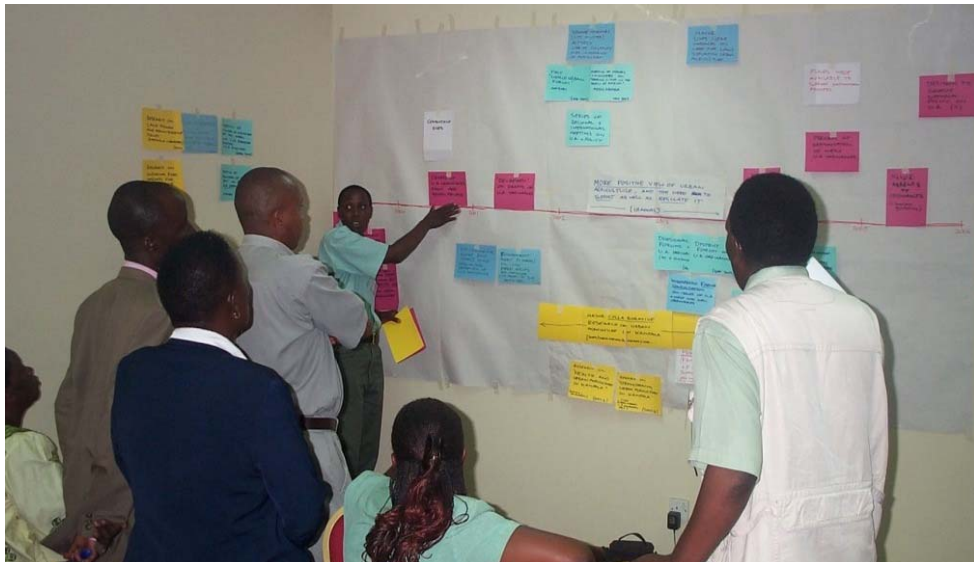


PROCESS AND PARTNERSHIP FOR PRO-POOR POLICY CHANGE

LEARNING LESSONS FROM THE KAMPALA URBAN AGRICULTURE POLICY PROCESS

Report of a workshop conducted on 31st January 2006

Hotel Equatoria, Kampala



Introduction:

This report presents the proceedings at a workshop carried out as part of a case study into the policy process leading to development of new City Ordinances on urban agriculture in Kampala, and the related change in attitude towards this practice. This case study is one of three major case studies carried out as part of the Process and Partnership for Pro-poor Policy Change, implemented collaboratively by the International Livestock Research Institute (ILRI) and the Overseas Development Institute (ODI). The objective of this project is to learn lessons from successful examples of pro-poor policy processes, and to disseminate and support the institutionalisation of these lessons in partner organisations at national and international level.

This particular case study into the policy process leading to the development of new urban agriculture Ordinances in Kampala has been done in close collaboration with the Kampala Urban Food Security, Agriculture and Livestock Coordinating Committee (KUFSALCC). The workshop represents one stage of this case study. The other stages are a detailed case study of research and development activities, together with an 'episode study' following the development of the new ordinances, and tracking back to key events and influences affecting their development.

This report of proceedings at the workshop is therefore an interim output from the case study. The full case study report will follow, and will include a complete analysis of the process, using findings from the three approaches or stages to verify findings and add depth to the analysis and lessons learned.



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1. Welcome remarks

Professor George Nasinyama welcomed participants to the workshop. He explained that Kampala had been selected for this case study because it had achieved what few other cities had achieved in developing a set of supportive laws to govern urban agriculture, through a unique collaborative process. Other cities were already looking to learn lessons from this approach. He explained that the workshop was not to discuss the merits of urban agriculture, but to learn lessons about the process that had led to the new laws. Participants had been selected and drawn from different stakeholders and institutions, and it was to be expected that participants would use unfamiliar approaches, but would benefit from understanding a bit more about policy process analysis. Dr Nasinyama introduced the facilitators, and wished everybody an interesting and interactive session.

2. Introduction and background to the workshop

Nicholas Hooton, from ILRI, gave a short presentation introducing the Process and Partnership for Pro-Poor Policy Change Project, and giving some background to the case study and workshop approach. The presentation described the objective of the project, which is to learn lessons from successful examples of pro-poor policy processes, and to disseminate and support the institutionalisation of these lessons in partner organisations at national and international level.

This case study in Kampala was one of three major case studies in East Africa, the others being on dairy policy in Kenya and on natural resource management policy in the Ethiopian Highlands. The theoretical framework behind the case study approach was very briefly outlined, and it was stressed that the project applied a very broad definition of policy, with a simple definition of policy being given as “a purposive course of action followed by an actor or set of actors”. ‘Policy change’ was described as complex and often chaotic, and it was stressed that the project focused on changes in attitudes and behaviour, and the way written policy is applied and implemented, rather than just on changes in written policy itself.

This workshop represented the final stage of the case study process. A classical ‘case study’ had been carried out from literature and key informant interviews. This had been followed by an ‘episode study’ of the process leading to the new Ordinances, tracking back to identify key events and influences. The purpose of the workshop itself was to develop a map of behavioural changes, key events and influences in the Kampala urban agriculture policy process, and start to draw lessons from the process. The specific objectives were to:

- identify the key actors in the Kampala urban agriculture policy process
 - identify changes in behaviour of these actors and influences on these changes, with respect to urban agriculture
 - identify key events and influences in the process leading to the new Ordinances (through verifying and enhancing the outputs from the case study and episode study stages)
 - start to draw lessons from the analysis of the process leading to the Ordinances
- Following the introduction, the programme for the day involved four sessions:

1. Identification of key actors in the process leading to changes in urban agriculture policy in Kampala.
2. Description of key behaviour changes in these key actors, and the reasons for this change in behaviour.
3. Verification of a timeline of key events and influences in the policy process, that had been drawn up by the research team from previous interviews and literature search.
4. Discussion of initial lessons learned from this policy process.

3. Workshop Activities and Outputs

3.1. Actor Identification

Participants were reminded that the policy change of interest for the workshop was the process leading to the new City Ordinances on urban agriculture, and the accompanying change in attitude towards the practice of urban agriculture. With this change in mind, participants were asked to write on cards whom they considered the most important actors in this process of policy change, with one actor written per card. It was stressed that such actors may be individuals or organisations. Cards were then put on the wall and grouped into categories, with participants identifying any other actors they believed had been missed. Eight categories were identified initially. Following discussions, the media was added as an additional category, and in response to a question by the facilitator it was agreed that the private sector could be a category although their involvement in the process was considered minimal.

A list of categories and the actors identified within them is given in Table 1.

Participants were then asked to select the six most important groups for further work in the subsequent session. The six most important actor categories identified for group work in the next session were:

- KCC Political
- KCC Technical
- Research
- CSOs/NGOs
- Community
- Central Government

Donors were added as another important actor group to be covered by one of the groups if time became available.

Introductions

Introductions which had not taken place at the start of the workshop, now took place, with participants not only introducing themselves, but indicating in which category or categories of actor they considered themselves.

The participant list in Appendix 1 shows the categories of each participant. The actor categories were used to determine the make-up of the working groups for subsequent workshop activities, in order to get a mix of different actors in each group, whilst ensuring that key informants were in appropriate groups to be able to describe behaviours and events that the particular group were considering.

Table 1: Actor categories identified, and specific actors in each category

1. Community	2. NGOs/CSOs	3. KCC Technical	4. KCC Political	5. Central Govt
Urban farmers	Environmental Alert	KCC Agricultural Officers	Mayor	Min. of Justice – FPC
Urban residents	YWCA	KCC Agriculture dept.	City Minister Cllr Winnie Makumbi	Min. of Agriculture Animal Industry and Fisheries
Grass root communities	KUFSAALCC	City Planners	Local Councillors	Min of Finance & Econ. Planning
Local leaders at village & parish level in Kampala	Uganda Land Alliance	KCC Legal Dept.	Political Heads	Min. of Local Govt
		Public Veterinarians	Policy makers	Min. of Health
		KCC Technical Officers		
6. Research	7. Champions	8. Donors	9. Private sector	10. Media
Makerere University	Diana Lee Smith	DFID		
NARO	Mayor Sebaana Kizito	IDRC		
Urban Harvest	John Muwanga			
SIUPA	Margaret Azuba			
Social Sciences	Maria Kaweeza			
Daniel Maxwell	Cllr Winnie Makumbi			
	George Nasinyama			

3.2. Behaviour changes of key actors, and reasons for those changes

Three groups (representing a mix of actor categories) were asked to consider two actor categories each. Each group was first asked to write down the typical behaviour of their actor categories in 1990 and then typical behaviour today, with respect to urban agriculture. They were guided to think in terms of behaviour and attitude (What did they do? How did they operate? What did they express?).

Behaviour was written on coloured cards. They then wrote cards representing the ways in which behaviour had changed in between these dates, and the dates when such changes had occurred.

Participants were encouraged to describe behaviour rather than events. Finally the groups were asked to write down the reasons for each identified change in behaviour.

A summary of the behaviour at different periods was placed in bold on one side of the card with details of the behaviour and of the events or reasons behind this new behaviour on the reverse side. Table 2 gives a summary of the behaviour changes for each of the six major actor categories identified. The full table of behaviour change and identified reasons is in Appendix 4.

Table 2: Summary of main behaviour changes for key actor groups

DATE:	ACTOR GROUP					
	Research	Central Govt	KCC Technical	KCC Political	NGOs / CSOs	Community
1990	Less research on urban agriculture	Veterinary services offered to urban farmers through government funds	<u>1990</u> . A.O.s under C. Govt & difficult in operation. U.A. farmers harassed by law enforcers.	<u>1990</u> . No support for UA.	<u>1990</u> . Fewer UA related activities.	<u>1990-1993</u> . Farmers ignorant of the city laws.
1993			<u>1993</u> . AOs under KCC but still UA illegal. AOs only worked with CSOs / NGOs on own initiatives.	<u>1993</u> . Political leaders using research information on Kampala agriculture & land.		<u>1994</u> . Farmers started getting organised. Uganda National Farmers' Organisation (UNFA) formed
1994		Ministry of agriculture attached staff to Kampala city council				
1995		Central government staff were uncomfortable due to suspicion from the city council staff	<u>1995 / 96</u> . AOs use Maxwell findings to urge for UA. <u>1995 / 96</u> Sharing information & recognition of UA starts among AOs & other Techs officers despite continued harassment of farmers.			
1996		Central government staff were more responsible in offering services	<u>1996</u> Creation of Gender Welfare & community services Dept.	<u>1996/7</u> Opening campaigns then politicians supporting urban farmers.		
1997			<u>1997</u> . Technocrats start reporting to politicians (accountability)	<u>1997</u> . Political leaders demanding information from technocrats. Empowered by the Local Govt. Act		<u>1997</u> . Farmers started demanding for agricultural services.
1998			<u>1998</u> Work plans changed from input to output budgeting as per the PEAP & PAF guidelines.		<u>1998 – 2000</u> Increased UA related activity	
1999			<u>1999</u> . Very vocal voice amongst			

			AOs. Advocating for UA. 1999. Recognition of the role of UA			
2000	2001-3: Many research activities on urban agriculture research.		2000. PAF. Poverty Action Fund. Directly released to local governments for poverty alleviation programs. 2000. KCC Techn & Political team sit together & make joint decisions.			2000. UNFA Kampala branch turned into Kampala District Farmers' Association.- KADFA 2000. Farmers begin gaining confidence about carrying out UA.
2004	Partnerships development among different organization for research which brought about the formation of KUFSAALCC	National Agricultural Advisory Services under the Ministry of Agriculture supported urban agriculture in Kampala district				
NOW	NOW: More research on urban agriculture which applied participatory approaches	Now: Minister for Agriculture pushing for a national policy on urban agriculture	NOW. AOs report to KCC & actively carrying extension services. UA now legal, ext. services now provided	Now. 2002 – 2006 Increasing focus on reducing unemployment from 43% - UA an option.		Now 2003-2006. Farmers now more confident to carrying out farming without harassment of KCC. Some farmers organised in groups & demand agric. Services. More intensive livestock farming..

3.3. Validating Key Events

The research team had carried out an extensive literature review and interviews with key informants prior to the workshop. Through this case study and episode study approach, a tentative timeline of key changes in policy, linked to key events had been constructed.

The presence of many key informants at the workshop was an opportunity to verify this portrayal of the process, and to gain consensus on what had been the key events and influences in the process.

Participants were divided into two groups, with different actor categories again being mixed up between groups. One group looked at the process, events and influences from 1990 to 2000, while the other group looked at the process, events and influences from 1999 to 2006. The overlap ensured continuity between the two groups. The research team explained the reason for splitting the timeline like this: interviews had highlighted as a key event KCC's decision to review all outdated ordinances in 1999, with the decision that there should be specific ordinances on urban agriculture. Therefore the earlier timeline represented the process leading to this decision, whilst the later timeline represented the process that led from that initial review of ordinances, through a lengthy process, to the agreed ordinances that had recently been passed.

Process: The research team's representation of the timeline of policy changes, key events and influences had been put up on a wall, using coloured cards. Participants were invited to agree or disagree with the way the process had been represented. They could move cards around, remove unimportant cards, as well as add in new cards describing other key events and influences. The discussion was facilitated to reach consensus on a true representation of the process. The opportunity was also taken to explore some key questions that had been raised during interviews.

When agreement had been reached, the representation was recorded, both by recording what all the cards said, as well as photographing the way the cards were arranged.

The outputs from this exercise are shown in Tables 3 and 4, and Figures 1 and 2.

Most important influences:

Once the timelines of key events and influences were agreed, participants were asked to indicate which of the events were the most important. Each participant was given ten sticky dots, and asked to distribute them among the displayed cards in whichever way they wanted. They could put all ten on one card, or split the ten dots between any number of cards, in order to represent their perception of the key importance of certain events and influences.

Table 3: Timeline of key events and influences on urban agriculture policy between 1990 and 2000

Type of Event	Timeline of the Events					
	1990	1992	1994	1996	1998	2000
Research	Research on Economic Importance of UA and Child Nutrition		Several MSc Theses concerning issues of urban agriculture (1992- 2000)			
Meetings		Seminar on UA (form Maxwell Research) Kampala (1993)				
Policy events		Decentralisation implemented in Kampala (1993)		New Constitution includes Decentralisation (1995)	Local Government Act. Law making powers (1997) Introduction of Sectoral Committees	1999-2000 Consultant engaged to advice / guide process of ordinance review Decisions to review all outdate ordinances Decision that there should be specific laws on urban agriculture
Others			Technical Officers move from ministries to KCC	1995-1996 Integration of AO's (pay, personnel files, offices & facilities) 1996-1998 Elected politicians hear / see about importance of U.A. from their constituencies KCC AOs work with NGOs & others on UA activities KCC Medical planning & other staff increasingly realise importance of UA & need for appropriate laws 1997 KCC Technical staff (agriculture & non-agriculture regularly raise issues of UA in monthly reports Monthly reports fed up into sectoral committees	Internal KCC recommendations that any review of ordinances should specifically address issues of U.A at Dept. committee level. Environmental Alert stats promoting U.A activities in Makindye Division (1998)	

Table 4: Timeline of key events and influences on urban agriculture policy between 1999 and 2006

Type of event	Timeline of events							
	1999	2000	2001	2002	2003	2004	2005	2006
Research			Research on Informal Food Markets for urban poor (Muwanga)	<p>Major collaboration Research on Urban Agriculture in Kampala SIUPA / URBAN HARVEST)</p> <ul style="list-style-type: none"> • Scoping Studies on Livestock keeping in Kampala • Research on Strengthening urban agriculture in Kampala (CIAT, Urban Harvest & collaborating org. 2002-2004 • Research on Health and Urban Agriculture in Kampala – Urban Harvest / KUF SALCC & collaborators [2002-2004] 				
Meetings				More Positive Views of Urban Agriculture, and the Need to Support as well as to Regulate it (Gradual)				
				<ul style="list-style-type: none"> • District Councillors workshop on UA & policy – RELMA • First World Urban Forum; Nairobi –2002 • Meeting of Mayors & Ministers on “Feeding cities in the Horn of Africa” Addis Ababa-2002 • Series of regional internal meetings on AU & policy 	• Divisional District Forums on UA Ordinances – 2003	Final workshop on Strengthening urban agriculture in Kampala - 2004		
Policy Events	<ul style="list-style-type: none"> ▪ Decision to review all outdated ordinances ▪ Consultant engaged to advise / guide process of ordinances review 	Drafts of ordinances from 1999 Review process			Re-Draft of Ordinances	KCC Council approves Revisions to UA ordinances Process of harmonising of New Ordinances;	Decision to develop National Policy on UA by Minister of Agriculture	

	<ul style="list-style-type: none"> ▪ Decision that there should be an urban agriculture law. 					2004-2005	Mayor assents to ordinances Piloting UPA Ordinance guidelines	
Other		<ul style="list-style-type: none"> ▪ Plan international Living Earth start U.A activities ▪ Presidential initiative on poverty alleviation through provision of cows to women merry go rounds 		<ul style="list-style-type: none"> • Winnie Makumbi (City Minister) actively lobbies colleges over importance of ordinances • Environmental Alert & others start arguing for Re-Review of U.A. Ordinances 	<ul style="list-style-type: none"> • Widespread farmers consultations on issues of UA & inputs into new ordinances • Mayor gives clear message on need for laws supporting urban agriculture 	Further field visits for Counsellors & KCC staff to view UA activities		
Money Available				Funds available from DFID & Environmental Alert to support consultations on the New Ordinances		Funds from DFID to support the Harmonisation process and Pilot testing of the UA ordinances guidelines.		

Figure 1: – Representation of agreed timeline of key events and influences – Part 1: 1990 to 2000

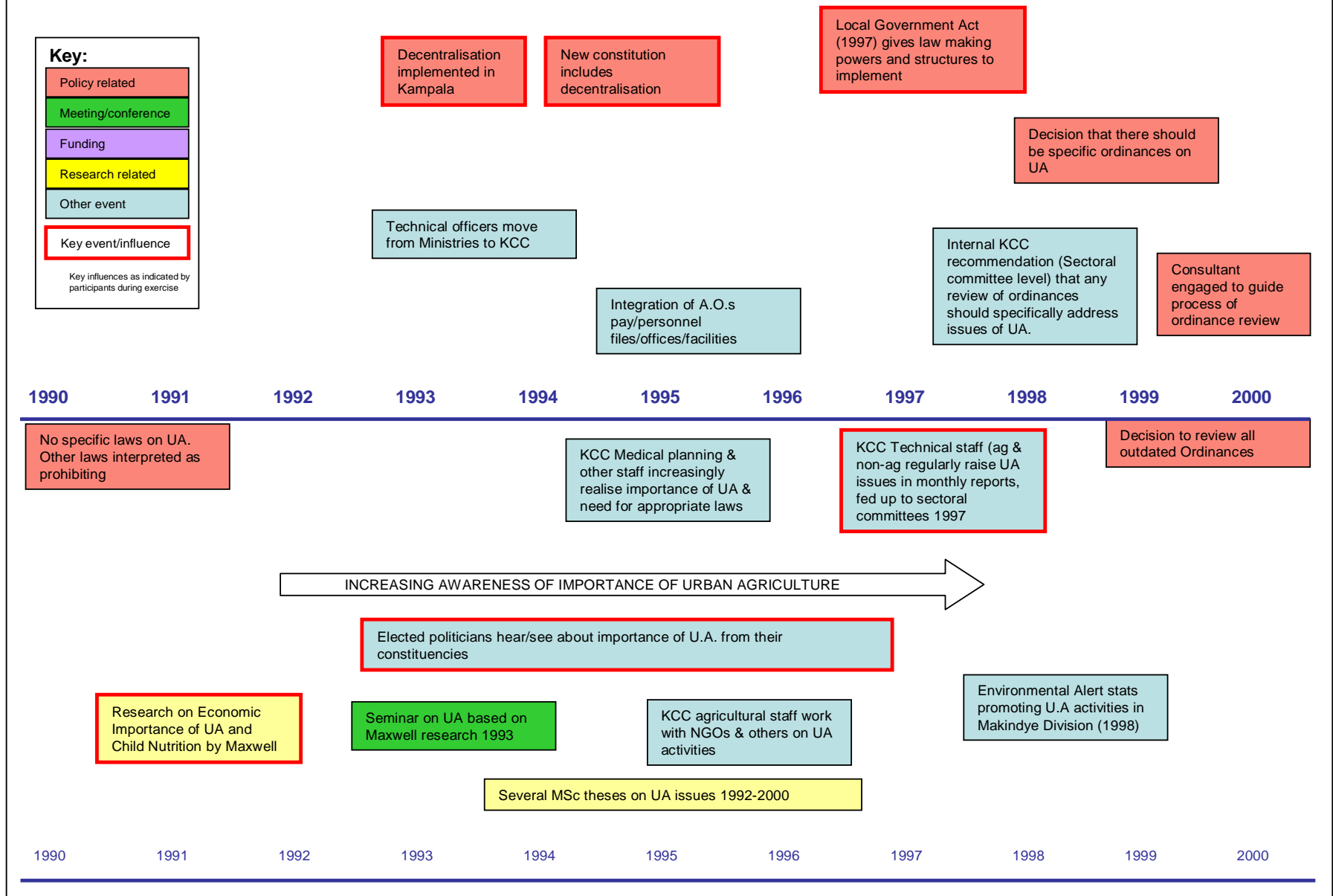
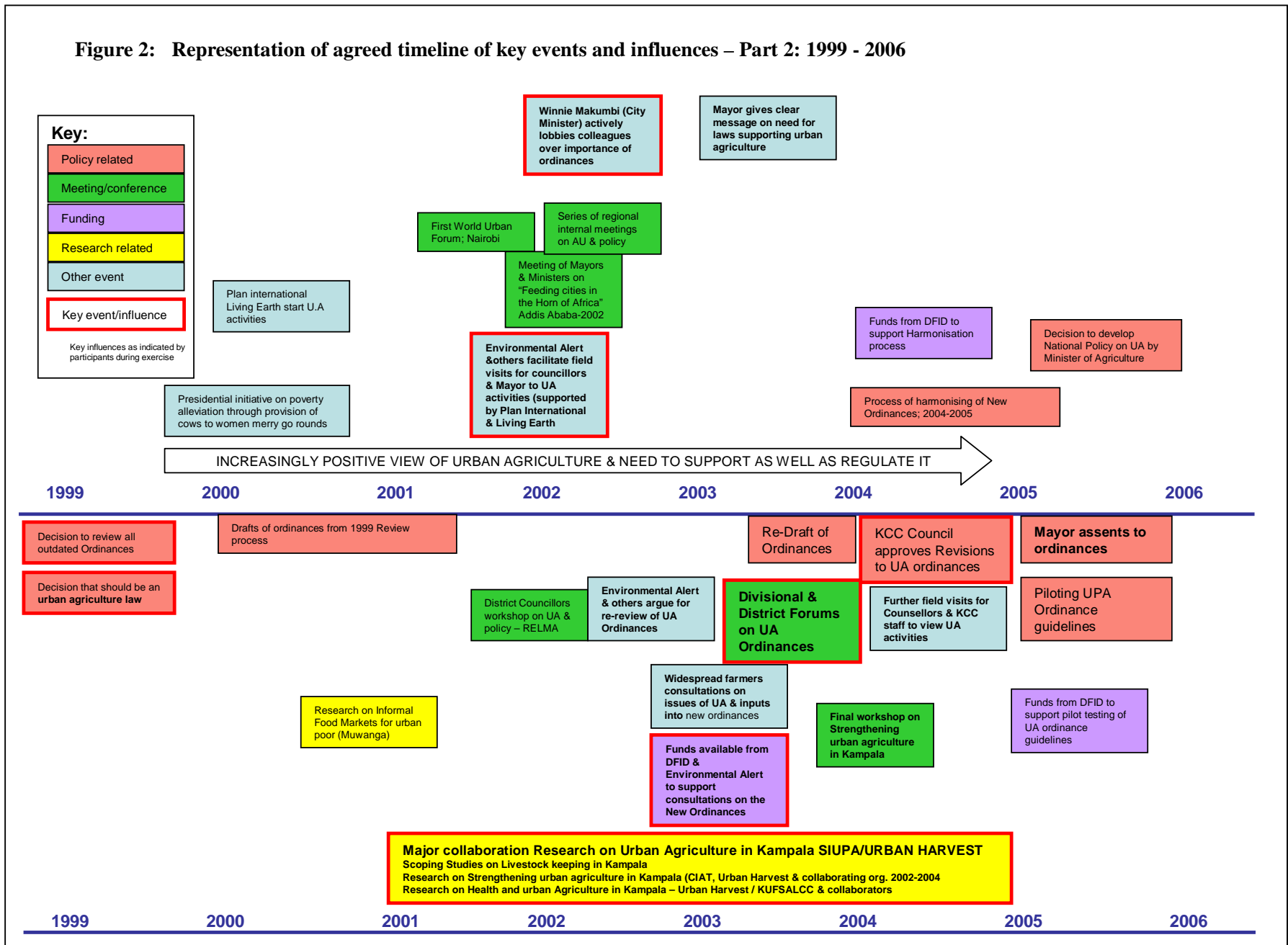


Figure 2: Representation of agreed timeline of key events and influences – Part 2: 1999 - 2006



3.4. Lessons learned and key issues

This final session was conducted in plenary, and addressed the question:

What lessons can we learn from our analysis of this process, about how to have more effective policy outcomes?

This section was a mixture of open discussion, plus presentation of cards for those that preferred to put their ideas on cards rather than speak.¹

The section below presents the key lessons and issues raised by participants, and the discussions that followed. Most of the issues raised on cards were included in the discussions, but they are also listed at the end of the section.

1. Consultation and stakeholder involvement:

- **Stakeholders should be involved earlier in the process of drafting policy.**
- **Consultation is important but expensive and will only be achieved if the budget is adequate**

It was felt that the first drafts of ordinances were not that good because of inadequate consultation and involvement of individuals. Process should have been specified in TORs of first consultant and specifically budgeted for – this was not the case for the Kampala ordinances and a true process of consultation only commenced when external funding (from the DFID livestock production programme) was sourced.

2. Partnerships and networks:

- **Partnerships involving committed individuals from key organisations in the policy process are important**
- **Networks of individuals in different organisations need to feed back into intra-organisational networks to increase effectiveness and avoid risk of a particular individual moving to alternative employment, retiring etc.**

KUFSALC has been an unusual partnership that has proved very effective in pushing forward the process of drafting ordinances. There was some discussion of why KUFSALC in particular had been effective and key issues included a) the high levels of enthusiasm of the individuals involved b) the fact that organisational representation was broad

The role of committed individuals was crucial in this process. However this ran the risk that if the key people left, the link to that organisation, and its role in the process could be weakened. But it was pointed out that as long as the individuals continued to bring information back to the organisation, this risk could be minimised.

3. Role of ‘champions’:

- **Strong and committed individuals in key positions can be crucial in arguing for change, especially in the case of issues such as urban agriculture that had been ignored and marginalised for many years.**

¹ Use of cards was at the request of some participants, and although it was felt that using cards would lengthen the process this turned out to be an effective way of ensuring that a larger number of people were able to express opinions.

- Champions within organisations can help change the behaviour within that organisation through their leadership.

Urban agriculture had been shunned for years so it needed exceptional people to move things on. For areas such as Health, this may not have been so important. Most extension staff in KCC were interested because they were effectively fighting for their jobs.

It was pointed out that having champions was important, but it was equally important to institutionalise the activity so it continues. However, institutionalisation is not easy – people don't jump on board until there is success. Once urban agriculture was clearly on the agenda and acceptable, things were relatively easier.

4. Importance of communication of evidence:

- **It is research dissemination rather than research which is key**
- **Good evidence can help make decisions – without it people are not easily convinced.**
- **Seeing is believing – Field visits to activities to demonstrate what is going on can be highly effective**

Evidence from research played an important role in the process, but the key issue was how the evidence was communicated. People became aware of evidence in different ways: though their taking part in the research, attendance at meetings, reading reports that referred to evidence. It was important to target research findings to appropriate people in the policy process. In this case, whilst people were increasingly aware of the importance of urban agriculture, the evidence enabled a stronger argument to be put, but putting figures on the importance. It also addressed key technical concerns about ensuring public health.

And putting evidence in the context of what people can see with their own eyes, through visits to the field can be a highly effective strategy.

5. Strong political leadership:

- **Change is unlikely to happen without political will.**
- **Once there is political leadership, momentum can be maintained.**

It is not easy to convince political leaders, and the role of people close to them is crucial.

Evidence is unlikely to change minds without pressure from voters. It was agreed that politicians changed not so much because they were interested in problems of urban agriculture, but because they realised that they needed to be interested in urban agriculture as a livelihood strategy for the poor, to ensure these people voted for them. Early involvement of political leaders helps the process of convincing them of the need for change.

And educated, informed political leaders can respond to evidence more easily. The appointment of City Ministers on the basis of their ability and knowledge was seen as important, as the City Ministers were able to win the respect of their officers, and to understand and act on evidence that was reaching them.

6. Lobbying and advocacy:

- **Lobbying or advocacy can be very effective to convince decision makers**

This works at different levels. NGOs were active in lobbying for changes in the ordinances, and targeted local councillors and ministers. But convincing people at the top level required lobbying by others at the same level. The role of the City Minister for Social Improvement, Community Development and Antiquities was crucial in convincing the Mayor of the need for changes in the laws and promotion of agricultural activities. But even this Minister took some convincing early on. And it was only through continual exposure to the issues of urban agriculture that she turned into a champion and advocate for change.

7. Availability of resources:

- **Timely availability of financial resources maintains momentum in the policy process.**

At several times in the Kampala urban agriculture policy process, the availability of funding proved crucial when things seemed to be slowing. Funds available from NGOs as well as bilateral donors proved crucial. The unexpected availability of research funds to pay for consultations and then for the legal process of harmonising the agreed ordinances proved crucial. Donors can make a big difference by responding to the particular bottlenecks and losses of momentum that would otherwise threaten the impact of their funding for research.

8. Need for overarching policy framework

It was noted that the development of legislation in Kampala had preceded any national policy in urban agriculture. This was unusual, and was currently being addressed, with the Minister of Agriculture asking for the development of such a policy.

Without such a policy, other city councils will have no real guidance as to how to tackle the issues of urban agriculture.

The following comments were made on cards, though most were covered in the above discussions:

- It is people rather than orgs that make things happen – so focus on people
- Research dissemination rather than research which is key, so disseminate!
- Research is critical to back up arguments in policy making processes
- Mass sensitisation / awareness raising about an intervention to enable people to understand and appreciate contribution of UA to poor urban dwellers
- Political will of leaders is very important and these should be involved in the whole process not at the end
- Policy making process is dynamic it should be consultative at every level and involve various disciplines
- Policy making process is an expensive exercise and requires a lot of financial resource mobilisation
- Democracy and good governance is important – so strengthen democracy

4. Wrap-up and close:

The research team thanked the participants for their enthusiastic contributions during the workshop. Important lessons had already emerged.

It was pointed out that the workshop outputs would be used along with findings from literature review and interviews, to produce a final case study report into the process leading to the new urban agriculture ordinances. This case study report itself would be used in drawing lessons from the three major case studies being carried out by the project, and these lessons used to develop a framework for informing better engagement in policy processes for all actors.

In the meantime, a report of workshop proceedings would be produced and distributed to all participants.

Dr. Nasinyama thanked the research team for their efforts and for running a very interesting and productive workshop. He felt that all participants went away with a better understanding of the process they had been involved in, and all would look forward to the report of the workshop and the final case study report.

APPENDIX 1: Workshop participants and their identified actor categories

NAME	ORGANISATION	ADDRESS	PHONE	EMAIL	ACTOR CATEGORY
Yiga Lenny	UNADA (MAAIF)	PO Box 939 Entebbe	077 2643729	yigaray@yahoo.com	Central Govt (Champion)
Edith Kyeswa	KCC	PO Box 30458	077498763		Community+Political
Mary Njenga	UH-CIP Nairobi	Box 25171 Nairobi	254 20 4223606	m.njenga@cgiar.org	Researcher
George Nasinyama	KUFSALC/Makerere University	Box 7062, Kampala	077492865	nasinyama@vetmed.mak.ac.ug gnasinyama@yahoo.com	Researcher/NGO/Champion
Peter Kingori	UH – Nairobi	Box 7062, Kampala	078010427	p.kingori@cgiar.org	Researcher
Placid Nyamutale	KCC	PO Box 9010 Kampala	077458128	Placidamooti2002@yahoo.com	KCC - Technical
Abdelrahman Lubowa	UH	c/o PO Box 7063 Kampala	077495644		Researcher
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Vincent Katungi	KCC	Box 7010 Kampala			KCC - Technical
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Dan Mivule	Kampala Farmers	Kampala District farmers association	071 224400	danvule@yahoo.com	NGO
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John Muwanga M	MAAIF		077 448889	jmuwa@yahoo.com	Central Gov/researchers/champion
Florence Sanyo	KCC Makindye		071 622968	fsanyo@yahoo.com	KCC – Technical
Maria Kaweesa	Environmental Alert		071943656	mkaweesa@envalert.org	NGO/champion researcher
Lilian B Adriko	Legal Office		077985335	Lilian_adriko@yahoo.com	KCC – Technical
Moses Isabirye	NARO-KARI		077885692	landuse@infocom.co.ug	Researcher
Lule John U	KCC Central		077466191	Johnlule2003@yahoo.com	KCC – Technical

APPENDIX 2: Workshop Programme


KAMPALA URBAN AGRICULTURE POLICY PROCESS WORKSHOP Tuesday 31st January – Equatoria Hotel, Kampala

PROGRAMME

8.30 – 9am	Registration
9 – 9.10am	Welcome Introduction to the project and to Kampala Ordinance case study
9.10 – 9.20am	Explanation of the day and what will be done.
9.20 – 10.30am	Actor identification Who were the key actors in the Kampala Urban Agriculture policy process?
10.30 – 10.45am	Coffee
10.45 – 12.30 am.	Actor behaviour – “Outcome Mapping” exercises: [Group work] How did the behaviour of these actors change? And why?
12.30 – 1.30pm	Lunch
1.30 – 3.45pm	Episode study – Key events in the policy process [Group work] What happened when? What were the key influences? How does this fit with key actor behaviour changes?
3.45 – 4.00pm	Tea
4.00 – 5.00pm	Drawing lessons from the process: What lessons can we learn about how policies are made? Are these lessons applicable in other sectors or other contexts?
5.00 – 5.15pm	Wrap up and close

Appendix 3: Presentation given on PPPPC project and background to Kampala case study and workshop


Slide 1

ILR Process and Partnership for Pro-Poor Policy Change 


Learning lessons from the Kampala urban agriculture policy process

Process and Partnerships for Pro-Poor Policy Change
Case-study Workshop 2

Hotel Equatoria, Kampala
31st January 2006




Slide 4

ILR Process and Partnership for Pro-Poor Policy Change 

Definition

- **Policy:** a "purposive course of action followed by an actor or set of actors"
 - Agendas / policy horizons
 - Official statements documents
 - Patterns of spending
 - Implementation processes
 - Activities on the ground



Slide 2

ILR Process and Partnership for Pro-Poor Policy Change 

Introduction to project

- Trying to better understand how pro-poor policies develop, and share lessons
 - Developing methodology
 - Carrying out case studies of policy processes
 - Drawing lessons from these case studies
 - Developing framework of use to national and international actors in policy processes
 - Disseminate findings as widely as possible



Slide 5


ILR Process and Partnership for Pro-Poor Policy Change 

Policy Processes – the theory....

- Identify a policy problem
 - Commission research
 - Assess the results
 - Select the best policy
 - Establish the policy framework
 - Implement the policy
 - The problem is solved




Slide 3


ILR Process and Partnership for Pro-Poor Policy Change 

Case studies

- **Case study 1:** Smallholder dairy policy in Kenya
- **Case study 2:** Development of new Urban Agriculture City Ordinances in Kampala
- **Case study 3:** Natural resource management policy in the Ethiopian Highlands
- Plus smaller case studies on:
 - Harmonisation of East African regional seed policy
 - Harmonisation of dairy policies in East Africa
 - Policy on vaccination against East Coast Fever
 - Pastoral community influences on land-use policy
 - Use of 'poverty-maps' in resource allocation




Slide 6

ILR Process and Partnership for Pro-Poor Policy Change 

Policy processes – the reality...

- "The whole life of policy is a chaos of purposes and accidents. It is not at all a matter of the rational implementation of the so-called decisions through selected strategies ¹"

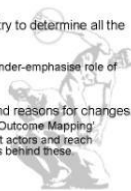
¹ - Clay & Schaffer (1994), *Room for Manoeuvre: An Exploration of Public Policy in Agricultural and Rural Development*, Heinemann Educational Books, London.



Slide 7

Methodology for studying policy processes

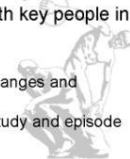
- **Classical case study**
 - Look at a project aiming to influence policy and assess the outcomes
 - Can be too narrowly focused, and tends to overemphasise the role of a project and research
- **Episode study**
 - 'Track back' from a specific policy event and try to determine all the influences leading to it
 - Need a policy change to start with!
 - Can be politically difficult to do, and tends to under-emphasise role of specific projects and research
- **Tracking behaviour changes**
 - Broadens the analysis to actors' behaviour and reasons for changes
 - Not easy, but can adapt approaches such as 'Outcome Mapping'
 - Participatory approaches to identify all relevant actors and reach consensus on behaviour changes and reasons behind these



Slide 10

Kampala case study approach

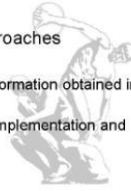
1. Literature review
2. Commissioning of timeline and analysis of recent research and influencing activities
3. Episode study interviews with key people in the policy process
4. **Key actor workshop to:**
 - Agree key actor behaviour changes and influences
 - Validate findings from case study and episode study



Slide 8

Our approach....

- "RAPID Outcome Assessment" (ROA)
 - Developed by ODI's Research and Policy in Development (RAPID) programme
 - www.odi.org.uk/rapid
- Combine elements of all three approaches
 - Broadens the base of information
 - Checks (triangulates) findings with information obtained in different ways
 - Captures elements of written policy, implementation and behaviour, and their influences.



Slide 11

Workshop Purpose & Objectives

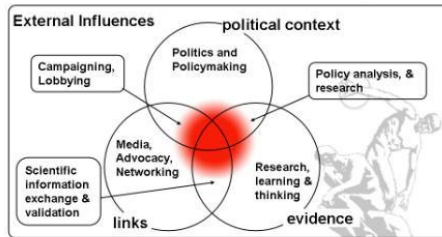
Purpose:
To develop a map of behavioural changes, key events and influences in the Kampala urban agriculture policy process, and start to draw lessons from the process

- Objectives:**
By the end of the workshop, participants will have:
- identified the key actors in the Kampala urban agriculture policy process
 - identified changes in behaviour of these actors and influences on these changes, with respect to urban agriculture
 - identified key events and influences in the process leading to the new Ordinances
 - started to draw lessons from this analysis of the process leading to the new Ordinances



Slide 9

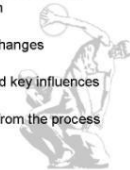
A Practical Framework for analysis



Slide 12

Workshop Outline

- Welcome
- Introduction to the ILRI/ODI Project
- Outline of the Kampala Urban Agriculture case study
- Practical Session 1 - Actor identification
- Tea*
- Practical Session 2 - Actor behaviour changes
- Lunch*
- Practical Session 3 - Policy process and key influences
- Tea*
- Practical Session 4 - Drawing lessons from the process
- Wrap-up and close



Appendix 4: Table of behaviour changes by key actor groups and associated reasons

DATE:	ACTOR GROUP					
	Research	Central Govt	KCC Technical	KCC Political	NGOs / CSOs	Community
1990	<p>Less research on urban agriculture The little research done was only by livestock technical staff and also mainly by researchers from outside the district.</p>	<p>Veterinary services offered to urban farmers through government funds Absence of crop farming staff at the city council in Kampala. Crop production initiatives at Peri-urban implemented by rural technical staff</p>	<p>1990. A.O.s under C. Govt & difficult in operation. U.A. farmers harassed by law enforcers. <u>Law Enforcement</u> Between 1990-1993 there was conflict between the tech & policy officers. MAAIF recognised Kampala as district & employed AOs. UA was illegal & crops were destroyed, roaming animals impounded.</p>	<p>1990. No support for UA. UA not relevant in the city centre, so considered a rural activity.</p>	<p>1990. Fewer UA related activities. There were fewer CSOs & NGO activity in Kampala in support of UA activities. Remaining cards</p>	<p>1990-1993, Farmers ignorant of the city laws. Farmers were practicing farming but ignorant of the laws. Farmers less organised & did not demand agric. Services. 1990-993 Lack of confidence of the farmers. In 1993 after decentralisation AOs placed in KCC played conflict roles, by advising farmers on what to do & harassing them at the same time.</p>
1993			<p>1993. AOs under KCC but still UA illegal. AOs only worked with CSOs / NGOs on own initiatives. Lots of hassle as result of decentralisation & AO.s had to be taken up by KCC. KCC found difficult in finding a home for AOs & were scartered: livestock in health Dept, crop in welfare. AOs initiated activities through formation of farmer groups.</p>	<p>1993. Political leaders using research information on Kampala agriculture & land. They realised that 43% of Kampala area was agricultural land & 32% residential, this influenced their perceptions.</p>		<p>1994. Farmers started getting organised with creation of Uganda National Farmers' Organisation [UNAFa]</p>
1994		<p>Ministry of agriculture attached staff to Kampala city council Government technical staff offering services to farmers privately.</p>				
1995		<p>Central government staff were uncomfortable due</p>	<p>1995 / 96. AOs use Maxwell findings to urge for UA.</p>			

		to suspicion from the city council staff	AOs used Maxwell, study on UA & livelihoods, land, labour food and nutrition to convince counsellors about UA. 1995 / 96 Sharing information & recognition of UA starts among AOs & other Techs officers despite the continued harassment of U.A. farmers. In 1995. AO offices introduced to Division offices. & faced resistance. Sectoral committees under decentralisation system & politicians requested for an anti-UA Act. This was hindered by local elections then that gave fame to UA farmers for audience. In 1996. Local Govt. Act placed AOs under Dept. of prod & marketing (a sub-dept under Gender Welfare & Community Dept.)			
1996		Central government staff were more responsible in offering services and were also close to farmers as they were answerable to farmers who paid for the services they offered. Demand driven extension services Ministry of agriculture encouraging urban agriculture	1996 Creation of Gender Welfare & community services Dept. livestock production & marketing.	1996/7 Opening campaigns then politicians supporting urban farmers. Politicians use AOs to take services (training, provision of good seeds) to communities. 1996. Local leaders responded to peoples' needs i.e. land conflicts, & impounding of animals due to demand of votes.		
1997			1997. Technocrats start reporting to politicians (accountability) At one time, Tech. officer could make own decisions. After decentr. In 1997, everybody accountable to somebody.	1997. Political leaders demanding information from technocrats. Empowered by the L.Govt. Act, political leaders demanding information from technocrats to make their programs. Sectoral committees take inform. to district councils &		1997. Farmers started demanding for agricultural services. Farmers started approaching NGOs for agric. Services / support. Opening of UNAFKA Kampala branch lead to participation of farmers in agric. Shows.

				local govts now able to enact by-laws.		
1998			<p>1998 Work plans changed from input to output budgeting as per the PEAP & PAF guidelines. As a lead way to promote devt; yearly work plans had to be in line with govt policy & major job for KCC was to ensure UA exists & promote it for better livelihoods & to monitor the change. Parallel campaigns at national level gave money to women to engage in UA as part of the campaigns to alleviate poverty.</p>		1998 – 2000 Increased UA related activity NGOs such as Living Earth diversified activities to include UA	
1999			<p>2000. Very vocal voice amongst AOs. Advocating for UA. Margaret Azuba encouraged to get out & do her job by advocating for UA. 1999. Recognition of the role of UA Releasing the law was not adequate, lead to discussion of the law amongst officers & in Council meetings. This culminated into pushing for the new laws.</p>			
2000	<p>2001-3: Many research activities on urban agriculture research.</p> <p>Increased farmers involvement in research</p> <p>Support by research institutions on farmers innovations e.g. fish farming</p>		<p>2000. PAF. Poverty Action Fund. Directly released to local governments for poverty alleviation programs. 2000. KCC Techn & Political team sit together & make joint decisions. A.O.s, legal, politicians agree together on when to act [<i>some saying "may be"</i>]; though some resisted the decision. Increased political pressure in recognition of UA changed people' perceptions.</p>			<p>2000. UNFA Kampala branch turned into Kampala District Farmers' Association.-KADFA for their autonomy. 2000. Farmers begin gaining confidence about carrying out UA. -Process of ordinance formulation had began - Communities started participating in related agric. Shows - KCC directed that farmers should not be</p>

						harassed till ordinances were in place
2004	Partnerships development among different organization for research which brought about the formation of KUFSALCC	National Agricultural Advisory Services under the Ministry of Agriculture supported urban agriculture in Kampala district				
NOW	More research on urban agriculture which applied participatory approaches with heavy community involvement	Now: Minister for Agriculture pushing for a national policy on urban agriculture	NOW. AOs report to KCC & actively carrying extension services. Ordinances are being introduced 2003-04, UA now legal, ext. services now provided, NGOs expressed interest in collaboration with KCC in UA.	Now. 2002 – 2006 Increasing focus on reducing unemployment from 43% - UA an option. AOs reporting to Sectoral committees, policy makers making diff. options for un employment, UA came up. Now. Politians are at the fore front on advocacy for UA, some of them are also practitioners of UA.		Now 2003-2006. With the sensitisations on UPA ordinance guidelines, Farmers now confident to carrying out farming without harassment of KCC. Today farmers organised in groups & aware & able to demand for agric. Services. Restriction of animal movement has increased practice of zero grazing More intensive livestock farming..