



# FEED THE FUTURE

The U.S. Government's Global Hunger & Food Security Initiative



INNOVATION LAB FOR  
FOOD SECURITY POLICY RESEARCH,  
CAPACITY, AND INFLUENCE (PRCI)

## Theoretical and practical dimensions of policy and relationship among vision, mission, goals, strategy, plan, programs, projects

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Cornell University



# Outline

- **Theory of policy making**
- **Practical dimensions of Policy making**
- **Vision**
- **Mission**
- **Goals**
- **Strategies**
- **Plans**
- **Program**
- **Projects**
- **Linking it all together**

# Theory: Political economy and policy making

- Democracy? Dictatorship? In Between?
- Debate and dialogue – allowed?
- Evidence based policy debate / making
- Leading and Misleading -
- Political motivation- winning elections?
- Fiscal Decentralization – administrative powers?
- State – Center relationships – same rulers?
- Resource sharing – institutional mechanisms?
- Freedom of press – open debate?

# Vision

- What is a vision?
- Where does this come from?
- Who is responsible to develop a vision?
- Who works to define the elements of a vision?
- What is the timeframe for a vision?
- National vision Vs Sectoral vision?
- What does this mean to action?

# **IFPRI's Vision**

**IFPRI's envisions a world free of  
hunger and malnutrition.**

**Dr. Manmohan Singh**, former Prime Minister of India

## ■ Vision for Market Reform in Agriculture

- “There are other rigidities because of whole marketing set up in 1930s which prevent our farmers from selling produce where they get their highest rate of return. It is our intention to remove all those handicaps which come in the way of India realizing its vast potential of becoming one large market”

# MISSION

- What is the Mission?
- Where does it come from?
- Who sets the mission taking the Vision
- How is the mission delegated?
- National Mission Vs sectoral Mission
- How does it change with Global scenario?
- When is linked to specific output – outcome?
- Achieving specific goals?

# IFPRI's Mission



**Its mission is to provide research-based policy solutions that sustainably reduce poverty and end hunger and malnutrition.**



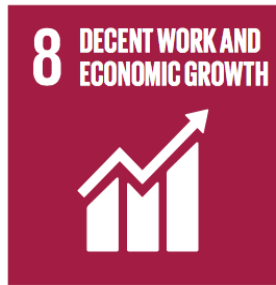
# What is the Mission statement?

- What is the mission statement for Nepal Government?
- What is the mission statement for Agriculture Sector?
- Specific mission for the research council?
- How does this relate to the priorities for the sector and for research?

# Development Goals

- Global goals Vs National goals
- National Goals and sectoral Goals
- Specific
- Measurable
- Attainable
- Relevant
- Timeframe

# Sustainable Development Goals



# Nepal National Goals

- What strategic goals are derived from Global goals?
- What are the poverty reduction goals?
- What are the food security goals?
- What are the nutrition goals?
- What are the goals for Green House Gas Emissions?
- What are the extension system Goals?

# Policies

- **National Economic Policies**
- **Sectoral Policies Agriculture - Health**
- **What is the policy systems look like?**
- **Who plays key roles in the policy system?**
- **How to navigate through the policy process?**
- **When does the policy change?**
- **What are specific examples of food and agricultural policies?**



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# Policy Chronology

Date	Actors	Actions	Triggering events
1947	Ministry of Consumer Affairs, Food, and Public Distribution, Government of India, State governments	Establishment of Public Distribution System	Bengal famines in 1940s
1965	Government of India	Establishment of Food Corporations India to implement National Food Policy	
1967/68 to 1977/78	Farmers, government,	Green Revolution	Dramatic Increase in population
1992	Government of India	Public distribution system revamped in tribal, arid, hill and remote areas	
1997	Government of India	Targeted public distribution system implemented	
2000		Antyodaya Anna Yojana – Scheme launched to target the poorest of the poor	
2001	People's Union for civil Liberties Rajasthan	right to food petition filed against the Indian government.	increasing death rate due to hunger and drought
November, 2001	Supreme court	Interim order directing all state governments to introduce cooked mid-day meals in primary schools.	public interest litigation
2007	Indian National Congress (political party)	campaign promise to introduce food security act	Central government elections
2011	Indian National Congress (political party)	National Food Security Bill Introduced in Lok Sabha	To fulfill a campaign, promise
July, 2013	Parliament	Bill made a Presidential Ordinance	Upcoming government elections
November, 2013	Parliament	Establishment of National Food Security Act	Upcoming government elections

# Food and Agriculture Policies in India

Instruments	Application	Objective	Issues
Input Subsidies	➤ Price based instruments on fertilizer, electricity and irrigation	➤ Reducing farmers' production costs.	➤ Encourages overuse of inputs. ➤ High burden on government's expenditure
Domestic market Price Support	➤ Extension use of minimum support price for 25 products actions as floor price	➤ Functioning as price floors for procurement ➤ coverage too extension;	➤ Incurs variable fiscal costs
Public Procurement and National Stock Holding	➤ Secure food grains from producers at minimum support price	➤ Maintaining buffer norm and supporting the public distribution system	➤ High cost due to mistiming in stock buildup
Trade Policy	➤ High import tariffs; export restrictions; implicit export subsidies for disposing stock	➤ Insulating domestic market	➤ Export restriction damaging producer incentives during world price spikes
Consumer Support	➤ Mainly public distribution of grains through subsidies central issue prices	➤ Physical distribution of subsidized grains to the poor ➤ issue with leakage and waste	➤ Ineffective in targeting and delivery ➤ Increase in cost of the program after expansion in NSFA

Source: Adopted from Yu et al. (2013)

## National Food Security Act / Farm Laws 2020

- December 2011 – Introduced as a bill in the parliament
  - Nothing happens for one and half year
  - Then election dynamics kicks off – political momentum
  - On 5 July 2013 - becomes a Presidential Ordinance
  - On 12 September 2013 – becomes a law.
- 
- The process of Farm Bills start after March 2020
  - Motivated by the struggles of the farmers to sell produce under COVID lockdown
  - Three farm bills become laws in June 2020



# Institutional architecture in India – Nepal?

- Prime Minister's office
- Cabinet and opposition
- National Development Council
- Ministry of Food
- Ministry of Agriculture
- State Ministries of Food and Agriculture
- Parliamentary committees on food and agriculture
- Research Think Tanks; Indian Council for Agriculture Research
- State Universities
- Private sector
- Farmers and rural households
- NGOs
- Consumers / vulnerable groups

# Major criticisms during policy process (Mathew, 2015)

- A senior politician of the Bharatiya Janata Party (BJP) described the bill as “vote security” for the ruling coalition government, rather than food security.
- Another criticism condemned it as it had been clearly brought in for elections.
- Policy process guided by years of research and debate on market liberalization – 1990s opening up benefited the country but not agriculture
- Deepening of reforms in agriculture markets is needed

## Political change and policy continuance (Mathew, 2015)

- The Union Budget 2015–16 makes drastic reductions in budget allocation for major national social programmes in the country on the argument that greater devolution of tax revenues to the states, as per the recommendations of the Fourteenth Finance Commission has been agreed to by the union government.
- This remains the premise of the Farm Bills of 2020

# **India - Major Policy Changes – during food crisis of 2007-08**

**Wheat procurement doubled in 2008/09 to 22.7 million Mt. Large quantities of rice and wheat released from stocks.**

**Wheat exports banned (Feb. 2007);**

**Exports of common rice banned (Oct. 2007), but no effect on existing contracts**

**Zero import duty on selected food items**

# Two major policy ideologies in India

- Socialistic leaning
- Protect the poor
- Private sector is already subsidized heavily – why not the poor?
- NFSA does not cost much additionally
- Amartya Sen?
- What are the political economy factors?
- Market orientation
- Promote efficiency
- Reduce wastage
- Leakage and costs high
- Reinvest the saving from food subsidies to infrastructure
- Jagdish Bhagwati?
- What are the political economy factors?

## **Market Reforms of 2020 – the three Acts / Laws**

- **Removal of Essential Commodity Act**
- **Agricultural Produce and Marketing Committee Act**
- **Farmer producer Organization Strengthening**

# What are the political economy implications?

## Supporting arguments

- Small set of farmers depend on MSP and benefit only 6% of farmers
- Majority from Punjab and Haryana benefit from MSPs.
- MSPs are still argued on grounds of - 1. need for PDS; 2. building up Buffer stock
- Stocks of food grains needed for price stabilization.
- Government must procure the grains at a preannounced price under MSP
- But reforms from Farm Bills can benefit the smallholders
- Most smallholders have to sell in APMCs but now can sell anywhere they want
- Reforms call for, APMCs to compete with other buyers
- farmers' bargaining power is increased by the farm laws

## Government predicament and approach to address the political crisis?

- Going back on the laws if not possible for the government
- PM uses the earlier proposals of the UPA PM and Policy makers to support the implementation of the farm bills
- PM – Laws were made only after they were well debated and accepted issues which were supported by all past government but not implemented fully
- PM asked for the reforms are given a chance to work
- Govt recognizes that there may be additional need for refinement of the policies
- The protests may be extended to the next elections.



# Government responses to the opposition and farmers protests – PM speech in Rajya Sabha – February 8, 2020

- **MSP was there (in past). MSP is there (now). MSP will remain in the future,"**
- **“Also, affordable ration for the poor (through the public distribution system) will continue,"**
- **“Mandis will be modernized”**

Read more at:

[https://economictimes.indiatimes.com/news/politics-and-nation/modi-says-ill-words-against-sikhs-will-do-no-good-asks-agitating-farmers-to-withdraw-stir/articleshow/80748489.cms?utm\\_source=contentofinterest&utm\\_medium=text&utm\\_campaign=cppst](https://economictimes.indiatimes.com/news/politics-and-nation/modi-says-ill-words-against-sikhs-will-do-no-good-asks-agitating-farmers-to-withdraw-stir/articleshow/80748489.cms?utm_source=contentofinterest&utm_medium=text&utm_campaign=cppst)

# How is the opposition to the Farm Laws handled?

- When the agitation began – the Common view in the last 3 months - Govt failed to handle the Farmers Agitation
- Last week Agricultural Minister asked in the parliament – prove us that the Farms Laws bad for the farmers
- We will not implement it for the next 18 months to give time for the farmers to adjust – cropping patterns and marketing strategies
- Now the same interviewees say: Govt handled the protests very skillfully
- Used the previous arguments and intention of the congress party as the motivation for the farm laws – giving credit to the past government
- Strong belief that farmers agitation is fizzling out!
- State level farmers are agitating but for supporting the farm laws !

# India - Factors affecting Policy Process

- Coalition government vs Absolute majority – both populist and pressure factors
- Social welfare Vs market orientation
- Right to Food – Food security Bill – not much of controversy but timing was politically motivated
- Strong role of media – parliamentarians raising issues – media coverage of the demonstrations
- Role of think tanks – government funded – not open – but consulted (NCAER, NIAP, NITI Aayog, all others, shifting positions as needed)
- Central – State linkages – state level decisions influence food security more than national policy making (2 cents per kg of rice)
- Implementation rests at the state level – non-BJP governments opposing
- Already existing safety nets – was quickly strengthened – MSP – Mandis – PDS will remain

# Preliminary Conclusions

- Context of policy change matters – why change?
- Actors and players – who gains and who loses?
- Relative strength, collective strength, Linkages and coalition – why became political opportunity
- Balance on the perspective – increased transparency –
- Fear of losing MSP - guaranteed procurement and traders losing out in the first season.
- Non – grain farmers clearly gained

# Preliminary Conclusions

- Generation and use of evidence – clear exhibition of benefits – yet political factors make it difficult
- Organizational and institutional factors matter – APMC mandis likely to lose out in the long run
- Increasing mutual accountability – PAN card-based transactions – income tax of farmers

<b>Kaleidoscope Hypothesis</b> <b>Policy Stages</b> <b>Policy Actions of Reforms</b>	<b>National Food Security Act</b>	<b>Essential Commodity Act</b>	<b>APMC Act</b>	<b>FBO Act</b>
<b>1. <u>Agenda setting</u></b>				
• Powerful advocates	+	++	+++	++
• Focusing event	+	+	+	+
• Recognized, relevant problem	+	+++	+++	+++
<b>2. <u>Design</u></b>				
• Pressing vs chosen problem	-	-	--	--
• Ideas and beliefs	+	+	++++	++
• Cost-benefit calculations	+	++	+++	++
• International design spillovers				
<b>3. <u>Adoption</u></b>				
• Propitious timing	+	+++	+++	+++
• Veto players	+	+	-	-
• Relative power: proponents vs opponents	+	++++	++++	++++
<b>4. <u>Implementation</u></b>				
• Institutional capacity	+	+	+++	++++
• Requisite budgetary allocations	+	+	++	++++
• Commitment of policy champions	+	+	++++	+++
<b>5. <u>Evaluation, Reform</u></b>				
• Changing conditions	-	+	+++	++++
• Changing information or beliefs	-	+++	++++	+++
• Resource availability relative to cost	-	+	++	++++
<b>Legend</b>				
+ Significant positive impact of this variable on policy outcomes				
- Significant negative impact of this variable on policy process				
Source: Field interviews and available literature				

## Lessons from the Case studies

- Crisis vs. non-crisis policy process-
- Crisis as an opportunity for long-term strategy development
- Political institutions and policy consultations – Farmers lobby and traders' lobby
- The policy process as collective action – state support – all party support – parliamentary process
- Formation of stronger coalitions – politicians – bureaucracy and academics formed a strong advocacy coalition

## Lessons from the Case studies

- Involvement in long-term policy dialogues with increased legitimacy
- Role and independence of research organizations in the policy process
- Strengthening the capacity of actors and players in the policy process
- Role of monitoring systems



# Agricultural Development Strategies

- What is a strategy?
- National strategy Vs sectoral Strategy?
- How are derived from Broader policies?
- What is the connection to the agricultural development Plans?
- How do they determine the Investment in the sector?
- Research Strategy / Extension Strategy?

# IFPRI's Strategic Research Areas

1. Fostering Climate-Resilient and Sustainable Food Supply
2. Promoting Healthy Diets and Nutrition for All
3. Building Inclusive and Efficient Markets, Trade Systems, and Food Industry
4. Transforming Agricultural and Rural Economies
5. Strengthening Institutions and Governance

**Each of the five strategic research areas considers **gender** within all research questions and throughout the research process.**

# IFPRI's Gender Research Strategy



- Generates evidence on how gender relates to food and nutrition security to inform more inclusive economic development and empowerment.
- Examines the gendered impacts of institutions, policies, programs, and projects, as well as the influence of gender on a range of development outcomes, including nutrition, health, agricultural productivity, natural resource management, market development, land and resource governance, and economic development and poverty reduction more broadly.
- Focuses on the drivers and implications of women's empowerment in agriculture

# Agricultural Plans

- Agricultural Development Plans
- Derived from Strategy
- Plan for what?
- Implementation?
- Monitoring and Evaluation?
- Program management?
- Time bound – goal oriented – has a budget
- Investment Plans?

# Nepal Agricultural Development Plan?

- What is good example of a Nepal Agricultural development plan/
- When was the latest one developed?
- Review of the Joint Sector Plan?
- Why is done jointly?
- Key features of the JSP?

# Programs

- What are the specific programs?
- How does it get derived from a policy?
- What is the example in Nepal?
- **Farmer producer Organization Strengthening**
- Both as a policy change and as a program

# Nepal Agricultural Program?

- What is the program?
- How does it relate to Policy?
- Under what SDG it can be classified?
- How does it get implemented?
- What is the scale – up possibilities?
- How does it get transformed into and policy refinements?

# Development Projects

- Projects could be sub-units of a program
- Could be public sector or private sector
- Mostly run by the International NGOs?
- Intervention projects
- Geographically restricted
- Specific goals, target to achieve, inputs, outputs, outcomes, impact are defined ahead



# Nepal - Agricultural Project?

- What is a project?
- How does it relate to Policy?
- Under what SDG it can be classified?
- How does it get implemented?
- What is the scale – up possibilities?
- How does it get transformed into programs and policy refinements?

# Linking it all together?

- How does a policy gets developed for a Vision?
- What brings the policy to the human level?
- How to get the final results for the vision and the policies?
- Connecting them to implementation and the Theory of Change?

**Thank you!**

