



MAFAP
SPAAA



Monitoring African Food and Agricultural Policies (M A F A P)

LESSONS LEARNED REPORT





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Food and Agriculture Organization of the United Nations

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Foreword

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Agricultural development and food security require an enabling environment for agricultural producers, consumers, local agribusinesses and other value chain actors to operate effectively. The national policy framework is a key component of that enabling environment. However, policymakers in developing countries – particularly in Africa – often lack economically robust and credible evidence, as well as the analytical capacity to monitor the effects of policy on producers, particularly smallholders, and other value chain actors. As a result, government policies and the effects they generate are often inconsistent with overarching agricultural development goals stated in national strategies, investment plans and other programmatic documents, primarily the Comprehensive Africa Agriculture Development Programme (CAADP) that MAFAP directly and increasingly support.

From 2010 the Food and Agriculture Organization of the United Nations (FAO), through its *Monitoring African Food and Agricultural Policies* (MAFAP) programme, has responded to this issue by supporting the development of sustainable policy monitoring systems in developing countries. These systems provide reliable information for evidence-based policy dialogue and decision-making at the national, regional and international level.

Over the last three years, the MAFAP team has partnered with government institutions and research organizations in a growing number of African countries, obtaining valuable results in establishing sustainable country-based policy analysis and policy dialogue.

I'm proud to say that MAFAP is a unique and fruitful experience from which the various partners involved in its implementation and primarily the FAO itself have drawn many useful lessons. These were shared and discussed in Addis Ababa, Ethiopia for a Lessons Learned Workshop from the 27th-29th of May, 2013.

I was impressed by the extremely relevant and practical recommendations provided by country partners to improve collaborative arrangements, as well as the nature and scope of work at country and regional level. Most of these recommendations are detailed in this document, and several have already been included in the scoping activities for MAFAP Phase II. Based on the positive outcome of this exercise during MAFAP's first phase, it was decided that similar Lessons Learned Workshops will be held periodically in the next phase.

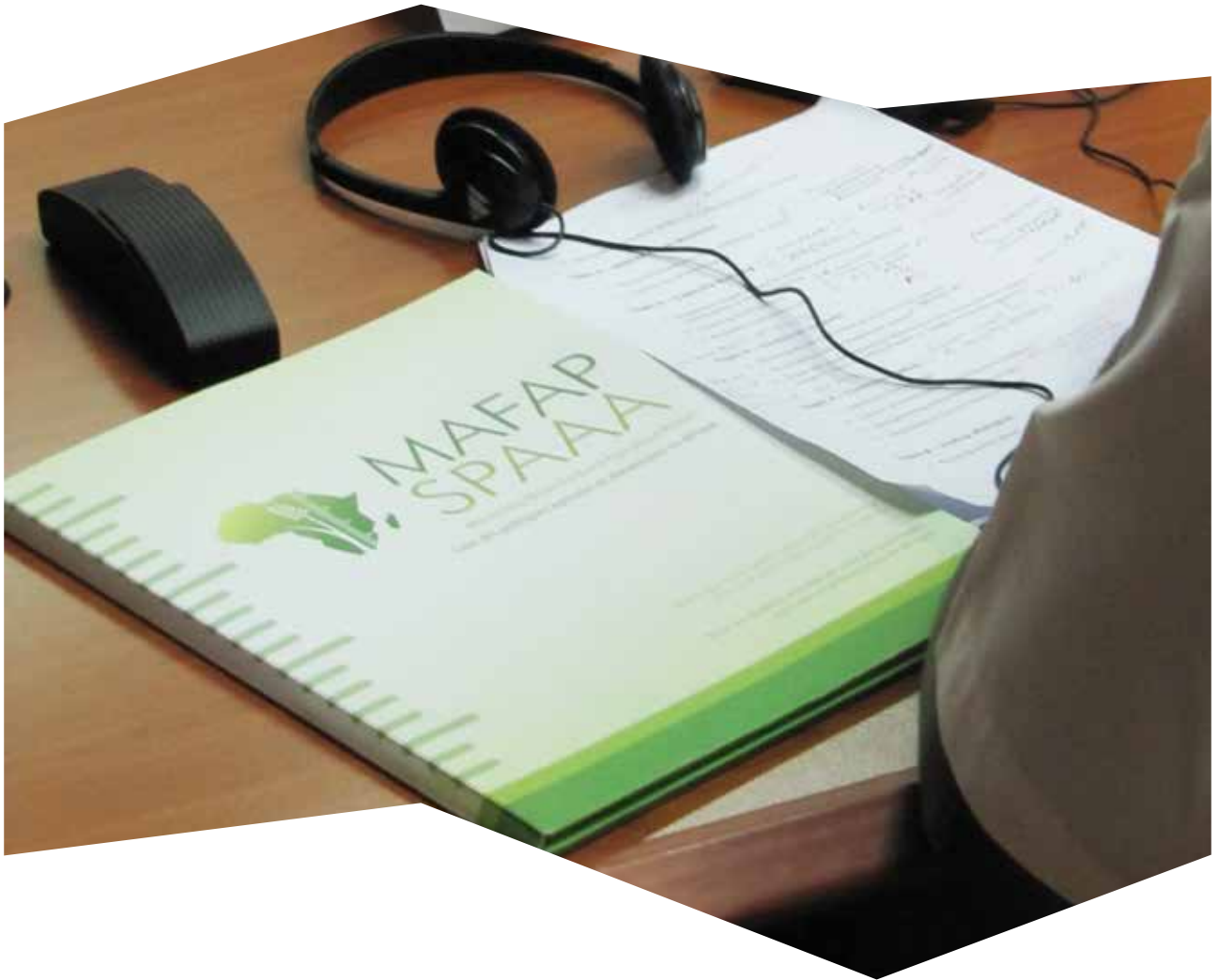
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It is based on questionnaires and discussions held with more than 50 people working in MAFAP at country-level and headquarters. Special thanks is due to all MAFAP partners in African countries that participated in the exercise : Burkina Faso, Ghana, Ethiopia, Kenya, Malawi, Mali, Mozambique, Nigeria, Tanzania, and Uganda.

The lessons learned workshop also benefitted from the valuable support of FAO Ethiopia and FAO Eastern Africa.



Executive Summary

FAO's Monitoring African Food and Agriculture Policies (MAFAP) has been working with national partners in ten African countries to set up a sustainable system for monitoring the impacts of food and agricultural policies. MAFAP's methodology has three pillars: price incentives and disincentives analysis, public expenditure analysis and policy coherence analysis.

In May 2013, after three years of implementation, MAFAP held a lessons learned exercise. A detailed questionnaire was circulated to all project participants, followed by an intensive, three-day workshop. This report contains the main findings from this exercise:

Summary of key lessons learned

- Countries for which the intensive approach was adopted produced better technical results, deeper policy dialogue, and more inclusion into national policy processes such as investment plans or budget discussions at the ministry level. The intensive approach, in which strong partnerships with local institutions were established right from the start, was the most successful approach. Under this approach, local technical partners (research institutes and/or government units), with technical support from FAO, analyzed price incentives and disincentives for key agricultural commodities, levels and composition of public expenditure and if policy measures and their impacts were coherent with overall policy objectives (policy coherence).
- MAFAP was better embedded into national policy processes when an influential policy dialogue partner, often a coordinating unit for sectoral policies whose mandate included policy dialogue, was identified from the start.
- MAFAP ownership and uptake of technical results were particularly strong in countries where MAFAP fit well with the mandate of partner institutions and when results directly informed ongoing national policy processes.
- Building technical partners' capacity through training and direct support from FAO-based team members was a key element of the intensive approach. The more technical partners understood MAFAP's approach and methodology, the stronger the level of ownership and sustainability. Thus, capacity building activities should be reinforced during the next phase of MAFAP.

- A factor of success in certain countries was to build a network of technical partners, policy dialogue partners and partners from institutions producing the data needed for the analysis right from the start. Indeed, data collection was markedly better in countries where there was cooperation among data-holding institutions from the early stages of MAFAP. The Secretariat, as well as other partners in the network, need to have clear focal points.
- MAFAP's methodology was seen as adequately robust and therefore endorsed by team members, country partners and collaborating institutions (OECD). When selecting commodities for analysis, it is important to be flexible and find the right balance between technical considerations and partners' specific interest in certain commodities.
- The presentation of MAFAP findings in shorter, less technical formats such as policy briefs has been well received by policy makers and other non-technical stakeholders. Production of such documents is very useful and should be encouraged. Various audiences' needs should be considered and appropriate messages and materials prepared for them. In other words, one size does not fit all!

Introduction

FAO's Monitoring African Food and Agriculture Policies (MAFAP) is working with national partners in Africa to set up a sustainable system for monitoring the impacts of food and agricultural policies. MAFAP, national research institutes and governments have developed common indicators and tools for monitoring:

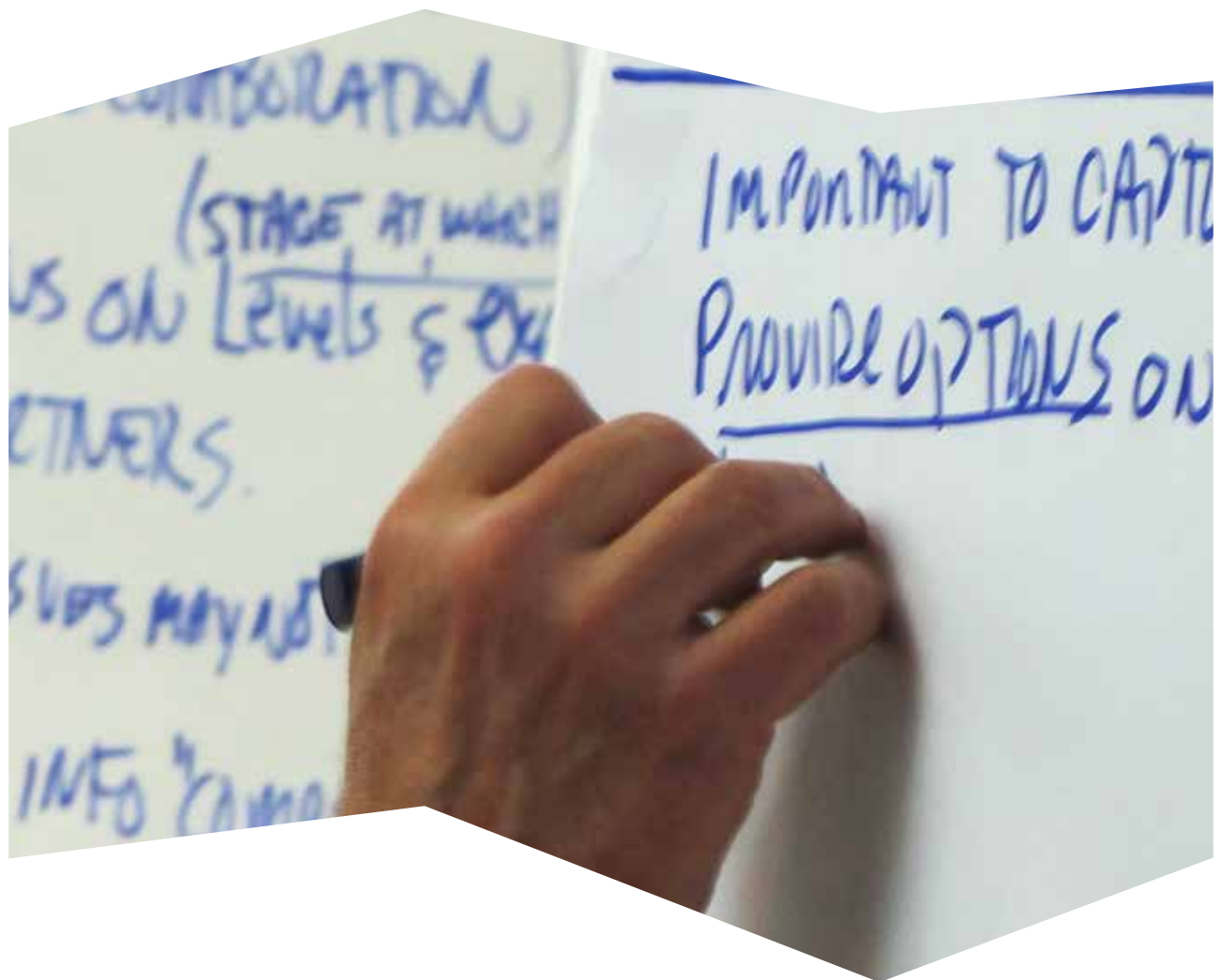
- policies which affect the prices of key commodities;
- public expenditure to food and agriculture;
- and policy coherence between national policy objectives, policy measures and their impacts.

These common indicators and tools help policy makers and donors understand if policies are having a positive impact, if they are coherent with other objectives, and allow results to be compared across countries, commodities and over time. MAFAP has so far been implemented in ten African countries: Burkina Faso, Ethiopia, Ghana, Kenya, Nigeria, Malawi, Mali, Mozambique, Tanzania and Uganda.

After three years of implementation, from 2010 to 2013, MAFAP's first phase ended on the 27th of June 2013. To take stock of the experiences of all institutions and individuals involved in the first phase, and to improve MAFAP for its second phase, a lessons learned workshop was held in Addis-Ababa from the 27th to the 29th of May. The workshop brought together MAFAP team members from national partner institutions, the FAO Secretariat and external contributors (see Annex 3 for feedback from workshop participants).

This report presents the main lessons learned during phase one, as identified by the Secretariat and country partners. It includes feedback received (i) as MAFAP was being implemented; (ii) from lessons learned questionnaires distributed to all team members; and (iii) from the lessons learned workshop.

The report thus takes stock of strengths and weaknesses identified during MAFAP's implementation that can further help the Secretariat, country partners, external donors, FAO management, and all actors directly or indirectly related to MAFAP better understand its approach



1. The MAFAP Approach

MAFAP's main objective is to foster more informed food and agricultural policy decisions in Africa by setting up a systematic policy monitoring system. The underlying assumption is that more informed policy decisions will improve food security, increase producers' incentives, and help governments reach their policy objectives. MAFAP seeks to achieve this by stimulating policy dialogue based on a solid methodology and concrete evidence.

Central to MAFAP's approach is that the policy monitoring system needs to be country-owned and fully integrated into the country's institutions in order for policy dialogue to be successful. Country ownership and credibility of the results therefore represent the two necessary elements for success (Figure 1). Indeed, these are the main lessons learned from the first phase. The success rate for meeting MAFAP's objectives was much higher in countries where the work was carried out in full partnership with the government and local research institutes (Box 1).

Box 1. The MAFAP Approach

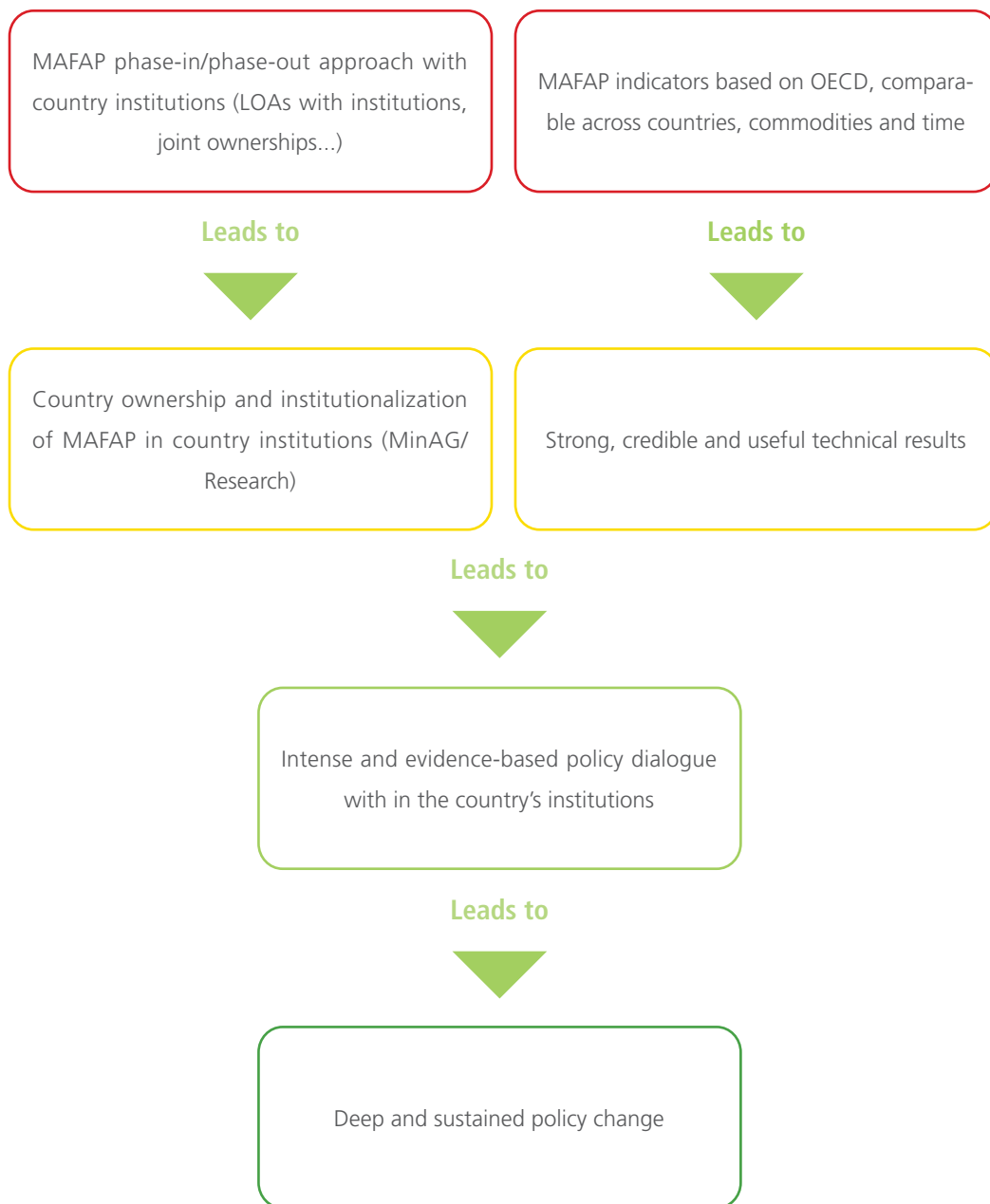
MAFAP used two different approaches to carry out the work at the country level. On one hand, strong partnerships were established through Letters of Agreement (LoA) with:

- i. local technical partners (research institutes and/or government units) to work on incentives and disincentives, public expenditure analysis and policy coherence.
- ii. policy dialogue partners, which were units of the Ministry of Agriculture.

This approach was applied in five countries: Mali, Burkina Faso, Kenya, Uganda and Tanzania. It was called the "intensive approach".

On the other hand, MAFAP "non-intensive" work was also carried out with staff from headquarters and local consultants, but without a national policy dialogue partner and without a local research institute. The local consultants only worked on the price incentives analysis. MAFAP applied this approach in Malawi, Mozambique, Ethiopia, Nigeria and Ghana. It has become clear over time that the intensive approach resulted in faster, deeper, and more sustained uptake of the results.

To ensure ownership and sustainability of the monitoring system, MAFAP builds the capacity of, and offers a great deal of technical support to, the country team. Over the years, the FAO Secretariat steadily decreases the level of support until the country simply becomes the custodian of the methodology, providing ad-hoc technical assistance only when needed. FAO remains involved in facilitating policy dialogue.

Figure 1. MAFAP Theory of Change

This approach of long-lasting partnership with local research institutes and/or government institutions has been implemented in five out of the ten MAFAP countries. It has been conducive to stronger institutionalization and ownership of MAFAP, which in turn led to good technical results and advanced policy dialogue.

Based on this experience, recommendations include:

- MAFAP carried out carefully planned and time-flexible scoping missions at the onset of the process in most intensive countries. This has proven to be a crucial element for success. Scoping missions were necessary for identifying country partners whose mandate corresponds to MAFAP's mandate, and gauging their commitment. Partners have also suggested that more emphasis should be placed on well-planned scoping missions. MAFAP staff should devote even more time to mapping actors, timing activities to better feed into ongoing policy processes, and assessing the feasibility of using the MAFAP approach in the country.
- In most intensive countries, there was a short time lag between scoping missions and the establishment of partnerships, which helped keep momentum. It is important to take this into consideration when establishing future partnerships. In the rare cases where there was a long time lag (i.e several months), potential partners' buy-in was negatively affected.
- Partners appreciated when they were involved in planning activities listed in the Letter of Agreement. Strong involvement of partners in planning activities allows them to better understand the nature and timing of the work that will be required. This ensures more ownership and accountability.
- The time frame for the phase-out of FAO support should be adapted to each country's specificities.



2. Country Ownership, Institutionalization and Capacity Building

In most intensive countries, a good level of country ownership and institutionalization was achieved in less than two years. This was attained through several criteria:

First, MAFAP was especially successful in countries where it fit well with the mandate of the partner institution and when results directly informed ongoing national policy processes. This generated commitment from the partner institution and interest from policy makers. Another important lesson is that MAFAP was more readily accepted when previous FAO programmes had been successful in the country, and when the capacity to carry out policy analysis work already existed in the partner institution. In several countries, MAFAP also built a network, bringing together policy dialogue and technical partners, as well as institutions with the data needed for the analysis. This improved the delivery and uptake of technical results.

Second, the MAFAP Secretariat from FAO headquarters went on frequent field missions, gave extensive support to, and communicated frequently with, MAFAP country teams. The good relationship between the MAFAP Secretariat and country partners boosted commitment and ensured the delivery of quality results. Indeed, ownership and the quality of results in intensive countries were significantly affected in countries where there were fewer missions and less communication. In two countries (i.e. Mali and Burkina Faso), a technical assistant from FAO worked for several months at the partner institution - this was reported as a very satisfactory experience by the country partners.

Third, MAFAP helped build country partners' capacity in using the methodology. Capacity building workshops were held in all intensive countries. A focal point from the Secretariat was assigned to provide hands-on training as well as distance coaching for each country. Capacity building was listed as a top priority for ensuring the success of MAFAP by both country partners and the Secretariat.

Fourth, MAFAP was anchored in countries through dialogue with other stakeholders: research institutes, farmers' organizations, non-governmental organizations, commodity boards, and regional organizations such as The New Partnership for Africa's Development (NEPAD), the Economic Community of West African States (ECOWAS), and the East African Community (EAC).

Recommendations for ensuring ownership and institutionalization of MAFAP at the country level include:

- MAFAP should systematically be integrated into national policy processes. MAFAP teams should ensure that the results are relevant for policy makers, and fill a real information gap.
- MAFAP should systematically build a network of practitioners, data institutions and policy dialogue partners, and assign a country focal point to liaise with the FAO Secretariat. An additional step forward would be to build a community of practitioners from different countries. This could be done via an internet-based platform, South-South workshops and meetings.
- The Secretariat should continue organizing country missions. However, they could be increasingly demand driven, with their length better adjusted to country partners' needs. The experience of having a technical assistant from FAO headquarters stationed for several months in Mali and Burkina Faso was successful. This model could be applied to other countries, if country partner institutions agree.
- Although the FAO local office's role has varied from country to country, partners highlighted the need for local FAO offices to be involved more systematically. FAO local offices could also provide support by making their facilities available to the MAFAP team. As is the case in some countries, a focal point in the local FAO office should always be assigned to follow MAFAP activities at the country level.
- The capacity building component needs to be greatly enhanced. A capacity building strategy should be put together, and new material should be produced. Before delivering capacity building activities, the needs of targeted trainees should be better identified. This should be done together with the country partner. Training should be based on simple, practical modules, tailored to partner institutions' needs. Typical needs will often include training in interpreting data, analyzing and communicating the results to different audiences.
- National staff members, who have been trained, need to receive incentives to stay on board. Such incentives are not necessarily financial, but can be publications and participation in events that would lead to a wider recognition of their work and areas of expertise by management, academia and practitioners worldwide. In some countries, this is already the case but efforts should be strengthened. Some country partner institutions have organized internal capacity building activities to ensure that, even if trained staff leave the institution, the capacity to carry out the MAFAP activities will remain. This was identified as a model to follow as systematically as possible. Some countries have also mentioned the possibility of including a MAFAP curriculum in local universities.

- In order to better target partner stakeholders at the country, regional and global levels, a partnership strategy could be established.

Despite positive results and a clear way forward, it is unclear whether MAFAP can be sustained without intensive support from FAO in the coming years. To ensure sustainability, governments should make MAFAP a routine activity of the Ministry of Agriculture and systematically use MAFAP results as part of their ongoing monitoring processes. This will only happen if the results are relevant for their work.



3. Methodology and Technical Outputs

Producing strong, credible and useful technical outputs based on a robust methodology is critical for embedding MAFAP into partner countries' policy monitoring systems. MAFAP's methodology has three pillars: price incentives and disincentives analysis, public expenditure analysis and policy coherence analysis. The methodology was seen as adequately robust and therefore endorsed by team members, country partners and collaborative institutions (OECD). Although there is always room for improvement, the high quality of all MAFAP technical outputs was recognized during the lessons learned workshop and its results are well respected.

It is indeed generally agreed that MAFAP is producing the correct outputs in terms of type and variety, methodological robustness and applicability, and relevance for the partner countries. The substantial time and effort put into developing the methodology (more than one year), as well as the inclusion of the expertise of external partners (OECD), has been effective. For the price incentives and disincentives analysis, the selection of commodities analyzed, which was done together with country partners, has also been a positive factor in ensuring buy-in of the technical work.

Recommendations on the methodology and technical outputs include:

- Involve partners as much as possible in the choice of commodities. MAFAP's criteria for commodity selection were based on technical considerations (e.g. value of production, importance for food security, etc.), country partners' interest, and feasibility. However, it has been challenging in certain cases to balance technical considerations with country partners' interests. A lesson learned is that MAFAP should be flexible enough to accommodate both factors on a country by country basis.
- Data collection is one of the main challenges when producing technical outputs at both the Secretariat and country level. Indeed, a lack of data, and its dispersion across different institutions, often slowed down the production of MAFAP technical outputs. Data collection was better in countries where there was cooperation among data-holding institutions (with focal points) right from the early stages of MAFAP. This approach should be followed in new MAFAP countries. A MAFAP data management system should also be put in place to facilitate the compilation, processing and displaying of collected data at both the country and Secretariat level. Clearer guidelines and strategies for data collection will also be explored.

- Policy makers pay a lot of attention to public expenditure results related to the Maputo target. However, they often did not understand why MAFAP counts agricultural-supportive (i.e. rural development) expenditure as part of the total expenditure on agriculture. The reasons for including agricultural-supportive expenditure in the analysis, and the difference with agricultural-specific expenditure, should be elaborated and presented in a clear way.
- Although the analytical framework of the policy coherence component has been accepted, it needs to be clarified further. Stronger ownership of that part of the methodology is needed at country level. Clear guidelines should be developed and more synergy should be built between MAFAP and the Food and Agriculture Policy Decision Analysis (FAPDA) project .
- The public expenditure and price incentives/disincentives analyses were often carried out by different staff from country partner institutions and the Secretariat. In the future, the same staff should be involved as much as possible in both types of analysis, and if this is not possible, there should at least be more frequent communication among team members and institutions performing each type of analysis. This will help ensure that the policy coherence analysis is of high quality.

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4. Communications and Policy Dialogue

Strong ownership from country partners and technical results, no matter how relevant or credible, would not have had an impact without adequate communications and being integrated into countries' policy dialogue processes. This was widely acknowledged during the lessons learned exercise.

Communications recommendations include:

- Although MAFAP developed a communications strategy, it was not applied consistently. This is partly due to the fact that communications was not given sufficient attention in phase one. However, even in the absence of technical results in the early stages of MAFAP, it was noted that communications could have helped meet earlier objectives such as raising the profile of MAFAP and communicating its vision and objectives to partner institutions and national policy makers. A more practical communications strategy and action plan, with allotted responsibilities, deadlines, budget, etc., will pave the way for better uptake of technical content further down the line and embedding MAFAP analysis into policy dialogue processes.
- The communications strategy should clearly identify and prioritize MAFAP's target audiences, as well as define key messages, products and channels for each audience. It is by nature closely linked to MAFAP's partnership and networking strategies. It would be useful to conduct an "actor mapping" exercise with political economy tools, such as FAO's Policy Intelligence Preparedness tool, to better understand the role and responsibilities of the main actors involved in agricultural policy work in countries where MAFAP operates, but also to assess their power and interest.
- Most MAFAP outputs were technical during the early stages of the first phase. However, it was noted that technical documents (i.e. reports, technical notes) have had more impact when they contain clear messages. Shorter, sharper and less technical outputs, such as policy briefs or executive summaries of reports, were seen positively. Thus, MAFAP analysis should continue to be communicated in formats adapted to the needs of policy makers and other development stakeholders, many of whom are not experts in agricultural economics or related fields. It is therefore essential to distinguish between technical and non-technical audiences to prepare appropriate materials and design tailored messages. Furthermore, technical partners could be trained in writing messages and various types of documents for different audiences, presenting messages to different audiences, and preparing a basic communications plan as part of MAFAP's capacity building efforts.

- Policy briefs were one of the most widely appreciated products. The clarity of their messages should be reinforced, and more briefs should be produced, especially in countries and regions where there is a complete set of MAFAP results. Country partners in East Africa even suggested translating them into Swahili.

Policy dialogue and ownership recommendations include:

- Policy makers need to be fully aware of MAFAP results and recommendations, even when these challenge their views. MAFAP results had more policy impact when policy makers were engaged during scoping missions or at the start of the technical work. Early policy dialogue is thus a critical factor for ensuring uptake of the results. Another important lesson is that policy dialogue is more effective and sustained when led by country partners. Indeed, in intensive countries, MAFAP identified policy dialogue partners who disseminated MAFAP results as part of their mandate. This is important, as country partners have the legitimacy and credibility to present the results to their national executive and legislative institutions.
- The country partner for policy dialogue has often been the coordinating unit for sectoral agricultural policies, which are officially in charge of disseminating policy monitoring results. Another important criteria for selecting country partners is their ability and influence to embed MAFAP results in ongoing policy dialogue processes. In any case, the policy dialogue partner together with the Secretariat should ensure, as was done in all intensive countries, that MAFAP results feed into existing policy monitoring processes such as the National Investment Frameworks.
- MAFAP could organize high-level events at the regional and international level to bring together policy makers to discuss MAFAP findings and their implications on policies at all levels. This was put forward as a priority by the Secretariat.

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5. Achieving Policy Impact

The four chapters above have presented the different steps identified by MAFAP partners as essential for policy impact. To summarize, these steps are:

1. Help ensure buy-in for, and the sustainability of, the monitoring system by adopting an inclusive approach with strong partnerships at country level.
2. Country ownership of the work and capacity building of the MAFAP team.
3. Solid, credible and country-relevant technical results.
4. Good communication for enhanced policy dialogue and better uptake of results.

These steps were met more rapidly and deeply in the intensive countries (see Chapter 1). In Burkina Faso and the United Republic of Tanzania, in particular, MAFAP has achieved greater policy impact. The case studies below not only aim at identifying key factors for success, but also challenges faced during implementation of phase one.

Case study: Burkina Faso

MAFAP Approach

MAFAP's intensive approach was adopted in Burkina Faso, and partnerships with both technical and policy dialogue institutions were established. In order to identify the right partners, the MAFAP Secretariat carried out two scoping missions. The Secretariat met with the Director General of the General Division for Rural Economics of the Ministry of Agriculture (DGER). The Director General acknowledged that MAFAP's policy monitoring objective coincided with DGER's mandate as an institution and met the need for better policy monitoring in ongoing national policy processes. Thus, right from the start, there was significant interest in MAFAP as a country-owned approach for policy monitoring and evaluation that could eventually be integrated into the Ministry's functions. The DGER became MAFAP's technical partner in Burkina Faso. The Permanent Secretariat for the Coordination of Agricultural Sector Policies (SP/CPSA) was chosen as the policy dialogue partner to ensure that all Ministries with a role in agricultural policy making would become aware of MAFAP and would use the results produced.

Another strong starting point for MAFAP in Burkina Faso was that it built on previous policy analysis work conducted by FAO with DGPER on agricultural value chain competitiveness. This project adopted a similar, inclusive capacity building approach and was successful. Consequently, when MAFAP began, there was already a good understanding of policy analysis work and capacity in DGPER. FAO was also recognized as a credible long-term partner. A lesson here is that a sustained, country-owned and inclusive approach will not only benefit MAFAP, but other initiatives that take on a similar approach.

Country ownership, institutionalization and capacity building

Due to support from high-level officials from the Ministry of Agriculture (i.e. the Director General) and their understanding that MAFAP fits well with their mandate, the DGPER established a strong and committed MAFAP team. Around ten staff members devoted significant time to their work on MAFAP. Focal points in various data-holding institutions were identified to build a strong network that eased the data collection process and the dissemination of results. Ownership and institutionalization was thus strong from the onset.

The support provided by FAO consisted of a capacity building workshop, onsite coaching and distance coaching via email and telephone. Although the capacity building workshop and material were not sufficient to ensure a high degree of ownership of the methodology (see Chapter 2), the intensive and sustained coaching proved very helpful for the team. The importance of regular emails and phone calls cannot be emphasized enough. This good relationship between the Secretariat and Burkina Faso team was strengthened by the presence of a technical assistant for a period of four months. The assistant provided onsite coaching and helped create a more fluid and coordinated dialogue between Ouagadougou and Rome. The FAO Office in Burkina Faso was also fully aware and supportive of MAFAP activities.

To ensure deeper ownership and continue to build capacity, the Burkina Faso team organized their own internal capacity building sessions once the local MAFAP staff felt confident enough with the methodology. The DPSAA also created a full-time MAFAP position. The position has so far been financed by the MAFAP fund allocated by FAO to DGPER; however, it is expected that DGPER will finance it in the future.

Methodology and technical outputs

Although the MAFAP team in Burkina Faso and other stakeholders agreed that the methodology could be upgraded to take new elements into account, such as the input side of production or new public expenditure categories, they did not challenge its underlying principles. The commodities selected for analysis are commodities of particular interest to the country partner. This ensured strong commitment from the Burkina Faso team. However, the team initially underestimated the amount of time and effort necessary to prepare each technical note. As their understanding of MAFAP's methodology increased, the workload became more manageable.

Having focal points in data-holding institutions made data collection easier for the team, so they could focus their efforts on producing and analyzing the results. With regards to public expenditure in particular, having a focal point in the Ministry of Finance was very helpful. Collaboration with the Ministry of Finance was formalized through a financial agreement.

The MAFAP team in Burkina Faso recognized the usefulness of the technical notes, country report and policy briefs, and was actively involved in drafting all of these documents. FAO's role was more to provide technical assistance and review reports than to be heavily involved in the writing process.

The combination of commitment, significant human resources (one full-time staff member and up to eight part-time staff members), an understanding of MAFAP objectives, and the use of focal points for data collection all helped the Burkina Faso team generate high quality products.

Communications and policy dialogue

The Burkina Faso team was actively involved in day-to-day communications related to MAFAP with the Ministry of Agriculture and other stakeholders. Communication efforts increased as the first results were produced. The SP/CPSA fulfilled its role as a policy dialogue partner by organizing consultations on MAFAP results within the Ministry of Agriculture. The Burkina Faso technical team presented their results in several fora, both nationally and internationally. The results always generated great interest and lively discussion due to the fact that they are evidence-based, quantitative, and highly disaggregated.

Nonetheless, it is clear that the communications component will need to be reinforced for the second phase of MAFAP. To do this, a small communications component will most likely be added to capacity building activities. Furthermore, a more detailed and

comprehensive communications strategy – at the global and country level – will be put in place.

In terms of policy dialogue, Burkina Faso has fared well due to an inclusive approach and credible results. The MAFAP team presented the results to the Minister of Agriculture on two occasions upon his personal request. They also presented MAFAP findings to other divisions within the Ministry of Agriculture on several occasions through internal work sessions. The results for rice, maize, and cotton, in particular, were discussed extensively. Results will also most likely be presented to Parliament.

Policy impact

Successive Ministers of Agriculture have acknowledged MAFAP's usefulness as a complementary tool for policy monitoring and have used the results during ministerial meetings. The MAFAP team was asked to contribute to a panel on challenges in agricultural sector financing during the first ordinary session of the Economic and Social Council. Thanks to the visibility provided by these events, a wider group of policy makers and stakeholders were able to access MAFAP results and use them for programming. Although it is premature to identify policy impact at such an early stage of MAFAP's work, it is likely that MAFAP results will be used to monitor the implementation of the National Investment Plan for the Rural Sector (the PNSR) from 2011 to 2015. MAFAP results will also probably be used to monitor the National Program for Food Security (the PNSA), which is currently being implemented.

Case study: United Republic of Tanzania

MAFAP Approach

The United Republic of Tanzania was one of the five African countries where MAFAP was implemented using the “intensive” approach. Following the initial scoping mission in 2010, it took over one year to re-establish contact with country partners. This led to a situation where the MAFAP Secretariat had to regain trust from the Ministry of Agriculture, which had foreseen MAFAP results feeding into their policy process at an earlier stage. Such delays and asymmetric expectations should be avoided in order to start with a common understanding of the project’s scope. The overall approach must be tailored, as much as possible, to the needs of the country in terms of policy assistance. However, it is crucial that the expectations of the country and the capacities and scope of MAFAP are clear from the start.

Country ownership, institutionalization and capacity building

Following an official letter from FAO’s Director General to the Ministry of Agriculture, Food Security and Cooperatives (MAFC), the Directorate of Policy and Planning (DPP) was appointed as the institutional focal point. The DPP-MAFC decided that it would not directly carry out the technical work and suggested that a technical partner should be identified. The MAFAP Secretariat and DPP-MAFC agreed on criteria for selecting a technical partner. The Economic and Social Research Foundation (ESRF) was chosen as the technical partner and a Letter of Agreement for carrying out project activities signed. A key aspect of this arrangement was that two MAFC staff members were seconded to ESRF so that both institutions’ capacities in conducting MAFAP analysis could be developed simultaneously.

The technical work was carried out with strong support and supervision from the MAFAP Secretariat. This was key for delivering agreed outputs on schedule. However, too much support from the MAFAP Secretariat may have resulted in country-based staff members not developing their skills to their full potential. Indeed, developing the team’s capacity to work independently should be a priority. It is unrealistic to think that after conducting the analysis only once, country teams will be able to work in complete autonomy. Moreover, increased interaction with sector-specific agents might be needed to ensure the analysis includes all value chain specificities. This interaction, at least in the case of Tanzania, requires much more time than one would expect and should be facilitated by engaging the different institutions in the project in a more formal manner. The creation of a local steering committee, with periodical meetings, could be a way of doing this.

Methodology and technical outputs

Price incentives and disincentives for nine commodities (covering the period 2005-2010) and public expenditure on agriculture and rural development (covering the period 2006-2011) were analyzed. Currently, the public expenditure analysis is being updated to 2013, and the price incentives and disincentives analysis of existing commodities to 2012. The list of commodities analyzed has been expanded to include livestock and cassava. Five policy briefs and a country profile have also been produced.

There is a need to enhance collaboration with the Ministry of Finance and the Ministry of Trade and Industry, as they are the main data providers for public expenditure and price analysis, respectively. These partnerships are included as part of MAFAP's second phase.

Communications and policy dialogue

From the start, all partners in Tanzania made a special effort to raise the project's visibility in different policy fora. The objectives and activities of MAFAP were presented to development partners and agricultural sector line ministries during an Agricultural Sector Working Group (ASWG) meeting. The ASWG is the main platform where agricultural policy issues are discussed among government and development partners. In addition, a strong partnership was established with the FAO Country Office to support MAFAP activities whenever policy related issues emerged. This was instrumental for resolving some of the challenges faced during the later stages of project implementation, as described below.

The appropriation of results by relevant institutions can only be achieved by engaging with them upfront. Although preliminary results were presented to the ASWG and to individual development partners, their awareness of MAFAP results did not necessarily imply endorsement. In Tanzania, endorsement can only be obtained at the Director and Permanent Secretary level. While it is important to raise awareness of MAFAP at several levels, raising the awareness of high-level decision makers is crucial for endorsement.

The situation was further complicated by a change in management at the DPP while MAFAP phase one was coming to an end. This led to a misunderstanding when results were presented at the Agriculture Committee of the Parliament, where the MAFC felt MAFAP had by-passed the regular channels of dialogue with the government. In order to regain trust, the FAO Country Office made a formal presentation of the report to the MAFC management. Printed versions of the draft report were distributed and written comments were provided by different departments at the

MAFC. This implied delays in the original plan for the public presentation of the report, but it has ensured relevance and awareness at all levels within the MAFC. The challenge will be to maintain this level of awareness in the future.

In general, MAFAP results have been accepted by the MAFC. The fact that the analysis is easy to replicate and understand has proven very powerful. When a specific stakeholder was not totally convinced by the results, the fact that official data was the basis for the analysis was key to having them on board. Also the transparency of the assumptions and the possibility of improving the analysis were very well received.

Policy impact

The challenge is to make sure actors in the agricultural sector in Tanzania use MAFAP results in their analysis and discussions on agricultural policy. Moreover, follow-up is needed to ensure that the indicators are included in the plans for the Joint Sector Review for the Agricultural Sector and the Monitoring and Evaluation of the Tanzania Agriculture and Food Security Investment Plan (TAFSIP). Only by embedding MAFAP's monitoring results in regular reporting activities in Tanzania will the sustainability of the process be assured.



6. From Lessons to Actions

Lessons have been learned and applied in an iterative manner throughout the first phase of MAFAP. Therefore, the MAFAP Secretariat have already taken action on several of the lessons presented in this report.

A. MAFAP Approach

The intensive approach has not only led to the highest quality technical results, but also the highest amount of ownership and sustainability for MAFAP at country level.

The intensive approach will be used in all new MAFAP countries. Furthermore, actions have been taken to set the stage for a more intensive approach in the five former “non-intensive” countries. For example, partnerships have been established with the Ministry of Agriculture and a research institute in Ghana, and LoAs are being discussed with partner institutions in Ethiopia, Malawi and Mozambique. The same will follow with Nigeria.

A scoping strategy is also being prepared to instill a more systematic approach for scoping missions in new countries. Key elements of the strategy will include ascertaining the interest and commitment of country partners, ensuring that MAFAP coincides with their mandate and that partners understand MAFAP’s long-term vision.

B. Country Ownership, Institutionalization and Capacity Building

A key lesson from phase one is that a good understanding of MAFAP’s vision and methodology by country partners is essential for increasing ownership and making MAFAP more sustainable in countries.

As a result, the Secretariat has revised MAFAP’s methodology guidelines to make them more user-friendly. The Secretariat has also developed a capacity building strategy and is currently improving its capacity building materials with the help of specialists.

The Secretariat and country partners acknowledged the positive effect of having a technical assistant from the Secretariat in Mali and Burkina Faso during most of phase

one. It was initially planned to mainstream this practice. However, some country partners, which had not received the assistance of an out-posted Secretariat staff member, have shown mild enthusiasm for this option. The option of having support from an out-posted technical assistant will therefore be proposed on a case-by-case basis.

Recognizing the achievements of staff members from country partner institutions is essential for ensuring their full commitment to MAFAP. The Secretariat has offered opportunities for partners to publish journal articles and studies for organizations such as NEPAD. More opportunities for publishing will be offered in the future.

C. Methodology and Technical Outputs

Comments from country partners and methodology users have been integrated into the revised methodology guidelines (see <http://www.fao.org/mafap/products/mafap-methodology-documents>). MAFAP also assessed data gaps in each country during phase one. This will help identify where data collection needs to be strengthened in phase two. Although MAFAP does not intend to become a data collection system, it is exploring options to partner with market information systems and data collecting institutions or programmes.

The MAFAP Secretariat also intends to strengthen the third pillar of the methodology: policy coherence. Methodology guidelines have been produced to better explain MAFAP policy coherence and how to carry out the analysis. As this pillar bridges the gap between the two other pillars – public expenditure and price incentives analysis – all MAFAP Secretariat staff will work on the three aspects simultaneously during the bridge phase and in phase two. Staff at the country level will also be expected to work as much as possible on all three elements of the methodology.

The Secretariat has also strengthened its links with other partners such as the World Bank, NEPAD and IMF to better harmonize the measurement of public expenditure.

D. Communications and Policy Dialogue

The Secretariat acknowledged during the last months of phase one that more attention should have been given to effectively communicating MAFAP results to policy makers and other stakeholders. Communication has thus become a core function of the Secretariat. Several new communications documents were produced such as policy briefs, a brochure, and country profiles, and MAFAP has enhanced its website. The production of policy briefs will remain a priority for the bridge phase and for

phase two. The website will continue to be updated regularly. Furthermore, MAFAP will improve its communications strategy in partnership with an external specialist.

Lastly, to better identify possible policy dialogue partners at the country, regional and global level, the Secretariat has added network and partnership management as a core function of the team. A partnership strategy is also being prepared.



Annex 1. MAFAP Lessons Learned Questionnaire

MAFAP Process

From your perspective, what are the main lessons learned regarding:

1. The way MAFAP approached country partners? This includes relevance and frequency of scoping missions, quality and usefulness of meetings with local institutions, approach adopted to do the country work (consultants, partnership with local institutions) and relevance of partnerships established.
2. The MAFAP team structure? This includes number of local staff and nature of contracts, number of Secretariat staff out posted at country-level.
3. The financial and institutional arrangements with country partners? This includes nature of LoAs, financial amounts given to country partners (institutions and individual staff), contract with an institution versus individual contracts.
4. The day-to-day relation between MAFAP headquarters team and country partners: sufficient? specific? relevant?
5. The involvement and alignment of MAFAP with NEPAD/NPCA/CAADP?
6. The relation between MAFAP team and the private sector, NGOs, farmer organizations and other development stakeholders?

MAFAP Administration

7. From your perspective, what are the main lessons learned regarding the MAFAP administration? This includes payments to institutions, travel and workshop expenses, wages....

MAFAP Management/Coordination

8. From your perspective, what are the main lessons learned regarding the way the working process was organized: objectives, timing (deadlines), roles and responsibilities in your team, room for self-development?

MAFAP capacity building and institutionalization

9. From your perspective, what are what are the main lessons learned regarding the capacity building component of MAFAP? This includes quality and usefulness of capacity building material (excel and word templates and guidelines), of

workshops, technical support from Rome or country-based support, quality and extent of institutionalization of MAFAP in your country.

MAFAP technical outputs

10. From your perspective, what are the main lessons learned regarding the MAFAP technical outputs? This includes number of outputs, your views on relevance and usefulness of technical notes, work on public expenditure, country reports, policy briefs and other MAFAP outputs.

MAFAP facilitation of the policy dialogue

11. From your perspective, what are the main lessons learned regarding the MAFAP policy dialogue? This includes the approach adopted by MAFAP, the choice of policy dialogue partners, the quality of MAFAP policy dialogue in the country.

MAFAP communication and outreach

12. From your perspective, what are the main lessons learned regarding the MAFAP communication and outreach? This includes the MAFAP website, the MAFAP brochure

Recommendations on MAFAP improvements

13. What would be the main priority you suggest to improve MAFAP for phase II (Process, Administration, MGMG/Coordination, Capacity building and institutionalization, Technical outputs, Policy dialogue, Communication and outreach).

Annex 2. Summary of MAFAP Outputs and Partners in Each Country

	Country report	Public expenditure analysis	Technical note	Policy brief	Partners
Burkina Faso	x	x	Cattle Cotton Cottonseed oil Gum Arabic Maize Onion Peanuts Rice Sesame Sorghum	Cattle Public expenditure	The Rural Economics Division (DGER) of the Ministry of Agriculture The Coordination Secretariat for Agricultural Policies (SP/CPSA)
			Beans Coffee Maize Milk Sesame Sorghum Teff Wheat	Wheat	National consultants, including some from the Ethiopian Development Research Institute (EDRI)
Ethiopia	x				

	Country report	Public expenditure analysis	Technical note	Policy brief	Partners
Ghana	x	x	Cattle Cassava Cocoa Groundnuts Maize Palm oil Rice Sorghum Yam	Rice	The Ministry of Food and Agriculture, Policy Planning Monitoring and Evaluation Directorate (PPMED) The Ministry of Food and Agriculture Statistics, Research and Information Directorate (SRID) The Science and Technology Research Institute (CSIR-STEPRI)
			Cattle Coffee Cotton Maize Milk Rice Sorghum Sugar Tea Wheat	Tea Cattle Sugar	Kenya Ministry of Agriculture (MOA) Kenya Agricultural Research Institute (KARI) Kenya Institute for Public Policy Research and Analysis (KIPPRA) Kenya Cotton Development Authority (CODA) Kenya Sugar Board (KSB) Regional Strategic Analysis and Knowledge Support System (ReSAKSS)
Mali	x		Cotton Maize Meat Milk Niébé Peanuts Rice Sorghum/Millet	Rice	The Rural Economics Institute (IER) The Planning and Statistics Unit of Rural Development Sector (CPS-SDR)

	Country report	Public expenditure analysis	Technical note	Policy brief	Partners
Malawi	x		Cassava Cotton Groundnuts Maize Milk Tea Tobacco		The Ministry of Agriculture and Food Security, Directorate of Agricultural Planning Services A team of local experts from the ANARMAC Agriculture and Natural Resource Management Consortium
Mozambique	x		Beans Cassava Cotton Maize Rice Sugar Tea	Cotton	The Ministry of Agriculture (MINAG), Department of Economics The Ministry of Planning and Development – National Directorate of Studies and Policy Analysis The Mozambique Market Information System (SIMA – MINAG) The Ministry of Trade and Commerce The Cotton Institute The Ginner Association The National Distributor of Sugar
Nigeria	x		Cassava Cocoa Groundnuts Maize Palm oil Rice Sorghum		The Federal Ministry of Agriculture and Rural Development

	Country report	Public expenditure analysis	Technical note	Policy brief	Partners
Tanzania			Beans		
			Cashew nuts		
			Coffee	Coffee	The Ministry of Agriculture, Food Security and Cooperatives (MAFC)
			Cotton	Cotton	
			Maize	Rice	The Economic and Social Research Foundation (ESRF)
		x	Milk	Sugar	Agricultural Sector Consultative Group
			Rice		
			Sugar	Wheat	
			Wheat		
Uganda			Beef		
			Cassava		Ministry of Agriculture, Animal Industry and Fisheries (MAAIF)
			Coffee		National Agricultural Research Organization (NARO)
			Cotton		The Economic Policy Research Center (EPRC)
			Fish		
			Maize		
			Rice	Rice	
			Sugar		
			Tea		

Annex 3. Lessons Learned Workshop Feedback – Main Points

At the end of the workshop, a feedback form was filled-in by country partners. This annex presents the main points extracted from the feedback forms.

1. Lessons learned session – sharing experience on MAFAP

Strengths:

- Breakout group discussions: learning from each others' experiences
- Good organization and preparation of the workshop
- Various sections of the session: policy dialogue, communication, capacity building
- The development of recommendations from generic to country-specific
- Networking and relationship with other countries, and the African Union
- Success stories identified

Improvements suggested:

- Allocate more breathing and thinking time
- Allocate more time to breakout groups
- Reduce the length of the sessions and days, be more concise and focused
- Present specific case studies from countries

2. Methodology session

Highlights

- Breakout group discussions
- Introduction and reminders on the methodology
- Quality and focus of discussions
- Opportunities to clarify certain points on the methodology and learn more

Improvements suggested:

- More time to breakout group discussions
- Deeper introduction session on methodology to put everyone on the same level
- More sharing of documents in advance

3. Next steps country partners will take

- Improve planning and team management
- Strengthen local teams' capacity and insist on capacity building
- Increase MAFAP institutionalization at country level
- Accelerate policy dialogue and dissemination of outputs

4. Feedback to the organizing team

- A high-quality and well-prepared workshop
- Very good facilitation
- Hardworking, friendly, and humble Secretariat
- Better time management/time balance between work and relaxation needed
- Improve handling of logistics and payments





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