



INSTITUTIONAL ARCHITECTURE FOR FOOD SECURITY POLICY CHANGE: GHANA

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ACRONYMS

AfDB	African Development Bank
ASWG	Agriculture Sector Working Group
CAADP	Comprehensive African Agricultural Development Programme
CEPA	Center for Economic Policy Analysis
CIDA	Canadian International Development Agency
CSIR	Council for Scientific and Industrial Research
CSIR-STEPRI	CSIR-Science and Technology Policy Research Institute
CGIAR	Consultative Group on International Agricultural Research
CILLS	Comité permanent Inter-Etats de Lutte contre la Sécheresse dans le Sahel
CORAF	Conseil ouest et centre africain pour la recherche et le développement agricoles,
CSO	Civil Society Organization
CTA	Technical Center for Agriculture
DAES	Directorate of Agricultural Extension Services
DPO	Development Policy Operation
DPs	Development Partners
ECOWAS	Economic Community of West African States
ECOWAP	Economic Community of West Africa Agricultural Policy
EPA	Environmental Protection Agency
FABS	Food and Agriculture Budget Support
FAGE	Federation of Association of Ghanaian Exporters
FASDEP	Food and Agriculture Sector Development Policy
FAO	Food and Agriculture Organization
FBO	Farmer Based Organization
GAWU	Ghana Agricultural Workers Union
GNAFF	Ghana National Association of Farmers and Fishermen
GoG	Government of Ghana

GSGDA	Ghana Shared Growth and Development Agenda
GSS	Ghana Statistical Service
IEA	Institute of Economic Affairs
IFPRI	International Food Policy Research Institute
IITA	International Institute of Tropical Agriculture
ISSER	Institute of Statistics, Social and Economic Research
MESTI	Ministry of Environment, Science, Technology and Innovation
METASIP	Medium Term Agriculture Sector Investment Plan
MOFA	Ministry of Food and Agriculture
MOFEP	Ministry of Finance and Economic Planning
NDPC	National Development Planning Commission
NGO	Non-Governmental Organization
PCAHM	Parliamentarian Caucus on Hunger and Malnutrition
PEF	Private Enterprise Federation
PFAG	Peasant Farmers Association of Ghana
PPMED	Policy, Planning, Monitoring and Evaluation Directorate
PVO	Private Voluntary Organization
RELC	Research Extension Linkage Committee
SAKSS	Strategic Analysis and Knowledge Support System
SRID	Statistics, Research and Information Directorate
SWAp	Sector Wide Approach
TIPCEE	Trade and Investment Programme for a Competitive Export Economy
USAID	United States Agency for International Development
WB	World Bank
WFP	World Food Programme
WIAD	Women in Agricultural Development

INTRODUCTION AND METHODOLOGY

PURPOSE OF THE ASSESSMENT

The path and trajectory of policy changes are complex, non-linear processes that are often unique to a particular country. No two countries share precisely the same process, experience has demonstrated that effective processes can and do share similar features; namely predictable, transparent, inclusive, and evidence-based policy-making. A core concern and commitment of African leaders in advancing the Comprehensive African Agriculture Development Programme (CAADP) framework is to establish a policy enabling environment for the implementation of national agricultural investment plans. In support of this goal and recognizing the critical importance of the quality of the policy change process, USAID Bureau of Food Security (BFS) is emphasizing the need for an understanding of the Institutional Architecture for Food Security Policy Change.¹

Institutional Architecture provides an approach for conducting country-level analysis of a country's capacity to undertake food security change², by identifying implementation barriers, designing policy options, and coordinating actions across public and private institutions. This assessment examines the components of the policy-making process; providing USAID, local policymakers, and other key stakeholders with information on possible constraints that could stymie effective policy change. This work will support USAID in providing technical assistance to improve the capacity and performance of the policy change process.

METHODOLOGY

Part I: Mapping of Institutional Architecture for Policy Change

The first step in this process maps out the key systems, processes, and relationships that influence the food security policy development process. This approach involves identifying and mapping the guiding policy framework; the key institutions that hold primary responsibility for implementation; inter-ministerial coordination mechanisms; private and civil society organizations, as well as think tanks and research organizations, that impact and influence the food security policy change process. These factors are examined in the context of the broader economic and social dynamics that impact the policy change environment.

Part II: Capacity of Food Security Policy Change

The second part of this assessment involves an analysis of a country's capacity to undertake transparent, inclusive, predictable, and evidence-based policy change. The country is examined through the following six components of the policy formation process to determine its 'readiness for policy change':

- Policy Element 1: Guiding Policy Framework
- Policy Element 2: Policy Development and Coordination
- Policy Element 3: Inclusivity and Stakeholder Consultation
- Policy Element 4: Evidence-based Analysis
- Policy Element 5: Policy Implementation

¹ Institutional Architecture is defined as the set of partner-country procedures and processes for data collection and analysis, consultation and dialogue, policy proposal, feedback, approval, implementation, and enforcement.

² Food Security is defined by Feed the Future as "when all people at all times have access to safe and sufficient food to meet their dietary needs for a productive and healthy life. There are four main components: availability, accessibility, utilization, and stability of food."

- Policy Element 6: Mutual Accountability

Each of these components is analyzed through a set of indicators that determine the capacity and effectiveness of the overall policy change process. Each indicator is assessed using a three-tier rating system, which highlights the level of attention needed to improve the effectiveness of the component. A *Green* rating means the component is realized to a sufficient degree, and additional attention is not required. A *Yellow* rating means that the conditions required to achieve the component are partially achieved, but additional attention is required. A *Red* rating means that significant attention is needed to ensure the component is achieved. Indicators will be accompanied with a narrative analysis of key gaps and constraints to the policy change process.

Part III: Summary Conclusions and Recommendations

The third part draws conclusions based upon the above set of findings, and develops recommendations for future action.

OVERVIEW OF THE FOOD SECURITY CHANGE PROCESS IN GHANA

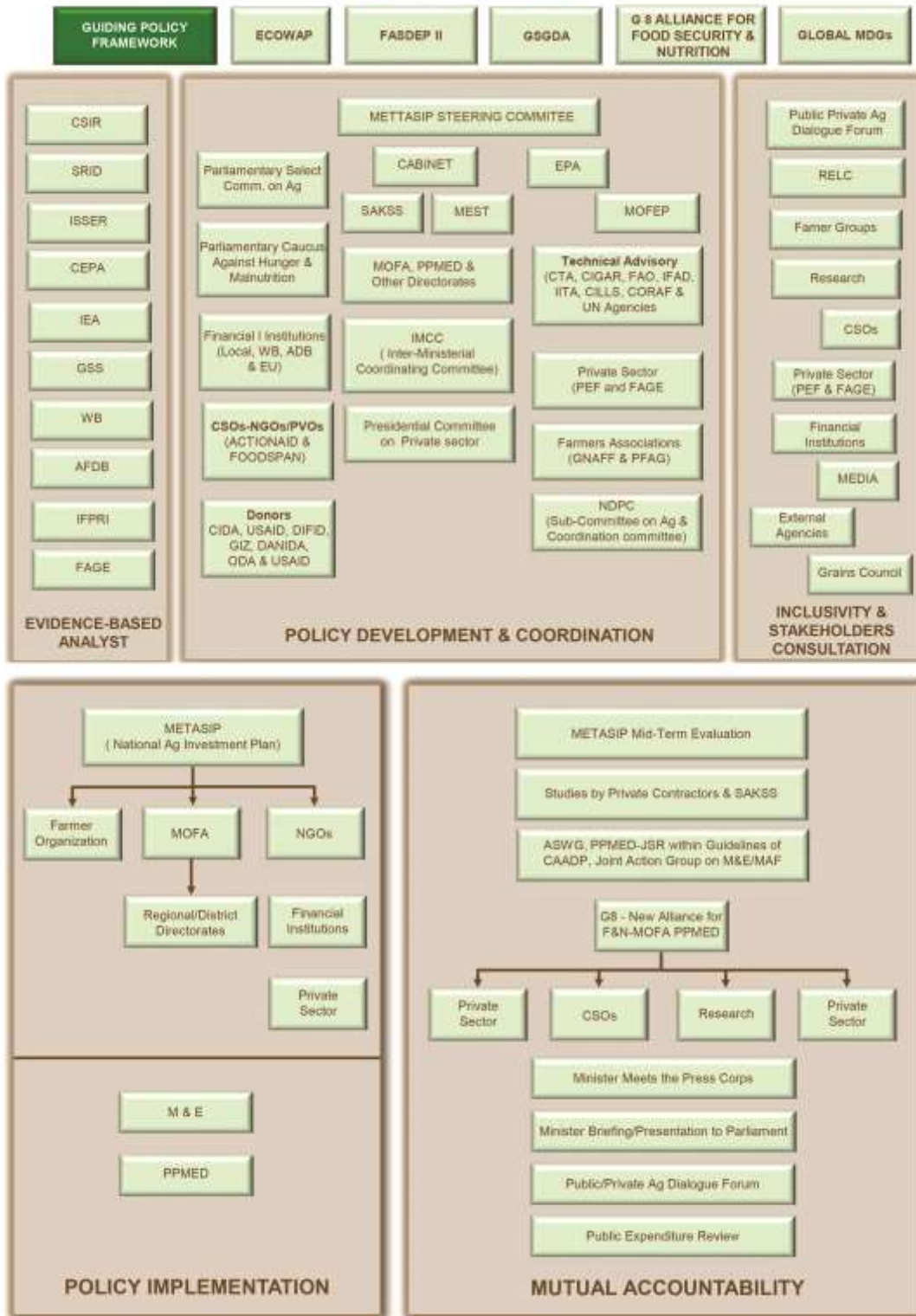
The Comprehensive Africa Agricultural Development Program (CAADP), under the Africa Union's New Partnership for Africa's Development (NEPAD), is a framework to improve food security in Africa. Its goal is to help African countries reach and sustain a higher path of economic growth through agriculture-led development that reduces hunger and poverty and enables food and nutrition security and export growth. This requires participating countries to commit to allocate ten percent of their national development budgets to agriculture and food security in pursuit of achieving six percent annual growth in agricultural productivity. It also calls on governments to adopt the United Nations' Millennium Development Goal number one: to cut hunger in half by 2015. This fully reflects the broad principles of peer review and dialogue, accountability, and partnership.³ CAADP supports governments in the process of preparing agricultural investment plans, while at the same time encouraging a more enabling policy environment to implement these.

The timeline for the attainment of 10 percent allocation of national budget to develop agriculture as contained in the Comprehensive African Agricultural Development Programme was the year 2008. The study confirmed that since 2003, the government of Ghana has systematically increased budgetary allocation to the agricultural sector. In 2004 the country reached the compliance level with the Maputo Declaration, devoting 11.5 percent of national budget to agriculture. In addition, expenditure on the sector reached 10 percent in 2004 and was sustained till date. However, the increased expenditure on the agricultural sector has not been accompanied by a concomitant sustainable growth of 6 percent in agriculture. Instead, an average growth rate of 4.5 percent was attained over the period 2001 to 2011.⁴

³ The CAADP Trust Fund Program Document, November 10, 2008.

⁴ Ibid, Public Expenditure Review, 2013

INSTITUTIONAL MAP



PART II: CAPACITY OF FOOD SECURITY POLICY CHANGE

POLICY ELEMENT 1: THE GUIDING POLICY FRAMEWORK

Ghana has a consistent set of policies and strategies for agriculture and rural development, and has a CAADP-approved multi-year food security plan.

OVERVIEW

Ghana's Medium-term agricultural development framework, which is consistent with the provisions of CAADP, is guided by a policy framework and an implementation plan. The policy framework is the Food and Agriculture Sector Development Policy II (FASDEP II – August 2007), and the implementation plan is Ghana's Medium Term Agriculture Sector Investment Plan (METASIP) for 2011-2016.

FASDEP II is focused on growth-inducing policies and programmes for wealth creation and poverty reduction. In comparison to FASDEP I, FASDEP II has improved the targeting of objectives on the poor and vulnerable, which FASDEP I did not fully address. FASDEP II also places greater emphasis on improving agricultural productivity of market-driven value chains through the application of science and technology, environmental sustainability and greater engagement of the private sector, as well as greater collaboration through partnerships. FASDEP II aims to achieve six objectives namely: 1) food security and emergency preparedness; 2) improved growth in incomes; 3) increased competitiveness and enhanced integration into domestic and international markets; 4) sustainable management of land and environment; 5) science and technology applied in food and agriculture development; and 6) enhanced institutional coordination. The six objectives have been developed into six programmes for implementation over the 2011-2015 under the Medium Term Agricultural Sector Investment Plan (METASIP).⁵

Ghana's Medium Term Agriculture Sector Investment Plan (METASIP) for 2011-2015 is a sector-wide investment plan, and constitutes the Government's commitments made under the CAADP Compact. The METASIP includes activities that will engage all agricultural-related ministries, departments, and agencies, as well as development partners including donors, the private sector, and civil society (NGOs, academia, civil society, farmers, and other on-farm and off-farm private sector operators, researchers, and service providers). It is an ambitious and wide-ranging plan for reform that aims to modernize agriculture and structurally transform the economy, through strengthening food security and preparedness, employment opportunities and reducing poverty. The six programs of METASIP include: food security and preparedness, increased growth in incomes, increased competitiveness and enhanced integration into domestic and international markets; sustainable management of land and environment; science and technology applied to food and agriculture development; and improved institutional coordination.

The following four levels of implementation governance have been set up for the smooth implementation of METASIP: 1) Steering Committee; 2) A Policy Dialogue Group; 3) A National Strategic Analysis and Knowledge Support System (SAKSS); and 4) A Secretariat.

⁵ Ghana Basic Agricultural Sector Public Expenditure Review (draft), Ato Ghartey and Adelaide Boateng-Siriboe, the World Bank, February 2013

Additionally, as part of the **G8 New Alliance Cooperation Framework** for Food Security and Nutrition, the government has developed three policy commitments designed to increase private investment. These commitments are: 1) Establish policy that enables the private sector to develop, commercialize, and use improved inputs to increase smallholder productivity and incomes; 2) Create a secure investment climate for investors by reducing transaction costs and risks; and 3) Support transparent, inclusive, evidence-based policy formulation process based on quality data and sound evidence that leads to increased investment in agriculture.⁶

CAPACITY FOR POLICY CHANGE INDICATORS

a. Clearly Defined and Consistent Policy Framework

Status: Green

Ghana's food security strategy is guided by the FASDEP II and METASIP programs, which provide a clear high-level strategy framework for improving food security. In addition, the G8 New Alliance Cooperation Framework identifies three specific policy reforms that the government has committed to implement in order to increase foreign direct investment in the agricultural sector.

b. Predictability and Transparency of the Policy-Making Process

Status: Yellow

The process of developing a legal cabinet- or parliamentary-approved policy is fairly clear. However, prior to a policy's consideration by the Cabinet or Parliament a policy's development may be subject to a number of influences and amendments by a range of different actors, and there is not necessarily a specific path this process will follow, or a defined set of organizations that will be involved. For example, the G8 New Alliance policy reform process is being coordinated by the METASIP Steering Committee, although the committee does not appear to have been recently active on advancing this agenda. As a contrast, a new seed policy was recently drafted and seems to have progressed primarily through a path promoted by the Alliance for a Green Revolution in Africa (AGRA) policy reform process. This process to develop the draft seed policy has involved members of the MoFA PPMED's Policy Division.

c. Clear and Functional Legislative System

Status: Yellow

The legal framework for the legislative system is well developed and is clearly articulated. There is a Select Parliamentary Sub-Committee on Agriculture, as well as a Parliamentarian Caucus against Hunger and Malnutrition, but involvement by this Committee and the caucus in METASIP appears to be sporadic, and it is not clear if they are carrying forward a specific agenda on behalf of METASIP. Although they are not very active on the SC, the SC has recently developed a proposal to meet with the new parliamentary select committee and establish a working relationship through the development and signing of a Memorandum of Understanding.

d. Appropriate Dispute Resolution Process/Judicial Framework

Status: Green

⁶ G8, G8 Cooperation Framework to Support The 'New Alliance for Food Security and Nutrition' in Ghana, 2012

The legal framework for the Judiciary is well developed and clearly articulated. There is widespread respect for the rule of law in Ghana and for solving disputes through legal processes.

e. Clearly Defined Institutional Responsibilities

Status: Red

Institutional responsibilities are unclear, and specific METASIP implementation responsibilities among the range of government institutions involved have never been defined to any degree of detail. It does not appear that METASIP implementation actions between ministries (if they are even being carried out) are coordinated and aligned. By design, the METASIP Steering Committee should have a prominent role in the food security policy change process. In practice, however, the committee does not meet often (perhaps four to five times a year) and there has not been consistent participation by MoFA directorates other than PPMED, or by line ministries. MOFA is represented on the SC by Chief Director. The Chief Director is expected to be the liaison between the SC and MOFA as a constituency. This is not working well because the CD does not attend meetings. The secretariat is made up of both PPMED and SRID staff, though a majority of members are from the PPMED.

The National Development Planning Commission (NDPC) is also coordinates several inter-ministerial coordination committees related to agriculture, and has some involvement in coordinating the advancement of food security policies; although it is not clear that the NDPC is the organization that initiates the development of food security policy reforms. The NDPC coordinates the following committees:

1. The Private Sector Technical Sub-committee,
2. The Sub-committee on Agriculture, and
3. A general inter-ministerial Coordination Committee.

The NDPC is responsible for coordinating implementation of the Ghana Shared Growth and Development Agenda (GSGDA). The NDPC is well placed to coordinate the inter-ministerial meetings as this is their mandate. MOFA has begun a process with NDPC to lead joint planning among agricultural sector Ministries, Departments and Agencies.

RECOMMENDATIONS

1. A detailed METASIP implementation plan needs to be developed and the roles of involved institutions should be clarified and defined (and documented).

POLICY ELEMENT 2: POLICY DEVELOPMENT AND COORDINATION

OVERVIEW

The 1993 constitution that established the Fourth Republic provided a basic charter for the republican democratic government. The constitution calls for a system of checks and balances, with power shared between a president, a unicameral parliament, an advisory Council of State, and an independent judiciary.

Executive authority is established in the Office of the Presidency, together with his Council of State. The president is head of state, head of government, and commander in chief of the armed forces. According to the constitution, more than half of the presidential-appointed ministers of state must be appointed from among members of Parliament.

Legislative functions are vested in Parliament, which consists of a unicameral 230-member body plus the Speaker. In practice, legislative powers are highly constrained by Article 108 of the constitution, which prohibits Parliament from initiating any bill that has financial implications. To become law, legislation must have the assent of the president, who has a qualified veto over all bills except those to which a vote of urgency is attached. Members of Parliament are popularly elected by universal adult suffrage for terms of four years.

The structure and the power of the judiciary are independent of the two other branches of government.⁷

The MoFA has the lead responsibility for agriculture and food security, and the coordination of the METASIP (the CAADP National Agricultural Investment Plan) is led by the METASIP Steering Committee (METASIP SC), which is chaired by a representative from National House of Chiefs. MoFA's Policy, Planning and Monitoring and Evaluation Directorate (PPMED) and the Statistic Directorate (SRID) serve as the secretariat of the METASIP Steering Committee.

In addition, in 2010, Ghana developed a national policy framework to accelerate the implementation of its decentralization policy. Decentralization is intended to transfer functions, powers, responsibilities and resources from national to local government. This will include implementing measures to build the capacity of local authorities to plan, initiate, coordinate, manage and execute policies. In practice, the decentralization policy is still in its early stages of implementation, and although there are some guidelines, it is not clear if or how district assemblies will influence national or district-level food security policy.

CAPACITY FOR POLICY CHANGE INDICATORS

a. Approved Food Security Strategy/Investment Plan

Status: Green

The METASIP is Ghana's National Agricultural Investment Plan, and covers 2011-2015. It is the implementation plan for the FASDAEP II. The METASIP meets the CAADP criteria in terms of what is required to be included in a NAIP, including high-level objectives, outcomes, the institutional coordination structure and a budget. The total cost of METASIP implementation over a five-year period is projected at just over one billion US dollars (METASIP Appendix 2: Summary of METASIP Investment Costs); funding provided to date has been approximately half of the required budget. About half of the METASIP's proposed investment is directed toward water and irrigation, and rural infrastructure – functions that reside outside of the MoFA.

b. Predictable Policy Agenda and Priorities Development

Status: Yellow

⁷ Global Edge, Ghana: Government, Michigan State University.

In the METASIP (page 68), a total of thirty policy actions are identified, for which “...a participatory process, involving relevant stakeholders will be adopted for the review as well as the legislation drafting processes.” There is no indication that these policy issues have been prioritized or are being systematically addressed. Policy actions in these areas do not appear on the METASIP SC’s work plan. PPMED indicated it has developed a proposal to source funding to carry out a review of laws and regulations, but they have not yet acquired the funds.

There are three policy priorities that have been agreed to by the Government of Ghana as per the G8 New Alliance Framework Agreement Policy Matrix. These commitments are: 1) Establish policy that enables the private sector to develop, commercialize, and use improved inputs to increase smallholder productivity and incomes; 2) Create a secure investment climate for investors by reducing transaction costs and risks; and 3) Support transparent, inclusive, evidence-based policy formulation process based on quality data and sound evidence that leads to increased investment in agriculture.⁸ While conducting this assessment, the review team was able to attend a New Alliance G8 meeting coordination meeting (coordinated by the METASIP SC). There appears to have been some progress on furtherance of the G8 policy commitments, but the reporting on progress in most cases is not very detailed so it is difficult to discern specific accomplishments and the overall rate of progress. The most progress seems to have been made in the area of seed policy, where AGRA has lead an effort that has resulted in the drafting of a new seed policy, which is expected to be presented to Parliament before in 2013. AGRA is also working on the drafting of a new fertilizer policy, in cooperation with the Plant Protection and Regulatory Services Directorate, which is also involved with the fertilizer policy.

c. Annual Work Plans

Status: Red

The METASIP SC has developed a work plan, but it is not aligned with or organized according to the five program-focused areas/objectives contained in the METASIP, or the specific actions that are required to achieve the METASIP’s objectives. The work plan contains items such as: make recommendations on relevant policy issues for strategic analysis, and review and adopt recommendations from SAKKS for implementation. Because the METASIP is so broad, in a general sense all of the items in the SC work plan relate to the METASIP; however, they are not specific to the accomplishment of METASIP objectives. For many work plan items “responsibility” for the action is not indicated, or is general, e.g., MoFA (as opposed to an office or individual). There are no timeframes indicated for the accomplishment of most work plan items.

From the February 2003 SAKKS/Ditto Capacity Needs Assessment: *The personnel who are capable of ensuring the delivery of the mandates are so overstretched that their ability to deliver is greatly constrained. The METASIP is the main plan but operational work plans and budgets do not exist so the day to day operations of staff are not based on operational work plans. ... motivation is very low. Extension personnel in most districts, for example, did not receive any funds for fuel for most of 2012.*

d. Functioning Coordination Process

⁸ G8 Cooperation Framework to Support The ‘New Alliance for Food Security and Nutrition’ in Ghana, 2012

Status: Red

The METASIP SC is responsible for the coordination of METASIP implementation, whereas particular implementation actions are the responsibility of a host of actors, including MoFA, other government ministries, departments and agencies, the private sector and CSOs. There is difficulty in securing commitment and momentum of Ministries, Departments and Agencies outside of MoFA and this is also accompanied by poor coordination of these lead institutions that are driving some of MoFA's interventions. The SC is composed of 13 members from across government (this needs to be verified – the membership list should be obtained; some cite up to 41 members), and from the private sector organizations and CSOs.

The METASIP SC seems to function as a loose “coordination entity.” The work plan is loosely structured (not directly aligned to the achievement of the plan's objectives); the committee seems to meet five or so times a year, for two hours at a time; participation in SC meetings is often low as attendance averages only around 20% per meeting (as per one NGO participant); and it would appear as if there is not consistent participation in SC meetings other than PPMED, or from other line ministries. There are no organized or active working groups or technical committees that operate under the direction of the METASIP SC. However, sub-committees may be created depending on what work needs to be done. For example, a subcommittee was established to prepare and organize the launch of the New Alliance G8 Cooperation Framework. Also, PPMED does contain a number of divisions, including Policy; Budget; and Monitoring and Evaluation.

From the February 2003 SAKKS/Ditto Capacity Needs Assessment: *It was also pointed out that even though MOFA is the lead Ministry with respect to agriculture, it does not have the capacity and the required skills to implement some of the METASIP “programmes” such as Programme 2 (Improved growth in Incomes), Programme 3 (Increased Competitiveness) and Programme 5 (Science and Technology Applied to Food and Agriculture). They believe other Ministries such as Trade and Industry; and Environment, Science and Technology should have been the lead implementing Ministries for Programmes 3 and 5 respectively. Because those Ministries do not feel to be part owners of METASIP they do not have any obligation to be committed to its implementation. Some of these stakeholders feel strongly that the development of the METASIP should have been by the NDPC which would have adequately involved all the agriculture sector stakeholders.*

e. Secretariat/Administrative Support Function

Status: Red

There is a PPMED METASIP SC Secretariat, which has six staff; all staff work on METASIP issues on a part-time basis. Secretariat members include the divisional heads of PPMED's policy, budget & M&E divisions; the PPMED Director; an additional staff person from the Policy Division; and one staff from SRID. There is no dedicated budget to support SC activity.

From the February 2003 SAKKS/Ditto Capacity Needs Assessment: *These roles and responsibilities presuppose that members of the Committee will be high level professionals in the agricultural and policy analysis domains. It also presupposes that the members will have adequate time and resources to undertake these tasks. Indeed if these tasks are to be performed adequately some or all of the Committee members have to be working almost full time as Committee members. That definitely was however not the*

intention in setting up the Committee. The Committee...was basically to have a coordination and advisory role in the implementation of METASIP. There is thus some level of misunderstanding of the “roles and responsibilities” of the METASIP Steering Committee which must be resolved. If the Committee is to act in Coordination and Advisory capacity then it means the METASIP/ SAKSS Secretariat has to provide necessary information for the Committee to deliberate upon and take decisions. Presently the Secretariat does not have the human and other resources to support the Steering Committee to function. There is need for a very strong Secretariat in terms of personnel and other resources. The Secretariat should also have some level of independence and autonomy with respect to the use of funds to obtain the required information. That may mean locating the Secretariat outside MOFA in the short term to get the system well set up but mainstreaming it into MOFA in the medium to long term.

f. Technical Capacity

Status: Red

There is no dedicated staff or work committees/technical committees associated with the MATASIP SC and the SAKSS is still in its formative stages. The SC Secretariat is composed of PPMED staff, but they work on SC issues on a part-time basis. Attempts have been made to get a technical assistance to support the SC and the secretariat while others have also suggested the setting-up of an independent secretariat outside PPMED. Discussions are on-going as to which path to take.

The METASIP, being a very broad-based framework, needs to be parceled into implementable programs. There are, however, no programs or policies being developed by technical or work committees under the direction of the METASIP SC.

g. Political Support and Approval

Status: Red/Yellow

Ghana has increased its spending on agriculture in recent years and allocates just under 10 per cent of its budget to the food security sector. That said, considering that agriculture accounts for over a third of GDP, spending of one tenth of the government budget is relatively low. To achieve annual agricultural growth of 6 per cent, studies suggest that Ghana needs to devote around 14 per cent of government spending to agriculture. The government’s allocation to the lead agriculture ministry – the Ministry of Food and Agriculture (MOFA) - is especially low, at 2.8 per cent of the total budget in 2011.⁹

There does not appear to be active structured pursuit to achieve the thirty policy priorities listed in the METASIP, and it is unclear as to what level of political support exists for the overall set of changes needed to successfully achieve the METASIP’s objectives.

h. Engagement of Parliament/Legislative Body

⁹ Curtis, Mark. Improving African Agricultural Spending: Budget Analysis of Burundi, Ghana, Zambia, Kenya and Sierra Leone. Curtis research, March 2013.

Status: Yellow

There is a Parliamentary Select Committee on Agriculture (SCA), which is a member of the METASIP SC and the Parliamentarian Caucus on Hunger and Malnutrition (PCHM), which is not a member. It does not appear that either the SCA or the PCHM have the research staff capacity to undertake independent analysis. A potential important role for the SCA and the PCHM would be to advocate for increased budgetary allocation for agriculture, and to make sure METASIP investment costs across ministries are supported.

Within the METASIP SC Work Plan (January 2013), there is an objective “to understand the roles of the Select Committee and identify their interest and concerns and role in the implementation of METASIP; and build a collaborative relationship for continuous dialogue.” Specific items suggest that the Committee and the METASIP SC should meet twice a year, and that there be a paper finalized on the roles and expectations of parliament.

RECOMMENDATIONS

1. Review and prioritize the policy objectives contained in the METASIP, and then develop a detailed work plan for the implementation of a limited set of high priority policy reform actions.
2. Develop a structure to manage the policy reform process. The management of the METASIP’s policy reform process needs to be overseen and coordinated by a government entity or task force that can coordinate among multiple ministries, influence the political and budgetary decision-making process, and can ensure the active participation of a range of high-level decision makers. The current structure of the PPMED-led METASIP SC is too low in the administrative hierarchy to perform the tasks required to effectively manage the policy reform process, and they do not have the staff or resources required to manage the required work load. Other ministries responsible for key implementation actions contained in the METASIP need to have a more involved and a more prominent role. Ideally, overall coordination should be led by an entity that has the mandate to coordinate programs across ministries.
3. Once a clear set of policy priorities are developed, coordinate with the SAC and PCHM to strengthen their knowledge, skills and involvement in the food security policy reform process.

POLICY ELEMENT 3: INCLUSIVITY AND STAKEHOLDER CONSULTATION

OVERVIEW

In terms of participation in policy and program dialogue related to food security, there is significant inclusion of Ghanaian private sector apex/membership organizations, farmers-based organizations and CSOs in discussions. These organizations are represented on the METASIP SC and participate with some degree of consistency in METASIP SC meetings and MoFA-sponsored events. However, the organizations are thinly-funded and lack the resources to conduct policy analysis and develop robust policy advocacy positions. These organizations also lack the funding and capacity to develop influential membership-based constituencies to support and influence the policy-change process.

CAPACITY FOR POLICY CHANGE INDICATORS

a. Inclusive Participation within the Policy Coordination Management Entity

Status: Yellow

On paper, the METASIP SC contains a good cross-representation of institutions and sectors, including private sector membership associations, civil society organizations, farmer-based organizations, and a host of government institutions, including the NDPC. In practice, however, attendance at SC meetings appears to be inconsistent – it was mentioned by a prominent NGO participant that for any given meeting only about 20% of members attend. While extensive data on attendance was not reviewed, there were 14 participants at the January 2013 SC. At this particular meeting four of the 14 participants were from MoFA/PPMED, and there were no representatives from line ministries (including operational directorates within MoFA). There has been participation from the NDPC, the Agricultural Bank of Ghana and from private sector organizations (PEF-FAGE, FOODSPAN) and from a FBO (GNAFF).

b. Outreach and Communications

Status: Red

Other than the periodic SC meeting, there is no clear mechanism to share information on METASIP implementation or policy issues with stakeholders. There is no newsletter or website, and it does not appear that progress reports or issues papers are routinely distributed. The METASIP SC does contain an output labeled “communication strategy within MoFA is developed and implemented.” A Terms of Reference (ToR) for the communications strategy development has been prepared and MOFA is in the process of recruiting a communication expert to undertake the work.

c. Private Sector/CSO Participation – Opportunity/Space

Status: Yellow

The private sector, including farmer-based organizations, is represented in the METASIP SC. Representative organizations include: Ghanaian Federation of Agricultural Producers (a relatively new organization that represents other private sector membership organizations), Federation of Associations of

Ghanaian Exporters (FAGE), the Private Enterprise Foundation (PEF), Ghana National Association of Farmers and Fishermen (GNAFF), and the Peasant Farmers Association of Ghana (PFAG). Private sector and FBOs are active participants in the METASIP SC.

Private/CSO Sector Participation – Capacity to Participate

Status: Yellow

Most FBOs and PSOs appear to be poorly funded, and do not have the staff or resources to carry out research to develop strong policy positions. The capacities and limitations of particular non-governmental food security organizations were documented in the Africa Lead January 2005 report: Northern Ghana Feed the Future Institutional Mapping and Assessment.

Among other findings from that report:

- Farmers' umbrella/national organizations are very weak with overlapping constituencies competing for the same membership. Linkages within the groups and their partners are very poor and membership is declining as a result of the lack of services and coordination. This overlap of farmer APEX bodies is a challenge for constructive and effective capacity building. Examples include: FONG, GNAFF, PFAG (Peasant), APFOG (Apex).

- There is a need to increase the voice and influence of civil society groups involved in the food security sector, particularly organizations that can effectively advocate on behalf of farmers. This will require identifying and supporting representative institutions and building their skills in constituent mobilization and management, and in advocacy (in addition to organizational management skills such as financial management and monitoring and evaluation). Such groups should play a role in influencing the programs and policies of local and national government, including participating in the CAADP process. A positive development in this direction is the creation of the Ghana Federation of Agricultural Producers (GFAP) comprising of four major apex farmers associations – Apex Farmers Organization of Ghana (APFOG), Farmers Organization of Ghana (FONG), Peasant Farmers Association of Ghana (PFAG) and the Ghana National Association of Farmers and Fishermen (GNAFF) with a membership of over 3.5 million across the country. The mission of this federation is to unify all agricultural producers and related actors in the agricultural value chain in Ghana, to advocate agricultural and environmentally friendly policies at the local and international levels for sustainable livelihoods and will deal with the frustrating circumstances that usually be-deviled the MoFA in determining which of the several apex associations to serve, refer to or engage in addressing issues that demanded the input of farmers

RECOMMENDATIONS

1. Provide capacity building grants and skills development opportunities to both CSOs and PSOs to enable them contribute meaningfully in all major decision-making processes for the development and improvement of agriculture in the country. Priority areas for support could include: increased ability to conduct or access research so as to be able to formulate evidence-based policy positions; improved skills in policy change management; increased constituency outreach and engagement; and advocacy.

POLICY ELEMENT 4: EVIDENCE-BASED ANALYSIS

OVERVIEW

CAPACITY FOR POLICY CHANGE INDICATORS

- a. Economic and Financial Analysis Completed as a Component of Planning:
Status: Green

Economic and Financial analysis has been included in economic planning under MoFED, as well as in the PIF.

- b. Performance Monitoring Measures and Targets Developed
Status: Red

There is a METSIP results framework and associated set of performance measures that are organized according to the framework's six objectives. There was a METASIP progress report prepared in preparation for the 2013 Joint Sector Review, but the information on indicators is not detailed. For example, on the objective for sustainable land management there is an indicator of "100% increase in stakeholders reached." The performance reporting on this indicator is "there are a number of good projects ongoing but they need to be up-scaled to make a reasonable impact." This is typical of the reporting used in the METASIP progress report update, i.e., there is no baseline data cited, and there is no numeric indication of progress as per the indicators. If reporting does not include quantitative baseline and actual measures there is no basis to objectively assess progress toward the achievement of objectives.

There does not appear to be any use of systematic performance reporting by the METASIP SC on its activities. There is no results-based management system developed or used to monitor METASIP implementation progress.

- c. Quality Data Exists for Policy Monitoring
Status: Red

In Ghana, it is widely considered that quality agricultural statistics are not available.

From the February 2003 SAKKS/Ditto Capacity Needs Assessment: The Ministry of Food and Agriculture had designed a very elaborate M&E system prior to the METASIP and it has been incorporated into the METASIP. From the responses of the various stakeholders with regards the MOFA M&E, however, the feeling is that the system is ineffective. It has been so for several reasons. A 2009 evaluation report of the MOFA M&E system (MOFA, 2009), for example, noted that M&E training had been usually limited to only some core staff and unless it is extended to many MOFA staff it limits the effectiveness of the M&E system. The core staff has been mostly from the MOFA Headquarters in Accra and only occasionally did some staff at the regional level benefit. The same report also noted that, "the planning and budget process used by MOFA is not results-oriented making it difficult to monitor the relationship between expenditure and outputs" and also that "the MOFA M&E documentation and matrix frequently fail to demonstrate the fundamental cause and effect linkages which provide a sound basis for an evaluation system". It went further to explain that "many M&E staff interviewed had either not been trained in cause-effect analysis or had ceased to use it" and that "the system does not

differentiate clearly between data on change (Outcomes and Impact) and data on the means to achieve these changes (Outputs)”. Not much has changed since these observations were made.

d. Quality Data is available for Policy Making

Status: Red

From the February 2003 SAKKS/Ditto Capacity Needs Assessment: *METASIP Committee members have virtually no evidenced-based information to work with. The well designed M&E system is merely a design because there is hardly any M&E information to work with. In any case top management of the agriculture sector does not also seem to care about M&E information. If they did there would a demand for it.*

e. Inclusion of Analysis in the Policy Development Process

Status: Red

The seed policy draft recently completed by AGRA was based on data analysis. However, in general, there is not a defined policy reform process in support of METASIP objectives.

f. Capacity to Monitor Policy Implementation and Results

Status: Red

There is no monitoring on specific policy implementation initiatives in relation to the achievement of METASIP objectives.

g. Annual Performance Measurement Report Produced and Reviewed

Status: Red

There is no report of METASIP implementation actions (as these actions among the various directorates and ministries are not defined, and are not supported by an M&E system). There is an M & E system at MoFA but not specific to METASIP, which is the general framework that guides the sector. The annual report produced by PPMED is supposed to report on progress of implementation of METASIP.

h. Independent Analysis Capacity Exists

Status: Yellow

There are several independent research facilities and universities in Ghana that have the skills to conduct quality food security-related research. The organizations are supposed to be tied together under the new SAKKS network. After several years of discussion by PPMED and others, it now appears as if the SAKKS node process is in a position to move forward. However, the decision reached on locating the nodes with MoFA and PPMED goes against the recommendations made by an IFPRI review report.

RECOMMENDATIONS

1. The SAKKS node process implementation should be clarified and funded.
2. High-priority policy reform issues should be identified and data systems established to analyze their effectiveness.
3. Detailed work plans need to be developed for those institutions working toward the achievement of METASIP objectives. A set of performance measures and a harmonized reporting system should be established and managed.

POLICY ELEMENT 5: POLICY IMPLEMENTATION

The policy implementation process is characterized by a limited degree of predictability and transparency, and suffers from capacity constraints, particularly in monitoring and evaluation (M&E). However, review platforms, such as the annual Joint Sector Review, monthly agriculture sector working group meetings, Agriculture Public Private Dialogue Platform do exist and appear to function well. The Public Expenditure Review is a valuable input into the Joint Sector Review process. These mechanisms are important at the higher level, and particularly regarding government-donor coordination, but they are not effective at reviewing and guiding the detailed implementation actions of the key ministries responsible for METASIP's success.

OVERVIEW

CAPACITY FOR POLICY CHANGE INDICATORS

a. Implementation Plans Developed

Status: Red

Clear and coordinated implementation plans to achieve METASIP's objectives do not exist in MoFA, and there is no indication other ministries responsible for implementation of key aspects of METASIP have developed implementation plans, or aligned existing plans, for this purpose.

b. System in Place to Analyze Implementation Capacity Constraints

Status: Red

Such a system does not exist.

c. Food Security Policy Priorities Aligned with Work Plans of Line Ministries

Status: Green

From the February 2003 SAKKS/Ditto Capacity Needs Assessment: There is also very little organized knowledge management and sharing mechanisms within the Ministries' set up. In any case the linkages between many of these organizations and institutions are very weak. Many departments and institutions tend to prefer to work in isolation. Even within MOFA there is much lack of linkage of Departments. This problem of minimal collaboration and coordination of institutions in the agriculture sector informed the sixth component (objective) in FASDEP II and in the METASIP, namely, Improved Institutional Coordination. However institutional coordination will not take place by wishing it.

Policy Implementation Budget Committed by Host Country

Status: Green

IMPROVING AFRICAN AGRICULTURE SPENDING: BUDGET ANALYSIS OF BURUNDI, GHANA, ZAMBIA, KENYA AND SIERRA LEONE, Curtis research, February 2013: *Ghana has increased its spending on agriculture in recent years and allocates just under 10 per cent of its budget to the sector. That said, considering that agriculture accounts for over a third of GDP, spending of one*

tenth of the government budget is relatively low. To achieve annual agricultural growth of 6 per cent, studies suggest that Ghana needs to devote around 14 per cent of government spending to agriculture. **The government's allocation to the lead agriculture ministry – the Ministry of Food and Agriculture (MOFA) - is especially low, at 2.8 per cent of the total budget in 2011** Delay in the release of budgeted funds continues to be a major problem since established timelines for disbursements and the amounts to be released are not always honored.

d. Supplemental Implementation Funds Secured

Status: Yellow

MoFA has received significant funds from a number of donors, and most especially from USAID/Ghana, CIDA, WB and IFAD.

. Despite support through a number of large projects, the METASIP is significantly under-funded.

e. Monitoring and Evaluation

Status: Red

From the February 2003 SAKKS/Ditto Capacity Needs Assessment: *SAKSS is about strategic agricultural policy analyses and knowledge systems. It is thus necessary that the node be located in a research and an academic environment that has reasonably good human and material resources to provide leadership and direction and to coordinate SAKSS activities. The proposal is that the SAKSS node be located at the Institute of Statistical, Social and Economic Research (ISSER) of the University of Ghana instead of within MOFA but with a deputy coordinator from the PPMED of MOFA.*

Notes from the Public Expenditure Review/draft - 2/13): **...A matrix prepared by MOFA indicates with reasons that only marginal progress has been attained in the priority areas.** *The reasons assigned include the challenge in financing inputs as well as putting in place basic infrastructure such as irrigation, mechanization, storage facilities and distribution systems; and cost of credit and lack of basic infrastructure for commercial agriculture. It was also noted that research institutions' funding only cover administrative costs and salaries. There are no funds for actual research work except for small grants from international institutions. Most of the significant research work has been funded under MOFA projects.*

IMPROVING AFRICAN AGRICULTURE SPENDING: BUDGET ANALYSIS OF BURUNDI, GHANA, ZAMBIA, KENYA AND SIERRA LEONE, February 2013: MOFA faces various internal challenges related to the lack of a sufficiently consultative and transparent management style, a lack of proper documentation and information sharing and little emphasis on linking activities to outcomes.

MOFA needs to be made accountable for results not outputs and needs to demonstrate how it is addressing "the internal inefficiencies" that have been identified in independent studies.

RECOMMENDATIONS

1. Policy change priorities need to be developed; work plans need to be developed; a mechanism for the management of changes needs to be developed; and private sector and civil society organizations need to be strengthened so as to be able to participate in and influence the policy change process.

POLICY ELEMENT 6: MUTUAL ACCOUNTABILITY

The Mutual Accountability framework in Ghana is relatively strong, with the government-donor coordination group at the center of technical and financial support for food security policies.

OVERVIEW

CAPACITY FOR POLICY CHANGE INDICATORS

a. A Forum Exists for Regularly Scheduled Donor-Government Meetings

Status: Green

There is an effective and efficient Agricultural Sector Working Group (ASWG) in Ghana, which is responsible for coordination of food security issues between the Government of Ghana and development partners. The ASWG is described below.

[ASWG description taken from Monitoring, Evaluation and Technical Support Service website, a project supported by USAID] The Agriculture Sector Working Group (ASWG) provides a forum for dialogue by bringing together Ministries, Departments and Agencies (MDA) and Development Partner (DP) representatives involved in the Agriculture sector. Sector group dialogue spans strategic planning, performance monitoring and harmonization of agreements. The sector group is chaired by the Government sector lead and co-chaired by the DP sector lead, and reaches out to involve civil society and parliamentary representatives.

The ASWG oversees the following tasks:

- Conduct a continuous sector policy dialogue between the Government sector representatives and the Development Partners.
- Review the performance of the sector and exchange views on progress towards agreed outcomes as well as on actions that could contribute to improved performance.
- Improve the harmonization and alignment of Government's and DPs' procedures, projects, programs and skills in order to ensure the efficiency of implementation of Government's sector strategy. The sector group also assesses progress in meeting Ghana Harmonization Action Plan commitments at the sector level.

Dialogue structure:

- Multi Donor Budgetary Support (MDBS) consultations and negotiations coordinated by Ministry of Finance and Economic Planning (MoFEP) and the MDBS Core Group based on prior consultation at the sector level
- Monthly meetings of the DPs Agriculture Sector Group, jointly chaired by rotating DP representatives and MoFA.
- Three thematic MoFA – DP sub-groups chaired jointly by a MoFA Director and a DP for: (a) Policy (b) Governance and (c) Operations Coordination.

DP Membership – Agriculture Sector Working Group:

- WB: Worldbank
- AfDB: African Development Bank
- IFAD: International Fund for Agricultural Development
- IFPRI: International Food Policy Research Institute
- FAO: Food and Agriculture Organization of the UN
- WFP: World Food Programme
- AGRA: Alliance for Green Revolution for Africa
- EMBRAPA
- JICA: Japan International Cooperation Agency
- CIDA: Canadian International Development Agency
- GDC: German Development Cooperation: GiZ; KfW
- USAID: United States Agency for International Development
- France – AFD: Agence Française de développement
- MCC: Millennium Challenge Corporation
- EWB: Engineers Without Borders
- IWMI: International Water Management Institute

Since last year the ASWG brought in some private sector and CSO and some members of the METASIP SC to join the group but membership is still dominated by MOFA and Development Partners

b. Joint Policy Priorities Developed

Status: Yellow

General policy priorities between donors and the GoG are defined by the METASIP and the G8 New Alliance Policy Framework. These priorities exist at a general and high level, but specific annual priorities are not identified.

c. Monitoring System Exists

Status: Yellow

A mid-term review of METASIP is scheduled for 2013 is on-going. The draft report was presented at the JSR. Meanwhile, a multi-stakeholder Steering Committee has been put in place to provide oversight and strategic direction for the implementation of METASIP. There is no comprehensive M&E system to monitor METASIP implementation.

d. Donor Coordination – Alignment and Harmonization

Status: Yellow

The ASWG serves as a useful and effective donor coordination forum. However, without better information on how and where different food security programs are being implemented by MoFA and other ministries and without the availability of performance data, donor coordination efforts and alignment with government efforts will be limited.

e. Private Sector Accountability
Status: Red

The private sector participates in ASWG meetings as they are invited. However, to date, the private sector has been unable to participate or influence the joint review process. This means that agenda items such policy initiatives supported by the private sector, and constraints that need to be addressed, may not be included in the joint sector review process.

f. CSO Sector Accountability
Status: Yellow

The civil society sector participates in ASWG meetings as they are open to the public. However, to date, the private sector has been unable to participate or influence the joint review process. This means that agenda items such policy initiatives supported by the CSOs, and constraints that need to be addressed, may not be included in the joint sector review process.

RECOMMENDATIONS

1. Develop an integrated METASIP results-based management system, including a system that tracks METASIP management and coordination actions.
2. Adopt the AU/CAADP's new Guidelines for Undertaking Joint Sector Reviews with regard to increasing the participation by CSOs and the private sector.

CONCLUSIONS

1. Management and coordination of the METASIP: The METASIP coordination structure needs to be reformed. It should be coordinated by an entity that has a mandate and ability to work across ministries, and there needs to be consistent involvement by high-level decision-makers.











2. Lack of a prioritized policy change agenda: Policy priorities need to be identified and a limited number of actions need to be selected for reform. Work plans should be developed and responsibilities should be designated for the reform of key policies. This effort should involve the full participation of CSOs and PSOs.













3. Lack of capacity for meaning participation of CSOs and PSOs in policy change process: CSOs and PSOs should be provided support to increase their ability to participate in the policy reform process. Key areas of support should include: improved ability to generate data and develop evidenced-based policy positions; better ability to build and engage with constituencies through outreach and membership activities; and an improved ability to conduct advocacy activities.












3. Lack of detailed and aligned implementation system within government, and lack of a performance monitoring system: Ministries and individual directorates need to develop work plans and budgets (and monitoring systems) that align with the achievement of METSIP objectives.










ANNEX: CAPACITY FOR POLICY CHANGE INDICATORS












- **Red:** requires significant attention to ensure the component is achieved.
- **Yellow:** Progress is mixed. The conditions required to achieve the component are partially achieved, but additional attention is required.
- **Green:** The component is realized to a sufficient degree, and additional attention to this area is not required at this time.

Capacity of Policy Change Indicators	Status		
			
Policy Element 1: Predictability of the Guiding Policy Framework			
Clearly Defined and Consistent Policy Framework: The policy framework impacting food security policy-making is clearly defined, and consistently applied and enforced from year to year.			
Predictability and Transparency of the Policy Making process: The policy development process is transparent in accordance with the rules contained within the country's constitution, basic law, and elsewhere in the formal legal framework.			
Clear and Functional Legislative System: There is a legislative capacity to deal with food security policy change, and the legislative requirements are clearly defined and predictable.			
Appropriate Dispute Resolution Process/Judicial Framework: The judicial system is perceived as fair and effective, and there is an appropriate system for dispute resolution where conflicts arise relating to food security policy.			
Clearly defined Institutional Responsibilities: Institutional responsibilities are clearly defined, consistently applied, and predictable from year to year.			
Policy Element 2: Policy Development & Coordination			
Approved Food Security Strategy/Investment Plan: There is an approved/official multi-sectoral, multi-year food security plan developed, which specifies priorities and objectives, and addresses the roles of various contributors, including across government, the private sector, and CSOs. The vision and strategy to improve food security is clear.			
Predictable Policy Agenda and Priorities Developed: The policy items required to achieve the national food strategy have been identified and documented, i.e., specific policy objectives exist.			

Capacity of Policy Change Indicators	Status		
			
Work Plans: There is an annual work plan that identifies objectives and activities in regard to policy development.			
Coordination Process: There is an entity, such as a coordination unit or task force, that has defined membership and meets regularly to discuss, develop and coordinate food security policy development (and oversee cross-sector coordination).			
Secretariat/Administrative Support Function: There is an adequate staff capability to perform required support processes, including coordination, meeting management, communication, and document management. This may be a stand-alone secretariat, or a responsibility within an existing entity.			
Technical Capacity: There are work groups, or technical committees, that have the authority and capacity to perform the following functions: identify policy and technical challenges/issues, develop sector- or project-specific policies/strategies, consult within the sector and draft funding proposals. There should be active participation by the private sector and CSOs on the technical work groups (as appropriate).			
Political Support and Approval: There is a line of authority/participation by high-level decision-makers above the ministerial level so as to enable efficient political support for the passage and development of new policies, e.g. involvement of prime minister's office (especially for policies that cut across sectors, e.g. trade and agriculture).			
Engagement of Parliament/Legislative Body: There is engagement from the country's legislative entity to debate and engage on food security issues, and to sponsor and advocate for the required legal/policy changes.			
Policy Element 3: Inclusivity and Stakeholder Consultation			
Inclusive Participation within the Policy Coordination Management Entity: The main coordination entity has: a) clear goals and participation from key government ministries (beyond just Ministry of Agriculture) and; b) some representation from non-government entities, particularly from donors.			
Outreach and Communications: There is a process for interacting with stakeholders and sharing information. This could include regular public "forums", a website of key information and other mechanisms.			
Private Sector Participation – Opportunity/Space: The private sector is provided meaningful opportunity to participate in policy formulation and strategy discussions. This could be through participation in the management/steering committee, in technical work groups and/or through other forums. Communications and interactions should be two-way, and access to key information should be readily available.			

Capacity of Policy Change Indicators	Status		
			
Private Sector Participation – Capacity to Participate: Some organizations representing the private sector have the capacity to participate in government-led discussions on food security policy. This is to say they are able to represent their members, they are able to articulate and communicate policy positions, and they are able to provide some level of evidence-based analysis to support their viewpoints.			
Participation of CSOs – Opportunity/Space: The CSO sector, including representation from women’s associations and farmers associations, is provided meaningful opportunity to participate in policy formulation and strategy discussions. This could be through participation in the management/steering committee, in technical work groups and/or through other forums. Communications and interactions should be two-way, and access to key information should be readily available.			
Participation of CSOs – Capacity to Participate: Some organizations representing civil society, including representation from women’s associations and farmers associations, have the capacity to participate in government-led discussions on food security policy. This is to say they are able to represent their members, they are able to articulate and communicate policy positions, and they are able to provide some level of evidence-based analysis to support their viewpoints.			
Policy Element 4: Evidence-based Analysis			
Economic and Financial Analysis Completed as a Component of Planning: National food security priority policy initiatives/investment plans are based on economic and financial analysis, including independent policy analysis. The analysis is available for public review.			
Performance Monitoring Measures and Targets Developed: The national food security policies/plans include specific objectives, performance indicators, and targets exist to monitor the accomplishment of the objectives.			
Quality Data Exists for Policy Monitoring: There is a database of quality statistics that is used to routinely report and analyze progress in achieving objectives. (Analysis to be conducted by USDA – and not as part of this assessment framework.)			
Quality Data is Available for Policy Making: Data on the performance of the agriculture sector and the food security are publically available and shared in a timely manner. This information is available for others to use and analyze.			
Inclusion of Analysis in the Policy Development Process: Evidence-based analysis is considered and used to develop policy priorities/policy proposals.			

Capacity of Policy Change Indicators	Status		
			
Capacity to Monitor Policy Implementation and Results: The government has the ability to review data on policy performance and produce an analysis of the policy’s effectiveness. A policy analysis function/unit exists and has adequate and skilled staff, and is sufficiently funded. If required, specific analysis can be outsourced to specialized firms or consultants as needed (case-by-case).			
Annual Performance Measurement Report Produced and Reviewed: Evidence-based analysis is produced to review policy effectiveness (for implemented policies). A formal review session is held, and includes key development partners (including principal donors and multilateral partners, such as FAO and IFPRI). Recommendations are developed as a result of the review and incorporated into subsequent plans.			
Independent Analysis Capacity Exists: There exists an independent capacity to analyze food security data and use the analysis to make policy recommendations and engage in policy discussion and advocacy. Such an analysis could be conducted by a research institute, university or similar non-governmental/objective organization. This capacity should be engaged in the government's policy development and review process as, for example, through papers, forums or participation introduced in official policy review and discussion meetings.			
Policy Element 5: Policy Implementation			
Implementation Plans Developed: The overall food security strategy has been broken down into programs and projects that have: a) a sufficient level of detail to permit implementation; b) have been “packaged” into priority projects that can be managed by ministerial units; and 3) “packaged” priorities can be translated into funding proposals to gain support for projects/programs from development partners (to address financing gaps).			
System in Place to Analyze Implementation Capacity Constraints: An analysis of institutional, workforce, system and financial constraints is conducted. Critical implementation constraints are identified; a work plan is developed to address constraints; and implementation actions are moved forward (and periodically reviewed).			
Food Security Policy Priorities Aligned with Work Plans of Line Ministries: The priority policy and associated objectives of the national food security strategy are broken down into specific programs and projects (with a sufficient level of detail) so that policy actions can be implemented by line ministries. The plans of individual ministries, and units within ministries, align with overall national strategy and its policy objectives.			

Capacity of Policy Change Indicators	Status		
			
Policy Implementation Budget Committed by Host Country: Resources are committed by the host country to implement the identified policy agenda. Over time, the country's budget is adjusted to provide adequate financing for the implementation of actions required to implement policy priorities. Budget documents, including budget proposals, are released fully and in a timely manner.			
Supplemental Implementation Funds Secured: Proposals can be submitted, and funds secured, to address financing gaps. Funds may come from multilateral funds (such as GAFSP), regional organizations, bilateral donors and the private sector.			
Monitoring and Evaluation: Capacity exists within the public sector, private sector, or civil society to review the effectiveness and impact of policy changes. Sector reviews are performed and other research evidence is collected. There is a system to share, store, and access the findings from these reviews.			
Policy Element 6: Mutual Accountability			
A Forum Exists for Regularly Scheduled Donor-Government Meetings: These meetings discuss policy and programs and set priorities. Meetings may include, for example, Joint Sector Reviews, sector working groups or other similar arrangements.			
Joint Policy Priorities Developed: A document exists that articulates the shared policy objectives between the government and the donor community.			
Monitoring System Exists: Performance measures exist (for the performance commitments of the government and for the performance commitments of the donors). There is a schedule for reviewing and documenting progress – at least on an annual basis.			
Donor Coordination – Alignment and Harmonization: There is a process for donor participation in the food security policy process and for aligning government and donor objectives and priorities. Donor programs should contribute directly to host country strategies, plans, and objectives. This may include the signing of cooperation frameworks that indicate a joint commitment to specific policy change goals.			
Private Sector Accountability: The government provides feedback to the private sector on the performance of the food security program (including the private sector's role) and provides an opportunity for dialogue on the program and its performance.			
CSO Sector Accountability: The government provides feedback to the CSO sector on the performance of the food security program (including the role of CSOs) and provides an opportunity for dialogue on the program and its performance.		