ZAMBIA FOOD SECURITY POLICY ASSESSMENT

INSTITUTIONAL ARCHITECTURE FOR FOOD SECURITY POLICY CHANGE

January 2014

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Author: Jerry Martin, USAID Africa Lead project and Christian Chileshe, Independent Consultant

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<th>Full Form</th>
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<tbody>
<tr>
<td>ABF</td>
<td>Agri-business Forum</td>
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<tr>
<td>ACF</td>
<td>Agriculture Consultative Forum</td>
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<td>ACTESA</td>
<td>Alliance for Commodity Trade in Eastern and Southern Africa</td>
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<td>AgSAG</td>
<td>Agricultural Sector Advisory Group</td>
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<td>CAADP</td>
<td>Comprehensive Africa Agriculture Development Programme</td>
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<td>COMESA</td>
<td>Common Market for Eastern and Southern Africa</td>
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<td>CP</td>
<td>Cooperating Partner</td>
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<td>CSOs</td>
<td>Civil Society Organisations</td>
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<td>EAZ</td>
<td>Economics Association of Zambia</td>
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<td>FAO</td>
<td>Food Agricultural Organization of the United Nations</td>
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<td>FISP</td>
<td>Farmer Input Support Programme</td>
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<td>FRA</td>
<td>Food Reserve Agency</td>
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<td>FSRP</td>
<td>Food Security Research Project</td>
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<td>GDP</td>
<td>Growth Domestic Product</td>
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<td>GRZ</td>
<td>Government of the Republic of Zambia</td>
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<td>GTAZ</td>
<td>Grain Traders Association of Zambia</td>
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<td>IAPRI</td>
<td>Indaba Agriculture Policy Research Institute</td>
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<td>JSRs</td>
<td>Joint Sector Reviews</td>
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<tr>
<td>MAL</td>
<td>Ministry of Agriculture and Livestock</td>
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<td>MoF</td>
<td>Ministry of Finance</td>
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<tr>
<td>M &amp; E</td>
<td>Monitoring and Evaluation</td>
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<td>NAIP</td>
<td>National Agriculture Investment Plan</td>
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<td>NAP</td>
<td>National Agricultural Policy</td>
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<td>NEPAD</td>
<td>New Partnership for Africa's Development</td>
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<td>PMRC</td>
<td>Policy Monitoring and Research Centre</td>
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<td>PPP</td>
<td>Public Private Partnership</td>
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<tr>
<td>SAG</td>
<td>Sector Advisory Group</td>
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<tr>
<td>Acronym</td>
<td>Description</td>
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<tr>
<td>SNDP</td>
<td>Sixth National Development Plan</td>
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<td>USAID</td>
<td>United States Agency for International Development</td>
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<td>ZCC</td>
<td>Zambia CAADP Compact</td>
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<td>ZIPAR</td>
<td>Zambia Institute for Policy Analysis and Research</td>
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<td>ZNFU</td>
<td>Zambia National Farmers Union</td>
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INTRODUCTION AND METHODOLOGY

PURPOSE OF THE ASSESSMENT
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 policy-making. A core concern and commitment of African leaders in advancing the Comprehensive African Agriculture Development Programme (CAADP) framework is to establish a policy enabling environment for the implementation of national agricultural investment plans. In support of this goal and recognizing the critical importance of the quality of the policy change process, 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, designing policy options, and coordinating actions across public and private institutions. This assessment examines the components of a policy-making process; providing USAID, local policymakers, and other key stakeholders with information on possible constraints that could stymie effective policy change. This work will help inform USAID as it explores new approaches for technical assistance to undertake policy change in food security.

METHODOLOGY

PART I: MAPPING OF INSTITUTIONAL ARCHITECTURE FOR POLICY CHANGE
The first part in this process maps out the key systems, processes, and relationships that influence food security policy development. This involves identifying and mapping: the guiding policy framework, the key institutions that hold primary responsibility for implementation, inter-ministerial coordination mechanisms, private and civil society organizations, as well as think tanks and research organizations, that impact and influence the food security policy change process. These factors are examined in the context of the broader economic and social dynamics that impact the policy change environment.
PART II: CAPACITY OF FOOD SECURITY POLICY CHANGE

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

- Policy Element 1: The 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 level of attention needed to improve the effectiveness of the component. A Green rating means the component is realized to a sufficient degree, and additional attention is not required. A Yellow rating means that the conditions required to achieve the component are partially achieved, but additional attention is required. A Red rating means that significant attention is needed to ensure the component is achieved. Indicators will be accompanied with a narrative analysis of key gaps and constraints to the policy change process.

PART III: SUMMARY CONCLUSIONS AND RECOMMENDATIONS

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

OVERVIEW OF THE FOOD SECURITY CHANGE PROCESS IN ZAMBIA

“We could be doing even better”. This quote sums up the feelings of many stakeholders who were interviewed during the Food Security Policy Assessment. It reflects the serious concerns that some aspects of the policy formulation and implementation environment need to be revised or changed. At the same time, it is important to acknowledge that Zambia has made significant progress in improving the policy environment in recent years, and that in comparison with some other countries covered by the Africa LEAD assessments, Zambia is performing well.

Over the past decade (2001-2011) Zambia’s economy has been growing at an annual average of 6%, rising from a -2% in 1995. The country has exhibited significantly improved macro-economic indicators, including an inflation rate that has remained in single digits. In contrast to these encouraging signs, rural poverty rates have been stuck at 77% for the past decade, negatively affecting the majority of the country’s population in these areas.
Despite the stagnant rural poverty, the growth rate for agriculture, fisheries and forestry since 2009 has been robust at more than 10%, exceeding the CAADP target of 6%. However, the growth rate has been highly volatile, with negative growth rates in 2005 and 2007. The high volatility is attributable to poor rainfall in these years, underscoring the high level of dependence on rain-fed agriculture in Zambia.

While the Government of Zambia's annual spending on agriculture and rural development has exceeded the CAADP recommendation of 10%, over 70% of funds are allocated to subsidize inputs under the Farmer Input Support Program (FISP) and the purchase of maize at above market rates under the Food Reserve Agency. The Zambia CAADP Compact was signed in January 2011, with the process now being taken forward under the umbrella of the Agriculture Chapter of the Sixth National Development Plan (SNDP) and Patriotic Front (PF) Manifesto of the current government. In March 2013, the Government published the final draft of the National Agricultural Investment Plan (NAIP) to provide the strategic framework for CAADP during the period 2014-2018.
POLICY ELEMENT 1: THE GUIDING POLICY FRAMEWORK

Zambia has a consistent set of policies and strategies for agriculture and rural development, prioritizing the promotion of food security and poverty reduction. However, policy implementation, especially as it affects the maize sector, is often unpredictable with little or no recourse through legislative or judicial processes.

OVERVIEW

After 1991, the Government of the Republic of Zambia, under President Frederick Chiluba, implemented economic and de-regulation policies including the privatization of State Owned Enterprises and the liberalization of agricultural markets and trade. From 2001-2008 the Mwanawasa administration deemed agriculture-led growth and poverty reduction as its main goals. A principal component of this policy was the Targeted Support System for Food Security which evolved into the Farmer Input Support Program (FISP) in 2010. The most significant policy expanded the role of the Food Reserve Agency (FRA) into a de facto marketing board, buying maize from farmers at above market prices and selling to millers at below market prices.

The current Sixth National Development Plan (SNDP) covering 2011-2015 is linked to the Vision 2030 goal for Zambia to become “a prosperous middle-income nation by 2030”. The SNDP names Agriculture, Livestock and Fisheries among the priority growth sectors of the economy. Agricultural commercialization is a key objective to be accomplished through the promotion of a competitive and efficient public and private sector driven marketing system for both inputs and outputs.

The National Agricultural Policy (NAP) covering the years 2004-2015 was recently revised to focus on building a competitive, valued added export led agricultural sector that ensures food and nutrition security for the country. The revised NAP aims at achieving “An efficient, dynamic, competitive, sustainable and value-added export led agricultural sector that ensures income, food and nutrition security for vulnerable rural households while ensuring the competitiveness of the agriculture industry”.

The Zambian CAADP Compact, signed in 2011, is intended to strengthen, support and facilitate effective implementation of the NAP and the Vision 2030. Subsequently, the current Government of Zambia (elected in October 2011) launched the preparation of the National Agricultural Investment Plan (NAIP) in July 2012 and released a draft copy in March, 2013. The NAIP is a 5-year road map for agriculture and rural development that identifies priority areas for investment and estimates the financing needs to be provided by the Government and its development partners. It is anchored to, and aligned with, the national vision of becoming a middle-income country by 2030.

The CAADP and NAIP processes focus on the need to realign policy and increase budget allocations to production, productivity and commercialization initiatives and redirecting funding away from low return subsidy programs. As the NAIP succinctly points out “The effectiveness of these investments will ultimately depend on improving the predictability of government action in
agricultural markets, particularly in terms of FRA’s buying and selling practices and regulations over cross border trade”.

The fear of maize shortages is, in the opinion of most stakeholders, the driving factor behind costly and ineffective maize input and marketing policies. The most salient factor in food security policy in Zambia is the chronically low yields for smallholder maize. Locally available hybrid maize varieties have the potential for yields 4 times greater than the current average for small farmers in Zambia. If maize yields could be increased 40-50% to an average of 2.5 MT/hectare, the resulting surplus production would dramatically reduce GRZ fear of shortages in most years. However, in absence of increased maize productivity and production, the government will continue to rely on policies such as export bans and the FRA to ensure domestic food (maize) security.

CAPACITY FOR POLICY CHANGE INDICATORS

A. CLEARLY DEFINED AND CONSISTENT POLICY FRAMEWORK

Status: Green
The National Agriculture Policy (NAP 2004 – 2015) document has clear objectives and strategies and the National Agricultural Investment Plan (NAIP 2014) provides additional detail. The biggest concern for many stakeholders is the unpredictability of policy implementation, especially in the maize sub-sector.

B. PREDICTABILITY AND TRANSPARENCY OF THE POLICY-MAKING PROCESS

Status: Yellow
Policy development processes are generally transparent and in line with existing legal framework. USAID supported parliamentary reforms have helped increase participation of the legislature. However, while there is a clearly articulated legal process for developing and approving policy, this process is not always adhered to, and is often by-passed during the law-making and implementation processes. The speed of the policy approval process is considerably influenced by a small group of high-level policy makers.

C. CLEAR AND FUNCTIONAL LEGISLATIVE SYSTEM

Status: Yellow
Legislative requirements are defined but further parliamentary reform is still needed to get the legislature to a level where it can have real influence on food security policy. The balance of power tilts very heavily in favor of the executive. In practice, the executive, driven by the President, exerts a lot of influence over the legislative branch and the extent of parliamentary oversight is limited.
D. APPROPRIATE DISPUTE RESOLUTION PROCESS/JUDICIAL FRAMEWORK

Status: Yellow

The Judiciary is perceived to be fair but legal processes can be slow and protracted, not providing quick relief to disputes relating to food security policy. Stakeholders feel they have little effective means to challenge the policy decisions of the Executive, such as the ban on the export of maize.

E. CLEARLY DEFINED INSTITUTIONAL RESPONSIBILITIES

Status: Yellow

Key government responsibilities are defined, but the lack of consistency and predictability of application of policies remains a major source of concern. The use of Statutory Instruments (a way of delegating legislative and policy-making power to the executive) places significant power in the Minister of Agriculture, without scope for review/question by other arms of government such as the legislature or by non-state actors.

RECOMMENDATIONS

1. Develop and support programs with the Parliament and make existing laws (including proclamations, regulations, directives) more readily available to the public on-line and in print, starting with agriculture and food security-related laws. An inclusive comment period of 30 days should be implemented across the board.

2. Provide technical support to Parliament to develop and operate a web-based legislation tracking system that tracks the passage of legislation through its steps to Parliament, and make this available to the public online.

3. Most of the difficult food security policy and political issues concern maize. Non-maize policies affecting crops such as wheat, rice, soybeans and non-food commodities are generally supportive of the private sector and involve little or no subsidies or restrictions on trade of inputs or outputs. USAID and other donors should make a clear distinction between maize and non-maize agricultural policies when engaging the government and other stakeholders.
POLICY ELEMENT 2: POLICY DEVELOPMENT AND COORDINATION

The formulation of national and macro-level policies and strategies is predominantly undertaken by the central government. Policy making in Zambia is highly centralized, with the process driven to a large degree by the President's Office.

OVERVIEW

Zambia has a centralized administrative system that oversees government functions across 10 provinces. Provincial and district heads of government administration fall under the Office of the President which sets the country’s policy agenda. Moves towards decentralization have stalled for several years despite there being a decentralization policy dating back to 2003.

The President works with Cabinet Offices (consisting of Ministers appointed by the President) especially in policy implementation. Some of the major policies, including in agriculture, have come into effect through Presidential pronouncements that are not always preceded by or based on formalized policy development processes.

The Zambian legislative process usually starts with a bill being introduced by a Line Minister or ordinary Member of Parliament. Bills emanating from the Executive branch require cabinet approval. A bill will go through a first reading before being passed on to a parliamentary portfolio committee, such as the agriculture committee. The committee will discuss the bill and invite presentations from government and also from other institutions and individuals. The entire House of Parliament is then given a chance to debate the bill between the second and third reading. The bill is then read in its final form (third reading) before a vote is taken and, if passed by simple majority, it goes for Presidential assent.

Most pieces of legislation provide for significant delegated authority to the Line Minister in terms of when and how such legislation is enacted. In particular, Line Ministers often use Statutory Instruments (a form of delegated legislative power) to implement specific policy measures as determined by the executive.

The full house of Parliament has the authority to question Line Ministers on various matters. Parliamentary portfolio committees have the power to summon civil servants to appear before them in connection with any matter that the Speaker of Parliament may refer to them. However, there appears to be no clear mechanisms for ensuring that the executive maintains accountability to parliament. The executive arm of government has significant leeway in policy development and implementation, with the legislature having a more limited role.

The Ministry of Agriculture and Livestock (MAL), headed by a Line Minister, is the primary institution for food security policy development, with full responsibility for development and coordination of agricultural development programs and projects. It works closely with other government agencies that work within the food security space. The most prominent agency is
the **Food Reserve Agency (FRA)** whose primary mandate (according to the law that established it) is to maintain national strategic food reserves.

MAL currently has three major departments – Agriculture (crops), Livestock and Administration - with each one headed by a Deputy Minister. There are 10 Directorates, and one of these, Policy and Planning, plays a key role in policy development and coordination.

**CAPACITY FOR POLICY CHANGE INDICATORS**

**A. APPROVED FOOD SECURITY STRATEGY/INVESTMENT PLAN**

*Status: Green*

Under NAIP that comes into effect in 2014, the country has a comprehensive multi-year food security plan.

**B. PREDICTABLE POLICY AGENDA AND PRIORITIES DEVELOPMENT**

*Status: Yellow*

Policies in the NAP and NAIP are clearly articulated, consistent and prioritized. However, there has been unpredictability around policy implementation, as seen by unexpected export bans, the role played by the FRA and delays in implementing an E-Voucher system. These well-known cases have undermined private sector confidence in the country’s food security policy agenda.

**C. ANNUAL WORK PLANS**

*Status: Red*

No such work plan seems to exist outside (or in addition to) the annual National Budget cycle which does not break down the agriculture budget into budget lines that correspond to plans such as the NAIP. This introduces inconsistency between planning and implementation, e.g. lack of funding for the E-Voucher system.

**D. FUNCTIONING COORDINATION PROCESS**

*Status: Red*

No functional coordinating unit could be identified during the assessment. Agriculture Consultative Forum has the mandate to help coordinate between the public and private sectors, but it has difficulty convening stakeholder meetings. Intra-governmental coordination appears weak to non-existent. The Agriculture Sector Advisory Group (AgSAG) has not been a regular part of policy discussion, development and coordination.
E. SECRETARIAT/ADMINISTRATIVE SUPPORT FUNCTION

Status: Yellow
The Policy and Planning directorate in MAL appears to have staff capable of performing required processes. However, the effectiveness of the administrative support functions within the MAL remains constrained by limited funding for equipment, training and communications.

F. TECHNICAL CAPACITY

Status: Green
The MAL Policy and Planning directorate has the mandate to perform the following functions: identify policy and technical challenges/issues, develop sector or project-specific policies/strategies, consult with the private sector and draft funding proposals. While there has been movement of senior staff to the private and NGO sectors in recent years, there is a core of long-term, senior staff with a deep knowledge of the Zambian agricultural sector.

G. POLITICAL SUPPORT AND APPROVAL

Status: Yellow
Agriculture and food security has very strong political attention and commitment in Zambia, as evidenced by the participation of high-level decision-makers in food security policy. However, the political aspect of agricultural policy also makes the process highly unpredictable for many stakeholders.

H. ENGAGEMENT OF PARLIAMENT/LEGISLATIVE BODY

Status: Yellow
The parliamentary Committee on Agriculture covers legislative issues on the sector. The committee may request reports from MAL officials on matters that have been referred to it by the Speaker of Parliament, including matters associated with planning or implementation. However, the capacity of the committee to undertake independent analysis and enforce its comments is limited due to inadequate internal capacity and weak systems for ensuring accountability of the executive arm of government.

RECOMMENDATIONS

1. Strengthening MAL capacity (particularly the Policy and Planning Directorate) to develop systems and mechanisms to enhance its planning function, especially in view of current efforts to enhance M&E.

2. Continue parliamentary reforms to enhance the role of parliament in policy development and monitoring.
POLICY ELEMENT 3: INCLUSIVITY AND STAKEHOLDER CONSULTATION

Inclusion of the private sector and civil society organizations in policy formulation discussions at a substantive level is uneven within the Zambian agriculture sector. While there are numerous fora for stakeholder consultation, the private sector often is surprised by policy announcements such as the grain export ban and the new minimum wage requirements. Especially in the context of maize policy, consultation is often viewed by stakeholder groups as a frustrating exercise.

OVERVIEW

The government has been working with cooperating partners, civil society organizations (CSOs) and the private sector to establish various avenues through which consultation and dialogue can take place. There are, for instance, Sector Advisory Groups (SAGs) covering all the key stakeholders which meet with government to provide input to policy development and implementation. The respective Line Ministry chairs each SAG and operates the secretariat. The Agriculture SAG convenes infrequently and, in the last year, only one meeting was held - to review the National Agriculture Investment Plan (NAIP). Another multi-stakeholder platform for consultation and dialogue around agriculture policy development is the Agriculture Consultative Forum (ACF). The board is elected by the members and it has a full-time secretariat that is independent of government. The Agri-Business Forum (ABF) is a private sector initiative that also seeks to develop and maintain ongoing engagement with government. The ABF is also a member of ACF. Various agriculture sub-sector and commodity associations have been established in the recent years, while the Zambia National Farmers’ Union (ZNFU) has existed (under different names) since 1905 and is a major voice in issues of agriculture policy development.

Most stakeholders, including the government, see the following recent actions as positive developments for agriculture and food security: Elimination of the miller subsidy, passage and implementation of the new Seed Law, removal of the fuel subsidy and the announced reduction in the quantity of maize procured by the Food Reserve Agency. However, high turnover among senior government officials at the Minister, Deputy Minister and Permanent Secretary level heightens uncertainty regarding overall policy direction and commitment.
CAPACITY FOR POLICY CHANGE INDICATORS

A. INCLUSIVE PARTICIPATION WITHIN THE POLICY COORDINATION MANAGEMENT ENTITY

(Status: Yellow)

No functional formal policy coordination entity or mechanism exists to play this role. The AgSAG and institutions such as ACF appear to have been established for this purpose, but their direct involvement in policy formulation is limited.

B. OUTREACH AND COMMUNICATIONS

(Status: Yellow)

Stakeholders report that information on policy reform is generally not widely available and only circulated after the policy has been drafted. Communication meetings are intermittent and not grounded on formally established mechanisms, with information flows reported to be largely one way.

C. PRIVATE SECTOR PARTICIPATION – OPPORTUNITY/SPACE

(Status: Green)

There are multiple private sector associations and organizations, such as the ACF and ZNFU which provide venues for dialogue with the government on food security issues. However, many private sector representatives question whether these are meaningful opportunities given surprise announcements on export bans or long delays in implementing policies such as those to do with agriculture input and marketing systems.

D. PRIVATE SECTOR PARTICIPATION – CAPACITY TO PARTICIPATE

(Status: Green)

Private sector organizations generally are able to represent their members and articulate policy positions that draw on evidence-based analysis. The private sector is provided with the opportunity to participate in policy formulation and strategy discussion, though such participation is often trumped by political considerations in policy decision making.

E. PARTICIPATION OF CSOS – OPPORTUNITY/SPACE

(Status: Green)

Platforms exist for effective CSO participation in policy formulation and strategy discussion, with some CSOs able to engage government directly. The CAADP process was quite effective in this regard. The main farmer organization, the Zambia National Farmers Union, represents a wide spectrum of farmers. Faith-based and conservation-oriented organizations are actively engaged in policy dialogue with varying degrees of effectiveness.
F. PARTICIPATION OF CSOS – CAPACITY TO PARTICIPATE

Status: Green

The major CSO groups appear to have capacity to effectively engage in government-led policy processes. Smaller organizations such as We Effect and COMACO have less internal capacity to develop and assess policy strategies and implementation approaches, and so tend to draw on the work of actors such as IAPRI.

RECOMMENDATIONS

1. Support multi-sectoral coordination mechanisms/frameworks that strengthen effectiveness of stakeholder input to agriculture policy. This could be through support to institutions such as ACF and/or structures such as the Agriculture SAG.

2. Support networking and public-private dialogue forums and joint leadership training events that can continue to build trust between public, private, and civil society.
POLICY ELEMENT 4: EVIDENCE-BASED ANALYSIS

There is a significant amount of solid evidence-based analysis of agricultural policy issues and options in Zambia. This includes technocrats in the Central Statistics office and MAL as well as in IAPRI and various private sector associations and companies. Opinions differ between government officials and non-state actors about the degree to which policy decisions are evidence-based.

OVERVIEW
Zambia has several primary government organizations engaged in data collection, compilation, analysis and reporting at different levels. The Central Statistics Office (CSO) is a lead institution with the overall mandate of generating different economic and social statistics at the national and provincial level. The Policy and Planning Directorate of the MAL conducted a significant amount of the analysis for the NAIP and the annual budget process. IAPRI and ACF carry out research and analysis on a wide range of agricultural topics which they disseminate via workshops, seminars and reports. To varying degrees, major trade associations, such as the Grain Traders Association and the Zambia National Farmer Union conduct their own analyses of public data and membership information for policy dialogue purposes. IFPRI, Zambian universities and the state-supported Zambia Institute for Policy Analysis and Research (ZIPAR) also conduct and publish policy analysis that informs agricultural policy debates.

Many stakeholders outside of government cite frustration not with the lack of evidence-based research, but rather the incidence of policy decisions that ignore or downplay evidence that does not support politically desirable options.

CAPACITY FOR POLICY CHANGE INDICATORS

A. ECONOMIC AND FINANCIAL ANALYSIS COMPLETED AS A COMPONENT OF PLANNING:

Status: Green

Over the past several years the CAADP process and the completion of the National Agricultural Policy (NAP) and the National Agricultural Implementation Plan (NAIP) has strengthened the overall economic and financial analysis capability of the government for sector planning. Challenges remain at the Line Ministry level where short-term planning, monitoring and evaluation systems need to be improved.

B. PERFORMANCE MONITORING MEASURES AND TARGETS DEVELOPED.

Status: Green

The NAIP has very clear performance monitoring measures that provide a solid basis for M&E.
C. QUALITY DATA EXISTS FOR POLICY MONITORING

*Status: Yellow*

The MAL has not yet established a data collection system tied to the NAIP indicators or annual budget. While there are surveys and assessments conducted by the CSO and MAL, these activities are not directly tied to monitoring the impact of specific food security policies.

D. QUALITY DATA IS AVAILABLE FOR POLICY MAKING

*Status: Yellow*

Data is available, but is often not timely or easily accessed by all that need to participate in policy formulation. IAPRI, for example, is planning a new communications outreach program to enhance the accessibility and clarity of its data and analysis.

E. INCLUSION OF ANALYSIS IN THE POLICY DEVELOPMENT PROCESS

*Status: Yellow*

Independent evidence has not regularly informed policy discussions in the formulation stage or during impact evaluation. However, stakeholders report a growing openness by policy makers to evidence-based decision making, which is most clearly demonstrated through the NAIP.

F. CAPACITY TO MONITOR POLICY IMPLEMENTATION AND RESULTS

*Status: Yellow*

Currently the government’s food security policy Monitoring and Evaluation system is weak. However under the ReSAKSS mechanism, efforts are underway to build this capacity. Parliament does not currently have an independent process to conduct policy M&E.

G. ANNUAL PERFORMANCE MEASUREMENT REPORT PRODUCED AND REVIEWED

*Status: Red*

While it is intended that NAIP implementation will be subjected to annual performance reviews, there is currently no formal mechanism to operationalize this or to review agriculture policy effectiveness.

H. INDEPENDENT ANALYSIS CAPACITY EXISTS

*Status: Green*

IAPRI has emerged as the one Zambian institution with internal capacity for sophisticated food policy analysis. Other local institutions draw on external consultants for much of their analytical work.

RECOMMENDATIONS

1. Formalize agriculture performance review, reporting and dissemination processes in the context of NAIP implementation.
2. Provide additional support to IAPRI to improve outreach and communication of research findings using social media and other mechanisms to reach rural stakeholders.

3. Support measures to improve public availability of key agriculture statistics, including a high-level dialogue focusing on the quality and consistency of publically generated data.

4. Support efforts to strengthen data and information flow between the national and local governments.
POLICY ELEMENT 5: POLICY IMPLEMENTATION

The policy implementation process is characterized by a limited degree of predictability and transparency, and suffers from capacity constraints and high turnover of key decision-makers on the part of government.

OVERVIEW

Policy implementation is the responsibility of individual ministerial technical units. The work of these units is aligned with the NAIP and coordinated within the MAL, across ministries, and with donor programs through the Agriculture Chapter of the Sixth National Development Plan (SNDP) and the Patriotic Front Manifesto.

MAL is responsible for technical and budgetary coordination of the NAIP. The MAL uses the Agricultural Sector Advisory Group (AgSAG) to engage stakeholders on key issues affecting the sector, as well as report on implementation. At the sub-national level, existing structures such as the Agriculture and Environment Subcommittees of the Provincial and also the District Development and Coordination Committees (PDCC and DDCC) oversee implementation of specific projects within their jurisdictions.

Monitoring of the NAIP’s progress is the responsibility of the MAL. However, a comprehensive food security policy M&E system has not yet been developed. There are current efforts towards development a Monitoring and Evaluation section within MAL’s Policy and Planning Directorate. Outside of MAL, evidence-based policy making and policy monitoring has some strong technical structures including the Central Statistics Office and the independent NGO, IAPRI, which could support effective monitoring and evaluation of the NAIP.

CAPACITY FOR POLICY CHANGE INDICATORS

A. IMPLEMENTATION PLANS DEVELOPED

Status: Green

The NAIP is Zambia’s guiding policy framework for agriculture and food security. It is widely viewed to be a very well developed policy and investment framework. The NAIP has sufficient specificity and targets to serve as a guideline for the programs of government and financial and technical partners.

B. SYSTEM IN PLACE TO ANALYZE IMPLEMENTATION CAPACITY CONSTRAINTS

Status: Yellow

The MAL plans to conduct annual NAIP reviews, but it is unclear to what extent capacity constraint issues will be addressed. The NAIP does not go into analysis of implementation capacity constraints.
C. FOOD SECURITY POLICY PRIORITIES ALIGNED WITH WORK PLANS OF LINE MINISTRIES

Status: Yellow
The 2014 Budget allocates the majority of agricultural funding to FISP and FRA support which is not in line with the stated objectives of the NAIP to increase funding for research and productivity enhancements for small farmers. NAIP implementation will require institutional realignment between line ministries, especially to adequately deal with cross-cutting areas such as natural resources, water management and nutrition that involve multiple ministries and agencies.

D. POLICY IMPLEMENTATION BUDGET COMMITTED BY HOST COUNTRY

Status: Yellow
The total share of the National budget devoted to the agricultural sector exceeded 10% between 2007 and 2012. However, Zambia achieved this spending goal primarily through supplemental funding to finance the purchase of surplus maize by the Food Reserve Agency during bumper years. Absent this supplemental funding, spending on agriculture drops below 7% from 2010-2012.

E. SUPPLEMENTAL IMPLEMENTATION FUNDS SECURED

Status: Green
Zambia has so far enjoyed significant goodwill with development partners and has therefore accessed funding from the World Bank group, the EU, U.S. Government and others for various agriculture initiatives ranging from research to food production/productivity improvements.

F. ADMINISTRATIVE AND TECHNICAL CAPACITY OF STAFF TO IMPLEMENT POLICY CHANGE

Status: Yellow
The administrative and technical capacity of MAL staff to undertake required support (coordination, communication, documentation, budgetary planning, etc.) is limited. This problem is aggravated by high staff turnover at senior levels.

G. MONITORING AND EVALUATION

Status: Red
The NAIP has an ambitious plan for monitoring and evaluation, but required monitoring and evaluation resources are yet to be allocated. Further, current support from ReSAKSS is largely of a technical nature and may not deal with the important aspect of institutionalizing monitoring and evaluation within the overall agriculture and food security framework.

RECOMMENDATIONS

1. While there are many mechanisms for consultation, including the ACF, the track record on policy implementation, for instance the Agricultural Marketing Act and the E-Voucher system,
is very poor. IAPRI presents USAID with a unique opportunity to support evidence-based research on key topics such as the costs and impact of FISP and FRA coupled with wider dissemination of findings to civil society and Parliament. A bottom up approach to build support for policy change based on clear and understandable reports, visual aids and media outreach could go a long way to speed up enactment of long delayed policies such as the Agricultural Marketing Act.

2. Financial and technical support towards the development and institutionalization of monitoring and evaluation will enhance transparency and predictability of agriculture policy implementation, and its alignment to the NAP, NAIP and other relevant policies and strategies.
POLICY ELEMENT 6: MUTUAL ACCOUNTABILITY

The Mutual Accountability framework in Zambia has well defined mechanisms and structures in place. However, there are challenges with regard to the proper functioning of the mechanisms and structure. The government-donor coordination group at the center of technical and financial support for food security policies meets rarely. Meetings are often called on very short notice by the Government which limits detailed preparation and engagement by the donors.

OVERVIEW

Under the CAADP framework, the Government works with the Agriculture Sector Advisory Group (AgSAG) to coordinate activities with all key stakeholders and implement the Performance Enhancement Program. The Policy and Planning Directorate of the MAL serves as the Secretariat for the AgSAG.

The Agriculture Cooperating Partners Group is a government-donor coordination group focused on agriculture, food security and natural resources management, and established to promote mutual accountability. The Cooperating Partners Group is currently chaired by the European Union with FAO and Finland sharing chair responsibilities on a rotating basis. The CAADP agenda and the Vision 2030 program provide the structure for mobilizing financial and technical support from donors. Within these structures, the Cooperating Partners have organized their support to the agriculture sector in conjunction with the National Aid Policy and the Joint Assistance Strategy for Zambia (JASZ).

CAPACITY FOR POLICY CHANGE INDICATORS

A. A FORUM EXISTS FOR REGULARLY SCHEDULED DONOR-GOVERNMENT MEETINGS

Status: Yellow

The Agriculture Sector Advisory Group meets infrequently, with little or no notice of meetings being provided in advance.

B. JOINT POLICY PRIORITIES DEVELOPED

Status: Yellow

Joint policy priorities are clearly articulated in the CAADP agreement and NAIP, however implementation of policy priorities in the maize sector often contradict the agreed upon priorities.
C. MONITORING SYSTEM EXISTS

Status: Yellow

The NAIP provides the necessary framework upon which to structure a monitoring system with clear strategic objectives. With the support of ReSAKSS, an M&E system is currently being developed and at least one staff member has been appointed. However, this process is still at an early stage and will need significant support to ensure a functional and sustainable monitoring system.

D. DONOR COORDINATION – ALIGNMENT AND HARMONIZATION

Status: Green

Donor coordination and alignment with government agriculture and food security policies as articulated in the NAIP and NAP is strong. All the large bilateral and multilateral donors have agreed to align with the NAIP and have harmonized their programs to those of the government. Despite the harmonized approach, there is a general sense of frustration over high turnover rates among senior government officials and delays in addressing FISP and FRA policy imperatives.

E. PRIVATE SECTOR ACCOUNTABILITY

Status: Yellow

While there are instances in which private sector associations invite MAL or other government officials to speak to them in their annual or other periodic meetings, the general impression from the private sector is that the government does not see itself needing to explain its actions to the private sector. There is some consultation but it is felt that this has relatively little substance.

F. CSO SECTOR ACCOUNTABILITY

Status: Yellow

Civil society organizations and non-governmental groups involved in the agriculture sector cite the highly inclusive CAADP process as a model for coordination with the government. Likewise, the recent NAIP process was seen as participatory. However, such consultation is often seen by CSOs as lacking substantive impact on resultant policy decisions such items as conservation agriculture and cooperative development that many of the CSOs support.

RECOMMENDATIONS

1. The structure of the current system of mutual accountability needs to be reviewed to allow for more regular interaction between the government, donors and non-state actors. Moving the secretariat for the Ag SAG to an organization outside the MAL should be considered as a means of implementing a schedule of regular Ag SAG meetings.

2. There is growing recognition that for both fiscal and technical reasons the two most visible programs, FISP and FRA, are not achieving the policy objectives of reducing rural poverty and building small scale agriculture. However, any reduction in these programs is politically risky because it appears as an abandonment of small farmers. While USAID has limited capacity to influence these policies, it could have significant ability to promote increased
maize productivity and production through support for research, extension and improved production and storage practices. The most effective way to change ineffective GRZ maize policies would be to eliminate the driving force behind these policies – fear of consequences of maize shortages.

Conclusions:
“We could be doing even better”. This quote sums up the feelings of many stakeholders who were interviewed during the Food Security Policy assessment. It reflects the serious concerns that some aspects of the policy formulation and implementation environment need to be revised or changed. At the same time, it is important to acknowledge that Zambia has made significant progress in improving the policy environment in recent years, and that in comparison with some other countries covered by the Africa LEAD assessment, Zambia is performing well. The following points represent broad areas of consensus across the government, private sector, NGO and donor representatives who participated in the assessment:

1. The National Agriculture Investment Plan (NAIP) has a strong private sector focus. However, the 2014 Budget and current policies are not well aligned with the NAIP focus.

2. The Government has an enduring lack of trust in the private sector’s ability/capacity and incentives to prevent food shortages

3. The unpredictability of policy formulation and implementation (e.g. the recent ban on maize exports and postponement of the E-Voucher system) creates a lack of trust in the government on the part of the private sector. High turnover among senior government officials at the Minister, Deputy Minister and Permanent Secretary positions heightens uncertainty regarding overall policy direction and commitment.

4. High and enduring rates of rural poverty in the face of consistent growth in the agricultural sector in the past several years indicates that intended benefits of the FISP and FRA are not reaching the most vulnerable. Maize yields for small farmers have been stagnant in the range of 1.7 to 1.9 metric tons per hectare for the past decade or more despite fertilizer subsidies and “guaranteed” government purchasing programs.

5. The principal issues affecting food security policy formulation and implementation in Zambia are primarily political rather than policy based. There is significant technical expertise and analytical capacity inside and outside government (including the private sector) to provide evidence based policy recommendations and strategies. However, the over-riding fear of food shortages and the political impact that such shortages would trigger consistently undermines efforts to reform the FISP and the FRA programs. The open-ended maize export ban that took effect in September can be viewed, in this context, as a rational action to reduce the likelihood of maize shortages, even if the long-term impact may be to drive commercial and medium sized farmers away from growing maize in the future.

6. The government wants and needs to be seen as visibly helping small farmers. There is growing recognition that for both fiscal and technical reasons the two most visible programs, FISP and FRA, are not achieving the policy objectives of reducing rural poverty and building small scale agriculture. However, any reduction in these programs is politically risky because it appears as an abandonment of small farmers. The challenge for USAID and
other donors is to find alternative ways for the GRZ to demonstrate its commitment to small farmers and rural communities.

7. **Most of the difficult agricultural policy and political issues concern maize.** Non-maize policies affecting crops such as wheat, rice, soybeans and non-food commodities are generally supportive of the private sector and involve little or no subsidies or restrictions on trade of inputs or outputs. USAID should make the distinction between maize and non-maize agricultural policies when it is engaging the government and other stakeholders.

8. The fear of maize shortages is, in the opinion of most stakeholders, the driving factor behind costly and ineffective maize input and marketing policies. The most salient factor in food security policy in Zambia is the chronically low yields for smallholder maize. Locally available hybrid maize varieties have the potential for yields 5 times greater than the current average for small farmers in Zambia. If maize yields could be increased 40-50% to an average of 2.5 MT/hectare, the resulting surplus production would dramatically reduce GRZ fear of shortages in most years. However, in absence of increased maize productivity and production, the government will continue to rely on policies such as export bans and the FRA to ensure domestic food (maize) security. In fact, the FISP may actually be keeping yields low due to the lack of choice in the type of fertilizer and seed available under the program. While USAID has limited capacity to influence such policies, it could have significant ability to promote increased maize productivity and production through support for research, extension and improved production and storage practices. The most effective way to change ineffective or harmful GRZ maize policies is to eliminate the driving force behind these policies – political fear of maize shortages.

9. Helping to create and sustain trust between the public and private sector is another area where USAID can support improved policy formulation and implementation. While there are many mechanisms for consultation, including the ACF, the track record on policy implementation, for instance the Agricultural Marketing Act and the E-Voucher system, is very poor. IAPRI presents USAID with a unique opportunity to support evidence-based research on key topics such as the costs and impact of FISP and FRA coupled with wider dissemination of findings to civil society and Parliament. A bottom up approach to build support for policy change based on clear and understandable reports, visual aids and media outreach could go a long way to speed up enactment of long delayed policies such as the Agricultural Marketing Act.
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<thead>
<tr>
<th>#</th>
<th>Name &amp; Position</th>
<th>Institution</th>
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<tbody>
<tr>
<td>1</td>
<td>Argent Chuula</td>
<td>Alliance for Commodity Trade in Eastern and Southern Africa (ACTESA)</td>
<td>Chief Executive Officer</td>
<td>Tel + 260 211 229 725-32 + 260 977 788 853 Email <a href="mailto:Achuula@Comesa.Int">Achuula@Comesa.Int</a> <a href="mailto:Achuula@Afap-Partnership.Org">Achuula@Afap-Partnership.Org</a></td>
</tr>
<tr>
<td>2</td>
<td>Jackson T Kiraka</td>
<td>ACTESA</td>
<td>Consultant</td>
<td>Tel :+260 211 229725/32 Cell:+260 961 562695/+254721564734 Email: <a href="mailto:Jkiraka@Comesa.Int">Jkiraka@Comesa.Int</a> <a href="mailto:Jackson.Kiraka@Leankiazen.Co.Ke">Jackson.Kiraka@Leankiazen.Co.Ke</a></td>
</tr>
<tr>
<td>3</td>
<td>Gizila Takavarasha</td>
<td>ACTESA</td>
<td>Chief Finance Officer</td>
<td>Tel +260 211 229725/32 Cell +260 966 457 576 Email Gtakavarasha@Comesaint</td>
</tr>
<tr>
<td>4</td>
<td>John Mukuka</td>
<td>ACTESA</td>
<td>Seed Development Expert</td>
<td>Tel +260 211 229 725/32 Cell +260 974 496 753 Email <a href="mailto:Jomukuka@Comesa.Int">Jomukuka@Comesa.Int</a></td>
</tr>
<tr>
<td>5</td>
<td>Brenda K.Nang’amba</td>
<td>Agri-Business Forum</td>
<td>Acting Executive Secretary</td>
<td>Tel +260-1-262936 <a href="mailto:Emailbrenda@Abf.Org.Zm">Emailbrenda@Abf.Org.Zm</a>/ <a href="mailto:Brendakachapulula@Yahoo.Com">Brendakachapulula@Yahoo.Com</a></td>
</tr>
<tr>
<td>6</td>
<td>Masiye Namwiko</td>
<td>Agricultural Consultative Forum</td>
<td>Programme Officer</td>
<td>Tel +260 954 169811 Cell +260 966 455 696/ 955 242533 Email <a href="mailto:Acf@Acf.Org.Zm">Acf@Acf.Org.Zm</a> <a href="mailto:Masiye.Nwiko@Acf.Org.Zm">Masiye.Nwiko@Acf.Org.Zm</a></td>
</tr>
<tr>
<td>7</td>
<td>John Payne</td>
<td>American Chamber of Commerce In Zambia</td>
<td>Executive Director</td>
<td>Cell +260 969 918 843 Email <a href="mailto:Ed@Amchamzambia.Com">Ed@Amchamzambia.Com</a> Skype Johnchandlerpayne</td>
</tr>
<tr>
<td>8</td>
<td>Rodney Watkins</td>
<td>American Chamber of Commerce In Zambia</td>
<td>SME Development Specialist</td>
<td>Cell +260 979 707 954 Email <a href="mailto:Sme@Amchamzambia.Co">Sme@Amchamzambia.Co</a> <a href="mailto:Info@Amchamzambia.Com">Info@Amchamzambia.Com</a></td>
</tr>
<tr>
<td>9</td>
<td>Emily Burrows</td>
<td>Care Mawa Project</td>
<td>Chief Of Party</td>
<td>Tel +260 211 224 125 Cell +260 977 861 575</td>
</tr>
<tr>
<td>10</td>
<td>Richard Mumba</td>
<td>Comaco</td>
<td>Chief Extension Officer</td>
<td>Tel +260 211 2260 082 /324 2856 Cell +260 976 918 300 Email <a href="mailto:Crmumba@Itswild.Org">Crmumba@Itswild.Org</a></td>
</tr>
<tr>
<td>11</td>
<td>Chance Kabaghe</td>
<td>IAPRI</td>
<td>Executive Director</td>
<td>Tel +260 211 261 194/97 Cell +260 977 794 466 Email <a href="mailto:Chance.Kabaghe@lapri.Org.Zm">Chance.Kabaghe@lapri.Org.Zm</a></td>
</tr>
<tr>
<td>12</td>
<td>Nicholas J.Stiko</td>
<td>IAPRI</td>
<td>Research Director</td>
<td>Office+260 211 261194/97 Cell:260 979 109 790 Email:<a href="mailto:Njsitko@Gmail.Com">Njsitko@Gmail.Com</a></td>
</tr>
<tr>
<td>13</td>
<td>Rhoda Mofya Mukuka</td>
<td>IAPRI</td>
<td>Research Fellow</td>
<td>Tel +260 977 771 079/81 Cell +260 975 570456 Email <a href="mailto:Rhoda.Mukuka@lapri.Org.Zm">Rhoda.Mukuka@lapri.Org.Zm</a></td>
</tr>
<tr>
<td>14</td>
<td>Ballard A.M Zulu</td>
<td>IAPRI</td>
<td>Outreach Director</td>
<td>Tel+260 211 261 194/97 Cell +260 977 811700 Email <a href="mailto:Ballard.Zulu@lapri.Org.Zm">Ballard.Zulu@lapri.Org.Zm</a></td>
</tr>
<tr>
<td>15</td>
<td>Derrick Sikombe</td>
<td>Ministry of Agriculture And Livestock (MAL)</td>
<td>Chief Agricultural Economist and CAADP Coordinator</td>
<td>Tel +260 211 250 532 Cell +260 977 147 230 Email <a href="mailto:D.Sikombe@Yahoo.Com">D.Sikombe@Yahoo.Com</a> <a href="mailto:Derrick.Sikombe@Agriculture.Gov.Zm">Derrick.Sikombe@Agriculture.Gov.Zm</a></td>
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<tr>
<td>16</td>
<td>Reuben Banda</td>
<td>Musika</td>
<td>Managing Director</td>
<td>Cell +260 977/966 718 486 Tel 260 965 250 255 260 211 251 371 / 250 355 /253 989</td>
</tr>
<tr>
<td>17</td>
<td>Beatrice Kawama</td>
<td>Path Thrive Project</td>
<td>Senior Technical Advisor</td>
<td>Tel +260 211 251238/250494 Cell +260 977 625 595 Email <a href="mailto:Bkawama@Path.Org">Bkawama@Path.Org</a></td>
</tr>
<tr>
<td>18</td>
<td>Ward Siamusantu</td>
<td>Path Thrive Project</td>
<td>Technical Advisor</td>
<td>Tel +260 211 378950 Cell +260 977 164883/969 784 848 Email <a href="mailto:Wsiamusanthu@Path.Org">Wsiamusanthu@Path.Org</a></td>
</tr>
<tr>
<td>19</td>
<td>Dorah Chisambi</td>
<td>Profit-Plus</td>
<td>Operations Director</td>
<td>Cell +260 971 256 600 Email <a href="mailto:Dchisambi@Profitplus-Zm.Org">Dchisambi@Profitplus-Zm.Org</a></td>
</tr>
<tr>
<td>20</td>
<td>Alexander Filippov</td>
<td>Southern Africa Trade Hub</td>
<td>Director Clean Energy</td>
<td>Office +267 3900884 Cell +267 72891046 Email:<a href="mailto:Afilippov@Satradehub.Org">Afilippov@Satradehub.Org</a></td>
</tr>
<tr>
<td>21</td>
<td>Adam Ross</td>
<td>United States Embassy</td>
<td>Political Economic Officer</td>
<td>Tel +260 211 357 241 Cell +260 965 861 527 <a href="mailto:Rossad@State.Gov">Rossad@State.Gov</a></td>
</tr>
<tr>
<td>22</td>
<td>Sydney Watae</td>
<td>Usaid</td>
<td>Governance Advisor</td>
<td>Tel +260 211 357000/ 7456 +260 211 357456 Email: <a href="mailto:Swatae@Usaid.Gov">Swatae@Usaid.Gov</a></td>
</tr>
<tr>
<td>23</td>
<td>Brian Martalus</td>
<td>Usaid</td>
<td>Agriculture Development Officer</td>
<td>Tel +260 211 357000 Ext 7209 Cell +260 971 254 316 Email <a href="mailto:Bmartalus@Usaid.Gov">Bmartalus@Usaid.Gov</a></td>
</tr>
<tr>
<td>24</td>
<td>Martin Sekeleti</td>
<td>We Effect (Formerly Swedish Cooperative Centre – Scc)</td>
<td>Regional Programme Officer –Study Circles</td>
<td>Tel +260 211 260577/261549/261277 Cell +260 977 678 884 Email:<a href="mailto:Martin.Sekeleti@Weffect.Org">Martin.Sekeleti@Weffect.Org</a></td>
</tr>
<tr>
<td>25</td>
<td>Simon Cammelbeeck</td>
<td>Wfp</td>
<td>Representative/Country Director</td>
<td>Tel 260 211 250407/252957 Cell 260 540 212 Email <a href="mailto:Simon.Cammelbeeck@Wfp.Org">Simon.Cammelbeeck@Wfp.Org</a></td>
</tr>
<tr>
<td>26</td>
<td>Jacob Mwale</td>
<td>Zamace Limited</td>
<td>Acting Executive Director</td>
<td>Cell +260 977 988 897/0955 988 897 <a href="mailto:J_Mwale@yahoo.com">J_Mwale@yahoo.com</a></td>
</tr>
<tr>
<td>27</td>
<td>Coilard Hamusimbi</td>
<td>Zambia National Farmers Union (ZNFU)</td>
<td>Head-Outreach &amp; Membership</td>
<td>Tel+ 260 211 252 649 /254 431 Email <a href="mailto:Hamusimbi@Znfu.Org.Zm">Hamusimbi@Znfu.Org.Zm</a></td>
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### CAPACITY OF POLICY CHANGE INDICATORS

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<tr>
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<tbody>
<tr>
<td><strong>Policy Element 1: Predictability of the Guiding Policy Framework</strong></td>
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<tr>
<td><strong>Clearly Defined and Consistent Policy Framework:</strong> The policy framework impacting food security policy-making is clearly defined, and consistently applied and enforced from year to year.</td>
<td>The National Agriculture Policy (NAP 2004–2015) document has clear objectives and strategies and the National Agricultural Investment Plan (NAIP 2014) provides additional detail. The biggest concern for many stakeholders is the unpredictability of policy implementation, especially in the maize sub-sector.</td>
</tr>
<tr>
<td><strong>Predictability and Transparency of the Policy Making process:</strong> 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.</td>
<td>Policy development process are generally transparent and in line with existing legal framework. USAID supported parliamentary reforms have helped increase participation of legislature. However, while there is a clearly articulated legal process for developing and approving policy, this process is not always adhered to, and is often by-passed during the law-making and implementation processes. The speed of the policy initiation and approval process is considerably influenced by a small group of high-level policy makers.</td>
</tr>
<tr>
<td><strong>Clear and Functional Legislative System:</strong> There is a legislative capacity to deal with food security policy change, and the legislative requirements are clearly defined and predictable.</td>
<td>Legislative requirements are defined but parliamentary reforms are still needed to get legislature to a level where it can have real influence on food security policy. The balance of power tilts very heavily in favor of executive. In practice, the Executive, driven by the President, exerts a lot of influence over the legislative branch and the extent of parliamentary deliberation is limited.</td>
</tr>
<tr>
<td><strong>Appropriate Dispute Resolution Process/Judicial Framework:</strong> 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.</td>
<td>The Judiciary is perceived to be fair but legal processes can be slow and protracted, not providing quick relief to disputes relating to food security policy. Stakeholders feel they have little effective means to challenge the policy decisions of the Executive.</td>
</tr>
<tr>
<td><strong>Clearly defined Institutional Responsibilities:</strong> Institutional responsibilities are clearly defined, consistently applied, and predictable from year to year.</td>
<td>Key government responsibilities are defined, but the lack of consistency and predictability of application of policies remains a major source of concern. The use of Statutory Instruments places significant power in the Minister of Agriculture, without scope for review/(question) by other arms of government such as the legislature or by non-state actors.</td>
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<td>Policy Element 2: Policy Development &amp; Coordination</td>
<td>Status</td>
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<td><strong>Approved Food Security Strategy/Investment Plan:</strong> 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.</td>
<td>[Green] Yes</td>
</tr>
<tr>
<td>Policies in the NAP and NAIP are clearly articulated, consistent and prioritized. However, there has also been recent policy implementation unpredictability relating to export bans, the FRA and the E-Voucher system, which serve to undermine this policy agenda.</td>
<td>[Red] No</td>
</tr>
<tr>
<td><strong>Predictable Policy Agenda and Priorities Developed:</strong> The policy items required to achieve the national food strategy have been identified and documented, i.e., specific policy objectives exist.</td>
<td>[Red] No</td>
</tr>
<tr>
<td><strong>Work Plans:</strong> There is an annual work plan that identifies objectives and activities in regard to policy development.</td>
<td>[Red] No</td>
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<td>No such work plan seems to exist outside (or in addition to) the annual budgeting cycle. The annual budget is inconsistent with the NAIP, e.g. lack of funding for the E-Voucher system.</td>
<td>[Red] No</td>
</tr>
<tr>
<td><strong>Coordination Process:</strong> 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).</td>
<td>[Red] No</td>
</tr>
<tr>
<td>No functional coordinating unit could be identified during the assessment. ACF has the mandate to help coordinate between the public and private sectors, but has difficulty convening stakeholders. Intra-governmental coordination appears weak to nonexistent. The Agricultural Sector Advisory Group (AgSAG) has not been a regular part of policy discussion, development and coordination.</td>
<td>[Green] Yes</td>
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<tr>
<td><strong>Secretariat/Administrative Support Function:</strong> 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.</td>
<td>[Red] No</td>
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<td>The Policy and Planning Directorate appears to have staff capable of performing required processes. However, the effectiveness of the administrative support functions within the MAL remains constrained by limited funding for equipment, training and communications.</td>
<td>[Green] Yes</td>
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<td><strong>Technical Capacity:</strong> 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).</td>
<td>[Green] Yes</td>
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<td>The MAL Policy and Planning unit consists of work groups and 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 with the private sector and draft funding proposals. While there has been movement of senior staff to the private and NGO sectors in recent years, there is a core of long-term, senior staff with a deep knowledge of the Zambian agricultural sector.</td>
<td>[Green] Yes</td>
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### Capacity of Policy Change Indicators

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<th>Political Support and Approval: There is a line of authority/participation by high-level decision-makers above the ministerial level so as to enable efficient political support for the passage and development of new policies, e.g. involvement of prime minister’s office (especially for policies that cut across sectors, e.g. trade and agriculture).</th>
<th>Agriculture and food security has very strong political attention and commitment in Zambia, as evidenced by the participation of high-level decision-makers in food security policy. However, the political aspect of agricultural policy makes the process highly unpredictable for many stakeholders.</th>
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<tr>
<td>Engagement of Parliament/Legislative Body: There is engagement from the country’s legislative entity to consider, debate and engage on food security issues, and to sponsor and advocate for the required legal/policy changes.</td>
<td>The Standing Committee for Agriculture and Food Security Affairs in the parliament covers legislative issues on the sector. The Ministry of Agriculture submits bi-annual progress reports, planned activities, conducts joint meetings, and receives comments from the standing committee on issues to be approved. Standing committee oversight also extends into implementation of projects, with committee members traveling to project sites. However, the capacity of the committee to undertake independent analysis and enforce its comments is limited due to inadequate internal capacity.</td>
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### Policy Element 3: Inclusivity and Stakeholder Consultation

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<th>Inclusive Participation within the Policy Coordination Management Entity: The main coordination entity has: a) clear goals and participation from key government ministries (beyond just Ministry of Agriculture) and; b) some representation from non-government entities, particularly from donors.</th>
<th>No functional formal policy coordination entity or mechanism exists to play this role. The AgSAG and institutions such as ACF appear to have been established for this purpose, but their direct involvement in policy formulation is limited.</th>
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<td>Outreach and Communications: There is a process for interacting with stakeholders and sharing information. This could include regular public “forums”, a website of key information and other mechanisms.</td>
<td>Stakeholders report that information on policy reform is generally only circulated after the policy has been drafted. These meetings are generally informally organized, and information flow is reported to be one way.</td>
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<td>Private Sector Participation – Opportunity/Space: The private sector is provided meaningful opportunity to participate in policy formulation and strategy discussions. This could be through participation in the management/steering committee, in technical work groups and/or through other forums. Communications and interactions should be two-way, and access to key information should be readily available.</td>
<td>There are multiple private sector associations and organizations, such as the ACF and ZNFU which provide venues for dialogue with the government on food security issues. However, many private sector representatives question whether these are meaningful opportunities given surprise announcements on export bans or long delays in implementing the Agricultural Marketing Act.</td>
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<td>Private Sector Participation – Capacity to Participate: 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.</td>
<td>Private sector organizations generally able to represent their members and articulate policy positions that draw on evidence-based analysis. Private sector is provided with the opportunity to participate in policy formulation and strategy discussion, though such participation is often trumped by political considerations in policy decision making.</td>
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<td><strong>Participation of CSOs – Opportunity/Space:</strong> 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.</td>
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Platforms exist for effective CSO participation in policy formulation and strategy discussion, with some CSOs able to engage government directly. The CAADP process was quite effective in this regard. The main farmer organization (ZNFU) represents a wide spectrum of farmers. Faith-based and conservation-oriented organizations are actively engaged in policy dialogue with varying degrees of effectiveness. |
| **Participation of CSOs – Capacity to Participate:** Some organizations representing civil society, including representation from women’s associations and farmers associations, have the capacity to participate in government-led discussions on food 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. | The major CSO groups appear to have capacity to effectively engage in government-led policy processes. Smaller organizations, such as We Effect and COMACO, have less internal capacity to develop and assess policy strategies and implementation approaches. |
| **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. | Over the past several years the CAADP process and the National Agricultural Policy (NAP) and the National Agricultural Implementation Plan (NAIP) have strengthened the Economic and Financial analysis capability of the government for sector planning. Though some policy development processes are consultative and allow non-state actors to present economic and financial analysis, it is unclear whether such analysis forms part of resultant policy. |
| **Performance Monitoring Measures and Targets Developed:** The national food security policies/plans include specific objectives, performance indicators, and targets exist to monitor the accomplishment of the objectives. | The NAIP has very clear performance monitoring measures that provide a solid basis for M&E. |
| **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.) | The MAL has not yet established a data collection system tied to the NAIP indicators or annual budget. While there are surveys and assessments conducted by the CSO and MAL, these activities are not directly tied to monitoring the impact of specific food security policies. |
| **Quality Data is Available for Policy Making:** Data on the performance of the agriculture sector and the food security are publicly available and shared in a timely manner. This information is available for others to use and analyze. | National level agricultural data exists, including annual crop forecasts and a national livelihoods survey conducted by the Central Statistics Office (CSO). IAPRI produces a series of independent reports that are available to the parliament and the general public. The issue is not so much a question of the accuracy of data, but rather its application for policy monitoring. |
### Capacity of Policy Change Indicators

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#### Inclusion of Analysis in the Policy Development Process:
Evidence-based analysis is considered and used to develop policy priorities/policy proposals.

- Independent evidence has not regularly informed policy discussions in the formulation stage or during impact evaluation. However, stakeholders such as IAPRI and ACF report a growing openness by policy makers to evidence-based decision making, which is most clearly demonstrated through the NAIP. **Yellow**

#### Capacity to Monitor Policy Implementation and Results:
The government has the ability to review data on policy performance and produce an analysis of the policy’s effectiveness. A policy analysis function/unit exists and has adequate and skilled staff, and is sufficiently funded. If required, specific analysis can be outsourced to specialized firms or consultants as needed (case-by-case).

- Currently the government’s food security Monitoring and Evaluation system is weak, however under the ReSAKSS mechanism efforts are underway to build this capacity. Parliament has no independent process to conduct policy M&E at this time. **Yellow**

#### 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.

- While it is intended that NAIP implementation will be subjected to annual performance reviews, there is currently no formal mechanism to operationalize this or to review agriculture policy effectiveness. **Red**

#### Independent Analysis Capacity Exists:
There exists an independent capacity to analyze food security data and use the analysis to make policy recommendations and engage in policy discussion and advocacy. Such an analysis could be conducted by a research institute, university or similar non-governmental/objective organization. This capacity should be engaged in the government’s policy development and review process as, for example, through papers, forums or participation introduced in official policy review and discussion meetings.

- IAPRI has emerged as the one Zambia institution with internal capacity for sophisticated policy analysis. It acknowledges that it needs to improve its dissemination and outreach capabilities so that there is greater access to its work. Other local institutions draw on external consultants for much of their analytical work. **Green**

### Policy Element 5: Policy Implementation

#### Implementation Plans Developed:
The overall food security strategy has been broken down into programs and projects that have: a) a sufficient level of detail to permit implementation; b) have been “packaged” into priority projects that can be managed by ministerial units; and c) “packaged” priorities can be translated into funding proposals to gain support for projects/programs from development partners (to address financing gaps).

- The NAIP is Zambia’s guiding policy framework for agriculture and food security. It is widely viewed to be a very well developed policy and investment framework. The NAIP has sufficient specificity and targets to serve as a guideline for the programs of government and financial and technical partners. **Green**
## Capacity of Policy Change Indicators

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<th>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).</th>
<th>The MAL plans to conduct annual NAIP reviews, but it is unclear to what extent capacity constraint issues will be addressed. The NAIP does not go into analysis of implementation capacity constraints.</th>
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<td><strong>Food Security Policy Priorities Aligned with Work Plans of Line Ministries:</strong> 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.</td>
<td>The 2014 Budget allocates the majority of agricultural funding to FISP and FRA support which is not in line with the stated objectives of the NAIP to increase funding for research and productivity enhancements for small farmers. NAIP implementation will require institutional re-alignment between line ministries, especially to adequately deal with broad areas such as natural resources, water management and nutrition that involve multiple ministries and agencies.</td>
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<td><strong>Policy Implementation Budget Committed by Host Country:</strong> 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.</td>
<td>Zambia’s share of the total national budget devoted to the agricultural sector exceeded 10% between 2007 and 2012. However, Zambia achieved this spending goal primarily through supplemental funding to finance the purchase of surplus maize by the Food Reserve Agency during bumper years. Absent this supplemental funding, spending on agriculture drops below 7% from 2010-2012.</td>
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<td><strong>Supplemental Implementation Funds Secured:</strong> 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.</td>
<td>Zambia has so far enjoyed significant goodwill with development partners and has therefore accessed funding from the World Bank group, the EU, U.S. Government and others for various agriculture initiatives ranging from research to food production/productivity improvements.</td>
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<td><strong>Monitoring and Evaluation:</strong> 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.</td>
<td>The NAIP has an ambitious plan for monitoring and evaluation, but required monitoring and evaluation resources are yet to be allocated. Further, current support from ReSAKSS is largely of a technical nature and may not deal with the important aspect of institutionalizing monitoring and evaluation within the overall agriculture and food security framework.</td>
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<td><strong>Policy Element 6: Mutual Accountability</strong></td>
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<td><strong>A Forum Exists for Regularly Scheduled Donor-Government Meetings:</strong> These meetings discuss policy and programs and set priorities. Meetings may include, for example, Joint Sector Reviews, sector working groups or other similar arrangements.</td>
<td>The Agriculture Sector Advisory Group meets infrequently, with little or no advanced notice of meetings being provided by the Government.</td>
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<td><strong>Joint Policy Priorities Developed:</strong> A document exists that articulates the shared policy objectives between the government and the donor community.</td>
<td>Joint policy priorities are clearly articulated in the CAADP agreement and NAIP, however implementation of policy priorities in the maize sector often contradict the agreed upon priorities.</td>
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<td><strong>Monitoring System Exists:</strong> 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.</td>
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<td>The NAIP provides the necessary framework upon which to structure a monitoring system with clear strategic objectives. With the support of ReSAKSS, an M&amp;E system is currently being developed and at least one staff member has been appointed. However, this process is still at an early stage and will need significant support to ensure a functional and sustainable monitoring system.</td>
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<td><strong>Donor Coordination – Alignment and Harmonization:</strong> 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.</td>
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<td>Donor coordination and alignment with government agriculture and food security policies as articulated in the NAIP and NAP is strong. All the big bilateral and multilateral donors have agreed to align with the NAIP and have harmonized their programs to those of the government. Despite the harmonized approach, there is a common sense of frustration over high turnover rates among senior government officials and delays in addressing FISP and FRA policy imperatives.</td>
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<td><strong>Private Sector Accountability:</strong> 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.</td>
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<td>While there are instances in which private sector associations invite MAL or other government officials to speak to them in their annual or other periodic meetings, the general impression provided to the team is that the government does not see itself needing to explain its actions to the private sector. There is some consultation but relatively little substance.</td>
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<td><strong>CSO Sector Accountability:</strong> 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.</td>
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<td>Civil society organizations and non-governmental groups involved in the agriculture sector cite the highly inclusive CAADP process as a model for coordination with the government. Likewise, the recent NAIP process was seen as highly participatory, even at the district and local levels. However, consultation often does not translate into policies supporting such areas as conservation agriculture and cooperative development that many of the CSO’s advocate.</td>
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