



# INSTITUTIONAL ARCHITECTURE FOR FOOD SECURITY POLICY CHANGE: SENEGAL

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Enabling Agricultural Trade (EAT) project

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# TABLE OF CONTENTS

<b>TABLE OF CONTENTS</b> .....	<b>2</b>
<b>ACRONYMS</b> .....	<b>3</b>
<b>INTRODUCTION AND METHODOLOGY</b> .....	<b>5</b>
Purpose of the Assessment .....	5
Methodology .....	5
Overview of the Food Security Change Process .....	6
<b>PART I: INSTITUTIONAL MAP</b> .....	<b>6</b>
<b>PART II: CAPACITY OF FOOD SECURITY POLICY REFORM</b> .....	<b>8</b>
<b>POLICY ELEMENT 1: THE GUIDING POLICY FRAMEWORK</b> .....	<b>8</b>
Overview .....	8
Capacity for Food Security Policy Change Indicators .....	9
Recommendations .....	10
<b>POLICY ELEMENT 2: POLICY DEVELOPMENT AND COORDINATION</b> .....	<b>11</b>
Overview .....	11
Capacity for Food Security Policy Change Indicators .....	12
Recommendations .....	13
<b>POLICY ELEMENT 3: INCLUSIVITY AND STAKEHOLDER CONSULTATION</b> .....	<b>15</b>
Overview .....	15
Capacity for Food Security Policy Change Indicators .....	16
Recommendations .....	17
<b>POLICY ELEMENT 4: EVIDENCE-BASED ANALYSIS</b> .....	<b>18</b>
Overview .....	18
Capacity for Food Security Policy Change Indicators .....	18
Recommendations .....	20
<b>POLICY ELEMENT 5: POLICY IMPLEMENTATION</b> .....	<b>21</b>
Overview .....	21
Capacity for Food Security Policy Change Indicators .....	22
Recommendations .....	23
<b>POLICY ELEMENT 6: MUTUAL ACCOUNTABILITY</b> .....	<b>24</b>
Overview .....	24
Capacity for Food Security Policy Change Indicators .....	24
Recommendations .....	26
<b>CONCLUSION</b> .....	<b>27</b>
<b>ANNEX: CAPACITY FOR FOOD SECURITY POLICY CHANGE INDICATORS</b> .....	<b>28</b>

## ACRONYMS

<b>ANSD</b>	National Agency for Statistics
<b>APIX</b>	Investment Promotion Agency (Agence Nationale Chargée de la Promotion de l'Investissement des Grands Travaux)
<b>CAADP</b>	Comprehensive African Agriculture Development Programme
<b>CASP</b>	Agro-Forestry-Pastoral Council (Conseil Agro-Sylvo-Pastorale)
<b>CEDOP</b>	Center for Development Policy Studies (Centre d'Etudes de Politiques pour le Développement)
<b>CES</b>	Economic and Social Council
<b>CESE</b>	Economic, Social and Environmental Council
<b>CEP</b>	Monitoring and Planning Unit (Cellule d'Etudes et Planification)
<b>CNCR</b>	National Rural Cooperative Council (Conseil National de Concertation et de Coopération des Ruraux)
<b>CNES</b>	National Confederation of Employers of Senegal (Confederation National des Employeurs du Senegal)
<b>CNP</b>	National Council of Employers (Conseil National du Patronat)
<b>CONGAD</b>	NGO Council (Conseil des Organisations Non Gouvernementales)
<b>CPI</b>	Presidential Council on Investment (Conseil Présidentiel de l'Investissement)
<b>DAPSA</b>	The Agricultural Directorate for Statistical Analysis and Predictions (Direction de l'Analyse de la Prévision et des Statistiques Agricole)
<b>DPES</b>	Political, Economic and Social Document (Document de Politique Economique et Sociale)
<b>ECOWAP</b>	Economic Community of West African States Program
<b>FAO</b>	Food and Agriculture Organization of the UN
<b>FNDASP</b>	National Fund for Agro-Forestry-Pastoral Development (Fonds National de Développement Agro-Sylvo-Pastoral)
<b>GAFSP</b>	Global Agriculture and Food Security Program
<b>IFPRI</b>	International Food Policy Research Institute
<b>IPAR</b>	Initiative for Agricultural and Rural Forecasting (Initiative Prospective Agricole et Rurale)
<b>ISRA</b>	Senegal's Institute for Agricultural Research (Institut Senegalais de Recherche Agricole)
<b>ITA</b>	Institute for Food Technology (L'Institut de Technologie Alimentaire)
<b>LOASP</b>	Agriculture, Forestry, and Livestock Act (Loi d'Orientation Agro-Sylvo-Pastorale)
<b>LOSCA</b>	Accelerated Growth Strategy Act (Loi d'Orientation de la Stratégie de Croissance Accélérée)
<b>MAER</b>	Ministry of Agriculture (Ministère de l'Agriculture et de l'Equipement Rural)

<b>MDGs</b>	Millennium Development Goals
<b>NEPAD</b>	New Partnership for Africa's Development
<b>PAFS</b>	Forestry Action Plan (Plan d'Action Forestier du Sénégal)
<b>PAQ</b>	Agricultural Five Year Plan (Plan Agricole Quinquenal)
<b>PNIA</b>	National Agricultural Investment Plan
<b>PNDA</b>	National Agricultural Development Program (Programme National de Développement Agricole)
<b>PNDE</b>	National Livestock Plan (Plan National de Développement de l'Élevage)
<b>PRSP</b>	Poverty Reduction and Strategy Paper
<b>SAKSS</b>	Strategic Analysis and Knowledge Support System (Système national d'analyse et de gestion des connaissances)
<b>SCA</b>	Accelerated Growth Strategy (Stratégie de Croissance Accélérée)
<b>SNDES</b>	National Strategy for Economic and Social Development (la Stratégie Nationale de Développement Economique et Social)
<b>USAID</b>	United States Agency for International Development
<b>WFP</b>	World Food Program

DRAFT

# INTRODUCTION AND METHODOLOGY

## PURPOSE OF THE ASSESSMENT

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.<sup>1</sup>

Institutional Architecture provides an approach for conducting country-level analysis of a country's capacity to undertake food security change<sup>2</sup>, by identifying implementation barriers, designing policy options, and coordinating actions across public and private institutions. It recognizes that the path and trajectory of policy changes are complex, non-linear processes that are often unique to a particular country. Yet, experience has demonstrated that effective policy change processes share similar characteristics; namely predictable, transparent, inclusive, and evidence-based policy-making. This assessment examines the policy-making process through these characteristics, 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 of the policy change process.

## METHODOLOGY

### Part I: Mapping of Institutional Architecture Inventory

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':

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<sup>1</sup>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.

<sup>2</sup> 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 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 the capacity and effectiveness of the overall policy change process. Each indicator is assessed using a three-tier rating system, which highlights the priority and level of attention needed to improve the effectiveness of the condition. Indicators will be accompanied with a narrative analysis of key gaps and constraints to the policy change process.

### **Part III: Summary Conclusions**

The third part is a succinct section that draws conclusions based upon the above set of findings.

## **OVERVIEW OF THE FOOD SECURITY CHANGE PROCESS**

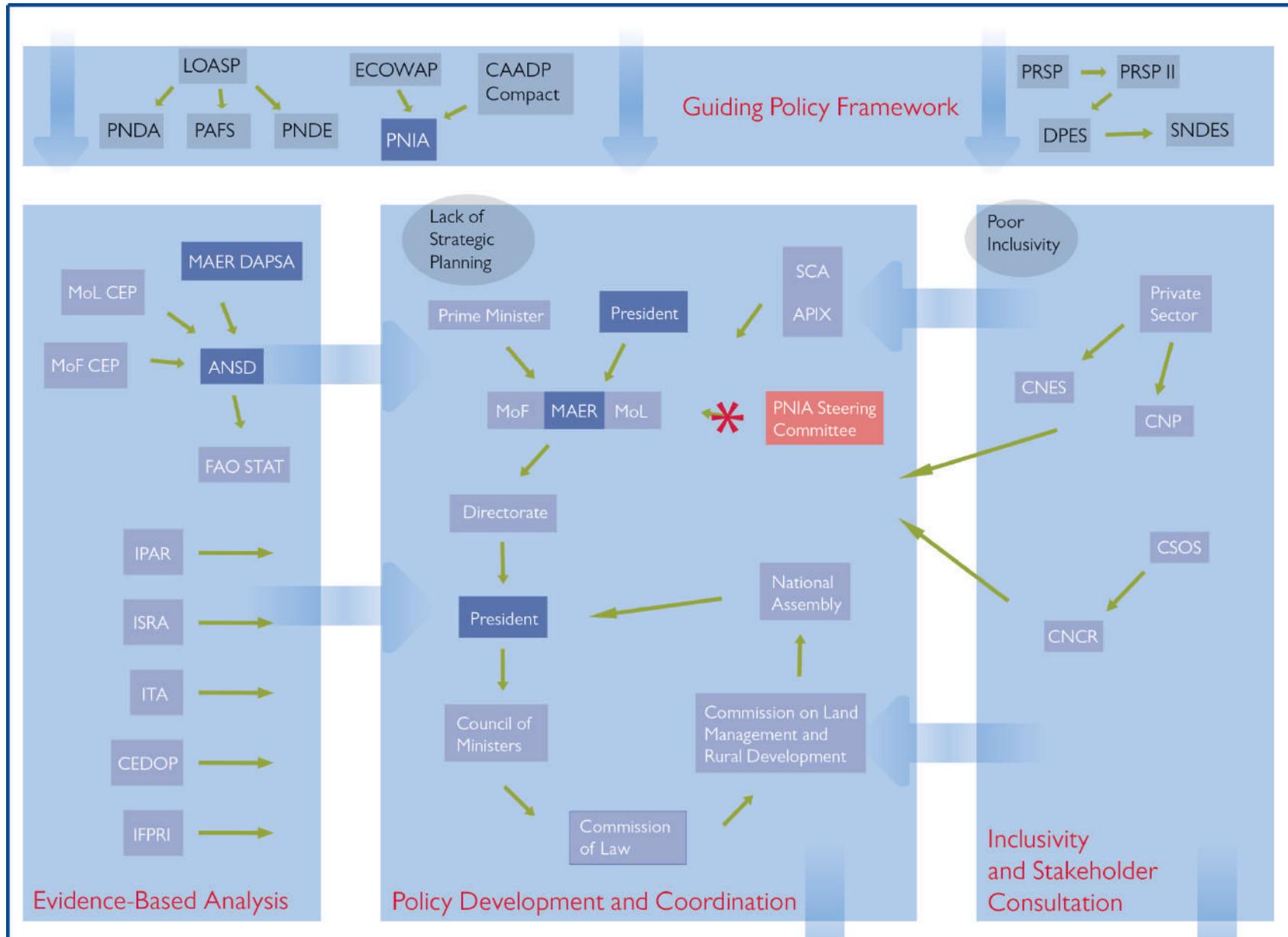
Following a peaceful presidential transition in March 2012, Senegal remains one of the more stable countries in the West African region. Compared to the average agricultural share of the Gross Domestic Product (GDP) of countries in West Africa, Senegal's agricultural sector is underproductive.<sup>3</sup> Sixty-eight percent of the labor force is engaged in agriculture, but the sector accounts only for about 14 percent of GDP. During the last decade, frequent ministerial and policy changes, and the lack of a focused strategic vision for agricultural growth has affected the country's productivity. With only five percent of land under irrigation, agriculture is mainly rain-fed, leading to strong fluctuations in production from one season to the next. A large portion of agriculture is substance based, and there is a heavy dependence on imported cereals.

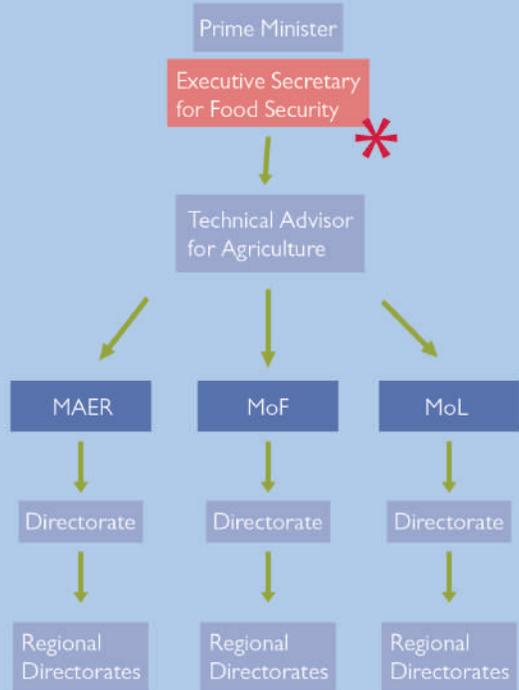
However, with Senegal's strategic location for maritime transportation, the growing export oriented horticulture industry, and with a political commitment of more than 10 percent of the national budget allocated to agriculture, Senegal has a lot of potential for agricultural growth and poverty reduction. To harness and promote the country's capacity for agricultural growth, Senegal adopted its CAADP investment plan in 2009, referred to as the National Agricultural Investment Plan (PNIA). While PNIA provides a robust framework for agriculture-led economic growth, its implementation has been slow. The lack of a strong leadership and management structure to implement the vision for PNIA is slowing down the realization of Senegal's much needed strategic roadmap for agricultural growth and improved food security.

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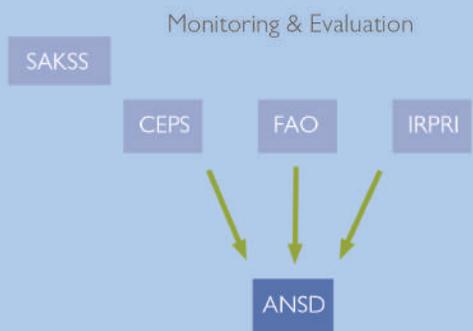
<sup>3</sup> In 2008, the average agricultural value-added share of the GDP for West Africa was 31% of the GDP; in Ghana it was 37%. USAID, Feed the Future Strategic Review October 2010.

# PART I: INSTITUTIONAL MAP





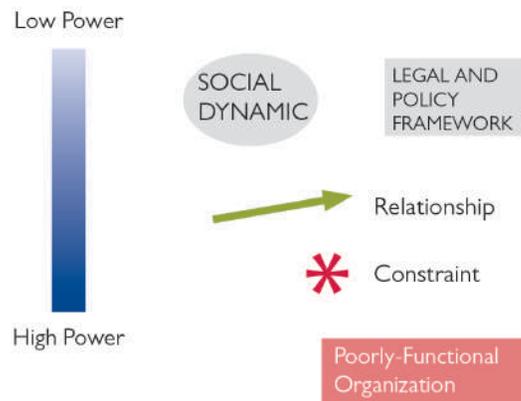
Programme



Policy Implementation



Mutual Accountability



# PART II: CAPACITY OF FOOD SECURITY POLICY REFORM

## POLICY ELEMENT 1: THE GUIDING POLICY FRAMEWORK

*The policy framework is clearly defined, but the lack of implementation leaves many actors questioning whether Senegal has a strategic vision for food security.*

### OVERVIEW

There are several important laws related to food security in Senegal. The policy framework is considered comprehensive, although there are several concerns in regard to implementation and applicability. The **Agricultural, Forestry and Pastoral Law (LOASP)** was adopted in 2004 and created to guide the development of the agricultural, forestry and pastoral sectors for the next 20 years. The law should be operationalized through a **National Agricultural Development Program (PNDA)**, a **Forestry Action Plan (PAFS)** and a **National Livestock Development Plan (PNDE)**. However, the periodic reviews of the national plans have lapsed for a number of years. Due to the laps of review of the PNDA, PAFS and PNDE and the lack of oversight of the LOASP, only a small portion of the specified activities under LOASP have been realized. The Ministry of Livestock is currently reviewing the PNDE and the Ministry of Agriculture is in the process of developing a new 5-year plan for agriculture referred to as **Five Year Plan for Agriculture (PAQ)** to replace the PNDA.

The LOASP established the **Agro-Forestry-Pastoral Council (CASP)** to oversee the implementation of the law and the **National Fund for Agro-Forestry-Pastoral Development (FNDASP)** to improve the institutional capacity of actors in the agricultural sector. According to the law, LOASP should be reviewed and updated every three years, and an annual stakeholder conference should be held to review the implementation of the law. However, the CASP has not been created, and the annual conference has not been held. However, the FNDASP, after several false starts, is at an initial stage of establishment. Many observers find the LOASP to be an appropriate political and legal framework to transform and modernize the rural sector, but the lack of implementation renders the law less relevant.

In line with the **Millennium Development Goals (MDGs)**, Senegal adopted its first **Poverty Reduction and Strategy Paper (PRSP)** for the period 2003-2005, with the Second PRSP covering the period 2006-2010. In 2011, the Government formulated a new poverty reduction strategy paper called the **Political, Economic and Social Document (DPES)**. However, following the political change in 2012, the government decided to revisit the strategy and developed the new **National Strategy for Economic and Social Development (SNDES)** for 2013-2017. The SNDES was presented to the donor community, the private sector and the civil society at a meeting in April 2013, of this year.

The **Law on the Accelerated Growth Strategy (LOSCA)** was adopted in 2008 to create a comprehensive strategy for economic growth. The law is well implemented and is operationalized through six clusters of economic activities, including agriculture and agribusiness, fishery and livestock. The law and its decrees articulate clearly how the organizational structure, private-public dialogue, implementation, monitoring and evidence-based analysis, and dissemination will enable the realization of economic growth.

Senegal's **National Agricultural Investment Plan (PNIA)** operationalizes the **Regional Agricultural Policy for West Africa (ECOWAP)** and the CAADP compact on the national level. Signed in 2009, PNIA's objective is to increase production, ensure sustainable management of water and natural resources, improve market access and value-added transformation, and strengthen stakeholders' capacity to ensure efficient implementation. PNIA is the key legal and institutional framework to ensure food security in Senegal. However, implementation of the PNIA has been slow. The Steering Committee is not currently functioning, the Technical Committee has very limited human resources, and there is no secretariat to coordinate, support, and monitor the implementation of the PNIA. As a result, the slow implementation of the PNIA is seriously hampering the effectiveness of the institutional architecture for food security.

## **CAPACITY FOR FOOD SECURITY POLICY CHANGE INDICATORS**

### a. Clearly Defined and Consistent Policy Framework

*Status: Yellow*

The policy framework is clearly defined and predictable, but the lack of a comprehensive implementation of the PNIA and the LOASP has created an environment where many actors believe that Senegal is lacking a clear vision and policy for food security.

### b. Predictability and Transparency of the Policy-Making Process

*Status: Yellow*

There is a clear legislative process in place which ensures that there are budgetary allocations available before a law is passed. The process is adhered to in food security related issues, but that is not always the case in politically more sensitive issues such as electoral procedures.

### c. Clear and Functional Legislative System

*Status: Yellow*

The delegates of the National Assembly have limited technical and human resource capacity to initiate new or amended legislation. Legislative proposals originating from the National Assembly need to include a financial plan, which the National Assembly has limited capacity to develop. In the past, delegates of the ruling party felt compelled to vote for legislations initiated by the President. As a result, legislation is predominantly initiated by the President or the ministries.

### d. Appropriate Dispute Resolution Process/Judicial Framework

*Status: Green*

The judiciary's capacity to hear commercial cases has been strengthened through trainings and the creation of commercial divisions within the courts. Commercial cases are heard by a panel of three judges which decreases the risk of corrupt practices. These reforms have increased efficiency and trust in the judiciary to hear commercial

cases. In addition, the Chamber of Commerce's Arbitration Center appears to be well respected. The CSA and APIX can intervene and assist professional and civil society organizations that are connected with to challenge and try to renegotiate a particular government decisions or legislation with the Prime Minister's office.

e. Clearly Defined Institutional Responsibilities

*Status: Green*

The institutional responsibilities between the relevant ministries and agencies are well-defined by law. Their responsibilities are predictable and consistently applied from year to year.

## **RECOMMENDATIONS**

1. Strengthen the National Assembly's capacity to introduce legislation by training a selected group of delegates in drafting legislation, and food security policy analysis.

## POLICY ELEMENT 2: POLICY DEVELOPMENT AND COORDINATION

*National policies and strategies are primarily developed by the President's office and the line ministries, while the National Assembly has limited capacity to initiate policy change. Coordination takes place within certain areas, but there is currently no well-functioning apex body coordinating food security policies.*

### OVERVIEW

The Prime Minister is the head of the government and is appointed by the President. New or amended legislation related to food security is primarily initiated by the President's Office, but also by the Prime Minister or the line ministries, notably the **Ministry of Agriculture (MAER)**. The Assembly General can also initiate a law, but due to its limited capacity discussed above that is rather unusual. Under the supervision of the Secretary General of the MAER a new policy initiative is elaborated into a policy plan by the **Directorate of Agriculture** with support from the **Agricultural Directorate for Statistical Analysis and Predictions (DAPSA)** or a **pecially formed** technical committee. Thereafter, the President and the Council of Ministers approve the proposal. The **Economic, Social and Environmental Council (CESE)**, an advisory body made up of experts and representatives from the civil society and the private sector submits non-binding comments on the proposal. The CESE is currently being put in place to replace the **Economic and Social Council (CES)**, which had a similar advisory function, but did not function very well. There is some optimism that the CESE will be made up of more competent and representative advisors and will come to play a more meaningful role in the policy development process. Finally, the policy proposal is submitted to the **National Assembly's Commission of Law**, which reviews that of the proposal is compatible with other laws and adheres to the Constitution before it is submitted to the National Assembly for a vote. The President needs to sign the law for it to take effect.

A key concern in the development of a clear vision for food security policies in Senegal is a lack of a coordinating body to oversee the harmonization and coordination between the various government institutions' strategies and policy proposals. The MAER led the development of the PNIA, the country's primary plan for agricultural policy development. PNIA was developed during a two year period which included extensive consultations with the private sector, civil society and the donor community. The PNIA provides for the creation of a **Steering Committee** (which is not yet functioning but should oversee the implementation of PNIA), which coordinate the cohesion between activities and initiate the development of new programs advancing PNIA's objectives. The Technical Committee is led by the MAER's statistics department DAPSA and is only staffed by two part-time people. The lack of an operational branch placed in a prominent location within the government, with autonomy to work across ministries, is hampering the coordination and development of strategic policy objectives.

Although there is no forum to review and lead the overall approach to food security, coordination and policy development platforms are in place within certain fields. Hence, the **Presidential Council on Investment (CPI)** is the leading framework for coordination and dialogue between government entities and the private sector to identify and lift barriers to the development of private investment. A Presidential Council (a multi-stakeholder meeting that can be recurring or

take place once) is planned to take place in June 2013 to develop a National Strategy for Food Security Resilience. The President announced also in April 2013 that a Presidential Council on Agriculture and Food Security will take place.<sup>4</sup>

Well-financed and organized agencies such as the **Committee for the Accelerated Growth Strategy** (SCA) and the **Investment Promotion Agency** (APIX) are actively engaging with the President's Office and relevant Ministries to advance policies that promote economic growth in agricultural businesses and key value chains. For instance, the SCA influence ensured that fishery and aquaculture was included as a focus area in the PNIA.

Despite several recent measures to strengthen the institutional capacity of the National Assembly, delegates have limited support and capacity to initiate new legislation or amendments. The National Assembly's capacity to undertake or use data-driven analysis and research and ensure budgetary control is, as the government notes, weak.<sup>5</sup> As a result, few new laws originate from the National Assembly. The National Assembly's Commission on Land Management and Rural Development is the technical committee preparing legislative proposals to be debated in the National Assembly for the key ministries involved in food security. There are also limited institutional mechanisms for legislative change originating from the regions. However, a decentralization process is underway which will give the regions more autonomous policy making and financial power.

## **CAPACITY FOR FOOD SECURITY POLICY CHANGE INDICATORS**

### a. Approved Food Security Strategy/Investment Plan

*Status: Green*

Under PNIA, Senegal has a comprehensive multi-sectorial, multi-year strategy and investment plan which defines the role of various actors including the government, donors, the private sector and civil society. However, although the PNIA is approved, implementation has been slow (see Policy Component 5).

### b. Predictable Policy Agenda and Priorities Developed

*Status: Yellow*

The PNIA articulates specific policy objectives with a clear implementation plan. However, there is some concern that the development of a new, but not yet public, 5-year agricultural plan (PAQ) will sidetrack PNIA's implementation plan rather than operationalize it. However, since the PAQ is at an early drafting stage, the specific content has not yet been shared for comments, and it is too early to say how much of a concern this is.

### c. Annual Work Plans

*Status: Yellow*

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<sup>4</sup> Macky Sall, Presidential Speech, April 3<sup>rd</sup> 2013, available at <http://www.gouv.sn/Discours-du-president-de-la.html>

<sup>5</sup> Government of Senegal, National Strategy for Economic and Social Development, 2013, p.11.

The annual work plans are developed at the ministry level for each of the sectors. The work plans are in general in line with PNIA's objectives, but there is limited coordination between the ministries to review how various activities advance PNIA's policy objectives.

d. Functioning Coordination Process

*Status: Red*

The implementation and advancement of policies developments laid out in PNIA suffers greatly from a lack of coordination and leadership. There is currently no functioning committee or task force that is advancing the development of broader food security policies in accordance with PNIA.

e. Secretariat/Administrative Support Function

*Status: Red*

Each of the line ministries has identified a representative to the technical committee to coordinate the advancement and implementation of PNIA. The coordinator for the technical committee is based at DAPSA but due to limited administrative and human resources, the technical committee has had very limited impact on the policy development, funding, and implementation. The SCA on the other hand has a well-functioning and well-staffed secretariat.

f. Technical Capacity

*Status: Red*

The PNIA's technical committee suffers greatly from a lack of human resources and members of the committee have limited authority to develop new policies or strategies. In addition, there is currently no active participation from the private sector or the civil society within the PNIA framework. On the other hand, the SCA has the technical capacity to develop strategies and funding proposals for the clusters they are working in, and includes a consultative group made up of members of the private sector and civil society.

g. Political Support and Approval

*Status: Yellow*

Although there is a general political support for agricultural growth policies, there have been eight different Ministers of Agriculture since year 2000 (and six since 2008). The frequent change of Minister has created an unstable policy climate as each new Minister wants to put his or her stamp on the policy pursued.

h. Engagement of Parliament/Legislative Body

*Status: Red*

The National Assembly has limited capacity to initiate new legislation or amendments. The National Assembly's Commission on Land Management and Rural Development capacity to undertake evidence-based analysis is limited.

## **RECOMMENDATIONS**

1. Support the PNIA action plan (February 2013) to establish a secretariat to coordinate and lead the strategic vision for food security advancement. In planning for the establishment of the

secretariat, a sustainable funding mechanism should be put in place, such as administrative overheads from the programs under the PNIA.

2. Support the National Assembly's Commission on Land Management and Rural Development to engage in more rigorous oversight of the implementation of laws and its effect. Research institutes such as the **Initiative for Agricultural and Rural Forecasting** (IPAR) could train the said commission in the use of evidence based analysis. In addition, the Commission on Land Management and Rural Development could order studies from IPAR or the **National Agency for Statistics** (ANSD).

## **POLICY ELEMENT 3: INCLUSIVITY AND STAKEHOLDER CONSULTATION**

Since the election of a new government last year, the government is engaging a broader spectrum of civil society organizations in policy discussions. Senegal's key policies for food security (PNIA, LOASP and SCA) were developed with significant participation from stakeholders. However, there is no comprehensive framework for continuous strategic consultations with stakeholders due to the weak implementation of LOASP and PNIA. Ministerial work plans are often developed with input from stakeholders, but consultation during the final phases of policy implementation is more limited.

### **OVERVIEW**

During the preparation of larger policy changes, such as the development of the LOASP, SCA and the PNIA, there were significant consultations with civil society organizations and the private sector. The Ministries tend to hold consultative forums during the preparation of national plans and annual work plans. However, at times the follow-through and implementation after the consultative stage is inadequate. For example, due to the weak implementation of the LOASP and the PNIA, there is no institutional framework for continuous consultation with stakeholders across the many sectors involved in food security. In contrast, within the framework for the SCA, there is a well-functioning consultation process with stakeholders from the civil society, private sector and research centers. Yet, the SCA has a narrower mandate than the PNIA and there is a clear institutional gap in engagement and consultations with stakeholders.

The political climate for more inclusive stakeholder consultation has improved since the new government came into power in 2012. The PNIA negotiations (2008-2010) involved a significant level of stakeholder participation. However, organizations, notably the umbrella organization the **National Rural Cooperative Council (CNCR)** was excluded from the final negotiations due to their political involvement in supporting a regime change. The CNCR represents 28 federations and cooperative unions in agriculture, forestry, livestock, fishery, horticulture, as well as women's organizations throughout the country and is the main representative for the cooperative movement. There are several women's organizations under the CNCR umbrella and the organization has a task force on women that is consulted during selected high-level government meetings. Certain sub-sectors, notably the livestock value chain are fragmented into about 50 livestock organizations and it is therefore more demanding for the government to consult with these sectors. Nevertheless, the Ministry of Livestock is making a conscious effort to hold regular meetings with the many stakeholders.

Organizations representing larger businesses such as the **National Council of Employers (CNP)** and the **National Confederation of Employers of Senegal (CNES)** are regularly engaged in government led discussions and their opinions are taken into consideration. Smaller and medium sized businesses are in general not as well-organized and do not have the same kinds of influence. However, some groups of smaller and medium size businesses, such as the West African Grain Network are invited to participate in the policy process. There is a relatively new Women Entrepreneurs' Leadership Organization with a committee on Agro-food business, but the organization is not yet strong enough to influence policy decisions.'

## **CAPACITY FOR FOOD SECURITY POLICY CHANGE INDICATORS**

### a. Inclusive Participation within the Policy Coordination Management Entity

*Status: Yellow*

The absence of a management unit for PNIA limits the participation from the non-government entities and donors in the development of cross-cutting food security discussions. The workshop held in February 2013 on the implementation of PNIA recommends a more strategic way of engaging and communicating with stakeholders. In contrast, the SCA appears to have a well-functioning system for participation from stakeholders in the respective clusters.

### b. Outreach and Communications

*Status: Yellow*

To date, communications and outreach within the PNIA framework has been limited, although there is a plan to create a communication strategy. In contrast, SCA has an up-to-date website, produces regular reports, and has regular stakeholder meetings. Additionally, the Directorates at the Ministries have frequent contact with producer organizations and share reports upon request.

### c. Private Sector Participation – Opportunity/Space

*Status: Green*

The Ministry of Agriculture and the Ministry of Livestock primarily consult with producer organizations but less so with enterprises engaged in transformation and marketing. Consultation with the private sector concerns more specific projects rather than larger policy discussions. Nevertheless, the directorate of Agriculture is willing to consult with other groups of stakeholders that are seeking them out. The SCA holds regular forums with private sector stakeholders the agriculture, fishery and livestock value chains. APIX are also regularly engaging medium and larger businesses in policy discussions on the business enabling environment.

### d. Private Sector Participation – Capacity to Participate

*Status: Yellow*

Business organizations representing larger business interests are better structured and are regularly participating in policy discussions with the government. Smaller and medium sized businesses have weaker professional networks and are in general not well-organized. However, those organizations that have a certain level of organizational capacity are included in the policy process.

### e. Participation of Civil Society Organizations – Opportunity/Space

*Status: Yellow*

Under the current political regime, civil society organizations have greater opportunity and space to participate than in previous years. Broader consultation takes place primarily during the development of new policies. Stakeholders also participate in the development of work plans but the Ministries do not always allowing enough time to integrate feed-back before finalizing the work plan.

f. Participation of CSOs – Capacity to Participate

*Status: Yellow*

The CNCR is well-organized and is an important civil society representative in policy discussions. CNCR has partnered with the think tank IPAR to prepare policy position papers in regard to policy changes of importance to their members. However, in the livestock sector there are close to 50 organizations but no apex body. Naturally, consultation with such a large number of organizations is more challenging. On the national level, consultation is nevertheless occurring, but on the regional level the dialogue between the regional directorates of livestock and livestock organizations have broken down.

## **RECOMMENDATIONS**

1. Support the creation of PNIA's Steering Committee as an institutional platform for dialogue and coordination between the government, the civil society, the private sector and the donor community on over-arching food security policies.
2. Work with the line Ministries and their directorates to develop administrative management plans for the development of work plans and projects. These instruments would ensure that there is regular consultation with relevant stakeholders and that the consultation is scheduled far enough in advance to allow comments to be incorporated in to finalized work plans.
3. Provide training to the more engaged civil society organizations (notably in the livestock value chain and women's organizations) to enable them to structure their policy positions in a unison, coherent fashion. It is considerably more manageable for the government to engage with well-organized groups and their views are therefore more likely to be considered.

## POLICY ELEMENT 4: EVIDENCE-BASED ANALYSIS

*There is relatively good quality data available and evidence-based analysis is starting to attract some attention. However, limited evidence-based policy analysis is carried out in programs developed and implemented by the government.*

### OVERVIEW

Each ministry has its own unit or directorate for data collection, data management and analysis. The personnel are competent and in general the data is considered to be of good quality. The MAER has the largest and most well established directorate, DAPSA, while the Ministry of Livestock's unit, CEP, was recently revived after a period of dysfunction. The data is centrally stored by the ANSD and is made publicly available through the FAO platform CountrySTAT.

Although it could be strengthened with additional resources, research institutes such as IPAR and the **Center for Development Policy Studies** (CEDOP) have a growing capacity to undertake food security policy analysis. In addition, the **Senegalese Institute for Agricultural Research** (ISRA) and the **Institute for Food Technology** (ITA) are known for their quality work in applied agricultural research. Organizations such as the **International Food Policy Research Institute** (IFPRI) and **Food and Agriculture Organization** (FAO) could also support the development of policy research and analysis.

At the Ministerial level, descriptive data (such as hectares of land under irrigation) is used to determine a projects anticipated target. However, data is in general not analyzed to assess what impact a particular project or program has on the set targets. Evidence-based analysis has started to attract some attention but its application is limited. However, there are pockets within the government where there is an increased interest and use of program analysis. The SCA first national competitiveness report (2011) constitutes an example of a serious analysis of constraints to business growth and competitiveness for six clusters of businesses, including agriculture, livestock and fishery. The report was supported with financial and technical assistance by USAID. Hence, donor requirements for monitoring, evaluations and analysis could be driving an increased use of evidence-based analysis. In addition, the PNIA provides for the establishment of a **Strategic Analysis and Knowledge Support System** (SAKSS) which would become an integral part in monitoring and evaluating the effectiveness of policy strategies in the agricultural sector. However, for the government to embrace SAKSS and greater policy analysis, it will be important to create a climate for more strategic planning and forward thinking to ensure that data is collected and analyzed in time for new policy or work plan development.

### CAPACITY FOR FOOD SECURITY POLICY CHANGE INDICATORS

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

*Status: Yellow*

National food security policy initiatives are rarely based on economic and financial analysis. The administration's inadequate strategic planning and uneven follow-through in policy implementation is not conducive for engaging in more serious economic financial analysis. However, it is believed that a World Bank funded initiative on budget justifications and planning will help mitigate this situation.

b. Performance Monitoring Measures and Targets Developed

*Status: Yellow*

The PNIA and ministerial work plans include specific objectives, targets and time frames. The ministries are monitoring the targets and the time frames but they are not evaluating whether a particular program is contributing towards the realization of set indicators and targets.

c. Quality Data Exists for Policy Monitoring

*Status: Yellow*

Quality data is gathered by the line Ministries monitoring and planning units and is centrally managed by the ANSD. Although there is room for improving the quality and management of data within certain areas such as rice and livestock, most observers considers data to be of good quality.

d. Quality Data is Available for Policy Making

*Status: Green*

National and regional data is made publicly available through CountrySTAT, the FAO platform for food and agricultural statistics.<sup>6</sup>

e. Inclusion of Analysis in the Policy Development Process

*Status: Red*

Indicators are monitored and used to benchmark targets in strategies or work plans. However, evidence based analysis has not attracted much significant attention and there are limited inquires as to whether policy contributed towards the targets or not.

f. Capacity to Monitor Policy Implementation and Results

*Status: Yellow*

Each ministry has its own monitoring and planning unit or directorate. The MAER's directorate for statistical analysis, DAPSA is better staffed than the units at Fishery and Livestock. The Ministry of Livestock recently created a monitoring and planning unit which is currently staffed by one person; although the unit is due to expand. The units are primarily overseeing data collection and analyzing general indicators, but are not analyzing a particular policy's or project's effectiveness. It appears that the personnel are competent, but there is currently no demand for impact analysis. Under PNIA, a SAKSS should be developed and implemented to capture analysis and lessons learned from past projects that will then be used in the formulation of new policies or projects.

g. Annual Performance Measurement Report Produced and Reviewed

*Status: Red*

There is no annual sectorial performance report produced to review the effectiveness of implemented policies. Instead, each donor is presenting the results from their programs to the government, but the government is currently not holding a review session in which key development partners and the government review the effectiveness of programs.

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<sup>6</sup> <http://www.countrystat.org/home.aspx?c=SEN>

h. Independent Analysis Capacity Exists

*Status: Yellow*

There is a budding research and policy capacity to undertake food security analysis. Policy oriented think tanks and research centers such as IPAR and CEDOP have started to engage more in food security policy analysis by producing papers and organizing meetings to which stakeholders and government officials are invited. In addition, IFPRI has a country office in Senegal and is engaged in food security analysis and dissemination.

**RECOMMENDATIONS**

1. Support the development and implementation of the SAKSS. The development and implementation of SAKSS should be lead or carried out in close collaboration with DAPSA and the CEP in relevant ministries and supplemented with additional technical training for their staff. To ensure a take-up of the SAKSS, it is important to identify staff involved in policy development across the line Ministries and provide them with training on the use and purpose of evidence based analysis. The training should be continuous to support the adoption of evidence based analysis in the planning and development of policy documents.
2. Support independent food security analysis and closer collaborations between policy research organizations and government agencies. Collaborative working groups should identify areas where additional independent policy analysis is needed and devise a plan for how the findings will feed into the policy process and disseminated more broadly.

## POLICY ELEMENT 5: POLICY IMPLEMENTATION

*The frequent change of the Minister of Agriculture has created an unstable system for implementation in agriculture. In addition, limited coordination between key Ministries, mixed levels of adherence of the Ministries' three to five year work plans and limited forward thinking and planning is hindering effective implementation. Instead the government is frequently responding to urgent situations that could have been mitigated with better planning.*

### OVERVIEW

Limited coordination, frequently changing work procedures and weak strategic planning hampers effective policy implementation. The frequent replacement of the Minister of Agriculture and his or her senior technical advisors has created an administrative environment where priorities and work procedures are frequently changing, and coordination efforts might collapse. Moreover, there are fully-funded and well received donor projects that are not getting implemented due to a lack of follow-through. Instead, it appears like the evasion of emergencies, which could have been averted with better planning, is taking up time from the ministry personnel.

Under the Prime Minister's office<sup>7</sup>, there is an Executive Secretariat for Food Security that should coordinate the implementation of food security programming across the government. The Secretariat has almost no personnel, and its role in coordinating food security efforts is marginal. The **Technical Councilor for Agriculture and Food Security**, under the Prime Minister's office, delegates the responsibility for implementation to the relevant ministry, such as MEAR. Under the supervision of MEAR, policies are implemented by the National Directorate of Agriculture and the regional Directorates of Agriculture.

Each Ministry has a CEP (For the MAER it is DAPSA) which has the mandate to ensure that the ministry's annual plans are implemented in accordance with the national three to five year plans. These national plans outline specific activities and targets, but it is not unusual that other activities are put in place in the annual work plans. These units have limited staff and their placement in the institutional hierarchy does not empower its personnel to call attention to the fact that the ministry's annual work plans are not following the national plans.

Due to the lag in implementation, PNIA currently provides very limited technical and budgetary coordination across ministries and agencies. It envisions the implementation of a SAKSS to guide the implementation of PNIA's investment plan and advance policies and strategies for the agricultural sector. Led by the MAER with support from USAID, a special government and stakeholder workshop was held in February 2013 to develop an action plan for the implementation of PNIA.<sup>8</sup> The action plan emphasizes the need to establish the Steering Committee and a Permanent Secretariat, strengthen the Technical Committee, and map

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<sup>7</sup> The Prime Minister is the head of the government and is appointed by the President.

<sup>8</sup> Atelier national d'information sur l'état de mise en œuvre du Programme national d'investissement agricole (PNIA), Dakar, Hôtel Ngor Diarama, February 7 – 8, 2013.

existing programs and projects to coordinate the implementation of PNIA. Although the meeting was just two months ago, it does not appear that the agenda has advanced much.

Nevertheless there are pockets of coordinated implementation efforts, such as the activities under the SCA. However, it appears like coordinated implementation efforts tend to be supported or even organized by donors. One such notable example is the monitoring and implementation coordination platform called the Multidisciplinary Working Group. This working group, which includes the **World Food Program** (WFP), MAER, DAPSA, the Commiserate for Food Security (in charge of grain depots) and the Directorate for Metrology, has developed a joint early warning system which enables them to harmonize data requirements to quickly coordinate a response to imminent food shortages.

## **CAPACITY FOR FOOD SECURITY POLICY CHANGE INDICATORS**

### a. Implementation Plans Developed

*Status: Yellow*

Both the PNIA and the LOASP have detailed implementation. The projects outlined in PNIA are specific enough that they can be developed into funding proposals to bridge funding gaps. However, due to limited administrative support from the PNIA technical committee, the development of funding proposals remains limited.

### b. System in Place to Analyze Implementation Capacity Constraints

*Status: Red*

Several of the annual work plans highlight a number of constraints to the previous year's implementation and include some suggestions to how these constraints can be addressed for the following year. However, there is often not a concrete plan or a mechanism to review whether the constraints are being addressed. In 2011, the FAO conducted a study on institutional capacity constraints for the Ministry of Fishery and developed a plan for how these constraints should be addressed. However, to date these recommendations have not been implemented.

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

*Status: Yellow*

In general, the three to five year plans for the line ministries are in line with the priorities outlined in the PNIA. However, these plans are currently under review or in need of a review, as they were developed before the PNIA was adopted. In addition, there is currently not a good overview of the specific programs at the ministry levels that are being implemented and how these various projects add up to align with the national food security priorities. The workshop on the status of the implementation of PNIA held in February 2013 recommended that a mapping exercise of all projects and programs aligning with PNIA should be undertaken.

### d. Policy Implementation Budget Committed by Host Country

*Status: Yellow*

Repeated national deficits and optimistic national budgeting has created a situation where the implementation of policy plans does not always match the financial realities. As a result, budgets and programing will often have to be readjusted halfway through the financial year.

Budget documents are made publicly available, although they are not very user friendly. The World Bank is currently developing a budget system with the Ministry of Economy and Finance where the objective for each program or project allocated funds in the national budget needs to be specified to ensure that priorities are well articulated and justifiable.

e. Supplemental Implementation Funds Secured

*Status: Yellow*

Additional funding is provided by bilateral and multilateral donors to address some of the financial gaps. When it becomes apparent that the national budget is going to fall short, there is a scramble to fill some of the more pressing gaps. However, additional well-planned funding comes from the **Global Agriculture and Food Security Program (GAFSP)**.

f. Monitoring and Evaluation

*Status: Yellow*

According to PNIA's investment plan, the technical committee should produce an annual implementation plan of all activities conducted under PNIA. In addition, the PNIA Steering committee should oversee the commission of an impact assessment conducted by an independent research organization. However, since the Steering committee is currently not functioning, and the technical committee has limited capacity, such monitoring and evaluation has not occurred. Currently, each ministry produces an annual review of their work, but the review is primarily focused on monitoring program expenditures, but not their impact. From non-state actors, IFPRI is well positioned to monitor and evaluate particular programs. IPAR and CEDOP also have the capacity to review the effectiveness of particular policies.

## **RECOMMENDATIONS**

1. Support the PNIA action plan developed in February 2013 to create a permanent secretariat to coordinate, support, and track implementation of programs and projects under the PNIA framework. A first step to support this process will be to convene a meeting to establish the structure, mandate, and relationship between the multiple institutions supporting PNIA. It is advisable to consider placing the secretariat under the Prime Minister's office, rather than within a ministry, to ensure that the interests of all ministries are taken into account.
2. Support the PNIA action plan's (February 2013) proposed mapping exercise of ongoing across the government projects that are in line with the PNIA. The exercise should be supplemented by the compilation of donor funded projects created last year by the G-12 technical working group on Rural Development and Food Security. This mapping exercise will provide a picture of where additional activities and funding are needed, how well current or planned projects align with the PNIA, ministerial work plans, and how better synergy can be created between the various programs and initiatives. It would be wise to include staff from the permanent secretariat in the mapping exercise so that they become familiar with ongoing projects and establish contacts with their counterparts across ministries.

## **POLICY ELEMENT 6: MUTUAL ACCOUNTABILITY**

*There are several levels of dialogue and consultation between the donors and the Government of Senegal. However, the government is not leading this coordination and there is not a functioning mutual accountability mechanism. The PNIA steering committee, which should be led by the Prime Minister and include the line Ministries and agencies, donors, research institutes, private sector, and civil society representatives would provide a platform for mutual accountability. However, this is not yet operating.*

### **OVERVIEW**

In Senegal, there is an active level of donor coordination around food security policies and programing. The G-50 group is the largest donor coordination group, which includes all donors present in Senegal - cutting across all sectors of financial and technical assistance. The G-50 group meets once a month to coordinate programs and their policy dialogue with the government. The G-12 is a working group of the twelve largest bilateral and multi-lateral donors, and serves as the G-50's Secretariat. The G-12 group serves also as the focal point for joint messages from the donor community to the government on issues related to policies, reforms and the SNDES. The G-12 has 18 technical working groups including the technical working groups on Rural Development and Food Security, Fishery, and the Private Sector. The technical working groups meet on a regular basis to discuss specific topics, and include government representatives. The original intent was for the Ministry of Agriculture to chair the working group on Rural Development and Food Security but a lack of follow-through on the Ministry's side made the donor's take over the chairmanship on a rotating basis.

However, there is currently no well-functioning, government-led platform to organize regular meetings between the government and the donor community to discuss and align policy priorities, discuss funding priorities, or review the performance of implemented food security programs.

### **CAPACITY FOR FOOD SECURITY POLICY CHANGE INDICATORS**

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

*Status: Yellow*

A regular forum for donor-government meetings exists in the G-12 structure and in the working group on Rural Development and Food Security. However, PNIA's investment plan provide for a Steering committee housed under the Prime Minister's office, which should be made up of representatives of the line Ministries and agencies, the civil society, research entities, the private sector, and a donor representative. The Steering committee is envisioned to be a forum to discuss policy and funding priorities and to ensure that the PNIA is progressing according its framework. However, there is a recent (February 2013) draft implementation decree that could ameliorate the situation, if adopted.

- b. Joint Policy Priorities Developed

*Status: Yellow*

Joint policy priorities are clearly articulated in the PNIA, which was widely supported by the donor community. However, the delayed implementation of the PNIA and the recent development of the new agricultural plan PAQ make the shared vision less clear as donors have not yet seen the proposed content of the PAQ.

c. Monitoring System Exists

*Status: Yellow*

Performance monitoring between the donors and the government is carried out separately between the government and each of the donors and is therefore not coordinated. The review consists primarily of donors presenting results of their programs to the government, with a limited review of the government's performance commitments. The World Bank is launching a new approach to assess performance by establishing a set of indicators for all key sectors in the National Strategy for Economic and Social Development (SNDES-Senegal's PRSP) that will be reviewed with the government four times per year. At one of the next G-12 meetings, the members of the group will discuss whether this approach can be expanded to all donors to align and coordinate the donor-government commitments and progress.

d. Donor Coordination – Alignment and Harmonization

*Status: Yellow*

The donors participated and were supportive of the development of PNIA. Donors are still referring to PNIA as the framework for support in the food security sector and are aligning their programs to the PNIA priorities and objectives. Although coordination among donors and relevant government bodies exists in certain areas, such as **the early warning system** (Système d'Alerte Précoce) for food insecurity, the alignment is not coordinated systematically across the board. The implementation of a clear and well-supported organizational structure for PNIA would go a long way to align priorities in a more systematic fashion.

e. Private Sector Accountability

*Status: Yellow*

The private sector is consulted during the planning of a program, but there is limited review of program performance. It appears that the MAER and the Ministry of Livestock have more frequent interactions with the cooperative movement than with the private sector. However, the private sector is consulted and there is a certain level of performance review within the SCA framework.

f. CSO Sector Accountability

*Status: Yellow*

In general, civil society organizations are general consulted during the planning of a program or plan, but there is not the same mechanism or awareness on the government's side to review the program's performance in the civil society. In part, this is probably due to the overall limited performance review. Nevertheless, the Directorate of

Agriculture and the Directorate of Livestock have frequent contact with members of the cooperative movement and it would not be too institutionalize a performance review.

## **RECOMMENDATIONS**

1. Support the creation of a PNIA Steering Committee as the focal point for an annual national review of food security policies and programming between the government, the donor community, research, civil society organizations, and the private sector. In preparation of the meeting, a coherent synthesis and analysis of government and donor programs under PNIA should be elaborated to guide the discussion. The meeting should be scheduled so that feedback and recommendations can be incorporated into future policies or activities.

2. Support the private sector, the civil society, and the government to engage in a discussion on how the individual ministries could create a mechanism for dialogue to review past programmatic performances on an annual basis. Such reviews should be scheduled so that feedback from civil society and the private sector can be considered when developing new policies or work plans and feed into the annual national review.

# CONCLUSION

Senegal has a consistent and comprehensive set of policies to promote agricultural led economic growth. There is a political commitment to promote agricultural development, but a number of factors are holding back the realization of a more effective policy change process:

**1. Slow Implementation of the National Agricultural Investment Plan (PNIA):** PNIA is the primary policy framework for agricultural led economic growth. However, the weak implementation of the management and leadership structure is hampering the achievement of PNIA's policy objectives. The lack of a PNIA secretariat is limiting coordination across sectors, as well as awareness about what initiatives are already in place and where there are programmatic or financial gaps to be filled. There is also a need for visionary leadership that can champion the advancement of PNIA in policy discussions within the government, stakeholders, and the donor community.

**2. Lack of Strategic Planning and Timely Implementation:** There is a tendency within the government to delay decisions-making until it is absolutely necessary to take action. As a result, there is a preoccupation with the most pressing issue or an imminent crisis. This lack of forward-planning results in missed opportunities to implement cost-saving endeavors, seek out funding opportunities, or allow sufficient time to consult with stakeholders and incorporate their views into a policy decision. The development of working procedures based upon realistic timeframes and the monitoring of the implementation of these work plans would help alleviate the issue.

**3. Evidence Based Analysis:** Evidence based analysis is starting to attract some attention, but the effectiveness of most government programs is not being evaluated despite the fact that the PNIA framework calls for a more rigorous monitoring and evaluation system. If it is implemented, continuous training will be necessary to support the evaluation process and the feed-back loop to consider the findings in the development of new policy priorities.

**4. Limited Mutual Accountability:** Although the government and donors are regularly sharing information with each other, there is currently no coherent mechanism to jointly review performance measures towards food security objectives.

By addressing these barriers and ensuring that NAIP is implemented in a coordinated and well-sustained fashion, Senegal will be able to harness its growth potential in agriculture and achieve its commitments under CAAPD.

# ANNEX: CAPACITY FOR FOOD SECURITY 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
	  
<b>Policy Element 1: Predictability of the Guiding Policy Framework</b>	
<b>Clearly Defined and Consistent Policy Framework:</b> The policy framework impacting food security policy-making is clearly defined, and consistently applied and enforced from year to year.	
<b>Predictability and Transparency of the Policy Making process:</b> 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.	
<b>Clear and Functional Legislative System:</b> There is a legislative capacity to deal with food security change, and the legislative requirements are clearly defined and predictable.	
<b>Appropriate Dispute Resolution Process/Judicial Framework:</b> 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.	
<b>Clearly defined Institutional Responsibilities:</b> Institutional responsibilities are clearly defined, consistently applied, and predictable from year to year.	
<b>Policy Element 2: Policy Development &amp; Coordination</b>	
<b>Approved Food Security Strategy/Investment Plan:</b> 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.	

Capacity of Policy Change Indicators	Status		
			
<b>Predictable Policy Agenda and Priorities Developed:</b> The policy items required to achieve the national food strategy have been identified and documented, i.e., specific policy objectives exist.			
<b>Work Plans:</b> There is an annual work plan that identifies objectives and activities in regard to policy development.			
<b>Coordination Process:</b> 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).			
<b>Secretariat/Administrative Support Function:</b> 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.			
<b>Technical Capacity:</b> 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).			
<b>Political Support and Approval:</b> 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).			
<b>Engagement of Parliament/Legislative Body:</b> 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.			
<b>Policy Element 3: Inclusivity and Stakeholder Consultation</b>			
<b>Inclusive Participation within the Policy Coordination Management Entity:</b> 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.			
<b>Outreach and Communications:</b> 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.			

Capacity of Policy Change Indicators	Status		
			
<p><b>Private Sector Participation – Opportunity/Space:</b> 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.</p>			
<p><b>Private Sector Participation – Capacity to Participate:</b> Some organizations representing the private sector have the capacity to participate in government-led discussions on food 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.</p>			
<p><b>Participation of CSOs – Opportunity/Space:</b> 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.</p>			
<p><b>Participation of CSOs – Capacity to Participate:</b> 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 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.</p>			
<b>Policy Element 4: Evidence-based Analysis</b>			
<p><b>Economic and Financial Analysis Completed as a Component of Planning:</b> 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.</p>			
<p><b>Performance Monitoring Measures and Targets Developed:</b> The national food security policies/plans include specific objectives, performance indicators, and targets exist to monitor the accomplishment of the objectives.</p>			
<p><b>Quality Data Exists for Policy Monitoring:</b> 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</p>			

Capacity of Policy Change Indicators	Status		
			
assessment framework.)			
<b>Quality Data is Available for Policy Making:</b> 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.			
<b>Inclusion of Analysis in the Policy Development Process:</b> Evidence-based analysis is considered and used to develop policy priorities/policy proposals.			
<b>Capacity to Monitor Policy Implementation and Results:</b> 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).			
<b>Annual Performance Measurement Report Produced and Reviewed:</b> 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.			
<b>Independent Analysis Capacity Exists:</b> 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.			
<b>Policy Element 5: Policy Implementation</b>			
<b>Implementation Plans Developed:</b> 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).			

Capacity of Policy Change Indicators	Status		
			
<b>System in Place to Analyze Implementation Capacity Constraints:</b> 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).			
<b>Food Security Policy Priorities Aligned with Work Plans of Line Ministries:</b> 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.			
<b>Policy Implementation Budget Committed by Host Country:</b> 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.			
<b>Supplemental Implementation Funds Secured:</b> 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.			
<b>Monitoring and Evaluation:</b> 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.			
<b>Policy Element 6: Mutual Accountability</b>			
<b>A Forum Exists for Regularly Scheduled Donor-Government Meetings:</b> These meetings discuss policy and programs and set priorities. Meetings may include, for example, Joint Sector Reviews, sector working groups or other similar arrangements.			
<b>Joint Policy Priorities Developed:</b> A document exists that articulates the shared policy objectives between the government and the donor community.			
<b>Monitoring System Exists:</b> 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.			

Capacity of Policy Change Indicators	Status		
			
<b>Donor Coordination – Alignment and Harmonization:</b> 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.			
<b>Private Sector Accountability:</b> 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.			
<b>CSO Sector Accountability:</b> 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.			