

AFRICAN POLICY DIALOGUES

DIALOGUES IN EVIDENCE-BASED POLICY PROCESSES

Synthesis report series



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INCLUDE

KNOWLEDGE PLATFORM ON INCLUSIVE DEVELOPMENT POLICIES

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1. Introduction

INCLUDE's African Policy Dialogues (APDs) are an innovative way of generating knowledge for policy to enhance inclusive development. By engaging policymakers in African countries and key stakeholders, APDs are able to engender ownership, which increases the policy uptake of the knowledge generated. Funded by INCLUDE and initiated by platform members, there are currently seven dialogues in six countries: Rwanda, Ghana, Kenya, Mozambique, Nigeria and Uganda. This document synthesizes the issues, strategies and outcomes of the APDs so far to give you an overview of this policy knowledge tool.

1.1 Why APDs work: a new approach to policy processes

INCLUDE's APDs take a fresh approach to policy processes to bringing about change. This approach has three elements. Firstly, APDs bring together *diverse* and *relevant actors*. A reputable lead organization based in the country in which the APD operates (like the African Center for Economic for Economic Transformation in Ghana, Partnership for African Social and Governance Research in Kenya, Center for Public Integrity in Mozambique, and National Institute for Legislative Studies in Nigeria) convenes the dialogue and invites key stakeholders from research institutions, universities, civil society, government agencies, political parties, and the private sector to participate. These stakeholders include policymakers to increase the chances of evidence uptake in policy processes. Secondly, the APDs focus on *research evidence to inform* policy formulation and implementation. Through the dialogues, actors deliberate on the available evidence, identify research gaps, and suggest how available and new evidence can be used to formulate and implement policies that promote productive employment and social protection. Finally, the APDs are *demand driven* – each APD is initiated based on the evidence needed by the actors in a sector.

1.2 Emergence of the APDs: focusing on priority needs and local relevance

An overview of the seven APDs initiated are listed in table 1. The APDs are initiated in African countries by platform members in that country in response to a perceived need and relevant to the local context. For example, the APD in [Ghana](#) was initiated during electoral campaigns in 2016 to move the youth employment challenges beyond media rhetoric to political party manifestos. In [Uganda](#), the APD was established in response to the numerous challenges experienced by women entrepreneurs. The APD advocated for appropriate strategies to invest in women's entrepreneurship and social protection and shared country-specific evidence with policymakers on what works and what does not work in women's entrepreneurship programmes and social protection in Uganda. In [Nigeria](#), although agriculture and agro-processing have the potential to generate productive employment and contribute to enhancing the livelihoods of women and

youth, the potential was yet to be exploited because policies were not well coordinated, influential actors pursued narrow interests and appropriated government incentives, and disparities existed in the wages of men and women employed in the sector. The APD on [productive employment in Kenya](#) was established in response to a study which identified hindrances to wage employment creation in the sugar and horticulture sectors, despite numerous interventions at the policy and programme levels. The APD on [social protection in Kenya](#) was established to provide research evidence that would guide social protection policies and legislation, at a time when social protection programmes, especially cash transfers were expanding. In [Mozambique](#), the APD dealt with youth in the mining sector who felt excluded from employment opportunities in the sector, partly due to challenges with local level implementation of national employment policies, as well as fragmentation and lack of clarity on how investments in the extractive industry contributed to productive employment. Finally, in [Rwanda](#), the APD was established in response to several challenges that hindered the growth of small businesses, including the low impact of reforms of the business environment, lack of skills and knowledge to access available finance, and low trust among business operators.

Table 1. Overview of African Policy Dialogues

African Policy Dialogue	Country	Objectives
Youth employment in Ghana	Ghana	To organize national dialogues on youth employment involving key policy makers including political parties. This was to ensure prioritization of job creation in the development agenda during the 2016 electoral campaigns and by the new government.
Women’s entrepreneurship and social protection in Uganda	Uganda	To review national policies and institutional reforms on female entrepreneurship and social protection; to generate research evidence on the resources needed, priority focus areas, and roles that stakeholders should play to promote effective implementation of the policies.
Utafiti Sera: wage employment creation in Nigeria	Nigeria	To turn research evidence on employment creation in agriculture and agro-processing into policy action for productive employment in rice and cotton value chains.
Utafiti Sera: employment creation in Kenya	Kenya	To establish a network that brings together stakeholders that identifies challenges for employment creation in agriculture and agro-processing, and to promote policies and programmes for job creation in horticulture and sugar sectors.
Utafiti Sera: social protection in Kenya	Kenya	To promote collaboration between different actors in social protection. To ensure that research evidence on social protection is used to inform policy formulation and implementation at national and subnational levels.
Youth employment in Mozambique’s extractive industry	Mozambique	To facilitate and strengthen intersectoral and intergovernmental co-operation and co-ordination of stakeholders in the extractive sector at local and national levels. This is to ensure that implementation of employment policies increases involvement of youth in the sector.
Entrepreneurship development in Rwanda	Rwanda	To generate and exchange knowledge on the effects of business reforms for entrepreneurship growth, the role of the private sector in complying with the reforms and networking between business operators.

1.3 Engagement and evidence uptake strategies

The APDs employed several engagement and evidence uptake strategies. Evidence was shared with newspapers and through social media (Facebook, Twitter, Blogs), with online media outlets and during the dialogues meetings (see summary of APD activities and outputs in Annex 2). The dialogues took different formats including inception meetings, engagement forums with key actors, networking meetings, validation workshops with stakeholders, advocacy forums with national and subnational government agencies, and workshops. Some APDs also prepared articles for national newspapers, background papers, stakeholder maps, literature reviews, research reports, policy briefs, video documentaries, and infographics to disseminate existing and new evidence.

2. Challenges and strategies for achieving change

This section sets out the challenges identified by the APDs and the strategies used to address them, based on the research evidence gathered by the APDs.

2.1 Productive employment

Challenges

- **Gender-based issues:** The APDs looked at the sexual harassment of young women in the extractive industries in Mozambique and unfair payment to women in the form of broken rice, instead of cash, in Nigeria.
- **Inadequate technical competences and skills:** Inadequate technical competences and skills required to work in the extractive sector in Mozambique and to participate in some lucrative value chain activities like preparation and breeding in the cut flower sector in Kenya was identified by the APDs as a challenge. As a result of this issue, mining firms in Mozambique hired non-locals and foreign firms in Kenya dominated cut flower breeding and propagation. In Ghana, the APD identified a mismatch between the skills sets of those joining the labour market and labour market demands; in addition, it was found that the sectors driving the economy (extractive and financial services) have low labour absorption.
- **Corruption:** Governance issues such as corruption have meant lost revenue for Mozambique¹, which has affected the development of the private sector.
- **Incongruence between national and subnational state agencies and within government:** Although government policies in Mozambique have acknowledged the need to promote inclusive development and articulated this in various plans, they have not clearly defined what this means. Furthermore, the Ministry of Labour is concerned with projects for youth employment, yet broadly speaking the government sees job creation as the role of the private sector.
- **Diverging interests of key actors along value chains:** In the sugar sector in Kenya, some firms reap huge profits through collusion with government agencies to control sugar imports and local distribution. In Nigeria, rice and cotton imports have led to the collapse of local mills to the detriment of smallholder farmers. Although rice and cotton imports raise revenues, other government policies seek to promote local production of rice and cotton. In Mozambique, the

¹ A recent study estimated that corruption cost Mozambique almost USD 5 billion between 2004 and 2014; see Centro de Integridade Pública & Chr. Michelsen Institute, (2016).

government views the oil and gas sector largely as an avenue for generating revenue and not for addressing issues such as employment creation.

- **Participation in policy-making processes:** In Mozambique and Ghana, there are inadequate channels for youth to participate in policy processes and engage with policymakers. The youth in Mozambique feel marginalized and, in Ghana, are viewed as a problem and not a solution.
- **Challenges in entrepreneurship development:** In Uganda, non-farm enterprises are mostly micro, informal, and survivalist and are a risk-diversifying strategy. However, these entrepreneurs have difficulties accessing formal credit and lack business management skills. In addition, businesses owned by female entrepreneurs generate lower income than those owned by men.

Strategies

- **Harmonize work culture and local cultures:** In Mozambique, work culture needs to be harmonized with local culture, including work time, and language barriers addressed.
- **Development of supportive infrastructure for agriculture:** In Nigeria, this covers rural roads, value chains in areas of comparative advantage, and support to self-help organizations. In Kenya, this involves the integration of sugarcane crops with high-value horticultural crops. Investing in market service centres is also needed to provide backward and forward linkages along sugar and horticulture value chains and innovation funds need to be established to finance agribusiness research and development. In Uganda, supporting agriculture involves easing access to credit, especially collective group financing schemes such as Rotating Savings and Credit Associations (ROSCAs) and micro-finance institutions (MFIs). And in Rwanda, it is about ensuring that critical inputs for manufacturing, such as electricity and raw materials, are affordable.
- **Development and application of appropriate and affordable technologies including information and communication technologies (ICTs):** This is required in the mining sector in Mozambique, the agricultural value chain in Nigeria, the sugarcane and cut flower sectors in Kenya, and for the digitization of agricultural production and marketing information in Kenya. Relatedly, there is a need for research and product development in the horticulture sector in Kenya, for enhanced innovation through public assistance in research and development for private manufacturing firms in Rwanda, and to support partnerships among stakeholders in agriculture and agro-processing for technology transfer in Nigeria and Kenya.
- **Development of appropriate policies, legislation and institutional frameworks:** In Kenya, there is a need to harmonize conflicting national and county legislation to enhance agricultural development, and address challenges in the regulation of sugar import licences. In Nigeria, there is a need to coordinate and prioritize agricultural and agribusiness policies for the joint treatment of agriculture

and agroindustry. In Rwanda, the government needs to develop policies that increase access to finance for firms and households.

- **Enhance accountability and transparency in the use of public funds:** There is a need to strengthen integrity, accountability and transparency in Mozambique’s extractive industries.
- **Capacity development through training, research and information sharing:** In Kenya, capacity development centres and platforms and extension services need to be established, especially for youth in agriculture or those interested in the sector. In Uganda, business development services (BDS) should be included in adult business literacy programmes on entrepreneurship. In Rwanda, private manufacturing firms need assistance with international quality recognition.

2.2 Social protection

Challenges

- **There is limited use of research evidence in social protection policies and programmes in Kenya and Uganda:** Policies and programmes in these countries are largely driven and shaped by politics and the donors who fund the programmes and benefit from the use of research evidence in their formulation and implementation.
- **Inadequate financing of social protection in Kenya and Uganda:** Social protection programmes in these countries are inadequately funded and are mainly externally financed. Despite increased allocation, Uganda’s expenditure on social protection initiatives is about 0.1% of GDP, while that of Kenya is 0.3% (less than 1% of the national budget) (Holmes & Lwanga-Ntale, 2012). In Uganda, local government allocation to social development (social grants) has declined over time, from 10% in 2014/15, to 7.9% in 2015/16, and 3.7% in 2016/17, and is projected to be 3.6% in 2017/18 (Ministry of Finance Planning and Economic Development, cited in Guloba et al., 2017, p-2).
- **Fragmentation and poor coordination of social protection policies and programmes in Kenya and Uganda:** Although the degree varies, there are numerous policies, regulations and institutions in place in Kenya and Uganda without clear harmonization or coordination. In Kenya, this has resulted in the duplication of interventions between the national and county governments and civil society. In Uganda, the current social protection policy does not have an implementation strategy and is spearheaded by a weak ministry.
- **Challenges with the targeting of beneficiaries:** Most social protection programmes select target beneficiaries, a process that is prone to errors and has resulted in vulnerable cases deserving coverage to fall through the cracks (exclusion errors). However, unlike Uganda where the expanded national Senior Citizens Grant will target the 100 oldest people in each sub-district, Kenya has

initiated the universal provision of grants to all those 70 years or older. A related challenge is lack of effective exit and graduation strategies for beneficiaries and the logistics of transferring funds from agencies to beneficiaries.

- **Weak accountability and transparency in social protection programmes:** This is related to weak structures for the monitoring and evaluation of policies, action plans and strategies, partly due to the limited resources allocated to these functions. Accountability is largely upwards towards government ministry officials and the effectiveness of programmes is not informed by the assessment of service delivery.

Strategies

- **Development of comprehensive legislation and appropriate institutional frameworks for social protection:** In Kenya, in addition to the single registry, there is need to harmonize social protection programmes, link the efforts of key stakeholders in the sector, build synergies between government and civil society actors in the sector, specify the roles of different actors, establish participatory, monitoring and reporting systems, and enhance the sharing of information. In Uganda, institutional coordination and collaboration should involve expanding the mandate of Social Assistance Grants for Empowerment (SAGE) Secretariat and local government structures, and harmonization of the activities of the Social Protection Authority, the Uganda Benefits Regulatory Authority (UBRA) and other institutions. Furthermore, cash transfer programmes should be recognized as part of a comprehensive strategy for agricultural development, in combination and coordinated with agriculture sector specific interventions.
- **In Kenya, clarify and harmonize terminologies:** Social assistance, social protection, social insurance, social security, social transformation, social progression, social policy and social protection floor are all used in social protection research and practice, causing confusion among stakeholders.
- **Cultivate the political will to invest in social protection in Kenya and Uganda:** Political will is necessary because governments determine development priorities including social protection. This can be achieved by creating a demand for social protection from the grassroots to ensure that it becomes a regime agenda.
- **Use more and appropriate evidence in decision making:** There is a need to use more and appropriate evidence in making decision about social protection instruments, to ensure that social protection programming is based on local conditions and that partners understand policy and know how to translate it at the local level.
- **Development of clear exit and graduation mechanisms:** Graduation mechanisms are necessary to enable beneficiaries to wean themselves off social assistance programmes and become financially

self-sufficient or, whenever possible, to graduate into other social protection interventions. This can be achieved by linking social protection programmes to poverty reduction mechanisms and incorporating productive components into cash transfers.

- **Sustainable financing:** Sustainable financing is necessary because social protection programmes require secure long-term financing. Value for money can be enhanced by increasing the efficiency and effectiveness of existing expenditure on social protection through better targeting, the consolidation of social protection systems, enhancing accountability and transparency in the use of the funds, and the allocation of resources in line with policy provisions and the commitments made by the government in its plans.
- **Linking formal and informal social protection mechanisms:** This can be achieved by strengthening the capacity and competence of families and communities to protect and care for their vulnerable members. In Uganda, awareness needs to be created, especially among stakeholders in the informal sector, to ensure that social protection programmes include workers in the informal sector and rural areas. Stakeholders in the informal sector should be engaged to ensure that social protection programmes are inclusive.
- **Incorporate universal social protection aspects.** Global evidence indicates that most countries can move from targeted to universal programmes for some segments of the population, particularly older persons and persons with severe disability.

3. Conclusion: outcomes of APDs, steps towards change

In Uganda, the APD enabled the Economic Policy Research Center (EPRC) to strengthen and develop new partnerships with government agencies and civil society. Due to this, EPRC is increasingly being called upon to suggest ideas to address social protection issues. For example, at the request of the office of the Prime Minister of Uganda, EPRC presented a proposal on how emerging issues in social protection could feed back into the National Development Plan. In addition, Oxfam expressed interest in working with EPRC on the care economy. This APD also assisted the two Research for Inclusive Development in Sub-Saharan Africa consortia in Uganda to access government policymakers. Finally, the level of informality of women entrepreneurs and their vulnerability to access formal social protection is now debated across various platforms partly due to the work of the APD.

In Kenya, the APD on social protection hosted two discussions about the Kenya National Social Protection Bill 2015. It contributed to the content of the Bill including enhancing the coordination of social protection through the establishment of a Social Protection Authority, the development of a comprehensive definition of social protection, and making clear linkages between social protection actors. As a result of the Kenya APD on productive employment, youth employment creation policies were included in the campaign manifesto of one of the political coalitions, potential follow up material for the sugar legislation was drafted, but has not been finalized, and the political coalition agreed to work with horticulture and sugar sector regulators to ensure that the interests of farmers are considered in sector regulations and policies.

In Mozambique, as a result of the APD, the quality of inter-sectorial and inter-generational debates among actors, who previously worked in isolation, has strengthened, and debates on youth employment creation in the extractive sector have been decentralised to the provincial and district levels. In addition, extractive sector firms have been encouraged to reveal the extent to which they include youth in their activities and the National Institute of Statistics has incorporated a tool to measure how inclusive extract firms are in their surveys.

In Nigeria, policymakers at the federal, state and local governments were encouraged by the APD to address wage disparities in rice value chains. As a result, the federal government has agreed to set aside a budget for the revival of the rice and cotton value chains in Nigeria in order to prioritize agriculture and agro-processing for employment creation.

In Ghana, as a result of the APD, employment creation became a key agenda in the campaigns for the 2016 local and national elections, and the opposition party's manifesto was even titled 'Change: An agenda for jobs'. The current government employment creation strategy is dubbed 'one district one factory' in their manifesto and the party focused on the livelihoods of farming communities during their election campaign.

In Rwanda, as a result of the APD, key actors in entrepreneurship, including entrepreneurs and government agencies, agreed on the key challenges to entrepreneurship development in the country and solutions to the challenges.

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Annex 1. Overview – African Policy Dialogues

Entrepreneurship development in Rwanda

To develop a deeper understanding of Rwanda’s entrepreneurship dynamics, growth and networking impacts, this APD brought together professionals and experts with common interests to facilitate knowledge exchange and synergies. Through research, this APD has proposed and advocated for a range of initiatives including: assisting manufacturing firms to access finance (the key element for their internal entrepreneurship development); public investment in research and development as part of entrepreneurship; and addressing the costs of raw materials and electricity to improve the financial performance of manufacturing firms, promote corporate entrepreneurship and enhance job creation.

Utafiti Sera on social protection in Kenya

‘Utafiti Sera’ brings together researchers, policymakers, practitioners and the media to ensure that new and existing research evidence on social protection is available to policymakers and practitioners and is used by policymakers at both national and county levels of government. In 2015, this APD contributed ideas to the draft ‘Social Protection Bill’, including the definition of social protection, and to the establishment of a ‘Social Protection Authority’. This APD has also enhanced awareness of social protection policies among national and county governments.

Utafiti Sera on employment creation in Kenya

This APD has established a platform, ‘Utafiti Sera’, to use research evidence to inform and influence policy on employment creation in agriculture and agro-processing, particularly in the sugar and horticulture sectors. The dialogue has made proposals to develop sector-specific policies for employment creation, diversify Kenya’s horticultural produce, and create local innovations and technologies. It has also advocated for productive employment policies by engaging with one of the political coalitions seeking election in the 2017 national and local elections.

Utafiti Sera on wage employment creation in Nigeria

This APD was initiated in response to the evidence that politics and the pursuit of narrow interests by key actors and inequality in payment systems in rice value chains (which adversely affected women) were key hindrances to productive employment creation in agriculture and agro-processing sectors in Nigeria. This dialogue brought together different stakeholders, discussed and proposed strategies for legislation and action based on research to encourage productive employment creation and narrow gender disparities in the rice and cotton value chains. These strategies were discussed during a forum with key members of the

Nigerian Senate, House of Representatives, and the Executives in three breakfast meetings. The proposals cover monitoring and evaluation of the agriculture budget for job creation; operationalization of youth in agri-business policy; promoting industrial clusters; and how to address gender disparity in wage employment.

Women's entrepreneurship and social protection in Uganda

This APD was established to increase awareness of the need to pay special attention to women's entrepreneurship and social protection and to promote interventions that consider gender, geography and the lifecycle of the target groups. To achieve this, the dialogue has generated two synthesis reports and three policy briefs on women's entrepreneurship and social protection and mapped key actors to enhance their advocacy. This APD supported the INCLUDE research groups in Uganda with a platform to reach policymakers; advocated for appropriate strategies to invest in women's entrepreneurship and social protection in forums with the Ministry of Gender Labour and Social Development's Expanding Social Protection programme and contributed to the programme's research agenda; and shared country-specific evidence on what works and does not work in women's entrepreneurship programmes and social protection in Uganda with policymakers.

Youth employment in Ghana

This APD organized two national youth employment dialogues with key political parties and other stakeholders in the run up to the 2016 national elections. The dialogues were organized against a backdrop of high unemployment, especially among youth, despite a rise in their education levels. Through these dialogues, key constraints on employment creation were agreed upon and political parties agreed to prioritize employment creation in their campaign manifesto. The main opposition party, which won the elections and runs the government, defined their manifesto as 'One District, One Factory' during the election campaign. To follow up on the progress made by the new government, this APD organized another dialogue in 2018 and offered proposals to enhance the implementation of the current government's policy initiatives towards job creation, including 'One District, One Factory' and 'Planting for Food and Jobs', which should pay more attention to sectors that have high labour absorption capacity.

Youth employment in Mozambique's extractive industry

This dialogue promotes a more structured and inter-sectoral debate and action for employment creation for youth in the extractive industry by decentralizing debates to the provinces, with a focus on Cabo Delgado and Zambezia. The aim is to share knowledge and promote the accommodation of priorities and interests of the locals by investors in the extraction of natural resources. This APD has increased awareness among

stakeholders, who previously operated in isolation and shared policy alternatives that entail investing in youth's skills that match market demands and that prioritize youth employment in policy.

Annex 2. Summary of key APD activities and outputs

APD	Policy brief	Background paper	Research report	Stakeholder mapping	Video documentary	Infographic	Newspaper article	Media coverage	Dialogue
Youth Employment in Ghana	0	2	0	0	0	0	0	12 online 5 print	3
Utafiti Sera on Employment Creation in Kenya	2	1	0	2	0	2	1	0	4
Utafiti Sera on Social Protection in Kenya	2	0	0	1	1	1	6	1 blog post	3
Youth Employment in Mozambique's Extractive Industry	0	0	5	0	1	0	0	0	10
Wage Employment Creation in Nigeria	2	1	0	0	1	0	2	0	2
Entrepreneurship Development in Rwanda	0	0	4	0	0	0	0	0	2
Women's Entrepreneurship and Social Protection in Uganda	2	0	3	1	1	0	0	1 print	7