ReSAKSS

Regional Strategic Analysis and Knowledge Support System

Facilitated by IFPRI

ZIMBABWE

RESAKSS CNA REPORT 14

Capacity Strengthening Strategy through Capacity Needs Assessment for Country Level Strategic Analysis and Knowledge Support System (SAKSS)

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ReSAKSS CNA Report #14 | January 2016

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EXECUTIVE SUMMARY

Introduction

This report presents findings from the capacity needs assessment for Zimbabwe. The capacity needs assessment aimed to facilitate the development of a country-specific capacity-strengthening strategy to meet strategic analysis and knowledge management support systems objectives of the country Comprehensive Africa Agriculture Development Programme (CAADP) process. The Strategic Analysis and Knowledge Management Support System would provide continuous analysis of emerging issues, constraints, and challenges facing the agriculture sector and a system of information generation, monitoring and evaluation (M&E), and knowledge management in the implementation of the CAADP process in the country. As the basis for developing a country capacity-strengthening strategy, the specific objective of the capacity needs assessment was to identify areas for improving the quality and utility of agricultural policy analysis and investment planning, M&E, and knowledge management at the national level.

Approach and Methods of the Study

The capacity needs assessment for Zimbabwe's agriculture sector was based on both qualitative and quantitative approaches. Various methods and tools including questionnaire interviews, key informant interviews, and literature review were used to gather data and information used in the assessment. Findings from the primary data collection were complemented with literature review, and possible results were triangulated using evidence from the different sources. The capacity needs assessment was conducted at three levels (policy, organisational, and individual) focusing on three main areas (strategic policy analysis and investment planning, M&E, and knowledge management and sharing at the country level to help in the CAADP implementation process).

Summary of Main Findings

The main findings from the capacity needs assessment are summarised for each of the priority areas (institutional capacity in policy process, organisational capacity needs, and individual capacity needs).

(a). Institutional capacity in policy processes

The perceived gaps in agricultural policy formulation processes in Zimbabwe include the following:

(a) Limited capacity (such as financial resources and technical capacity) of the Department of Economics and Markets to adequately engage all relevant agriculture-sector actors during policy formulation processes

(b) Limited capacity in agriculture-sector knowledge management to provide evidence-based support in agricultural policy formulation processes (Currently information is scattered in various organisations, and most of this is not used to inform monitoring of achievements of the agriculture sector and policy formulation.)

(c) Limited engagement of all players in the agriculture sector and value chains.

(b). Organisational capacity

The key issues identified from the organisational-level assessment include the following:

(a) Respondents' indications that they expect enhanced application of knowledge management as well as M&E systems

(b) Inadequate financial resources to implement agricultural programmes and activities of different institutions (Financial limitations from the ministry also affect stakeholder consultations on agricultural policy issues.)

(c) Lack of fully developed M&E system in the ministry and in other institutions in the sector (Where it exists it is not fully operational due to financial and technical skills shortages.)

(d) Absence of information management system for the agriculture sector

(e) Need for capacity in stakeholder engagements and collaborations among different institutions in the sector

(f) Requirement for generation of evidence-based knowledge systems to support policy formulation and implementation.

(c). Individual capacity assessment

The key issues from individual-level assessments include the following:

(a) Limited budgets to carry out mandates of the different institutions

(b) Limited technical staff members (usually linked to limited resources)

(c) Need for staff training in technical analytical skills (especially data capturing, analysis, and reporting) across the different institutions

(d) Predominant use of Microsoft Excel and sometimes SPSS software for processing data

(e) Inadequate physical equipment (computers and related software, vehicles)

(f) M&E capacity challenges for most of the institutions and limited operational resources

(d). Knowledge Management

The challenges faced with application of knowledge management in agricultural policy include the following:

(a) Nonexistent or nonfunctioning knowledge support systems

(b) Limited knowledge dissemination and sharing among actors in the agriculture sector

(c) Lack of knowledge management instruments

(d) Lack of skills and capacity in knowledge management in the various institutions interviewed.

Capacity Needs Strengthening Issues

The capacity needs assessment study identified the following issues regarding capacity needs among agriculture-sector actors:

(a) Respondents' lack of confidence in the level of leadership in the policy process, application of M&E, and existence of mechanisms for coherence in the agriculture sector

(b) Lack of financial resources to implement agricultural programmes and activities of different institutions (Financial limitations from the ministry also affect stakeholder consultations on agricultural policy issues.)

(c) Lack of fully developed M&E system in the Ministry of Agriculture, Mechanisation and Irrigation Development and in other institutions in the sector (Where it exists, it is not fully operational due to financial and technical skills shortages.)

(d) Need for staff training in technical analytical skills (especially data capturing, analysis, and reporting) across the different institutions

(e) Lack of information management system for the sector

(f) Need for capacity building in stakeholder engagements and collaborations among different institutions in the sector

(g) Requirement for generation of evidence-based knowledge systems to support policy formulation and implementation.

Recommendations

The recommendations for a capacity-strengthening strategy and establishment of a national Strategic Analysis Knowledge Support System node to provide evidence-based knowledge and support to the agriculture-sector policy planning, investment planning, M&E, mutual accountability, and reviews among actors include the following:

(a) Strengthen the capacity of the newly established M&E unit in the Department of Agricultural Economics and Markets focusing on data collection, capturing, processing, and reporting at all levels of government and among various actors.

(b) Strengthen the capacity of the Department of Agricultural Economics and Markets in policy analysis, prioritisation of investment planning, and budgeting among key drivers of the country's agriculture sector.

(c) Establish standardised investment planning and budgeting framework and templates and train relevant staff members on how to use them across all levels of government in the agriculture sector (national, provincial, and district levels).

(d) Strengthen agricultural information management system at the national level and communication flows across all levels of government (national, provincial, and district) and among actors.

(e) Develop a knowledge management system for the agriculture sector in the Department of Agricultural Economics and Markets.

(f) Build capacity and skills in knowledge management in the Department of Agricultural Economics and Markets and other institutions in the agriculture sector and encourage training and awareness among all relevant actors who would contribute to the system.

(g) Strengthen existing stakeholder knowledge-sharing platforms and ensure that they extend their reach to the grassroots level across the country.

(h) Encourage more partnerships on agricultural programmes among various actors (public sector, private sector, development partners, and so forth) and facilitate knowledge generation and management within these partnerships.

(i) Ensure resources (financial and technical) to operate the knowledge management system.

(j) Improve stakeholder engagements in policy planning, implementation, and evaluation.

(k) Improve use of evidence-based knowledge systems in policy planning, implementation, and evaluation, which are currently limited in the country's agricultural policy processes.

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ACRONYMS AND ABBREVIATIONS

ACIF	Agricultural Coordination and Information Forum
AGRITEX	Department of Agricultural, Technical and Extension Services
ARDA	Agricultural and Rural Development Authority
CAADP	Comprehensive Africa Agricultural Development Programme
CAPF	Comprehensive Agricultural Policy Framework
COMESA	Common Market for Eastern and Southern Africa
CSO	civil society organisation
DAEM	Department of Agricultural Economics and Markets
FAO	Food and Agriculture Organisation of the United Nations
GDP	Gross Domestic Product
JICA	Japan International Cooperation Agency
LIMS	Livestock Information Management System
M&E	Monitoring and Evaluation
MAMID	Ministry of Agriculture, Mechanisation and Irrigation Development
NGO	Nongovernmental Organisation
ReSAKSS	Regional Strategic Analysis and Knowledge Support System
ReSAKSS-SA	Regional Strategic Analysis and Knowledge Support System–Southern Africa
SADC	Southern African Development Community
SAKSS	Strategic Analysis and Knowledge Support System
ZAIP	Zimbabwe Agricultural Investment Plan
ZAPF	Zimbabwe Agricultural Policy Framework
ZEPARU	Zimbabwe Economic Policy Analysis and Research Unit
ZimAsset	Zimbabwe Agenda for Sustainable Socio-economic Transformation

1. INTRODUCTION

1.1. Introduction

The development of Strategic Analysis and Knowledge Support System (SAKSS) functions at ministries of agriculture in the Southern African Development Community (SADC) region is aimed at facilitating the process of sectorwide monitoring in the sector. The SAKSS function processes facilitated by the Regional Strategic Analysis and Knowledge Support System–Southern Africa (ReSAKSS-SA) focus on facilitating the process of continuous generation of evidence to aid the design, implementation, and modification of various programmes and interventions in the agriculture sector. These are some of the critical elements required to support the successful implementation of the Comprehensive Africa Agriculture Development Programme (CAADP) processes and the achievement of its goals at the country level.

However, capacity constraints, both human and institutional, limit the generation of evidence to support agricultural policy and programme design, implementation, and monitoring and evaluation (M&E) of results and outcomes. To address this gap, country compacts signed by governments to date as part of implementation of the CAADP process have identified the need to establish mechanisms for continuous analysis of emerging issues, constraints, and challenges facing the agriculture sector and a system of information generation, M&E, and knowledge management. Therefore, it is crucial to set up country-level SAKSSs that focus on country-specific analytical and capacity needs in collaboration with the Regional Strategic Analysis and Knowledge Support System (ReSAKSS).

1.2. Background of the Study

The 2014 Malabo Declaration[1] on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods, adopted by the heads of state and government of the African Union, made recommitments to previous decisions and declarations on agriculture and food and nutrition security, in particular the 2003 Maputo Declaration on Agriculture and Food Security in Africa[2] and so forth (African Union 2014). The heads of state and government of the African Union recommitted themselves to the principles and values of the CAADP process, which include, among others, the following:

a) "The pursuit of agriculture-led growth as a main strategy to achieve targets on food and nutrition security and shared prosperity;

b) The exploitation of regional complementarities and cooperation to boost growth;

c) The application of principles of evidence-based planning, policy efficiency, dialogue, review, and accountability, shared by all NEPAD [New Partnership for Africa's Development] programmes;

d) The use of partnerships and alliances including farmers, agribusiness, and civil society; and

e) Supporting implementation at countries levels, and regional coordination and harmonisation" (African Union 2014).

[1]The Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods was adopted by the heads of state and government of the African Union at the 23rd ordinary session of the African Union Assembly in Malabo, Equatorial Guinea, from June 26 to 27, 2014, on the theme of the African year of agriculture and food security, "Transforming Africa's Agriculture for Shared Prosperity and Improved Livelihoods through Harnessing Opportunities for Inclusive Growth and Sustainable Development," and the 10th anniversary of the adoption of CAADP.

[2]Other previous decisions and declarations on agriculture, food, and nutrition security recommitted by the heads of state and governments of the African Union include the 2004 Sirte Declaration on the Challenges of Implementing Integrated and Sustainable Development in Agriculture and Water in Africa, the 2009 Sirte Declaration on Investing in Agriculture for Economic Growth and Food Security, the 2007 Decision on Abuja Special Summit of the African Union on Fertilisers, and the 2007 Decision on the Abuja Summit on Food Security in Africa (African Union 2014).

In addition to recommitting to the principles and values of the CAADP process, other commitments of the Malabo Declaration include enhancing investment finance in agriculture, halving poverty by the year 2025 through inclusive agricultural growth and transformation, boosting intra-African trade in agricultural commodities and services, enhancing resilience of livelihoods and production systems to climate variability and other related risks, and mutual accountability to actions and results.

The Malabo Declaration clearly shows commitments by African heads of state to forge ahead with CAADP—an integrated framework for agricultural development adopted in 2003 in Maputo, Mozambique. The 2003 priority targets and indicators of CAADP included increasing agricultural spending (to at least 10 percent of national budget) and achieving an agricultural growth rate of at least 6 percent per annum. CAADP also articulated improvements in productivity, trade, outcomes (poverty reduction as well as food and nutrition security), and so forth and developed processes for mutual engagement and evidence-based review and learning. To date, more than 29 countries, including 7 SADC member states, have gone through the CAADP roundtable process, and a majority of them are now elaborating their agricultural investment plans, which detail key investment areas for achieving agriculture-sector objectives. Implementation of the CAADP process is progressing in these countries, albeit at various rates.

At the heart of the CAADP agenda is the need to improve the quality of policy and strategy planning and implementation to accelerate growth and progress toward poverty reduction and food and nutrition security. This calls for human and physical capacities, analytical tools, and information to generate credible, timely, and high-quality knowledge products to inform and guide agriculture-sector policies and in particular planning and review processes. However, capacity to generate evidence-based information, M&E, and knowledge sharing through effective communication of the information and knowledge to the policy makers and promotion of policy dialogue need strengthening to varying degrees in all countries. Key questions around capacity needs assessment and capacity development include the following:

a) What are the country-specific needs for strategic agricultural policy analysis and investment planning, M&E, and knowledge management?

b) What individual and organisational capacities are needed for strategic agricultural policy analysis and investment planning, M&E, and knowledge management in the short, medium, and long terms to satisfy those needs?

c) How can these capacities be harnessed through their effective use in the organisations involved in the CAADP process, particularly for strategic agricultural policy analysis and investment planning, M&E, and knowledge management?

d) What institutional and capacity constraints exist in the policy process for the policy organisations to play their role effectively to meet the objectives of CAADP?

e) How can such capacity gaps be identified and filled?

Answering these questions through a capacity needs assessment and a capacity-strengthening strategy is an important first step to customize the SAKSS concept (see Appendix 1) to each country's context and capacity needs. Based on this background, the study focused on undertaking a capacity needs assessment for Zimbabwe SAKSS and development of a capacity-strengthening strategy.

1.3. Objectives of the Study

Based on the above background, the overall objective of the study was to conduct a capacity needs assessment for Zimbabwe's agriculture sector. The capacity needs assessment aimed at facilitating the development of a country-specific capacity-strengthening strategy to meet strategic analysis and knowledge management support systems objectives of the country CAADP process. As the basis for developing a country capacity-strengthening strategy, the specific objective of the capacity needs assessment was to identify areas for improving the quality and utility of agricultural policy analysis and investment planning, M&E, and knowledge management at the national level.

1.4. The Context of the Agriculture Sector in Zimbabwe

Zimbabwe is an agro-based country with the country's population largely living in rural areas and more than 70 percent depending on agriculture for their livelihoods. Agriculture is the major employer of the country's labour force, accounting for 65 percent of the rural population. The agriculture sector contributes to the gross domestic product (GDP) (15 percent), exports (16 percent), formal employment generation (25 percent), and reduction of poverty and food insecurity and malnutrition. The manufacturing sector derives its product inputs from agriculture and in turn provides services and inputs to the sector through backward and forward linkages. Agriculture-sector contribution to the agro-industry is 60 percent. The sector produces various commodities that contribute to agricultural GDP. In 2010, maize contributed 14 percent, tobacco 25 percent, cotton 13 percent, sugar and horticulture 7 percent, and beef and fish 10 percent, while at least 24 percent is devoted to the rest of livestock, including cattle, sheep, goats, pigs, poultry, and ostriches. Of these commodities, tobacco, cotton, sugar, horticulture, and tea account for exports.

Over the years, Zimbabwe has experienced a significant decrease in its agricultural GDP. The agricultural GDP growth decreased from approximately 37 percent in 2009 to less than 10 percent from 2012 to 2014. GDP growth is being subdued by the inherent liquidity shortages in the economy, coupled with low domestic savings, low investment inflows, and power supply deficits.

1.5. Structure of the Report

Section 1 provides an introduction to the study. This is followed by section 2, which covers the methodology of the study. Section 3 is devoted to the capacity needs assessment results. Investment planning follows as section 4. Section 5 includes knowledge management. Section 6 provides a capacity-strengthening strategy for Zimbabwe. Conclusions are presented in section 7.

2. METHODOLOGY

2.1. Capacity Needs Assessment

The capacity needs assessment for Zimbabwe's agriculture sector was based on both qualitative and quantitative approaches. Various methods and tools including questionnaire interviews, key informant interviews, and a literature review were used to gather data and information used in the assessment. The qualitative information was collected through key informant interviews with actors in the agricultural policy process, a capacity assessment questionnaire administered during interviews with selected institutions, and the compilation of two relevant case studies regarding the policy process. The quantitative information was collected by administering a survey tool in Microsoft Excel to determine individual capacity needs. Findings from the primary data collection were complemented with a literature review, and where possible results were triangulated using evidence from the different sources.

The capacity needs assessment was conducted at three levels (policy, organisational, and individual) focusing on three main areas (strategic policy analysis and investment planning, M&E, and knowledge management and sharing at the country level to help in the CAADP implementation process). The approach and methods used at each of these levels are discussed below.

2.1.1. Policy Process Level

The analysis of the policy-level capacity needs focused on obtaining information about the current approaches related to agricultural policy formulation, implementation, and M&E including application of evidence. This stage involved a network mapping exercise to identify the key actors and actors based on their roles and involvement in the agricultural policy processes mentioned above. The selected actors included government, civil society, the private sector, donors and development partners, and research institutions. The data were collected from key actors using a simple checklist. In addition to gathering information about the above processes, two case studies (Ministry of Agriculture, Mechanisation and Irrigation Development n.d.-a, n.d.-b) were selected to assess the demand, use, and entry points for strategic analysis and data utilisation as well as institutional constraints. A formal questionnaire was used to gather information about institutional and capacity constraints in agricultural policy processes.

2.1.2. Organisational Level

Organisational-level data were collected through face-to-face interviews with representatives of key institutions and organisations. These institutions were identified through the policy process mapping exercise for their capacity needs in accomplishing tasks related to agricultural policy processes. The questionnaire was designed to gather data on the characteristics and role of the institution in the agricultural policy process and thematic areas mentioned above. Furthermore, the questionnaire collected information about the way the selected institutions are administered, coordinated, and led for tasks related to strategic analysis, M&E, and knowledge sharing. Other information collected focused on how data, M&E, and knowledge-sharing systems are organised, how challenges are faced, and how outputs are produced. This organisational-level analysis also identified needs for improving the systems, including issues, constraints, and challenges faced by the selected institutions in their efforts to improve effective functioning

2.1.3. Individual Level

The individual-level analysis was based on data gathered from individuals from the institutions above who are involved in the agricultural policy processes and thematic issues discussed above. The data were collected using a self-administered questionnaire in Excel provided by ReSAKSS-SA. The heads or senior officials were interviewed. The individual assessment questionnaire collected data on human resources, financial resources, physical resources, research policy linkages, evidence-based policy making, M&E, constraints and solutions, and policy-making capacity. Information was collected on additional skills and tools as well as gaps that require capacity-strengthening activities.

The data gathered from the field work were entered in an Excel database. This forms part of a baseline for future updates by ReSAKSS.

2.2. Capacity-strengthening Strategy

Three steps were followed in developing the capacity-strengthening strategy for Zimbabwe:

a) The initial step was to synthesize the mapped gaps, challenges, and issues from the three levels of policy process, organisational capacity needs, and individual capacity needs from the capacity needs assessment. The synthesis focused on detailed analysis of the identified successes, challenges, gaps, issues, and so forth, including identification of the drivers of successes and challenges.

b) The next step involved developing strategic interventions for the capacity-strengthening strategy for the country. This involved formulation of the vision, mission, and objectives of the capacity-strengthening strategy informed by the synthesis on the first step. The strategic interventions were also informed by lessons and good practices within the country and the region.

c) The last step involved development of an implementation framework, including a review of the policy, legal, institutional, and M&E frameworks. The focus of this step was creating an enabling environment that would be vital for supporting an effective implementation of the capacity-strengthening strategy.

3. CAPACITY NEEDS ASSESSMENT RESULTS

3.1. Policy Process Level

3.1.1. Overview of the Agricultural Policy Framework

Zimbabwe's agricultural landscape has gone through phases of structural changes since the country's independence. However, agricultural policies have not kept pace with the structural changes experienced in the economy and the sector. For example, sanctions imposed on Zimbabwe as a result of the Fast Track Land Distribution exercise led to a decline in the economic environment and deterioration of the social environment. This has seen the country experiencing deep socioeconomic crisis in a hyperinflationary environment, low industrial capacity utilisation, and unfavourable climatic conditions, all of which contributed to poor performance of both the agriculture sector and the overall economy.

Despite the directive from the cabinet to review the Zimbabwe Agricultural Policy Framework (ZAPF; Comprehensive Agricultural Policy Framework [CAPF] 2012–2032) in 2012, the revised CAPF has yet to be approved by the cabinet. Although the last documented agricultural policy is ZAPF of 1994, there have been some policy pronouncements on different issues in the sector. However, ZAPF seems to be irrelevant to addressing the structural changes experienced in the agriculture sector from 1994 to date. The revised CAPF is expected to contribute to the current economic blueprint designed to address the country's macroeconomic challenges, the Zimbabwe Agenda for Sustainable Socio-economic Transformation (ZimAsset) 2013–2018.

Although CAPF has yet to be approved, implementation of some of its provisions is already ongoing. Specifically, CAPF is expected to be pivotal in entrenching the thrust of ZimAsset of creating a self-sufficient and food-surplus economy and seeing Zimbabwe reemerge as the "bread basket of Southern Africa." The agriculture sector is acknowledged in ZimAsset as crucial in transforming the Zimbabwean economy and contributing to poverty reduction, economic growth, and economic stability. ZimAsset predicts the agriculture sector will contribute 15–18 percent of the country's GDP. The overarching policy objectives for the agriculture sector during the ZimAsset period include ensuring national food security and supporting the manufacturing sector. The implementation as well as M&E of ZimAsset are undertaken by the Office of the President and Cabinet.

3.1.2. Progress in Implementing the CAADP Agenda

CAADP is an initiative of the African Union Commission that aims to accelerate growth and eliminate poverty and malnutrition among African countries through agriculture. The goals and targets of CAADP were recommitted and revised by African heads of states in Malabo in June 2014 with the signing of the Malabo Declaration. Within the Malabo Declaration, the African heads of state recommitment themselves to the CAADP agenda in addition to other targets and commitments for the period 2015 to 2025. These include recommitment on the 10 percent annual public budget support to agriculture and the 6 percent annual agriculture productivity growth rate.

Table 3.1 summarises the progress made by Zimbabwe in implementing the CAADP agenda. Zimbabwe launched its CAADP process in August 2009 at St Lucia Park in Harare and has now completed the technical review of the National Agricultural Investment Plan (completed in February 2015). Key actors are expected to commit themselves to supporting and financing the projects and programmes by appending their signatures to the CAADP Compact, which was signed on November 22, 2013. The signatories of the Zimbabwe CAADP Compact included representatives of government, African Union Commission, and Common Market for Eastern and Southern Africa (COMESA); farmers' unions; the private sector; and development partners.

TABLE 3.1: PROGRESS ON CAADP IMPLEMENTATION IN ZIMBABWE

Number	Stage	Achieved? Yes/No/Partly	If yes, date achieved		If no/partly, date expected	
			Month	Year	Month	Year
1	Has the CAADP focal institution/ person been appointed?	Yes	August	2009	NA	NA
2	Has the technical committee been appointed?	Yes	August	2009	NA	NA
3	Has the CAADP stakeholder validation workshop been held?	Yes	NA	NA	NA	NA
4	Has the CAADP Compact been signed?	Yes	November	2013	NA	NA
5	Has an investment plan been developed?	Yes	July	2013	NA	NA
6	Has a technical review been done?	Yes	February	2015	NA	NA
7	Has a business meeting been held?	No	NA	NA	June	2016

Source: Authors based on data from CAADP focal office

Note: CAADP = Comprehensive Africa Agriculture Development Programme; NA = not available

The Zimbabwe Agricultural Investment Plan (ZAIP) has since been developed through multistakeholder participatory and consultative processes. ZAIP was validated on July 18, 2013, at a multistakeholder workshop held at Rainbow Towers, Harare. ZAIP's strategic goal is to facilitate a sustainable increase in agricultural production and productivity, competitiveness of Zimbabwean agriculture through building capacity of farmers and agroprocessing industries, and improving the quantity and quality of public, private, and development partner investment and policy alignment. ZAIP is expected to be instrumental in attaining the objectives of ZimAsset 2013–2018, CAPF 2012–2032, and CAADP. The high-level business meeting was held in July 2017.

The challenges faced under CAADP implementation in Zimbabwe are the following:

- Lack of resources by the CAADP focal office to carry out coordination activities
- Lack of provincial and district CAADP coordination structures, which hinders information flow to and from the grassroots level
- Limited technical expertise in M&E by the focal office
- Limited resources at district and provincial offices to carry out CAADP activities.

3.1.3. Gaps in the Agricultural Policy Framework

The main gaps in the overarching agricultural policy framework include the following:

a) Inadequate and frequent update of policies: Despite CAPF's having been developed to replace the outdated ZAPF, the former still has not been approved by cabinet since 2012. ZAPF, however, has been overtaken by macroeconomic structural changes that have happened since it was approved. Agricultural policies should be frequently reviewed and updated to ensure that they remain relevant and address current policy issues.

(b) Inadequate financial resources: Implementation of agricultural policy programmes in the country is constrained by limited budget. Despite efforts to develop and implement agricultural policy programmes, without financial resources some of these are never implemented.

(c) Engagements of sector players: There is need to improve engagements of sector actors in policy planning, implementation, and evaluation.

(d) Evidence-based policy processes: There is need to improve use of evidence-based knowledge systems in policy planning, implementation, and evaluation, which are currently limited in the country's agricultural policy processes.

3.1.4. Recommendations to Address Existing Agricultural Policy Framework Gaps

The recommendations to address existing agricultural policy framework gaps include the following:

a) Implement frequent reviews and revisions of agriculture-sector policies to keep up to date with fundamental changes in the agricultural landscape.

(b) Reduce the lag time in the approval of agricultural policies to facilitate implementation of policy recommendations that address pressing agricultural challenges in the country.

(c) Improve the investment climate in the sector and country to attract more agricultural-led investments in the country.

(d) Strengthen the capacity of the Department of Agricultural Economics and Markets (DAEM) in the Ministry of Agriculture, Mechanisation and Irrigation Development (MAMID) to enhance its coordination, planning, and M&E in policy formulation.

(e) Strengthen agricultural task force and committee to ensure effective consultations in policy making and its implementation.

(f) Develop knowledge-based systems to enhance agricultural policy formulation, implementation, and M&E.

3.1.5. Agricultural Policy Formulation Process

3.1.5.1. Policy Formulation Stage

Zimbabwe's agricultural policy directives are made by the Office of the President and Cabinet. DAEM's Policy and Planning section is tasked with coordinating the policy formulation process for MAMID. This includes ensuring that the policy formulation process is based on evidence-based knowledge and active engagements of agriculture-sector actors.

The challenge is that timeframes between announcements of policy directives from the Office of the President and Cabinet and submissions of finalised policy are sometimes too short to engage fully with actors and allow for adequate evidence-based knowledge support in the process.

The major players in policy formulation in Zimbabwe include MAMID, other line ministries and departments, parastatals, research and academic institutions, the private sector, nongovernmental organisations (NGOs), development partners, and farmer organisations. The actors are expected to be involved in the consultative process of policy formulation through meetings and stakeholder platforms including the committees coordinated by DAEM in MAMID.

3.1.5.2. Policy Adoption Stage

Before submission to cabinet for approval, the policy is first considered by a cabinet subcommittee, the Ministerial Economic Coordinating Committee. DAEM in MAMID then submits the finalised agricultural policies and memo by the minister to the cabinet secretariat for approval by cabinet. The policy document is then included on the cabinet agenda for consideration in the next cabinet sitting. The cabinet secretariat ensures that members receive the policy document and related supporting documents such as minutes and comments from previous sittings. The cabinet either approves the policy document or sends it back to the ministry with comments for further revisions and resubmission for consideration. The policy is adopted for implementation after the cabinet's approval.

3.1.5.3. Policy Implementation Stage

The implementation stage involves the recommended policy's being undertaken according to its approval by cabinet. DAEM, which plays the coordination role, will have to realise that the cabinet approval decisions are implemented by the agricultural actors. The first stage will be to create awareness by all actors at all levels about how to move the approved policy process forward. The major challenge under implementation is financial resources for the implementation of the projects and programmes.

The operationalisation of the policy will be built on the development of specific, achievable, and targeted agriculture subsectorial policy strategies underpinned by the objectives and statements provided in CAPF. The policy framework and strategies will guide the short-, medium-, and long-term targets.

The major actors in the implementation of an approved agricultural policy include government ministries, departments, parastatals, agroprocessing companies, seed houses, machinery and equipment companies, researchers, academics, civil society organisations (CSOs), and United Nations agencies, among others.

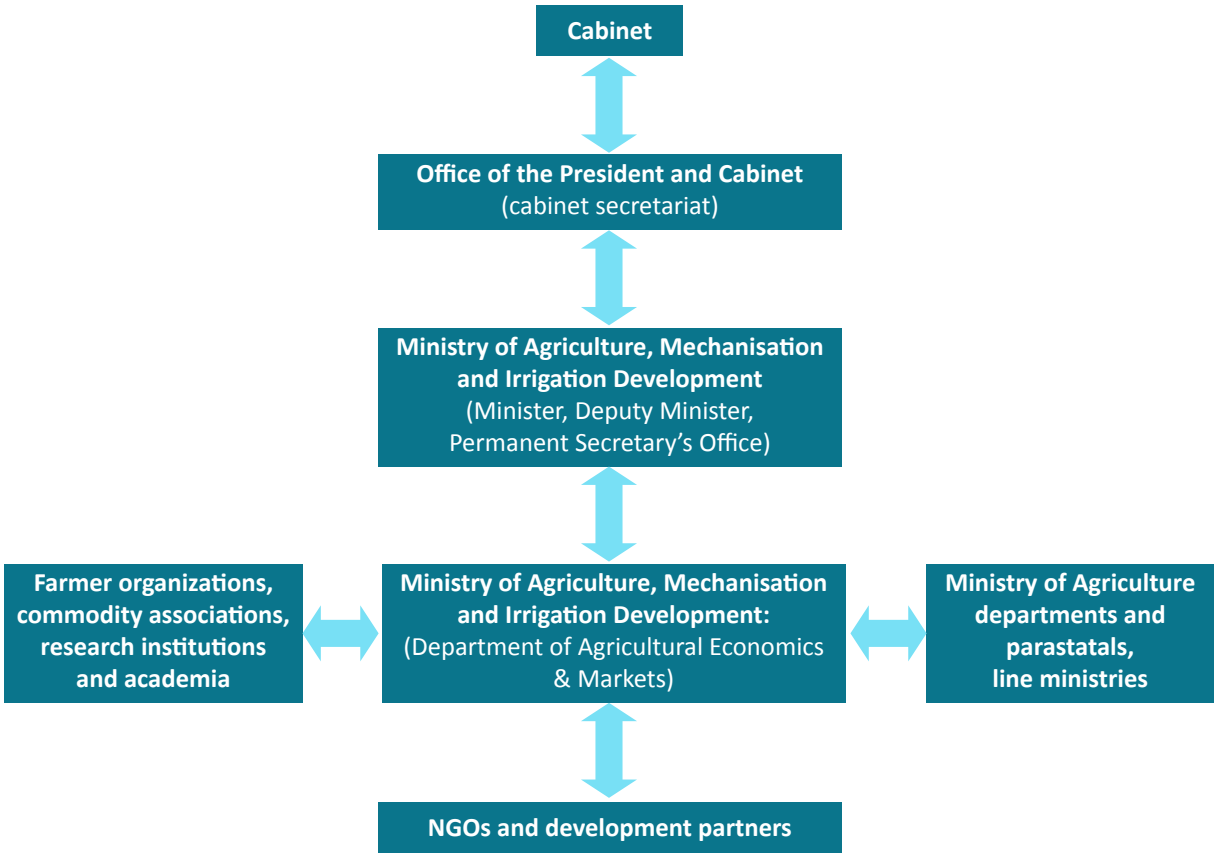
3.1.5.4. M&E Stage

M&E of the implementation of agricultural policies and programmes is done by the Monitoring and Evaluation Section of DAEM in MAMID. The Monitoring and Evaluation Section is tasked with providing quarterly and end-of-year reports on the implementation of policy decisions. These reports are submitted to cabinet for review. However, the Monitoring and Evaluation Section was recently established and still requires capacity strengthening to develop fully functioning M&E support functions in the ministry. Furthermore, the M&E functions are hampered by lack of resources to fully implement M&E systems and be a credible source of evidence-based knowledge informing policy decisions.

3.1.6. Inclusivity and Stakeholder Participation in the Agricultural Policy Processes

The key actors in the agriculture sector include government institutions, NGOs, CSOs, farmers, agroprocessors, research and academic institutions, development partners, and donors. A comprehensive list of actors and their roles is presented in Appendix 5. Figure 3.1 summarises the various actors engaged in the Zimbabwe agricultural policy formulation process.

FIGURE 3.1: ACTORS ENGAGED IN THE ZIMBABWE AGRICULTURAL POLICY FORMULATION PROCESS



Source: Authors

Note: NGOs = nongovernmental organisations.

The government institutions include government ministries, departments, and parastatals, such as MAMID; Ministry of Finance and Economic Development; Ministry of Industry and Commerce; Ministry of Labour and Social Welfare; Ministry of Indigenisation and Empowerment; Ministry of Land and Rural Resettlement; Ministry of Environment, Water and Climate; Ministry of Small and Medium Enterprises Development; Ministry of Macro economic Planning and Investment Promotion; Food and Nutrition Security Taskforce; Grain Marketing Board; Parliamentary Portfolio Committee on Lands and Agriculture; Agricultural Marketing Authority; Zimbabwe Investment Authority; and Zimbabwe Statistical Agency.

NGOs lobby and provide advocacy roles in the agriculture sector in Zimbabwe. Examples of such organisations include Famine Early Warning Systems Network, International Maize and Wheat Improvement Center, Caritas

Zimbabwe, and World Vision. In addition, these organisations implement agricultural programmes, provide information about and analysis of food and nutrition security issues, and in some instances, provide research and training services. The information and data from these organisations are important in M&E evidence of agricultural programmes. This can be an important source of evidence-based knowledge about performance of agricultural programmes and local-level experiences.

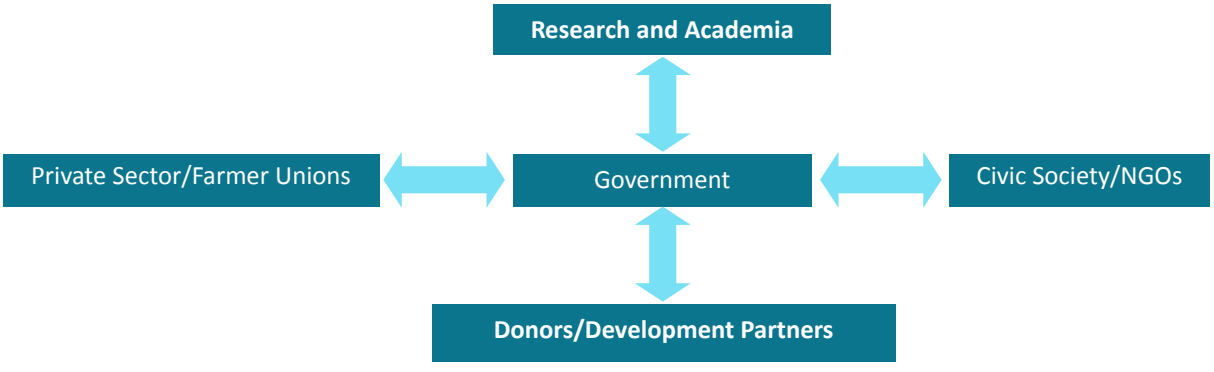
The producers and private sector include farmers and agribusinesses. Farmers in Zimbabwe are represented by the four farmer unions: Zimbabwe Farmers' Union, Zimbabwe Commercial Farmers Union, Zimbabwe National Farmers Union, and Commercial Farmers Union. Agribusinesses are represented by Commodity Associations such as Bakers Association, Grain Millers Association of Zimbabwe, and Zimbabwe Seed Traders Association.

Academic and research institutions include university departments under faculties of agriculture, autonomous and semiautonomous think tanks such as the African Institute of Agrarian Studies, Zimbabwe Economic Policy Analysis and Research Unit (ZEPARU), and the Agricultural Economics, Policy Research and Information Centre. Examples of institutions under this category include the Agricultural Research Council, Tobacco Research Board, Research Council of Zimbabwe, University of Zimbabwe (Faculty of Agriculture), and Scientific and Industrial Research and Development Centre.

The development partners play a critical role in giving support to the sector including funding of agricultural programmes, food aid, and capacity building. The major players include Food and Agriculture Organisation of the United Nations (FAO), World Bank, European Union, Japan International Cooperation Agency (JICA), United States Agency for International Development, and World Food Programme Zimbabwe. Development partners and donors established the Multi Donor Trust Fund aimed at providing coordinated support in the implementation of programmes in Zimbabwe, especially the CAADP agenda.

Figure 3.2 presents the linkages of the different actors and government. MAMID, through DAEM in collaboration with FAO, coordinates stakeholder engagements through the Agricultural Coordination and Information Forum (ACIF) coordination platform. This multistakeholder platform brings together government, development partners, CSOs, and the private sector and encourages engagements among actors including information sharing and updates on key programmes being implemented and planned in the agriculture sector. This platform, held every last Thursday of the month, also helps in cascading information from the national level to the provinces. In addition to ACIF, some commodity associations have been established and others resuscitated, and these represent their actors in influencing policy decisions through lobbying to government.

FIGURE 3.2: LINKAGES BETWEEN AGRICULTURE KEY ACTORS



Source: Authors

Note: NGOs = nongovernmental organisations.

MAMID is in the process of developing the agriculture coordination framework to facilitate coordination of agricultural policy processes and enhance linkages among actors. Having limited resources is one of the major constraining factors hindering effective and adequate coordination and engagement of all actors in policy formulation processes by MAMID. As a result, policy formulation processes currently lack adequate stakeholder input, especially evidence-based knowledge support.

3.1.7. Agricultural Policy Case Studies

3.1.7.1. The Draft CAPF (2012–2032)

CAPF (2012–2032) was formulated following a directive from cabinet in February 2012. The last formally approved policy was for the period from 1994 to 2020, and many changes have occurred in the agricultural landscape including changes at the national, regional, and international arenas, necessitating its review. For example, since 2000, Zimbabwe's agrarian structure has undergone fundamental transformation; the current farm structure that has emerged from the Fast Track Land Reform Programme consists of the following categories of farmers: communal area, old resettlement, A1 resettlement, small-scale commercial, A2 resettlement, and large-scale commercial farmers.

The changed farm structure presents a number of challenges and opportunities such as the new and expanded demand for knowledge and capacity strengthening among a large number of resettled farmers. In addition, with the old farming systems based on large-scale land holdings now obsolete (the majority are now smallholder farms), there is a need for more intensive farming systems. These changes require adjustments in institutions providing support and capacity strengthening to farmers.

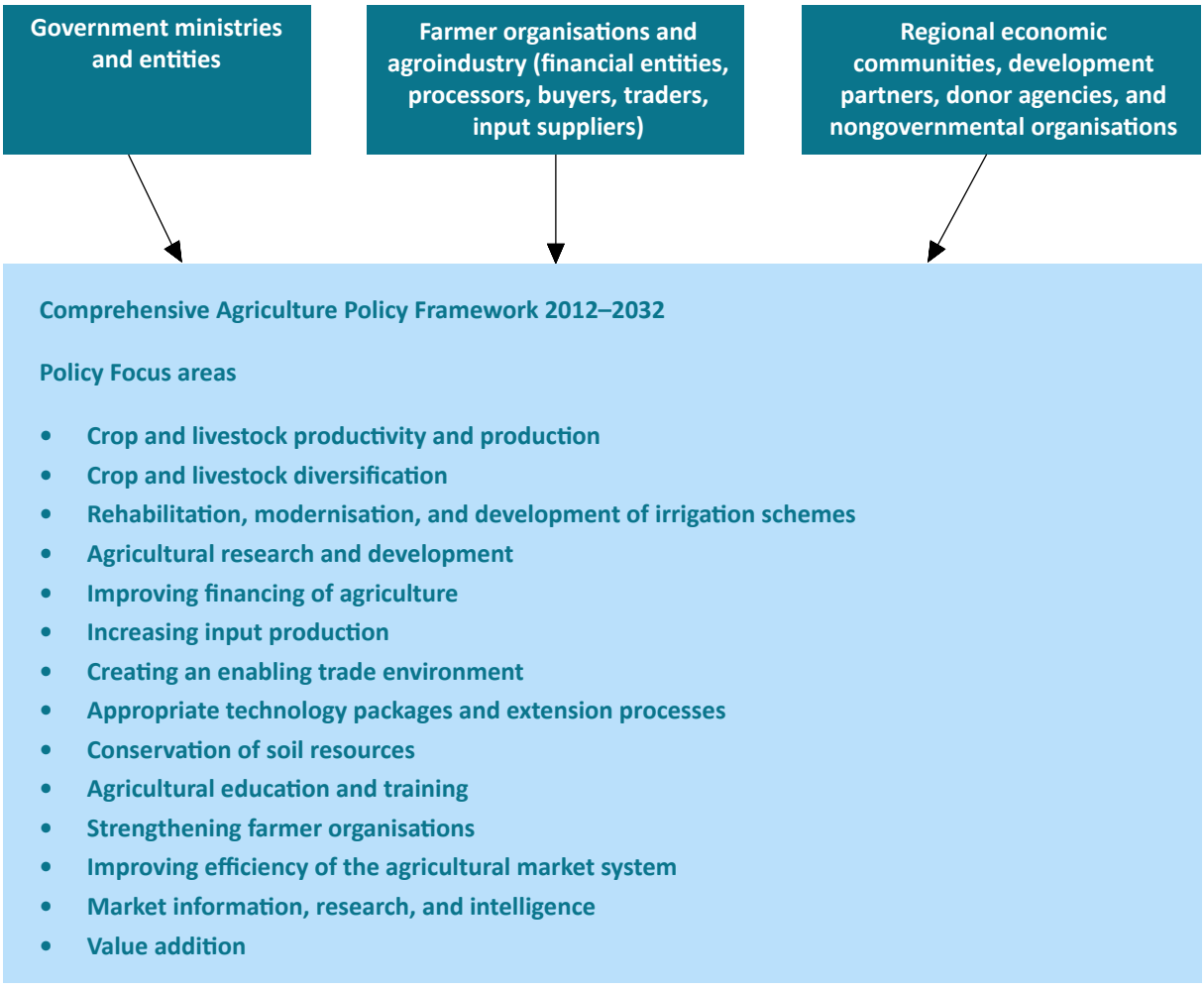
Furthermore, ZAPF 1995–2020 was designed during the time when Zimbabwe was undertaking the Economic Structural Adjustment Programme, which emphasized free-market solutions to agricultural problems. However, since February 2009, government has recognized the necessity of market-related policies to guide agricultural production decisions. These changes in the macroeconomic policy contained in the Zimbabwe Medium Term Plan 2011–2015 and ZimAsset require a revision of the agricultural policy framework.

Also, developments in the international arena require a robust agricultural policy framework to enable the country to take advantage of new opportunities. These include the growing importance of food safety, quality, and traceability production systems that protect the environment and the rights of children in farm labour markets. In addition, the agricultural policy framework should address the new realities of climate change, changing oil prices and volatile commodity markets, and the impact of HIV and AIDS.

With this background and following the directive from cabinet, MAMID, through DAEM, led the process of reviewing the agricultural policy framework and formulated the draft CAPF (2012–2032). The policy formulation process included literature reviews, provincial and national consultations, and written submissions from actors. DAEM led the development of the draft CAPF (2012–2032) document, which was circulated for comments followed by meetings with specific actors (government entities, researchers, academics, the private sector, United Nations agencies) for further inputs.

Although efforts were made to engage actors in the development of the CAPF document, financial limitations constrained preparation of required materials and logistical arrangements to widely consult around the country. Figure 3.3 presents the process and key actors engaged in the development of CAPF (2012–2032). The draft CAPF (2012–2032), incorporating inputs from the consultations, was finalised in early 2013 when it was submitted to cabinet for approval. However, the draft CAPF (2013) has not yet been approved by cabinet.

FIGURE 3.3: THE KEY ACTORS ENGAGED IN THE DEVELOPMENT OF THE CAPF (2012–2032)



Source: Authors

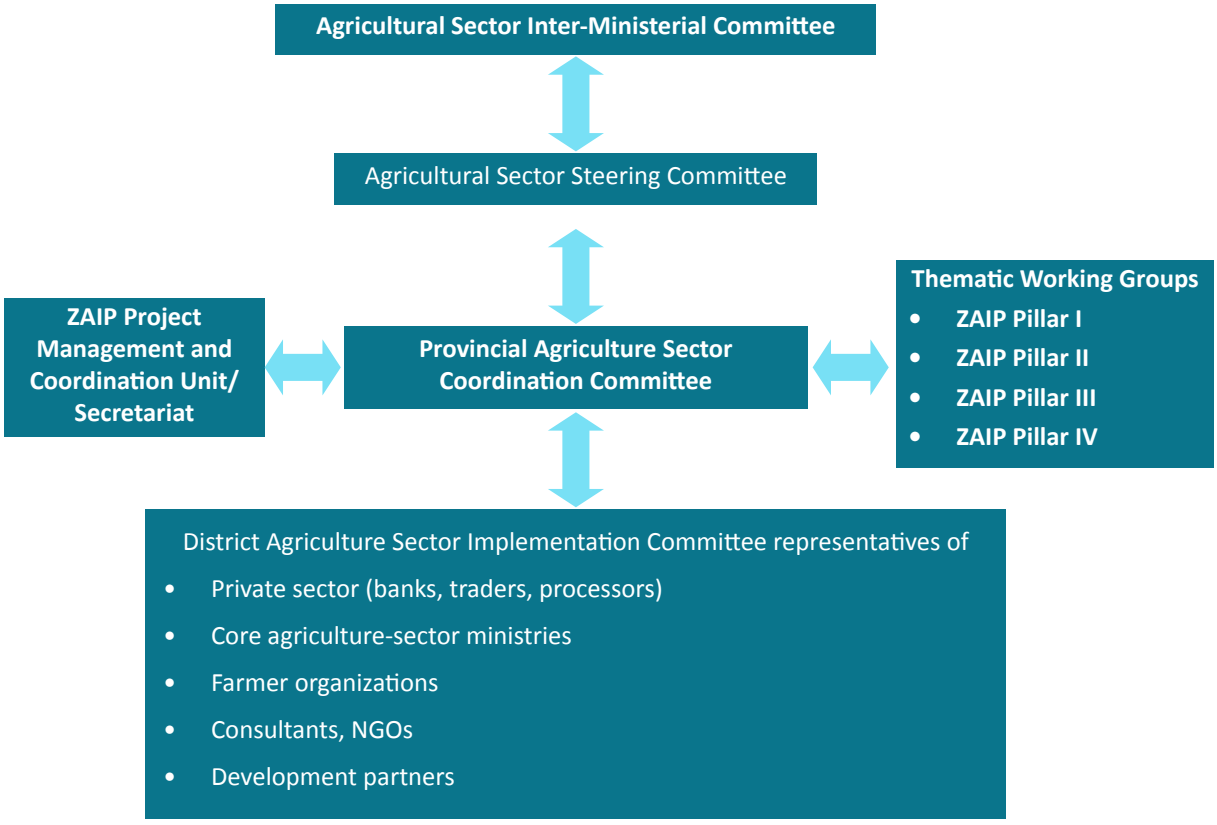
3.1.7.2. ZAIP

ZAIP (2013–2017) was formulated based on the draft CAPF (2012–2032). The overall goal of ZAIP (2013–2017) is to "facilitate sustainable increase in production, productivity and competitiveness of Zimbabwean agriculture through building capacity of farmers and institutions, and improving the quantity and quality of public, private and development partner investment and policy alignment." Under CAADP framework achievement of agriculture-sector goals, ZAIP binds the public sector, farmers, the private sector, development partners, and NGOs through common values to accelerate investment in sustainable agriculture development. ZAIP (2013–2017) is expected to guide the preparation and implementation of agriculture-sector budgets, work plans, and requests for additional funding from development partners and donors.

The development of ZAIP (2013–2017) was based on a participatory approach involving and including engagement of all the relevant actors in the agriculture sector to ensure shared ownership of the process and outcomes. The formulation of ZAIP (2013–2017) started in September 2011, led by MAMID in partnership with the key agricultural actors. The ZAIP formulation process was financed by the government of Zimbabwe through MAMID and the Multi Donor Trust Fund administered by the World Bank. COMESA coordinated the development of the draft ZAIP through a constituted ZAIP Technical Team.

The ZAIP Technical Team reviewed the national agricultural development objectives, pressing agriculture-sector issues and progress made in attaining agricultural targets; developed the ZAIP strategic framework to better meet agriculture-sector objectives; identified the key performance indicators and proposed an M&E plan for tracking progress; proposed an institutional framework to facilitate implementation of the investment plan; and prepared the budget for implementation of the plan. The ZAIP Technical Team and MAMID conducted participatory consultations in all provinces to verify and prioritize the key issues and to solicit proposals for implementation of ZAIP. The draft ZAIP was reviewed in a national validation workshop in July 2013. Stakeholder inputs and comments from the validation workshop were incorporated, and the final approved ZAIP (2013–2017) document was submitted to COMESA for technical review. Figure 3.4 presents the ZAIP coordination and implementation framework.

FIGURE 3.4: ZIMBABWE AGRICULTURAL INVESTMENT PLAN (ZAIP (2013–2017) COORDINATION AND IMPLEMENTATION FRAMEWORK



Source: Authors

Note: NGOs = nongovernmental organisations

The involvement of all key actors in the agriculture sector is important for the successful implementation of the programme. The participation of all key actors during the implementation of ZAIP (2013–2017) is crucial, providing a platform for effective policy dialogue, review and shared responsibility, stronger and broadened partnerships, and strategic alliances with regional integration initiatives (COMESA and SADC). ZAIP (2013–2017) recognizes that the knowledge, skills, and capacities of the various agricultural actors are required for successful implementation of planned activities.

The ZAIP implementation framework (Figure 3.4) is expected to facilitate the active participation of political leadership, senior government officers, the private sector, development partners, civil society, and local communities, with regular feedback between implementing agencies as a way of promoting learning and knowledge sharing. In addition, an effective participatory M&E system would be developed for ZAIP to help provide input into the national M&E system and to measure progress toward implementation of the planned activities and attainment of the expected results.

3.1.8. Perceived Gaps in Agricultural Policy Formulation Processes

The perceived gaps in agricultural policy formulation processes in Zimbabwe include

a) inadequate capacity (such as financial resources and technical capacity) of DAEM to adequately engage all relevant agriculture-sector actors during policy formulation processes and.

(b) absence of a developed agriculture-sector knowledge management system to provide evidence-based support in agricultural policy formulation processes (Currently information is scattered in various organisations, and most of this is not used to inform monitoring of achievements of the agriculture sector and policy formulation.).

3.1.9. Recommendations to Strengthen the Policy Formulation Process

The recommendations to strengthen the policy formulation process include the following :

a) Strengthen the capacity (financial and technical) of DAEM to effectively coordinate the agriculture-sector policy processes including effective stakeholder engagement

(b) Develop a knowledge management system for the agriculture sector and enhance information and communication flow systems between MAMID and all relevant actors in the agriculture sector.

(c) Improve use of evidence-based knowledge systems in policy planning, implementation, and evaluation, which are currently limited in the country's agricultural policy processes.

(d) Improve engagements with sector players in policy planning, implementation, and evaluation. The agricultural policy framework is mainly top down, and more bottom-up processes are required to inform policy processes.

3.1.10. M&E and Policy Analysis

MAMID recently established a Monitoring and Evaluation Section in DAEM. However, the Monitoring and Evaluation Section is still to be fully established and resourced to provide adequate M&E support systems as well as evidence-based knowledge for policy planning and implementation. At the national level, there is no designated ministry to deal with performance as well as M&E. However, the government recently established an M&E system for the national blue print (ZimAsset). The M&E system of ZimAsset is led and coordinated by the Office of the President and Cabinet. This system covers all entities of government.

Although this process points to political will in strengthening evidence-based policy planning and implementation, the challenges of the M&E system for the agriculture sector include the fact that it is not fully established and

a) the reporting systems are different within ministries and departments in the agriculture sector, leading to fragmentation in information generation;

(b) the information databases are fragmented within the agriculture sector;

(c) there are limited or no standard M&E indicators and formats, which limits reporting and tracking of information;

(d) there is no integrated M&E system for all government ministries and the agriculture sector, and as a result there is lack of coordination of information gathering on agricultural activities, programmes, and projects, leading to duplication of M&E activities and efforts;

(e) there is no fully functioning M&E system or Agricultural Information Management System within DAEM of MAMID;

(f) MAMID has no M&E structures at the provincial and district levels; and

(g) there is lack of technical capacity in M&E (including investment planning, budgeting, data analysis, and interpretation) and resources in MAMID to undertake effective M&E functions.

3.2. Organisational/Institutional Level

3.2.1. Scoring of Organisational-level Needs Assessment

The organisational-level respondents were asked to score 19 statements in five sections that represented core capabilities of their organisations. The scores ranged from 1 to 5, with 1 being the highest and usually meaning strongly agree or highly effective, and 5 being the lowest and usually meaning strongly disagree or highly ineffective. The selected institutions were grouped into actor interest groups for analysis as indicated below. The results are presented for each of the stakeholder interest groups (government institutions, CSOs, producers and private sector, academic/research institutions) and according to the sections of the organisational questionnaire. Table 3.2 presents the summary of the organisational core capabilities, and detailed presentation of the scoring per statement is shown in Appendix 7.

TABLE 3.2: SUMMARY OF ORGANISATIONAL CORE CAPABILITIES

Title	ARDA	DAEM	DRSS	ARC	PIB	DAM	LPD	ACFD	AGRITEX	ZFU	Average score
Capability to act and commit—level of effective leadership in the policy process	2	3	3	4	3	4	3	3	3	3	3
Capability to adapt, learn, and self-renew—level of effective application of monitoring and evaluation	3	3	2	2	3	4	3	3	3	3	3
Capability to deliver on mandate and development objectives—extent to which your organisation delivers on planned objectives and mandates	2	2	2	2	2	3	2	3	3	3	2
Capability to coordinate and relate—level of engagement of your organisation in networks, alliances, and collaborative efforts	2	2	2	2	2	4	1	2	2	3	2
Capability to achieve policy and strategy coherence—existence of mechanisms for coherence in the food and agriculture sector	3	2	3	2	2	4	1	2	3	3	3

Source: Authors

Note: ACFD = African Centre for Fertilizer Development; AGRITEX = Department of Agricultural, Technical and Extension Services; ARC = Agricultural Research Council; ARDA = Agricultural and Rural Development Authority; DAEM = Department of Agricultural Economics and Markets; DAM = Department of Agricultural Mechanisation; DRSS = Department of Research and Specialist Services; LPD = Department of Livestock Production and Development; PIB = Pig Industry Board; ZFU = Zimbabwe Farmers' Union.

The results from Table 3.2 indicate that the capacities to act and commit (level of effective leadership in the policy process); adapt, learn, and self-renew (level of effective application of M&E); and achieve policy and strategy coherence (existence of mechanisms for coherence in the food and agriculture sector) were ranked an average score of neutral (3) by the respondents.

This indicated that respondents don't have much confidence in the level of leadership in the policy process, application of M&E, and existence of mechanisms for coherence in the agriculture sector. More efforts are required to improve leadership in the policy process, application of M&E, and establishment of mechanisms for coherence in the agriculture sector.

The capabilities to deliver on mandate and development objectives and coordinate and relate were on average ranked adequate and effective (2). The implication is that the respondents perceive that the extent to which their organisations deliver on planned objectives and mandates and level of engagements in networks, alliances, and collaborative efforts are strategic and effective. However, despite these findings, where the respondents tended to report better for their organisations, discussions on policy formulation processes in section 3.1 point to lack of capacity and resources in most of these organisations and limited engagements in policy formulation processes. This indicates that there is still a need for strengthening of capacity across various organisations interviewed to improve their performance, especially around evidence-based policy engagements.

The findings from the organisational assessment have also been grouped into a strengths, weaknesses, opportunities, and threats analysis along the main thematic areas (Appendix 7 contains details). The details of the findings about the organisational-level needs of each participating institution are discussed below, organized by category of actors.

3.2.1.1 Government Institutions

DAEM

DAEM in MAMID is charged with the coordinating role for policy formulation, analysis, implementation, M&E, stakeholder coordination, and consultation. The identified capacity needs for DAEM include improving technical skills of staff in policy analysis, strategic planning, and M&E; strengthening the resources (financial and staff) of the recently established M&E unit to be effective in providing evidence-based knowledge to inform planning and implementation of agricultural policies and programmes; and strengthening agriculture-sector stakeholder coordination and consultation framework.

Strengthening of technical skills for staff is required for the department to effectively carry out its mandate. In addition, despite various structures involved in data generation such as the crop and livestock assessments, Zimbabwe Vulnerability Assessment Committee, Zimbabwe United Nations Development Assistance Framework, and ACIF, there is no central information management system. This is an important capacity need for the department as an effective information management system providing useful information for evidence-based knowledge support in strategic planning and implementation of agricultural policies and programmes. Such evidence-based knowledge would be useful to support decisions about agricultural policies and programmes by existing structures such as the Ministerial Economic Coordinating Committee, parliamentary committee, and Food and Nutrition Security Taskforce.

DAEM also faces financial constraints to implementing agricultural policy decisions and programmes. Alliances with development partners and donors can help complement government funding for the department to effectively advance its mandate.

Department of Research and Specialist Services

The Department of Research and Specialist Services identified the following capacity needs: financial resources and technical skills policy research interface. The lack of adequate financial resources constrains implementation of research programmes. This affects generation of evidence-based knowledge from research to support agricultural policy formulation and implementation in the country. There is also a need to strengthen staff skills in linking research and policy so that the outputs from the institution effectively support agricultural policy decisions and implementation.

The M&E function of the Department of Research and Specialist Services is not operational due to lack of resources to operationalise. Resources—both financial and technical—are required to ensure that evidence from the institution's operations is gathered and used to inform evidence-based decision making including supporting agricultural policy formulation. In addition, the Department of Research and Specialist Services requires capacity in dissemination and promotion of uptake of research outputs to various actors and end users. This function is currently very weak and almost nonexistent, and as a research think tank for the country, it is critical to ensure that outputs are widely disseminated to contribute to improving performance of the agriculture sector.

Department of Agriculture Education and Farmer Training

The Department of Agriculture Education and Farmer Training's major capacity need is financial resources to effectively carry out its mandate. The role of the department, formed in 1980, is to support agricultural education and farmer training. The institution also requires capacity strengthening in data collecting, capturing, processing, and reporting. This can be an important source of information, especially on the interface of farmers and agricultural policy decision makers. Evidence from the farmer experiences can be used to inform decision makers to tailor their decisions about real farm experiences and vice versa to ensure effective farmer training and education.

Department of Agricultural Mechanisation

The mandate of the Department of Agricultural Mechanisation is to provide technical information for policy and strategic planning focusing on quality engineering specifications. The department identified capacity in financial resources as the main limiting factor affecting its operations. This also affects its capacity to keep qualified staff. Another key function limited by lack of financial resources is the ability to showcase technologies at local levels such as districts. Furthermore, although the department has annual reviews in place, their operationalisation is limited due to budgetary constraints.

Department of Livestock Production and Development

The Department of Livestock Production and Development is mandated to spearhead programmes of enhancing food and nutrition security as well as livestock production and development. The department identified the need to strengthen capacity of the Livestock Information Management System (LIMS) especially at the district level. At this level, LIMS is not computerised, and this affects data gathering, capturing, and processing in the department. The Department of Livestock Production and Development also requires capacity needs in technical skills for staff in data gathering, capturing, and processing as well as information dissemination especially at the local level. In addition, LIMS requires capacity strengthening in executing M&E functions of the department's programmes that can be used in both informing the department's decisions and providing evidence-based inputs to agricultural policy reviews.

Agricultural and Rural Development Authority (ARDA)

ARDA identified financial and technical staff resources as its main capacity needs. ARDA is a parastatal that was formed in 1982 to advance agriculture and rural development through facilitating commercial production of sufficiently high-quality agricultural products, services, and employment generation. However, the parastatal relies mainly on government funding and currently faces budget limitations to advance its mandate and to keep highly trained technical staff. These constraints limit the capacity of the institution in generating evidence-based knowledge to guide its strategic planning and contribution to agricultural policy formulation.

ARDA lacks fully functioning M&E structures including information management systems. Linked to budgetary and technical staff limitations, the available resources are prioritised to other key activities, and M&E usually suffers in terms of adequate resource allocation (both financial and technical staff). This affects use of evidence-based knowledge in the operations of the parastatal, which could be driven by an effective M&E system within the institution. ARDA stressed the need for the development of a sustainable and pro-stakeholder system that allows communication and information dissemination of findings and lessons learnt at the grassroots level in the implementation of agriculture policies and programmes.

Pig Industry Board

The Pig Industry Board's identified capacity needs are financial resources (to implement training, extension, and research activities) and staff training in M&E to strengthen current annual reviews. The strengthening of the M&E function is critical to provide strategic evidence-based knowledge to inform the institution's decision making and inputs to agricultural policy formulation and implementation. This is especially important if the institution would be able to provide evidence-based inputs into short-notice requests by the ministry. Requests for agricultural policy reviews and inputs from the ministry are usually received at short notice, and the institution identified the need for strengthening capacity in generating evidence-based knowledge that can easily be used to provide inputs to urgent requests for policy inputs.

Department of Agricultural, Technical and Extension Services (AGRITEX)

AGRITEX identified the need for financial resources to effectively conduct information dissemination and farmer training activities. In addition, AGRITEX requires strengthening of capacity in collecting, capturing, and processing data from field experiences that are critical to support evidence-based policy planning and reviews. There is also need for improving the information management system and processing of field data to provide strategic inputs in policy planning. AGRITEX currently does not have M&E services for its operations, and skills training in this area also is required.

3.2.1.2. Farmers and Agroprocessors

Zimbabwe Farmers' Union

The Zimbabwe Farmers' Union identified the need to proactively engage with government in policy discussions and reviews. The institution has represented farmer interests in the country since 1930. The resources for its operations come from membership fees; however, these are very low, and donor support is sought to effectively run its operations. There is need to proactively engage with members, especially at the local level, to get their input. However, there is sometimes only one officer per province or district, which is not enough to effectively engage and gather input at the local level. The Zimbabwe Farmers' Union also requires capacity in agricultural policy analysis and engagements with policy makers in the sector.

3.2.1.3. Academic, Research, and Policy Analysis Institutions

Agricultural Research Council

The Agricultural Research Council's identified major capacity need is financial resources to support its operations, engage in stakeholder dialogues, and remunerate staff. There is also need to strengthen staff capacity in policy communication tools such as dialogues and policy briefs. In addition, research staff engagement with policy makers requires improvement to ensure that research outputs provide evidence-based support to policy formulation processes. The Agricultural Research Council does not have a functioning M&E system in place due to lack of resources and relies on annual reviews of operations. The institution also requires specialised skills to establish and operate such systems to provide evidence-based knowledge to inform the council's own decision-making processes and provide policy inputs to the ministry.

University of Zimbabwe, Department of Agricultural Economics and Extension

The capacity needs identified for the Department of Agricultural Economics and Extension include networking and engagement with policy makers and agriculture-sector interest groups. The capacity to engage with policy makers is critically required for the institution to provide evidence-based knowledge in policy planning and implementation. The institution lacks adequate resources to conduct research to support policy decision making. There is a need to improve the institution's partnerships with development partners and donors.

University of Zimbabwe, Department of Agricultural Economics and Extension

The capacity needs identified for the Department of Agricultural Economics and Extension include networking and engagement with policy makers and agriculture-sector interest groups. The capacity to engage with policy makers is critically required for the institution to provide evidence-based knowledge in policy planning and implementation. The institution lacks adequate resources to conduct research to support policy decision making. There is a need to improve the institution's partnerships with development partners and donors.

3.2.2. Key Issues from the Organisational-level Assessment

The key issues identified from the organisational-level assessment include the following:

(a) Respondents do not have much confidence in the level of leadership in the policy process, application of M&E, and existence of mechanisms for coherence in the agriculture sector.

(b) Financial resources to implement agricultural programmes and activities of different institutions are constrained, and financial limitations from the ministry affect stakeholder consultations on agricultural policy issues.

(c) There are limited if any fully developed M&E systems in the ministry and in other institutions in the sector; where they exist, they are not fully operational due to financial and technical skills shortages.

(d) There is an absence of an information management system for the sector.

(e) There is a need for capacity in stakeholder engagements and collaborations among different institutions in the sector.

(f) Generation of evidence-based knowledge systems to support policy formulation and implementation is required.

3.3. Individual Level

The individual-level needs identification was collected through a detailed questionnaire. The collected information included institutional details, human resources, financial resources, physical resources, research policy linkages, evidence-based policy making, statistics and M&E, policy-making capacity and constraints, and solutions. The discussion of the results follows the structure of the collected information as indicated above to allow easier comparisons.

The individual-level questionnaire was sent to 12 institutions, and only the following managed to complete the survey: Department of Research and Specialist Services, Agricultural Research Council, Department of Mechanisation, African Centre for Fertilizer Development, and DAEM. The institutions that did not manage to submit include the following: Department of Agricultural Technical and Extension Services, Department of Agricultural Education and Farmer Training, Division of Livestock and Veterinary Services, Zimbabwe Farmers' Union, ARDA, Pig Industry Board, and University of Zimbabwe, Department of Agricultural Economics and Extension. The following section presents findings based on the individual needs assessments of the institutions that completed the survey. The analysis is also arranged by stakeholder interest groups (government institutions, CSOs, producers and private sector, academic/research institutions).

3.3.1. Government Institutions

DAEM

Financial Resources

DAEM is not financially secure and lacks adequate funding for its operations. Most of the funding for the department comes from government.

Physical Resources

DAEM has 20 computers, and the required number is 35. Of the available computers, 10 have bibliographic management software and analytical software. The software mostly used includes Microsoft Excel (used by at least 10 staff members on a daily basis), SPSS (used by 5 staff members two to three times a week), and STATA (used by 3 staff members two to three times a week). The department reported capacity skills shortages, poor Internet connectivity, and lack of adequate software as some of the software-related challenges.

DAEM does not have any operational vehicles but requires 10 to effectively run its operations.

Research Policy Linkage

Since 2010 DAEM has conducted five policy research projects, and one of them had a communication strategy. The main actors for the department include government ministries, the private sector, farmers and farmer organisations, parliamentary groups, donors, and NGOs/CSOs. DAEM has recently been involved in stakeholder consultations on the formulation of the draft CAPF, ZAIP, and Contract Farming Strategic Framework. During the 2010–2011 period, the department conducted policy dialogues as follows: 10 half-day policy dialogues, 5 one-day conferences, and 5 two-day conferences. At the global level, the department has participated at the FAO conferences on food security, and at the continental level, it participated at the African Union Commission Food Security meeting. Regionally the department has participated at COMESA and SADC meetings.

The department receives direct requests from policy makers, usually on a monthly basis. DAEM submits its budgetary requirements to the Department of Finance, which compiles the ministry's budget before submitting it to the Ministry of Finance for consideration and inclusion into the national budget. DAEM is also mandated to implement agricultural policies. The channels of communication used include policy reports and workshops.

Evidence-based Policy Making

DAEM plays an important role in policy advisory services. The department has been involved with drafting policy documents, reviewing policy drafts, and participating in the validation workshops of the draft policy documents. Examples of recent policies that DAEM has been involved with are the draft CAPF, Irrigation Development Policy, Food and Nutrition Security Policy, FAO Country Programme Framework, COMESA Alliance for Commodity Trade in Eastern and Southern Africa Charter and its Strategic Plan, CAADP Compact, and ZAIP.

Department of Agricultural Mechanisation

Human Resources

The Department of Agricultural Mechanisation has a staff of 41 officials compared to an intended number of 136. In 2011, the department's staff members were 36 men and 5 women. Among the 36 male staff members, 3 had MSc degrees, and 33 had BSc degrees, while all 5 female staff members had BSc degrees. The Department of Agricultural Mechanisation's human resource operations are divided into research and analysis (40 percent), training (30 percent), extension (10 percent), advocacy (5 percent), M&E (5 percent), and knowledge management (10 percent).

Financial Resources

The Department of Agricultural Mechanisation's total annual budget increased from US$1,416,800[3] in 2009 to $3,304,000 in 2011, and its annual expenditure increased from $489,188 to $2,080,237 in 2011. The major funders for the department's operations are government and bilateral and multilateral donors.

[3] All dollars are US dollars.

Physical Resources

The Department of Agricultural Mechanisation has 10 computers, while it requires 30 computers. The available computers have only word processing software. The analytical software used include Microsoft Excel (used by 10 staff members daily—the department produced four reports in 2010–2011 using Excel) and SPSS. The department's staff members require skills training in the use of analytical software. The department has 1 vehicle, and it requires 12 vehicles for its operations.

Research Policy Linkage

Between 2010 and 2011, the Department of Agricultural Mechanisation conducted two research projects. The major actors for the department's research include donors, NGOs/CSOs, ministries, the private sector, and parliamentary groups. The department's communication channels include personal contact with officials, small roundtable discussions, and presentations to officials. The Department of Agricultural Mechanisation also participates at national, regional, and international conferences.

Evidence-based Policy Making

The Department of Agricultural Mechanisation receives requests from the ministry to provide policy advice on food and agriculture–related issues, and in this regard the department lacks capacity.

Statistics and M&E

There is no M&E system in place in the Department of Agricultural Mechanisation. The challenges that the department faces include data collection, processing, analysis, reporting, and sharing. The primary clients when the data are collected include government, NGOs, and farmer unions.

3.3.2. Academic, Research, and Policy Analysis Institutions

Department of Research and Specialist Services

Human Resources

In 2011, the Department of Research and Specialist Services had a staff complement of 76 professionals (55 of these were male, and 21 were female). In terms of educational qualifications, there were 2 PhDs (both male), 18 MSc holders (14 male and 4 female), and 56 BSc holders (39 male and 17 female). The PhD holders were between 41 and 60 years of age, and the MSc and BSc holders ranged between 31 and 60 years of age.

The human resource operations of the Department of Research and Specialist Services are divided into research and analysis (70 percent), training (10 percent), extension (5 percent), M&E (10 percent), and knowledge management (5 percent).

Financial Resources

The Department of Research and Specialist Services' total annual budget increased from $1,907,955 in 2009 to $6,853,000 in 2011 (the recurrent budget was the highest in all years compared to the capital budget). The total annual expenditure increased from $262,342 in 2009 to $4,457,920.

Physical Resources

There were 20 computers in the Department of Research and Specialist Services instead of the required 76. The 20 available computers had bibliographic management software. The frequently used software is Microsoft Excel (used by 56 staff members daily), SPSS (used by 12 staff members on a monthly basis), and SAS (used by 4 staff members on a quarterly basis). Between 2010 and 2011, Microsoft Excel was used to produce 20 reports; 4 reports were produced using SAS and 2 using SPSS. The challenges faced include lack of technical skills and inability to subscribe to and update the old software. The Department of Research and Specialist Services requires 100 vehicles and currently has 24.

Research Policy Linkage

The Department of Research and Specialist Services' major actors include farmers, the private sector, and government (mainly through consultations and policy dialogues). During the 2010–2011 period, the Department of Research and Specialist Services participated in 10 one-day workshops, 2 half-day policy dialogues, and 2 three-day conferences.

Evidence-based Policy Making

The Department of Research and Specialist Services plays a significant role as a policy advisor for government and has five researchers who provide policy advisory services. Between 2007 and 2011, the Department of Research and Specialist Services was involved in the draft CAPF, the National Agricultural Investment Plan, and the Medium Term Plan.

Statistics and M&E

The M&E function of the Department of Research and Specialist Services is weak. The data collection activities during the past five years included a migratory pests survey, crop loss and disease survey, and baseline survey for various crops. The major users are government, farmers' unions, and the private sector.

Agricultural Research Council

Physical Resources

The Agricultural Research Council had two computers with word processing instead of the required four. The required software includes word processing, bibliographic management software, and analytical software. The frequently used software includes SPSS (used by two staff members two to three times a week) and Microsoft Excel (used by four staff members two to three times a week). Between 2010 and 2011, SPSS was used to produce three reports, and Microsoft Excel was used to produce five reports. The challenges related to software include lack of software skills. The Agricultural Research Council requires four vehicles, and it currently has one.

Research Policy Linkage

The Agricultural Research Council conducted five research projects between 2010 and 2011, and two of these had a communication strategy. The main actors include farmers, public organisations, government ministries, the private sector, NGOs, parliamentary groups, and donors. The Agricultural Research Council has been involved in public consultations about provincial priorities, identification of agricultural investment for CAADP, and research and development policy. Between 2010 and 2011 the Agricultural Research Council participated in 15 one-day conferences, 9 half-day workshops, and regional and international meetings (such as the Food, Agriculture and Natural Resources Policy Analysis Network regional dialogues and climate change dialogues). The communication tools used include personal contact with officials (used more than 50 times) and presentations to officials (used more than 12 times during the 2010–2011 period).

Evidence-based Policy Making

The Agricultural Research Council provides policy advisory services to government, and two researchers are tasked to provide these services. The institution has been involved in the formulation of the following: the agricultural policy framework, Harmonised Seed Policy, ZAIP, Guidelines to Wetland Management, and the Conservation Agriculture Strategy.

Policy-making Capacity

The Agricultural Research Council participated in the Agricultural Parliamentary Committee and Natural Resources Parliamentary Committee. The institution also participates in food security–related networks and associations such as the Food, Agriculture and Natural Resources Policy Analysis Network and the Indigenisation Development Wildlife Association. The Agricultural Research Council's main challenge is funding to actively engage and participate in dialogues and other stakeholder engagement platforms.

3.3.3. Key Issues from Individual-level Assessments

The key issues from individual-level assessments include the following:

(a) Limited budgets to carry out mandates of the different institutions

(b) Limited technical staff members (usually linked to limited resources)

(c) Need for staff training in technical analytical skills (especially data capturing, analysis, and reporting) across the different institutions

(d) Most commonly used software for processing data being Microsoft Excel and sometimes SPSS

(e) Inadequate physical equipment (computers and related software as well as vehicles)

(f) Weak M&E capacity for most of the institutions and limited operational resources.

3.4. Recommendations to Address the Capacity Gaps in Policy Analysis and M&E

Table 3.3 summarises issues and recommendations to address capacity gaps in policy analysis as well as M&E.

TABLE 3.3: POLICY ANALYSIS, AS WELL AS MONITORING AND EVALUATION (M&E) ISSUES AND RECOMMENDATIONS

Number	Policy analysis issue	Recommendation
1	Current agricultural policy framework is outdated, and it takes time for agricultural policies to be approved.	Approve the draft Comprehensive Agricultural Policy Framework soon, and reduce the lag time for agricultural policy approval.
2	The policy formulation approach is mainly top down.	Increase use of bottom-up approaches in policy formulation.
3	Stakeholder engagement in agricultural policy formulation is limited by resources availability.	Ensure more resource allocation for stakeholder engagement in agricultural policy formulation.
Number	**M&E issue**	**Recommendation**
1	There is no fully functioning M&E system in the Ministry of Agriculture.	Strengthen the capacity of the newly established M&E system in the ministry to provide effective M&E services.
2	There is no central agricultural information management system.	Establish and strengthen the capacity of an agricultural information management system linked to a M&E system.
3	Skills training in analytical aspects are lacking in some institutions.	Strengthen analytical skills capacity of agriculture-sector institutions.
4	Use of M&E functions is very low in most of the institutions due to resource limitations.	Improve resource allocation (financial and technical) to M&E services.

4. INVESTMENT PLANNING

4.1. Recommendations to Enhance Capacity for Investment Planning

The recommendations to enhance capacity for investment planning include the following:

(a) Establish a national Strategic Analysis Knowledge Support System node to provide evidence-based knowledge and support to agriculture-sector policy planning, investment planning, M&E, mutual accountability, and reviews among actors.

(b) Strengthen the capacity of DAEM in policy analysis and prioritisation of investment planning and budgeting among key drivers of the country's agriculture sector.

(c) Establish standardised investment planning and budgeting framework and templates and train relevant staff members on how to use them across all levels of government in the agriculture sector (national, provincial, and district levels).

(d) Strengthen the agricultural information management system at the national level and communication flows across all levels of government (national, provincial, and district) and among actors.

(e) Strengthen the capacity of the newly established M&E unit in DAEM, focusing on data collecting, capturing, processing, and reporting at all levels of government and among various actors.

5. KNOWLEDGE MANAGEMENT

The concept of knowledge management is not widely used in the agriculture sector in the country. Substantial efforts would be required to build capacity and raise awareness of knowledge management application in policy planning and implementation. The challenges faced with application of knowledge management in agricultural policy include the following:

(a) Nonexistent or nonfunctioning knowledge support systems

(b) Limited knowledge dissemination and sharing among actors in the agriculture sector

(c) Lack of knowledge management instruments

(d) Lack of skills and capacity in knowledge management in the various institutions interviewed.

5.1. Recommendations to Enhance Knowledge Management in the Agriculture Sector

The recommendations to enhance knowledge management in the agriculture sector include the following:

(a) Develop a knowledge management system for the agriculture sector in DAEM.

(b) Build capacity and skills in knowledge management in DAEM and other institutions in the agriculture sector and training and awareness among all relevant actors who would contribute to the system.

(c) Strengthen existing stakeholder knowledge-sharing platforms and ensure that they extend their reach to the grassroots level across the country.

(d) Encourage more partnerships on agricultural programmes among various actors (the public, the private sector, development partners, and so forth) and facilitate knowledge generation and management within these partnerships.

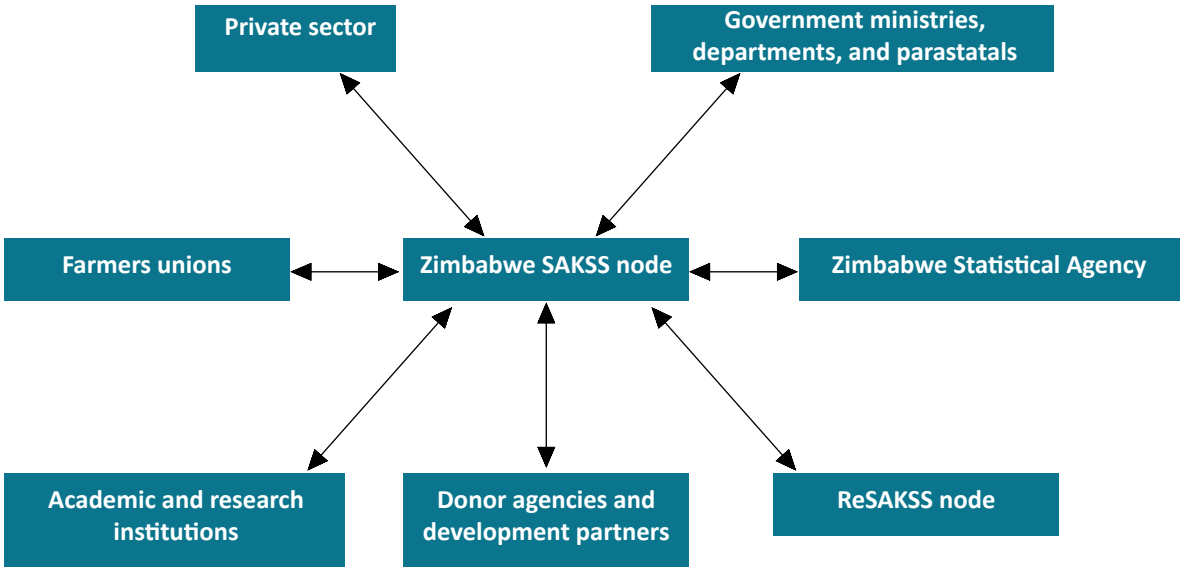
(e) Procure resources (financial and technical) to operate the knowledge management system.

6. CAPACITY-STRENGTHENING STRATEGY

The capacity needs assessment above was used to develop a capacity-strengthening strategy for Zimbabwe's agriculture-sector actors. The strategy proposes the need for a national SAKSS. The capacity-strengthening strategy synthesis identified capacity gaps; challenges and issues; strategic interventions in the three key thematic areas of (1) policy analysis and investment planning, (2) M&E, and (3) knowledge management; and an implementation framework.

A summary of the proposed SAKSS node and various actors targeted by the strategy is presented in Figure 6.1. The final plan is subject to availability of resources and agreements with relevant actors.

FIGURE 6.1: ZIMBABWE SAKSS NODE AND ACTORS NETWORK DIAGRAM



Source: Authors

Note: ReSAKSS = Strategic Analysis and Knowledge Support System; SAKSS = Strategic Analysis and Knowledge Support System.

6.1. Strategic Interventions

The implementation of the SAKSS in Zimbabwe will require strategic focus. The strategic interventions will be guided by the following mission, vision, and objectives.

Mission: To strengthen key institutions in the food and agriculture policy process through enhancing policy formulation, strategic planning, and coordination

Vision: Establish a functional Zimbabwe SAKSS node that increases food and nutrition security for agricultural development through evidence-based policy making and implementation

Objectives:

- To enhance stakeholder and institutional capacity in strategic planning, investment planning, knowledge management, and M&E
- To establish a multistakeholder platform to generate information and ensure a harmonised approach in influencing agricultural policy, effective use of resources, and CAADP implementation in Zimbabwe
- To enhance agricultural coordination of food and nutrition security.

6.2. Thematic Areas of Intervention

The above-mentioned objectives have derived the thematic interventions, which are highlighted in Table 6.1. However, the proposed activities shown are indicative as they can be validated.

TABLE 6.1: THEMATIC AREAS OF INTERVENTIONS AND ESTIMATED COSTS

Intervention	Activity detail	Estimated cost (in US dollars)
Agricultural policy analysis and investment planning	Training data collection and analysis, study design, writing of policy briefs, and presentation of data results	40,000
	Strengthening agricultural investment planning	35,000
	Developing data collection protocols/instruments for policy analysis and investment planning	20,000
	Strengthening the multistakeholder platforms for agricultural policy dialogue and advocacy	25,000
Monitoring and evaluation (M&E)	Reviewing of M&E indicators for sectorwide monitoring in Zimbabwe	30,000
	Integrating the M&E system in the National Agricultural Investment Plan	15,000
	Strengthening the M&E system of the Ministry of Agriculture, Mechanisation and Irrigation Development	35,000
	Training of staff on M&E systems	
Knowledge management	Strengthening knowledge-sharing and learning processes in the agriculture sector	20,000
	Equipping the ministry with a more supportive knowledge-sharing and learning infrastructure	15,000
	Fostering partnerships for broader knowledge sharing and learning	10,000
	Promoting a supportive knowledge-sharing and learning culture	10,000
Total		**270,000**

Source: Based on study findings.

6.2.1. Agricultural Policy Analysis and Investment Planning

Agricultural policy analysis and investment planning are important in the agriculture sector, and it has been realised that key actors lack the capacity to carry out agricultural policy analysis, investment planning, and M&E. It is important for interventions to be made in following areas:

- Enhancement of skills in data collection and analysis, study design, writing of policy briefs, and presentation of data results
- Strengthening of agricultural investment planning
- Increasing of staff motivation at all levels
- Development of data collection protocols/instruments for policy analysis and investment planning
- Strengthening of multistakeholder platforms for agricultural policy dialogue and advocacy

The areas of intervention are important in enhancing the capacity to carry out evidence-based policy making and the decision-making process. The capacitation of actors will be made by identifying the key actors and the technical support coming from ReSAKSS-SA.

6.2.2. Monitoring & Evaluation

M&E is crucial so as to increase accountability and transparency in implementing CAADP at the national level. It is important that key actors to be trained in data collection, processing, measuring, and M&E so as to gauge progress to be made in achieving objectives and outputs under CAADP.

It is important for interventions to be made in the following areas under M&E:

- Review of M&E indicators for sectorwide monitoring in Zimbabwe
- ReSAKSS's assisting in integrating the M&E system in ZAIP
- Strengthening of the M&E system of MAMID
- Training of staff on the M&E system.

6.2.3. Knowledge Management

Data in the agriculture sector are available and scattered within different departments, institutions, and systems. However, this makes them difficult to access by actors for analysis, policy making, and decision making.

The areas of intervention include the following:

- Strengthening knowledge-sharing and learning processes in the agriculture sector
- Equipping MAMID with a more supportive knowledge-sharing and learning infrastructure
- Fostering partnerships for broader knowledge sharing and learning
- Promoting a supportive knowledge-sharing and learning culture.

7. CONCLUSIONS

The capacity needs assessment study identified the following issues regarding capacity needs among agriculture-sector actors:

(a) Respondents don't have much confidence in the level of leadership in the policy process, application of M&E, and the existence of mechanisms for coherence in the agriculture sector.

(b) There is a lack of financial resources to implement agricultural programmes and activities of different institutions. Financial limitations from the ministry also affect stakeholder consultations on agricultural policy issues.

(c) There is a lack of a fully developed M&E system in MAMID, and in other institutions in the sector where such a system exists, it is not fully operational due to financial and technical skills shortages.

(d) There is a need for staff training in technical analytical skills (especially data capturing, analysis, and reporting) across the different institutions.

(e) There is a lack of an information management system for the sector.

(f) There is a need for capacity in stakeholder engagements and collaborations among different institutions in the sector.

(g) Generation of evidence-based knowledge systems to support policy formulation and implementation is required.

The recommendations for a capacity-strengthening strategy and the establishment of a national SAKSS node to provide evidence-based knowledge and support to the agriculture-sector policy planning, investment planning, M&E, mutual accountability, and reviews among actors include the following:

(a) Strengthen the capacity of the newly established M&E unit in DAEM, focusing on data collection, capturing, processing, and reporting at all levels of government and among various actors.

(b) Strengthen the capacity of DAEM in policy analysis, prioritisation of investment planning, and budgeting among key drivers of the country's agriculture sector.

(c) Establish standardised investment planning and budgeting frameworks and templates, and train relevant staff members on how to use them across all levels of government in the agriculture sector (national, provincial, and district levels).

(d) Strengthen the agricultural information management system at the national level and communication flows across all levels of government (national, provincial, and district) and among actors.

(e) Develop a knowledge management system for the agriculture sector in DAEM.

(f) Build capacity and skills in knowledge management in DAEM and other institutions in the agriculture sector, and build training and awareness among all relevant actors who would contribute to the system.

(g) Strengthen the existing stakeholder knowledge-sharing platforms and ensure that they extend their reach to the grassroots level across the country.

(h) Encourage more partnerships on agricultural programmes among various actors (the public, the private sector, development partners, and so forth), and facilitate knowledge generation and management within these partnerships.

(i) Procure resources (financial and technical) to operate the knowledge management system.

(j) Improve stakeholder engagements in policy planning, implementation, and evaluation. The agricultural policy framework is mainly top down, and more bottom-up processes are required to inform policy processes.

(k) Improve use of evidence-based knowledge systems in policy planning, implementation, and evaluation, which is currently limited in the country's agricultural policy processes.

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APPENDIX 1: TERMS OF REFERENCE

Capacity-strengthening Strategy through Capacity Needs Assessment for Country Strategic Analysis and Knowledge Support System (SAKSS)

1. Preamble

With the Maputo Declaration of Agricultural Ministers of African countries in 2003, the Comprehensive Africa Agriculture Development Programme (CAADP) has become the vehicle for directing agricultural development efforts and partnerships in Africa. To date, more than 29 countries including 7 Southern African Development Community member states have gone through the CAADP roundtable process, and a majority of them are now elaborating their agricultural investment plans, which detail key investment areas for achieving agriculture-sector objectives.

The CAADP process is progressing in these countries albeit at various rates. One of the key elements needed for the success of the CAADP process and the achievement of its goals at the country level is the continuous generation of evidence for the design, implementation, and modification of various programmes and interventions in the agriculture sector. To address this need the country compacts signed so far by the countries identify the need for the establishment of mechanisms for continuous analysis of emerging issues, constraints, and challenges facing the agriculture sector and for developing a system of information generation, monitoring and evaluation (M&E), and knowledge management. Thus, the setting up of country-level knowledge platforms, country SAKSSs, to focus on country-specific analytical and capacity needs, working in close collaboration with Regional Strategic Analysis and Knowledge Support System (ReSAKSS) platforms, is seen as an important initiative in the CAADP process.

At the heart of the CAADP agenda is the need to improve the quality of policy and strategy planning and implementation in order to accelerate growth and progress toward poverty reduction and food and nutrition security. This calls for human and physical capacities, analytical tools, and information to generate credible, timely, and high-quality knowledge products to inform and guide agriculture-sector policies, in particular planning and review processes. However, capacity to generate evidence-based information, M&E, and knowledge sharing through effective communication of the information and knowledge to the policy makers and promotion of policy dialogue needs strengthening to varying degrees in all countries.

In order to customize the SAKSS concept to each country's context and capacity needs, the first important step is to undertake a capacity needs assessment and to formulate a capacity-strengthening strategy for each country.

International Water Management Institute–Southern Africa/ReSAKSS–Southern Africa now wishes to hire an experienced consultant to undertake a capacity needs assessment for country SAKSS and development of a capacity-strengthening strategy. The consultant is to undertake this task in Zimbabwe based on long experience with agricultural/rural development M&E and capacity needs assessment in Southern Africa.

2. Strategic Questions

Key questions around capacity needs assessment and capacity development include the following:

a) What are the country-specific needs for strategic agricultural policy analysis and investment planning, M&E, and knowledge management?

b) What individual and organisational capacities are needed for strategic agricultural policy analysis and investment planning, M&E, and knowledge management in the short, medium, and long terms to satisfy those needs?

c) How can these capacities be harnessed through their effective use in the organisations involved in the CAADP process, particularly for strategic agricultural policy analysis and investment planning, M&E, and knowledge management?

d) What institutional and capacity constraints exist in the policy process for the policy organisations to play their role effectively to meet the objectives of CAADP?

e) How can such capacity gaps be identified and filled?

Answering these questions through a capacity needs assessment and a capacity-strengthening strategy is an important first step to customize the SAKSS concept (Annex 1) to each country's context and capacity needs.

International Food Policy Research Institute researchers and ReSAKSS coordinators will guide the local consultants to carry out the assessments and produce individual country reports, which will be published as individual ReSAKSS working papers. Findings and recommendations from the surveys will be used to design and implement country-specific capacity-strengthening strategies toward the establishment of a functional country SAKSS node. The April 2012 workshops held in Nairobi and Dakar provide the basis for initiating the needs assessment exercise in the "SAKSS-ready" group of countries.

3. Objective

The overall objective of the country-level capacity needs assessment is to develop a country-specific capacity-strengthening strategy to meet the strategic analysis and knowledge management needs of the country CAADP process. The specific objective of the capacity needs assessment in selected countries is to identify areas for improving the quality and utility of agricultural policy analysis and investment planning, M&E, and knowledge management at the country level. The findings of the study will be used in designing and establishing country SAKSSs or in strengthening existing ones.

4. Context, Levels, and Themes

The development of the capacity-strengthening strategy will be undertaken in the context of contributing to the CAADP process through establishment of a SAKSS. The capacity needs assessment will be undertaken at three levels, namely, (1) individual, (2) organisational, and (3) policy process levels.

Specific thematic areas for capacity needs assessment will include evidence generation through:

(a) strategic policy analysis and investment planning,

(b) M&E, and

(c) knowledge management and sharing at the country level to help in the CAADP implementation process.

Capacity for strategic policy analysis and investment planning, for example, will involve specific research and analytical skills for evidence generation. This will further include skills for data generation, processing, and analysis of policy alternatives and impact assessment of the policies and programmes that are implemented as part of the CAADP process.

In terms of assessing the capacity of M&E systems, for example, identifying what systems for M&E are in place, strengthening them, and improving their synergy to provide sufficient data for producing periodic reports on the performance of the agriculture sector and at the country level (such as the ReSAKSS flagship Agricultural Trends and Outlook Reports) need particular attention.

These will include, but not be limited to, assessment of

a) indicators (definitions and measurements) for tracking policy and planning processes and agricultural funding, monitoring performance in the agricultural and rural sectors, and monitoring changes in development outcomes (e.g., poverty, food and nutrition security, hunger);

b) data sources on the above, including instruments and tools;

c) periodicity of data collection and reporting on indicators;

d) data and knowledge management and analytical tools;

e) availability of data, tools, and reports, including population targeted; and

f) integration of different data and M&E systems for monitoring and reporting on overall national growth and development objectives and assessing the impact of policies and programmes on growth and development objectives.

Assessing the capacity for knowledge management and sharing information will involve, for example, systems for storing and managing data and communicating information using different knowledge products and channels to target different audiences.

Strengthening capacity of the policy process will help identify opportunities for involving policy decision makers to demand policy analysis outputs and to put them into effective use. The policy process differs from country to country depending on the nature of leadership and governance. Nevertheless, the mapping of the policy process by identifying key players and actors, their roles, and their influence will help in identifying opportunities for strengthening the policy processes for effective implementation of CAADP investment plans.

5. Specific Terms of Reference

Assess the existing capacity for strategic policy analysis and investment planning at the country level. This will require identifying key individuals within those organisations that are currently contributing to generation of evidence for policy making in the agricultural sector. This level of assessment includes but is not limited to the following:

a) Key informant interviews to assess the need for human capacity in terms of total number of professionals and their qualifications needed for strategic policy analysis, M&E, and knowledge management and sharing.

b) Use of formal instruments to identify the existing human capacity in the organisations involved in policy research and analysis, M&E, and knowledge management and sharing.

c) Identification of capacity gaps by compilation and analysis of disaggregated data by gender, education attainment, and area of specialization.

d) Development of a baseline database on individual capacities including individuals' education, training, and experience, by organisations, which will be used for periodic monitoring of progress made toward implementing the capacity-strengthening strategy.

- Assess organisational capacity and identify areas for improving the quality and utility of agricultural policy analysis and investment planning and implementation and M&E including strengthening organisations' capacity to produce periodic reports on the performance of the agriculture sector such as the ReSAKSS flagship Agricultural Trends and Outlook Reports. This will include, but not be limited to, the following:

    a. Develop an annotated list (including a map showing linkages) of the roles and responsibilities of the

major state and nonstate organisations involved in strategic policy analysis, investment planning, M&E, and knowledge management and sharing.

b. Assess the existing organisational capacity for strategic policy analysis, investment planning, M&E, and knowledge management and sharing, and identify the areas for strengthening their efficiency, effectiveness, and sustainability.

c. Assess the existing data and M&E systems related to tracking implementation of CAADP processes and identifying areas for strengthening the systems for effectiveness, efficiency, and sustainability.

d. Assess the existing content and knowledge management systems related to agricultural and rural development and identify areas for strengthening the systems' effectiveness, efficiency, and sustainability.

- Assess the institutional and capacity constraints in the policy process related to CAADP implementation (including development and implementation of investment plans) with particular reference to effective use of evidence (including policy analysis results and M&E data) in policy and programme design and in investment planning. Specific activities and outputs include the following:
- Develop a network map of major decision makers in the agriculture and rural development sectors (e.g., ministers, senior government officials [secretaries, directors, and so forth], parliament members, federal executive councils, state governors, other cabinet members, donors), their roles, and their levels of influence through discussions with key informants.
- Assess the demand for policy analysis results, M&E data, and other forms of knowledge by various players and actors in the policy process. Identify the cycle of major ARD-related events/policy discussions/planning processes (e.g., budget preparation) and key M&E data and policy analysis used and demanded.
- Assess how evidence-based information is used by policy makers and for what purposes.
- Analyse the current institutional and capacity constraints in the policy process that impede the design and implementation of investment plans and identify specific opportunities for strengthening the policy process.
- Based on the above three levels of assessments across the three themes, develop a capacity-strengthening strategy for the country SAKSS. This will include, but not be limited to the following:
- Identification of specific capacity-strengthening activities and opportunities for strengthening the individual, organisational, and policy process capacity with particular reference to the components and structure or architecture of the country SAKSS (e.g., coordination team, network and members [institutions and key individuals], host institution[s], governance structure, and members)
- Relating the capacity-strengthening activities identified to the roles and responsibilities of the individuals and organisations involved in strategic policy analysis, M&E, development and implementation of investment plans, and knowledge management
- Making suggestions about how individual capacities could be effectively used by the country SAKSS
- Developing an initial capacity-strengthening work plan of SAKSS, including inputs, outputs, and expected outcomes as well as the roles and responsibilities of different actors to be involved.

6. Deliverables and Timelines:

The main deliverable of this exercise is the comprehensive peer-reviewed ReSAKSS working paper on the country-level capacity-strengthening strategy based on the capacity needs assessment. The working paper will contain three major elements.

1. Needs assessment reports: The needs assessment component will be completed within three months of signing the contract. This will be based on the first three tasks listed above.

2. Baseline database for capacity M&E: A major output of the capacity needs assessment exercise is the development of the baseline database that could be tracked and monitored in the study countries. The capacity development strategy will be linked to the existing capacity and the level of capacity needed through the database. This deliverable is due within a month of completion of the needs assessment report.

3. Capacity-strengthening strategy and the full report: Within a month after completion of the needs assessment, the capacity-strengthening strategy will be developed and incorporated into the full report. The full report will contain all the above elements including an introductory section, a methodological section, and a concluding section.

7. Logistics:

The respective ReSAKSS coordinators will work with the identified in-country collaborators to facilitate the contracts and communications related to meeting the deadlines and deliverables. A senior researcher from the International Food Policy Research Institute will provide the technical backstopping to the capacity development exercise.

APPENDIX 2: POLICY FORMULATION–LEVEL CHECKLIST

1. What do you understand with regard to strategic policy analysis, investment planning, monitoring and evaluation, and knowledge sharing and management at the policy level?
2. Is your organisation involved in policy making in Zimbabwe?
3. Which policy formulations were you involved in in Zimbabwe?
4. Who are the major players in policy making in Zimbabwe, and what are their roles?
5. How are you involved in knowledge sharing and management in the agriculture sector?
6. What are the challenges being faced at the organisational level with regard to policy formulation, monitoring and evaluation, and knowledge sharing and management?

APPENDIX 3: POLICY-LEVEL CAPACITY ASSESSMENT QUESTIONNAIRE

Capacity Assessment of the Policy Process Institutions

Interview Schedule

This interview will be carried out by the study researcher. Chairpersons and heads of the policy process institutions will be interviewed.

For the purposes of this study, policy process institutions include organisations, committees, councils, boards, task forces, associations, networks, and other similar groups that participate in food and agricultural policy-making processes in the country. They could be formal institutions set up by the public sector such as parliamentary committees, by the private sector such as agribusiness associations, or by civil society organisations such as food security networks or farmer associations. Any informal groups that participate in the policy process should be explored and interviewed as well.

The purpose of the interview is to carry out an assessment of the capacity of the institutions involved in the policy process. This interview is expected to take 1.0 to 1.5 hours.

The focus of the interview will be on the core capabilities of the policy process institutions. Each capability is assessed with a select number of indicators. Ask the interviewee to reflect on his or her organisation's strengths and weaknesses in relation to each of the underlined indicators, as of January 1, 2012. Following the assessment of each capability, ask the interviewee to describe where and how support for institutional and individual capacities is needed. Record the interviewee's responses under Suggestions for improvement. Last, score the organisation based on the scale provided for each indicator.

General information			
1.1 Name of the institution/organisation/committee/council/board/task force/association/network (herein referred to as your organisation):			
1.2 Name of the evaluator:			
1.3 Date and time of the interview:			
1.4 Location of the interview:			
1.5 Name and contact details:			
1.6 What is your function/role/job title in the organisation:			
1.7. List below the name/gender/education/current occupation of the other members of your organisation/ committee/council/board/task force/association/network:			
Name	**Gender**	**Education**	**Occupation**
1.			
2.			
3.			

General information			
Name	**Gender**	**Education**	**Occupation**
4.			
6.			
7.			
8. (add more as needed)			
1.8. Since when has your institution participated in/supported the policy process in the food and agriculture sector?			
1.9. Since when have you personally been involved with this organisation?			
1.10. In general, what are your impressions about the role of this organisation in the policy process?			
1.11. List the institutions and committees in the country that play a similar role in the policy process in the food and agriculture sector (please list ALL those mentioned by the interviewee):			
1._____			
2._____			
3._____			
1.12 List the policies/strategies that were developed in the past five years with the involvement of your organisation and the corresponding policy strategy/document that was produced.			
1._____			
2._____			
3._____			

I. Capability to act and commit—level of effective leadership in the policy process:

1. **Leadership is responsive, inspiring, and sensitive.** (How would you describe the political leadership of the food and agriculture sector? This refers to the leadership in government policy making [minister of agriculture, prime minister, president, or whoever leads the policy process of the sector]. Strong leadership is defined as being goal driven, strategic, and operational.)

Strengths:
Weaknesses:
Suggestions for improvement:
Score: 1. Highly responsive. 2. Responsive. 3. Neutral. 4. Nonresponsive. 5. Highly nonresponsive

2. **Leaders of the policy process organisations provide appropriate strategic guidance (strategic leader, operational leader, or both)**. (To what extent does the leader[s] provide strategic direction to the members of the organisation? This refers to all leaders of the political organisations engaged in the policy process—parliamentary committees, food security task forces, and policy-making mechanisms and bodies.)

Strengths:
Weaknesses:
How to improve:
Score: 1. Highly strategic. 2. Strategic. 3. Neutral. 4. Nonstrategic. 5. Highly nonstrategic.

3. **Member or staff turnover in your organisation is relatively low**. (Explain the frequency of membership/staff turnover in your organisation and the reason for its frequency.)

Strengths:
Weaknesses:
How to improve:
Score: 1. Strongly agree. 2. Agree. 3. Neutral. 4. Disagree. 5. Strongly disagree.

4. **Members and staff of your organisation have the necessary skills to use evidence for strategic analysis and other policy-related work.** (Do members/staff have the skills necessary to effectively use the available evidence and knowledge to engage in policy discussions and dialogues? What skills might they need?)

Strengths:
Weaknesses:
How to improve:
Score: 1. Highly skilled. 2. Skilled. 3. Average. 4. Low skilled. 5. Very low skilled.

5. **Appropriate incentives are in place to sustain member/staff motivation.** (What makes members/staff want to contribute to common food and agricultural policy goals? Incentives could be financial, nonfinancial, awards, recognition, gaining prestige, ability to influence policies, and so forth.)

Strengths:
Weaknesses:
How to improve:
Score: 1. Very high. 2. High. 3. Average. 4. Low. 5. Very low.

6. **There is adequate funding from multiple sources to cover the cost of operations.** (How diversified are the funding sources of the organisation over time? How has the level of funding changed over time? Does the funding cover all of your organisation's costs?)

Strengths:
Weaknesses:
How to improve:
Score: 1. Highly adequate. 2. Adequate. 3. Neutral. 4. Low. 5. Very low.

II. Capability to adapt, learn, and self-renew—level of effective application of monitoring and evaluation (M&E)

7. **Activities, outputs, outcomes, and performance markers are effectively assessed through M&E activities to address the goals of the food and agriculture sector's programmes and policies**. (What does the sector-level M&E system look at? What type of information does your organisation get? At the individual level? Project level? Organisational level?)

Strengths:
Weaknesses:
How to improve:
Score: 1. Highly effective. 2. Effective. 3. Neutral. 4. Ineffective. 5. Very ineffective.

8. **Sector reviews are performed, and other research evidence is collected to effectively assess the effects of delivered products and services (outcomes) for future strategy making**. (What type of information does the organisation seek and use to make decisions? Does it come from your own reviews or from commissioned research? Does M&E information influence strategic planning and modification of policies and programmes?)

Strengths:
Weaknesses:
How to improve:
Score: 1. Highly effective. 2. Effective. 3. Neutral. 4. Ineffective. 5. Very ineffective.

9. **Internal management and evaluation of your organisation stimulates frequent critical reflection that results in learning from mistakes**. (Do members/staff talk formally about changes to the policies and programmes in the food and agriculture sector? If so, how frequent are these meetings? Are members/staff comfortable raising issues that reflect poorly on the government?)

Strengths:
Weaknesses:
How to improve:
Score: 1. Highly effective. 2. Effective. 3. Neutral. 4. Ineffective. 5. Very ineffective.

10. **Members/staff of your organisation feel free to come up with ideas for implementation of agricultural policy objectives.** (Do members/staff feel that ideas that they bring for implementation of the programme are welcomed, discussed, and effectively used in the policy-making process?)

Strengths:
Weaknesses:
How to improve:
Score: 1. Highly effective. 2. Effective. 3. Neutral. 4. Ineffective. 5. Very ineffective.

11. **Your organisation has an effective system to stay in touch with general trends and developments in the food and agriculture sector.** (How does your organisation know what is happening in the sector, and how does your organisation respond to this information?)

Strengths:
Weaknesses:
How to improve:
Score: 1. Highly effective. 2. Effective. 3. Neutral. 4. Ineffective. 5. Very ineffective.

12. **Your organisation is effective in being open and responsive to its actors and the general public.** (What mechanisms does your organisation have to obtain input from actors? How is such information processed, and what does your organisation do with that input?)

Strengths:
Weaknesses:
How to improve:
Score: 1. Highly effective. 2. Effective. 3. Neutral. 4. Ineffective. 5. Very ineffective.

III. Capability to deliver on mandate and development objectives—extent to which your organisation delivers on planned objectives and mandates

13. **Your organisation has clear operational plans to carry out its mandate and objectives, which all members/staff fully understand.** (Does each mandate and objective have an operational work plan and budget? Do members/staff apply this plan in their day-to-day operations?)

Strengths:
Weaknesses:
How to improve:
Score: 1. Strongly agree. 2. Agree. 3. Neutral. 4. Disagree. 5. Strongly disagree.

14. **Your organisation delivers its planned outputs in a timely fashion.** (Are staff able to carry out your organisation's operational plans? Why or why not?)

Strengths:
Weaknesses:
How to improve:
Score: 1. Strongly agree. 2. Agree. 3. Neutral. 4. Disagree. 5. Strongly disagree.

15. **Your organisation has mechanisms in place to verify that its services meet client, stakeholder, or beneficiary needs.** (How does your organisation know that its services are meeting client, stakeholder, or beneficiary needs?)

Strengths:
Weaknesses:
How to improve:
Score: 1. Strongly agree. 2. Agree. 3. Neutral. 4. Disagree. 5. Strongly disagree.

IV. Capability to coordinate and relate—level of engagement of your organisation in networks, alliances, and collaborative efforts

16. **Your organisation maintains effective coordination of its partner organisations and stakeholder groups for the benefit of the food and agriculture sector**. (Does your organisation engage external groups in developing their policies and strategies? If so, how? Does your organisation effectively coordinate all members' roles and make them accountable through continuous interactions?)

Strengths:
Weaknesses:
How to improve:
Score: 1. Strongly agree. 2. Agree. 3. Neutral. 4. Disagree. 5. Strongly disagree.

17. **Your organisation effectively maintains relationships with existing networks/alliances/partnerships.** (What networks/alliances/partnerships does your organisation engage in and why? Are they domestic or international? What do they do together, and how do they do it?)

Strengths:
Weaknesses:
How to improve:
Score: 1. Strongly agree. 2. Agree. 3. Neutral. 4. Disagree. 5. Strongly disagree.

V. Capability to achieve policy and strategy coherence—existence of mechanisms for coherence in the food and agriculture sector

18. **Vision, mission, and strategies are regularly discussed within your organisation**. (Are there a vision, a mission, and strategies for the functioning of your organisation? How often does your organisation discuss/revise its vision, mission, and strategies? Who is involved in this process?)

Strengths:
Weaknesses:
How to improve:
Score: 1. Strongly agree. 2. Agree. 3. Neutral. 4. Disagree. 5. Strongly disagree.

Any other issues that come up:

Thank you very much for your cooperation!

APPENDIX 4: INSTITUTIONAL SCORING PER QUESTIONNAIRE OVERALL STATEMENTS

Scoring Target System

High strategic/Highly responsive/Strongly agree/Highly skilled/Very high/Highly adequate/Highly effective

Strategic/Responsive/Agree/Skilled/High/Adequate/Effective/Neutral/Average

Nonstrategic/Nonresponsive/Disagree/Low skilled/Low/Ineffective

Highly nonstrategic/Highly nonresponsive/Strongly disagree/Very low skilled/Very low/Highly ineffective

	Organisation and average score												
Section title	**ARDA**	**DAEM**	**DRSS**	**ARC**	**PIB**	**DAM**	**LPD**	**ACFD**	**DAEE**	**AGRITEX**	**ZFU**	**DAEFT**	**Average score**
Capability to act and commit—level of effective leadership in the policy process	2	3	3	4	3	4	3	3	4	3	3	3	**3**
Leadership is responsive, inspiring, and sensitive	2	2	2	4	3	2	1	3	2	2	3	2	**2**
Leaders of the policy process organisations provide appropriate strategic guidance	1	2	1	4	3	3	1	3	3	3	3	2	**2**
Member or staff turnover in your organisation is relatively low	3	3	2	4	3	5	5	1	5	2	5	5	**4**
Members and staff of your organisation have the necessary skills to use evidence for strategic analysis and other policy-related work	2	3	3	3	3	5	3	4	2	3	3	3	**3**
Appropriate incentives are in place to sustain member/staff motivation	2	2	4	5	4	5	5	5	5	4	3	3	**4**
There is adequate funding from multiple sources to cover the cost of operations	4	4	4	4	4	5	5	4	5	4	3	3	**4**

	Organisation and average score												
Section title	**ARDA**	**DAEM**	**DRSS**	**ARC**	**PIB**	**DAM**	**LPD**	**ACFD**	**DAEE**	**AGRITEX**	**ZFU**	**DAEFT**	**Average score**
Capability to adapt, learn, and self-renew—level of effective application of M&E	3	3	2	2	3	4	3	3	2	3	3	2	3
Activities, outputs, outcomes, and performance markers are effectively assessed through M&E activities to address the goals of the food and agriculture sector's programmes and policies	2	3	1	1	2	4	3	4	2	4	3	3	3
Sector reviews are performed, and other research evidence is collected to effectively assess the effects of delivered products and services (outcomes) for future strategy making	3	2	3	3	2	4	3	3	2	4	4	2	3
Internal management and evaluation of your organisation stimulates frequent critical reflection that results in learning from mistakes	2	2	3	2	3	4	3	3	2	3	3	2	3
Members/staff of your organisation feel free to come up with ideas for implementation of agricultural policy objectives	2	2	3	3	4	4	3	3	3	4	3	2	3
Your organisation has an effective system to stay in touch with general trends and developments in the food and agriculture sector	3	3	2	2	2	4	2	3	2	2	2	2	2
Your organisation is effective in being open and responsive to its actors and the general public	3	1		1	2	4	3	3	2	3	2	2	2

Section title	Organisation and average score												
	ARDA	DAEM	DRSS	ARC	PIB	DAM	LPD	ACFD	DAEE	AGRITEX	ZFU	DAEFT	Average score
Capability to deliver on mandate and development objectives—extent to which your organisation delivers on planned objectives and mandates	2	2	2	2	2	3	2	3	2	3	3	1	2
Your organisation has clear operational plans to carry out its mandate and objectives, which all members/staff fully understand	2	1	1	1	2	3	1	3	3	3	3	1	2
Your organisation delivers its planned outputs in a timely fashion	3	2	3	4	2	4	4	3	2	2	3	1	3
Your organisation has mechanisms in place to verify that its services meet client, stakeholder, or beneficiary needs	2	3	3	1	2	3	1	2	2	3	2	2	2
Capability to coordinate and relate—level of engagement of your organisation in networks, alliances, and collaborative efforts	2	2	2	2	2	4	1	2	2	2	3	2	2
Your organisation maintains effective coordination of its partner organisations and stakeholder groups for the benefit of the food and agriculture sector	3	2	2	1	2	4	1	2	2	2	3	2	2
Your organisation effectively maintains relationships with existing networks/ alliances/partnerships	1	2	2	2	3	4	1	2	2	2	2	2	2

Section title	Organisation and average score												
	ARDA	DAEM	DRSS	ARC	PIB	DAM	LPD	ACFD	DAEE	AGRITEX	ZFU	DAEFT	Average score
Capability to achieve policy and strategy coherence—existence of mechanisms for coherence in the food and agriculture sector	3	2	3	2	2	4	1	2	3	3	3	2	3
Vision, mission, and strategies are regularly discussed within your organisation	2	2	2	2	2	4	1	1	2	3	3	2	2
Operational guidelines to achieve policy and strategy coherence in the food and agriculture sector are in place, and the organisation effectively follows them to achieve coherence by working with members and actors	3	2	3	1	2	3	1	3	3	3	2	1	2

Source: Authors based on data from interviews

Note: ACFD = African Centre for Fertilizer Development; AGRITEX = Department of Agricultural, Technical and Extension Services; ARC = Agricultural Research Council; ARDA = Agricultural and Rural Development Authority; DAEE = Department of Agricultural Economics & Extension, University of Zimbabwe; DAEFT = Department of Agricultural Education and Farmer Training; DAEM = Department of Agricultural Economics and Markets; DAM = Department of Agricultural Mechanisation; DRSS = Department of Research and Specialist Services; LPD = Department of Livestock Production and Development; M&E = monitoring and evaluation; PIB = Pig Industry Board; ZFU = Zimbabwe Farmers' Union.

APPENDIX 5: KEY AGRICULTURE ACTORS INVOLVED IN THE AGRICULTURE POLICY PROCESS AND THEIR ROLES

Number	Institution	Role
	Government institution	
1	Ministry of Agriculture, Mechanisation and Irrigation: Department of Agricultural Economics and Markets	Formulates, reviews, monitors, and evaluates agricultural policy in consultation with the agriculture key actors
2	Ministry of Finance: Development and Economic Cooperation	Formulates and coordinates macroeconomic policies and effectively mobilizes, allocates, and manages account of the financial public resources
3	Zimbabwe Statistical Agency	Plays a coordination and supervisory role with the national statistical system, has the authority to certify and designate any statistics having been satisfied that all quality requirements are met
4	Ministry of Industry and Commerce	Coordinates the agricultural industry through its implementation of the industrial and trade policies in collaboration with the Ministry of Agriculture
5	Food and Nutrition Security Taskforce	Under the Office of the President, focuses and coordinates issues in relation to food and nutrition security; acts as an advisory board; and makes major decisions about agriculture
6	Grain Marketing Board	Acts as the food reserve agency in Zimbabwe, ensures national food security through the efficient and sustainable management of the Strategic Grain Reserve
7	Parliament Portfolio Committee on Agriculture	Provides direction and oversight in the agriculture sector as it gives input into legislation being developed through debates on bills to be enacted
8	Cold Storage Commission	Acts as a government parastatal, promotes the beef industry in Zimbabwe
9	Bankers Association of Zimbabwe	Develops the banking sector, with a focus on agriculture financing
10	Agricultural Bank of Zimbabwe	Provides agriculture finance, retail banking, treasury, and corporate banking services
11	Agriculture Marketing Authority	Facilitates a level playing field between producers and buyers, provides market information
12	Zimbabwe Investment Authority	Acts as a semiautonomous institution, promotes investment in Zimbabwe in all sectors of the economy including agriculture

Number	Institution	Role
Nongovernmental organisation		
13	Agricultural Coordination Working Group	Acts as a multistakeholder platform and brings together government, civil society organisations, and the private sector in agriculture with regard to information sharing, plans, and the sector's learning about new developments
14	Famine Early Warning Systems Network	Provides information and analysis on food security and acts as a United States Agency for International Development–based funded organisation
15	World Vision	Implements community-based development programmes focusing on food and nutrition security, water and sanitation, and health
16	International Maize and Wheat Improvement Center	Acts as a nonprofit research and training centre dedicated to improving farmers in Zimbabwe and in the region
17	Caritas Zimbabwe	Acts as a Catholic Church–based organisation, provides assistance to all groups of people including vulnerable groups in the agriculture sector
Private-sector institution		
18	Zimbabwe Farmers' Union	Acts as a Catholic Church–based organisation, provides assistance to all groups of people including vulnerable groups in the agriculture sector
19	Livestock and Meat Advisory Committee	Acts as an advisory committee to the ministry in the livestock sector, which comprises livestock producers, marketers, traders, buyers and sellers, and government
20	Commodity Producers Associations	Coordinates the subsector and reports to the Ministry of Agriculture (some of the producers' associations include potato, horticulture, and soybean producers)
21	Seed Traders Association	Acts as an association for seed companies registered in Zimbabwe to produce, process, and distribute seed and promotes the interests of seed enterprises
22	Grain Millers Association	Promotes the interests of millers, buyers, and sellers of grain in Zimbabwe
Research and academia institution		
23	Agriculture Research Council	Acts as a parastatal and plays a principal role in research and in a Food, Agriculture and Natural Resources Policy Analysis Network node in Zimbabwe
24	Tobacco Research Board	Directs, controls, and carries out tobacco research in Zimbabwe
25	Research Council of Zimbabwe	Promotes, directs, supervises, and coordinates research activities for national development in Zimbabwe

Number	Institution	Role
Research and academia institution		
26	University of Zimbabwe (Faculty of Agriculture)	Provides high-quality training, research, and outreach activities to the agriculture and natural resources sectors
27	Scientific and Industrial Research Development Centre	Creates technology, including agriculture, so as to achieve sustainable growth for itself in Zimbabwe and the Southern African Development Community region
28	Agricultural Economics, Policy Research and Information Centre	Conducts systematic research and policy analysis for agricultural competitiveness in Zimbabwe
Donor and development partner institution		
29	Food and Agriculture Organisation of the United Nations	Coordinates the other actors engaged in agriculture relief projects in Zimbabwe to ensure a harmonised approach and effective use of resources
30	United Nations Development Programme	Promotes programmes that are sustainable, with a focus on poverty reduction, gender equality, environment and energy, and HIV and AIDS
31	European Union	Provides financial support to the agriculture sector through implementation of projects aimed at enhancing rural development
32	United States Agency for International Development	Provides financial support to agriculture actors in the implementation of projects, that is, Zimbabwe Agricultural Competitiveness Program
33	World Food Programme Zimbabwe	Provides support and social protection to vulnerable households as well as protracted relief and food assistance to vulnerable groups
34	The World Bank	Implements programmes that are focused on fostering economic development so as to significantly reduce hunger and poverty
35	African Development Bank	Provides funding for agricultural programmes
36	Multi Donor Trust Fund	Provides support in the implementation of programmes in Zimbabwe, especially the Comprehensive Africa Agriculture Development Programme process, and includes the donors and development partners operating in Zimbabwe

APPENDIX 6: LIST OF INTERVIEWED ACTORS

Number	Name	Position	Organisation
Actor interviewed			
1	William Makotose	Deputy director, Department of Agricultural Economics and Markets, Division of Food Policy, Planning and Projects	Ministry of Agriculture, Mechanisation and Irrigation Development
2	Nyasha Pambirei	Acting director, Department of Agricultural Technical and Extension Services	Ministry of Agriculture, Mechanisation and Irrigation Development
3	Moffat Nyamangara	Director, Department of Agricultural Education and Farmer Training	Ministry of Agriculture, Mechanisation and Irrigation Development
4	Tirivangani Koza	Deputy director, Department of Mechanisation, Division of Research and Standards	Ministry of Agriculture, Mechanisation and Irrigation Development
5	Bothwell Makodza	Director, Department of Livestock and Veterinary Services, Division of Livestock Production	Ministry of Agriculture, Mechanisation and Irrigation Development
6	Dumisani Kutywayo	Director, Department of Research and Regulator Services, Division of Crops Research	Ministry of Agriculture, Mechanisation and Irrigation Development
7	Chamunorwa Shoniwa	Director	Pig Industry Board
8	Jackqeline Mutambara	Head of department, Department of Economics and Extension	University of Zimbabwe, Department of Agricultural Economics and Extension
9	William Mbona	Acting general manager	Agricultural and Rural Development Authority
10	Isiah Mharapara	Chief executive officer	Agricultural Research Council
11	Prince Kuipa	Chief economist	Zimbabwe Farmers' Union
12	Samuel Muchena	Managing director	Africa Centre for Fertiliser Development

Source: Authors

APPENDIX 7: SUMMARISED STRENGTHS, WEAKNESSES, OPPORTUNITIES, AND THREATS ANALYSIS FOR THE CORE CAPABILITIES

Title of section	Major strengths	Major weaknesses	Areas of improvement
Capability to act and commit—level of effective leadership in the policy process	• The leadership in government is supportive of the policy at the sector level as it is responsive and proactive in making decisions • Government also ensures the engagement of other actors in the agriculture sector during policy making • Strategic direction and guidance is provided in policy making through engaging relevant ministries, parliamentary committees, task forces, and other relevant actors • At the organisational level in some cases the staff turnover is stable • There exist and are evident necessary staff skills to engage in policy discussions, dialogues, and meetings that enhance strategic analysis and other policy-related work • Necessary skills are evident for strategic analysis such as data collection and collation	• There are inadequate resources for policy formulation, implementation, staff incentives, remuneration, and operations • There is little coverage of capacity building across actors • There are too much politics and bureaucracy by government in policy making • There is less consultation by government in policy making by not establishing links with its agriculture institutions • Governments sometimes think they own policy and it should not be discussed • There is lack of consistency by government in policy implementation • Information sharing is limited to some extent to government • Farmers' unions are disintegrated and weak • Staff sizes are small at the lower levels such as provincial, district, and ward levels • There is loss of institutional memory when highly qualified personnel leave the sector • Incentives and remuneration are low and not competitive enough to retain staff • There is a lack of financial support from government • There is a lack of policy analysis skills	• Government needs to consult multiple stakeholders in policy making in the agriculture sector • There should be effective task forces or committees to ensure implementation of policy • Decrease bureaucracy in policy processes formulation and implementation • Increase funding • Improve agricultural coordination by the ministry of relevant institutions in the sector • Develop capacity of staff to enhance effective data collection, collation, strategic planning, and analysis • Develop a knowledge-based information management system to enhance effectiveness in strategic planning and implementation • Government should provide budgetary support to farmers' union and strengthen its capacity • Incentivise staff by developing well-defined staff development programmes • Mobilise more resources to support operations, dialogues, and remunerations of staff • Carry out evidence-based research • Engage development partners and enhance creation of public-private partnerships

Title of section	Major strengths	Major weaknesses	Areas of improvement
Capability to act and commit—level of effective leadership in the policy process	• At the organisational level, incentives are present, though to a less extent for staff motivation and largely dependent on the level of management • Funding for organisations is largely dependent on government and Public Private Partnerships (PPPs)	• There is a lack of financial resources to carry out further independent research • There is a lack of skills in policy analysis, formulation, implementation, and M&E • Sources of funding by organisations are not diversified but are confined to government support, which is to a larger extent small.	• Establish a dedicated agriculture fund for agriculture programmes • Demonstrate accountability for actions and decisions in policy making and implementation
Capability to adapt, learn, and self-renew—level of effective application of M&E	• The potential exists to adapt to the application of M&E as there is the availability of frameworks, staff skills, and a mandate to carry out M&E activities • In some organisations, M&E is in place • Departments are in the process of development of the Livestock Information Management System and Agricultural Management System • Effective tools are in place to look at crop- and livestock-relevant information about weather, agriculture output, and marketing and other agriculture-related information • Stakeholder consultations are carried out • Trend analysis for input and output is done by sector using information from other relevant institutions	• Most organisations have no M&E systems in place • M&E is not effectively implemented and coordinated as it is done on an ad hoc basis • Information dissemination to actors is poor • The Agricultural Management Information System is weak • There is a lack of financial resources to develop M&E systems and carry out their activities • The division is not computerised at the district level, compromising data collation and analysis • The current M&E systems are poorly packaged for monitoring programmes and systems • M&E, especially in lower management structures, is weak • Information is not packaged properly as Management Information System (MIS) is still being developed • There is a lack of an agricultural coordination operational framework among institutions	• Create information-sharing and feedback communication platforms at all levels, that is, at district levels • Strengthen and develop M&E systems • Develop an agricultural coordination framework by the ministry • Build on the Agricultural Management Information System for the agriculture sector • Build capacity of organisations on M&E • Mobilise financial and material support for carrying out evidence-based research • Benchmark programmes to improve knowledge management and communication • Increase involvement of staff members in generating ideas for implementing policy objectives • Joint planning and programming should be enhanced in the agriculture sector • Form subsector liaison/commodity-based steering committees

Title of section	Major strengths	Major weaknesses	Areas of improvement
Capability to adapt, learn, and self-renew—level of effective application of M&E	• Sector reviews, annual planning, assessments, commissioned and noncollaborative research, surveys, and dialogues are carried out to gather information so as to influence policy • There is collaboration with other partners such as the International Maize and Wheat Improvement Center, FAO, World Bank, Southern African Development Community, and COMESA in M&E activities and on an inbuilt M&E that feeds into strategic research and analysis • Monthly meetings, workshops, and internal audits to perform checks and balances are done • Lobbying and advocacy are done by farmer organisations • There is interaction, dialogue, interrogation, engagement, and analysis • There is deliberation on issues with partners and issuing of policy briefs and advisory notes • There are existing networks within agriculture-industry players • Planning and review meetings are held to allow for stakeholder input and information used to inform the research agenda	• The internal evaluations and reviews that are carried out are weak • There is less involvement of lower staff in bringing up ideas for implementation of policy • Information Communication Technology (ICT) and information storage are poor • There is a lack of funding to operate internally driven sector stakeholder information sharing and consultative fora • There is a lack of adequate capacity for carrying out M&E activities • There is no formalised coordination system of obtaining input from various actors within the sector	• Create information-sharing and feedback communication platforms at all levels, that is, at district levels • Strengthen and develop M&E systems • Develop an agricultural coordination framework by the ministry • Build on the Agricultural Management Information System for the agriculture sector • Build capacity of organisations on M&E • Mobilise financial and material support for carrying out evidence-based research • Benchmark programmes to improve knowledge management and communication • Increase involvement of staff members in generating ideas for implementing policy objectives • Joint planning and programming should be enhanced in the agriculture sector • Form subsector liaison/commodity-based steering committees

Title of section	Major strengths	Major weaknesses	Areas of improvement
Capability to adapt, learn, and self-renew—level of effective application of M&E	• Consultations, dialogues, meetings, surveys, observations, and reviews and assessments for feedback and input from actors are conducted		
Capability to deliver on mandate and development objectives—extent to which your organisation delivers on planned objectives and mandates	• Organisational strategic plans are in place • Operational plans and budgets are in place • A framework to engage, deliver, and operationalise plans to carry out the mandate and objectives exists • Departmental Integrated Performance Agreement (DIPA) and PPP, which are output oriented, are in place, and these are reviewed with staff • Organisational mandates and objectives are well defined • Staff members are capable of carrying out their operational plans • Staff members are appraised on the basis of agreed-on performance targets outlined in their work plans	• There is a lack of resources to implement plans accordingly • There is a lack of budgetary support from shareholders or government • There are financial and resource constraints limiting effectiveness of implementation • There is a lack of funding to operationalise plans • There is a lack of funding to agriculture by government budgetary allocation • There is a lack of financial and physical resources, negatively affecting delivery	• Mobilise financial resources for organisations' operationalisation • Enhance the creation of public-private partnerships • More funding should be allocated to agriculture • Develop capacity for human capital • Improve on availability and adequacy of financial and physical resources • Develop models where rural development projects should be able to borrow from financial institutions to support their operations • Develop a website to interface with actors

Title of section	Major strengths	Major weaknesses	Areas of improvement
Capability to coordinate and relate—level of engagement of your organisation in networks, alliances, and collaborative efforts	• Regular consultations are held with actors in major policy-making decisions • Annual reviews and strategic planning are done • External organisations such as COMESA and FAO are engaged for developing policies and strategies through dialogues • Organisations have linkages with several national, regional, and international organisations • Maintains both domestic and international network • Engage and plan collaborative programmes and events • Networking is done with local, regional, and international organisations and networks for technical expertise • Alliances and partnerships are formed with COMESA, FAO, and so forth for technology development, research, and information sharing	• There is a lack of adequate funding to engage in the creation of network systems • There are no clear systems to ensure member roles are coordinated and make them accountable through continuous interactions • There is limited engagement with partner organisations due to lack of resources • Human capacity limits the level of engagement	• Mobilise resources • Develop a clear and formal communication strategy that will feed into the ministry website system • Develop an Agricultural Sector Coordinating Framework • Enhance partnerships with the private sector and development partners • Engage partners in improving the implementation of projects • Improve on alignment of M&E on policy implementation to respond to regional and international frameworks • Formulate networking and partnerships strategy

Title of section	Major strengths	Major weaknesses	Areas of improvement
Capability to achieve policy and strategy coherence—existence of mechanisms for coherence in the food and agriculture sector	• There are a clear mission, a vision, and strategies for functioning, which are reviewed after a certain period of time • Staff and management are involved in setting and reviewing organisational mission, vision, and strategies • Organisational operational guidelines are in place • Human resource capacity exists	• There is a lack of financial resources to operationalise some of the agreed-on strategies • Provincial and field staff are weak and not involved enough in the strategy formulation processes • Many clusters of task forces lead to duplication • Coordination with relevant actors is weak	• Strengthen agricultural coordination • Develop implementable organisational operational guidelines • Streamline task force mandates in the sector • Formulate networking and partnerships strategy • Mobilise financial resources through commercialisation • Include nonstate actors in reviewing processes

Source: Authors

Note: COMESA = Common Market for Eastern and Southern Africa; FAO = Food and Agriculture Organisation of the United Nations; M&E = monitoring and evaluation.

ReSAKSS

Regional Strategic Analysis and Knowledge Support System

Facilitated by **IFPRI**

Established in 2006, the Regional Strategic Analysis and Knowledge Support System (ReSAKSS) supports evidence and outcome-based planning and implementation of agricultural-sector policies and strategies in Africa. In particular, ReSAKSS offers high-quality analyses and knowledge products to improve policymaking, track progress, and facilitate policy dialogue, benchmarking, review and mutual learning processes of the Comprehensive Africa Agriculture Development Programme (CAADP) implementation agenda. The International Food Policy Research Institute (IFPRI) facilitates the overall work of ReSAKSS working in partnership with the African Union Commission (AUC), the NEPAD Planning and Coordinating Agency (NPCA), and leading regional economic communities (RECs). At the regional level, ReSAKSS is supported by Africa-based CGIAR centers: the International Livestock Research Institute (ILRI) in Kenya, International Water Management Institute (IWMI) in South Africa, and International Institute of Tropical Agriculture (IITA) in Nigeria. www.resakss.org.

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