

DRAFT FOR DISCUSSION AT STAKEHOLDER MEETING

FANRPAN Strategy 2006-2016 Background Paper

**Meeting the Need for Effective Food, Agricultural and
Natural Resources Policy Analysis in Southern Africa:
Approaches and Issues for Discussion**

**For discussion at 26-27 September 2006 FANRPAN Stakeholder
Consultation**

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Preface: Guide to this Draft

This draft report is intended as a working document to enable stakeholders to contribute effectively to preparing a final strategic plan for FANRPAN. It makes specific proposals regarding FANRPAN's future strategy, but these are intended to facilitate discussion by providing suggestions to which stakeholders can respond. Nothing is cast in concrete, the final document will undoubtedly look quite different from this.

Its structure is as follows:

- Chapter 1 outlines the clients and stakeholders for policy research, analysis and advice on food, agriculture and natural resources issues in southern Africa.
- Chapter 2 is a SWOT analysis of policy in the region, and of FANRPAN as a provider of policy analysis.
- Chapter 3 provides a revised draft “value statement.” Some stakeholders responded to an earlier draft in a survey we carried out. A ‘value statement’ positions the organization, outlining the basic reason for the existence of FANRPAN.
- Chapter 4 discusses FANRPAN's current mission and goals, and suggests possible changes.
- Chapter 5 presents current themes and strategic issues and makes suggestions on possible changes.
- Chapter 6 provides an overview of organizational issues and suggestions—how to ensure FANRPAN has the organizational capacity to achieve its goals.

The Appendix contains supporting material that will be useful to stakeholders as you engage in the strategic planning process: Appendix 1 discusses the history and evolution of FANRPAN, while Appendices 2-4 provide background information and frameworks for strategic planning.

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Chapter 1: Stakeholder Analysis: FANRPAN’s Clients and Stakeholders

An external stakeholder is any person or group outside the organization that can make a claim on the organization’s attention, resources, or output or is affected by the organization’s output¹. It is useful to distinguish among types of stakeholders. “Primary clients” are those that use FANRPAN’s outputs directly; “Secondary clients” are those who must be satisfied with FANRPAN’s products and services to maintain support either as customers or core supporters.

In Table 1.1, we recall the role, activities and styles of operation that different stakeholders ascribe to FANRPAN and classify their views of the desired FANRPAN.

Table 1.1 Stakeholder Images of FANRPAN

<i>Activity</i>	Positive role image	Negative role image
Research and analyze	1. Independent scientist; Objective researcher	Amoral researcher; Technocrat
Design and recommend	2. Independent expert; (engineer) Impartial advisor	Desk expert; “back seat driver”
Clarify values and arguments	3. Logician or ethic; Narrator	Linguistic purist; journalist;
Advise strategically	4. Involved client advisor; Client counselor	Hired Gun
Democratize	5. Democratic (issue) advocate	Missionary; Utopian
Mediate	6. Facilitator; Process manager	Manipulator; Mediator; “Relativist”

In Table 1.2 below, we make some statements to stimulate discussion and call for correction about:

- 1) What each particular stakeholder wants from FANRPAN;
- 2) What we perceive as their assessment of FANRPAN’s performance;
- 3) How they influence FANRPAN’s program and style of operation; and
- 4) What we need from them.

This analysis may help FANRPAN put weights on the importance of each stakeholder’s claim on FANRPAN’s effort.

¹ Bryson and Alston (1996) Creating and Implementing Your Strategic Plan

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Table 1.2 Stakeholder Demands and Perceptions of FANRPAN

Stakeholder	What Stakeholder Wants from Us	Judgment of FANRPAN Performance	How they Influence Us	What We Need from this Stakeholder
Ministers of Finance, Planning, Development	Commissioned studies; Non-political forum; Policy process facilitation Better studies and data Advice and Recommendations	Studies said to be too academic; Variable quality; Economic analysis not policy analysis	Attend annual consultations, Participate in planning, Commission research	Access to policy making apex; legitimacy of work; potential funding; Support for regional actions
Ministries of Agriculture	Specialized technical studies; Forum for meeting stakeholders; Forum for interaction with key Ministries on issues constraining their work Capacity building	FANRPAN socio-economic base is often outside of Ministries of Agriculture	Identify problems requiring policy analysis and intervention; May be represented on governance	Cross-country collaborative studies; Collective policy action for harmonization of policies; Access to knowledge of scientists
Directors of Agricultural Research	Help fill gap in socio-economic capacity in NARIs; Specialized studies on constraints;	FANRPAN perceived as consultants external to their organizations; Research seen as academic	Define problems;	Collaboration on technical issues;
Regional Economic Communities	MOU for research and analytical support; Insight into regional and global agendas; Mobilization of widely distributed human resources;	Demand for studies and ideas exceeds capacity of emergent FANRPAN leads to disappointment with delays and/or quality of output	MOUs; Commissioned studies; Participate in planning;	Provides additional forum for exchange of ideas; Joint determination of a collaborative agenda
Farmer Organizations	Capacity building, Forum function; Access to key Ministries during Forums	Forum function appreciated; Hope for capacity building in policy analysis and advocacy	Participation in FANRPAN governance	Access at national level; participation in governance at regional level;

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Stakeholder	What Stakeholder Wants from Us	Judgment of FANRPAN Performance	How they Influence Us	What We Need from this Stakeholder
NGOs	Forum, Access to key ministries.	Useful forum; help	Potentially strong advocates for recommended change;	Participation in dialogue; Access to membership; Partnership in studies; Funding from international NGO
Private Sector/ Agribusiness	Forum for exchange among government, farmers, NGOs; Promotion of cross-border efforts at harmonization, market expansion	Some issues are priority (market access, barriers to trade). Other issues less interesting; Private sector does not have time to participate in long meetings.	Willing to participate where there is business reason. Knowledge of policy mechanisms	Access to knowledge; participation in dialogue to improve innovation system
Scientific Partners: ARIs, CGIAR Centers, Universities in Developed Countries	Legitimacy as partners of African organization; Services that reduce transactions costs for entry of new programs	Expectations of logistical and other support unrealistic;	Funding and pre-determined agendas need to be matched with FANRPAN priorities and strategy	Funding; Complementary skills; Access to global networks; Partnership in accessing donor funds
Donors at national and regional levels	Vehicle for addressing comparative or transboundary issues; Legitimacy of African organization; African perspective/voice	Concern with ad hoc nature of programs (donor driven) and variable quality of work. Expectations exaggerated given funding realities	Funding; Predetermined agenda; difficulty in coordination with other donors.	Funding; longer term perspective; participation in fora; (mutually supporting) access to policymakers

Chapter 2. SWOT Analyses of Agricultural Policy in the Region and on FANRPAN and its Role

There are several recent exercises that specifically attempt to produce SWOT² Analyses of policy analysis in the region and to make recommendations to FANRPAN. Three, in particular, are valuable inputs to the FANRPAN background analysis: 1) the SWOT analysis of agricultural science and technology carried out by the IAC (2003); 2) the SWOT analysis developed by stakeholders for the original FANRPAN Strategy (2002), and 3) the survey of FANRPAN nodes and stakeholders (July 2006).

2.1 IAC Analysis

The InterAcademy Council was interested in “realizing the potential of African agriculture”. The southern Africa consultation identified the strengths, weaknesses, opportunities and threats faced by the region. These are summarized in Table 2.1 below.

Table 2.1 SWOT Analysis (IAC Consultation on S&T Strategies and Policies)

	Constraints	Threats	Opportunities	Interventions
<u>Enabling Environment</u>				
International conventions	Lack of knowledge and capacity to analyze	Loss of market access, loss of local market	RECs, NEPAD, AGOA,	Capacity building, Regional blocs, National Think Tanks, Public-Private Partnership Advocacy
Governance	Inconsistent policies, non-observance of laws, mismanagement	Political unrest, Conflict in region	Pressures to protect civil liberties, review of performance	
Trade	Intra-regional and international trade barriers; National supply response weak and infrastructure poor	Production declines reduce opportunity for processing		Harmonization, marketing infrastructure, private sector, enhance product quality
Investment	Lack of strategy; Low incentive for private investment.	Capital flight, Low investment from outside region	Joint ventures, Plan inter-sectoral development	Create incentives; Reduce bureaucracy
Science and Technology	Lack of policy; Limited capacity to implement policy.	Donor dependency and biased activities; Unfocused interventions, Breakdown of national institutions	Resources available; Market in region exists	Reverse the constraints

² “Strengths, Weaknesses, Opportunities, Threats.”

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Table 2.1 SWOT Analysis (IAC Consultation on S&T Strategies and Policies)

Constraints		Threats	Opportunities	Interventions
<u>Science and Technology</u>				
Natural Resources Management		Declining investment in NRM; Conflicts over resources, Poor management, Drought	Political will to improve; Intergovernmental conventions	Inter-country and inter-regional conventions, Incentives for sustainability, Benefit sharing, Community partnership
Biodiversity (wild)	Continuous loss of biodiversity, Poor Utilization of diversity	Bio-piracy; Resource conflicts, Disease and Disaster		
Biodiversity (Domesticated)	Loss of diversity; Low productivity of key commodities	Lack of capacity to handle new technology; :Lack of information, Globalization	Trends of adoption of new technology; National biosafety framework; National R&D strategy	
Human Health	HIV/AIDS, malaria, TB; low productivity	Downward economic and social dynamic; economic loss	Political will to improve; International pressure	
<u>Institutional Arrangements</u>				
Constraints		Threats	Opportunities	Interventions
Input markets	Poor incentives; Communal tenure, High costs; Limited land for livestock expansion	Low productivity, degradation of environment, loss of biodiversity, erosion of social cohesion	Natural resource base, Available labor; Local seed industry	New institutional arrangements; gene pool conservation
Output markets	Recurrent droughts; Low public sector spending; Absence of policies and instruments to intervene in interest of national food sector	Surpluses of same commodity in most countries; Post harvest losses	Similarities of preferences shows regional market exists; Basis for processing industry; Harmonization of export strategies	
Research-Extension	Lack of information; Weak linkages; Poor communication; Low level of training (extension); No upgrading of extension	Donor dependence; Lack of policy	Institutions exist; Human resources for retraining; ICT capacity building; NEPAD focus; Many agricultural education institutions	Harmonize curricula in agricultural education; New models for technology development and transfer; National forums; Create new institutions where lacking

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Table 2.1 SWOT Analysis (IAC Consultation on S&T Strategies and Policies)

	Constraints	Threats	Opportunities	Interventions
Community and Farmer Organizations	Low capacity of small farmers; Low financial support from government	Dualistic development	Organization of professional groups; Focused contact; Enhanced market access; Ownership of research agenda	Adopt a commodity approach; Gender sensitivity; Farmer to Farmer approach; Provide seed money for organizations;
Public-Private Partnership	Two cultures	Mistrust and Miscommunication	Stress positive nature of respective roles; Resources in both sectors (taxes and profits)	Create enabling policy environment; Share information; Establish processes for interaction
Finance	Lack of skills to identify and exploit funding; Poor financial management; General decline in development support	Poor management of resources; Variability and uncertainty of resources	Funds are available that are not tapped; Human resources for implementation exist	Training in resource mobilization; Convince donors/investors to protect core capacity while expanding non-core funding; Demonstrate more effective use of funds
NARI-University Relations	Weak NARS (broadly defined); Weak research policy; Weak preparation of students entering university	Segregation of academic programs in departments; Poor cross-disciplinary links; Poor communication	Create critical mass virtually; Link post-graduate training and national research program; Increase post-graduate training; University to University agreements	Strengthen "NARS" thinking, Create NARF (forum); Curriculum review; Increase participation of university researchers in policy; Establish Scientific Academies.
Regional Continental and International Collaboration		Lack of capacity at operational level; Competition for resources; Contesting of leadership role for the African-continent research agenda	Exploit comparative advantages of actors at each level; Pooling of resources through networking; Build on NEPAD for policy support; Lessons from SACCAR; Political commitment	More dynamic process of SADC's restructuring of FANR.

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2.2 FANRPAN Electronic Survey Analysis

Although results are preliminary and based on a small sample, there were many insightful comments as well as factual information that we report as follows:

2.2.1 Common to all stakeholders

The following points seem to cut across all stakeholder groups:

FANRPAN's networking and forum roles are highly appreciated.

1. It provides the opportunity for exchange of information among stakeholder groups
2. It provides interaction with policy advisors and policy makers
3. Its utility as a network will ultimately depend on the quality of its analysis and policy facilitation

FANRPAN has a role in dissemination of relevant policy information and analysis

The success of FANRPAN will depend on the quality of its technical analysis

1. The quality depends on the strength of the national nodes and the oversight that FANRPAN can provide
2. FANRPAN will have to focus if it wants to ensure quality of the work

There is a gap in the region in the management of policy processes.

1. The translation of academic research into policy analysis, recommendation and adoption is a critical weakness.
2. Various stakeholders can and want to contribute to this process.

The need for capacity building in key elements of the policy process is identified by different stakeholders at different points in the process.

2.2.2 Recommendations for specific roles and specific thematic focus begin to identify where trade-offs may become necessary.

The most-cited researchable themes for FANRPAN to focus on are:

1. Marketing and trade
 - 1.1. input markets, regional markets
 - 1.2. export markets
 - 1.3. harmonization of regional policies
2. Policies affecting agricultural productivity
3. Poverty reduction

In addition to the networking and forum functions, respondents called for FANRPAN to play a role in:

1. Capacity building to improve policy processes in the region
 - 1.1. To improve the design of policy instruments
 - 1.2. To increase the skills of those engaged in policy processes

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2. To improve the interface among actors, national governments and regional economic bodies
3. Improve the flow of policy-relevant information among stakeholders in the region
4. Focus on its core business: provide policy advice to SADC ministers
5. Work with partners in universities, private sector, and government departments to influence “development thinking”.

The tenor of the feedback points to the desirability of FANRPAN’s moving from its current mode of survival through *ad hoc* responsiveness to funded requests for studies, to ***a more focused medium term program of studies and capacity building in policy management***; something that requires core commitments from governments, regional economic organizations and international donors. Our strategic planning must look at the feasibility of this scenario.

2.2.3 SWOT Analysis by Planning Team (for discussion)

The in-house planning team met with the Chair and Vice-Chair of the FANRPAN Board. The abbreviated SWOT analysis resulting from that brainstorming is presented in Table 2.2 below for discussion:

Table 2.2: SWOT Analysis of FANRPAN

Strengths

1. Cross-country comparative case studies
2. Support of region's top level economists, founding members
3. Access to permanent secretaries in key policy-making ministries

Recommended Action

- Formalize the case study methodology and approach
- Involve them in future Steering Group and recruit as mentors, scientific advisors
- involve them in needs analysis; in balanced scorecard approach give strong weight; codify lessons in policy processes that they can bring

Weaknesses

1. Limited availability of "policy advisors" and "policy makers" in actual work of the network; over-representation of economists and agricultural economists
2. Limited availability of technical agriculture in network.
3. Strategy must identify priority areas derived from regional agricultural development and sustainability issues in a way that attracts multiple sources of funding.

Recommended Action

- Make contact with public policy institutes with knowledge of agriculture (e.g., ECDPM, Maastricht) or Universities. Given the importance of institutions, widen the partnerships to other social sciences, organization and management sciences.
- Seek overlap with Universities and regional programs that bridge this divide (e.g., RUFORUM); Look for joint activities or projects.
- Current emphasis on trade and markets has attracted one important donor; a strategic statement that opens other areas of priority for other donors will permit FANRPAN to bring in complementary skills, address a wider range of issues.
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Table 2.2: SWOT Analysis of FANRPAN

4. Quality of studies has been variable and delivery dates have not always been met.	Strengthen mentoring and quality control; Hold senior advisors responsible for outputs (which may include learning and capacity building); Create clear expectations for the outcomes of the projects; Make clear that the Network is not a marginal-cost consultancy firm; Establish the clear niche areas in which FANRPAN is competitive with international firms and universities.
5. Lack of core support prevents the maintenance, even in a networking mode, of a critical mass of analysts and advisors in critical areas.	Strategy should identify a few key areas in which critical mass will be maintained as part of FANRPAN's value proposition if core resources are provided; Some core support for operation of the Network should be part of all projects through overhead or grant contribution.
6. Governance of the Network needs to be re-dynamized and diversified in line with the strategic directions proposed.	The Reference Group brings together some of the visionaries that created FANRPAN; they should assist in the visioning exercise and identify some successors that will ensure implementation of the new southern Africa agricultural policy network.

Opportunities

1. Position the Network to be a "preferred organization" or recognized "pre-eminent supplier of analysis and support to agricultural policy change processes in southern Africa
2. FANRPAN's domain will by definition cover food, agriculture and natural resources. However, the broad nature of "agriculture" will cut across environmental, natural resource, trade, health and other sectors. At the intersection of agriculture with the other sectors, FANRPAN will have the opportunity for cross-sectoral collaboration.

Recommended Action

The Network format provides for flexible and rapid response to emerging needs. It should be responsive to RECs, the private sector, NGOs, farmer organizations, international partners and other stakeholders for intervention at the appropriate place in the policy change process. It should proactively identify and serve needs in its priority areas and have some response to expressed needs, if only diagnostic, in other areas. It will require umbrella MOUs with organizations for which it seeks to be a preferred provider.

Domain consensus with the health, environmental, or commercial sectors should be established around shared objectives and the development of research and analytical approaches that enrich understanding. An effort should be made to reach agreement with partners on the need to work out these accommodations before projects are finalized with funding sources. Clear opportunities for collaboration exist with regional networks targeting, for example, poverty reduction or sustainable use of natural resources.

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Table 2.2: SWOT Analysis of FANRPAN

3. Agricultural research in the region is fundamental to understanding the opportunities for economic growth, sustainability of livelihoods and environmental services

FANRPAN should provide, where requested, a forum for agricultural science and technology policy to be discussed; for regional strategizing on NEPAD-CAADP agenda, and for the RECs operating in the region.

4. Access by NARIs and their use of applied social sciences is poor.

At the technical level, the Directors of National Agricultural Research Organizations should be facilitated to gain access to and use applied social sciences. At an initial stage, the Network may help them identify their needs and identify sources of support. In the longer term, FANRPAN's partners may develop capacity building measures to ensure access to applied social science capacity

Threats

1. FANRPAN must ensure that it is not seen as a low-cost, resource challenged, consulting firm that can be exploited by donors for services that they would otherwise be prepared to pay international consulting rates.

Recommended Action

FANRPAN must establish its areas of niche competence where it deserves and charges competitive rates; it should also package some activities as learning and capacity building research where donors are consciously supporting didactic or action research. Senior scientists and mentors should be remunerated for their mentoring role as well as their consulting role where appropriate.

2. The Network cannot cover its overhead costs if it is continuously starting up and closing down small projects that have variable outputs among countries for which the Secretariat does damage control.

The Strategy must identify a few "Flagship Programs" for which a core unit may provide a platform for larger scale projects and their spinoffs.

3 The relocation to South Africa provides logistic advantages but maybe perceived as distancing FANRPAN from its origins.

The Network structure provided for a move from its original address and its flexibility to become a preferred supplier of analytical and policy change processes to any number of partners. The Network should establish standardized MOUs with key clients so that its role is well understood.

Chapter 3. FANRPAN's Value Proposition

3.1 Introduction to value proposition statements

If there is alignment around the roles, activities and style of operation of FANRPAN desired by its various clients and stakeholders, we must refine and commit to our “value proposition”. A “value proposition is a statement summarizing the customer dimension, the competitor targets, and the core differentiation of one’s products from the offering of competitors”. It positions the organization and answers the question “What is the tangible business reason that leads me to do business with this organization?”

A template for creating a value proposition (a positioning statement) is given by Wikipedia³. The first portion of the value proposition asserts the value of the offering and the second sentence asserts the positioning of that value.

First Sentence:

- ⇒ For (target customer)
- ⇒ who (statement of the need or opportunity)
- ⇒ the (product/service name) is a (product/service category)
- ⇒ that (statement of benefit).

Second Sentence:

- ⇒ Unlike (primary competitive alternative)
- ⇒ Our product (statement of primary differentiation).

3.2 FANRPAN's Draft Value Proposition: The Electronic Survey

FANRPAN circulated a draft value proposition to stakeholders for review and comment. Respondents indicated that it was consistent with their expectations with some suggestions for revision. The results of the survey were reported above (Chapter 2). With revisions, the following value proposition is suggested as a point of departure for discussion:

FANRPAN delivers high-quality policy-relevant economic and social analysis that can be used by national policy makers, donors, the private sector and other stakeholder groups to aid in formulating agricultural, food, and natural resources policies and investments. Through cross-country comparative studies, it helps draw generic lessons for regional strategies and transboundary collaboration.

As an autonomous network, it mobilizes the most appropriate resources throughout the southern African region. It provides technical and policy analysis and options to regional economic commissions (e.g., SADC, COMESA), continental bodies (AU-NEPAD, FARA), national governments, civil society organizations such as farmers’ associations, and international partner organizations (donors, lending agencies, and technical assistance groups). For its

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Wikipedia. “Value Proposition”. http://en.wikipedia.org/wiki/Value_proposition

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regional partners in academia, it provides opportunities for research, capacity building, and engagement in the development and policy-making processes. For civil society organizations, FANRPAN provides research-based evidence for effective advocacy. For international research partners (e.g., CGIAR, ARIs) FANRPAN increases their potential to have positive impacts in the region, thus also benefiting the region with the latest international concepts and methodologies.

The Network will ensure continuity in the policy cycle: from collection and generation of data and information, to policy analysis, dialogue, implementation, and monitoring and evaluation of outcomes. By defining key areas of concentration, it will ensure that appropriate skills are mobilized from network members or outside partners so that each stage of the policy cycle is informed by analysis and promoted by advisors with the advisory skills.

The Network's products and services will be of special value to clients because they are developed in the region by professionals with an understanding of the regional context; they will be subjected to review and backstopping from network members and international partners that ensure quality; and follow up can be provided from resources close at hand.

A refinement of this value proposition is required. It must be made specific to the primary clients identified in the stakeholder analysis so that gaps in FANRPAN's ability to provide the service are remedied in its operational planning.

Chapter 4. A Review of Vision, Mission and Goals

4.1 Introduction

Up to this point, we have looked at the likely scenarios facing policymakers in southern Africa. Associated with the alternative scenarios will be a set of policy issues where policy analysis can make an important contribution. The demand for this analysis can come from various FANRPAN members or important stakeholders. The product or service that they want from FANRPAN, and its style of operation, may be quite different depending on the stakeholder.

Taking all this into account, we must review the FANRPAN Vision, Mission Statements and Goals to reflect the positioning of FANRPAN for future scenarios.

4.2 A Review of Vision and Mission Statements

FANRPAN has a vision statement that states its aspiration to become a leader in policy analysis. The current mission statement is rather complex and not sufficiently focused to provide a guide to performance management. Readers/participants are requested to propose either a revised statement or elements that should be included in an eventual revision. A revised vision statement might say something about the state of the region's population and the role that food, agriculture and natural resources management has in it.

Table 4.1 (below) reproduces the existing vision and mission statements from the Strategy 2002-2007 and examples of possible revisions:

Table 4.1 Possible Revisions to Strategy 2002-2007

Strategic Component	Strategy 2002-2007	Possible Elements to Include in Revised Statement
Vision	FANRPAN strives for excellence to become a distinguished leader in policy research, analysis and coordination in food, agriculture and natural resources by 2020	An Africa free from hunger and poverty [<i>this is the AU vision</i>]. Policy decisions informed by good data and information and analysis carried out by expertise from the region. FANRPAN a key player in mobilizing resources and knowledge and ensuring a regional voice
Mission	FANRPAN's mission is to coordinate, influence and facilitate policy research, analysis and dialogue at the national, regional and global levels in order to develop the food, agriculture and natural resources sector through networking, capacity building and generation of information for the benefit of all stakeholders in the SADC region.	"FANRPAN's mission is to promote research-based policy analysis, advice and application to reducing poverty and achieving food security and equity (thus achieving MDG 1 and contributing to others) through agricultural growth and sustainable natural resources management in southern Africa." Improved welfare in the southern Africa region through promotion of evidence-based policy analysis, advice, dialogue

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		<p>and implementation.</p> <p>Improved welfare will mean reduced poverty (MDG 1), better food security and greater equity as a result of agricultural growth and sustainable natural resources management.</p> <p>It promotes greater integration in the southern Africa region through supporting policy change at the national level; strengthening regional cooperation; and positioning the region in global debate.</p> <p>It helps identify needs and facilitates institutional development and human capacity building for improved policy making.</p>
Goals and Objectives	<p>Promote appropriate agricultural policy in order to reduce poverty, increase food security and enhance agricultural development in the SADC region.</p> <p>Improve policy analysis, research and formulation of priority SADC agricultural research themes</p> <p>Develop human and institutional capacity for coordinated dialogue among stakeholders</p> <p>Improve policy decision-making through the generation, exchange and use of policy-related information.</p>	<p>Improved impact of policy analysis through better information, policy processes and relevant advice.</p> <p>Better integration of national, regional and continental food, agriculture and natural resources policies.</p> <p>Stronger institutions and better human capacity for articulating, analyzing and promoting policy change.</p>
Key Strategic Issues	<p>The following issues are a mixture of program priorities, operational needs, and service functions:</p> <p>Policy research agenda Information and communications management Institutional collaboration Resource mobilization Monitoring and evaluation Governance structures</p>	<p>(This must be completed by selecting strategic issues identified in chapter 5 below, after taking decisions on priority roles and priority clients and stakeholders)</p>

Chapter 5. Strategic Issues

5.1 Assessment of Strategic Issues

The Strategy 2002-2007 identified a number of strategic issues, several of which should remain valid today. These are summarized in Table 5.1 below.

Table 5.1. Strategic Issues (Strategy 2002-2007)

Strategic Issue	Assessment
1. Relevance of policy research agenda	Arguments still valid: agenda must add value to key clients and stakeholders; have significant impact and include steps to implementation. The coverage of the policy agenda by actual work is small.
2. Information and communications management	Still require appropriate needs analysis and strategy for FANRPAN to become involved; Need to build on national efforts and other actors (GFAR, FARA, SADC, COMESA, NEPAD).
3. Capacity Building	Needs becoming apparent in converting economic analysis into policy analysis and advice. Skills in analyzing and advising on policy options and processes not mobilized. Improved capacity for inter-disciplinary research and analysis.
4. Institutional Collaboration	FANRPAN establishing MOUs with relevant partners in Universities, governments and Civil Society. Needs to establish links with Policy Management Institutes (global if necessary, regional if able).
5. Funding	Strategy for sustainable support needs to match ambitions with sources of funding; political support from key national governments, SADC, COMESA and NEPAD
6. Monitoring and Evaluation	Monitoring and evaluation begins with the planning of activities. Criteria for success need to include quality of analysis, relevance to decision making, and outcome
7. Governance Structures	PIVA highlighted the governance issues. Presence of NEPAD, COMESA, SADC on governing body will reinforce importance of FANRPAN to all of them in dealing with cross-cutting issues. Key ministries from region need representation to stress the importance of relevance to national policy problems. Farmers, agribusiness, and NGOs need to help set the agenda.

In the internal analysis (chapter 6, below), we have cited the PIVA conclusions and recommendations that go in the same direction.

5.2 Key Issues: Current

We have posed the key issues as questions that admit a range of possible responses. The issues are ones that FANRPAN could do something about. For each issue that is retained, participants will want to

1. Refine the question so that it captures FANRPAN's situation correctly.
2. Say why it is an issue and how it is related to FANRPAN's mission, mandate, internal strengths, weaknesses or external opportunities and threats.
3. Explain what would be the consequences of not addressing the issue.

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4. Describe FANRPAN's goals in addressing this issue.

Scope and scale of FANRPAN:

How does FANRPAN define the limits of its domain as a “policy analysis network”? What should be the desired balance between 1) new economic and social science research, 2) analysis of policy options based on available knowledge, 3) policy advice and 4) management of policy processes? What thematic topics and disciplinary skills go with each of these parts of a potential FANRPAN domain?

Gaps in skills and knowledge:

What is needed to improve the usefulness of FANRPAN's analysis in the region?
What gaps exist in the following:

- 1) reliable data or access to data,
- 2) quality of economic analysis,
- 3) understanding of methodologies of policy analysis,
- 4) breadth of stakeholder participation and effectiveness of that participation in different sectors,
- 5) skills of policy advisors and policy advocates, and
- 6) institutional frameworks.

The demand for policy analysis:

1. Who creates an “effective demand” for policy analysis?
2. Is there an ex ante way of knowing whether the gains from further analysis will offset the study costs and the delays in action?
3. How do we know when the need is for ideas, data, information, or advocacy?
4. Which effective demands for analysis should FANRPAN serve: public decision-makers, private sector, farmer organizations and NGOs, bilateral and international agencies?

National or regional level?

1. As a network of national nodes, FANRPAN is in a position to facilitate the flow of knowledge and people across national boundaries in the analysis of both regional and national issues.
2. What priority does FANRPAN give to purely national problems addressed by the national nodes versus widely shared regional problems?
3. How does FANRPAN's choice among options affect its funding?
4. What value added does FANRPAN bring to the policy analysis or dialogue at the national or regional level?

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What does the region need: a Network, Program, Unit or Think Tank?

FANRPAN was created to provide Ministers with relevant policy analysis. There is a wide divergence among countries in the capacity to provide such analysis and/or in the real demand for it.

Is the region best served by:

- a) an autonomous network that can mobilize resources in an ad hoc fashion to provide policy analysis in a consulting mode?
- b) a program of research and public recommendations in key areas agreed in advance and funded from a sustainable core base?
- c) a policy unit attached to a REC or other political body?; or
- d) a think tank attached to an academic or research body that can carry out research on policy issues and policy processes?

What is the best short term option and what is the longer-term vision?

5.3 Thematic Priority Areas

In Table 5.2, we compare the original thematic priorities with the current state of coverage; in Table 5.3 we present new themes that seem to be emerging from analysis and consultation.

Table 5.2 Thematic Priorities (2002-2007)

Thematic Areas Highlighted: Policy Research	Assessment of Current State of Coverage and Opportunities
Technology development and adoption	Need to help region understand and adopt new approaches to technology development and adoption. ⁴ (<u>FANRPAN should actively participate in the DFID funded Research into Use (RIU) Programme.</u>)
Natural resource management as source of comparative advantage and trade	FANRPAN and its members have an opportunity to help SADC deal with cross-boundary issues arising in NRM and to help COMESA deal with the trade implications of policies. Water policy is a particular issue that requires attention. [<u>FANRPAN has successfully tendered for the Limpopo Basin Focal Project funded by the Challenge Program on Water and Food, giving it an opportunity to develop capacity in this area.</u>]
Capacity building to enhance productivity	Capacity building is the function of national institutions; a policy network may help identify the potential gains from investment in this area as an aid to decision making. [<u>Perhaps FANRPAN should take more responsibility for promoting human resources and institutional capacity development for the region.</u>]
Natural resource	See above

⁴ Lynam (2006) argues that market-led development is held back by weakness of infrastructure and markets and the emergent nature of the private sector; technology-led development in food crops has been the focus of the public sector institutions. Scaling up and scaling out requires institutional innovations and critical mass to work. FANRPAN, national systems and international Centers need to work on these new approaches.

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Thematic Areas Highlighted: Policy Research	Assessment of Current State of Coverage and Opportunities
conservation, management	
Information and communications management	FANRPAN needs access to professional communications to play its coordinating and information roles. It can help clarify the role of information as a strategic input to productivity increase. <u>[FANRPAN could play a larger role in knowledge management as an aid to policy research and analysis in the region.]</u>
Impact of HIV/AIDS on land reform and productivity	FANRPAN must have an institutional understanding of the issues of the dynamics of the pandemic in the region. It can build on partnerships it already has with specialized programs (e.g., RENEWAL) that have advanced programs. FANRPAN can facilitate research in new countries. <u>[Policy dimensions of the broader issue of interactions of health, agricultural productivity, food security, etc. Does SIMA provide an opportunity?]</u>
Land reform to promote equitable access to land, productivity in agriculture, and poverty reduction.	Land reform is a fundamental issue in many countries; each country is a special case. FANRPAN needs to identify the regional public good knowledge that can be shared across countries.

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Table 5.3 Possible Topical Areas for FANRPAN

Topics (no special order)	Comments
1. Regional (even international) trade policies, e.g., harmonization of policies to facilitate trade, regulatory frameworks, standards, transport and other infrastructure, effective markets	Historically central for FANRPAN
2. Regional seeds policies	A sub-set of No. 1? FANRPAN has some experience in this area
3. Biotechnology, biosafety, GM policy issues	FANRPAN has some experience here.
4. Policies relating HIV/AIDS and agriculture	FANRPAN has some experience here.
5. Policies related to linking health, nutrition, food security, agricultural productivity	A broader version of no. 4. The CGIAR Systemwide Initiative on Malaria and Agriculture (SIMA) is seeking an African home—an opportunity?
6. Policies and strategies for targeting poorest most vulnerable, hungriest people	Important issue, but does FANRPAN have good experience in this area?
7. Transboundary natural resources management (especially water, but also animal disease, parks, non-timber resources)	FANRPAN has no previous experience, but with ARC-SA has just won a large interdisciplinary project from the Challenge Program on Water and Food (CPWF): “Limpopo Basin Focal Project.”
8. Improving profitability to farmers of agriculture (contract farming, encouraging diversification, market access, etc.)	FANRPAN has experience here.
9. Adaptation of food systems to global environmental change (policy aspects)	Possibility of hosting GECAFS may present an opportunity here.
10. Policies with regard to biofuel	No experience.
11. Strengthening policy processes in the region	Minimal experience, but it seems to be an important area where FANRPAN could develop expertise by working with international partners, and make a difference.
12. Strengthening links between agricultural research and policy	Weakness of regional research networks makes this a potential growth area with high payoffs.
13. Improving effectiveness of “innovation systems” (for example catalyzing SAARTN, management of GECAFS process linking science and policy, promoting a regional micro-AWM Coalition)	Innovative opportunity.

Chapter 6. The Internal Environment

FANRPAN is in a process of transition during which it has had to continue to deliver on existing commitments while establishing its regional secretariat in a new location, reviewing and updating its strategy, and seeking to get stable funding for a focused program.

Resources: Resources are very constrained for this important transition. However, adjustments to the transitional program allow FANRPAN to demonstrate its ability to plan and act in a flexible way.

- FANRPAN's Board is actively involved in the transition and members have given their support
- The work of FANRPAN continues to be implemented by the national nodes and coordinated by the regional secretariat. There are currently 12 countries that are members of FANRPAN; how effectively country nodes function varies among them.
- The FANRPAN secretariat has made selective and economic use of consultants to assist in the transition process while remaining lean. The CEO, Program Officer, and new Director for Research bring experience in the private, NGO and international research sectors. The Board has representatives from universities, civil society, and governments.
- The co-location of FANRPAN's regional office with a national center of the host country system and sub-regional office of an international center provides both affordable logistic support and access to communications and information.
- There is a change in organizational culture that the strategy will help guide. It will seek to move from short-term studies that focus on discovery (academic research on relevant problems) to longer term policy studies (converting the research into policy options). This may call for collaboration with new actors.

6.1 The Current Strategy 2002-2007:

FANRPAN's current strategy⁵ was developed following a period of disappointment with structural adjustment policies and programs. Poverty in the region remained high and the private sector had not responded as vigorously as expected to the putative advantages of liberalization and privatization. The strategy for 2002-2007 made reference to the need to build on new initiatives and integrate efforts of SADC to improve regional competitiveness. Several new initiatives need to be taken into account (e.g., NEPAD-CAADP, the growth of COMESA and SADC).

⁵ FANRPAN. 2002. Five Year Strategic Plan 2002-2007

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Table 6.1 Critical Success Factors: Strategy 2002-2007

Critical needs Identified in Strategy	Assessment (for discussion)
Decisive and courageous leadership to plan and manage resources	Revision of strategy, relocation of regional secretariat to adapt to new external environment
Research and analytical skills to improve information and advice at node and regional level	There is a critical need to develop policy analysis and policy advisory skills to take research findings to the policy level Revised Strategy will identify new skills and actions and the role of FANRPAN in 1) making them accessible across the region, 2) developing capacity at the national level to complement the skills in the nodes, and 3) develop new initiative for training in policy analysis and management for nodes and their members
Greater innovation in the actual implementation of the policies promulgated	Most policy must be implemented at the national level; FANRPAN (the network) can help match skills with needs.

In its internal analysis, the Strategy 2002-2007 claimed a number of “strengths” and “weaknesses”. These are shown in Table 6.2 and Table 6.3 below.

Table 6.2: FANRPAN’s Strengths (2002-2007)

FANRPAN’s Strengths	Assessment (for discussion)
Close liaison with policy research institutions (universities)	Universities are important as nodes for several countries. It has been difficult to identify expertise in “policy analysis and policy management” although there are nodes with strong economic analysis capacities
Networking within the region and beyond	FANRPAN experienced a slowdown in wider networking. It will build on its links with NEPAD, SADC, COMESA, FARA and ECAPAPA to ensure wide input to the policy research agenda
Regional backing	Official support for FANRPAN from SADC requires a clarification of its status as a regional organization with formal links to a number of RECS, governments and other associations. Its recognition by the South African government as a regional body could become a basis for recognition by SADC and others with which it has agreements (e.g., COMESA).
Recognition by governments	FANRPAN has a host-country agreement that provides freedom to operate. Recognition by key governments and links to key policymaking Ministries is important. The ability to bridge Ministries of Finance, Planning and Agriculture is a potential strength of FANRPAN.
Linkage with SADC structures and regional trade protocols	Recognition by SADC is critical. To deal with SADC structures, an umbrella agreement with SADC covering all the relevant sectors may be an advantage; SADC-FANR is the primary sectoral partner
Improved intra-	Theme-based stakeholder consultations can play an important role in

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regional stakeholder consultations	sharing approaches and research results across countries making comparative analyses possible or stimulating new investigation at the country level.
Existence of the Secretariat	The Secretariat exists to perform a number of functions for the benefit of its stakeholders. The mission and value proposition of FANRPAN to its various stakeholders is under discussion in the Strategy revision

Table 6.3: FANRPAN's Weaknesses (2006-2007)

FANRPAN's Weaknesses	Assessment (for discussion)
Inadequate funding	Declining donor and regional funding became a serious problem; dependence on a key donor has been essential to a rebirth and relocation with a revision of the Strategy. Funding for the new Plan will be a key make-or-break situation.
Limited stakeholder participation in some countries	FANRPAN national node may or may not have wide participation across sectors in some countries. FANRPAN can help the national node broaden its appeal to stakeholders through the relevance of the work and participation it encourages that FANRPAN promotes in the country.
Poor coordination of national and regional policies	This is a problem for the RECs. Official support for FANRPAN from SADC requires a clarification of its status as a regional organization with formal links to a number of RECS, governments and other associations. Its recognition by the South African government as a regional body could become a basis for recognition by SADC and others with which it has agreements (e.g., COMESA).
Increased brain drain to countries outside the region	Regional organizations and regional projects have been sponsored by donors to create opportunities within the region for those who must leave their country for economic or other reasons. These expatriates are resources in waiting for national reconstruction and immediately contributors to regional agendas. FANRPAN should be consciously seen as a vehicle to reduce the brain drain from the region.
Lack of resources for management of the nodes; Lack of integration of FANRPAN and nodal priorities	FANRPAN is a start-up in most countries; it will build on national volunteers and the node will grow as it generates resources with regional help. The Secretariat should help generate support for national priorities that are consistent with FANRPAN's areas of interest.
Poor natural resources management and conservation	Regional networks can deal with transboundary issues and help national agencies link to global research (e.g., in CGIAR Centers, environmental agencies).
Absence of a working ICT system	SADC Information System and GFAR's RAILS exist to support development at both the regional and national levels. FANRPAN should seek support for resources to develop its ICT/KM strategy to build on and coordinate with the efforts of others.

6.2 The Institutional Viability Analysis

FANRPAN commissioned an institutional viability analysis at the regional and in selected nodes. In summary, the PIVA analysis came to the conclusion that FANRPAN was in an emergent state. It identified a set of challenges and made recommendations as follows⁶:

1. FANRPAN is facing a number of challenges in its capacity to deliver on its mandate. The challenges include the following:
 - An ineffective governance system and non-representative board of governors.
 - Non-documented operations and management systems.
 - Absence of human resources policies and procedures, financial and accounting procedures and resource mobilization strategy.
 - Weak program planning, implementation, monitoring and evaluation and impact assessment systems.
 - Absence of management information and knowledge management systems.
 - A weak external relations and advocacy system, resulting in little involvement of stakeholders in decision making and participation in planning, implementation and evaluation of programs.

2. On a positive note, FANRPAN is aware of these challenges, hence the capacity strengthening project funded by USAID, although this is inadequate to meet all the capacity needs. Some progress has been made in the implementation of the capacity strengthening project, notably:
 - Relocation of the regional office to Pretoria.
 - Appointment of a Programs Officer, Program Assistant (Administrator), and most recently, Director for Research.
 - Efforts aimed at resuscitating country node offices and activities in Zambia, Malawi, Mozambique and South Africa, and establishing a new node in Angola.
 - Documentation of governance and board rules and procedures, operations and management systems.
 - Identification of two and five-year targets aimed at strengthening the various areas of FANRPAN's capacity.
 - An increased appreciation of the importance and needs of FANRPAN by its development partners and that there is really no alternative to a strong FANRPAN in the SADC region if agricultural policy analysis

⁶ Sibanda, Simbarashe, Busi Ncube Francis Hale. 2005 Baseline. Assessment of Institutional Capacity of FANRPAN

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and research are to result in harmonised FANR policies for the benefit of all stakeholders.

The PIVA report made the following recommendations for improvement:

There are a number of areas that FANRPAN will need to focus on in order to increase its capacity to meet its mandate.

- *Governance*: FANRPAN should move speedily to constitute a fully representative board of governors. This should be followed by the review of the recommend amendments to the constitution. The draft governance and board procedures manual should be adopted as a matter of urgency in order for the board to operate effectively.
- *Operations and management systems*: The board of governors and secretariat should review the draft management procedures manuals in order for FANRPAN to start operating on a more professional footing. The manuals cover operations, human resources, finance and accounting, information, communication and technology and advocacy systems.
- *Strategic planning*: FANRPAN should conduct a system-wide strategic planning exercise covering the vision mission and values, programmatic issues, internal institutional capacity building and resource mobilization. Once this is in place, then all future programs and projects have to be aligned with the strategic plan, while existing programs will need to be rationalised accordingly.
- *Resource mobilization strategy*: FANRPAN needs to develop two resource mobilization strategies: a short-term and a long-term strategy. The *short-term strategy* should focus on mobilizing capacity strengthening funds to enable FANRPAN to employ at least two additional staff and retain existing staff. The *long-term strategy* should support the programmatic strategy as well as sustain the institutional capacity of FANRPAN. The strategy should include:
 - Cost recovery mechanisms from projects to cover administrative costs
 - Active country node programs tapping into bilateral funding opportunities
 - Partnering with regional and international partners in order to access more technical expertise either on long-term secondment through collaborative projects or on short-term assignments
 - Identifying areas of value addition by FANRPAN to the SADC (and COMESA) policy agenda as well as the policy needs of member countries and regional initiatives such as the FARA-

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led Sub-Saharan Africa Challenge Program, the USAID-funded Chinyanja Area Program and the Rockefeller Foundation funded inputs and fertilizer program

- Leveraging core funding from existing and new funding partners.
- *External relations and advocacy:* FANRPAN should pay urgent attention to building formal relationships with key stakeholders such as NEPAD and SADC by bringing to a successful conclusion the consultations aimed at achieving memoranda of understanding. There is also a need to formulate a targeted communication and advocacy strategy that would increase the visibility of FANRPAN among its stakeholders through demonstrated relevance and potential impact.

The results of the above studies have been summarized as separate inputs to the identification. Readers are invited to make their own synthesis of the information as part of their identification of strategic issues for FANRPAN.

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APPENDICES

Appendix 1. History and Evolution of FANRPAN

FANRPAN was created in September 2002 by a group of 10 agricultural policy research organizations in the southern Africa region⁷. It was considered to be in recognition of the need for an independent source of policy analysis and advice on matters relating to food, agriculture and natural resources. This concept was previously endorsed by Ministers of Agriculture in the region and participants in various plenary consultations. The giver of the mandate is still defined as an open-ended group if it is not the original 10 co-signers of the constitution.

There is agreement on the origins and intentions of FANRPAN's founders⁸:

- ⇒ FANRPAN was created to promote appropriate agricultural and natural resources policy in order to reduce poverty, increase food security and enhance sustainable agricultural development in the SADC region.
- ⇒ To achieve the above goal, FANRPAN is focused on three tasks:
 - a. Improving policy research, analysis and formulation on key SADC priority themes
 - b. Developing human and institutional capacity for coordinated policy dialogue among all stakeholders
 - c. Improving policy decision making by enhancing the generation, exchange and use of policy-related information.

The forces driving the creation of FANRPAN included the following:

- ⇒ In a time of economic reform, structural adjustment and liberalization, the region “needed policy advice from its own researchers”.
- ⇒ There was need for a critical mass of policy makers who would serve as the think tanks for the network
- ⇒ To be an “effective interface between government technocrats, rural stakeholders, agribusiness and regional SADC organs.
- ⇒ There was need for FANRPAN to be independent both administratively and financially; to be owned by its stakeholders; to approach policy analysis in its totality.
- ⇒ The strength of FANRPAN and its support would lie in its country nodes and country networks

⁷ The founders of FANRPAN were: 1) Directorate of Research and Unit Development, University of Botswana; 2) Agricultural Policy Research Unit, University of Malawi, 3) Department of Agricultural Economics, Eduardo Mondlane University, Mozambique; 4) Namibian Economic Policy Research Unit, Namibia; 5) Department of Agricultural Economics, Extension and Rural Development, University of Pretoria, South Africa; 6) Economic and Social Research Foundation, Tanzania; 7) Department of Agricultural Economics, University of Zambia, 8) Southern Africa Policy and Economic Series Trust, Zimbabwe, 9) Department of Agricultural Economics and Extension, University of Zimbabwe, and 10) Department of Agricultural Economics and Extension, University of the North, South Africa.

⁸ FANRPAN. (2001) Agricultural policy making in Southern Africa: Issues and Challenges. Report of the Second Regional Stakeholder Meeting

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- ⇒ Analysis would have to be based on quality data and credibility would come from quality of analysis.

In order to put FANRPAN on a sustainable programmatic and financial basis, it is necessary to update our understanding of the driving forces, stakeholder needs, and resources available for the coming period 2007-2015. Some elements that affect the future development of FANRPAN include:

- ⇒ The decision to relocate to South Africa (with advantages and complications)
- ⇒ The increasingly complicated institutional landscape of political, economic and coordinating organizations at the “framework-making” (RECS, AU-NEPAD, FARA); regional facilitation (SADC-FANR) and national fora.

Policy analysis requires a broad perspective on economic forces, institutions, governance mechanisms, incentives for influential actors to make decisions and take actions. The weaknesses of food, agriculture and natural resources policy in the region have been dealt with in a number of fora. The SWOT Analysis for FANRPAN in chapter 2 has two parts: 1) a summary of insights derived from the IAC consultation⁹ that highlight the needs of the region if science and technology are to increase productivity, and 2) reflections on FANRPAN as an organization¹⁰ (summarized by the core team and consultants¹¹). Alternative scenarios for action can be derived from the relative importance clients and stakeholders attach to each of the elements. Alignment of the participants with the SWOT analysis (or corrections) will allow us to identify the points of leverage and actions to be taken.

The early program of FANRPAN focused on markets and trade, a particular concern at a time when intra regional trade patterns were expected to change with the evolution of the Southern Africa Development Community and with changes in the global trading environment.

The Strategy 2002-2007 responded to the thematic interests of the day; it is time to revise the assessment of the external environment.

⁹ IAC (2003) Science and Technology Strategies for Improving Agricultural Productivity and Food Security in Southern Africa: Southern Africa Consultative Workshop. Magaliesberg, RSA. .

¹⁰ FANRPAN (2005) Baseline Assessment of Institutional Capacity of FANRPAN

¹¹ Meeting in Pretoria, July 2006.

Appendix 2. Framework for Strategic Planning and Strategic Management

Strategic planning is a disciplined effort to produce fundamental decisions and actions that shape and guide what an organization is, what it does, and why it does it. To be effective, strategic planning must be action oriented and must be linked to tactical and operational planning¹².

The approach to FANRPAN's strategy recognizes and tries to build on the advantages of three schools of thought with respect to strategic management¹³:

1. *A rationalist paradigm*: seeks the "optimum" strategy. It assumes predictability, clear intentions, implementation follows formulation, full understanding throughout the organization and that reasonable people will do reasonable things. It suggests a machine metaphor.
2. *The evolutionary paradigm*: strategy is a perspective on emergent behavior. A winning strategy can only be articulated in retrospect. The system emerges and the strategies which survive are those which are best fitted to do so. It suggests an ecology metaphor.
3. *The processual school*: while it is not possible to work out an optimal strategy only by rational means, managers can create processes that make organizations more flexible and adaptable. It looks for successful evolutionary behavior and manages change. The paradigm suggests a living organism metaphor.

The FANRPAN approach is eclectic. It will carry out desk analysis characteristic of the rationalist school (e.g., define mission, objectives, SWOT analysis, and choice of options); it will identify lessons from the evolution of FANRPAN to incorporate in scenario planning, and engage in strategic conversation with clients and stakeholders on the choice of scenarios and best options for FANRPAN as an organization as a prelude to operational planning.

1. The FANRPAN approach will adopt features of a business model for planning applied to address the unique features of public sector organizations (following Drucker¹⁴). It must ask: What is our mission? Who is our customer? What does our customer value? What are our results? What is our plan? The "Drucker Model" has a strong focus on the customer; it may lack formal analysis of the strengths, weaknesses, opportunities and threats of an organization.

¹² Bryson, John M and Farnum K. Alston. *Creating and Implementing Your Strategic Plan: A Workbook for public and non-profit organizations*. San Francisco: John Wiley and Sons 1996

¹³ Van der Heijden, K. *Scenarios: the Art of Strategic Conversation*. New York: John Wiley and Sons 1996.

¹⁴ Drucker, Peter F. *The Drucker Foundation Self Assessment Too, Process and Participant Workbook*. The Peter F. Drucker Foundation for Nonprofit Management and Jossey-Bass Publishers, San Francisco, CA, 1999.

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2. The FANRPAN approach will keep in mind the management processes necessary for organizational survival. The process is very detailed with structured formats provided for each element of the planning process.¹⁵ The Amherst Wilder Approach offers three strategies which can be used to approach the plan:
 - a. A scenarios approach: participants develop possible scenarios based on identified issues and structure a plan of action to meet an agreed-upon scene of the future
 - b. The critical issues approach where participants address planning from the perspective of each identified critical issue identified addressing key actions, finances and administrative needs necessary to meet these issues: and
 - c. A goal approach which seeks to have participants set a few key goals that they seek to achieve along with the strategies to get them to these goals.The method is sometimes criticized for being too detailed whereby organizations are unable to fit it in their ongoing work.

3. The FANRPAN approach falls within a class of “Strategic Change Cycle Models” (cf. Bryson (1995), Bryson and Alston 1996, and Egan 1988).¹⁶ The methods are flexible, serve large and small organizations and are strong in the connection of the mission to organizational mandates; a feature that is effective with organizations that deliver services and products supported by government resources. It is strong on stakeholder participation and analysis. The strong connection to existing mandate and clients may limit if an effort is not made to capture emerging issues. From the Egan Model (Appendix I), we take the lesson that we must explore a range of realistic alternatives before settling on the Plan; from Bryson we have a schematic 10-step strategic management cycle that provides a checklist of elements in the planning stage and the management stage.

¹⁵ Amherst Wilder Foundation. Strategic Planning Workbook for Nonprofit Organizations. Publishing Center for Cultural Resources. New York: 1987. The “PIVA” analysis of FANRPAN is in this tradition.

¹⁶ Bryson, John M. Strategic Planning for Public and Nonprofit Organizations, A Guide to Strengthening and Sustaining Organizational Achievement. Jossey-Bass Publishers, CA. 1995; Bryson, John M. and Alston, Farnum K., Creating and Implementing you Strategic Plan, A Workbook for Public and Non-Profit Organizations. Jossey Bassey Publishers, San Francisco, CA, 1996; Egan, Gerard. Change Agent Skills B: Managing Innovation and Change. University Associates, San Diego, CA 1988,

Appendix 3. Defining the scope and scale of policy analysis and policy advice: Implications for FANRPAN

The demand for policy analysis is derived from a real demand for policy change on the part of some important client.

There is a link between policy research and analysis and policy change. The link may be direct: i.e. the results of the analysis are so compelling that the common wisdom is overturned¹⁷.

Policy analysis is an investment in more effective outcomes. A corollary is that the magnitude of the gain from policy change to that client can be estimated and compared to the costs of analysis and bringing about policy change.

There are important differences between economic analysis (what “is”), policy analysis (what “could be”) and policy advice (what “should be” and what “can be done”).

The key demands for policy analysis come from a number of primary and secondary clients:

1. policy makers in key Ministries
2. technical advisors to policy makers
3. stakeholders in the policy process: economic actors, NGOs
4. the international development community
5. targeted beneficiaries (who may be under-represented in processes but whose interests are formalized in policy models).

High quality policy analysis and policy advice are critical to good governance¹⁸. Policy advice is not the monopoly of public sector agents but advice can be crafted for particular clients; advice is context specific and helps decision makers choose interventions consistent with their policy directions.

The “evidence-based” policy movement is encouraging more rigorous and robust policy analysis, monitoring and evaluation and implementation. This widens the potential scope of FANRPAN’s value addition.

There is a special role for public sector policy advice in a contested policy environment. The provision of policy advice is an industry that requires innovation and risk-taking to improve its performance. This requires investment in:

- ⇒ building the capacity of policy advisors
- ⇒ research and development as a basis for credible policy advice

¹⁷ S.R. Tabor and D. Faber (eds). Closing the Loop: From research on natural resources to policy change. The Hague: ISNAR and ECDPM, 1998.

¹⁸

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- ⇒ keeping abreast of changes in the policy environment, including in other countries, and
- ⇒ the formation of policy networks that can more easily draw contributions from many sectors and agencies.

Measuring the benefits of policy-oriented research is difficult. The path of causation between research and policy change is nearly always uncertain. Multiple factors influence any particular policy change: policies are diverse in nature as are their intended and actual effects; and some effects of policy research are not priced in the market. Many of the benefits of changes in policy stem from the reduced cost of welfare-improving institutional change. Economic surplus analysis can be used to assess such changes. Subjective estimates of parameters and some measure of their degree of uncertainty are likely to be needed for an economic surplus model.¹⁹

Three conclusions of Norton and Alwang drawn from Asia and Latin America are relevant to the southern Africa region.

1. The interaction among factors that influence the supply and demand for institutional change determines the potential value of policy research. As market disequilibria, a growing divergence between private and social costs, and other factors increase the demand for research, the returns to such also increase.
2. The political costs of making a decision can greatly affect the odds that policy advice will be followed. Those costs are influenced by the political power of interest groups. This, in turn, is influenced by the cost of collective action. The latter depends in part on the size and homogeneity of interests of the groups, with small homogeneous groups often exercising substantial power. Also, the larger the potential total benefits associated with a policy change, the greater the likelihood that it will be adopted.
3. Understanding why a society adopts its policies is crucial for predicting whether a proposed piece of policy research will change them. The most difficult aspect for an ex ante evaluation is assess the probability that policy recommendations will be adopted.

The strength of FANRPAN is in its national nodes. However, the national nodes have distinctive and different core competencies that need to be complemented by other partners at the national, regional, and global levels. Only through enhanced partnership will it be possible to bring the disciplinary, sectoral, issue-driven, and process-oriented skills to the task of research, policy analysis and policy advice.

¹⁹ George Norton and Jeffrey Alwang . Policy for Plenty: Measuring the Benefits of Policy-Oriented Social Science Research. Washington: IFPRI. 1998.

Appendix 4. What Roles, Approaches, Values and Activities for FANRPAN? A Suggested Framework

A Framework for Understanding Policy Analysis²⁰

In an earlier section, we raised the question of the limits that we might like to place on the domain we call “policy analysis”. We argued that economic research may be part of it but is not the same thing as “policy analysis”. One way of approaching this question is to apply a framework developed by Mayer et al. (2005) that helps describe different types of policy analysis and to relate this to the expectations of FANRPAN’s clients and stakeholders.

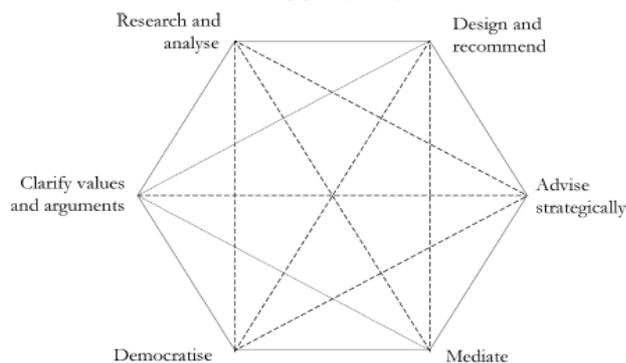
From a set of case studies, they identified six major clusters of activities that policy analysts perform when it comes to supporting policy and policy processes:

- ⇒ Research and analysis
- ⇒ Design and recommend
- ⇒ Clarify arguments and values
- ⇒ Provide strategic advice
- ⇒ Democratize
- ⇒ Mediate.

The analyst may perform various combinations of these activities but they are related to each other in structured ways that may define the role and approach of the analyst.

The six are represented in the following hexagon:

Figure 1 Overview of activities that make up policy analysis



The authors have arranged the activities in a way such that activities that are considered akin to each other are shown alongside each other. In a rational paradigm, the design and

²⁰ Mayer, Igor S, C. Els van Daalen and Pieter W.G. Bots. 2004. Perspectives on policy analysis: a framework for understanding and design. *International Journal of Technology, Policy and Management*. This section is entirely derived from their work.

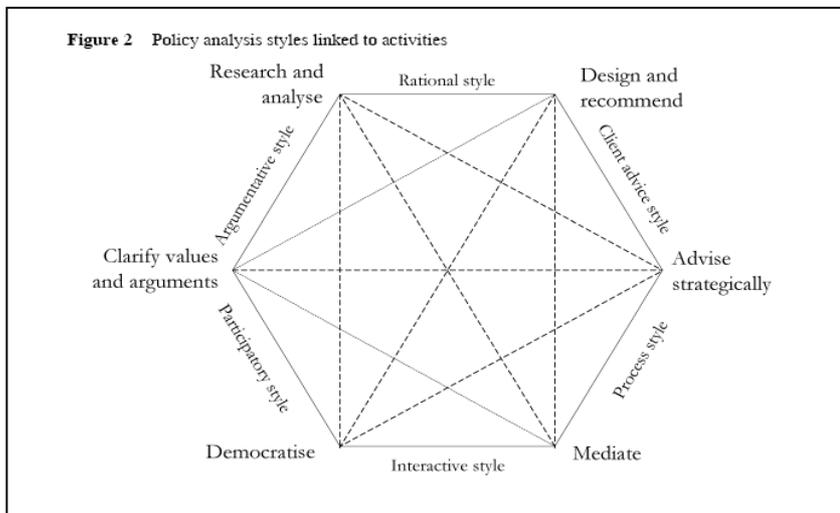
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recommendation of activities are extensions of research and analysis; activities that clarify arguments and activities can feed into democratization and mediation activities.

Combinations of two adjacent clusters of activities can be traced to specific styles of policy analysis. They are six “styles” of policy analysis:

- ⇒ A rational style: Asks “What is good knowledge?”
- ⇒ An argumentative style: Asks “What is good for the debate?”
- ⇒ A client advice style: Asks “What is good for the client/problem owner?”
- ⇒ A participatory style: Asks “What is good for democratic society?”
- ⇒ A process style: Asks “What is good for the process?”
- ⇒ An interactive style: Asks “What is good for mutual understanding?”

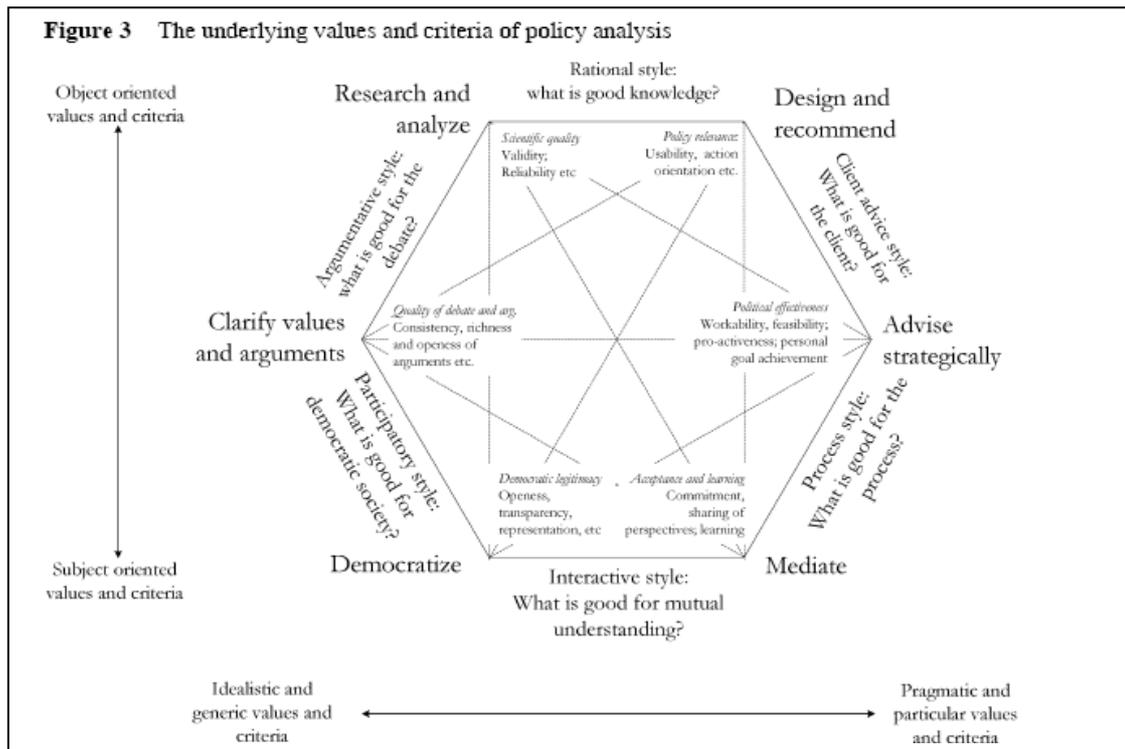
Superimposed on the hexagon the styles are related to activities in the following way:



The authors observe that the activities in the top half of the hexagon are primarily object-oriented while the activities in the bottom are primarily subject-oriented. The former focuses on a system, a policy design, an argumentative analysis and is captured in a product: a report, a model etc. The latter focuses on the interactions between citizens, stakeholders, the client and the analysts is captured in the quality of the process itself: understanding, learning, buy-in etc. Moreover, the activities on the left-hand side of the hexagon are judged by *idealistic* and *generic* criteria for good policy analysis, such as validity, reliability, consistency, fairness, equality or openness. The activities on the right-hand side of the hexagon are judged by *pragmatic* and *particular* criteria, such as workability, usability, opportunity, feasibility or acceptance

The relationship is shown in Figure 3, below.

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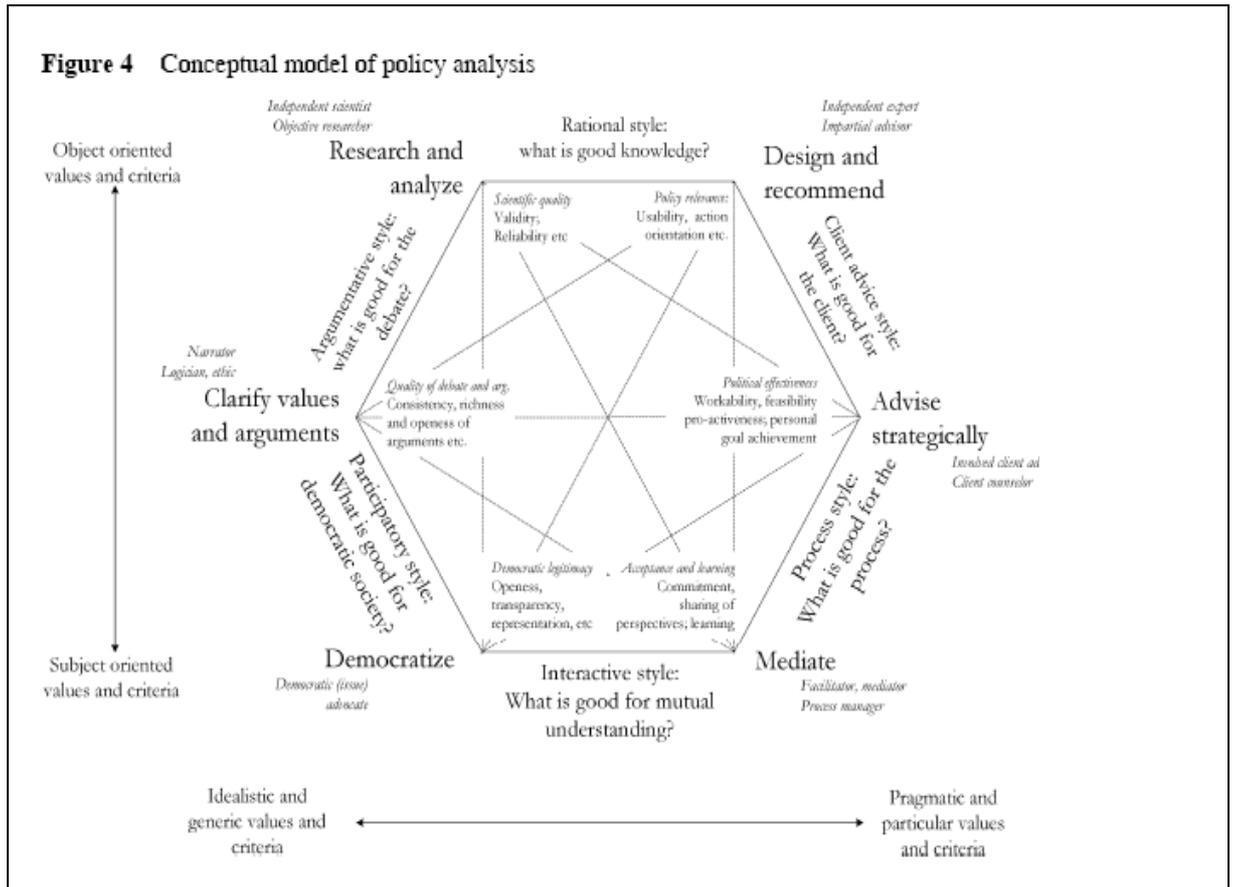
Mayer et al. argue that their model is based on activities, styles and their associated values and this generates and organizes the positive and negative images, the “metaphors” of the policy analyst.

For completeness, we reproduce the final “conceptual model of policy analysis” that relates policy analysis activities to underlying styles and values and the policy analyst’s roles (Figure 4, below).

The conclusion is that there is no “best” approach to policy analysis and no consensus that all elements should be included in the definition and what makes a good analysis:

Each policy analysis activity is based (implicitly) on values concerning the quality and purposes of the policy analysis. Therefore, policy analysis projects can be examined from different perspectives. This may lead to different opinions about success or failure, quality or shortcomings. A substantively thorough and valid study can be unusable for a client. A brilliant and workable compromise that breaks a stalemate may be biased on negotiated nonsense or may violate or manipulate the interests of legitimate participants. Conflicts like these are almost inherent in every evaluation of sizeable policy analysis projects.

FANRPAN has a number of primary and secondary clients for its services. One of its challenges is to position itself among the competing demands on its services; adopt a style a values that produce the desired outputs in a way that balances competing claims.



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Exercise: Stakeholder Preferences for FANRPAN Role and Style

In the table below, the left-hand column contains a list of FANRPAN members, clients and stakeholders. The second column asks participants to give their understanding of the policy analysis style practiced by the given actor. (The third column is what we perceive that actor to want from FANRPAN while the fourth is our assessment of how well FANRPAN meets their expectations. In a following exercise, we will want to answer the questions: 1) How much weight should we put on satisfying that client or customer? 2) Do we have some comparative advantage in meeting that need? and 3) Are there resources to enable us to do it?

FANRPAN Member or Stakeholder	Preferred Style Policy Analysis	Preferred Role for FANRPAN	How Well Does FANRPAN Do?
Ministries of Finance/Plan			
Private Sector			
Directors Ag Research			
Ministry of Agriculture			
Universities Departments			
Farmer Organizations			
CGIAR Centers			
RECS			
African Political Organizations			
Sub-Regional Networks			
Bilateral donors			
Regional Donors			
International donors			
Development agencies			