working with the same people).

INDIVIDUAL WORK:

Throughout the sessions, participants will engage in some individual work, from listing the agriculture policy issues prevailing in their regions, to analyzing the causes and effects and how they think issues can be resolved . Most of this work can be done directly in the participant's book or as a part of an activity or exercise.

ROLE PLAYS:

Role plays provide the opportunity for participants to practice new skills and attitudes in the safety of the training room setting before trying it out in the real world. Role plays can be planned ahead of time with a script or be developed by the participants themselves around a particular issue.

CASE STUDIES/ SCENARIOS:

Case studies provide participants with the opportunity to put their newly acquired knowledge into practice to identify analyze and solve a problem. The case study can be based on a real-life situation or be created to reflect an issue they might face in the workplace.

PRESENTATIONS:

Presentations are a more traditional way of providing information to participants and are useful when other participatory methods will not effectively allow participants to get at the information you are trying to provide. When giving a presentation, it is best to plan it ahead, keep the time to a minimum, and break it up with questions and answers from the participants.

PANEL DISCUSSION:

Panel discussions involve experienced people or participants themselves to discuss on a particular given topic. Participants are given the opportunity to ask questions based on the panel discussion and personal experiences.

An important stage of many of these techniques is debriefing the activity at the end. During this stage, the trainer asks a series of questions to the participants to help them reflect on the experience had during the activity, draw out any lessons learned, and link those lessons back to the topic at hand.

PART II: GENERAL INTRODUCTION OF THE TRAINING

OBJECTIVES OF THE GENERAL INTRODUCTORY PART

By the end of this part, participants will be able to:

» Know each other after a clear and confident introduction;

» Create a collaborative, supportive and safe learning environment

» Understand about the overview of the Policy making process;

» Familiarize with the nature and design of the training program

Overview Introductory Part

ACTIVITY	TIME
1. Welcome and introductions	30 min
2. Expectations from participants	30 min
3. Goals and overview of the curriculum	15 min
4. Setting the Norms and Logistics	15 min
	Total time: 1 hour 30 min

Activity 1: Welcome and Introductions

Objectives: By the end of the activity, participants will be able to introduce themselves clearly and confidently and know each other after the introduction

Time Required: 30 minutes

Methodology: Individual work

Materials: None

Steps:

1. Warmly welcome participants to the training and introduce yourself to the group. This should be kept very brief since you will also participate in icebreakers and other exercises. You will have an opportunity to say more about yourself then.
2. Ask each participant to introduce himself/herself by simply stating his/ her name, adding his/her position and the name of their CSO, followed by the name of the District. You can begin by introducing yourself in the manner that you want to participants to follow.

For Example:

✓ ***"I am Paul SEMANA. I work as (job title) within (TROCAIRE partner organization name), operating in (Name of District).***

Note: *The introductions can be done when seated but becomes more fun and active if the participants are standing in a circle. Each participant moves into the circle while introducing him/her. Be mindful of group dynamics*

Activity 2: Expectations from participants

Objectives: By the end of the activity, participants will be able to identify their expectations from the training.

Time Required: 30 minutes

Methodology: individual work, large group presentation

Materials: tape, Flip-chart and marker, White board, Pins/ stickers

Steps:

1. Explain to the participants that they are going to share their expectations about the training. These expectations could be reached/ achieved during and after the training.

2. Distribute cards and markers and ask each participant to write one main expectation for the training.

3. After they have written their expectations, ask two participants to volunteer, one to read loud one by one, as another one writes it of the flip chart or pins them on the white board.

4. Stick/pin their expectations on flipchart as they say them. Afterwards Go through the list together and explain that these will be further discussed when the goals and overview of the course are presented in more detail.

Note:

Listen carefully to participants' expectations. *You should be only the facilitator not the instructor. Every response should be given due respect and consideration. As you pin them on the board, order them according to the training objective areas so that you can easily establish which expectations will be covered by which objective or not.*

Activity 3: Goals and overview of the training

Objectives: By the end of the activity, participants will be able to explain the goals of the course.

Time Required: 15 minutes

Methodology: Facilitator presentation

Materials:Flip-chart and marker, Pre-prepared goals on PPT

Steps:

1 Participants will be reminded of the overall goal of this training in general, and the module on Policy Analysis. Specific objectives of the training will be presented via power point presentation and if need be on flip charts.

2 Briefly share/discuss with participants the main topics to be covered in the training

3 Explain to participants that the activities in this module are designed to be participatory, active and very hands-on. This way they will learn new information in fun ways and get the chance to practice new skills. As an example of this, ask the group to think about and call out what they just did in the previous activi

Activity 4: Setting the Norms and Logistics

Objectives: By the end of the activity, participants will be able to identify and agree upon rules of the training that will promote a supportive and open environment. They will also be able to understand the logistical arrangements of the training.

Time Required: 15 minutes

Methodology: individual work, large group presentation

Materials:tape, Flip-chart and marker, White board, Pins/ stickers, Printed agenda for all participants

Steps:

1 Explain to participants that to create and maintain a supportive environment, it is necessary for them to identify and agree upon some rules or norms of the training. Give an example of a norm such as “don’t interrupt when someone is talking”.

2 Have participants brainstorm some ideas, writing the norms down on flipchart as they agree upon them. You may refer to the list below just in case you feel something important has been left out. The main ones are actually the following:

a ***Punctuality***: Arrive on time to each training session. Arriving late is a sign of disrespect to the facilitator and to your fellow participants and would delay the session.

b ***No Disturbances:*** Cell phones should be turned off at the beginning of the workshop and should remain off until the end except during breaks. Avoid side conversations – if you are unclear about the topic being discussed or the instructions, please ask the facilitator to clarify.

c ***Respect Others:*** Respect each other, yourselves, and the facilitator. Do not speak when someone else is speaking. Listen actively. The trainer will be facilitating the discussions with your assistance.

d ***Active Participation:*** You are your own best resource. Much of the content of the training will be coming from you. Each one of you brings a wealth of experience to the program. The workshop can only be successful if it is a two-way process and

if everyone participates fully. Give everyone a chance to contribute: every answer is valued.

e Agree to Disagree: During this workshop everyone must feel free to express opinions and concerns. Please see frank discussions (for example about politics) as healthy exchanges rather than personal attacks. There should be a tolerance of differences and everyone should contribute to a safe/non-judgmental environment.

f Ask Questions: There are no stupid questions. If you do have a question you don't want to ask in front of others, ask it privately during a break or write a note to the facilitator. Please do not think any question you have is unimportant.

g Give your honest feedback: At the end of each day you will be given a form for your feedback on making this training better next time. Please be honest! Constructive criticism is appreciated and is the only way that we can improve.

3 Emphasize that the list of norms they have created are actually norms that other people follow in the workplace as well. In addition, every day each of them (participants) will be called upon to take on certain responsibilities as a way of have everybody involved. Such tasks may include opening and closing reflection; energizer activities; trainer's assistant and timekeeper, the 'eyes' and 'ears' to report on the general feeling of participants based on what s/he has observed and heard throughout the day.

4 Give participants the training agenda, showing the days, times of sessions and activities, and breaks. There is a **need to develop this before the training day, though they may be some adjustment during the training sessions**. Review together and make clarifications as needed.

5 Cover any course logistics – short break times, lunch breaks, location of washrooms, daily sign in sheet, transportation reimbursement (if applicable), etc. Answer any questions participants may have about logistics. In this activity, the trainer should **work closely with the organizers and the hotel/ venue management.**

PART III: MODULE ON POLICY ANALYSIS

OBJECTIVES OF THE MODULE ON POLICY ANALYSIS

The main objective of this module is to highlight key steps in policy development, particularly in Agriculture, so as to know the key stakeholders that are involved at every stage and their roles and responsibilities, the key aspects to consider to ensure that the policies respond comprehensively to issues and needs of the beneficiaries and entry points for involvement of CSOs in the process.

Overview of Part III

ACTIVITY	TIME
1. Basic understanding of a policy and the key components of policies	2 hrs
2. The policy making process and the role of CSOs and farmers	1 hrs
3. How to analyze a policy	2 hrs 45 min
4. Analysis of the relevant policies and strategies that shape the agriculture sector in Rwanda	1 hr
	Total time: 6 h 45 min

Activity 1: Basic understanding of a policy and the key components of policies

Objectives: At the end of this session, participants will have basic knowledge of key concepts of a public policy as well as main components of a policy. They will also be able to identify a good policy compared to others.

Time Required: 2 Hours

Methodology: small group work, large group discussion

Materials:flipchart paper, markers

Review **Handouts 3.1.**

Steps:

1. Welcome participants to this activity and review the objectives together. Revise with them, in their own words, content of the past activity.
2. Split the group in subgroups (methodology of group division based on random numbering 1;2). Each group will form a circle and discusses for 10 minutes one of the two questions:
   - ***a*** What is a policy issue? Give examples of agriculture policy issues in your communities
   - ***b*** What are the key components of a public policy? Give examples of important things you would like to see in a policy?
   - ***c*** What are the characteristics of a good policy?
3. As part of the preparations, write the key elements on flipcharts (see Handout 3.1.) and tick if this is mentioned by participants.
4. After 10 minutes, call them back to the plenary, and introduce groups presentations. Each group has 8 minutes to present their findings on a flipchart
5. The trainer will make a brief presentation of the National Agriculture Policy and present to participants the farmers' booklet designed by MINAGRI

HANDOUT 3.1

BASIC PUBLIC POLICY CONCEPTS

Public Policy

Public policy is defined by different authors in various ways but in general it can be defined as a statement of intention with specific objectives and means to achieve the objectives. Public policy is normally linked with pragmatic and functional typically related with questions of the government. That is to say, public policy is a tool used to implement government mission or programmes. Contexts of a policy include objectives, setting priorities, specifying decision rules and describing a plan.

Many CSOs or NGOs tend to stay away from issues of policies or politics in order to be seen as non-political. Yet everyone has a role to play in helping draft, shape and implement policies and, the CSOs have to be engaged in the whole policy process if the realization of ensuring their issue is to be taken up seriously.

CSO have a crucial role in advocacy to ensure that the public policies are formulated and implemented for the purpose of promoting people's wellbeing. Without CSOs advocacy many development policies cannot reach the intended change, which is both the government and the international commitment. CSOs need to engage in the entire process of public policy, policy formulation, implementation and M&E in order to advocate for a change/ what needs to change.

The key components of policies:

The policy needs to narrow down in very specific terms exactly what it is that will be done, how it will be done, who will do it by when and with what resources. Whereas the vision is a high-level statement that identifies the ideal situation, a policy must set out in great detail the policy options proposed and exactly how it will all work[7].

A policy should have at a minimum the following components:

1. The issue(s) to be addressed: this part clearly highlights the problems that the policy will solve, who they impact on and how
2. The Vision, Main goal and objectives
3. High Level Solutions (Pillars): This part details the components and subcomponents of the policy
4. Implementation Framework: this part clarifies the institutions that will be involved in the implementation and their roles and responsibilities, the source of resources and the timing.
5. Stakeholder Participation: How citizens representatives like CSOs, Women, Youth, People with disabilities will be involved
6. Monitoring and Evaluation Plan: this part indicates the key outcomes, milestones and targets, timelines

7 Government of Rwanda 2013, Cabinet Manual, second edition.

What Makes a Good Policy?

In a broader view, A good policy should:

Promote inclusiveness in the policy making process

Foster harmony with other policies – ability to address cross cutting issues

be beneficial to the largest number of people

Not marginalize or polarize sections of society

be allocated adequate resources

be implemented with the fewest possible constraints

Recognize social values and norms – e.g. culture, rights, customs

Be regularly reviewed, evaluated and up-dated.

In Rwanda, policies originate from the need to implement the national development Vision 2020, the Government program, the National Strategy for Transformation (NST1), internationally agreed upon objectives or programs such as the Sustainable Development Goals, the Comprehensive Africa Agriculture Development Program (CAADP),the regional integration agenda, the President's priorities as stated in his speeches or otherwise communicated, or the desire to address new challenges or take advantages of new opportunities. The Prime Minister can also commission for a policy proposal to address certain challenges, from a minister of team of ministers.

According to Government of Rwanda, good policies should [8] :

- ✓ Have clear objectives
- ✓ Consider all viable options for achieving the defined policy objective: Analysis should be done for the comparative advantages, disadvantages and implications of each and make a clear recommendation for the preferred option based on the evidence available.
- ✓ Be evidence-based.
- ✓ Be deliverable.
- ✓ Be inclusive
- ✓ Be well communicated
- ✓ Be regularly reviewed, evaluated and updated.

8 Government of Rwanda (2013): Cabinet Manual second edition.

Activity 2: The policy making process and the role of CSOs and farmers

Objectives:At the end of this session, participants will understand the different stages of policy development and analysis and the role of CSOs and citizens in general

Time Required: 1 Hour

Methodology: small group work, large group discussion

Materials:flipchart paper, markers

Review **Handouts 3.2. and 3.3.**

Steps:

1. Welcome participants to this activity and review the objectives together. Revise with them, in their own words, content of the past activity.
2. Split the group in subgroups (methodology of group division based on random numbering 1;2). Each group will form a circle and discusses for 10 minutes one of the two questions:
   - ***a*** What do you understand by Policy Cycle? In your opinion, what should be the different stages of a public policy formulation/cycle?
   - ***b*** Who are the key stakeholders that should be involved in development and analysis of a public policy?
   - ***c*** What role should citizens, farmers in particular and CSOs play and at which stages?
3. As part of the preparations, write the key elements on flipcharts (see Handout 3.2. and Handout 3.3.) and tick if this is mentioned by participants.
4. After 10 minutes, call them back to the plenary, and introduce groups presentations. Each group has 8 minutes to present their findings on a flipchart

HANDOUT 3.2

THE PUBLIC POLICY CYCLE[9]

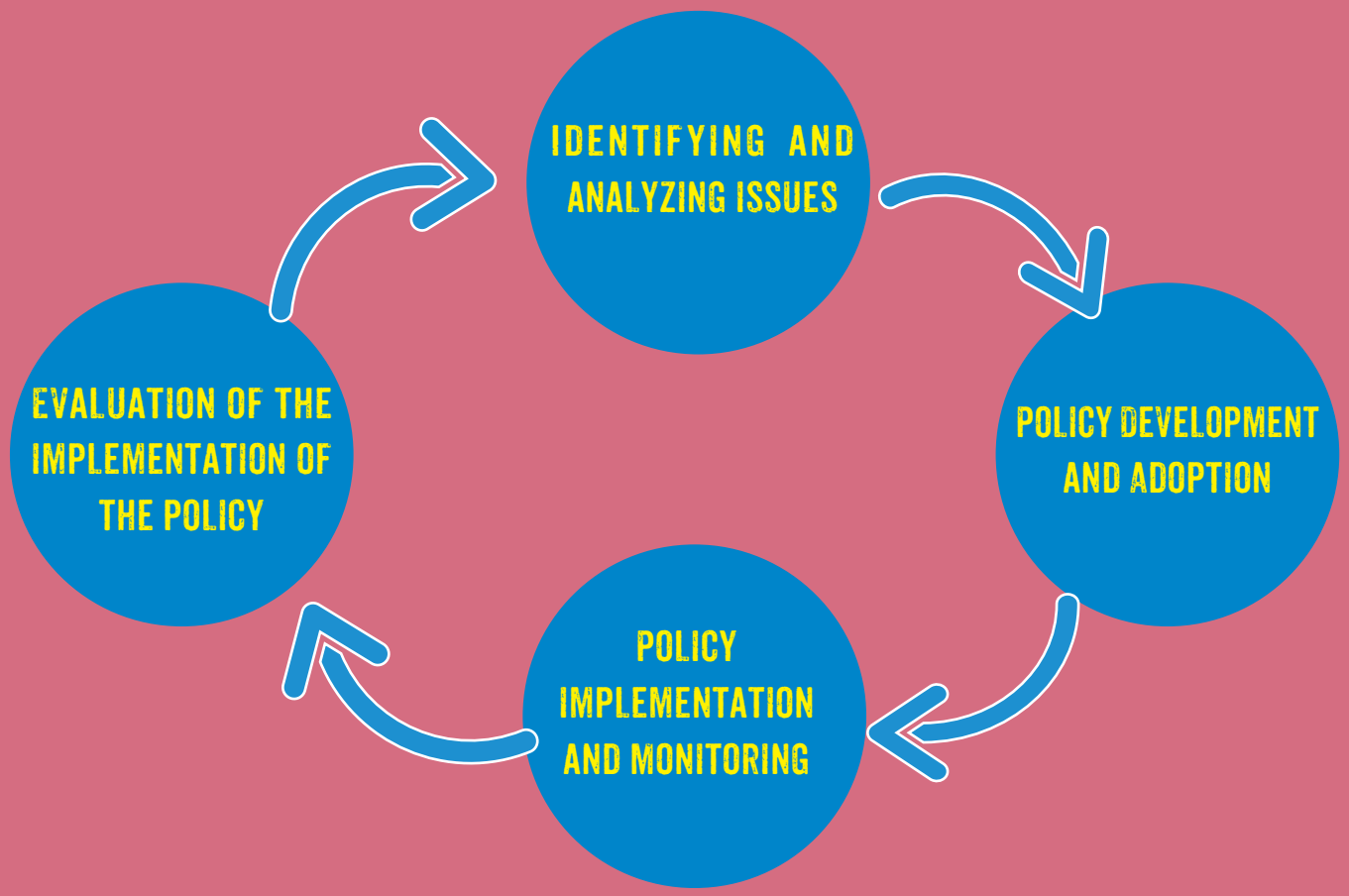
During the drafting of public policies, the first step is to **analyze and identify issues or problems to be resolved**. This entails making consultations as wider as possible to gather views of citizens and different experts.

The second step is policy development and adoption. This stage is the most important and time consuming because it requires developers to come up with possible solutions to the issues identified and consult with implementors as well as all stakeholders including citizens representatives, experts… to confirm ideas in writing. At the end of this stage, there should be a draft policy which is submitted to competent authorities for approval before implementation.

Once the Policy is developed and Approved, **the third step is implementation and monitoring.** A policy may have implementing instruments like tailored programs or projects, laws, regulations etc. during implementation, there may be several reviews to adjust implementation accordingly.

The last step is the evaluation of implementation of the policy. This aims at identifying achievements and failures. The information from the evaluation may be used to make amendments to the policy or development of a follow-on policy.

The Public Policy Cycle



9 TRÓCAIRE (2018), The role of Citizens and Local Entities in Policy and Budget Monitoring and Advocacy related to Agriculture, Kigali

HANDOUT 3.3

STAGE	KEY ACTIVITIES	ROLE OF CSOs	ROLE OF CSOs
Identifying and analyzing issues:	1.Identifying issues E.g: Animal feed prices have increased, and farmers can no longer afford them	Present the issues, as they are felt by citizens	Citizens express the issue of the rise of animal feed prices to CSOs or in other Government led meetings
	2.Analyzing issues E.g Why the increase, what are the causes, the symptoms and the effects	Identify causes and consequences of the problems faced	Citizens show with evidence how the rise is affecting them for example in their cost of production or their productivity
	3.Prioritizing issues E.g: What is the overarching issue? Taxes? Raw materials scarcity?	Provide insights on prioritization criteria and rank the issues	CSOs and other farmers representatives conduct robust research and rank the causes
Policy Development and Adoption	1.Identify possible solutions to identified and prioritized issues	Provide ideas on possible solutions based on experience of citizens	Citizens provide ideas on possible solutions based on their experience
	2.Drafting of the policy	Participate in consultations to refine the policy when necessary	
	3.Validation and Adoption of the policy	Participate in consultations to refine the policy when necessary	Citizens participate in validation of policy actions focusing on the ones that are implementable and realistic
Policy Implementation and Monitoring	1.Implementation	As beneficiaries, CSOs make sure the proposed solutions are being put in place	As beneficiaries, citizens make sure the proposed solutions are being put in place
	2.Monitoring	Participate in the review mechanisms to hold accountable implementors about the achievements	Participate in the review mechanisms to hold accountable implementors about the achievements
Evaluation of implementation of the policy		Participate in the evaluation mechanisms like IMIHIGO evaluation and highlight if there is impact or not on citizens	Participate in the evaluation mechanisms like IMIHIGO evaluation and highlight if there is impact or not on citizens

Activity 3: How to analyze a policy

Objectives:Policy analysis is a continuous process of critically assessing the relevance, effectiveness, efficiency and sustainability of provided solutions based on suggested checklist. It requires doing a comprehensive research and identification of best practices in that sector/area.

It is ongoing, since the result of a policy process will often raise new policy issues, which require analysis leading to a recommendation and a decision

Time Required: 2 hrs 45

Methodology: small group work, large group discussion

Materials: flipchart paper, markers

Review **Handouts 3.4. and 3.5**

Steps:

1. Welcome participants to this activity and review the objectives together. Revise with them, in their own words, content of the past activity.
2. Split the group in 2 subgroups (methodology of group division based on random numbering 1;2). Each group will form a circle and discusses for 10 minutes one of the two questions:
   - ***a*** What do you think are the main steps to analyze a policy?
   - ***b*** What the tools may you use to analyze a policy?
3. As part of the preparations, write the key elements on flipcharts (see Handout 3.2. and Handout 3.3.) and tick if this is mentioned by participants.
4. After 10 minutes, call them back to the plenary, and introduce groups presentations. Each group has 8 minutes to present their findings on a flipchart
5. Participants will use the checklist in Handout 3.5 to analyze the National Agriculture Policy.

HANDOUT 3.4

BASIC PUBLIC POLICY CONCEPTS

Policy Analysis

Do you have to analyze policies? In order to be pro-active and effective in advocating for any given policy or a change in an existing policy, it is important to analyze the policy to:

- ✓ Find out whether the policy exists? Sometimes problems are as a result of lack of written policy on a particular issue. E.g: A VAT waver on imports of agriculture raw materials.
- ✓ If the policy exists, Are the farmers aware of the policy? Is the policy content known by the farmers and CSOs? What about the terms and language used for the policy? Is this understandable by the farmers?
- ✓ Examine its appropriateness in solving the identified problem or issue or whether it is the problem. Thus, find out whether there is no policy, whether the policy is not implemented or whether the policy has gaps.
- ✓ Identify gaps and or omissions in a policy
- ✓ Find out whether the legal aspects have been provided for. That is to say, is there a related regulatory framework to back up the policy and whether it is adequate? E.g: the revised VAT law
- ✓ Find out whether it can be/or is being implemented. Are there provisions in the policy or law on how to operationalize the policy framework? Who are the actors and what are their responsibilities? Are the resources adequate? Will they be provided? Be timely?
- ✓ Whether the necessary resources are available i.e. the need for technical expertise to assist in the analysis and articulation of the problem in the policy advocacy paper or platform and financial resources.

HANDOUT 3.5

BASIC TOOLS IN POLICY ANALYSIS

1. The first tool is to conduct research, Read and be familiar with the background information to get both the historical perspective and context within which the policy operates. Find out:

- ✓ *When it was made (time assists to put things in their proper perspective) and by whom?*
- ✓ *Who were the actors and how were they involved?* **Were farmers involved? were agro-processors involved?**
- ✓ *Determine source of the policy : Establish the rationale for making the policy including* **key problem being addressed.** E.g: *resolving the issues of agricultural raw materials*
- ✓ *How is the agricultural policy linked to other sectors for example the industrial sector* **(processors of animal feeds), the trade sector (importers of agricultural products) and with what implications?**
- ✓ *Why is the policy important to you* **(as farmers)***? What is its significance?*
- ✓ *Are there gaps in the Policy? Why do those gaps exist and how can you address these gaps?*

2.Examine other policies, laws, regional and international obligations and establish coherence or divergence with your policy, determine if policy will conflict with other regional or international policies and if there is need for harmonization?

3.If in-house analytical capacity is unavailable, source external expert advice to improve the quality of your analysis.

4.Determine the impact of the policy especially on the farmers and other poorest/most marginalized sectors of society by:

- ✓ *Analyzing the policy for its equity dimensions: establish whether the policy is gender sensitive, whether it caters for youth, people with disabilities, etc.*
- ✓ *What are the strengths and weaknesses (pros and cons) of the policy (SWOT analysis)? Who are benefiting from the current policy and who are losing out? For example farmers those to the improvement of the policy and related strategies.*

5.What resources (human, financial and institutional) are available for the implementation of the policy? If policy has a budget, at what level is this controlled (central, local?) and with what consequences? Also consider whether there is equitable allocation of resources (for the implementation of the policy) as well as timely disbursement. Identify the implementers and their implementation strategies.

Note: At this stage, the trainer should refer to existing experience/evidences from participants.

6.Conduct an analysis and mapping of the key stakeholders (The case of the National Agricultural Policy):

- ✓ *Who are the key decision makers in the agriculture sector:* ***The Ministry and its agencies, the Local Authorities (primary targets)?***
- ✓ *Who has the power to change the agriculture policy (primary targets):* ***The GoR through the Ministry of Agriculture***
- ✓ *Who has influence over those with power to change policy (secondary targets)?* ***The Prime Minister's office, the parliament, the President***
- ✓ *Who is directly affected by this policy? Who is indirectly affected?* ***Farmers, agro-processors, agro-dealers, importers and exporters etc.***
- ✓ *Which other people care enough about this issue to support our cause (allies)?* ***CSOs (like Urugaga Imbaraga, CCOAIB, etc.), Private Sector Associations (e.g agro-processors, agro-dealers, importers and exporters, etc.).***

Checklist to establish the appropriateness of a policy by the CSOs and citizens.

Values	Satisfactory	Fair	Poor	Remarks
Inclusiveness of policy making process				
Harmony with other policies				
Beneficial (stakeholders)				
Does not marginalize or polarize				
Allocated adequate/timely resources				
Adequate Implementation guidelines				
Recognizes social values and norms – e.g. culture, rights, customs				
Regular review				
Inclusiveness of policy making process				

Activity 4: Analysis of the relevant policies and strategies that shape the agriculture sector in Rwanda

Objectives:Participants will have basic knowledge of the key policies and strategies shaping the agriculture sector in Rwanda; do an analysis of their relevance, effectiveness, efficiency, sustainability and synergies between the different policies and strategies.

Time Required: 1 hr

Methodology: small group work, large group discussion

Materials: flipchart paper, markers

Review **Handouts 3.6.**

Steps:

1. Welcome participants to this activity and review the objectives together. Revise with them, in their own words, content of the past activity.
2. Split the group in 2 subgroups (methodology of group division based on random numbering 1;2). Each group will form a circle and discusses for 10 minutes one of the two questions:
   - ***a*** What are the main policies and strategies that shape the agriculture sector in Rwanda, their main objectives?
   - ***b*** What are the policies that are effective or not and why?
3. As part of the preparations, write the key elements on flipcharts (see Handout 3.6.) and tick if this is mentioned by participants.
4. After 10 minutes, call them back to the plenary, and introduce group presentations. Each group has 8 minutes to present their findings on a flipchart

HANDOUT 3.5

KEY AGRICULTURE POLICIES AND STRATEGIES IN RWANDA

The National Strategy for Transformation (NST) (2017-2014)

The NST is the overarching strategy that entails interventions in all sectors that will enable the transformation journey towards achieving the vision 2050 aspirations. Other policies and strategies derive from NST and clarify in detail the budgeting and implementation mechanisms. The NST comprises of three main priority areas:

1. Economic Transformation-including the Modernization and increase of productivity of agriculture and livestock.
2. Social transformation
3. Transformational Governance

National Agriculture Policy (NAP)

The vision of the National Agricultural Policy is for Rwanda to become "a nation that enjoys food security,nutritional health and sustainable agricultural growth from a productive, green and market-led agricultural sector." The mission is to ensure food and nutrition security, modern agribusiness technologies professionalizing farmers in terms of production, commercialization of the outputs and the creation of a competitive agriculture sector. The policy objectives are formulated according to the Malabo Declaration (2014) under the CAADP framework of the AU[10] :

1) Increased contribution to wealth creation,
2) economic opportunities and prosperity,
3) improved food security and nutrition, and
4) Increased resilience and sustainability[11].

Strategic Plan for Agriculture Transformation (PSTA 4) 2018-24

Rwanda's Strategic Plan for Agriculture Transformation phase 4 (PSTA 4) outlines priority investments in agriculture and estimates required resources for the agriculture sector for the period 2018-2024. It is the implementation plan of the National Agricultural Policy (NAP) and represents the agriculture sector's strategic document under Rwanda's National Strategy for Transformation[12].

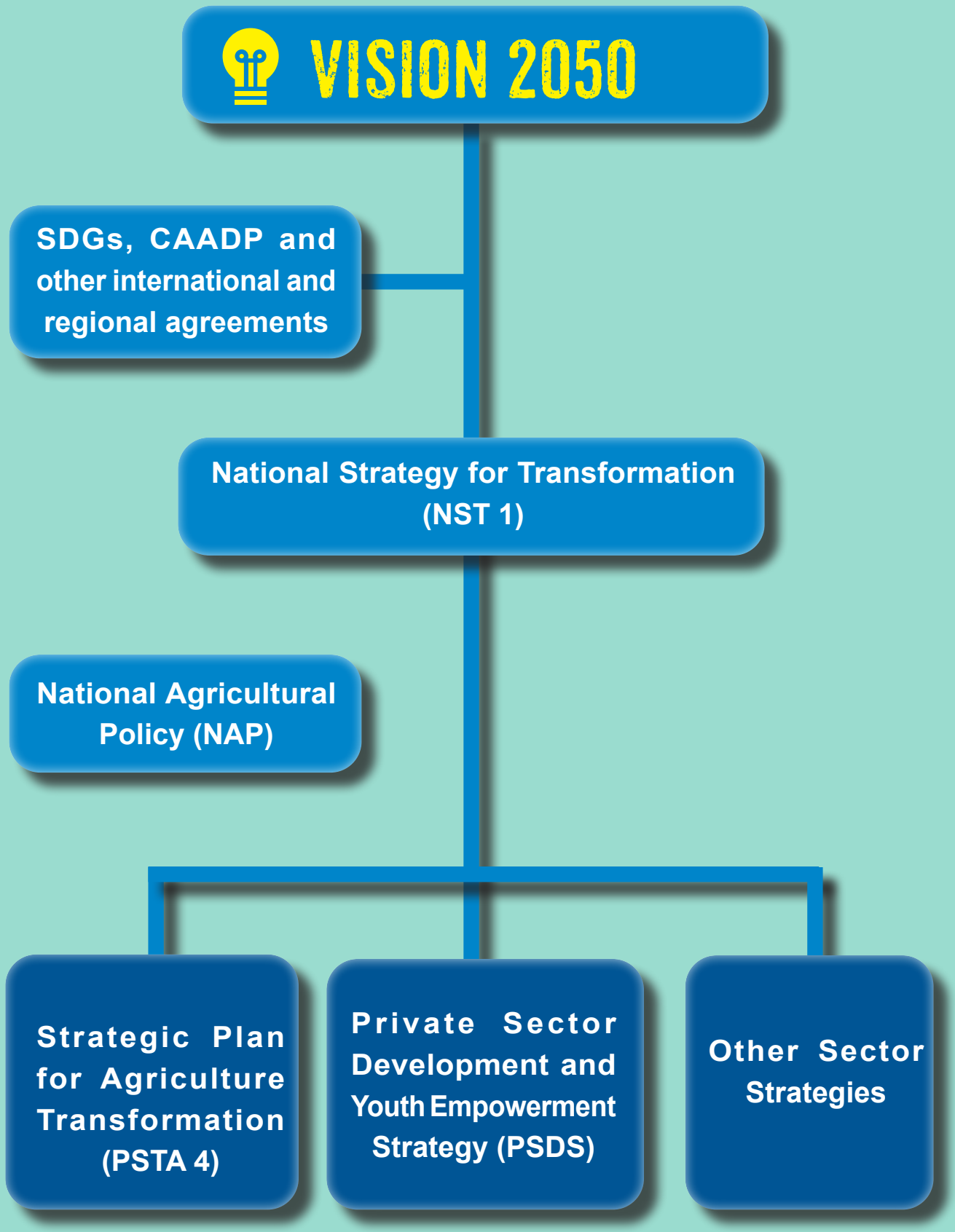
The PSTA is structure around 4 Priority Areas:

- ✓ **Priority Area 1: Innovation and Extension**
- ✓ **Priority Area 2: Productivity and Resilience**
- ✓ **Priority Area 3: Inclusive markets and value addition**
- ✓ **Priority Area 4: Enabling Environment and Responsive Institutions**

[10] *Government of Rwanda (2018), The national Agriculture Policy*

[11] *The National Agriculture Policy, Government of Rwanda, July 2018*

[12] *The Strategic Plan for Agriculture Transformation (2018-2024), Ministry of Agriculture and Animal Resource, Rwanda, July 2018.*


VISION 2050
SDGs, CAADP and other international and regional agreements
National Strategy for Transformation (NST 1)
National Agricultural Policy (NAP)
Strategic Plan for Agriculture Transformation (PSTA 4)
Private Sector Development and Youth Empowerment Strategy (PSDS)
Other Sector Strategies

PART IV: CONCLUDING PART: CHALLENGES, EVALUATION AND ACTION PLANS

CONCLUDING PART OBJECTIVES

The main objective of this module is to highlight and discuss mains challenges hindering CSOs to conduct proper policy analysis as well as next steps as committed by participants.

Concluding part overview

ACTIVITY	TIME
1. Key challenges/barriers hindering inclusive policy development/analysis: case studies	1 hr
2. Action plans to address challenges/barriers: what is next?	30 min
3. Evaluation	30 min
	Total time: 2 hrs

Activity 1: Challenges hindering CSOs in relation to Policy Analysis

Objective:At the end of this session, participants will be able to identify existing and potential challenges that might be obstacles to their willing to inclusion in Policy development and Analysis. They will also be able to discuss strategies to overcome obstacles for effective inclusive participation in policy formulation, implementation and evaluation.

Time Required: 1 hr

Methodology: individual work, pair work, small group work, large group discussion

Materials: flipchart paper, markers, tape

Review **Handouts 4.1.**

Steps:

1. Welcome participants to this activity and review the objectives together. Revise with them, in their own words, content of the past activity.
2. Split the group in subgroups (methodology of group division based on random numbering 1;2). Each group will form a circle and discusses during 10 minutes one of the two questions:
   - ***a*** Do you think farmers and CSOs views and needs are taken care of in the existing policies? What do you think are the challenges obstacles from preventing farmers from participating and expressing their views in agriculture policy formulation?
   - ***b*** How would you improve participation in the policy development/analysis?
3. As part of the preparations, write key challenges (See Handout 4.1) on flipcharts and tick if this is mentioned by participants.
4. After 10 minutes, call them back to the plenary, and introduce groups' presentations. Each group has 5 minutes to present their findings on a flipchart

HANDOUT 4.1.

CHALLENGES FACING FARMERS' PARTICIPATION IN THE AGRICULTURE POLICY FORMULATION AND ANALYSIS

According to Transparency Rwanda, Lack of farmers' participation in policy formulation hurts agriculture output[13]

Rwanda's agriculture **output is still low**, in part because **policy-makers do not involve farmers** in the process of formulating policies.

This is according to a recent survey by Transparency International (TIR) that was carried out in two districts of Kayonza and Nyanza in Eastern and Southern provinces respectively.

The findings show that **farmers do not fully benefit from their sweat**, stressing **the need to increase their involvement in agricultural related policies and projects.**

The survey findings also show that 78.1 per cent do not express priorities in the sector

Types of farmers participation in agriculture policy development[14]

Genuine Participation	Farmers are empowered and well represented, and they influence the policy themselves
Symbolic participation	• Farmers have greater involvement in this level. The rights of farmers are recognized and accepted in practice at local level • Planners may accept some contribution from the farmers that benefits their project
Non-Participation	• The developers run the projects without listening to framers' opinions • Agriculture is generally developed by some powerful landowners or government without any discussion

Some obstacles hindering farmers from participation

- ✓ Lack of resources to organize meetings to discuss issues at village level
- ✓ Lack of technical knowledge to formulate issues and solutions clearly
- ✓ Lack of knowledge of the process to follow to participate fully
- ✓ Low capacity of local civil society organizations
- ✓ Lack of Government support

[13] *Transparency International Rwanda (2018) Empowering farmers at District Level through Social Accountability Tools to Improve Performance contracts in Rwandan Agriculture"*

[14] *Farshid Aref (2011): Farmers' participation in agricultural development: The case of Fars province, Iran*

Activity 2: Action plans: what is next?

Objectives:At the end of this session, participants will be able to discuss strategies to overcome them for effective inclusive participatory process.

Time Required: 30 min

Methodology: individual work, pair work, small group work, large group discussion

Materials: flipchart paper, markers, tape

Review **Handouts 4.2.**

Steps:

1. Welcome participants to this activity and review the objectives together. Revise with them, in their own words, content of the past two activity of the conclusive module.

2. Present the template for the action plan (Simple and comprehensive template). Printed copies to be distributed to each group.

3. Split the group in subgroups according to the original CSOs. Using the tree scenario, give them instructions: (To be developed according to the number and nature of the CSOs represented in the training)

4. Tell them those remedies, and actions have to be tangible and time bound, since they will be monitored.

5. After 30 minutes, call them back to the plenary, and introduce groups' presentations. Each group has 8 minutes to present their findings on a flipchart

HANDOUT 4.2: POLICY ANALYSIS ACTION PLAN TEMPLATE

Output	Indica-tors	Base-line	Milestones	Activities	Stakehold-ers	Estimated budget	Source of funding
OUTCOME 1							
OUTPUT 1			Q1	A1			
				A2			
				A3			
			Q2				
			Q3				
			Q4				
OUTPUT 2			Q1				
			Q2				
			Q3				
			Q4				

Activity 3: Training evaluation

Objectives:The intent of this session is to determine whether the training achieved its objectives and whether how well the program met participants' needs and expectations.

Time Required: 30 min

Methodology: individual work, pair work, small group work, large group discussion

Materials: flipchart paper, markers, tape

Review **Handouts 4.3.**

Steps:

1 Explain to participants that, as we come to end of the session, there is a need to conduct an evaluation of the training sessions.

2 Distribute the evaluation paper and explain the content of the evaluation. Key points are as follows:

- ***a*** Learning experience (what they learnt/enjoyed, training vs. expectations, what they knew but was better explained, what could have been done better, etc.)
- ***b*** Team work and communication (contribution to team/ group work, communication with peers, got new friends, did people listen to my ideas as group member, etc.)
- ***c*** Next phases (what they would wish to learn in the future)
- ***d*** Organization (how well the training was organized: logistics, communication from organizers, etc.).

3 Collect the evaluation paper and tell participants the outcome of the evaluation will be submitted to the client with other contents of the training report.

HANDOUT 4.3: TRAINING EVALUATION

ITEMS	VERY GOOD	GOOD	POOR	VERY POOR	OBSERVA-TION
Training sessions					
Training plan					
Training time-line					
Slide presen-tation					
Trainer pre-paredness					
Training con-tents					
Improved Knowledge					
Has the training improved your knowledge?					
Suggestions for Improving the Course:					
Logistics					
How was the logistics to you?					
Anything to improve about the logistics?					

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