

# INCLUDE

KNOWLEDGE PLATFORM ON INCLUSIVE DEVELOPMENT POLICIES

## WORKING CONFERENCE REPORT

Report on session with research groups

24 and 25 May 2016

Lusaka, Zambia



## Highlights

- The 17 INCLUDE research groups are halfway through their research and have already yielded various significant interim results and policy messages, touching upon various aspects of inclusive development in Africa and related to various policy levels, from the local to the global. A compiled list of knowledge products is available [here](#).
- Researchers and platform members share a passion for making research on inclusive development relevant to policymakers, but their views on what kind of findings and policy messages are relevant differ. Policy stakeholders (including platform members) are particularly interested in how research results can provide evidence on the best approach to follow in policy making and implementation. A number of researchers, however, warned not to focus too narrowly on economic growth and successful cases in research on inclusive development, but to follow a more holistic approach.
- To enhance research uptake, policy stakeholders and platform members suggested that evidence should highlight both the positive and negative impacts of interventions and the policy implications. Policy messages need to indicate how interventions should be tailored to the local context to bring about improvement. Policy options are preferred over recommendations. The number of policy advices should be limited and specific in terms of content and targeting policymakers.

## **Table of contents**

Interim findings and key policy messages: How can we make development policies in Africa more inclusive?.....	4
Workshop on 'Internal stakeholder engagement' (inter-project collaboration).....	9
Workshop on 'Stakeholder mapping' (external stakeholder engagement).....	10

## **Interim findings and key policy messages: How can we make development policies in Africa more inclusive?**

*Tuesday 24 May (9.00-13.00 hours)*

### **Introduction**

On the morning of 24 May, platform members and research consortium members shared insights and ideas on the research results so far. The 17 INCLUDE research groups are at the halfway point in their research and presented one-pagers (prepared together with the INCLUDE secretariat) containing the main interim findings, key policy messages and knowledge products generated so far. The guiding questions in the discussions included: What are the interim findings and key policy messages when it comes to the overall question of how to make development policies in Sub-Saharan Africa more inclusive? More specifically, what do the research findings tell us about how to include women, youth and marginalized people in development processes? What are the commonalities and differences between the research projects in the seven focus countries?

The morning was divided into three parts: after the opening and welcome by the steering committee chair, Isa Baud, the research groups presented their interim findings in a plenary session moderated by Sara Ruto. This was followed by breakout sessions on INCLUDE's sub themes (social protection, productive employment, and strategic actors), in which assigned platform members and researchers discussed the findings for each research project. Finally, a plenary closing forum was held with policy stakeholders on take-away messages and the particular relevance of the findings for their work and organizations.

### **Presentations: interim results and key policy messages**

Below are some of the interim results and key policy messages highlighted in the three-minute presentations. Links are provided to the related one pagers.

#### **Uganda**

- [Empowering female Ugandan entrepreneurs](#)

The focus of women entrepreneurs is on social goals, rather than on profit, and this focus defines their business success. They have multiple roles, so tackling business issues in isolation is counterproductive. There is a need to attune technology to existing literacy levels.

- [Post-trauma services for women's empowerment](#)

The levels of trauma among women in Northern Uganda are significant, as demonstrated by the pilot study, and there has been disinvestment in the provision of trauma support. There have been mixed results from cash transfer programmes and, where empowerment is lacking, the results are diminished. There is much interest in a radio and ICT-led intervention for trauma support.

- [Social protection in Uganda](#)

The findings of this project suggest that cash transfers (through Social Assistance Grants for Empowerment, SAGE) have led to an increase in household income and have had positive returns for education and health, in particular for the poor. In terms of education, children from households that received cash transfers were more likely to attend school and generally have more years of schooling. Regarding health, households that received cash transfers were less likely to have malnourished children and had fewer sick days. This indicates that the indirect benefits should be considered when deciding on social protection measures; social protection should be embedded in the overall investment framework; and SAGE should be rolled out across the whole of Uganda as quickly as possible.

## **Ghana**

- [Agricultural partnerships](#)

As a starting point, a value chain assessment and stakeholder analysis need to be conducted to understand the structure and process of partnerships in agricultural value chains (export value chains vis-à-vis food value chains). These would also help to identify problems in the chains and stakeholder dynamics and to carefully select the right partnership arrangements to tackle the main issues at stake. The government should be involved in partnership arrangements to avoid overlaps, gaps and inefficiencies in development efforts, whereas private actors can play a critical role in the timely provision of quality inputs, processing and marketing, and in creating incentives for farmers to invest in agricultural productivity.

## **Ghana and Benin**

- [Informal workers' political leverage](#)

The informal economy is increasingly seen as a driver of development in Africa, but there is a lack of understanding of how informal workers operate and organize. There are various forms of organization by informal workers, each with its own channels and strategies for raising workers' voices and livelihood challenges to be tackled. But what these forms generally share is a preoccupation with income-generating opportunities, access to credit, and an enabling working environment. Policymakers should recognize the diversity and commonalities when engaging with informal workers and their organizations.

## **Kenya**

- [Productive employment in segmented markets](#)

The avocado sector in Kenya has high potential for growth, however, small-scale growers are not benefiting from the sector's full potential because of low prices, poor quality and under-developed production systems, as well as the traditional marketing and supply chain. Barriers for small growers to participate in global value chains are: lack of proper training in Global Good Agricultural Practices (GAP) and harvesting methods, limited production, poor quality, high transaction costs, lack of market information, and inadequate farmer organization leading to a dominant role played by middlemen or 'brokers'. It is suggested that avocado growers be provided with training on (post-)production processes and trust be developed between and among farmers and exporters. Public-private partnerships are needed to modernize the avocado sector.



- [Maternity fee waiver in Kenya](#)

The maternity fee waiver system started in Kenya in 2013 and is in addition to other healthcare programmes (such as the free maternity and the community health programme). The various programmes overlap and interfere with each other, which has implications for their implementation and operation. Policy actors and stakeholders who wish to introduce new healthcare programmes should anticipate what implications the new intervention will have and how they can develop and introduce new interventions without harming the implementation and sustainability of existing ones. This is relevant in light of the Kenyan government's anticipated transition to a National Hospital Insurance Fund.

- [Social protection through maternal health programmes](#)

Free maternity services through the maternity fee waiver programme is more accessible to the general population in Kenya than maternity vouchers. Most of the women who used the maternity voucher system sought care in private health facilities, while those who used the fee waiver system sought care in public health facilities. But there are more health complications in public health facilities. The question is how to protect poor women from out-of-pocket expenditure on maternity services in public facilities. In terms of policy, more resources should be injected into public health facilities to improve the quality care and targeting by the voucher system should be improved.

## **Kenya and Nigeria**

- [Multinational businesses in Africa](#)

While the Nigerian government seeks to attract multinational companies (MNCs) to boost large-scale agricultural productivity, key issues like policy inconsistencies and the insurgency in the north-east have been hampering the integration of farmers into the value chains of MNCs. Government policies are frequently formulated and operationalized in collaboration with economic and political interest groups masquerading as stakeholders, which can lead to the formulation of policies that do little to improve the wellbeing of the business groups they are supposed to support. The real stakeholders should thus be identified. The transition from aid to trade can be questioned due to problems of tax avoidance by MNCs and lack of a framework for evaluating the impact of business on development. Host governments should promote the use of raw materials by MNCs.

## **Kenya and Ethiopia**

- [Economic empowerment and sex work](#)

The stigmatization of sex workers has a great impact on their identity and opportunities, impeding their chances for economic empowerment. The concept of 'money logics' emerging from the study shows how universal activities, like saving, spending and earning, differ, with the context and reveals how the exclusion of sex workers functions and how instances of support may emerge. To improve economic empowerment initiatives it is necessary to first understand the 'money logics' of the groups involved. An unintentional effect of existing policies is that rendering sex workers visible may make them vulnerable in other contexts. Tailor-made measures are needed to empower sex workers and bottom-up organizations that deal with sex workers should be linked.

## **Ethiopia**

- [Feeder road development](#)

Direct employment opportunities exist in rural road construction and maintenance, but the scale of such opportunities relative to existing levels of unemployment in the region is low. Hence, the indirect impacts of road development on productive employment are likely to be more significant than the direct impacts of employment in road construction. Possible 'hidden' dynamics that may exacerbate social inequities include differences in access to economic and natural resources (e.g., impediments to mobility, new business opportunities captured by capital-rich urban population) and increased competition among the more mobile labour force. Another benefit from feeder road development is road water harvesting, which improves water access and productivity.

- [Social protection in the Afar region](#)

As the resilience of pastoral livelihoods is declining, serious consideration should be given to the establishment of financial and credit institutions with greater understanding of the needs of pastoralists. The livelihoods of pastoralists (urban, peri-urban and rural pastoralists, who are interconnected) are in a transition and engagement with local authorities is needed to reach pastoral people. Social protection interventions, usually designed for sedentary people, should consider the relevance of already in-built informal social practices (such as mutual sharing) and whether they support or compromise the effectiveness of social protection transfers.

- [Weather insurance for Ethiopian farmers](#)

The major constraints on agriculture in Ethiopia are lack of inputs and the risk of shocks. This project studies the introduction of weather insurance as part of the Productive Safety Net Programme (PSNP) in Ethiopia. Last year, baseline data were collected and, this year, the intervention was introduced. Farmers are, however, sceptical about insurance and not keen to pay insurance premiums. After the introduction of the intervention, a second round of data will be collected to assess the impact of the intervention.

## **Rwanda**

- [Barriers to Batwa inclusion in Rwanda](#)

The socio-economic disadvantages of the Batwa produce vulnerabilities, notably in relation to access to land and property. Batwa identity functions as a barrier to socio-

economic progress towards better integration. Policymakers should view marginalization at the intersection of poverty and identity and ask excluded groups how they view their own exclusion. Just acknowledging their identity and giving them rights is not enough and might actually make their situation worse.

### **Rwanda, Uganda, Kenya, Ethiopia, Mozambique and Tanzania**

- [Inclusive business strategies in Africa](#)

Civil society organizations in six African countries tend to give higher priority to inclusiveness than business organizations do, but organizations differ in their capacity to integrate inclusiveness into their core business model. Inclusiveness strategies in Africa mainly focus on making affordable products available to low-income customers and developing value chains. The priority groups for inclusive businesses are women, the poor and small-scale entrepreneurs. The main challenges for inclusive business strategies are a shortage of skilled workers and limited financial resources. A policy message is to improve the financial climate for inclusive business in Africa.

### **Breakout sessions on themes**

The central issues to be addressed in the breakout sessions on social protection, strategic actors and productive employment were: What are the two key findings that tell us how to ensure that women, youth and marginalized groups are included in the development processes of the research countries? What interventions are needed and what are the roles of the different actors? Each research project was discussed for about 15 minutes.



#### **1. Social protection**

Research uptake was a central element in the discussions on social protection research projects, chaired by Nicholas Awortwi. The impact of the SAGE cash transfer programme in Uganda seems promising in terms of benefiting poor households with regard to education and health. Could the intermediate effect of such cash transfer programmes motivate policymakers to take up this evidence? Research uptake by policymakers is, however, determined by many factors and even working with policy actors in the research project does not guarantee that the evidence will inform policy. Moreover, policymakers are keen on the economic effects that the cash transfers have, as the programmes address much more than poverty. To enhance research uptake, evidence should highlight both the positive and negative impacts of interventions. In this respect, the use of an appropriate methodology and data is important to produce reliable and rigorous evidence. In relation to the research on social protection through maternal health programmes in Kenya, it was underlined that policymakers are interested in 'what is in it' for them to take on evidence about the best approach to follow. When comparing programmes, it is important to clearly state what is good about the different programmes. Policymakers will be interested if one programme offers more benefits than another. The discussion also examined how to leverage synergies in the different programmes. It was emphasized that researchers have an important role to play in explaining how interventions can be tailored to the local context to bring about improvement, e.g., how to tailor social protection measures under the Productive Safety Net Programme for pastoralists in Ethiopia. The issue of targeting beneficiaries (who is benefiting from the programme) was encountered in a number of research projects. The research group on the maternity fee waiver in Kenya, for example, decided to target two forums of decision makers at both county and national levels.

## **2. Strategic actors**

During this session, which was chaired by Jean Bossuyt, the five research groups were asked to elaborate on the key messages from their studies and the implications for policy. The research projects on this topic are very diverse and so was the feedback from platform members on the interim findings. For the studies on 'Informal workers' political leverage' and 'Economic empowerment and sex work' concern was expressed about how findings can be sustainability mainstreamed into policy. In the project on sex workers, the issue of imposing Western values was raised. Stigmatization and its impact were identified in both this study and the study on 'Barriers to Batwa inclusion in Rwanda'. More generally, research groups were advised to limit policy advice and be more specific. Also, policymakers prefer policy options rather than recommendations. And when a comparison is made, for example, between the different value chains in the study on 'Agricultural partnerships', there is a need to clarify what underlies the comparison and explain why the differences in results occur. The research group on 'Inclusive business strategies' found that organizing stakeholder dialogues made the findings more specific.

## **3. Productive employment**

During this session, which was chaired by Rolph van der Hoeven, four out of the five productive employment research groups presented their key interim findings and policy messages followed by a discussion. A recurring theme in the discussion was the tension between economic growth and inclusiveness. Researchers felt that the focus of the research on economic growth and successful cases was problematic and actually hindered the research. Researchers questioned the discourse and pointed out that a more holistic approach (e.g. evaluating quality of life) would provide a better basis. They stressed the importance of negative unintended impacts of interventions, obstacles and also highlighted the fact that female entrepreneurs, for example, distribute a larger share of business proceeds to their extended families than male entrepreneurs. Platform members argued that while currently there is often no alternative to small firms and self-employment, the future outlook is limited for small firms and successful interventions should target potential success cases ('gazelles'). Also, they wondered if these short-term research projects could/should yield evidence and guidance for long-term strategies. There was wide agreement that a one-size-fits all approach would be ineffective and that interventions needed to take unintended side effects into account.

## **Closing forum with policy stakeholders**

The closing forum with policy stakeholders was moderated by Isa Baud. The panellists were Maggie Kigozi (entrepreneur/academic, Uganda; platform member); Paul Quarles van Ufford (Chief of Social Policy, UNICEF Zambia) and Roel van der Veen (Academic Advisor, Ministry of Foreign Affairs and academic, the Netherlands; platform member). Questions to be addressed by the policy stakeholders were: What are the key take-away messages from the break-out groups? What findings are relevant for my work/organization and why? How am I going to implement these findings?

Maggie Kigozi reported on discussions in the breakout group on productive employment. A finding that she found pertinent is that women entrepreneurs do not just dealing with their businesses, but also focus on the social community. To empower women, skills are not enough. It is also important to remember culture and education.

Paul Quarles van Ufford, who attended the breakout session on social protection, emphasized that that the group of policy stakeholders is very diverse and that messages should, therefore, target specific stakeholders. The policy process is not linear and depends on timing, coincidence and the political economy, among other things. Researchers should engage policymakers from the beginning until the interpretation of the findings. Researchers do not have the answers, but their role can be to present



policymakers with a mirror or alert them of the emergence of issues. His take-away messages from the social protection research projects were:

- Bring together contributory programmes (e.g. health insurance schemes) and non-contributory programmes (e.g. cash transfers), which does not happen often; this involves linkages, coordination and integration.
- The political economy is important in the design and implementation of programmes; for researchers it is important to know how to deal with various policymakers.
- Basic social services are important to make social protection work.
- By addressing social vulnerability (stigmatization, perceptions of poverty), researchers can inform the debate, but a further step is also needed: how to address stigmatization?
- The issue of exclusion is often avoided in policy making. One problem with targeted programmes is that they often lead to exclusion. A researchers' task is to make policymakers aware of this.

Roel van der Veen highlighted the three concepts of presentation, profit and power in his reflection on the discussions in the breakout group on strategic actors:

- **Presentation:** You need to have impact beyond the INCLUDE programme and you need to present to people whom you want to convince. Ironically, evidence-based policy making is often policy-based evidence making. What policymakers do is select evidence that suits their policy, which is evidence selection.
- **Profit:** Incentives are needed, e.g., for inclusive strategies that are profitable to businesses.
- **Power:** Ministers have power, but what is in it for them needs to be clear. As a researcher, if you present and at the end they say 'so what?' you must have an answer ready. He suggested broadening research projects to suit a wider political context. Make your project political!

It was added that policymakers are especially interested in options. It was suggested that researchers identify target policymakers (a few policy champions) and ask themselves why these policymakers should care about their research results. As researchers cannot do everything, it was suggested to make use of others with experience in advocacy (e.g. UNICEF) to bring policy messages forward. Also the importance of the political economy (implementation, politics, power) was underlined, as well as the need for a political economic analysis.

## **Workshop on 'Internal stakeholder engagement' (inter-project collaboration)**

*Tuesday 24 May (14.30-17.00 hours)*

On Tuesday afternoon, the research consortia focused on internal stakeholder engagement. The different parties in the consortiums play different roles and have different interests in the research project and its outcomes, which may impact on the research process and outcomes. This interactive workshop was moderated by Karin Nijenhuis (INCLUDE Secretariat) and aimed to identify and reflect on these issues and to share both enriching and challenging experiences. How do the different consortium parties experience the collaboration within multi-stakeholder research groups? What are the challenges and what are the suggestions for improvement?

Four main clusters of positive experiences were identified:

- Constructive dialogue (thinking along, constructive thinking, looking for and building up common ground)
- Collaboration (empowerment of individual organisations, access to each other's networks, building up and using informal social relationships)

- Co-creation and synergy (merging perspectives, enriching individual perspectives, meeting of minds, consensus building on policy options and complementarity in skills)
- Practical exchange and collaboration (sharing practical experiences and resources, division of tasks in sub-teams)

The conditions identified under which positive multi-stakeholder collaboration can be achieved include: openness, trust, equality, communication, patience, preparation of interactive moments, showing appreciation for strengths, transparency, curiosity, logistical support, respect, shared interests, willingness to take initiative, ownership and good facilitators.



The participants discussed the challenges encountered in consortium/team collaboration in pairs (an inner and outer circle or 'Margolis wheel'). Over a couple of rounds, participants both received advice on specific problems encountered and provided advice to others.

Challenges mentioned:

- Working across different value systems and cultures (academic, government, NGOs, CSOs, universities)
- Working with different cultural backgrounds and perceptions, e.g., on finances (issue of allowances)
- Dealing with power cultures within organisations
- Gender balance in teams (difficulties in attracting female researchers)
- Language (French/English)

### **Workshop on 'Stakeholder mapping' (external stakeholder engagement)**

*Wednesday 25 May (9.00-13.00 hours)*

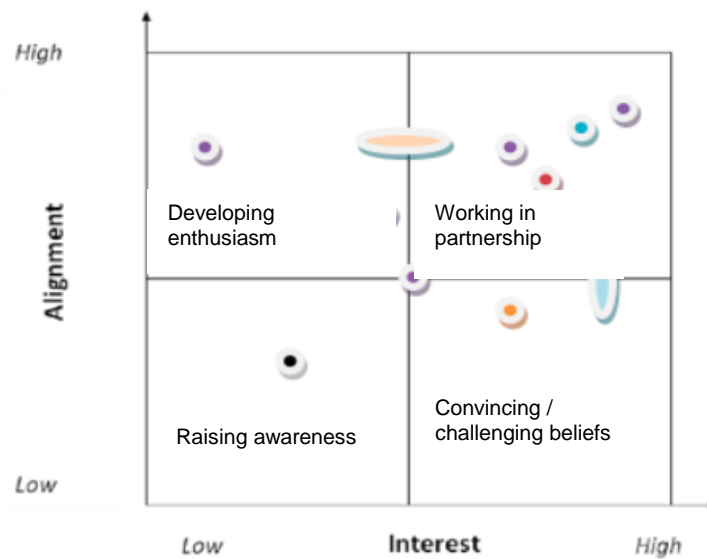
During the morning session on Wednesday 25 May, the research project teams reflected on how effective relationships with policy stakeholders can be established and maintained from the start of the project and throughout the entire research period. The workshop was moderated by Han van Dijk (NWO/WOTRO). The representatives of project teams were invited to map the stakeholders identified, reflect on what had been achieved so far with respect to their efforts to engage with these stakeholders and share their experiences with their peers, which may ultimately lead to rethinking engagement strategies. The [AIIM](#) (Alignment, Interest and Influence Matrix) tool, developed by ODI, was used. AIIM allows research consortia to systematically think (and rethink) where to position their stakeholders in terms of alignment with the project's objectives and interests in the research topic.

The session consisted of three parts. In the first part, consortium members jointly listed all stakeholders concerned with their key policy message, plotted these stakeholders on the AIIM, listed what actions had been taken so far to approach and engage with these stakeholders, and identified what these actions have brought about in terms of changes in the level of alignment or interest. This formed the input for the second part of the session, in which stakeholder involvement was discussed with a member of another research consortium with comparable policy outcomes. Together the members of the research consortia reflected on how to characterize stakeholders in terms of power and accessibility. The results of the discussions can be used by the consortium members to

reflect upon the refinement of their stakeholder engagement strategies in terms of prioritization and the focus of actions.

*Alignment: Do they agree with our approach? Do they agree with our assumptions? Do they want to do the same things that we think need to be done? Are they thinking what we are thinking?*

*Interest: Are they committing time and money to this issue? Do they want something to happen (whether it is for or against what we propose)? Are they going to events on the subject? Are they publicly speaking about this?*



In the closing plenary session, some insights from the exercise were shared:

- Policy messages should be focused in order to avoid too many stakeholders.
- It is difficult to target the right policymakers for fundamental issues such as land tenure systems.
- Participants have become more aware of the process of influencing policy (which series of steps to take, instead of applying individual approaches).
- The exercise also made some groups aware of the engagement of specific policymakers with specific policy messages (but not with other policy messages).
- It was suggested to repeat this exercise later on in the research process as stakeholders and contexts change over time.



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