EXTRAPOLATE
Un outil d’animation et de prise de décision au sein des filières

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Cirad-Lavalette
EXTRAPOLATE

Ex-ante tool for ranking policy alternatives
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Ex-ante tool for ranking policy alternatives

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and

Peter Thorne, Stirling Thorne Associates, UK.
Philip Thornton, ILRI, Nairobi, Kenya.
Objectives

After reading this module, you should know about:

- Formulating pro-poor livestock policies
- Evaluating alternative policy components using the EXTRAPOLATE programme

See notes for required background
Overview

• Part I: Introduction
  – Policy process and analysis
  – EXTRAPOLATE summary

• Part II: Example
  – Dairy policy in Uganda
  – Lessons learned ....

• Part III: Practical
  – Step by step interactive demonstration
Part I: Introduction
- Policy process and analysis
- EXTRAPOLATE summary

Part II: Example
- Dairy policy in Uganda
- Lessons learned ....

Part III: Practical
- Step by step interactive demonstration
What constitutes a good policy?

- Equitable
  Pro-poor - not based purely on profitability

- Inclusive
  based on broad stakeholder consensus

- Evidence-based
  policy analysis

- Practical
  appropriate instruments, institutions and funding
How do we arrive at a good policy?

- Identify policy issue(s)
- Livelihoods analysis
- Engage in policy process
- Involve stakeholders
- Clarify disputed issues
- Consensus proposal for new policy or legislation
How can EXTRAPOLATE help?

Developed by the Pro-Poor Livestock Policy Initiative to assist policy analysis and design
www.fao.org/ag/pplpi.html

- Set up a ‘coalition for change’
  participation in the policy process

- Analyse the status quo
  common understanding of stakeholders and their constraints

- Identify policy options
  policy analysis

- Select optimal combinations of policy intervention
  participation / negotiation / communication
Figure 5.1: Sustainable Livelihoods Framework  (H=Human capital; F=Financial capital; N=Natural capital; S=Social capital; P=Physical capital)  Source: DFiD, 2000.
A Livestock Based SL Approach

Social, Political, Environmental, and Institutional Context for livestock keeping:

- Disabling
- Neutral
- Enabling
- Flourishing

Capital Asset Acquisition: (Human, Physical, Natural, Social, Financial)

Opportunity Sets vs. Costs of livestock keeping

Livelihood Strategies in the livestock sector

Livestock-related Livelihood Outcomes: Sustainable and Non-sustainable

Intervention points identified for Projects and Programmes
Ex-ante Tool for Evaluating Policy Alternatives – Extrapolate

EXTRAPOLATE (Ex-ante Tool for Ranking Policy Alternatives) arose out of the need for a decision support tool to assess the impact of different policy measures. By disaggregating the effects of policy interventions, the tool facilitates discussion of the relevant issues and enables users to visualize the predicted impacts of policy interventions, based on numerical analysis. The tool serves as a filter that allows the user to sift through, in an iterative fashion, a range of policy measures to identify those that could be applied in a specific situation to achieve particular outcomes that further particular policy objectives. This would be the first step in assessing potential impact before looking at identified policy options in more detail. Mainstream economics has a wide array of tools to assess these sets of policy changes in a rigorous and quantitative fashion (such as policy analysis matrices, computable general equilibrium models, etc.). The tool has the further characteristic that it is participatory in nature, encouraging stakeholder involvement and discussion around the likely impact of policy change.

In essence, for a particular theme (e.g. a dairy sector) relatively homogeneous stakeholder groups are first identified (as a commodity chain approach can be helpful in deciding who is involved and where), and these groups are assigned a livelihood status (as some other currency of well-being). The constraints that they face in relation to the particular theme are then identified and linked by scoring their relevance to the different groups. Outcomes are then identified as the measurable effects of relieving these constraints, and the impact of these outcomes on livelihood status is estimated. Thus the present “现状” situation is described, and policy or institutional interventions can then be introduced. Their effects are estimated in terms of their impacts on constraints, which result in certain outcomes, which, in turn, influence the livelihood status of the different stakeholder groups.

The development of Extrapolate was conceived and financially supported by FAO’s Pro-poor Livestock Policy Initiative (PPLP). For more information on the project, go to the PPLP website.
Stakeholders need essentially to be fairly homogeneous groups of individuals, households or communities, of similar welfare levels and who face similar constraints. For each stakeholder group in the model, think about a characteristic example and specify a “typical household”. Are the stakeholders in the model all sufficiently different? If not, you may need to reduce the number of stakeholders. Are all the major system types accounted for? Are all stages of the marketing chain accounted for? If not, you may need more stakeholder groups. You might think about aiming for 10-20 stakeholder groups in total.

Outcomes are the measurable effects of relaxing constraints, and act directly on the welfare of a group of stakeholders. If an outcome reads as the reverse of a constraint, it needs to be reformulated. If you have more than 6-8 outcomes in the model, consider if the things you have as outcomes really are things that directly affect welfare. The outcomes need to be highly specific, cover only one outcome each, and should be as independent of each other (and of particular constraints and stakeholder groups) as possible.

Constraints should be specific and deal with one thing only each. They should not overlap, in fact they should be independent, as far as possible. If two constraints are very similar it is likely that either they can be reformulated as a single constraint or that one is a direct result of the other, more fundamental constraint. Each constraint should be of some relevance to at least one stakeholder group, otherwise throw it out. You might think about aiming for 10-20 constraints in total.
EXTRAPOLATE: Graphic output

Policy Analysis: Impacts on Stakeholder Groups

Relative change in welfare

Policies

Stakeholder groups
EXTRAPOLATE: Summary

- Simple PC-based programme
- Promotes a participatory approach
- Easy to use, well documented
  - User Guide
  - Reference Manual
- Not data-intensive
- Simple graphic output
- Can evaluate different combinations of policies
- Can be used at a range of policy levels
Built around 4 elements and their linkages

1. **Stakeholder groups** – the individuals on which policies have an impact (livelihood status);

2. **Constraints** – that prevent stakeholders from achieving desirable outcomes;

3. **Outcomes** – measurable effects of relaxing constraints (contribute to the livelihoods of stakeholders); and

4. **Policies** – that impact on constraints.
EXTRAPOLATE: Model diagram

Policies → Constraints → Outcomes → Stakeholders
EXTRAPOLATE: Stakeholders

Step 1

- Policies
- Constraints
- Outcomes
- Stakeholders
EXTRAPOLATE: Constraints

Step 2

Policies -> Constraints -> Outcomes -> Stakeholders

Constraints

FAO

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Step 3

EXTRAPOLATE: C → S
Step 4

Policies → Constraints → Outcomes → Stakeholders

EXTRAPOLATE: Outcomes
Step 5

EXTRAPOLATE: O → S

- Policies
- Constraints
- Outcomes
- Stakeholders
Step 6

Policies → Constraints → Outcomes → Stakeholders

EXTRAPOLATE: C → O
EXTRAPOLATE: Policies

Step 7

- Policies
- Constraints
- Outcomes
- Stakeholders
Step 8

Policies → Constraints → Outcomes → Stakeholders

EXTRAPOLATE: P → C
Step 9

EXTRAPOLATE: P → O

- Policies
- Constraints
- Outcomes
- Stakeholders

The diagram shows a flow from Policies to Constraints to Outcomes, and then to Stakeholders, indicating a process or cycle.
EXTRAPOLATE: Impact of policy change on different stakeholders
Overview

Part I: Introduction
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Part II: Example
- Dairy policy in Uganda
- Lessons learned ....

Part III: Practical
- Step by step interactive demonstration
Dairy policy in Uganda – origins

- 1993 Dairy Master Plan
- Request to help develop a dairy policy
  - MAAIF
  - DDA
  - PMA Secretariat
- The challenge:
  - To develop policies based on equity, rather than just on profitability
  - To ensure that marginalized groups are represented
Dairy policy in Uganda – process

• Dairy policy task force
  – MAAIF; PMA Secretariat; DDA; UBOS; NAGRC

• Stakeholder workshops using EXTRAPOLATE
  – Uganda Dairy Farmers Association
  – Uganda National Dairy Traders Association
  – Uganda Dairy Processors Association
  – NGOs
  – Individual milk producers
  – etc........
EXTRAPOLATE: Stakeholders

Step 1

- Policies
- Constraints
- Outcomes
- Stakeholders
Stakeholder analysis - commodity chain

Informal

Formal

Source: ILRI 2003
Stakeholder groups

• Producers
  – Smallholder intensive (4)
  – Smallholder extensive (2)
  – Mediumholder intensive (7)
  – Mediumholder extensive (4)
  – Large-scale producers (9)
  – Pastoralist (3)
  – Agro-pastoralist (6)

• Processors and traders
  – Informal traders (5)
  – Formal traders (8)
  – Informal small processor (6)
  – Formal small processor (7)
  – Large processors and exporters (10)

• Consumers
  – low-income rural consumer (1)
  – low-income urban consumer (1)
  – High income consumer (9)
### Stakeholder Group Data

<table>
<thead>
<tr>
<th>Stakeholder group</th>
<th>Likelihood status (0-10)</th>
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<tr>
<td>503 mediumholder intensive</td>
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<td>504 mediumholder extrovertial</td>
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<td>505 large scale</td>
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<td>506 fishermen</td>
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<tr>
<td>507 agro-foresteral</td>
<td>6</td>
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<tr>
<td>508 informal traders</td>
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<tr>
<td>509 formal traders</td>
<td>8</td>
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<td>510 informal small processors</td>
<td>6</td>
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<td>7</td>
</tr>
<tr>
<td>512 large processors de exporters</td>
<td>10</td>
</tr>
<tr>
<td>513 low-income rural consumers</td>
<td>3</td>
</tr>
<tr>
<td>514 low-income urban consumers</td>
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</tr>
<tr>
<td>515 high-income consumers</td>
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</tr>
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</table>

Current model: Policy screening for the dairy sector

Print stakeholder group list
Show stakeholder group descriptions in list
Step 2

- Policies
- Constraints
- Outcomes
- Stakeholders

EXTRAPOLATE: Constraints
Constraints

• Production and processing
  – Knowledge and skills
  – Access to fixed inputs
  – Cost and availability of variable inputs
  – Animal health and nutrition
  – Low-yielding cattle breeds

• Consumption
  – Poor quality of milk and dairy products

• Institutional constraints
  – Low demand
  – Market access
  – Quality control
  – Insecurity

• Other constraints
  – Healthy labour force
Step 3

EXTRAPOLATE: C → S

- Policies
- Constraints
- Outcomes
- Stakeholders
EXTRAPOLATE: Model linkages

![Image of the EXTRAPOLATE model interface](image)

### Constraints Data

<table>
<thead>
<tr>
<th>Stakeholder group</th>
<th>Constraint</th>
<th>Impacts of constraints on outcomes</th>
<th>Reference of constraints to stakeholder groups</th>
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<td></td>
<td>C03 poor access to water</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td>C04 high costs and low availability of inputs</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td>C05 low yielding cattle breeds</td>
<td>6</td>
<td>6</td>
</tr>
<tr>
<td></td>
<td>C06 insufficient labour force</td>
<td>3</td>
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<td></td>
<td>C07 cattle theft</td>
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<td></td>
<td>C08 poor access to credit and capital</td>
<td>4</td>
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<td></td>
<td>C09 poor utilities (water and electricity)</td>
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<td>C10 poor dairy infrastructure</td>
<td>0</td>
<td>0</td>
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<td></td>
<td>C11 low demand in milk production / prices</td>
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<td></td>
<td>C12 lack of effective demand</td>
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<td></td>
<td>C13 poor access to markets - physical</td>
<td>6</td>
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<td>C14 poor access to markets - institutional</td>
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<td></td>
<td>C15 poor quality of milk and dairy products</td>
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<td>C16 poor animal nutrition</td>
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<tr>
<td></td>
<td>C17 poor animal health</td>
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</table>

Stakeholder group:
- S02 smallholder extensive
- S03 smallholder intensive
- S04 mediumholder extensive
- S05 large scale
- S06 pastoralists
- S07 agro-pastoralists
- S08 informal traders

Current model: Policy screening for the dairy sector

Print list of constraint references
Step 4

Extrapolate: Outcomes

Policies → Constraints → Outcomes → Stakeholders
Outcomes

- Increased production and sales
- Increased profit margins
- Increased security of livestock assets
- Improved nutritional status
- Increased employment opportunities
- Reduced environmental degradation
Step 5

EXTRAPOLATE: O → S

Policies → Constraints → Outcomes → Stakeholders
## Data Management

### Relevance of Constraints to Stakeholder Groups

<table>
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<td>C62 poor access to land</td>
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<tr>
<td>C63 poor access to water</td>
<td>3</td>
</tr>
<tr>
<td>C64 high costs and low availability of inputs</td>
<td>4</td>
</tr>
<tr>
<td>C65 low yielding cattle breeds</td>
<td>2</td>
</tr>
<tr>
<td>C66 unauthorized labor force</td>
<td>2</td>
</tr>
<tr>
<td>C67 cattle theft</td>
<td>2</td>
</tr>
<tr>
<td>C68 poor access to credit and capital</td>
<td>3</td>
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<tr>
<td>C69 poor quality of inputs, services, and technology</td>
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<td>C10 poor dairy infrastructure</td>
<td>8</td>
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<td>C11 seasonal variation in milk production / price</td>
<td>4</td>
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<tr>
<td>C12 lack of effective demand</td>
<td>6</td>
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<tr>
<td>C13 poor access to markets - physical</td>
<td>7</td>
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<tr>
<td>C14 poor access to markets - institutional</td>
<td>6</td>
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<tr>
<td>C15 poor quality of milk and dairy products</td>
<td>5</td>
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<tr>
<td>C16 poor animal health</td>
<td>4</td>
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<tr>
<td>C17 poor animal health</td>
<td>5</td>
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- **Stakeholder group: S62 smallholder extensive**
- **Stakeholder group: S63 mediumholder intensive**
- **Stakeholder group: S64 mediumholder extensive**
- **Stakeholder group: S65 large scale**
- **Stakeholder group: S66 pastoralists**
- **Stakeholder group: S67 agro-pastoralists**
- **Stakeholder group: S68 informed traders**
- **Stakeholder group: S69 informed wholesalers**
- **Stakeholder group: S70 informed small processors**
- **Stakeholder group: S71 small processors & exporters**
- **Stakeholder group: S72 large processors & exporters**
- **Stakeholder group: S73 low-income rural consumers**
- **Stakeholder group: S74 high-income consumers**
Step 6
EXTRAPOLATE: Model summaries

Constraints Summary

- Constraints
- Stakeholder groups

Relevance
Step 7

- Policies
- Constraints
- Outcomes
- Stakeholders

Extrapolate: Policies
Policy changes

- Promote genetic improvement
- Strengthen delivery of veterinary services
- Provide appropriate extension services
- Improved market infrastructure and information
- Ensure quality control along the chain
- Increase local consumption to build a strong domestic market
- Promote efficiency in the input supply system
- Increased access to credit facilities
Step 8

EXTRAPOLATE: P → C
Step 9

Policies → Constraints → Outcomes → Stakeholders
EXTRAPOLATE: Model diagram
EXTRAPOLATE: Analysis tools

Wealthy producers/processors/consumers

Relative change in welfare

Policies

Wealthy consumers

Pastoralists and agro-pastoralists

Small processors & traders

Small-medium producers
Promote genetic improvement

Small-medium producers

Pastoralists and agro-pastoralists
Provide appropriate extension services

Small-medium producers
Pastoralists and agro-pastoralists
Enforce quality control

Small-medium producers

Pastoralists and agro-pastoralists
Promote consumption

Small-medium producers
Pastoralists and agro-pastoralists
Optimal combination of policies

Small-medium producers

Pastoralists and agro-pastoralists
Key elements of a pro-poor policy

• Promote genetic improvement
• Strengthen delivery of veterinary services
• Provide appropriate extension services
• Improved market infrastructure and information
• Ensure quality control along the chain
• Increase local consumption to build a strong domestic market
• Promote efficiency in the input supply system
• Increased access to credit facilities
Key elements of a pro-poor policy

- Promote genetic improvement
- Strengthen delivery of veterinary services
- Provide appropriate extension services
- Improved market infrastructure and information
- Ensure quality control along the chain
- Increase local consumption to build a strong domestic market
- Promote efficiency in the input supply system
- Increased access to credit facilities
Key elements of a pro-poor policy

• This DOES NOT mean that genetic improvement and standards/regulation should be discouraged or dropped from the dairy policy

• This DOES mean that when these broad policy outcomes are disaggregated into their component parts (laws, strategies, institutions etc.) great care needs to be taken to ensure that the poorer producers are not disadvantaged, and that their needs are also addressed
Impact

• Already
  – more analytical approach to policy development
  – increased capacity within the livestock sector to analyse and formulate policies, and tools available to assist with this
  – broader participation of stakeholders in the policy process
  – heightened awareness among stakeholders of how their constraints can be addressed by policy and institutional change

• Expected
  – A suite of policies, and supporting legislation and institutional change, that address the needs of smallholder dairy producers and processors, and poor consumers
Lessons learned

• **IF**
  – people have strongly opposing views

• **BUT**
  – discussion is structured using a simple program
    (differences in technical capacity do not matter)
  – discussion is informed by data / background studies
  – a neutral and credible institution facilitates negotiation (FAO/PPLPI)

• **THEN**
  – **It is possible to reconcile positions and design broadly accepted pro-poor policies**
End of Part II
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  – Lessons learned ....

• Part III: Practical
  – Step by step interactive demonstration
### Control Centre

**List of Models**

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End of Part III
Further reading


\textit{see FAQs in the notes}
This module is part of FAO Training Course on Policies and Strategies for the Agriculture and Rural Development.

For more information see the EASYPol training path:

Training Course on Policies and Strategies for the Agriculture and Rural Development