



Toolkit: Implementing Delivery Mechanisms for Agri-Food Transformation

FOR HEADS OF STATE, MINISTERS, AND THEIR TEAMS

JANUARY 2022

The agri-food transformation delivery toolkit

This toolkit, prepared by the Tony Blair Institute and AGRA, will enable readers to **become familiar with government delivery principles** as they relate to agricultural transformation. It gives examples from various countries, benchmarking different types of delivery mechanisms, and gives **tools to develop and adapt such mechanisms to your country's context**.

Who is this toolkit for?

- Government leaders who have a strong vision to transform their country through the agriculture sector and want to understand the tools to deliver their vision
- Heads of State and their Advisors
- Ministers of Finance and their Advisors
- Ministers of Agriculture and their advisors
- Other government entities or partners who want to support public delivery for agricultural transformation

What this toolkit is not:

- A suggestion to copy-paste delivery mechanisms from elsewhere
- A prescription for which mechanism to use in a specific country
- A research study on delivery
- An endorsement of specific types of delivery mechanisms

Table of Contents

Slide 5: Introduction on agricultural transformation: what is government's role?

- Defining agricultural transformation
- Government as driver and enabler
- Agricultural transformation in other countries

Slide 13: Delivery for agricultural transformation: what are the key principles?

- The “science and the art” of delivery
- Delivery principles for agricultural transformation

Slide 22: Assessing government readiness to drive agricultural transformation

- Assessing the country's transformation journey
- Assessing government readiness to drive transformation
- Government self assessment tool

Slide 30: Delivery mechanisms: what are the possibilities?

- Delivery mechanisms and the 8 building blocks of delivery
- Types and comparison of delivery mechanisms
- Delivery mechanisms at the local level
- Designing a delivery mechanism

Slide 40: Evaluation, learnings and sustainability

- Evaluating the delivery mechanism
- Sustainability of the mechanism



Executive summary (1/2)

To achieve agri-food transformation ...

Agricultural transformation is the process by which an agri-food system **transforms over time from being subsistence-oriented** and farm-centered into one that is more **commercialized, productive, and off-farm centered**.



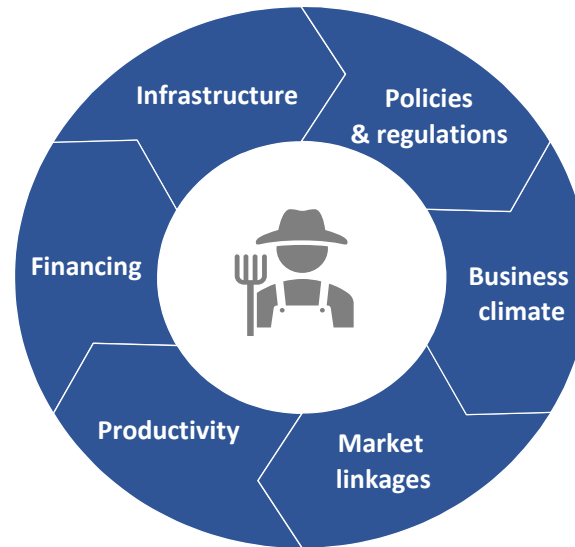
Brazil went **from net food importer to net food exporter**. The key factors of success were all **driven by the Brazilian government**: increased public agricultural research through the Brazilian Agricultural Research Corporation, promotion of agricultural exports and establishment of open agriculture trade policies, favourable agriculture credit policies and incentives, and macroeconomic stabilization policies.



The Vietnamese government led an expansion of farm land, predominantly based on increasing rice production. **Agricultural institution reforms and land reforms** were central to the country's success. The government promoted self sufficiency in rice but also export-oriented crops – it did so by **intervening heavily in the markets and then gradually pulling out, pursuing an active industrial policy**.

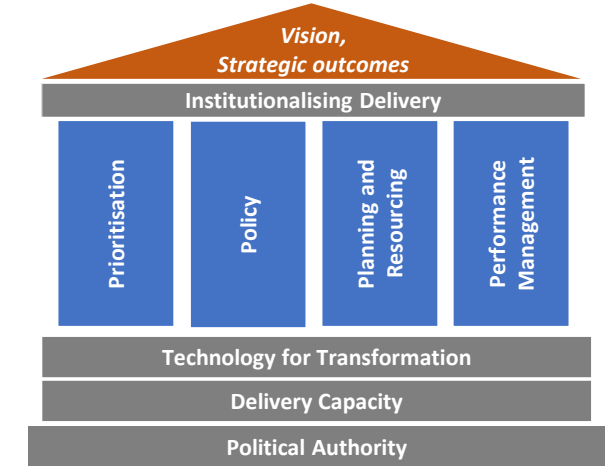
...government needs to be in the driving seat...

The agri-food system involves various stakeholders - farmers, agro-dealers, service providers, traders, processors, exporters, etc., and each component of the system **is enabled by policies and government support**. Each stakeholder can be supported by government, through subsidy schemes, extension support, favourable loans, etc., and the whole system can work better if these policies are **coordinated and are implemented to fuel growth**. Government is then both an **enabler** of the agricultural transformation, and a **driver** that stimulates the whole system through its policies and actions.



... and effectively deliver.

Delivery building blocks:



Delivery ingredients for agricultural transformation:

-  **A compelling vision for economic and social transformation**
-  **Strong commitment and focus from the Head of State**
-  **Coordinated strategy and action across government**
-  **Coordinated efforts involving development partners, civil society and the private sector**








Executive summary (2/2)

Delivery mechanisms are great tools for agri-food transformation, but...

This toolkit presents a **taxonomy of various existing delivery mechanisms**, with our assessment according to 6 key criteria and examples for each type (for more information please see slide 33).

Types of delivery mechanism for agricultural transformation:

● Low ● Medium ● High

	Ease of implementation How feasible is this mechanism to implement? What will be its size and capacity?	Strength of leadership Where will this mechanism be? How much support from political leaders?	Security of mandate. Will it depend on the current govt or be formalised for sustainability? And more
 Agricultural Transformation Agency	●	●	●
 Economic Board	●	●	●
 Delivery Unit in the Centre of Government*	●	●	●
 Cross-government task force	●	●	●
 Delivery Unit in the Ministry of Agriculture	●	●	●
 Value-chain specific like Commodities Board	●	●	●
 Existing mechanisms like Cabinet meetings	●	●	●

... they need to be well designed and tailored to the context.

Designing the delivery mechanism

What is the **vision for agri-food transformation**? What is the existing capacity in government to deliver it? Who is needed and can they work together? How to harness the **political momentum around the leader**? What are the priority value chains around which to anchor the vision? What mechanism best fits this context and how to adapt it?

Finding resources

Costs for delivery mechanisms is mostly staff. Government should be in the driver seat and hence **commit its own resources to delivery**; several partners can also provide additional support. The pitch should make clear how the delivery system will **serve the wider goals for development** and improved management of resources.

Ensuring sustainability

The most important aspect in **ensuring delivery principles last** beyond the mechanism is to involve the established systems as much as possible, for example working **with civil servants to embed delivery tools** into new ways of working throughout government.

Evaluating the mechanism

The tools to evaluate whether the mechanism is working to facilitate delivery of agri-food transformation should be **embedded within the mechanism** itself as it tracks performance. Regular check points are needed, as well as **flexibility in planning**.

What is agricultural transformation?



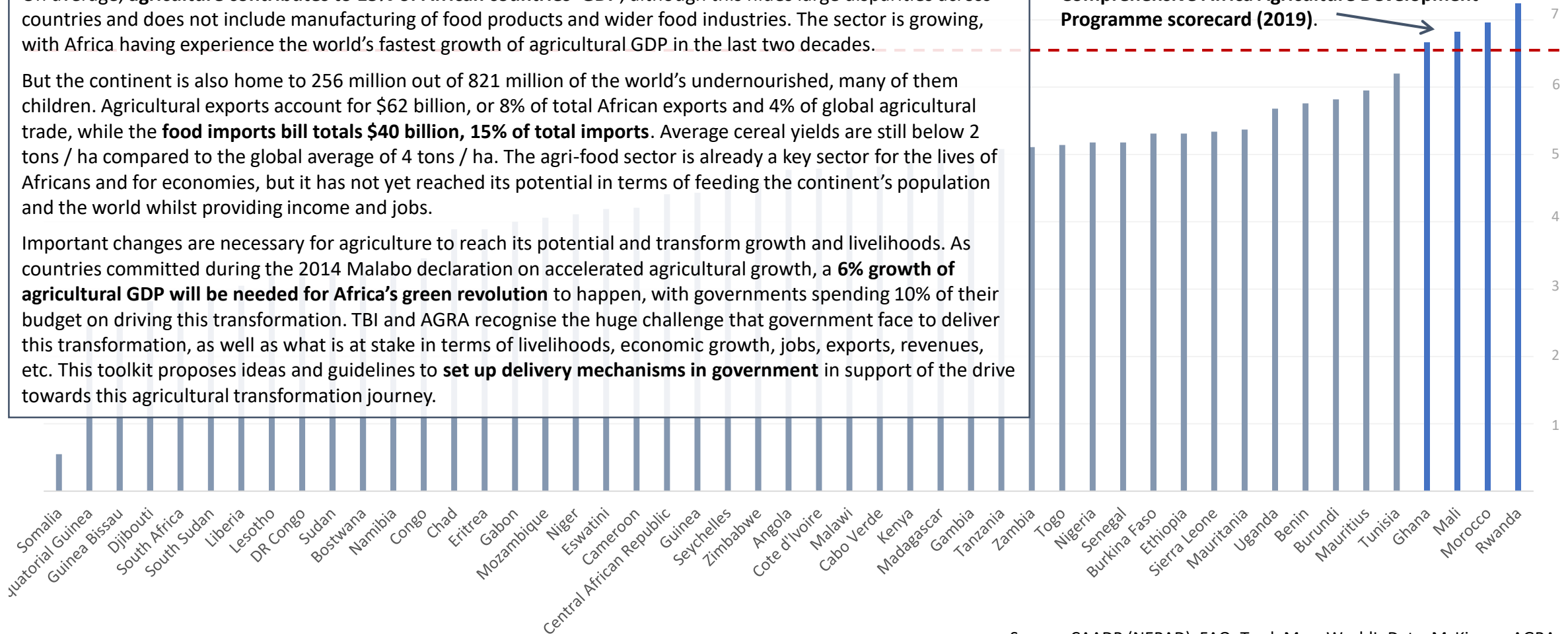
Agriculture and food continent

The agriculture sector alone employs around half of the African labour force, half of them being women, likely working on a smallholder farm which represent 70% of all farms and employ 175 million people on the continent. On average, **agriculture contributes to 15% of African countries' GDP**, although this hides large disparities across countries and does not include manufacturing of food products and wider food industries. The sector is growing, with Africa having experience the world's fastest growth of agricultural GDP in the last two decades.

But the continent is also home to 256 million out of 821 million of the world's undernourished, many of them children. Agricultural exports account for \$62 billion, or 8% of total African exports and 4% of global agricultural trade, while the **food imports bill totals \$40 billion, 15% of total imports**. Average cereal yields are still below 2 tons / ha compared to the global average of 4 tons / ha. The agri-food sector is already a key sector for the lives of Africans and for economies, but it has not yet reached its potential in terms of feeding the continent's population and the world whilst providing income and jobs.

Important changes are necessary for agriculture to reach its potential and transform growth and livelihoods. As countries committed during the 2014 Malabo declaration on accelerated agricultural growth, a **6% growth of agricultural GDP will be needed for Africa's green revolution** to happen, with governments spending 10% of their budget on driving this transformation. TBI and AGRA recognise the huge challenge that government face to deliver this transformation, as well as what is at stake in terms of livelihoods, economic growth, jobs, exports, revenues, etc. This toolkit proposes ideas and guidelines to **set up delivery mechanisms in government** in support of the drive towards this agricultural transformation journey.

Only 4 countries are "on track" to achieve agricultural transformation, according to the African Union's **Comprehensive Africa Agriculture Development Programme scorecard (2019)**.



Source: CAADP (NEPAD), FAO, TradeMap, WorldInData, McKinsey, AGRA

Defining agriculture transformation



Agricultural transformation is the process by which an agri-food system transforms over time from being subsistence-oriented and farm-centered into one that is more commercialized, productive, and off-farm centered (Timmer, 1988).

Agricultural transformation lies at the core of poverty reduction, food security, and improved nutrition as, on average, **GDP growth from agricultural benefits the income of the poor 2-4 times more** than GDP growth from non-agricultural sectors. With few exceptions, countries that moved toward middle-income status have been initially driven along that path of economic growth by the **transformation of their agriculture sector**.

Successful agricultural transformations can rapidly reduce poverty because they create **powerful engines of rural economic growth**. It essentially incorporates two main processes:

1. Modernizing farming by boosting productivity and running farms as modern businesses.

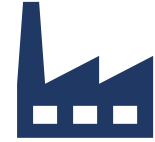
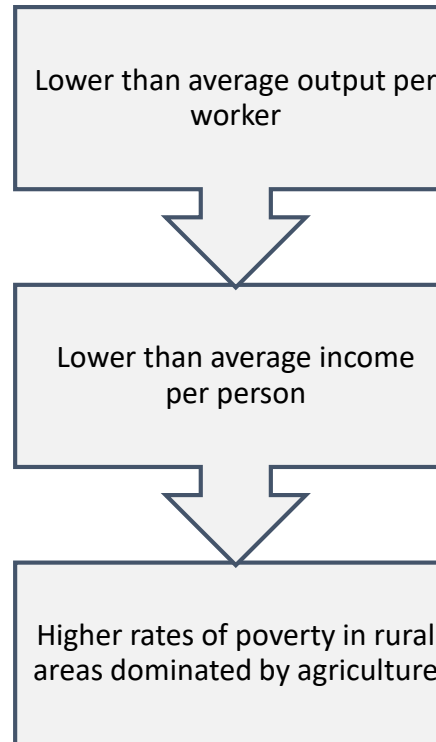
2. Strengthening the links between farms and other economic sectors in a mutually beneficial process, whereby farm output supports manufacturing (through agro-processing), and other sectors support farming by providing modern manufactured inputs and services.

The dynamics of an agricultural transformation **start with higher productivity on farms, increasing the income of rural households, and greater demand in local markets**. As the sector becomes more productive, larger markets are served, agro-processing expands (creating jobs along value chains), and some farmers decide to spend less time farming, take other jobs in more productive sectors that offer better economic opportunities.

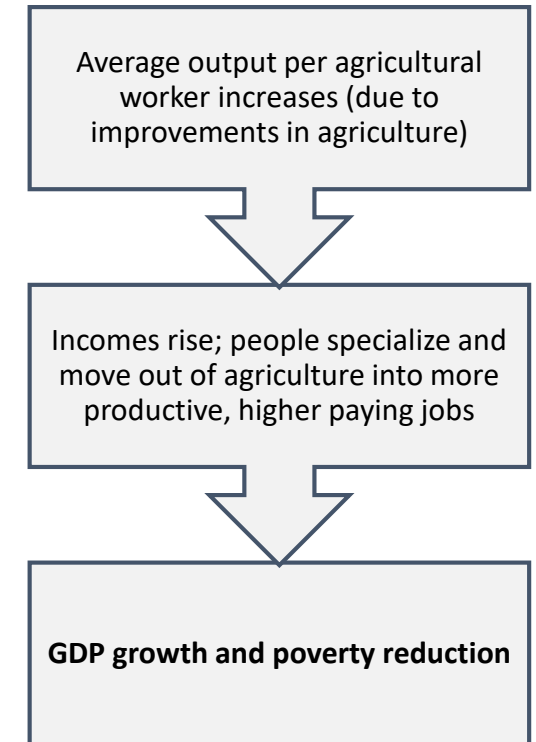
With few exceptions, as countries move along an economic-development path, **their agriculture sector modernizes**, becoming more efficient and less labour intensive. At the same time, non-agriculture sectors in the economy (for example, manufacturing and service sectors) grow and absorb more labour. These transitions are seen as **the share of GDP and labour in agriculture declines whilst GDP per capita continues to steadily increase**.



**Agriculture Sector
Pre-transformation**



vs. **Agricultural and structural transformation**



Contributing to broader economic transformation

Macro-economic and household-level indicators

The classic indicators of economic transformation are a decline in a country's **agricultural output** as a percentage of total GDP and a drop in the percentage of **economically active people engaged in agriculture** as a share of the total workforce. This is often accompanied by increased urbanization.

Typically the gap between **agricultural productivity** and non-agricultural productivity narrows. These indicators show that the agriculture sector has become efficient and the **rest of the economy** is growing.

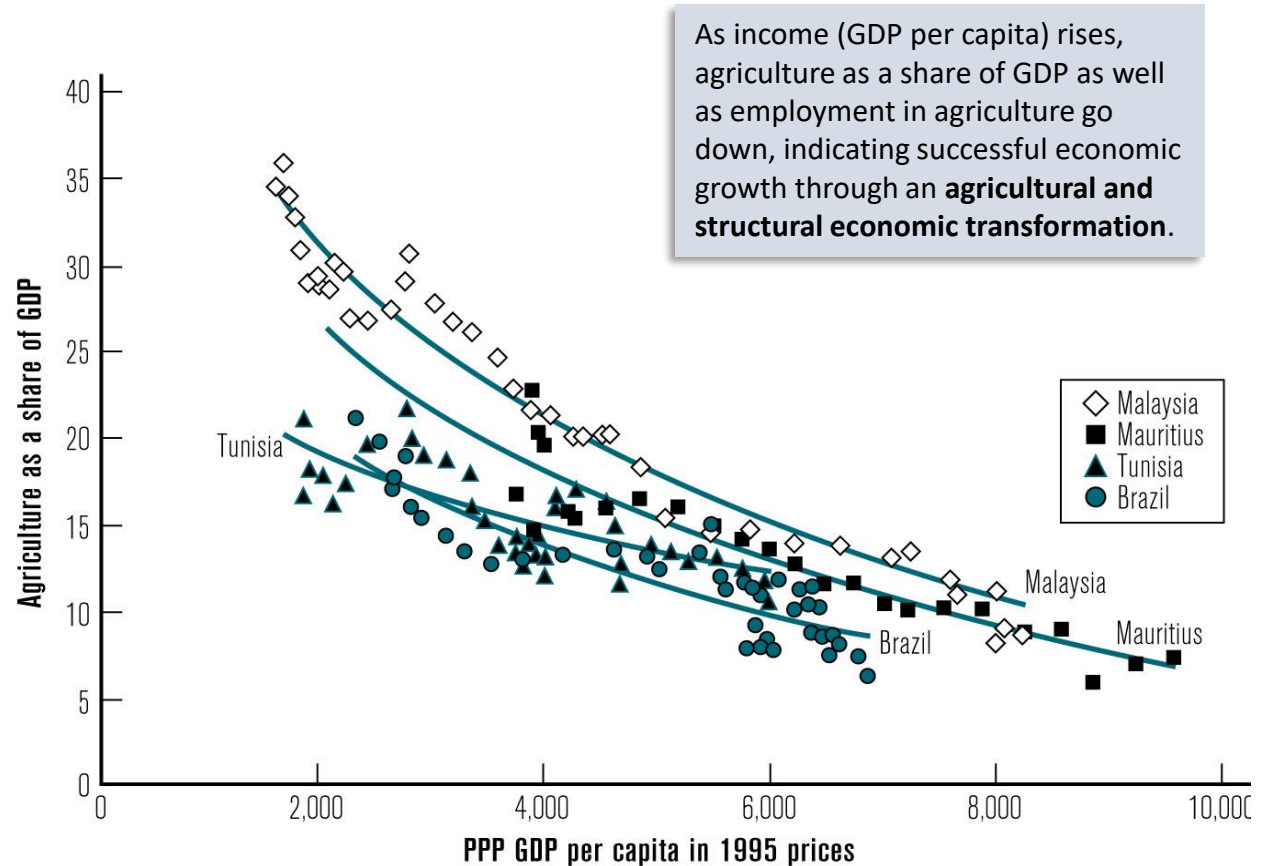
Another common indicator is **increasing farm sizes** as people move out of agriculture and farms become larger-scale operations and **more commercialized**.

Rural wages generally increase as rural transformation occurs due to the increase in output per worker (although many factors contribute to this). With an increase in rural wages, countries often see a **marked decline in rural poverty**.

Over time, **farming households' diets and consumption patterns change**. They buy more in the market, and purchase more processed food. This often denotes the **emergence of a larger middle class** with higher budgets to spend on food.

Sources of family income will also change with some farmers staying wholly engaged in farming, adopting new technologies and perhaps expanding operations. **Other farming households will shift to earn income from new opportunities in the local economy** but keep growing some food for their families. Still others will leave farming altogether and move off the land.

GDP growth and share of agriculture for 4 countries that transformed their agriculture



Source: Economics of Development, 6th Edition

The 6 components of agriculture transformation

• INFRASTRUCTURE & TECHNOLOGY

- Energy (irrigation, electricity)
- Transport (roads, rail, port, airport)
- Supply chains (storage, logistics)
- Machinery & technology
- ICT (Internet, telephone)
- Processing zones



• FINANCING

- Government expenditures, subsidies
- Private investment (domestic/foreign)
- Agricultural credit
- Risk guarantee mechanisms
- Crop insurance schemes
- Fintech, digital financing

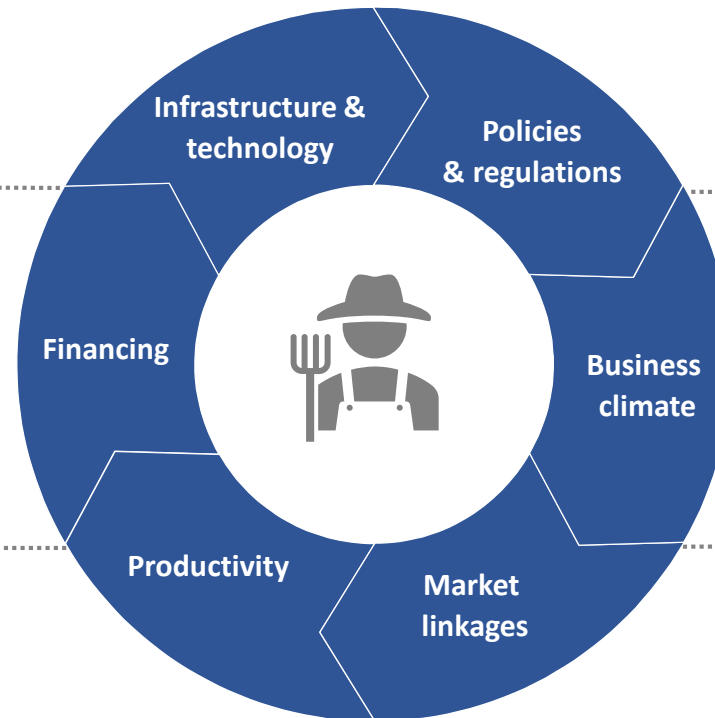


• FARM PRODUCTIVITY

- Quality inputs suppliers
- Research & extension services
- Harvest & post-harvest management
- Pest management
- Outgrower schemes
- Input & output markets



A necessary pre-condition to the development of a commercial agriculture sector is both the availability of **arable land** and **growth in Total Factor Productivity (TFP)**.



Agricultural transformation must be underpinned by **human capital development**, including improved health and education outcomes

• POLICIES & REGULATIONS

- Agricultural policy (e.g. tariffs)
- Sector-specific regulations (e.g. land, seeds, fertilizer, water, environment)
- Land (property rights & land tenure)
- Quality standards
- Labour laws
- Research & development



• BUSINESS CLIMATE

- Policy predictability
- Trade agreements (e.g. AGOA, EBA)
- Investment incentives
- Land leasing
- Business development services
- Entrepreneurship



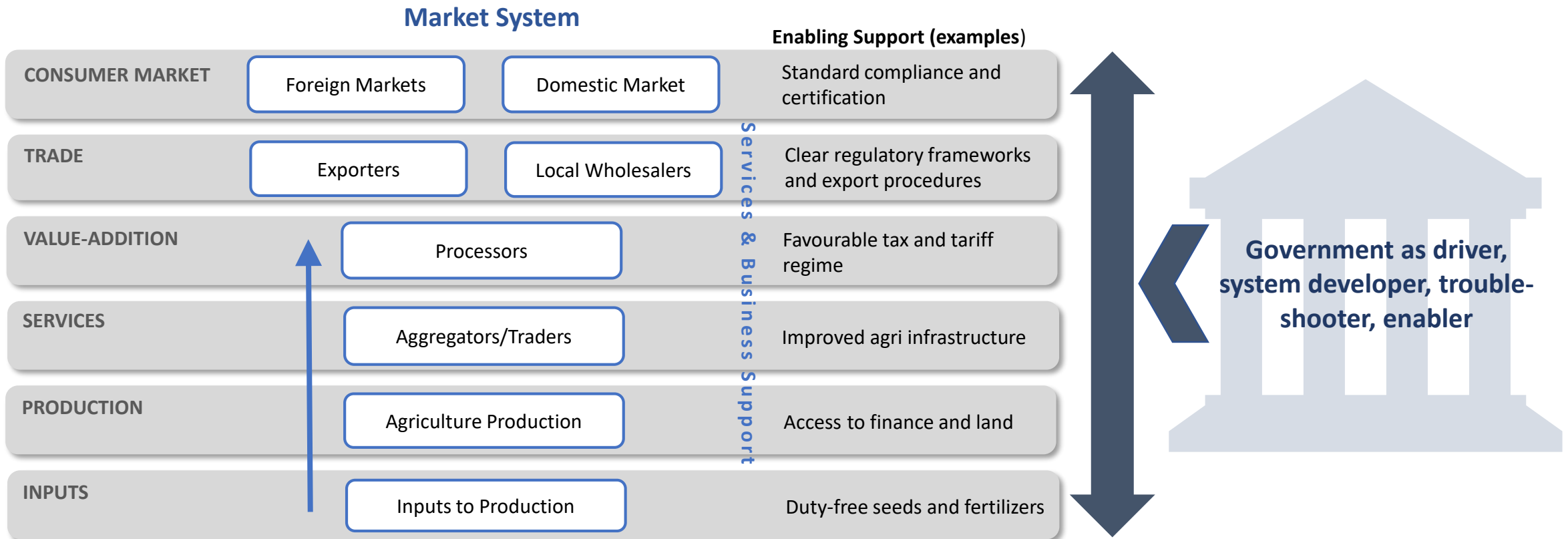
• MARKET LINKAGES

- Commodity boards and cartels
- Public private dialogue and forums
- Professional associations
- Cooperatives
- Political settlements



Government as driver and enabler

The agri-food system involves various stakeholders - farmers, agro-dealers, service providers, traders, processors, exporters, etc., and each component of the system **is enabled by policies and government support**. But each stakeholders themselves can also be supported by government, either through subsidy schemes, or extension support, or favourable loans, and the whole system can work better if these policies are **coordinated and are implemented to fuel growth**. Government is then both an **enabler** of the agricultural transformation, but also a **driver** that stimulates the whole system through its policies and actions. The examples of enabling supports in the framework below are not just implemented by Ministries of Agriculture: agricultural transformation requires a **coordinated, whole-of-government approach**, including the Head of State, the Ministry of Finance, Trade, Water, Land, Justice, but also local governments and key agencies like agricultural research and investment promotion.



Agriculture transformation in Brazil, China, Vietnam and Israel

Brazil



Brazil went **from net food importer to net food exporter** in three decades, with productivity in the sector increasing by 110% between 1975 and 2010. The key factors of success were all driven by the Brazilian government: increased public agricultural research through the Brazilian Agricultural Research Corporation, promotion of agricultural exports and establishment of open agriculture trade policies, favourable agriculture credit policies and incentives, and macroeconomic stabilization policies. **The government invested and intervened heavily in the sector at first**, using increasingly sophisticated policy instruments, before withdrawing to allow space for the private sector to lead. The country now boasts a powerful export-oriented agribusiness sector: it is the largest exporter of 7 key commodities like sugar, coffee and soybean.

Israel



Israel has been described as an “agriculture miracle”. It boasts some of the highest yields in the world whilst being constrained by small areas of land and limited water resources. The first factor of Israel’s success was **the government’s total commitment to agricultural development and strong leadership**. It saw agricultural transformation as a national mission: it started by spending a third of budget on agriculture and water infrastructure over two decades in the 1950s and 1960s and invested a disproportionate amount in **agricultural research and extension system**. The government institutionalised the citrus board, overcoming complicated complex vested interests in the sector, and since the 1990s has promoted private investments into the sector, with the Prime Minister the main advocate globally for Israeli agriculture.

China



China’s “Miracle” was to feed 22% of the world’s population, including its own, with only 9% of global arable land. Cereal yields went from 1 ton/ha in 1961 to 6 ton/ha in 2015, despite China’s soil being considered not fertile enough to improve cereal production. The Chinese Communist Party **government invested heavily in research to improve soil quality**, fertiliser use and genetic modification of crops. In 1978, the government gave responsibility for their land to farmers, commercialising production and facilitating access to markets. This was supported by various subsidies, including for seeds, agro-inputs and machinery. **Policies promoted high growth in productivity and encouraged diversification** to the large smallholder population. Agricultural growth has been a key driver of China’s impressive poverty reduction given the sector’s impact in rural areas and the large proportion of smallholder farmers.

Vietnam



Vietnam’s more recent (an ongoing) agricultural transformation has seen phenomenal productivity improvements since the 1990s (farm production tripled in less than 15 years), which played a **great role in poverty reduction, food security, and social stability**. Vietnam is now a top 5 exporter of rice, shrimps, coffee, cashews and pepper. The Doi Moi reforms in 1988-1992 created small landholdings and empowered rural farmers to commercialise. The Vietnamese government led an expansion of farm land, predominantly based on increasing rice production. **Agricultural institution reforms and land reforms** were central to the country’s success. The government promoted self sufficiency in rice but also export-oriented crops – it did so by **intervening heavily in the markets and then gradually pulling out, pursuing an active industrial policy**.

Agriculture transformation in Ethiopia, Morocco and Kenya

Ethiopia's Agricultural Transformation Agenda



A Transformation Agenda aimed at accelerating growth and impact through a value chain approach

Dedication to achieving sustained agricultural growth and transforming the sector

- Developed 8 diagnostic studies (e.g. seed system, extension & irrigation) and recommendations
- Identified 2 key challenges to transforming the sector and proposed a Transformation Agenda for prioritization of strategies to resolve bottlenecks
- Set clear, results-based targets aligned with other MoA-led initiatives to facilitate transformation

Setup of Agricultural Transformation Agency (ATA)

- Supports key sector stakeholders whilst strengthening existing institutions and structures to effectively execute agreed upon solutions in a coordinated manner
- Takes a holistic approach by addressing deficiencies across entire commodity value chain

Supporting trade-oriented policy and export promotion

- Supported by the Ethiopia Commodity Exchange

Morocco's Green Plan



Swift GDP growth through prioritization of high value crops and dedicated role of the private sector

Prioritization of high value crops for GDP growth and increases in smallholder income

- Set well-defined target of converting 300,000 hectares of land from cereal to citrus-fruit and tomato cultivation
- Dual social and commercial agricultural focus

Focus on demand-side interventions to further facilitate the agricultural transformation

- Provision of technical assistance, economic/ political support to facilitate the export of high-value crops
- Expansion of tariff-free access for Moroccan producers in the EU

Defined role for the private sector

- Aggregation program for smallholders with land leased to commercial farmers who commits to working with surrounding smallholders ("outgrower scheme") in return for marketing their output
- Creation of agricultural-development agency to ensure equity between outgrowers and farmers

Kenya's Agriculture Transformation Office



Renewed momentum towards agricultural transformation with a new plan and delivery structure

Development of the Agriculture Sector Transformation and Growth Strategy 2019-2029

- 3 strategic anchors: increasing farmer's income, food production, food resilience
- 9 flagships projects over the first 5 years (priorities)
- Broken down into 13 milestones for the Ministry of Agriculture to deliver over 2 years
- The ASTGS aims that 80% of the plan's costs can be funded through public private partnership, giving a prominent role to the private sector

Creation of the Agriculture Transformation Office under the Ministry of Agriculture – mid 2020

- Responsible for inter-ministerial coordination, performance management and mutual accountability
- Support to the ASTGS steering committee
- Initial wins: food security war room for the COVID-19 response, strategic food reserves reforms, launch of e-voucher subsidy program to 90k farmers

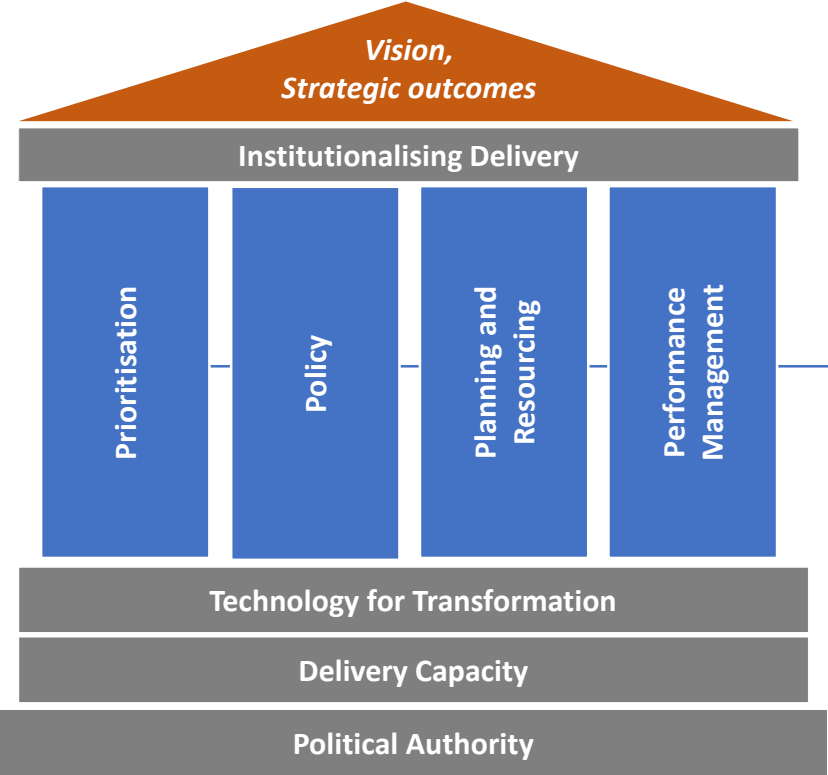
Delivery for Agricultural Transformation



The “Science” of Government Delivery

The Tony Blair Institute for Global Change has been working on **delivery** with African leaders for the past 13 years. With “delivery”, we mean approaches used by governments to improve policy implementation: how change is delivered to citizens, how a leader’s vision is implemented, how civil servants and other stakeholders deliver an objective. The following principles do not only apply to agriculture. TBI’s **delivery framework** highlights 8 “building blocks” for effective government delivery mechanisms, split into 4 strategic enablers and 4 functions, presented below. The 4 functions are the main elements that comprise a delivery strategy (the “science”): **prioritising** what to actually deliver, setting up the **policy** that captures the strategy for these priorities, **planning** the right resources and right ambition and **managing the performance** or tracking the progress during actual implementation.

TBI’s delivery framework and 8 “delivery building blocks”:



Prioritisation
 If leaders of the agenda try to do too much, they will deliver little. Prioritise should be based on the vision of the leadership and the legacy outcomes and tangible progress one wants to leave behind. It is essential to prioritise and re-prioritise, because ad hoc issues will always come up and throw one off course.

Policy
 Once the target outcomes are identified, it is important to use evidence of what works in the local context, while being open to what’s worked or is working elsewhere, to set the required policy course needed to deliver.

Planning & Resourcing
 It is important to set focused, consistent and yet feasible targets and plans to align gov’t agencies and donors to the priority agenda. Lack of planning will lead to resources not being well coordinated. Tools like delivery labs can be used here.

Performance Management
 It is essential for regular stocktakes to be organised by the leadership on implementation progress and challenges. And for various tools to be used such as digital dashboards, problem solving labs, value chain development labs and working groups and so on.

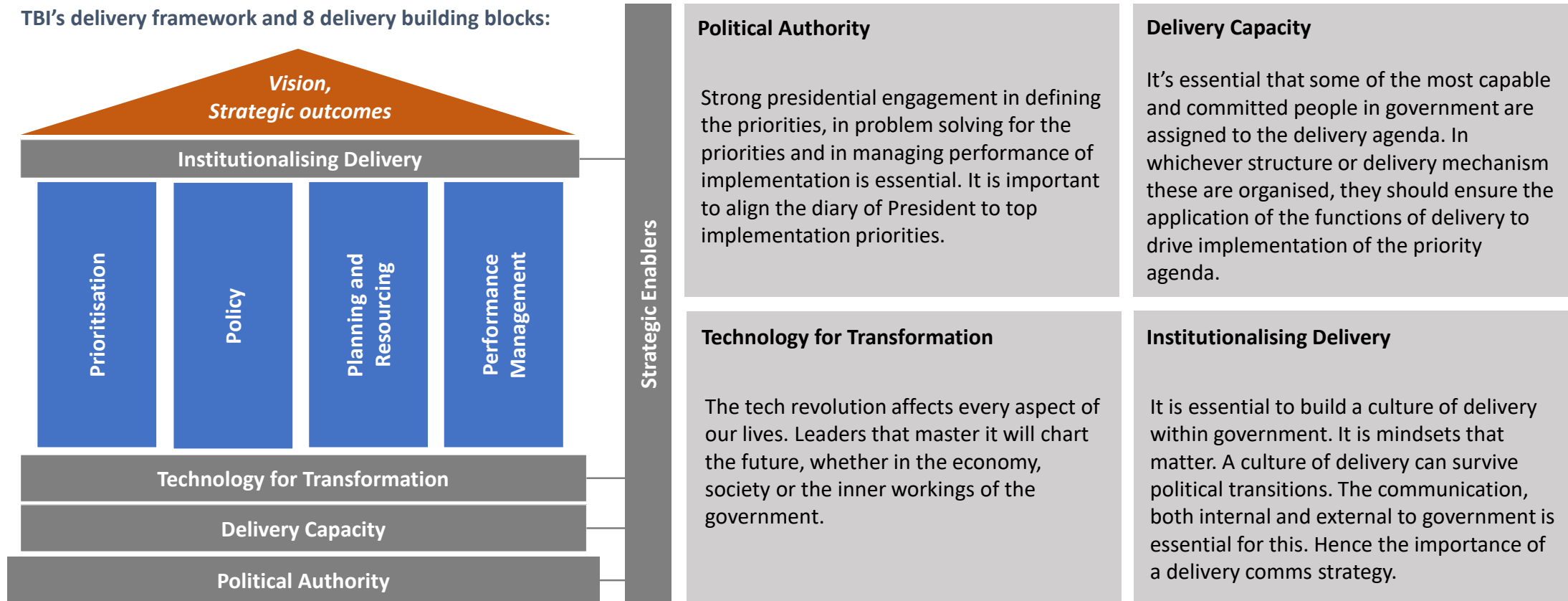


The “Art” of Government Delivery

The 4 **functions** of a delivery mechanism – prioritisation, policy, planning & resourcing, and performance management (the 4Ps) – in the delivery framework are key aspects that governments should master to improve implementation of their vision and objectives. They represent the “science” part of delivery as they can be learnt and implemented. The four strategic enablers support these functions to make the delivery mechanism *work*.

The **enablers** presented below are elements of government that are necessary for a delivery mechanism to be successful, like political authority and incentives for delivery. Even with a well designed delivery unit and performance structures, a mechanism might not be successful if these enablers aren’t nurtured – this is the “art” part of delivery.

TBI’s delivery framework and 8 delivery building blocks:



Delivery principles for agricultural transformation

For a Head of State whose vision is to transform agriculture in their country, the main challenge is the **scale and breadth of the task**. The food and agriculture sector does not only involve the Ministry of Agriculture but also crucially government entities in charge of water resources, of land, of industry and commerce, of infrastructure, etc. as well as development partners, the private sector, farmers' organisations, and others. The leadership of the Head of State needs to be supporting this **wide coalition for agricultural transformation** and be **harnessed through a delivery mechanism**.

To succeed, agricultural transformation requires the following ingredients within government:

-  **1 A compelling vision for economic and social transformation**
Agricultural transformation is about **wider transformation** of the economy and society. The vision and strategy for it should be backed by evidence that show strong **growth potential**.
-  **2 Strong commitment and focus from the Head of State**
Decision makers from the Head of State down to different levels of government need to use **their time and focus** to push forward the agricultural transformation agenda.
-  **3 Coordinated strategy and action across government**
Agriculture is about land, water, labour, financing, trade, knowledge and more, and hence needs to be a **concerted effort at various levels of government** towards one same vision and strategy.
-  **4 Coordinated efforts involving development partners, civil society and the private sector**
Coordination with **partners on the transformation journey** is also key for success as agricultural transformation is **complex** and will require engagement from different stakeholders over a sustained period of time.

These ingredients cannot be deployed for all the elements of agriculture development all at once (to implement a full NAIP for example): there should be a **strict prioritisation of value chains, or specific regions**, where to focus efforts before scaling up.

Delivery for agricultural transformation

Delivery mechanisms can support channelling the vision and commitment from the top towards structures that strengthen coordination across government and with agriculture stakeholders.

Technology solutions can facilitate these mechanisms.

Governments should ensure to not only look at the **technical** aspects of agricultural transformation, but also **political** and **economical** aspects.

1

Compelling vision for economic and social transformation (i)

As mentioned in section 1, agricultural transformation lies at the core of **poverty reduction, food security, and improved nutrition** and is usually characterised by increased GDP per capita, lower employment in agriculture over time, higher productivity and social development. The vision for transformation cannot be reduced to “increasing agricultural production” but should energise elected leaders, government staff as well as the public towards an **ambitious but realistic goal for economic and social development**, with agriculture and rural development at its core. Defining this vision requires some research as to the country’s existing strengths and outside opportunities. What are the markets that will be served? What are the value chains with a **strong business case**, that will ensure **inclusive growth**, with scope for **value addition** and where there is a **political and technical pathway** for public investments to make a difference?

SAMPLE VISIONS

“Help the poorest households exit subsistence to cut hunger in half and become a net food exporter by 2025”

- **Integrated intervention to help the poorest 10% of households exit subsistence**
- **50% income increase for 50K smallholders** via private sector led out-grower schemes
- **10 new agro-processors** established in rice, cassava and maize



“Create the best business environment in the region by 2025 to have the most commercialized farmer sector”

- **Regional leader** across all “Ease of Doing Business” metrics
- **200 agribusinesses with >\$1M revenue**
- End-to-end development of the **four most competitive value chains**: tropical fruits, coffee, cotton and cashew

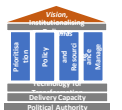


“Attract leading multinationals to develop a food manufacturing “hub” by 2025”

- Attract **10 multinationals to invest >\$500M** by 2025
- Bring in **\$3 of private investment for each \$1 of government/donor spend**
- Create **10K factory and 25K farm jobs**
- Bring **100K new hectares online** as vertically integrated production / processing zones



Key delivery building blocks:
 Prioritisation
 Policy
 Planning
 Delivery capacity



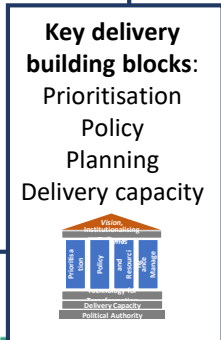
1 Compelling vision for economic and social transformation (ii)

The vision need to be aligned around the agro-value chains that have the **greatest scope for inclusive economic growth**, and these value chains need to be **prioritised** to ensure their transformation is feasible (when trying to do all at once, none actually gets transformed). **The criteria below should be taken into consideration when deciding on the priority value chains for the vision of your country's agricultural transformation:**

Profitability	Can private businesses make (or have a high probability to make) a significant and sustained profit , and hence a significant return on their investment , by competing domestically, regionally or globally without the need to be protected from international markets?
Resource base	Is the local capacity to produce to response to market demand big enough, in terms of land, labour, inputs to production and capital? What is the opportunity cost of investing in unlocking production capacity in this value chain vs. others? What level of hard and soft (eg. regulatory environment) infrastructure investment is needed and feasible?
Market size	Is the target or potential target market size large enough to allow profitable scale to be achieved, and to allow for multiple businesses to operate successfully? Can the market actually be accessed ? How many jobs and livelihoods can this value chain sustain at potential?
Product innovation	Is there scope for cost discovery innovation , i.e. for downstream or upstream product innovation to allow to a better positioning on the Atlas of Economic Complexity? (Hausmann et al. 2011)
Political economy	Are the typical policy asks of business in the sector conducive to institution building and an improved enabling environment for business in general ? Is fixing the binding constraints to investment into that sector (potentially) politically feasible and is so what is this political path?
Outbound country capability	What firm capacities – that are looking at expanding their market capacities – does the outbound investment country have? Is there scope to maximise knowledge and capital transfer to the recipient country?

These countries undertook analysis and gathered the evidence before deciding on priority value chains for their agricultural transformation:

-  Initial focus on tef, wheat, maize, pulses, and oilseeds. Second strategy expanded the focus to the livestock sector.
-  Tree crops like citrus fruits, processed and fresh vegetables like tomato, winter cereals, dates, olives
-  Maize, wheat, fruits, vegetables, cattle, fish, potatoes
-  Soybean, sugarcane, maize, wheat, rice, coffee, tropical fruits, cotton, timber
-  Rice, coffee, cashew, timber, aquaculture, pepper
-  Fruits (in particular citrus), vegetables, milk, processed foods



2 Strong commitment and focus from the head of state

At TBI, we have analysed that Heads of State can spend less than 5% of their time on their priorities. The time of a leader is their most precious resource: their time on a development issue signals to their Cabinet, government staff, partners and public that they are **committed to delivering change on this issue**. For agricultural transformation to happen, the leader needs to be committed over the long term and align its government towards the vision. This is true of the Head of State, and at their level it is true of every **leader in a position of authority for delivering agricultural transformation**, like a Minister of Agriculture or the CEO of an Investment Promotion Agency.

The leader needs to ensure the following resources are well managed around them:



1. Time. The demands on the leader are typically huge. Without a strong system to make sure that the leader is using their time optimally, in line with their priorities and preferences, then time is taken up on urgent issues at the expense of the important, and on others' agendas at the expense of their own.

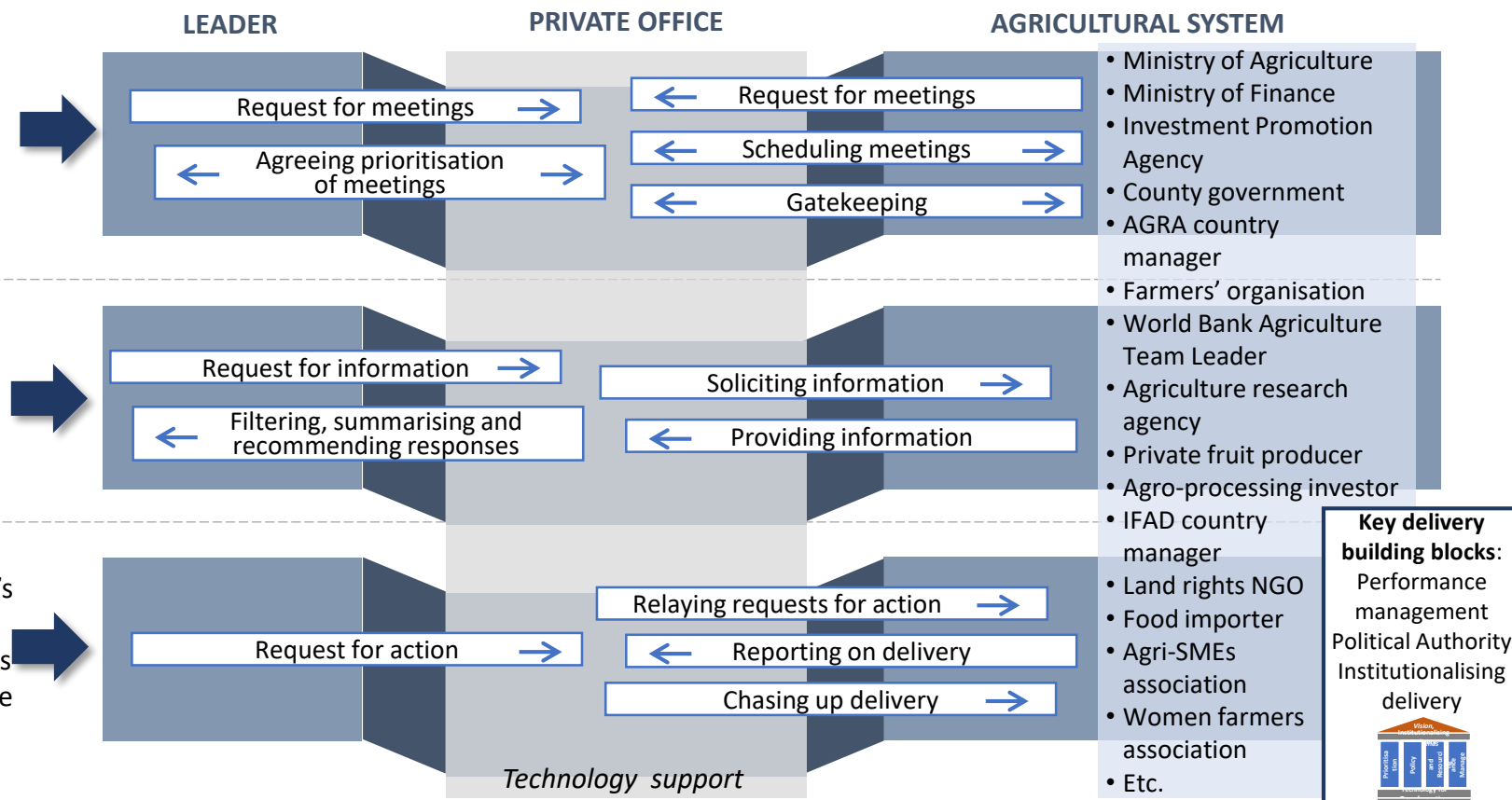


2. Information. The office needs to manage the flow of information to the leader, to give them the information they need, prevent their time being wasted by information they do not need and to advise them how to respond to any information provided.



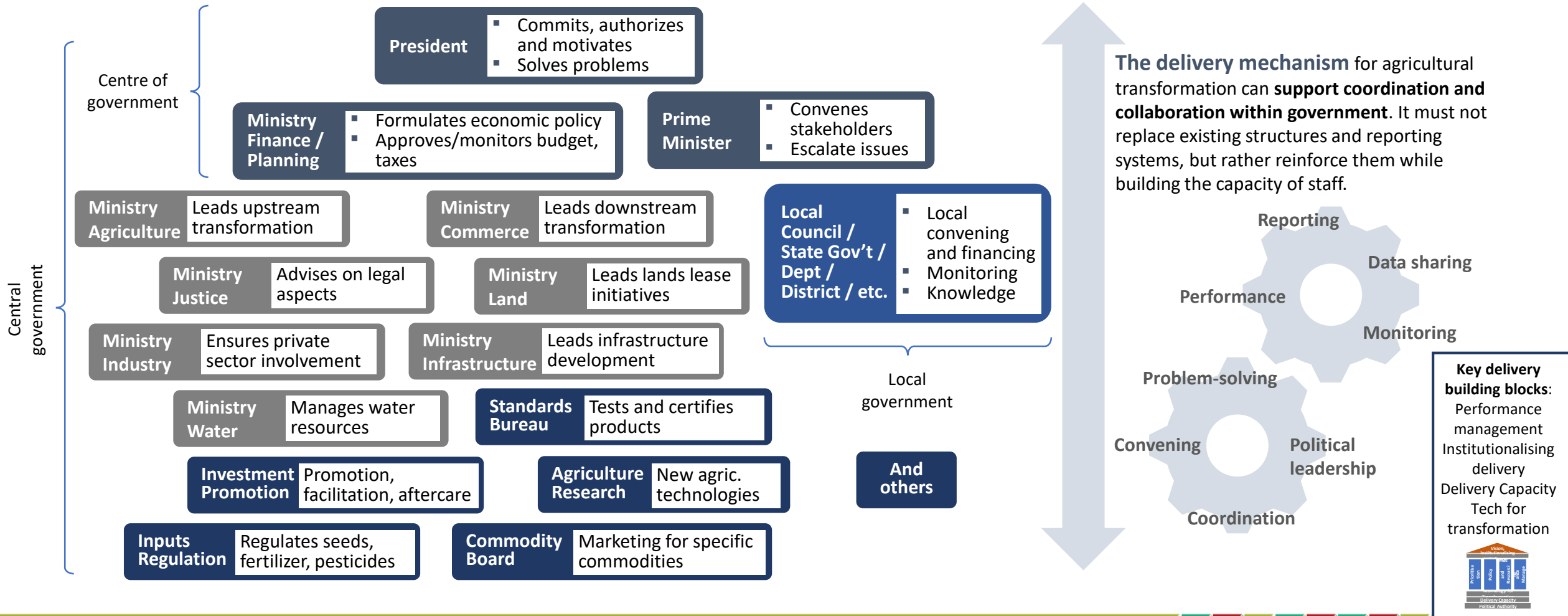
3. Action. The leader's offices needs to record, relay, monitor and chase up delivery of the leader's decisions and requests for action. This is essential to ensure that ministries, agencies and the leader's own staff are aware of the leader's desires, and are held to account for what has been asked of them.

The leader's private office supports the leader to interface within the wider agricultural system:



3 Coordinated strategy and action across government

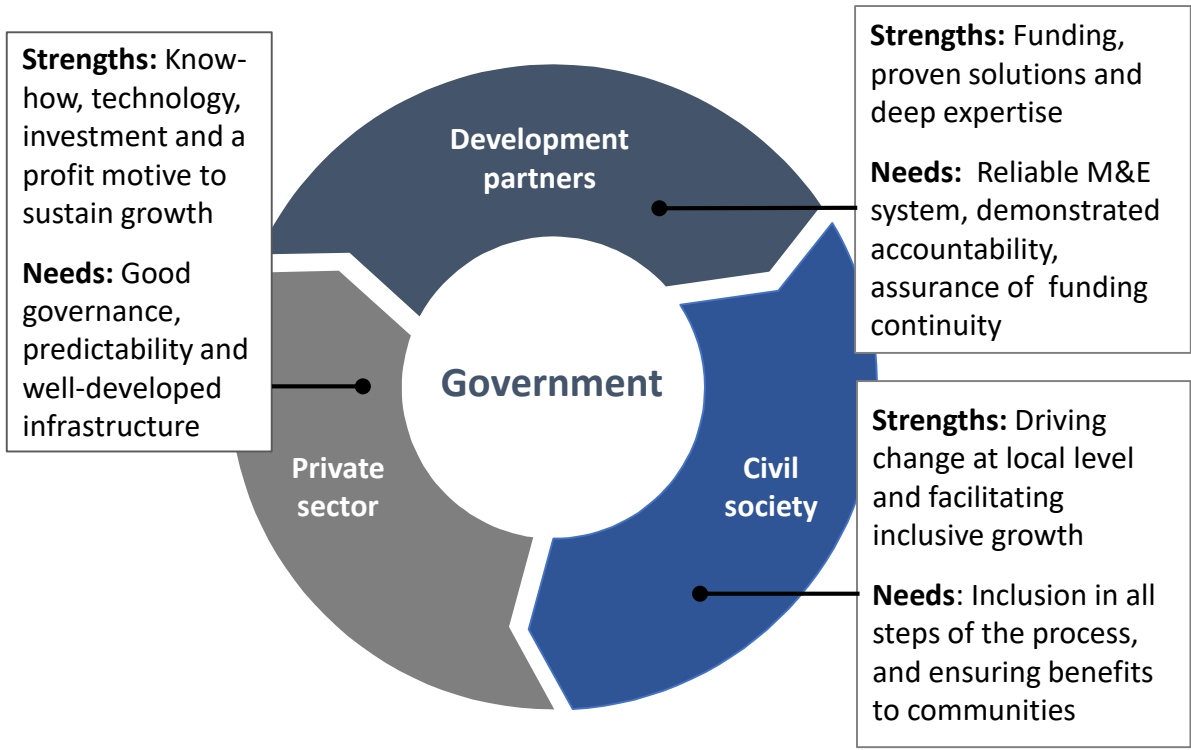
Arguably more than any other development sector, agriculture requires a **whole-of-government approach for transformation**, from upstream (agricultural production) to downstream (processing and marketing), and through necessary enablers of that transformation like financing and infrastructure. The vision and strategy for agricultural transformation should be well known by Cabinet Ministers, who are each in their respective areas advancing this agenda, supported by **coordination platforms and constant engagement of leaders**. Crucially, the central government needs to ensure **strong coordination with local governments** that are close to implementation on the ground.



4 Coordinated efforts across stakeholders

The agricultural transformation journey requires government to **drive and enable systems** for the sector to thrive, but it needs to work with **all actors along the value chains** as well as **enabling actors** to ensure the government efforts translate into transformation on the ground. Some stakeholders will have the required **knowledge and expertise** needed for technical as well as social aspects of transformation, while others will be able to provide **financial or human resources**, and others might have the **right relationships** useful to get things done. **Careful planning for necessary financial resources** will be key. TBI also recommends undertaking a **stakeholder analysis** that considers **the political economy** dynamics of the sector and of specific value chains.

The government has a coordination role but the private sector, including farmers, should be the principal “doer”



Investment types	Rationale	Incentives for investment
Public investment	Countries committed to agricultural transformation will increase spending to drive transformation	<ul style="list-style-type: none"> • Subsidies or funding to support emergence of strong value chain actors • Where capital requirements are high government may need to intervene (need to be aware of elite capture)
Private investment	Investment in agriculture has the potential to bring profit to private sectors actors whilst creating income earning opportunities for farmers.	<ul style="list-style-type: none"> • Tax breaks to upgrade equipment, encourage local content use and promote investment • Growing global food demand for specialized and organic products
Development finance	Investment in agriculture has the potential to drive inclusive economic growth and poverty reduction	<ul style="list-style-type: none"> • Financial instruments such as loans, microcredits, guarantees and equity instruments can support a broad range of programs and result in more private capital to further invest in rural areas

Key delivery building blocks:

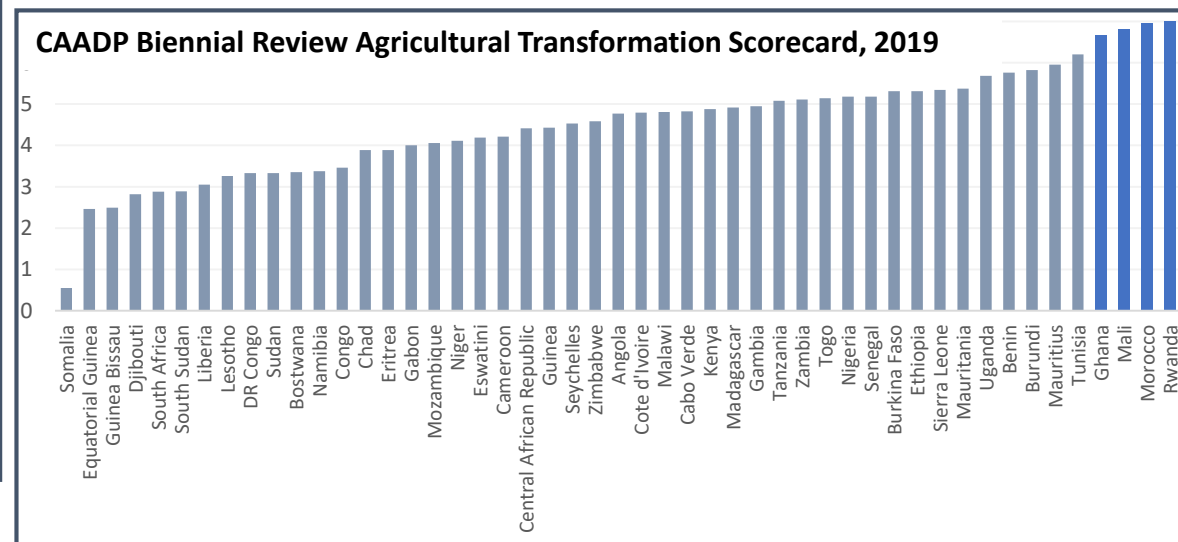
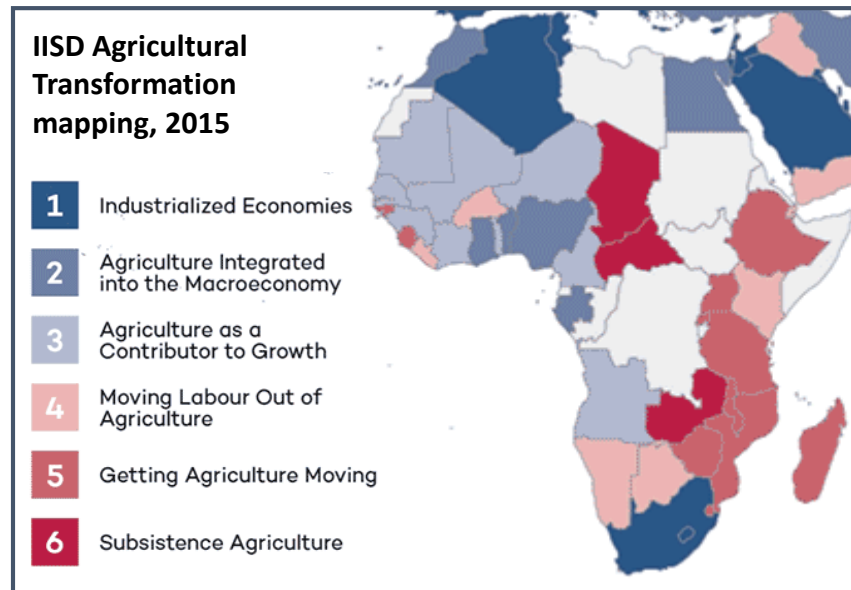
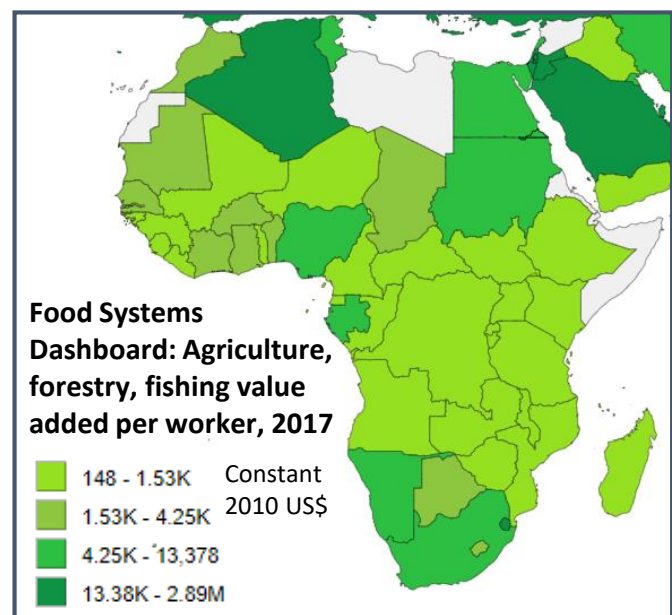
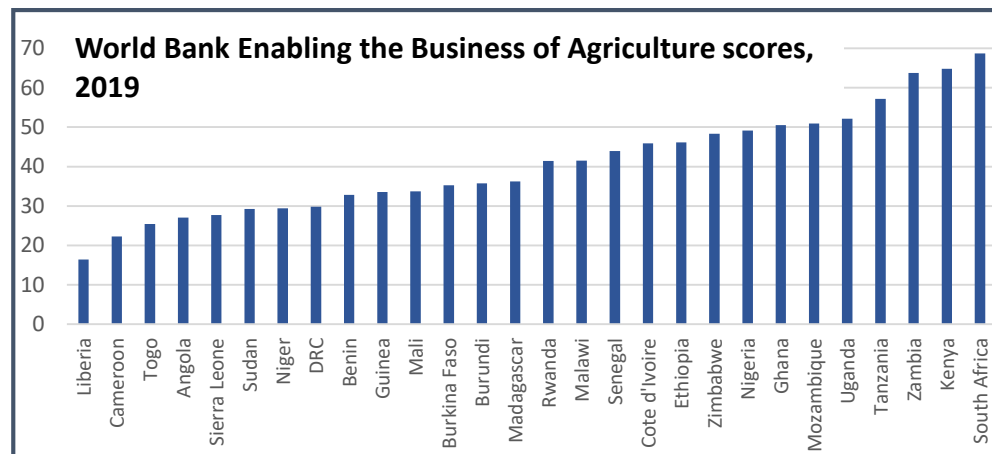
- Policy
- Planning & resourcing
- Performance management
- Tech for transformation

Delivery situation assessment



Assessing a country's agricultural transformation journey

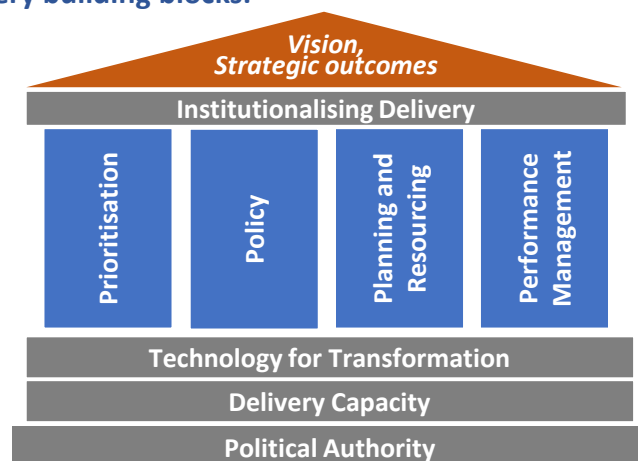
To design a delivery mechanism that supports the government's drive towards agricultural transformation, it helps to understand both the **country's current position in its agricultural transformation journey**, as well as the government's capacity to drive and enable this journey. The remainder of this section looks at ways to assess the latter. The most commonly used source of information for the former is the African Union's **Comprehensive Africa Agriculture Development Programme's scorecard**, available every two years as part of its Biennial Review. Governments can complement this data by looking at other sources of external data and comparison, presented here, as well as by making their own assessment of their country's progress towards agricultural transformation. This means **assessing the market system surrounding the agriculture sector** and the enabling support from governments and partners.



Assessing gov't readiness to deliver agri-food transformation

Governments should first evaluate their current systems and capacities for delivery to inform the design and set-up of a potential delivery mechanism for agricultural transformation. The **delivery building blocks and the four main ingredients for delivering agricultural transformation** can be used as guidelines to assess existing systems.

Delivery building blocks:



Delivery ingredients for agricultural transformation:

-  **A compelling vision for economic and social transformation**
-  **Strong commitment and focus from the Head of State**
-  **Coordinated strategy and action across government**
-  **Coordinated efforts involving development partners, civil society and the private sector**

Informing the assessment

Governments can use **studies and existing data** to make their assessment of the existing delivery systems for agricultural transformation. It is important to not only look at the

Ministry of Agriculture, but the **wider government system to deliver agricultural transformation**.

- Percentage of government budget spent on agriculture
- Disbursement rate of the agriculture budget
- Current M&E reports on the agriculture activities
- Institutional assessments, like the AGRA Institutional Capacity Assessment, or functional management reviews
- Policy assessments and studies
- Some indicators from the CAADP scorecard, like *existence of coordination body, evidence-based policies, CAADP process completion index*.
- Ibrahim Index of African Governance
- World Bank Governance Indicators
- Etc.

Proposed self-assessment tool:



- The next pages offer a list of questions for governments to be able to **self-assess their current situation according to key metrics**. The questions come from TBI and AGRA's Government Readiness for Transformation (GRT) framework.
- The self-assessment survey is split into 5 core components, broadly covering the building blocks of delivery and adapted to agriculture: **vision and leadership, accountability, alignment and coordination, policy and planning, and implementation** (including at local level).
- Leaders in governments can assess the extent to which they agree with a series of statements relating to the **effectiveness/ quality of systems, structures, or practices**, or the extent to which certain behaviours are **common practice**. You can assign a **score from 0 to 5** (5 being that you fully agree with the statement), and then average answers across the components to get results.
- The average score per component gives **an idea of the key gaps and also the strengths** in the current delivery situation across government. We propose to link this with delivery mechanisms further on.

Government delivery self-assessment tool

1/ VISION AND LEADERSHIP



Please assign a score to each statement from 0 to 5, corresponding to how much you agree with the statement or how common you think this situation is in your country (5 represent completely agrees, or always occur). You can average your answers to get the component overall score.

<i>Expression of the vision.</i> To what extent is the vision clear and has been communicated, including through national plans?	Score /5
The Head of State has a clear vision, or agenda, for agricultural transformation.	
The government has clearly laid out its agenda for agricultural transformation in a multi-year, multi-sectoral strategy.	
The agenda for agriculture transformation is clearly laid out in the country's national development plan.	
That agenda has been clearly communicated in government and to the public.	
The agenda identifies a limited number of priorities (3-7) to transform the sector.	
Priorities are specific, measurable, and achievable, and based on data, and evidence on how to drive agricultural transformation.	
<i>Quality of the vision.</i> To what extent is the vision compelling for the agri-food sector as a catalyser for economic transformation?	Score /5
The agricultural transformation agenda is about wider inclusive economic growth and industrialisation - not only increases in agricultural production.	
The agenda clearly identifies strategic value chains to focus on for agricultural transformation.	
The agenda looks beyond production and ensures there is a focus on the enablers of value chains like infrastructure or business environment.	
The transformation agenda makes clear what should be the government's role in the agri-food market system, for example how much it intervenes in key value chains.	

<i>Strength of leadership.</i> To what extent does the leader's effective engagement on the sector support delivery of the vision?	Score /5
If the Head of State announces a priority for agricultural transformation, it will accelerate the implementation of that priority.	
The Head of State has shown active public commitment to deliver agricultural transformation.	
The Head of State routinely attends meetings with Ministers and department leads to oversee the implementation of their priorities in the sector, through a defined engagement structure.	
The Head of State and their political coalition/party has strong political power vis-à-vis minority parties and coalitions. (horizontal power)	
The Head of State has strong political power over lower-level factions within the ruling coalition/party. (vertical power)	
Assessing blockers of change (inversely scored in aggregate scoring)	Score /5
<i>The vision represents the ambitions and interests of one sector of society, ignoring minority, disadvantaged, or marginalised groups.</i>	
<i>There are powerful informal (family, friends, community-based) networks which exert influence on the decision-making of senior government leaders.</i>	





Please assign a score to each statement from 0 to 5, corresponding to how much you agree with the statement or how common you think this situation is in your country (5 represent completely agrees, or always occur). You can average your answers to get the component overall score.

<i>Government's systems of accountability.</i> To what extent does government have mechanisms in place to report on progress to various bodies?	Score /5
When <i>[the following actors]</i> report on the progress towards agricultural transformation, it prompts the government and relevant actors to improve or accelerate key initiatives:	
<i>Independent experts, including think tanks</i>	
<i>The news media</i>	
<i>Civil society organisations</i>	
<i>Private sector representatives</i>	
Government communicates to the public on progress towards agricultural transformation, through press conference, social media or other means.	
Government provides quality reports to Parliament and other auditing bodies on progress towards agricultural transformation.	
There is an institutional mechanism to report on the CAADP Biennial Review process and the Joint Sector Review.	
There is a reliable sector M&E system with adequate data to report on the CAADP Biennial Review process and the Joint Sector Review.	

<i>Mutual accountability.</i> To what extent do stakeholders in the agri-food system evolve in an environment of accountability?	Score /5
International donors / development and implementing partners report regularly on their commitments in implementing the government vision and priority programmes.	
Citizens have the opportunity to raise concerns about the delivery of agricultural transformation priorities and influence government decision-making.	
The Parliament (or legislative system) has the organisation and staff skills to review and engage in the policy development process when required.	
Parliamentarians effectively support the policy making and legislative process for approving and reviewing policies that contribute to agriculture transformation.	
When a dispute arises relating to agriculture, citizens or companies raise it in the appropriate judicial channels and are able to push for a resolution to the issue.	
If a citizen or company asks relevant regulatory bodies in the sector (e.g. customs, border, or tax authorities) what the rules are for operating in the agriculture sector, they will get consistent answers.	
Assessing blockers of change (inversely scored in aggregate scoring)	Score /5
<i>Legal or bureaucratic frameworks are often used as excuses to slow down the implementation of agricultural transformation.</i>	



Government delivery self-assessment tool

3/ ALIGNMENT AND COORDINATION



Please assign a score to each statement from 0 to 5, corresponding to how much you agree with the statement or how common you think this situation is in your country (5 represent completely agrees, or always occur). You can average your answers to get the component overall score.

<i>Alignment. To what extent are key stakeholders within and outside governments aligned behind the priorities and the leader's vision?</i>	Score /5
Asking Cabinet Ministers what the vision and broad priorities are for the sector would reveal the same answers.	
Asking MDA heads and MDA staff what their specific agency's responsibilities are in delivering the agricultural transformation agenda would reveal consistent answers.	
Specific priorities of the agricultural transformation agenda are reflected in the last national government budget.	
Specific priorities of the agricultural transformation agenda are reflected in the last local governments' budgets and are well aligned to central plans.	
The most influential private sector lobbyists generally support agricultural transformation and the Head of State's agenda.	
The following agriculture actors align their programmes to key government priorities and vision:	
<i>International donors / development and implementing partners</i>	
<i>Private sector representatives</i>	
<i>Civil society / farmers organisations</i>	
<i>Research and academia</i>	
<i>Reality of coordination. To what extent are stakeholders effectively collaborating to deliver agricultural transformation?</i>	Score /5
Actions and recommendations from meetings between key people in government and <i>[the following actors]</i> are documented and followed through -	
<i>International donors / development and implementing partners</i>	
<i>Private sector representatives</i>	
<i>Civil society / farmers organisations</i>	
When a bottleneck is encountered, or when progress needs to be reviewed, key people in relevant MDAs and <i>[the following actors]</i> meet in a timely manner and take steps to resolve the bottleneck -	
<i>Other MDAs</i>	
<i>Local governments</i>	
<i>International donors / development and implementing partners</i>	
When asked by other government organisations for information in the sector, relevant MDAs readily share it.	
When asked by third parties (partners, private sector, other non-state actors) for information in the sector, relevant MDAs readily share it.	
<i>Institutionalisation of coordination. To what extent are mechanisms to coordinate clear and institutionalised?</i>	Score /5
Plans/programmes for delivering agricultural transformation include clear guidelines and institutional arrangements for coordination across government and with various stakeholders.	
Coordination systems in the sector are institutionalised (through an agreement between parties, through law, or through common practices).	
Functional coordination mechanisms are in place for agricultural planning and interventions at the subnational level.	
Coordination systems in the sector are adequately resourced (human capacity, tools, financial resources).	
Assessing blockers of change (inversely scored in aggregate scoring)	Score /5
<i>Informal power structures within government (along religious, ethnic, political, regional, or other lines) often tend to hinder or derail coordination efforts to implement agriculture transformation.</i>	





Please assign a score to each statement from 0 to 5, corresponding to how much you agree with the statement or how common you think this situation is in your country (5 represent completely agrees, or always occur). You can average your answers to get the component overall score.

Policy process. To what extent does government have efficient processes in place to develop new policies in the sector?	Score /5	Recent plans have made appropriate and realistic assumptions about capacity, duration, and financing required to implement.	
The existing policy framework already includes policies that effectively support or enable the government's vision for agricultural transformation.		The plans are based on sound economic analysis of the public and private investments required.	
The process to develop new policies in the sector is clearly defined, efficient, predictable, and transparent.		The planning process involves government actors at different levels, including local governments.	
There are existing technical and analytical skills among government staff to adequately develop new policies in the sector.		There are existing technical and analytical skills among government staff to adequately develop quality plans for the sector.	
When new agri-food policies are developed, they are based on research, data, benchmarking from other countries and/or from learnings from previous initiatives.			
When new agri-food policies are developed, they consider the views of stakeholders and citizens relevant to the policy.			
Planning process. To what extent does government have efficient processes in place to develop plans that capture the vision and the policies?	Score /5	Use of plans. To what extent are plans in the sector effectively used for delivery?	Score /5
Relevant MDAs develop plans (for ex. yearly, quarterly) that detail the implementation of the vision and the policies for the agriculture transformation agenda.		After a planning process is concluded, plans are effectively communicated to implementing partners, private sector, and other actors relevant for implementation.	
When a new plan is developed for the sector, those responsible for implementation (including implementing partners) feel they own or buy into the planning process, contributing to its design.		When implementing activities towards agricultural transformation, government staff effectively use the plans developed to ensure alignment and track progress.	
Recent plans have clearly articulated who must do what by when and how success will be measured during implementation.		Regular planning meetings take place during implementation to review progress against plans and update them, adapting to changing situations.	
		The Ministry of Finance integrates government's plans for agricultural transformation into the Medium-Term Expenditures Framework, and yearly plans are aligned to the budgeting process.	
		Assessing blockers of change (inversely scored in aggregate scoring)	Score /5
		<i>Government staff or MDA heads tend to avoid developing ambitious, quality plans.</i>	
		<i>Policies and plans are often derailed by volatility in decision-making.</i>	



Please assign a score to each statement from 0 to 5, corresponding to how much you agree with the statement or how common you think this situation is in your country (5 represent completely agrees, or always occur). You can average your answers to get the component overall score.

<i>Delivery mechanism.</i> To what extent does government have systems and tools in place for implementing the plans and vision?	Score /5
There is an effective delivery unit or structure in government to enable delivery of the agricultural transformation agenda.	
Delivery units or structures have clear roles with their mandate clearly delineated from relevant MDAs'.	
Up-to-date information on progress is available through delivery tracking tools – for example, an action tracker, dashboard, or results framework.	
There is an effective and established “rhythm of delivery”: regular meetings between implementing staff and leaders to review progress and problem-solve challenges that arise.	
<i>Delivery capacity.</i> To what extent is implementation based on a culture of delivery?	Score /5
There is existing human and analytical skills among government staff to adequately track progress and manage performance.	
The delivery process or M&E system in government produces accurate data on activities delivered and results achieved.	
MDAs or delivery structures undertake an agile approach to delivery, adapting to changing circumstances and lessons learned.	
MDA heads and their departments are rewarded or censured based on their performance.	
A focus on achieving progress and high performance is part of institutional norms.	
Assessing blockers of change (inversely scored in aggregate scoring)	Score /5
<i>Inaction and misuse of funds tends to delay or derail the delivery of agricultural transformation.</i>	

Implementation at subnational level	Score /5
How important is the role of subnational or local governments in the implementation of the agricultural transformation agenda? (score can be used for weighting this sub-component on the subnational level: 5 is most important)	
There are effective delivery systems at the local levels to drive agricultural transformation locally, and they coordinate with the central delivery system.	
At the local levels, up-to-date information on progress is available through delivery tracking tools – for example, an action tracker, dashboard, or results framework – and shared at the national level.	
There is existing human and analytical skills among government staff at the local levels to adequately track progress and manage performance.	
The delivery process or M&E systems at the local levels produce accurate data on activities delivered and results achieved, then shared at the national level.	
Department heads and their staff at the local levels are rewarded or censured based on their performance.	
Implementation systems and structures at the local levels are consistently effective across regions / localities.	

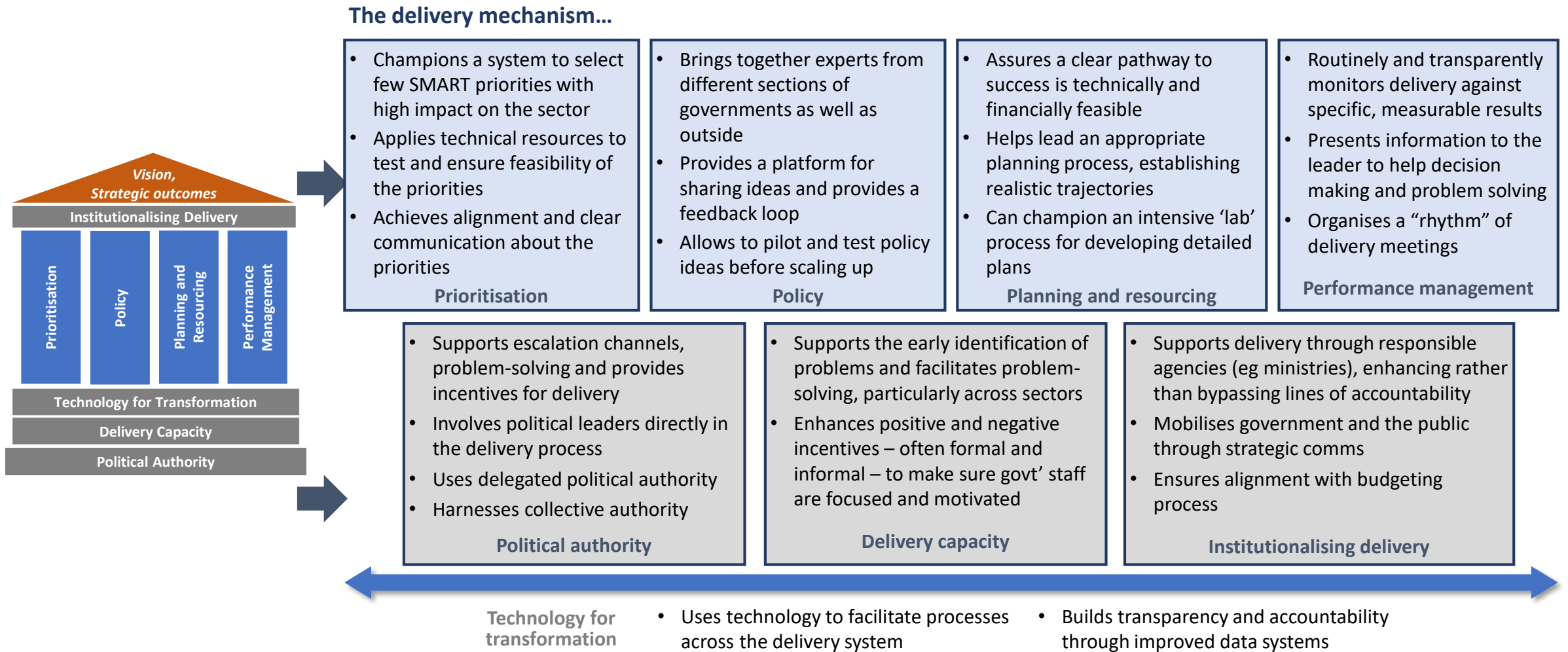


Taxonomy of delivery mechanisms










Delivery mechanisms and the 8 building blocks of delivery

The goal of this toolkit is to provide leaders with the knowledge to use delivery principles for their agri-food transformation. A delivery mechanism is a system established by a leader to help them implement their vision for this transformation. **In practice, how can a delivery mechanism help build the 8 blocks of delivery?**




















































Types of delivery mechanisms for agricultural transformation

Countries have set up various models of **systems to support delivery for agricultural transformation**, with lessons that can be drawn from their successes and challenges. TBI has supported governments across the world over the past 13 years to design and set up delivery units and delivery systems that were fit for context. The following categorisation builds on that experience but is in no way exhaustive. It represents a **simplified taxonomy of possible mechanisms governments and leaders can use to deliver their vision for agricultural transformation**. The rest of this section gives an overview and comparison of those mechanisms, with examples seen across Africa.

 <p>Agricultural Transformation Agency</p> <p>Examples: Ethiopia</p>	<p>Ethiopia pioneered the ATA model. An ATA is a separate institution from the Ministry of Agriculture and works alongside it to strengthen capacity for delivery, whilst also delivering some programmes directly.</p>	 <p>Delivery Unit in the Ministry of Agriculture</p> <p>Examples: Kenya</p>	<p>The concept of a delivery unit can be used at the level of the Ministry, particularly for agriculture where devolved functions are numerous and strengthening coordination is key.</p>
 <p>Economic Board</p> <p>Examples: Rwanda, Singapore</p>	<p>An economic board is bigger than the agriculture sector and looks at the wider economic development, centralising functions necessary for delivery towards the transformation of the agri-food sector.</p>	 <p>Value-chain specific like Commodities Board</p> <p>Examples: Ghana, Cote d'Ivoire, Malawi, Kenya, South Africa, Nigeria, Zimbabwe, etc.</p>	<p>Marketing or commodities board can be considered delivery mechanisms in the context of the development of selected value chains, usually for export crops like cocoa or tobacco.</p>
 <p>Delivery Unit in the Centre of Government</p> <p>Examples: Senegal, Kenya, Burkina Faso, Sierra Leone, Liberia, The Gambia, Malawi, Ethiopia, Malaysia, UK, etc.</p>	<p>Delivery Units or DU are tools for leaders (often the Head of State) to keep a close eye on the delivery of their vision. They can include agriculture as one of the priorities. <i>Center of Government: *Office of the Head of State; Office of the Vice President; Ministry of Finance</i></p>	 <p>Existing mechanisms like Cabinet meetings</p> <p>Examples: most countries</p>	<p>For the sake of comparison, this category tries to capture the “usual”, or default, way of delivering in government through coordination mechanisms like weekly meetings of Ministers chaired by the Head of State.</p>
 <p>Cross-government task force</p> <p>Examples: most countries</p>	<p>Most governments have experimented with task force or committees or working group to support delivery and coordination around the agri-food sector. Their effectiveness depends on the political weight put on them.</p>	<p style="text-align: center;">Delivery in Africa See examples of delivery successes across multiple sectors at this link.</p>	

Comparison of delivery mechanisms

Ultimately, a **mechanism needs to be adapted to the country that adopts it**, and be modified to fit the existing situation, context, capacity and people. The ratings below are TBI's assessment for the purpose of this comparison, based on more than a decade working on delivery mechanisms globally. The actual ratings will depend on a country's context and should be assessed locally.

Types of delivery mechanism for agricultural transformation: See next slides for more details	Ease of implementation How feasible is this mechanism to implement? What will be its size and capacity?	Strength of leadership Where will this mechanism be? How much support from political leaders?	Security of mandate Will this mechanism depend on the current administration or be formalised for sustainability?	Affordability How much will this mechanism cost to set up and to run? How sustainable is this cost?	Support coordination How much will this mechanism support coordination within and outside government?	Buy-in from existing institutions How good will the relationships be with the civil service from the start?
 Agricultural Transformation Agency						
 Economic Board						
 Delivery Unit in the Centre of Government*						
 Cross-government task force						
 Delivery Unit in the Ministry of Agriculture						
 Value-chain specific like Commodities Board						
 Existing mechanisms like Cabinet meetings						

*Office of the Head of State, Office of the Vice President / Prime Minister / other, Ministry of Finance/ Economy / Planning

Ratings are TBI's assessment and will depend on a country's context



Setting up an Agricultural Transformation Agency

Ease of implementation



Strength of leadership



Security of mandate



Affordability



Support coordination



Buy-in existing institutions



Ratings are TBI's assessment and will depend on a country's context

What is it?

An Agricultural Transformation Agency is an institutionalised mechanism for delivery focused on agricultural transformation. It has a time-bound mandate and **supports existing government institutions to deliver**, and sometimes directly implement, programmes for transformation.

What does it look like in practice?

An ATA is the visible manifestation of a country's vision for economic transformation through agriculture. It is a separate agency with a formal mandate that works in support to the Ministry of Agriculture and other partners to **deliver and track the delivery of the transformation agenda**. The ATA harnesses the political authority to problem-solve and push forward delivery. It leverages strong analytical capacity to support partners to **address key constraints to agricultural transformation**. Ethiopia pioneered the ATA model. Kenya has recently created an Agricultural Transformation Office.



Why you might want to set up an ATA

- To speed up the agricultural transformation agenda
- To overhaul existing agriculture systems through testing programmes and then scaling
- To create a system that can both undertake delivery functions and directly implement
- To focus on building capacities of existing agriculture governance institutions
- To galvanise coordination with partners in government, in the private sector, in the regions and in the development community

When is it most appropriate

- Agriculture needs a strong push over a sustained period of time, independently of the political cycle
- Implementation capacity is low
- Partners are scattered and uncoordinated, especially in the regions



Why you might not want to set up an ATA

- If resources are not available for the creation of a new institution
- If the legal mandate and creation of the ATA would take too long / would be too difficult
- If existing institutions already have the capacity to deliver and mainly need strengthening
- If an additional institution would create more bottlenecks than it would solve

The Ethiopia Agricultural Transformation Agency



The Ethiopia ATA was set up in 2010 in response to two major constraints to agricultural development: the focus for change was too narrow (not encompassing a broad vision for transformation), and capacity to implement change was lacking. The ATA reports to the **Agricultural Transformation Council originally chaired by the Prime Minister**. It has strong analytical capacity and supports the Ministry of Agriculture and other partners with studies, delivery support and by directly implementing certain projects.

The ATA helps partners to **prioritise, implement and track a narrow set of interventions** aimed at addressing key bottlenecks. Each deliverables of the Agricultural Transformation Agenda is owned by a State Minister or a Head of Agency for accountability, with the ATA supporting them to **deliver and in building capacities**.

At the regional level, the ATA's support is channelled through Agricultural Commercialisation Cluster Initiatives that focus on specific value chains for specific geographic area (see slide 42 on local delivery mechanisms). The Ethiopia ATA is about **catalysing agricultural transformation** through a systematic understanding of key bottlenecks and constant, **aggressive problem-solving efforts**. To increase smallholder farmers' incomes, it calls on experts in agriculture as well as in business, from Ethiopia and from the world.





Setting up an Economic Board

Ease of implementation



Strength of leadership



Security of mandate



Affordability



Support coordination



Buy-in existing institutions



Ratings are TBI's assessment and will depend on a country's context

What is it?

An Economic Development Board is usually the lead government agency for **planning and executing economic transformation strategies**, with a focus on enabling business to thrive. Singapore is a precursor with its Economic Development Board, with Rwanda another key example on the continent.

What does it look like in practice?

The Board undertakes many of the functions necessary for agricultural transformation in one place: it is usually chaired by the Head of State, coordinates various actors within and outside government, and oversees the overall economic planning. Its focus is on **unlocking private sector growth** through enabling government policies and support, and merges functions from key government institutions like from the Investment Promotion Agency and from the Ministry of Commerce. An Economic Board would work closely with the Ministry of Agriculture and other relevant government institutions to advance the economic agenda for agriculture, mainly through **increasing private sector involvement into the sector**. The Economic Board typically doesn't manage government functions that are close to farmers, still supported by the Ministry of Agriculture, and **focuses more on downstream transformation**.



Why you might want to set up an Economic Board

- To oversee an economic transformation that needs to be based on other sectors in addition to agriculture
- To facilitate the involvement of the private sector and of investment promotion functions
- To formalise the integration of planning and delivery functions for agric. transformation
- To centralise decisions on economic development



Why you might not want to set up an Economic Board

- If the main economic transformation strategy goes through agriculture
- If the big push needs to happen on upstream transformation (agricultural production)
- If resources are not available for the creation of a new institution
- If the legal mandate and creation of the Board would take too long / would be too difficult (especially moving functions away from existing Ministries and Agencies)

The Rwanda Development Board



The RDB exists since 2008 and was created through merging 8 different government institutions, with the goal to **support the private sector throughout their investment journey**. The RDB is under the Office of the President and supports the economic planning process spanning priority sectors, including agriculture.

The RDB supports other government institutions to work on Rwanda's agricultural transformation, like the Ministry of Agriculture and the National Agricultural Export Development Board. It is focused on creating an **enabling environment for businesses** to thrive, as well as leading investment promotion and facilitation.

The RDB is the space where economic decisions are taken in government, planning for the **economic transformation** where agriculture has a central place. The institutional architecture creates a strong system for agricultural transformation around the RDB, the National Agriculture Export Development Board and the Ministry of Agriculture.

When is it most appropriate

- Agriculture in the country is already quite developed, or the country's economy needs simultaneous development of other sectors
- Capacity across government is relatively high and leadership is already focused around strategic priorities



Setting up a Delivery Unit in the Centre of Government

Ease of implementation



Strength of leadership



Security of mandate



Affordability



Support coordination



Buy-in existing institutions



Ratings are TBI's assessment and will depend on a country's context

What is it?

A Delivery Unit (DU) is a mechanism set up explicitly to **build the delivery blocks around key priorities**. A DU in the Office of the Head of State helps to **prioritise, plan and track the implementation** of a vision for development, including agricultural transformation. It can have a one sector focus or follow a set of priorities.

What does it look like in practice?

A team of analysts supported by the Head of the Delivery Unit provide **timely and accurate information** about delivery of the leader's priorities. They support the process from **policy design and planning to problem-solving and tracking progress** of implementation. The DU can be only focused on agricultural transformation or agriculture can be one of the key priorities that the unit is supporting and tracking (for example, one of the "Big Four" agenda of the President of Kenya). The unit works alongside implementing agencies like the Ministry of Agriculture and other partners to both track progress and support delivery, notably through **harnessing the political authority of the leader and through problem-solving**.



Why you might want to set up a DU in the Centre of Government

- To directly leverage the political authority of the leader in order to get things done
- To build accountability for government institutions in charge of delivering agricultural transformation
- To facilitate coordination at a high level with different partners
- To use higher authority for more efficient problem-solving



Why you might not want to set up a DU in the Centre of Government

- Might not be appropriate if the goal is to have a mechanism that lasts longer than the current administration
- If existing capacity in line ministries and agencies is high
- If the political cycle isn't right and there is a need for longer term delivery mechanisms

When is it most appropriate

- The Head of State needs to deliver tangible impact in the agriculture sector fast
- Capacity in government for transformation is weak

Burkina Faso's Delivery Unit



The delivery unit (DU) in Burkina Faso has been created in 2020. It is based in the **Office of the Prime Minister** and is focused on delivering the Presidential priorities. Among the 173 Presidential commitments supported by the DU, **46 involve agricultural transformation**. The DU has supported the design of the institutional architecture around delivering these commitments, and on prioritising projects (out of an initial list of 582 commitments).

The DU is supporting 15 food security policy dialogues, **strengthening coordination** within government and with partners and non state actors. It is facilitating private investment into four key agricultural transformation projects, including setting up special economic zones.

The Secretariat of the Project for Agricultural Coordination and Execution (PACE) in Nigeria



The PACE Secretariat is based in the **Office of the Vice President** of the Federal Government and is focused on initially two key aspects of agricultural transformation: the Green Imperative (a collaboration with Brazil on mechanisation) and the National Livestock Transformation Plan. The Secretariat now also supports the delivery of the **Agriculture for Food and Jobs plan**, which was the government's response to the impact of Covid-19 on the sector. It works closely with the Federal Ministry of Agriculture and Rural Development.



Setting up a cross-government task force

Ease of implementation



Strength of leadership



Security of mandate



Affordability



Support coordination



Buy-in existing institutions



Ratings are TBI's assessment and will depend on a country's context

What is it?

A task force, or committee, or working group, are mechanisms often used by governments to **support coordination among various government bodies** around one same goal, here agricultural transformation. Such groups are usually composed of civil servants and / or Ministers or heads of agencies and can be set up for a finite period of time or continue to work throughout.

What does it look like in practice?

A task force on agriculture is usually created during Cabinet meetings with the approval of the Head of State. It groups the **Ministry of Agriculture and relevant Ministries and agencies**, as relevant for the country's context and decided by Cabinet. The task force usually has a mandate of facilitating coordination among these entities, and might be supported by a **secretariat** which can then undertake **other delivery functions** like tracking progress and reporting on challenges as well as facilitating problem-solving. Such task force can be a flexible tool and its success will depend on frequency of meetings, political buy-in, quality of the secretariat, etc: it can be strengthened to encompass many of the success factors of delivery mechanisms.



Why you might want to set up a task force

- To facilitate coordination for solving a technical problem in the short to medium-term
- To make use of existing capacities in line Ministries and across government
- To set up a mechanism quickly and avoid complex and costly new systems



Why you might not want to set up a task force

- If extensive coordination outside of governments (with partners, private sector, other stakeholders) is needed for transformation
- If the goal with a new delivery mechanism is to bring in a non-civil service mindset
- If existing capacities in line Ministries and agencies is low and collaboration is difficult
- If there is a history of such task force or committee failing and trust is low

Ghana Inter-Ministerial Committee on Coronavirus Response



The committee is **chaired by the President** and was created to answer to the health and economic crisis of 2020-2021. The Committee is set up of **sub-committees**, including one on the impact of the pandemic on **agriculture and food**. The Committee was tasked to track the situation, recommend and implement the government response and make necessary arrangements for the economic recovery.

Because the Committee was looking at **alleviating the economic impact of the pandemic**, the agriculture response was well coordinated through the institutional structure with the business and wider economic response. Sub-national structures (metropolitan, municipal, district assembly) were instructed to form cross-sectoral committees – extending the task force reach to the local level. The idea was to coordinate actions towards the goal of limiting the impact of the virus on Ghanaian lives. The agriculture branch of the Committee implemented **policies to increase food production**, especially of staple food rice, while supporting food consumption.

When is it most appropriate

- Capacity across government is relatively high and leadership is already focused around strategic priorities
- There is a technical issue to solve in a short period of time and no other mechanism already exists



Setting up a delivery unit in the Ministry of Agriculture

Ease of implementation



Strength of leadership



Security of mandate



Affordability



Support coordination



Buy-in existing institutions



Ratings are TBI's assessment and will depend on a country's context

What is it?

A DU in the Ministry of Agriculture works in a similar way to a DU in the Centre of Government but is **chaired by the Minister** (and maybe Deputy Minister) instead of the Head of State. It is a team under the Minister's Office that supports **planning**, works with civil servants across the Ministry to facilitate delivery, **tracks and reports on progress** to implement the Ministry plan and helps **problem solving** with the Minister.

What does it look like in practice?

The focus of a DU in the Ministry of Agriculture will be solely on that sector, unlike one in the Centre of Government. It will tend to be **focused on the Ministry's plan** as it is more difficult for a DU in a specific Ministry to effectively support coordination across other government institutions as well. Its work will be close to the civil service, including in devolved agencies and can also support staff in the regions. Some DUs in a Ministry are composed of civil servants, others uniquely of external staff, or a mix of both. The Minister will need to be personally involved to **track progress of plan implementation**.



Why you might not want to set up a DU in the Ministry of Agriculture

- If agricultural transformation requires extensive coordination with Ministries and agencies outside the Ministry of Agriculture
- If the Ministry of Agriculture has weak influence over the wider economic system
- If there is resistance to new ways of working in the Ministry
- If resources and staff are not available for the creation of this unit

When is it most appropriate

- Other Ministries are not ready and/ or willing to collaborate extensively on agricultural transformation
- Capacity for delivery in the Ministry is weak
- Most partners mainly work with the Ministry of Agriculture



Why you might want to set up a DU in the Ministry of Agriculture

- To put emphasis on the upstream transformation: boosting food production
- To facilitate coordination at the sectoral level with the numerous agriculture partners and stakeholders
- To bring new thinking to civil servants in the Ministry and support them to deliver

Kenya's Agriculture Transformation Office



From mid 2020, Kenya has institutionalised its new **Agricultural Transformation Office (ATO)** under the Ministry of Agriculture. The ATO is linked to the Agriculture Sector Transformation and Growth Strategy 2019-2029 (ASTGS) where the 10 year vision for the sector is clearly identified: "A vibrant, commercial and modern agricultural sector that supports 100% food security (...) by ensuring access and availability of nutritious food, at affordable prices for the entire population".

The ASTGS highlights **priorities for the sector** under 9 flagship projects. The ATO supports the ASTGS steering committee which includes the other Ministries involved in agricultural transformation, and will lead **cross-government coordination**. As with most delivery units, the ATO will support **performance management** by preparing reports on performance to the steering committee as well as by providing an independent perspective on monitoring and evaluation. It keeps a key focus on data, managing a database on the status and key issues affecting all ongoing transformation and food and nutrition security interventions.

In Kenya, the Office of the President also boast a delivery unit, the **Presidential Delivery Unit (PDU)**, which focuses on the Big 4 Agenda: food security, manufacturing, affordable housing, universal health coverage. This dual delivery mechanism in the center of government and the Ministry of Agriculture should greatly strengthen agricultural transformation.



Setting up a delivery mechanism specific to a value chain

Ease of implementation



Strength of leadership



Security of mandate



Affordability



Support coordination



Buy-in existing institutions



Ratings are TBI's assessment and will depend on a country's context

What is it?

Marketing or commodity boards (or councils / committee / others) can be considered delivery mechanisms that address the challenges in one or several value chains that have been considered transformative for the economy. Often these value chains are export oriented, like cocoa, tobacco, cashew. Such institutions typically don't just support change in these value chains but **deliver change themselves**, by supporting producers and processors, as well as facilitating access to markets and promoting investments into the sector.

What does it look like in practice?

The functions of a commodity board might include a combination of production support, research, extension, industry information, quality control, or consumer information activities. They are designed **to maintain or expand markets and uses for the commodity**, often by directly supporting producer, buying from them and liaising with exporters. Here, agricultural transformation is limited to the expansion of a sub sector that supports economic transformation. The typical functions of a delivery mechanism – priorities, planning, policies and performance management – are all led by the Board in the context of the focus value chains.



Why you might want to set up a value-chain specific mechanism

- To deliver targeted change in specific value chains through government interventions
- To manage eventual market failures that are constraining transformative sub-sectors, throughout the value chain
- To create a new body that allows to bypass existing governance constraints



Why you might not want to set up a value-chain specific mechanism

- If agricultural transformation requires a much broader change than the limited focus on 1-3 value chains
- If extensive coordination within and outside government is necessary to achieve transformation
- If similar Boards exist and there is no need to create additional structures

When is it most appropriate

- Existing institutions have weak capacity for delivery
- Existing institutions are not ready / willing to collaborate
- There is a strong technical, business and political case to focus on specific key value chains
- Agricultural transformation is already advanced

Ghana's Cocoa Board



The Ghana Cocoa Board (or COCOBOD) was created in 1947 with now a mission to “encourage and facilitate **the production, processing and marketing of good quality cocoa, coffee and sheanut** (...).” The Board intervenes in pre-harvest and post-harvest processes: facilitating research, extension, pest control, promoting processing, regulating internal marketing and undertaking the purchase, market and export of cocoa and cocoa products.

The COCOBOD is managed by a **Board of Directors** composed of government nominees and representative of producers association. It is under the managerial responsibility of the Ministry of Agriculture, and headed by a CEO appointed by the President. The COCOBOD has subsidiaries to deliver its mission, like the **Cocoa Marketing Company** which promotes, sells and delivers cocoa to local and international processors and traders.

Whilst not exactly a delivery mechanism for agricultural transformation, within specific value chains like cocoa the COCOBOD has supported Ghana to become the second largest exporter.

Considerations for setting up and running a delivery mechanism



Delivery mechanisms at the local level

Why setting up delivery mechanism for agricultural transformation at the sub-national level?

Policy implementation and services delivery for agriculture ultimately happens in the fields, literally and metaphorically. A delivery mechanism that can have a direct presence at the local level will be more **efficient at tracking actual progress on the ground**. It will **improve coordination** at that level as the local delivery staff are closer to implementing stakeholders and to the realities of producing and processing in that particular region.

What does it look like in practice?

A mayor's office or a district council or a county or a state might have its own separate delivery unit (only for agriculture or not). This unit might then work more or less closely with the central delivery system (or the central government in general if there is no delivery system). Another option is for the **central delivery mechanism to extend into the local level** by having regional offices, or through devolved staff in the regions (a hub and spoke model). Without a **direct presence of the delivery mechanism at the sub-national level**, the delivery staff centrally will work with existing government structures: Ministry of Agriculture regional staff, local councils, chiefs, etc. They will support these institutions with the planning needs, with problem solving at the central level, and will collect information on implementation progress.

Challenges

Setting up a delivery mechanism that directly reaches to the sub-national **level can be complex and costly**: it requires additional staff and makes the overall delivery system quite large to manage. Where a country has high capacity in local governments, it might not be needed to extend the reach of the mechanism. In addition, working through existing structures is important to sustainably strengthen this capacity. There is also a risk that the buy-in at the local level for new staff to come support delivery will be low.

Sierra Leone's Presidential Delivery Team (PDT)



The PDT was set up to deliver the Presidential Ebola Recovery Priorities in 2016. The PDT system reached the different regions through a **network of government staff, local chiefs and local civil society organisations**. For the agriculture priorities in particular, this system was instrumental to cross-check the information provided by Ministries in the capital with information provided by the local network. That way, the President would receive first-hand information from the field which **increased accountability**.

Ethiopia's ATA



The Agricultural Transformation Agency works through **Agricultural Commercialisation Clusters** at the local level "as a mechanism to integrate the interventions prioritized in the Transformation Agenda within specific geographies targeting a limited number of high-value commodities". The clusters are governed by **Regional Transformation Councils** (RTCs) chaired by Regional Presidents. They link centrally to an **ACC project management office** which monitors progress and is able to rapidly problem solve challenges that arise.

County level in Kenya



The Agriculture Transformation Office is planning, for the 2022/25 period, to **set up structures of the ATO at county level**, with local teams. Currently, the ATO splits county coordination with the **Joint Agriculture Sector Steering Committee (JASSCOM)**. Its role is to facilitate consultations and cooperation between the national and county Governments and other sectoral stakeholders on ASTGS* implementation. It ensures that the critical capacity needs are addressed so the counties can effectively domesticate the ASTGS.

Designing a delivery mechanism

Key questions for considerations to inform the design of a delivery mechanism to support agri-food transformation (in addition to the assessment of the delivery situation):

- What is the vision?
- What is needed to achieve it?
- Which government entities and partners will it need to involve?
- What are current capacities to deliver in these entities?
- Where is political momentum around the leader best harnessed?
- What are the quick wins and the longer term milestones?
- Is the focus more upstream or downstream?
- What are the priority value chains for focused government interventions?
- What are the key elements of the enabling environment?

Using the results of the self-assessment tool

Aggregating the scores per component from the survey will allow to **map your country in the two tables below**. **Key gaps** identified through the assessment (components with lowest score) can inform the type of delivery mechanism that might be adapted, according to key criteria of this mechanism. Similarly, **strengths identified** through the tool (highest score) can help identify mechanism that play to those strength. This system should only serve as **a guide to inform your decision of delivery mechanism**. TBI and AGRA are available to discuss options with you and strengthen the assessment according to your priorities.

Key gaps identified in:

	Vision & leadership	Accountability	Alignment & coordination	Policy & planning	Implementation
ATA					
Econ Board					
DU in CoG					
Task Force					
DU in MoA					
Com. Board					
Existing systems					

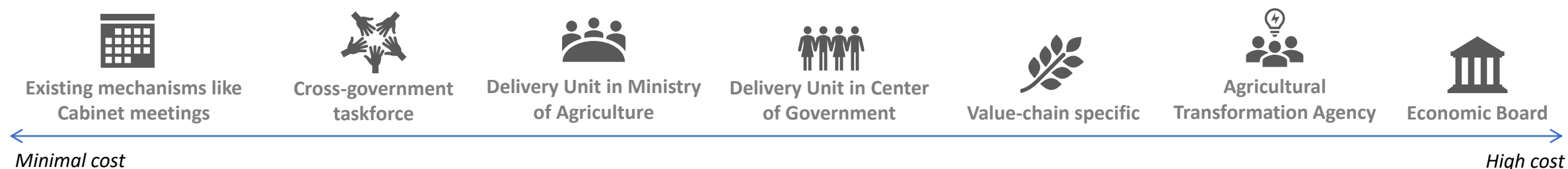
Key strengths identified in:

	Vision & leadership	Accountability	Alignment & coordination	Policy & planning	Implementation
ATA					
Econ Board					
DU in CoG					
Task Force					
DU in MoA					
Com. Board					
Existing systems					



Finding resources for the mechanism

Costs for delivery mechanisms depend on the scale of the system, including whether it reaches down to the sub-national level. **Most costs are related to staff** as they are the main input for the functioning of the mechanism: supporting prioritisation, policy, planning and performance management.



Key funders

1 Ministry of Finance / government

Delivery mechanisms are strategic government tools: they are more independent and agile if they are directly funded by government, like the Bureau d'Operationalisation et de Suivi (BOS) in Senegal.

2 Partners

Development partners want to support systems to deliver and can be persuaded to finance part or all of a delivery mechanism for agricultural transformation. Example of existing initiatives:

- **Bill and Melinda Gates Foundation:** supporting delivery in Ethiopia, Nigeria, Burkina Faso and others
- **USAID:** supporting delivery through specific advisors in select countries
- **Rockefeller Foundation:** starting a new programme to support delivery of food systems transformation

Implementing partners

TBI and AGRA have partnered to support governments deliver for their agricultural transformation, building on more than a decade expertise advising leaders to set up and run delivery systems.

Making a pitch – key considerations

- Anticipate the budget process, or planning process for partners, and prepare ahead
- Showcase returns on investment: how will the delivery mechanism ensure public investment leads to economic outcomes
- Make a case for how a delivery mechanism will also facilitate improved management of budget and efficient spending of resources
- Use data and projections to make the case for funding
- Show how the agri-food transformation vision fits within the national development agenda, and how the delivery system comes in
- Create a coalition of actors within and outside governments to champion the case for a delivery mechanism
- Secure buy-in at the highest-level - the leader needs to own this agenda – and at lower levels to show government ownership

Sustainability of the mechanism

Should the delivery mechanism last?

Usually, delivery systems are time bound, although their lifespan vary widely. The ATA in Ethiopia had a clear 20 year mandate, from inception in 2011 to the end of a transition phase in 2030, whereas a delivery unit in the Office of a President would typically last during the mandate of that President. Mechanisms can disappear or can evolve to **adapt to new leadership or new priorities**. A longer-term mechanism like an ATA or an Economic Board typically take longer to set up and are less tied to political priorities. It can then become a **trade off between setting up a mechanism quickly** that works for the current priorities and ensures to deliver a legacy for the leader, versus **formalising a new institution** that will further delivery principles for agricultural transformation.

Built-in sustainability mechanisms within Ethiopia's ATA



The ATA in Ethiopia has introduced a strong analytical and problem-solving culture into government processes. It has evolved through multiple administrative changes by adapting this approach. Their delivery mechanism involves dedicated team that works in synch with the Ministry of Agriculture to regularly communicate the delivery agenda. **The ATA has adopted a 4 phase lifespan strategy, defining the level of contribution to the Ethiopia's agricultural strategy**, which are i) Inception (2011-2015); ii) GTP II Impact (2016-20); iii) GTP III Impact (2021-25); iv) Transition (2026-30). By the Transition phase, the Ministry of Agriculture is supposed to assume many of ATA's functions through a capacity transfer mechanism, with the ATA focusing on sharing tools and approaches with other CoG counterparts.

In any case, it is important to ensure that delivery principles are sustained after the life of the delivery mechanism:

1 Involve civil servants and instil a culture of delivery

Government staff will remain in post after the delivery mechanism for agri-food ends. **Ensuring their buy in and participation** in the mechanism allow the benefits to last, building capacity and avoiding blockages. Often, government staffs lack motivation because the incentives to deliver are weak, but also because much has been tried before and failed. Showing clear results and how people contributed to them **encourages ownership and strengthens a culture of delivery**.

2 Ensure tools keep being used

One of the benefit of delivery mechanisms is they introduce the use of new tools like improved operational plans, action trackers, templates, weekly forums with the leader, etc. **Mainstreaming the use of these tools** so civil servants are used to them, and even institutionalising them in the government machinery, facilitates lasting benefits.

3 Empower leaders

The mechanism cannot be imposed from the outside and should be about empowering leaders to take **ownership of the delivery of their vision**. This is true for all leaders in government, from the Head of State all the way to Directors and staff in the provinces.

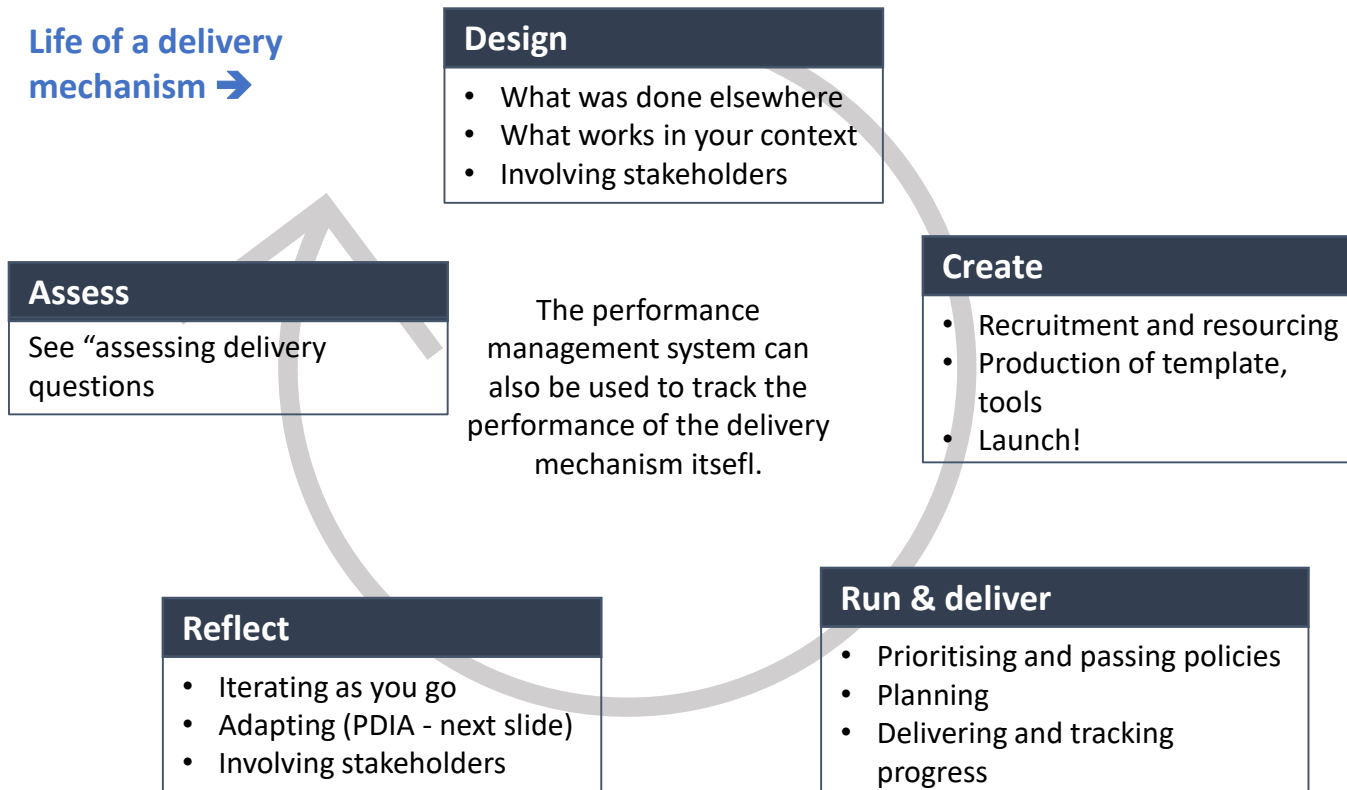
4 Involve other actors for accountability

To ensure the **continuity of delivery principles** and depending on the type of delivery mechanism, government actors like the Ministry of Finance, the Audit Bureau or Parliament can be brought in on discussions on the effectiveness of the system.

Evaluating the mechanism

A delivery mechanism **needs to be useful towards your goal of transforming the agri-food sector** and developing the economy. While running it, and at deliberate times, it is helpful to review the mechanism and ensure it is still useful or whether it needs to be adapted – or even stopped. In some instances, the assessment will be external, for example by Parliament or an auditing body in the case of new agencies created to deliver on agricultural transformation. Other times, delivery mechanism are tied to a specific leader and hence will need to be re-assessed if there is a leadership change.

Life of a delivery mechanism →



Assessing delivery:

- › Are we on track to deliver the vision? To transform the agri-food sector?
- › What was the role of the delivery mechanism towards achieving progress?
- › How is the mechanism working within the existing system? Are various stakeholders aligned?
- › Is the mechanism still helpful to deliver or another model would work better?
- › Is the political momentum the same as in the beginning? Is there anything that needs to be changed to adapt to the new political reality?
- › Do we have enough resources to run the delivery mechanism, and enough resources to deliver? How to mobilise them?
- › Does the rhythm of delivery work? Are stakeholders regularly engaged and updates are coming in?
- › Are we trying to deliver too much and should we review the prioritisation process?
- › Are the plans relevant for delivery? Do we come back to them and improve them as we go?
- › Are we getting the right data to track progress and manage performance?
- › Are policies helpful for the delivery process?

Problem-Driven Iterative Adaptation (PDIA) approach

Delivery for the agri-food sector is fundamentally about **driving change and reforms within government to transform agriculture**. This is challenging: capability for implementation is weak and actors often mimic reforms seen elsewhere without adapting to the local context, or they try to do too much too soon. Within a delivery mechanism or even without such a mechanism to drive agricultural transformation, **the Problem-Driven Iterative Adaptation (PDIA) approach** empowers actors within the system to implement step by step the changes that they want to see. PDIA was developed by the Building State Capability team in the Center for International Development at Harvard University, from a seminal paper from Matt Andrews, Lant Pritchett and Michael Woolcock.

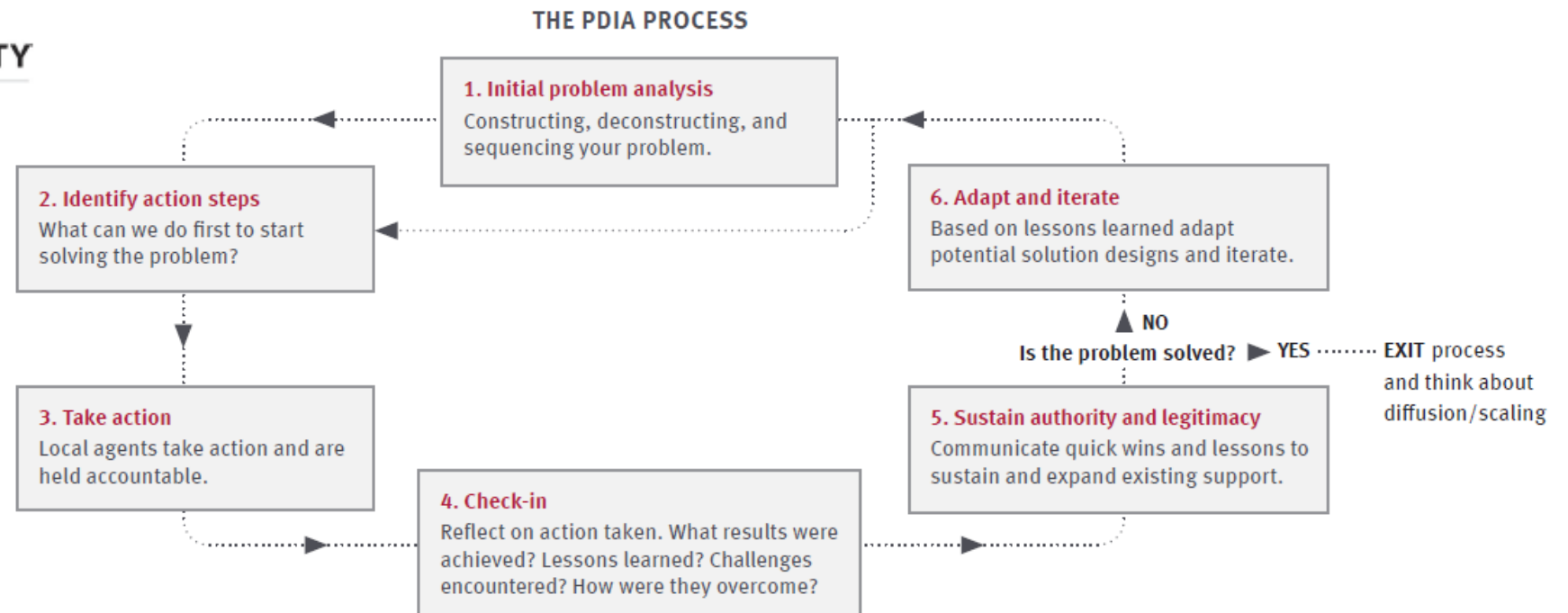
The approach is particularly relevant for leaders who have a strong vision for change but are struggling to get the momentum around them in government to move things forward and deliver for agricultural transformation. The tools can be used within a new delivery system or within existing systems.

PDIA rests on four principles: **1 local solutions for local problems** **2 pushing problem-driven positive deviance** **3 try, learn, iterate, adapt** **4 scale through diffusion**



Learn more:

- > [Building State Capability website](#)
- > [PDIA toolkit](#)
- > [PDIA Online Course](#)
- > [PDIA book](#)





The Alliance for a Green Revolution in Africa (AGRA) is an alliance led by Africans built to catalyze an inclusive agricultural transformation in Africa by increasing incomes and improving food security for 30million farming households in 11 focus countries by 2021. AGRA is supporting governments to enhance their state capability towards this objective.



The Tony Blair Institute for Global Change (TBI) has worked for 12 years in over 20 countries in Africa and elsewhere on supporting government leaders to deliver their vision. TBI provides advisory support working shoulder to shoulder with government. The concept of the “delivery unit” was first used by former Prime Minister Tony Blair while in office in the UK.



Thank You

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