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INSTITUTIONAL ARCHITECTURE FOR FOOD SECURITY POLICY CHANGE: KYRGYZ REPUBLIC



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Enabling Agricultural Trade (EAT) project

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ACRONYMS

ACSSC	-	Association of Civil Society Support Centers
ADB	-	Asian Development Bank
ADS	-	Agricultural Development Strategy
AFSWG	-	Agriculture and Food Security Working Group
CSO	-	Civil Society Organization
DAP	-	Department of Agrarian Policy & Development Programme Analysis
DFID	-	Department for International Development
DPCC	-	Development Partners Coordination Committee
DFS	-	Department of Food Security and Quality Foodstuff
FAO	-	Food and Agriculture Organization
FSNP	-	Food Security and Nutrition Program
GAFSP	-	Global Agriculture and Food Security Program
GIZ	-	Deutsche Gesellschaft für Internationale Zusammenarbeit
ICARDA	-	International Center for Agricultural Research in the Dry Areas
IFPRI	-	International Food Research Policy Institute
ITC	-	International Trade Commission
KAMIS	-	Kyrgyz Agricultural Market Information Service
KAU	-	Kyrgyz Agrarian University
KRIA	-	Kyrgyz Research Institute of Agriculture
KRII	-	Kyrgyz Research Institute of Irrigation
KRILVP	-	Kyrgyz Research Institute of Livestock, Veterinary, and Pastures
MES	-	Ministry of Education and Science
MOAM	-	Ministry of Agriculture and Melioration
MOE	-	Ministry of Economy
MTBF	-	Medium Term Budget Framework
MTDP	-	Medium Term Development Program
NSC	-	National Statistics Committee
NSSD	-	National Strategy for Sustainable Development
PAC	-	Public Advisory Council
RAS	-	Rural Advisory Services
UNICEF	-	United Nations Children’s Fund
USAID	-	United States Agency for International Development
WFP	-	World Food Programme

INTRODUCTION AND METHODOLOGY

The path and trajectory of a policy change is a complex, non-linear process that is often unique to a particular country. While no two countries share precisely the same process, effective policy changes can and do share similar features; namely, predictable, transparent, inclusive, and evidence-based policymaking. A core concern and commitment of partner countries 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, the United States Agency for International Development's (USAID) Bureau for Food Security (BFS) is emphasizing the need for an understanding of the Institutional Architecture for Food Security Policy Change.¹

Institutional Architecture provides for a framework for analyzing a country's capacity to undertake food security change.² This is accomplished by identifying implementation barriers to designing policy options and ease of coordinating actions across public and private institutions. The assessment examines the components of a policymaking process; providing USAID, local policymakers, and other key stakeholders with information on possible constraints that could stymie effective policy change. This work will inform USAID as it explores new approaches for technical assistance to improve the capacity and performance of the policy change process.

Part I: Mapping of Institutional Architecture for Policy Change

The first part of this process maps the central actors that influence food security policy development. This involves identifying key institutions, inter-ministerial coordination mechanisms, private and civil society organizations, as well as think tanks and research organizations that implement, 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:

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- 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
- Policy Element 6: Mutual accountability

Each of these components is analyzed through a set of indicators that determine their contribution to the capacity and effectiveness of the overall policy change process. Each indicator is assessed using a three-tier

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 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."

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 findings and develops recommendations for action.

PART I: OVERVIEW OF THE INSTITUTIONAL FRAMEWORK FOR AGRICULTURE

The government of Kyrgyzstan, like most post-Soviet countries, is a mixed model that recognizes the democratic principles of the rule of law, while at the same time preserving the Soviet administrative management model. Over the past two decades, government reform has led to the political and administrative decentralization of power with the transition from an authoritarian president to a parliamentary-executive. The drive towards democracy was magnified in 2010 with the adoption of the Constitution, which proclaimed openness, responsibility, and accountability at all levels of government, while recognizing the role of non-governmental institutions in the policymaking process.

Executive power in Kyrgyz Republic is vested in the **Government**, which consists of the Prime Minister, Vice-Prime Ministers, Ministers, and Chairpersons of state committees. The **President** is elected by popular vote for a six-year term, while the **Prime Minister** is appointed by the parliament. The Prime Minister proposes the **Cabinet of Ministers**, with the exception of the ministers of defense and security, which are appointed by the president. The first Vice-Prime Minister has responsibility for the implementation of state agricultural policy, development of agriculture land reform policies, and water resources management.

The **Ministry of Agriculture and Melioration (MOAM)** holds primary responsibility for the development of the agricultural sector, including planning and budgeting. The political leader of the MOAM is the Minister, supported by two deputy ministers, with the secretary of state serving as the administrative head. MOAM has a horizontal central organization structure, with administrative departments (financial, legal support, external relations, human resources) reporting to the secretary of state and technical departments (livestock, management of crop farming, organic agriculture, seed, food security policy and agro-marketing) reporting to the deputy ministers.³ There are also five distinct departments separate from the central administrative structure: pastures, fishery, quarantine and plant protection, mechanization and energy supply, and water industry and melioration. MOAM has a number of semi-autonomous organizations including: **Republican State Seed Inspection, Certification Center of Veterinary Medicines, State Design Institute of Land Management, Center of Grain Expertise, and the Kyrgyz AgroBio Center**. The role of MOAM is currently limited to agricultural data collection and provision of certain farmer services (subsidized credit to farmers,

³ MOAM has been restructured numerous times over the past decade and is currently undergoing further reorganization. The new structure referenced throughout this report was approved by Parliament on the 26th May 2014, but is still awaiting final ratification.

veterinary services, agricultural equipment etc.).⁴ Most extension services and farmer advisory services are provided by the private sector; primarily the **Rural Advisory Services (RAS)**.

Responsibilities for the agricultural sector are also dispersed across at least five other ministries. The **Ministry of Economy (MOE)** is responsible for agricultural insurance.⁵ The **Ministry of Finance** is responsible for agricultural taxation.⁶ The **Ministry of Education and Science (MES)** is responsible for agricultural research, through control of the **Kyrgyz Agrarian University (KAU)** and the three national agricultural research institutes. The **Ministry of Environment and Emergency Situations** has authority for sustainable use of natural resources and biodiversity. The **Ministry of Health (HOM)** is responsible for the protection of public health, including the prevention of malnutrition.

At the national level, the **National Council on Sustainable Development** is charged with coordinating the implementation of national economic reforms, such as agri-industrial and food safety reforms. The council is chaired by the Prime Minister and includes broad representation from government and civil society.

The **Council on Food Security** is a high-level advisory body for the government that coordinates strategic and operational decision-making activities specifically related to food security. The Council is chaired by the Vice Prime Minister, co-chaired by the Minister of Agriculture and Ministry of Economy, and includes representation from a range of ministries. The Council does not meet on a regular basis. Instead it assembles as needed to discuss specific issues.

At the regional level, there are two cities (Bishkek and Osh); seven provinces (Oblasts) and 13 towns of Oblast subordination; 40 district administrations (Rayons) and 10 towns of Rayon subordination; and 459 Aiyl Aimaks (rural municipalities). Elected representative bodies (local councils) and local budgets exist on the level of towns and Aiyl Aimaks. The regional and district administrations do not play a direct role in agriculture and food security policy formulation, but sometimes will be invited to consultation meetings.

A detailed institutional map that identifies key institutions, inter-ministerial coordination mechanisms, private and civil society organizations, as well as think tanks and research organizations that implement, impact, and influence the food security policy change process is provided in Annex I.

⁴ A full list of MOAM functions is available under the A full list of MOAM functions is provided in the Regulations of MOAM, only available in Russian.

⁵ The responsibility for agro-processing was recently moved back from the MOE to MOF.

⁶ This was originally under MOE, and may be moved back due to poor capacity within MOF.

PART II: CAPACITY FOR FOOD SECURITY POLICY CHANGE

POLICY ELEMENT I: THE GUIDING POLICY FRAMEWORK

The legal and institutional framework to support food security in Kyrgyz Republic is largely in place. However, the implementation of these laws and the functioning of the institutions constrain effective reform.

OVERVIEW

In the 1990s, with the dissolution of the Soviet Union, Kyrgyzstan's modern institutions were created, and most of the nation's economic laws were developed or redrafted. Since then, there have been numerous national policy initiatives, including the **Comprehensive Development Framework (2001)**, **National Poverty Reduction Strategy (2003)**, **Country Development Strategy (2007-2010, 2009-2011)**, **New Economic Policy (2009)**, **Agrarian Policy Concept of the Kyrgyz Republic (2010)**, the **Medium-Term Development Program (MTDP)**, as well as multiple industry-specific development programs. Due to the frequent change in political leadership within the government, policies are often short lived and hampered by a lack of consistency.

Recognizing the need for policy certainty and clearly defined target indicators, the **National Strategy for Sustainable Development (NSSD) 2013-2017**, an initiative led by the President, outlines key dimensions for development and presents specific implementation tasks across the Kyrgyz economy. The NSSD calls for each government body to develop industry specific policies that have clear and measurable targets and indicators and seeks to develop a higher degree of effectiveness in public administration. In order to implement the NSSD, the government developed and approved the **Program and Plan for Transition of the KR to Sustainable Development for 2013-2017**.

The NSSD should be linked to sector-specific development strategies, however, attempts over the past decade to develop an agricultural sector strategy have been unsuccessful. In 2007, the Asian Development Bank (ADB) sponsored the **Agricultural Development Strategy (ADS)**, which involved program interventions across eight priority areas for the period 2007-2015. In 2012, the Food and Agriculture Organization (FAO) developed a second ADS for the period 2012-2020. Both strategies were aligned to the NSSD, but neither strategy was adopted by the government.

Food security policy is treated distinct from agricultural policy. The **Law on Food Security of the Kyrgyz Republic (2008)** establishes food security as a basic constitutional right and provides executive powers for execution, including the establishment of the Council on Food Security. The **Concept of Food Security of the Kyrgyz Republic 2009-2019** is the guiding document on food security and outlines the government's aims and objectives for achieving food security. Food security is defined as “the state of the Kyrgyz Republic's economy, which ensures food independence of the republic and guarantees physical and economic accessibility of food for the whole population in the amount required for active and healthy life” (GoKR, 2009).

The FAO is currently working with the MOAM on developing a **Food Security and Nutrition Program (FSNP)**⁷. The FSNP seeks to harmonize national food security and nutrition policies across four pillars: 1) ensuring the availability of food, 2) achieving physical and economic access to food, 3) ensuring quality and diversity of caloric intake, and 4) food safety. In doing so, it hopes to define food security in broader terms. However, it remains unclear at this stage whether the government has the institutional arrangements or funding to begin implementing such an ambitious plan.

CAPACITY FOR POLICY CHANGE INDICATORS

a. Clearly Defined and Consistent Policy Framework

Status: Red

At the national level, all policy goals are harmonized and aligned with the NSSD. The NSSD sets clear goals and objectives across each sector, including agriculture. However, contradictions exist in cross-ministerial policy. For example, despite the priority of the government to stabilize prices, import duties on wheat products have been introduced to protect domestic wheat producers. There are also ideological differences across ministries, with MOAM favoring direct crop subsidies, MOE favoring tax breaks for SMEs, and MOF pushing for higher taxes.

Within MOAM, there is no consistent policy framework. This is the result of organizational dysfunction and high turnover of agricultural officers (both technocrats as well as political appointees). There have been 18 ministers of agriculture over the past 22 years. Additionally, MOAM has been restructured numerous times over the past decade, most recently at the end of May 2014. This instability results in a lack of reforms and weak implementation of policy measures.

b. Predictability and Transparency of the Policymaking Process

Status: Green

The legal framework in Kyrgyzstan supports strong policy development. Clear systems for policy development are outlined in the law on **Normative Acts of the Kyrgyz Republic** and the law on **Government of the Kyrgyz Republic**. These laws outline a clear policy development process, including identification of responsible bodies, creation of consultative groups, and processes for publication of drafts.

While the interests of individual political and bureaucratic groups continue to prevail, steady progress has been made toward increasing transparency in government. The public is kept informed of draft laws and decrees on official government and ministry websites. In 2011, the President brought greater transparency to executive bodies with the introduction of Public Advisory Councils (PACs). The PACs were designed as independent bodies to assess and report on the operations of the executive agencies and issue regular reports on activities and recommended changes to bureaucratic practices. Membership comprises 25 members chosen by government officials in cooperation with civil society. The PACs have a Coordinating Council to enhance inter-PAC coordination. Civil society has largely applauded the councils, although the Ministry of Agriculture PAC was noted as less effective, owing to the weaker capacity of CSOs to participate (discussed in Policy Element 3).

⁷ The program is still in draft form and subject to revision. The version referenced in this report is from the 8th May 2014.

c. Clear and Functional Legislative System*Status: Green*

There is a clear process for legislative drafting across the government. Each ministry has a legal unit that assists in drafting laws and regulations. Once a law or regulation is drafted, there is a clear coordination system for soliciting comments and feedback from other ministries. The drafts are published online for public notice and comment, but sometimes only after the draft has already been finalized. Once approved by the government, drafts are sent to parliament, then the President for approval. Stakeholders interviewed judged the quality of the legal process as very strong. With MOAM, the Department of Organizational Work and Legal Provision has recently split into two separate units, and the Legal Provision Unit has been expanded from three to five staff members to address capacity concerns.

d. Appropriate Dispute Resolution Process/Judicial Framework*Status: Red*

While there is clear legal structure, the courts are generally considered weak institutions suffering from a lack of capacity, outdated systems, and corruption (USAID, 2013). Numerous development partners, including the International Development Law Organization, USAID, GIZ, and World Bank are involved in judicial training, rehabilitation of court facilities, and capacity building for court administration.

Kyrgyzstan has enacted most major international arbitration-agreements, including the New York Convention and the International Center for the Settlement of Investment Disputes. A system for state arbitration exists at the oblast level that is regarded as effective. In addition, the Kyrgyz Chamber of Commerce performs approximately 30 binding arbitrations per year. However, arbitration is not an alternative to the judiciary, since arbitral awards must be recognized by the court to enforce payment.

e. Clearly Defined Institutional Responsibilities*Status: Yellow*

There are clear laws and regulations governing the roles and functions of each Ministry. However, in practice there can be an overlap in the responsibilities of the ministries, particularly in regard to cross-sectoral coordination. According to government policy, the Office of the Prime Minister has responsibility for cross-sectoral coordination and the evaluation of cross-sectoral policies, but due to capacity constraints its role is minimal. In its absence, both the MOE and MOF play a coordination role; the MOE views its role as coordinating the development of national strategies, while MOF considers itself the lead ministry for coordinating policy development. In reality only MOE has the capacity to effectively fulfill this function. Food Security policy is considered a cross-sectoral policy and the Council of Food Security is the recognized coordination body, chaired by the Vice-Prime Minister. The Council does not meet regularly.

CONCLUSIONS

Stakeholders regard the legal and policy framework in Kyrgyz Republic as robust. There are established systems for policy development, cross-ministerial coordination, and legislative drafting. There is a clear national strategy outlined in the NSSD, which was adopted through extensive stakeholder consultation,

and a government plan for implementing the strategy. The policy framework for the agriculture sector, however, is much weaker. Frequent high-level staff turnover and lack of central coordination has led to policy inconsistency and an inability to adopt and implement proposed strategies. There has been no adopted agricultural strategy document in the past decade.

The Law on Food Security of the Kyrgyz Republic (2008) provides a legal basis for food security, but does not provide for a working implementation strategy or effective coordination of public institutions. The FSNP is supposed to provide a framework for food security and nutrition for the next four years. The program is ambitious, but it remains to be seen how much commitment and resources the government will be able to provide. Interviews within MOAM did not indicate broad awareness and support for the policy. The process for developing the FSNP will be discussed throughout the next five policy elements.

POLICY ELEMENT 2: POLICY DEVELOPMENT AND COORDINATION

Organizational dysfunction and inadequate capacity has resulted in a lack of a clear policy development and coordination process within MOAM. In particular, MOAM is constrained by the absence of a central policy development and coordination unit. As a result, policy development is largely donor driven and there is little capacity within MOAM to oversee and implement such programs.

OVERVIEW

The impetus for a new policy can come from a range of political, technical, institutional, or social actors. In Kyrgyz Republic, new policies come primarily from four channels. The first channel is from **the Office of the President**, who has retained authority for initiating national programs and strategies despite a much more limited role under the new constitution. The NSSD is an example of a policy initiative driven by the President. The second channel is from the government and line ministries, where policies are developed by technical analysts within the line ministries based on feedback from top officials. The third channel is through international organizations, who conduct independent technical analysis and then support the respective ministry in drafting the policy. The final channel is through individual members of the parliament, who are often very active legislators.

Due to capacity constraints within the government, international organizations have proven the most effective mechanism for developing policy by providing technical support, analysis, and experience in policy drafting. As one recent example, the National Export Strategy was launched in October 2013 by the **MOE**. The National Export Strategy seeks to increase competitiveness of Kyrgyz products across six value chains, including three in agriculture: fruits and vegetables, dairy products, and meat. Supported by **GIZ**, this policy received high-level political commitment, strong buy-in from the private sector, and participation of regional actors. It was developed through a year of extensive stakeholder consultations with multiple ministries, the private sector, and civil society.

With **MOAM**, however, the policy development process is very weak. Organizational dysfunction and inadequate capacity has resulted in a lack of a clear policy development process. There is no central policy development and coordination unit within MOAM. **The Department of Agrarian Policies and Development Program Analysis (DAP)** has responsibility for policy analysis and providing policy-related information for the decision-making process of MOAM. There are two units within the department: an economic analysis unit that gathers agricultural data and responds to requests for information, and a strategic research unit that collects information on all policies and laws relevant to the agricultural sector. Each unit has two staff members. DAP has no capacity or appetite for policy development or coordination. In fact, the word strategy was removed from the department title in the latest administrative restructuring in May 2014.

Despite the lack of a policy development unit, there are limited examples of strong sector specific policies being developed within MOAM. New seed and livestock policies, for example, have been recently drafted undergoing strong independent analysis and broad stakeholder consultation. Both initiatives have been strongly driven by donor support and priorities. The draft FSNP was developed by MOAM with the support of the FAO project *Strengthening the national information system on food security in the Kyrgyz Republic*, with support from the **World Food Programme (WFP)**, **United Nations Children's Fund (UNICEF)**, and other international donor organizations. The **Council on Food**

Security is the lead governmental organization responsible for coordinating the program. A working group was established to assist in the coordination of the FSNP, headed by the Deputy Minister for Agriculture, and with representation from ministries, donors, and international experts. Within MOAM, the **Department of Food Security and Quality Foodstuff (DFS)** is the lead unit for coordinating FSNP and the de facto secretariat of the Council on Food Security. DFS was formed as an outcome of the Law on Food Security and is primarily responsible for publishing monthly, quarterly, and annual food security bulletins for nine products based on NSC data. It currently has four staff members, and is understaffed given its broad and growing mandate.

CAPACITY FOR POLICY CHANGE INDICATORS

a. Approved Food Security Strategy/Investment Plan

Status: Yellow

While a position on Food Security was first elaborated in 1999 and established under the law in 2008, there has been no approved policy document to date. The draft FSNP is currently under review within MOAM and will be circulated to ministries, donors, and the private sector in June 2014 for comment. However, funding has not yet been secured for the strategy, and the FAO is not confident that the draft will receive government approval in its current form.

b. Predictable Policy Agenda and Priorities Developed

Status: Red

MOAM has been repeatedly criticized for not having a clear strategic direction. The draft FSNP outlines four priority areas: availability, accessibility, nutrition, and food safety. Under each of these areas, there are clear objectives and targets. However, with over 200 specific targets, the priorities in general are not clear. Stakeholders interviewed noted a lack of appetite for hard dialogue within MOAM on priorities, partly as a result of weak leadership and partly as a result of frequent changes in the Minister.

c. Annual Work Plans

Status: Yellow

The annual financial budget of MOAM is articulated through the Medium Term Budget Framework (MTBF), a three-year rolling budgetary process, and a corresponding annual plan. MTBF serves as a statement of intent of the government and selected ministries. Annual budget allocations are included in the Republic budget approved by the parliament (which is the only legally binding document), but may deviate substantially from the figures included in the MTBF for the same year.

d. Functioning Coordination Process

Status: Yellow

At the governmental level, the Council on Food Security is the primary coordinating body for food security policy, but does not meet regularly and only operates at a high political level. A working group was established to coordinate the development of the FSNP. This working group comprises members from different ministries and donors, international experts, and is chaired by the Deputy Minister. Broad national consultations with departments and committees, regional governments, businesses, and non-governmental organizations were held.

e. Secretariat/Administrative Support Function

Status: Red

There is inadequate staff capacity to perform required support processes, including coordination, meeting management, and document management. There is no stand-alone unit within the Ministry responsible for coordinating the development of agricultural strategy, with the Agrarian Policy Department clearly noting that they did not have the capacity to do this. For the NFSP, the DFS is serving as the de facto secretariat.

f. Technical Capacity

Status: Red

MOAM is regarded as the weakest ministry in terms of strategic planning. There is limited technical capacity within MOAM to identify policy and technical issues and develop sector strategies. There is no unit within MOAM that has a clear responsibility for policy development and coordination. As a result, the Ministry is heavily reliant on donors to provide technical analysis and support in policy drafting. In addition, the recent reorganization of the structure of MOAM has led to a lack of specialists within each department and an inability to retain institutional knowledge. For example, since 2007, the Finance Department has been reorganized at least four times, with staff numbers frequently changing (now currently at six).

g. Political Support and Approval

Status: Yellow

Agriculture is identified as a priority sector in the NSSD, and high-level support for food security is provided through the Council for Food Security. However, stakeholders noted that the attention on food security is often only during time of high volatility in food prices. During price stability, food security falls off the agenda. The Council for Food Security has not met in the past year.

h. Engagement of Parliament/Legislative Body

Status: Green

The parliament is considered strong and independent. It does not simply serve as a rubber stamp with little de facto power over government policies, but frequently seeks to negotiate on drafts and sometimes will enact legislation on their own initiative. As an example, in June 2013 against the wishes of the government, parliament introduced interest rate caps on micro-financing.

CONCLUSIONS

There was a shared consensus among stakeholders that MOAM does not have a concrete strategic direction. Frequent changes in political leadership and repeated organizational reshuffling have left MOAM in a state of organizational dysfunction. MOAM does not possess either the organization structures or technical competency to effectively develop comprehensive policy. The culture of planning is weak, and there is no adequate coordination mechanism. Where policies are developed, they often lack and organizational or financial realism. In particular, the absence of a dedicated unit responsible for policy analysis and development has left MOAM completely reliant on technical assistance from donors.

The FSNP represents a large step forward in terms of a clear policy vision for food security and nutrition. However, the process has been largely donor driven and lacks realism over the capacity within MOAM to oversee and implement such a program. The program also lacks understanding of the political

economy, with proposed policy interventions including direct producer subsidies for certain crops unlikely to receive support from either MOE or MOF.

RECOMMENDATIONS

1. **Limit organizational restructuring within MOAM:** Repeated organizational restructuring undermines all department-level operations within the ministry, resulting in limited technical capacity and confusion over responsibilities.
2. **Prioritize activities under the NFSP:** With over 200 specific implementation goals, there is a need to prioritize those activities that can begin to be implemented immediately and within existing budgetary resources.
3. **Establish a policy planning and development unit within MOAM:** This unit would have responsibility for supporting the other departments in policy development and coordination.
4. **Conduct a functional analysis of the roles of departments:** There is a lack of clarity within departments on each of their functions. Support should be provided to assist each department and articulate a clear work plan.
5. **Provide training to all MOAM departments on strategic management and policy development:** There is a lack of understanding for MOAM employees on what constitutes a good policy and how effective policy management can occur. Training should be tailored to each department, based on joint setting of priorities, but should include policy development, evidence-based analysis, and effective communication. In addition, there is a need to work with high-level officials to create an environment where staff are empowered and included in the policy process.

POLICY ELEMENT 3: INCLUSIVITY AND STAKEHOLDER CONSULTATION

The private sector has a growing and influential contribution to economic policy, particularly through the Investment Council. The role of civil society is more limited.

OVERVIEW

While there is no one central private sector umbrella association for agriculture, there are a number of sector specific associations with a growing role in agricultural policy development. The primary associations include the **Seed Association of Kyrgyzstan**, **Fruit & Vegetable Processing Association**, **Association of Agro-businessmen**, and **Association of Milk Producers**. These organizations are private sector led, but the vast majority have been established with donor support.

The voice of the private sector has been channeled into the **Investment Council**, a platform for policy dialogue on the business environment and investment climate between the government and the business community. The Council meets once a quarter to consider issues raised by the private sector and offer recommendations for regulatory and licensing procedures, tax and customs issues, property rights, and public services. Agriculture is not a priority area and there is no agriculture sector working group within the Council. The **Prime Minister** chairs the Council, and members include a number of ministers, two representatives of international financial institutions, and 36 business-associations (combining 25,000 companies).

Since 2011, **Civil Society Organizations (CSOs)** have been afforded greater freedom to participate in the policymaking process. There are between 700 (ADB, 2011) and 1,500 (USAID, 2013) active CSOs registered in Kyrgyzstan.⁸ According to the Soros Foundation, 7 percent of CSOs are involved in supporting the agricultural sector (ADB, 2011). Those CSOs involved in agriculture work primarily in extension services and rural support, and do not get involved in policy advocacy. There is no umbrella organization supporting the agricultural sector. The most prominent organization, the **Association of Civil Society Support Centers (ACSSC)**, is an independent nongovernmental network of ten organizations that provides institutional development support and lobbies for favorable legal conditions. The ACSSC works closely with a number of committees of parliament and recently assisted in the development of the law on PACs. However, ACSSC does not work specifically in the agricultural sector.

CAPACITY FOR POLICY CHANGE INDICATORS

- a. Inclusive Participation within the Policy Coordination Management Entity

Status: Red

While there is cross-ministerial representation on the Food Security Council and the FSNP working group, there is no private sector or CSO representation.

- b. Outreach and Communications

Status: Green

⁸ USAID (2012) estimates approximately 11,500 registered CSOs, with the majority inactive due to complicated procedures to close and de-register an organization.

The process for drafting the FSNP involved broad consultation with the heads of ministries and departments, donors, the private sector, and civil society. The draft report has not yet been widely circulated, but a further consultation process is scheduled for June 2014.

c. Private Sector Participation – Opportunity/Space

Status: Green

The private sector is being provided greater opportunity to participate in the policy dialogue. An agribusiness consulting firm interviewed noted that they, along with four other firms, had recently been invited to meet with the Minister of Agriculture. This was their first invitation in 15 years. They noted that the Ministry planned to widen the scope of the meeting to include broader participation. Informally, given the size of the country, many other businesses are also able to communicate directly with the minister.

d. Private Sector Participation – Capacity to Participate

Status: Yellow

While there is no umbrella organization serving as the collective voice for agribusiness, sector associations are organized, and their capacity to contribute to the policy dialogue is increasing. One notable example is the Concept on Seed Sector Development, which has been driven primarily by the Seed Association of Kyrgyzstan, who hired a legal expert to draft the text and set up a working group with the government to coordinate the process. However, a number of associations lack of organization and skills to constructively promote their own interests. In addition, a reliance on donor funding raises sustainability concerns.

e. Participation of CSOs – Opportunity/Space

Status: Yellow

The role of CSOs in Kyrgyzstan has been growing, as Kyrgyz legislation supporting non-commercial organizations is considered one of the best in Central Asia.⁹ This was recently demonstrated in the role CSOs played in the drafting of the new Kyrgyz constitution. However, some stakeholders still noted the limited influence of CSOs, noting that only international organizations are able to exert significant influence.

f. Participation of CSOs – Capacity to Participate

Status: Red

This assessment was unable to identify any organizations representing civil society that are currently engaging with MOAM on food security policy.

CONCLUSIONS

While there is limited CSO engagement in agricultural policy, the private sector's influence on agricultural policy is growing. The leading role of the Seed Association of Kyrgyzstan in developing the draft seed policy demonstrates that the private sector can actively and positively impact the policy development process.

⁹ According to V-Dem, which tracks whether CSOs are routinely consulted by policymakers on policies relevant to their members, Kyrgyzstan has improved from a score of -0.59 in 1990 to 0.26 in 2009, and 2.44 in 2012.

However, the overall capacity of the private sector to constructively engage in the policy process remains limited. Numerous stakeholders reported that when asked to participate in policy discussions, the private sector merely reported their problems without offering any constructive solutions. Training is therefore needed to boost the private sector's ability to participate in policy dialogue.

RECOMMENDATIONS

1. **Ensure private sector and civil society representation on the Council for Food Security:** To ensure broad based representation on food security policy, there should be representatives from the private sector and civil society on the Council for Food Security.
2. **Provide capacity building and training to associations:** Associations require capacity building to articulate their policy positions, provide some level of evidence-based analysis to support their views, and offer constructive recommendations for reform.

POLICY ELEMENT 4: EVIDENCE-BASED ANALYSIS

Although some gaps exist, the quality and availability of agricultural data is sufficient to enable informed policy analysis. While there is strong independent analytical capacity within the country, the capacity within MOAM is limited, and there is a poor recognition of the need for evidence-based analysis.

OVERVIEW

The robust systems for agricultural research across Central Asia collapsed with the dissolution of the Soviet Union. Today agricultural research in Kyrgyz Republic is severely underfunded at 0.01 percent of GDP. This compares to 0.1 percent in Tajikistan and 0.37 percent in Kazakhstan (CACAARI, 2012).¹⁰ There are three research institutes in Kyrgyz Republic dedicated to agriculture: the **Kyrgyz Research Institute of Agriculture (KRIA)**, the **Kyrgyz Research Institute of Irrigation (KRII)**, and the **Kyrgyz Research Institute of Livestock, Veterinary and Pastures (KRILVP)**. A number of other institutes under the **National Academy of Sciences** are also involved in agricultural research, including: **Agricultural Machinery Testing Station, Forestry and Nut Breeding Institute, Biology Institute**, and the **Institute of Biochemistry and Plant Physiology (ICARDA, 2009)**. National and regional agricultural research support is provided by organizations including the **Consultative Group on International Agricultural Research (CGIAR)**, **International Food Policy Research Institute (IFPRI)**, and the **International Center for Agricultural Research in the Dry Areas (ICARDA)**. There is no dedicated agricultural policy research institute in Kyrgyz Republic.

The **National Statistical Committee (NSC)** collects and analyzes information on food security and publicizes a food security quarterly statistical report. NSC has three divisions and 18 departments, including an agricultural statistics department. Agricultural data is collected at the local level by village municipalities and sent to district NSC officers. Within MOAM, **DFS** produces monthly, quarterly, and annual food security statistics (production, import/export, availability) for nine food security products.

A number of extension and advisory services provide production and market information for the agricultural sector. Most notably, the **Rural Advisory Services (RAS)** hosts a market information center, which is updated twice a week. In addition, **Kyrgyz Agricultural Market Information Service (KAMIS)** collects and disseminates market price information on a wide variety of agricultural products.

CAPACITY FOR POLICY CHANGE INDICATORS

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

Status: Green

Economic and financial analysis is carried out for major strategies and reforms. In the absence of capacity by the MOAM, international experts, hired by international organizations, usually carry out economic analysis. For the FSNP, the FAO sponsored independent analysis and interviewed a range of stakeholders as part of the policy development process.

¹⁰ The average for developing countries is 0.54 percent and for developed countries is 2.4 percent

b. Performance Monitoring Measures and Targets Developed

Status: Green

The draft FSNP contains specific objectives and performance indicators that will track interim results of progress, final year targets, and national macroeconomic indicators.

c. Quality Data Exists for Policy Monitoring

Status: Yellow

The FSNP noted the good quality of collection of agricultural data by NSC. However, in reality, agricultural data collected at the village level for the NSC is based on rough estimates, and the reliability and quality of the data is difficult to access in the absence of benchmark data. There is also a lack of farm level information on farm structures, investment patterns, technology issues, and access to markets. The last agricultural census was conducted in 2002, although a new round is planned for late 2014.

d. Quality Data is Accessible for Policymaking

Status: Yellow

The NSC makes national statistics on food security widely available. Major data is available on the NSC website and more detailed data available for a small fee. Stakeholders noted, however, a lack of coordination among different data collection agencies and difficulty in finding and accessing many of the agricultural studies conducted by various government agencies and international organizations.

e. Inclusion of Analysis in the Policy Development Process

Status: Yellow

While there is a growing acceptance of evidence-based analysis across the government, the inclusion of policy analysis within the MOAM remains ad-hoc. The draft FSNP noted that statistics provided by the NSC are included in policy decisions. However, due to recent reforms, the agricultural research institutes are the responsibility of the Agrarian University under the MES. This has served to distance agricultural research institutes from the Ministry of Agriculture, and as a result agricultural research is poorly integrated into the development of agricultural policy (USAID, 2013).

f. Annual Performance Measurement Report Produced and Reviewed

Status: Yellow

MOAM holds an annual meeting with stakeholders to discuss performance over the previous year. There is no mechanism to collect feedback from the review, and incorporate into subsequent plans.

g. Independent Analysis Capacity Exists

Status: Green

Stakeholders regarded the quality of independent research in Kyrgyz Republic as high. Although there is no dedicated agricultural policy institute, international research support is provided by organizations including CGIAR and IFPRI, as well as by numerous international donors. However with almost all independent analysis donor funded, there is a concern over the sustainability of analytical capacity, which will likely shift to reflect donor priorities.

CONCLUSIONS

Awareness of the gaps and capacity constraints of agricultural data in Kyrgyz Republic is high. A review of the agricultural and food security information system was carried out by the FAO in advance of the FSNP. While there were positive factors identified in the collection, dissemination, and utilization of agriculture data by the NSC, a number of constraints were also identified. These included budget limitations, poor coordination of data collection and management across ministries, and limited availability of statistics at the farm level.

The quality of independent analysis is strong, and donor driven policies involve comprehensive independent analysis, despite concerns about the sustainability of such capacity. However, there is poor recognition of the need for evidence-based policy within MOAM. This is exhibited by the fact that there is no dedicated policy analysis unit within MOAM. There is a reluctance to embrace an analytical approach, as this makes it harder to control information. Accordingly, there is a need to create the demand for evidence-based policymaking within MOAM by demonstrating successful impact.

RECOMMENDATIONS

1. **Establish a food security and nutrition information website:** An agricultural web portal should be established in collaboration with NSC, MOAM, MOE, agricultural research institutes, and development partners. This website should host all available and published agricultural data and research, and would serve to encourage knowledge generation and sharing in the agricultural sector and identify areas of duplication across ministries and agencies.
2. **Conduct farm level surveys:** Farm level information is lacking on farm structures, investment patterns, technology issues, and access to markets. Previous surveys were supported by USAID and the approach could be replicated.

POLICY ELEMENT 5: POLICY IMPLEMENTATION

Agriculture and food security policy implementation is constrained by frequent organizational change, inadequate institutional capacity, insufficient funding, and a lack of political realism.

OVERVIEW

Numerous studies have highlighted weak implementation of policy measures within **MOAM**, owing to frequent restructuring, limited realism in reforms, and insufficient financing (ADB, 2007; FSNP, 2014). These issues have plagued implementation of agricultural policy for over a decade, and stakeholders noted that these issues were just as pertinent today. Where reforms do occur, they are often sector-specific, poorly coordinated, and offer short-term solutions. For example, the draft FSNP highlights more than 18 adopted technical regulations for food safety, which were often enacted without prior coordination, financial planning on their enactment, or organizational training on their enforcement.

At the central level, the FSNP notes that coordination of all stakeholders in the implementation of the program will be the responsibility of the **Council on Food Security**. There is no policy implementation unit within MOAM responsible for coordination of the implementation process. The **Department of External Affairs and Investments** should play a role in coordinating investment decisions, but their role is limited by a lack of capacity. When asked about the merits of introducing a coordination unit, there was a belief among varying departments that they know what they should be doing, and that coordination was not needed.

At the farm level, MOAM has a limited role in the provision of agricultural services, with implementation of agricultural programs dispersed among various institutions. Responsibility for on-farm irrigation is largely managed by **Water Users Associations**. The private sector and donors support all extension services, and there is no public funding. The **Rural Advisory Service (RAS)** is the primary provider of agriculture extension and the only organization with nationwide coverage. Both donors and farmers regard RAS as efficient. The **Agency for Community Development (ARIS)** also implements five rural development projects, including a livestock and market development program. There is no overall coordination body to oversee the implementation and delivery of agricultural services in Kyrgyz Republic. This is particularly a problem at the regional level, where weak governance and communication between central and local authorities constrains effective implementation.

One example of a strong policy implementation structure in the agricultural sector is the **Agricultural Project Implementation Unit (APRI)**. Created in 1997 by the **World Bank**, APRI is responsible for the realization of certain donor funded agricultural projects. APRI serves as an independent donor funded unit with MOAM, and currently implements three projects, including the livestock and market development project in partnership with ARIS. APRI projects are identified by the **Coordination Council on Investments**, and then proposed to donors by **MOF**. The role of APRI includes: overall responsibility for project implementation, financial management, coordination, monitoring and reporting. APRI has 15 employees that are paid independently from MOA at higher rates. The staff is well educated and well trained. APRI prepares quarterly and annual implementation reports that are presented to the government and donors, and also published online. The funding for APRI is tied to donor projects, and in the absence of donor funding, MOAM would not be in a position to fund the unit.

CAPACITY FOR POLICY CHANGE INDICATORS

a. Implementation Plans Developed

Status: Yellow

The draft NFSP contains a clear structure of goals and tasks, and a detailed implementation plan that identifies actions steps, timeframes, expected results, and responsible ministries. However, there are over 200 separate implementation items without any clear priority setting. Additionally, responsibility for implementation is only assigned at the institutional level, and within MOAM there is no indication of responsible departments or units.

b. Systems in Place to Analyze Implementation Capacity Constraints

Status: Red

While MOAM has limited bandwidth to analyze capacity constraints, a number of institutional and capacity assessments have been undertaken by donors, including the ADS 2007, the ADS 2012, and the FSNP. These studies have clearly identified areas of weakness, improvement opportunities, and priorities. However, implementation, has been limited.

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

Status: Yellow

All sector policies should be aligned with the NSSD. In addition, both the Council on Food Security and the FSNP Working Group have cross-ministerial representation that should ensure alignment of work plans across ministries. Despite this, there are a number of elements of the FSNP that will likely not be supported by other ministries. For example, one of the four pillars of the program is advocating subsidies for five agricultural crops (including wheat), but there is limited political support within MOE for this proposal.

d. Policy Implementation Budget Committed by Host Country

Status: Red

The current sector budget is on average 3 percent of government funding. For 2012, the total MOAM budget was \$42.5 million. \$23.8 million was allocated for irrigation rehabilitation, \$13 million for state support of livestock farming, \$4 million for state support for crop production, and \$1 million was allocated to MOAM administration. There is also a \$94 million program for subsidized loans for farmers, which provides commercial banks with funding to lend to farmers. This budget is managed under a separate account within MOF (USAID, 2013). Donor funding is channeled through an independent Public Investment Program for agriculture.

The budget for the FSNP has not been secured, although the FAO indicated that 53 percent of the funding has been allocated from existing funding and other donor support.

e. Supplemental Implementation Funds Secured

Status: Green

In 2012, Kyrgyz Republic was awarded \$37 million by the Global Agriculture & Food Security Program (GAFSP) to rehabilitate irrigation and drainage.

f. Administrative and Technical Capacity of Staff to Implement Policy Change

Status: Red

The capacity of MOAM, in terms of both numbers of staff and technical competence, is weak across all departments. The underfunding of MOAM means that they are not able to attract high quality staff. The finance department within MOAM, for example, noted that their accounting specialists at the district level are not sufficiently qualified in basic accounting standards, and there is a weak connection between financial planning at the district level and the central level. Every MOAM official interviewed mentioned the need for financial assistance to procure computers and internet.

The administrative capacity is also constrained by a lack of an effective resource sharing system. The Department for Organizational Development noted challenges collecting information from the regional level, with paper documents often having to be flown in from remote areas. The department has been tasked with the development of an electronic document library.

g. Monitoring and Evaluation

Status: Red

There is no unit with MOAM dedicated to monitoring and evaluation. The Department of Finance is currently the primary unit with MOAM that is tracking indicators, however, their capacity is severely limited with only six staff members. They only have one specialist who has responsibility for overseeing implementation in all forty districts. Additionally, they only have the capacity to track expenditures and not control how money is spent, conduct any cost-benefit analysis, or reevaluate policies.

CONCLUSIONS

Great progress has been made in laying the foundation for private sector led agricultural growth, yet agriculture and food security policy implementation remains constrained by a number of factors. Frequent organizational change, inadequate human capacity, inadequate institutional structures, and insufficient funding all limit private sector led growth. These problems are well understood and have not changed over the past 10 years.

While the NFSP sets out an ambitious strategy for food security and nutrition, it fails to establish an institutional structure for effective implementation. The Council of Food Security is identified as the primary coordinating body for the program, but there is no plan to address the capacity constraints within the central administrative system of MOAM. The central administrative system lacks three elements in particular: 1) a unit responsible for coordinating and managing policy implementation across all MOAM departments; 2) a unit responsible for overseeing the delivery of agricultural services; and 3) a dedicated unit for monitoring and evaluation. Without these units in place, the NFSP is likely to repeat the mistakes of past donor driven agricultural strategies and remain unimplemented and unenforced.

RECOMMENDATIONS

1. **Develop institutional mechanisms within MOAM to implement the FSNP:** Improved structures for implementation of the FSNP strategy should be prioritized and put in place to ensure that MOAM is well positioned to implement required reforms. The lead unit responsible for implementation of FSNP should be identified (most likely DFS or a donor funded secretariat) and capacity support should be provided to enable effective management and coordination.
2. **Develop a coordinating body to oversee the delivery of agricultural services:** In line with a recommendation by ACDI-VOCA (2014) on strengthening the RAS, an overall coordinating body to oversee the delivery of agricultural services should be established.

- 3. Strengthen MOAM's financial management capacity at the district level:** Capacity building and training is needed for district agricultural specialists in basic accounting procedures and practices.
- 4. Establish separate Monitoring and Evaluation unit within MOAM:** There is currently no separate unit responsible for monitoring and evaluation, and the Department of Finance does not have adequate capacity.
- 5. Support the development of an electronic document library for MOAM:** The government recently tasked the Department of Organizational Work to develop an electronic document library for the ministry to facilitate improved information sharing and coordination. Currently only MOE and MOF utilize these systems. Technical assistance should be provided to establish the system and train staff on electronic document management and use.

POLICY ELEMENT 6: MUTUAL ACCOUNTABILITY

There is currently no formal mechanism for coordination between the MOAM and donors on agriculture and food security policy. This limits the mutual accountability commitments made by the government under the Rome and Paris declarations on Aid Effectiveness.

OVERVIEW

The agricultural sector in Kyrgyz Republic is a large recipient of donor assistance. The **World Bank** is the largest contributor, with three ongoing funded projects for the agricultural sector: **Second On-farm Irrigation Project** (\$35.7 million), **Agricultural Investment and Services Project** (\$34.7 million), and the **Agricultural Productivity Assistance Project** (\$7.6 million), as well as implementing the GAFSP grant for the rehabilitation of irrigation and drainage systems (\$16.5 million). Other significant donors include the **FAO**, **WFP**, **European Union**, the **Government of Turkey**, **USAID**, **IFAD**, and the **ADB** (USAID, 2013).

Kyrgyz Republic was the first country in the Central Asian region to participate in initiatives to increase harmonization and aid efficiency and has actively assumed the principles of the Rome and Paris Declarations on Aid Effectiveness. MOE plays the lead role in development planning and aid coordination. **Donor Program Coordination Council (DPCC)** provides a forum for dialogue among the donors, with sector specific working groups comprising representatives of government, donors, and CSOs. There is an **Agriculture and Food Security Working Group (AFSWG)**, chaired by the FAO and WFP, as well as a **Water Sector Working Group**. The DPCC maintains a website (www.donor.kg) that presents partner activities and online resources.

CAPACITY FOR POLICY CHANGE INDICATORS

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

Status: Red

There is currently no regular forum for donor-to-government meetings on food security policy. There used to be a Coordination Council, hosted by MOAM, which would coordinate and monitor the implementation of agricultural projects across the ministry and development partners. However, this council stopped functioning in 2007. In May 2014, the Minister of MOAM notified donors of his intention to recommence coordination on policy and programs through a biannual meeting.

b. Joint Policy Priorities Developed

Status: Red

There is no document that articulates the shared policy objectives between MOAM and the donor community. The Country Partnership Strategy 2014-17 (previously the Joint Country Support Strategy)¹¹ presents a core strategy by the World Bank, ADB, Swiss Cooperation, DFID, and United Nations Agencies to support Kyrgyz's development agenda.

¹¹ The last Joint Country Support Strategy was for 2007-2010. Due to political uncertainty in 2010, the Bank produced a Joint Economic Assessment (JEA) in 2011 and an Interim Strategy Note in 2012.

c. Monitoring System Exists*Status: Red*

There is currently no central performance measures or schedule for reviewing and documenting sector performance. The minister is required to report annually on the implementation of agricultural programs and any problems encountered. Donor projects are not subject to annual review. The last joint portfolio review conducted by the ADB and the World Bank was in 2008.

In 2013, the Swiss Cooperation Agency signed a memorandum of association with the government to design and install an Aid Management Platform to improve coordination and monitoring. The Aid Management Platform is a web-based tool that provides data on aid commitments and projects.

d. Donor Coordination – Alignment and Harmonization*Status: Yellow*

The DPCC and its sector working groups meet regularly to present on programs and discuss common issues. Some development partners interviewed noted that they would like the DPCC to move beyond information sharing and play a more proactive role in harmonizing and monitoring donor food security and nutrition projects.

e. Private Sector Accountability*Status: Red*

As there is no forum for regularly scheduled donor-government meetings, there is no private sector representation.

f. CSO Sector Accountability*Status: Red*

As there is no forum for regularly scheduled donor-government meetings, there is no civil society representation.

CONCLUSIONS

While there is an established system for donor coordination through the DPCC, there is currently no joint donor-government meetings or joint monitoring system. This serves to limit mutual accountability commitments that the government adopted through the Rome and Paris declarations. Given the indication from the minister that he would like to reestablish a Coordination Council, there is an opportunity to establish a strong mutual accountability system for the agriculture sector, as long as ownership is provided by MOAM. A good example of an existing mutual accountability system is within MOH, where there are quarterly technical meetings between officials, donors, and CSOs, as well as an annual health summit to review sector performance.

RECOMMENDATIONS

1. **Support MOAM in the reestablishment of a Coordination Council:** Replicating the success of the MOH donor-government framework, support should be provided to MOAM to reestablish the Coordination Council. The first step in this process should be to draft a clear terms of reference, which should include membership guidelines, as well as a formalized performance review process.

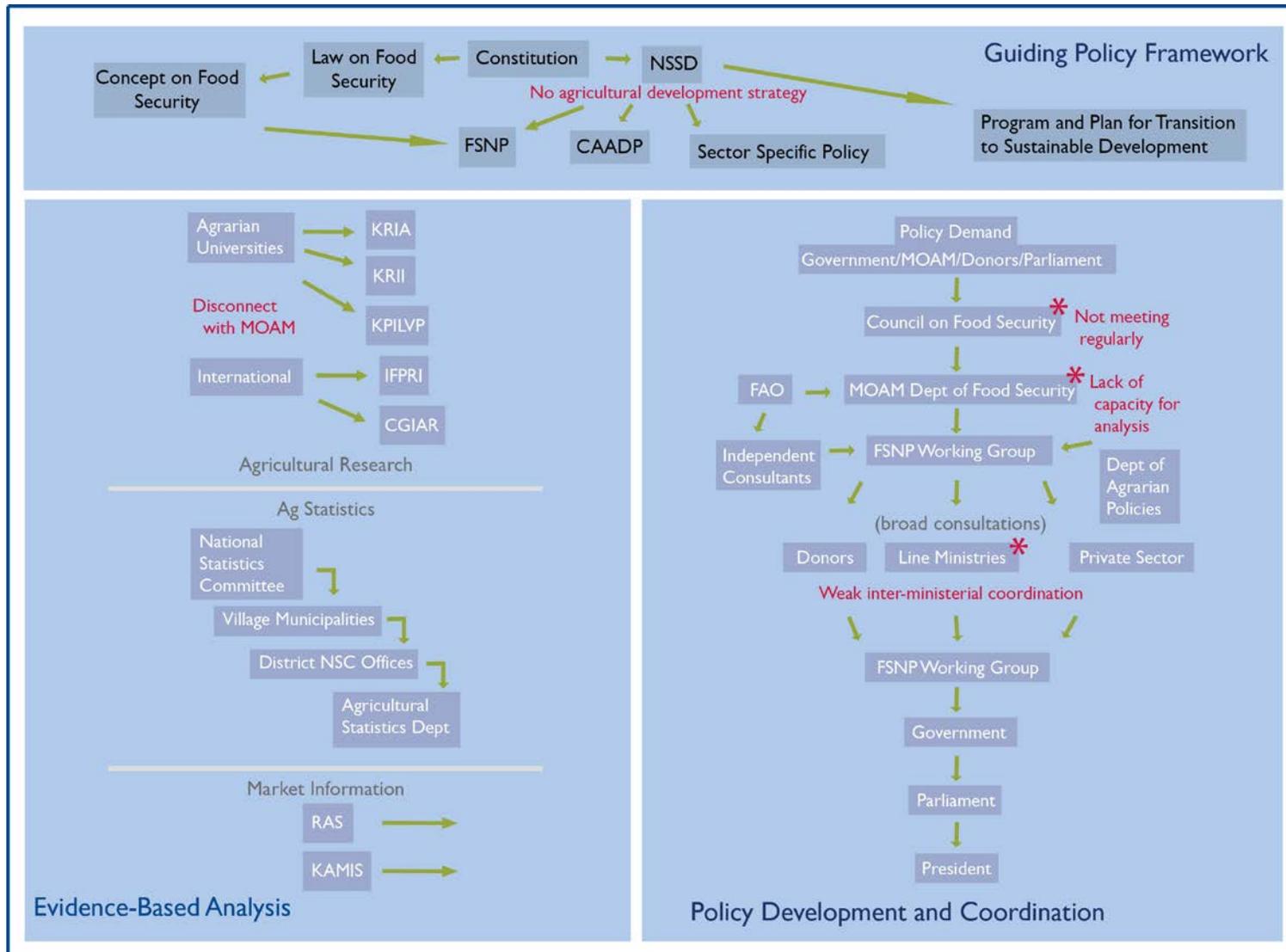
PART III: CONCLUSION

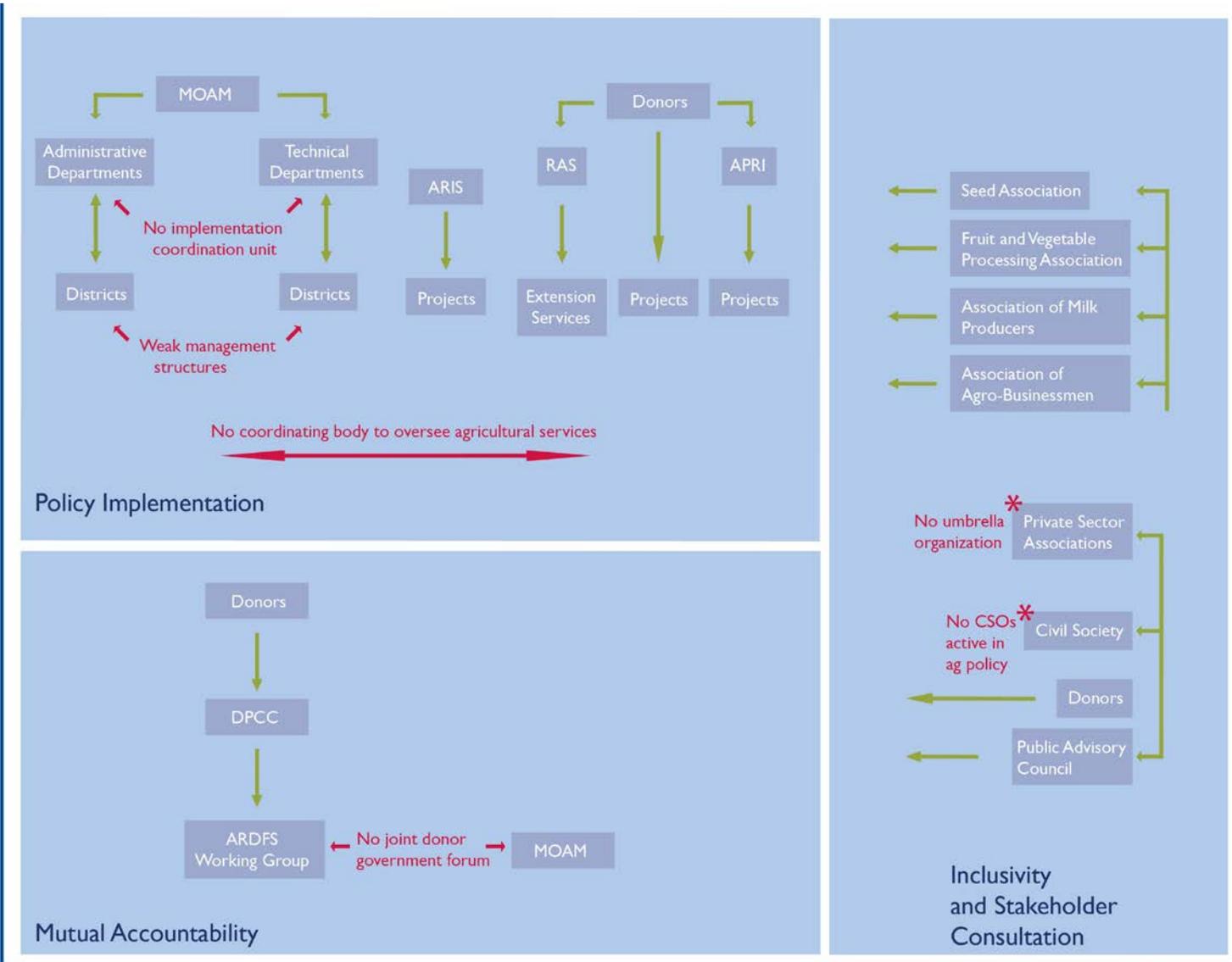
The legal and regulatory framework exists within Kyrgyzstan to support the development of inclusive and evidence-based policy. Within the agricultural sector, there are examples of strong, sector-specific policies being developed. For example, new seed and livestock policies have been drafted recently, with strong independent analysis and broad stakeholder consultation.

Despite this strong framework, a number of barriers remain that inhibit a truly effective policy change process within the agriculture sector and across sectors. The most fundamental issue is a leadership vacuum within MOAM, which has resulted in the lack of a minister-driven vision for agriculture sector development. In addition, frequent staff turnover and organizational restructuring, combined with inadequate resources, has created an institutional environment where policies remain predominantly unimplemented. The FSNP is supposed to provide a framework for food security and nutrition for the next four years. However, it is unclear whether MOAM has the technical and administrative capacity to implement such an ambitious program. To avoid a repeat of previous unimplemented strategies, MOAM requires capacity building support and training across all areas of the central administrative structure, with a particular focus in three areas:

1. **Improving strategic management in policy development:** In its current state, MOAM does not possess either the organization structures or technical competency to effectively develop comprehensive policy. In particular, the lack of a dedicated unit responsible for policy analysis and development has left MOAM completely reliant on technical assistance from donors, which serves to detach MOAM from the policy development process. A policy development unit should be created. In addition, training should be provided to all levels of the MOAM central management structure and be tailored to each department, based on setting joint priorities. The training should include policy development, evidence-based analysis, and effective communication.
2. **Improving coordination on policy implementation:** Improving structures for implementation of the FSNP should be prioritized and put in place to ensure that MOAM is well positioned to implement required reforms. While the Council on Food Security is the overall coordination body for the program, there is a need to establish an implementation support unit to support capacity building of departments involved in the coordination and implementation of the FSNP.
3. **Establishing separate monitoring and evaluation unit:** The Department of Finance currently serves in this function, but capacity is severely constrained. They have one specialist responsible for monitoring implementation in all 40 regions and there is no adequate evaluation of policies. There is a need to establish a dedicated unit with MOAM responsible for monitoring and evaluation.

ANNEX I: AGRICULTURE & FOOD SECURITY POLICY CHANGE INSTITUTIONAL MAP





ANNEX II: 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 policymaking is clearly defined and consistently applied and enforced from year to year.	
Predictability and Transparency of the Policymaking 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. 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 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 that enables 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).			
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 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, or other mechanisms.			
Private Sector Participation – Opportunity/Space: The private sector is given meaningful opportunities to participate in policy formulation and strategy discussions. This could be through participation in the management/steering committee, in technical work groups, and/or other forums. Communication and interaction 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. Communication and interaction should be two-way, and access to key information should be readily available.			
Participation of CSOs – Capacity to Participate: Some organizations representing civil society have the capacity to participate in government-led discussions on food security policy (including representation from women’s associations and farmers associations). They are able to represent their members, articulate and communicate policy positions, and 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 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 Accessible for Policymaking: 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		
			
<p>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.</p>			
<p>Independent Analysis Capacity Exists: There exists an independent capacity to analyze food security data, use the analysis to make policy recommendations, and engage in policy discussion and advocacy. A research institute, university, or similar non-governmental/objective organization could conduct such an analysis. This capacity should be engaged in the government's policy development and review process through papers, forums, or participation introduced in official policy review and discussion meetings.</p>			
Policy Element 5: Policy Implementation			
<p>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 c) packaged priorities can be translated into funding proposals to gain support for projects/programs from development partners (to address financing gaps).</p>			
<p>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).</p>			
<p>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 line ministries can implement policy actions. The plans of individual ministries and units within ministries align with overall national strategy and its policy objectives.</p>			
<p>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 fully released in a timely manner.</p>			

Capacity of Policy Change Indicators	Status		
			
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, or the private sector.			
Administrative and Technical Capacity of Staff to Implement Policy Change: Administrative and technical capacity exists within the government to effectively manage the implementation process. There is a system to coordinate implementation across departments.			
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 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.			

ANNEX III: REFERENCES

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