

Agriculture Policy and Institutional Strengthening (APIS) in Malawi: A National Workshop on ASWAp II



Final Report

Compiled by Flora Janet Nankhuni,
Athur Mabiso, Christopher David Gerrard,
and Gem Argwings-Kodhek

November 30, 2016



DAY 1 Workshop Participants, Lilongwe, October 24, 2016

This workshop was hosted by the Ministry of Agriculture, Irrigation, and Water Development (MoAIWD) and sponsored by the New Alliance Policy Acceleration Support Project (NAPAS: Malawi) —a USAID/Malawi funded project that is being implemented by Michigan State University, the International Food Policy Research Institute, and the University of Pretoria.

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**Sunbird Capital Hotel, Lilongwe
October 24–27, 2016**

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Introduction and Overview

The Government of Malawi signed its CAADP Compact in partnership with other sector players on April 19, 2010, and has been implementing an Agriculture Sector-Wide Approach Program (ASWAp) from 2010 to date, which is Malawi's National Agriculture Investment Plan under CAADP auspices.

A review of ASWAp was completed in September, with support of the FAO Investment Center. A team of experts from the African Union, NEPAD and COMESA also visited Malawi in September to initiate the process of developing the second phase National Agricultural Investment Plan (NAIP), also known as ASWAp II, using the AUC/NPCA Guidelines for Country CAADP Implementation under the Malabo Declaration of June 2014.

Also in September, the Government of Malawi adopted a new National Agriculture Policy (NAP) that was officially launched on November 30. This identified eight priority policy areas to achieve sustainable agricultural transformation in Malawi:

1. Sustainable Agricultural Production and Productivity
2. Sustainable Irrigation Development
3. Mechanization of Agriculture
4. Agricultural Market Development, Agro-processing and Value Addition
5. Food and Nutrition Security
6. Agricultural Risk Management
7. Empowerment of Youth, Women and Vulnerable Groups in Agriculture
8. Institutional Development, Coordination and Capacity Strengthening

Hence, this workshop on Agriculture Policy and Institutional Strengthening in Malawi was intended to feed into and inform the design of ASWAp II, which would operationalize the implementation of the NAP. The workshop has identified, among other things, key institutional reforms in each of these priority policy areas to implement the NAP and speed up the transformation agenda.

The specific objectives of the workshop were:

- To strengthen participants' organizational and analytical capacity in implementing the NAP through the ASWAp II for agricultural transformation and agriculture-led development in Malawi.
- To help participants own, initiate and manage both the process and the substance of the NAP and associated institutional improvements in the agriculture sector.
- To help participants identify key institutional bottlenecks to agricultural transformation, diagnose institutional problems, and identify viable institutional options for effective institutional solutions.
- To identify the highest priority institutional reforms needed in the priority areas of the NAP.

Some key messages that the workshop conveyed included:

- Effective policies must be undergirded by institutional arrangements that create incentives for desirable economic behavior, and minimize opportunities for wrongdoing.
- The process of policy and institutional strengthening is as important as the substance and it is very important to involve the key stakeholders in the strengthening process.
- Agriculture is a complex sector. Different strategies are needed for different subsectors, depending on the nature of the goods and services in each subsector.

The workshop was hosted by Ministry of Agriculture, Irrigation, and Water Development (MoAIWD) and mainly sponsored by the New Alliance Policy Acceleration Support Project (NAPAS: Malawi) — a USAID/Malawi funded project that is being implemented by Michigan State University (MSU), the International Food Policy Research Institute (IFPRI) and the University of Pretoria. The workshop was organized by the Department of Agricultural Planning Services with the support of MSU and IFPRI. The two co-organizers were Flora Nankhuni and Chris Gerrard, supported by Athur Mabiso and Suresh Babu. The other resource persons were Gem Argwings-Kodhek and Mirafe Marcos. (See Annex G for brief biographies of the organizers and resource persons.)

The workshop was held for four days, at the Sunbird Capital Hotel, Lilongwe, from October 24–27, 2016. It was attended by more than 60 participants involved in promoting food security and economic development through agriculture-led growth in Malawi, including from MoAIWD, other ministries, civil society, the private sector, farmers' organizations, and development partners. (See Annex H for the complete list of participants.)

The workshop was participatory in nature. It utilized individual and group exercises and role plays to achieve its objectives and convey its messages. While it drew upon research that has been done on the various agricultural issues in Malawi and beyond, the overall approach was practical as opposed to academic. The workshop drew on the experiences of other African countries (in particular, Ethiopia, Kenya, and Zambia) in addressing agricultural issues similar to those in Malawi.

As a follow-up to the workshop, a study tour is being planned for government officials, parastatal and private sector representatives, and USAID and NAPAS: Malawi staff to the Ethiopia Agriculture Transformation Agency and to Rwanda, two of the countries that are considered to be experiencing agricultural transformation and sustained economic growth.

Workshop Program

Monday, October 24

9:00 – 10:30. Opening Session

Flora Nankhuni welcomed the participants to the workshop, as the co-organizer and host of the workshop. She pointed out that the workshop would help inform the design of Malawi's National Agricultural Investment Plan (NAIP), also known as ASWAp II, which would operationalize the implementation of the National Agriculture Policy (NAP) approved by Cabinet in September. She emphasized that the workshop was not an academic conference in which academics present the results of their latest research for discussion. Rather, it was a workshop in which everyone, not just the resource persons, were expected to do some work. The major piece of work would take place on Wednesday when participants would separate into eight working groups — each group corresponding to one of the eight priority areas of the NAP, and for each group to reach a consensus on the highest priority institutional reforms needed in each priority area. The NAP was a comprehensive policy framework, but it could not be implemented in its totality overnight. It had to be implemented in a sequence. So this workshop was an opportunity for participants to have an influence on which strategies in each priority area should be implemented first.

Prior to this action planning exercise on Wednesday, the organizers had put together a program to familiarize everyone with the NAP, to provide a framework for thinking about institutional reforms in the agriculture sector, and to learn about the relevant experiences of other countries with respect to implementing major policy reforms such as the NAP, as well as subsector reforms in key areas such as agricultural marketing and intra-African trade. She introduced the resource persons, and she introduced Mr. Hermes Mauwa, a representative of the Director of Planning, to invite the guest of honor to make some remarks.

Mr. Mauwa also welcomed and thanked everyone for being part of the workshop. He expressed his thanks to USAID who had supported the workshop through the NAPAS Malawi project, and introduced the guest of honor, the Director of Fisheries, Dr. Alexander Bulirani, to officially open the workshop on behalf of the Principal Secretary of Agriculture, Irrigation and Water Development, Mrs. Erica Maganga.

Dr. Bulirani officially opened the workshop while referring to the broad representation of stakeholders participating. Participants had gathered not just to learn from international experts, but also to share their knowledge and make meaningful contributions to identifying institutional bottlenecks to agricultural transformation in Malawi, diagnosing institutional problems, and identifying viable institutional options for effective institutional solutions. He implored participants to provide their inputs freely, without reservation, and in an inclusive manner. He encouraged them to find their part in the implementation of the NAP for the benefit of all. He expressed the Ministry's appreciation and thanked all participants for sparing their time to be part of the workshop.

Flora Nankhuni finished this session by leading a round of participant introductions, in which each participants stated their name, their position and their organization, and provided one

significant fact about themselves to help everyone remember who they were throughout the week.

11:00 – 12:30. Working Group Exercise: “Understanding the Policy Framework for Agricultural Transformation in Malawi”

Flora Nankhuni introduced this session. Its purposes were (a) to enhance participants’ familiarity with the new National Agriculture Policy, its vision, objectives, strategies, etc., (b) to explain how the NAP was developed, and (c) to explain how the NAP fits into the overall strategy and policy development for the economic transformation of Malawi. Her presentation can be accessed at

http://fsg.afre.msu.edu/fsp/malawi/NAP_Presentation_24_October_2016.pdf

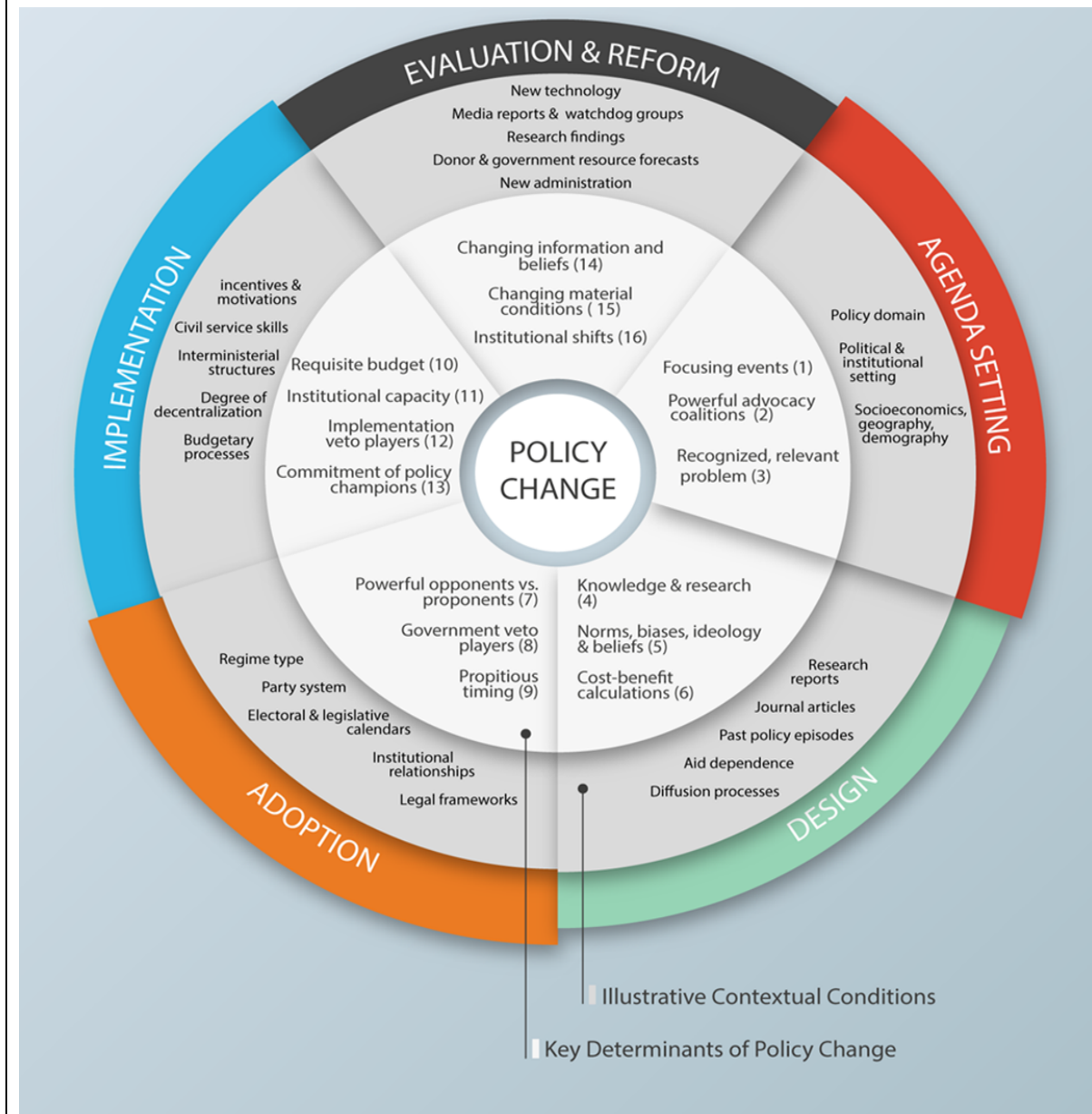
The NAP was situated at the end of the adoption stage in a Kaleidoscope model of policy change from agenda setting to evaluation and reform (Figure 1). The model helps to understand the drivers of policy change in different contexts and the conditions under which change occurs. The Government of Malawi had developed the NAP to provide a clear and comprehensive policy guidance for the agricultural sector in the place of previous subsectoral policies which were outdated, incoherent, and sometimes incompatible with each other — which had resulted in inadequate investments to some sectors, policy reversals, and weak regulatory frameworks. The NAP was a sector policy framework for agricultural transformation in Malawi that contained the following:

- Vision (ideal picture of the future agricultural sector)
- Guiding Principles (normative criteria to inform decision-making)
- Objectives (specific goals for the sector to achieve)
- Priority Policy Areas (categories of priority issues to address)
- Strategies (ways to accomplish the goals)
- Actions (precise resource commitments to operationalize the strategies)

Then Flora Nankhuni introduced a working group exercise to enhance participants’ familiarity with the NAP. Participants were assumed to be members of a technical working group that had so far agreed upon the vision and eight priority policy areas of the NAP. They had also completed a brainstorming session in which 49 additional ideas had emerged to add flesh to the vision and priority areas. Working first as individuals and subsequently in small groups, they were expected to label each of the 49 statements as a guiding principle (G), an objective (O), a strategy (S), or an action (A). Then they would reassemble in plenary session to discuss their results. The vision, the eight priority policy areas, and all but four of the 49 statements came from the latest version of the NAP that had been adopted by Cabinet, except for four deliberately inserted statements that the participants were expected to identify as contrary to the NAP vision and guiding principles.

After meeting in working groups for about 45 minutes, the participants discussed the results of the exercise when they reassembled in plenary session before the lunch break. The exercise succeeded in familiarizing the participants with the NAP. While most participants had participated in some of the nation-wide consultations leading to the NAP, only a few had participated in the Validation Workshop, or seen a copy of the completed product before

Figure 1. Kaleidoscope Model



Source: D. Resnick, S. Babu, S. Haggblade, S. Hendriks and D. Mather, 2015, "Conceptualizing drivers of policy change in agriculture, nutrition, and food security: The kaleidoscope model." IFPRI Discussion Paper 01414. Feed the Future Innovation Lab for Food Security Policy, Michigan State University, International Food Policy Research Institute and University of Pretoria. <http://ebrary.ifpri.org/cdm/ref/collection/p15738coll2/id/12>

now. They noted that the objectives and strategies in the NAP were clear, but that the vision and guiding principles were more implicit than explicit. The participants had difficulty distinguishing strategies from actions, mainly because the Office of the President and Cabinet's guidelines on policy formulation entailed spelling out strategies but not actions. Actions were supposed to be developed at the NAIP development stage. Similarly, the NAP did not include an explicit vision statement or guiding principles, labeled as such, although

the statements in the working group exercise were extracted from the NAP. Flora noted that the first session in the afternoon would introduce some potential guiding principles to inform priority institutional reforms to implement the NAP, and that the action planning session on Wednesday would identify priority actions to implement the strategies. (Annex B presents the overall results of the working group exercise.)

14:00 – 15:30. “Understanding Institutions: Ten Institutional Perspectives on Agriculture and Rural Development”

Chris Gerrard, the co-organizer of the workshop along with Flora Nankhuni, gave this foundational presentation on policy and institutional strengthening in the agricultural sector, which provided a conceptual framework and practical steps for addressing institutional issues in agricultural and rural development. The presentation addressed in a logical fashion the roles of the central government, local governments, the private sector, and civil society in agricultural and rural transformation, and identified which institutional reform strategies were more likely to succeed in different subsectors, from agricultural marketing and agricultural extension on the one hand to rural infrastructure and natural resource management on the other. His presentation can be accessed at http://fsg.afre.msu.edu/fsp/malawi/Understanding_Institutions_24_October_2016.pdf

Chris Gerrard introduced the presentation by giving the participants a short individual exercise illustrating the ways of seeing various situations from an institutional perspective (Annex C). The correct answers depended on how well developed and functioning were the institutional arrangements in each situation.

While organizations are institutions, the basic concept of institutions is more fundamental. Institutions are the “rules of the game” that prohibit, permit, or require certain actions. They are socially devised, recognized, and frequently followed by members of a community, and which therefore impose constraints on the actions of individual members of the community. Institutions are predictable, essentially stable, and applicable in repeated situations. They might be formally written down and enforced by public officials, or unwritten and informally sanctioned. When you observe pattern in the way that people behave, look for an institution.

While a policy framework like the NAP establishes a strategic direction for government actions, policy interventions such as export quotas and input subsidies are specific actions intended to affect people’s behavior within the framework. But even policy interventions must be undergirded by institutional arrangements to affect people’s behavior.

Every society depends crucially on the character of its institutions, since rules are necessary in order to coordinate economic activity. Rules create incentives for action. Some actions such as production, trade, capital accumulation, and technological advance are generally beneficial to society as a whole, while other actions such as opportunistic behavior and rent-seeking are generally harmful to society as a whole.

In any program or project, one can improve development outcomes by means of (a) physical investments, (b) research and technology, (c) capacity building, or (d) changing the rules of the game. While not trivial, changing the rules of the game may be easier, more effective, or

even a precondition for other approaches to be effective. “Sick organizations” may be sick not because people are “bad,” but because the existing rules create incentives for people to behave in undesirable ways.

There are three basic mechanisms that coordinate economic behavior in any society: markets, hierarchy, and collective action.

1. Markets: Voluntary **one-on-one** exchange in markets represents coordination by **exchange**.
2. Hierarchy: Authority flowing, **one on many**, from the top to the bottom of successive levels of hierarchy represents coordination by **command and control**.
3. Collective Action: A group of people, **many on many**, acting collectively in pursuit of a common interest, represents coordination by **common interest**.

There has been a tendency in the past to advocate government provision of any good or service that markets do not supply in adequate amounts. But the real world is more complicated than this. There are two characteristics that distinguish public and private goods: rivalry and excludability. **Rivalry** is the extent to which one person’s use or consumption of a good or service reduces its available to other people. **Excludability** represents the ability of suppliers of a good or service to exclude from consumption those who are not willing to pay for it. This yields a taxonomy of four basic types of goods and services: not just public and private goods, but also toll goods and common pool goods (Figure 2).

Markets tend to be associated with the provision of goods and services with high excludability (private goods and toll goods); some form of collective action is required for goods and services with low excludability (public goods and common pool goods); and either state or private hierarchies tend to be associated with the provision of goods and services with low rivalry (public goods and toll goods).

But the realization of this ideal depends crucially on the existence of institutions, both “macro-institutions” such as property and contract rights that affect incentives throughout the economy, and “micro-institutions” such as contracts between firms and individuals that affect incentives in part of the economy. Clearly the government has an important role to play in the provision of macro-institutions, but it also has a role to play in creating an enabling environment for the development of micro-institutions.

While all organizations comprise varying degrees of market-orientation, hierarchy, and collective action, private sector organizations tend to be oriented towards markets, public sector organizations tend to be characterized by hierarchy, and civil society organizations by collective

Figure 2. Taxonomy of Goods and Services

		<i>Excludability</i>	
		<i>High</i>	<i>Low</i>
<i>Rivalry</i>	<i>Low</i>	Toll goods	Public goods
	<i>High</i>	Private goods	Common pool goods

action. There also exist hybrid organizations such as public utilities (markets and hierarchy), cooperatives (markets and collective action), and universities (hierarchy and collective action). To appreciate why different kinds of organizations tend to provide different kinds of goods and services is to relate the type of organization (e.g. private sector) with the coordination mechanism (markets) and with the type of goods and services (private and toll goods).

African governments are today pursuing four major institutional reform strategies for agricultural and rural development which cut across the various subsectors in agricultural and rural development. These are:

- (a) Economic liberalization and privatization, which is empowering the **commercial private sector**;
- (b) Democratization and participation, which is empowering **civil society organizations and rural communities**;
- (c) Political, administrative, and fiscal decentralization, which is empowering **local governments**; and
- (d) Restructuring government, which involves working out partnerships with the private sector and civil society in those areas where, due to the nature of the goods and services in question, the **central government** will continue to play an important role.

As Figure 3 illustrates, different strategies tend to be associated with different subsectors in agricultural and rural development due to the nature of the good or service in each subsector. Liberalization and privatization tend to be associated with agricultural marketing, rural finance, and land markets. Restructuring government tends to be associated with research, extension, and livestock services. Decentralization tends to be associated with rural infrastructure, and community-based approaches tend to be associated with the management of renewable natural resources such as pastures, forests, and fisheries.

Figure 3. Linking Institutional Reform Strategies with Subsectors

Subsectors	Marketing Rural finance Land policy	Research Extension Livestock services	Roads & footpaths Water & sanitation Irrigation & drainage Rangeland, pastures Forestry Fisheries
Cross-cutting Strategies			
Liberalization & privatization			
Restructuring government			
Decentralization & co-production			
Local, community-based management			

While the match is not perfect, this illustrates the importance of linking different institutional reform strategies with the nature of the good or service in each subsector. Nor will these associations be the same in every country. At any point in time, the optimal institutional reform strategy, or combination of primary and secondary strategies in a given

subsector, will also depend on the existing degree of political and economic development in the country. For instance, there may be greater potential for decentralizing agricultural extension in some countries, or promoting community-based management of local irrigation systems in others. The central government will also usually retain some important functions such as nationwide coordination, building human resource capacity, administering financial transfers, and establishing and enforcing realistic service standards.

Core public sector functions typically include:

- Functions that create and maintain the enabling economic and institutional framework for the private sector and civil society;
- Functions of a strategic nature;
- Service-oriented functions that cannot be carried out solely by the private sector or civil society;
- Activities with large, up-front investments and with long pay-back periods and externalities; and
- Functions targeted to smallholder farmers in rural areas and to other disadvantaged groups.

16:00 – 17:30. Working Group Exercise: “A Functional Analysis of the Ministry of Agriculture”

Chris Gerrard and Suresh Babu introduced this exercise to help participants internalize the concepts introduced in the previous session. A functional analysis is one type of institutional analysis that addresses which functions an existing organization should perform — in this case, a Ministry of Agriculture. Participants were assigned to four different working groups, each group representing the members of a technical task group. The working group exercise can be accessed at http://fsg.afre.msu.edu/fsp/malawi/Bungo--Functional_Analysis_of_MoA_24_October_2016.pdf

Participants were given a list of 66 existing functions of the Ministry of Agriculture. As members of their technical task group, participants were tasked with classifying the Ministry’s existing functions according to those that should be (a) retained, (b) transferred to the private sector, (c) transferred to civil society, or (d) co-produced with either the private sector or civil society — based on the principles introduced in the previous session. The exercise was originally based on an actual functional analysis of the Ministry of Agriculture in Tanzania. The exercise had been modified for Malawi based upon a recently concluded core functions analysis of the Ministry of Agriculture, Irrigation, and Water Development.

After meeting in their groups for about one hour, participants reassembled in plenary to discuss the results of the functional analysis (Annex D), and what they had learned from the day’s presentations and exercises. While the NAP provides a strategic direction for the government to lead the transformation of Malawian agriculture from a subsistence to a market-orientation, specific institutional reforms are required to move in this direction. Institutions are the “rules of the game” which govern the patterns of interaction among the different actors in a given institutional system such as the agricultural sector as a whole, a subsector, or an organization like the Ministry of Agriculture. The choice of a mechanism —

markets, hierarchy, or collective action — and organizations to coordinate the provision of a good or service depends upon the nature of the good or service in question — whether private goods, public goods, toll goods, or common pool goods. The effectiveness of any one of these mechanisms also depends on having good institutions (rules).

There is a need to carry out a range of institutional analyses in order to identify the institutional reforms that are required in all agricultural subsectors. The functional analysis exercise was one type of institutional analysis that analyzed which functions an existing organization, such as the Ministry of Agriculture, should continue to perform, and which functions could be better performed by the private sector, civil society, or local governments. Participants noted that it was important to distinguish the commercial private sector from (non-profit) civil society organizations in thinking about which organizations had a comparative advantage in providing which services. It was also important to get beyond the inertia of thinking that the central government should provide all goods and services that were not pure private goods. The commercial private sector should be involved in the provision of toll goods (high excludability and low rivalry), civil society organizations in the management of common pool resources (low excludability and high rivalry), and local governments in the provision of local public goods (with only local reach).

Tuesday, October 25

On Tuesday, the focus of the workshop changed from the substance of institutional reforms to the process of institutional reform, drawing upon case studies from Ethiopia, Kenya, and Zambia. While the substance of institutional reforms is concerned with analyzing how existing institutions (rules) influence the provision of goods and services in an economy in terms of criteria such as efficiency and sustainability, the process is concerned with how self-governing societies go about changing the rules in order to improve the provision of goods and services. To be effective, new rules must not only be prescribed, but also be invoked, applied, and enforced.

9:00 – 10:30. “The Ethiopian Agricultural Transformation Agency and the Agricultural Transformation Agenda in Ethiopia’s Growth and Transformation Plan (GTP)”

Mirafe Marcos gave this presentation on the role and the approach of the Ethiopian Agricultural Transformation Agency (ATA) in facilitating agricultural transformation in Ethiopia, followed by questions and answers. He served as the Chief of Staff of the ATA for four years, with oversight responsibilities for program, project and operations teams. As such, he was the primary point of contact for the CEO with a range of key stakeholders across sectors, particularly with key federal and regional government bodies and development partners. He is currently the Senior Director for Agribusiness & Markets and Enhanced Implementation Capacity in the ATA. His presentation can be accessed at http://fsg.afre.msu.edu/fsp/malawi/Presentation_on_Ethiopia_ATA-for_Malawi_Workshop_25_October_2016.pdf

Ethiopia’s vision for agricultural transformation is very ambitious: (a) Increasing agriculture productivity for all key crops to Asian levels; (b) the commercialization of most smallholder

farmers; (c) the reduction in national poverty levels to approaching or less than 10 percent of the population; and (d) agriculture-led industrialization leading to national middle income status by 2025. The ATA was created in 2011 to address two high-level bottlenecks that were identified as key challenges in reaching this vision:

- The lack of capacity to identify tailor-made solutions for the key systemic bottlenecks in the agriculture sector; and
- The lack of capacity to effectively coordinate and drive the implementation of a holistic set of interventions that would transform the system and bring impact at scale.

A time-bound organization, the ATA is only expected to exist for 15–20 years. It is modeled on concepts that worked well in a number of Asian countries during their first wave of development such as Taiwan (1950s – 80s), Malaysia (1960s – 80s), and South Korea (1960s – 80s). Its governing body, the Agricultural Transformation Council, is chaired by the Prime Minister, and it works alongside the Ministry of Agriculture.

During its Inception Phase from 2011–15, the ATA began by focusing on certain systems, target value chains, geographies, and program areas, as follows:

- Systems: Seeds, soils, cooperatives, input and output markets, research, extension, and household irrigation
- Value chains: Tef, wheat, maize, sesame, barley, sorghum, and livestock
- Geographies: 60 tef woredas (districts), 56 maize woredas, 48 wheat woredas, and 12 sesame woredas
- Cross-cutting issues: gender mainstreaming, climate change and environment, technology access and adoption, and monitoring, learning and evaluation

Consistent with the previous day’s presentation on policy and institutional strengthening in the agricultural sector, such systems and value chains have proven more amenable to institutional analysis, to identifying institutional bottlenecks, and to identifying viable institutional options for effective institutional solutions.

The ATA is involved in defining and planning for the transformation agenda, effective implementation, and performance management. To begin with, the ATA engages with senior policy makers and key stakeholders to **identify and prioritize** transformational deliverables and align on specific interventions, implementation targets, and milestones. Then the ATA works with public and private sector partners to develop **strategic recommendations** to identify systemic bottlenecks, synthesize recommendations, and design implementation plans. The ATA provides inputs on **policy recommendations and regulations** to senior policy makers on sector, subsector or commodity related issues. ATA provides timely support to partners who are implementing transformational deliverables that includes (a) strategic/analytical problem solving, (b) capacity building, (c) program/project management, and (d) stakeholder alignment and coordination. The ATA takes joint responsibility for some specific deliverables by providing project management leadership to undertake **pilots and initial scale up of interventions**, and undertakes sustained **capacity building** to transition ownership of interventions to public sector partners within the system.

Finally, the ATA supports weekly, monthly, quarterly and annual reporting that allows policy makers to address issues in real-time.

At the end of GTP1 from 2011–15, the ATA found that 54 percent of its 84 planned deliverables in 16 distinct program areas were on track, 35 percent were slightly delayed, and 12 percent were significantly delayed. The agricultural extension service had trained or reached with new technologies about 9.7 million out of 13 million smallholder farmers, of which 4.4 million were using newly introduced technologies.

As a new organization, the ATA was initially opportunistic, which was appropriate. Now, for GTP2, they are becoming more systematic on how and where they work. They have identified four strategic pillars and 30 program areas for GTP2 (Figure 4). They continue to have strong support from the Prime Minister, the Ministry of Agriculture, and Ethiopia’s Regions. They face continuing challenges in managing the high expectations that many have for ATA’s role in the transformation agenda. They are becoming more selective in taking on new requests from donors, the Ministry of Agriculture, and their governing body. While they have found increasing space and appetite from policy makers in the Ministries of Agriculture, Industry, and Trade to consider more transformational ideas, they struggle constantly to be consultative and humble in the face of frequent resistance and misunderstandings from the various public sector partners. They experience the usual growing pains of putting in place systems and processes for an organization that has now grown to 350 diaspora, international, and local professional staff.

Figure 4. Ethiopia Agricultural Transformation Agenda for GTP2 across 30 Program Areas within Four Strategic Pillars

Pillars of the Transformation Agenda		30 program areas		“Anchor” Deliverable
1 Increase crop and livestock production and productivity	Crops	<ul style="list-style-type: none"> Seed supply and distribution Fertilizer supply & distribution 	<ul style="list-style-type: none"> Crop protection and health 	The Agricultural Commercialization Cluster Initiative as a means of integrating the solutions within the 30 Program areas. Focus on measurable impacts on smallholder farmers working on specific high priority commodities in clearly identified geographies.
	Livestock	<ul style="list-style-type: none"> Livestock breed and genetic improvement 	<ul style="list-style-type: none"> Livestock feed and feeding Livestock health 	
2 Commercial orientation of smallholder agriculture and market development	Crops & livestock	<ul style="list-style-type: none"> Demand-driven research Market-oriented extension 	<ul style="list-style-type: none"> Rural finance Mechanization 	
		<ul style="list-style-type: none"> Market services & infrastructure Food safety, quality, assurance & traceability Aggregation and storage Cooperative development 	<ul style="list-style-type: none"> Agro-processing & value addition Domestic & export market development Private medium and large scale farm development 	
3 Environmental sustainable and inclusive growth and national food security	NRM and Food Security	<ul style="list-style-type: none"> Soil health and fertility Rural land use & administration Climate change adaptation & mitigation 	<ul style="list-style-type: none"> Irrigation and drainage Watershed & forestry development Bio-diversity 	
	Inclusive Growth	<ul style="list-style-type: none"> Gender equality Nutrition 	<ul style="list-style-type: none"> Targeted livelihood support (for selected population groups) 	
4 Enhance implementation capacity		<ul style="list-style-type: none"> ICT for agricultural services Organizational and human resources capacity 	<ul style="list-style-type: none"> Evidence-based planning and M&E Private sector in agriculture 	

During the question and answer session, participants noted similarities between Ethiopia and Malawi. They have similar visions for the commercialization of their agricultural sectors. They are starting the second phases of their transformation agenda, and they have similar priorities (comparing the eight priority policy areas in the NAP with the four pillars and program areas in GTP2). However, Ethiopia seems to have placed agricultural development at the very center of their plans to become a middle-income country by 2025. The ATA seems to be a very competent organization that is identifying and resolving specific policy and institutional bottlenecks to broadly-based agricultural development.

11:00 – 12:30. “Agricultural Policy Reform in Kenya, 2000–2016: Turning Vision into Law”

Gem Argwings-Kodhek gave a presentation, followed by questions and answers, on the agricultural policy reforms in Kenya during the Presidency of Mwai Kibaki from December 2002 to April 2013. As Coordinator of the Agricultural Sector Coordination Unit (ASCU) in the Kenya Ministry of Agriculture from 2007 to 2009, Gem spearheaded the reforms that consolidated Kenya’s agricultural legislation from 131 to 5 pieces of legislation, and reduced in the number of agricultural parastatals from 41 to 7. His presentation can be accessed at http://fsg.afre.msu.edu/fsp/malawi/Agricultural_Policy_Reform_In_Kenya_25_October_2016.pdf

The *Economic Recovery Strategy (ERS) for Wealth and Employment Creation* that was issued in June 2003 identified agriculture, tourism, and trade and industry as the three productive sectors to achieve the ERS goals. The follow-on *Strategy for Revitalizing Agriculture: 2004–2014* aimed “to transform Kenya’s agriculture into a profitable, commercially oriented and internationally competitive economic activity.” Its objective was “to provide a conducive policy and institutional environment for increasing agricultural productivity” by, among other things, exiting the government from commercial functions, encouraging private sector participation and investment, investing in infrastructure, and improving the governance of agricultural institutions.

The ASCU established six Technical Working Groups (TWGs) to review and make recommendations to reform the public and private sector roles in each of the following areas: (a) legal and regulatory reform, (b) reform of parastatals and government departments, (c) reform of agricultural research and extension, (d) increasing access to agricultural inputs and financial services, (e) agribusiness, markets, and value addition, and (f) food and nutrition policy and programs. All such reforms had legal and regulatory implications.

The Legal and Regulatory Reform TWG oversaw and guided the preparation of a comprehensive update of the legal framework for the entire agricultural sector. This included reviewing the existing legal and regulatory frameworks, coordinating and updating the harmonization of policies in the different subsectors, gathering information on legal and regulatory frameworks in other countries, consulting widely to gather inputs/ideas and to generate support, and preparing the legal instruments of a concept paper, a Cabinet memo, a Sessional Paper, and draft legislation. The TWG recommended repealing, amending, or merging existing legislation that was against government policy, outdated, unenforceable, infringing basic rights, or adequately covered elsewhere. The resulting Agricultural Sector

Revitalization Act established two Development Boards (for agriculture and livestock, respectively), one regulatory agency covering crops, livestock, and food safety issues, Industry Development Funds and an Agricultural Appeals Tribunal, and reduced the number of parastatals from 31 to 7 in order to make more room for the private sector. After the 2007 election, the Minister of Agriculture Sally Kosgei championed the new legislation, and President Kibaki signed the Act into law in 2012.

The principal lessons from this experience were:

- The need for a strategic direction, in this case, a commercially oriented and international competitive agricultural sector
- The importance of consulting widely among stakeholders to gather inputs/ideas and to generate support, in this case, by the TWGs
- The deployment of technical capacity to review the existing situation and make viable proposals, again by the TWGs
- The importance of political commitment and cover over a considerable period of time, in this case by President Kibaki
- The need for a champion, in this case, by the Minister of Agriculture, Sally Kosgei.

Today (2016), the agricultural private sector in Kenya is currently booming, benefiting from both domestic and foreign investment. However, while President Kibaki signed all the legislation into law, the current government is dragging its feet on fully implementing the law. The governing boards of the former parastatals no longer exist, but most of the staff are still employed.

Participants felt that Kenya's agricultural sector was doing very well, wondered how Malawi could achieve the same degree of dynamism, and considered what lessons Kenya had for Malawi. Gem emphasized that time had shown that the role of government was not as important as allowing the energies of the private sector to drive growth. Government needed to facilitate, encourage and celebrate entrepreneurship — even/especially at a very small scale — and then remove the obstacles that the state had created out of the way. It was an entrepreneurial culture that grew an economy, not government policy that always favors a few large enterprises.

14:00 – 15:30. “Institutional Reform Challenges and Principles: The Introduction of the E-Voucher System for FISP in Zambia”

Chris Gerrard and Athur Mabiso, Policy Analyst with the NAPAS project, shared this presentation that was put together with Nicholas Sitko of Michigan State University. Nicholas, however, was not able to attend the workshop. While the two presentations in the morning were case studies of comprehensive policy reforms in Ethiopia and Kenya, this was a case study of a specific institutional reform in Zambia. It discussed some of the challenges of institutional reform, presented some guiding principles for managing reforms, and illustrated these challenges and principles with a case study of a successful reform process. Their presentation can be accessed at http://fsg.afre.msu.edu/fsp/malawi/Zambia_E-Voucher%20Reform--25_October_2016.pdf

Changing the rules governing the provision of good and services in an economy is challenging because rules are abstract public goods. They are characterized by low rivalry (since they are jointly consumed), low excludability (if impartially applied), and low exit (if effectively enforced). Therefore, changing the rules is subject to all the collective action problems and transactions costs associated with the provision of concrete public goods, plus some more — such as invisibility.

Five challenges of institutional reforms are the following:

1. **Problem recognition.** This includes “home-blindedness” — the difficulty of recognizing harmful rules in one’s own society — and “paradigm paralysis” — the difficulty that those who have invested in an old paradigm have in recognizing the virtue of a new way of addressing or solving a problem.
2. **Collective action problems.** This includes how “free-riding” and “rent-seeking” hinder those with a common interest in a new rule in perceiving and acting to achieve this common interest. Even reforms that are “win-win” in the long term typically create “winners” and “losers” in the short term. The “losers” are often fewer in number, well organized, and successful rent-seekers. The “winners” are typically uninformed, larger in number, and have difficulty getting the group organized.
3. **Transactions costs.** This includes the time and effort required to assemble the policy-relevant information, analyze the problem, agree upon the new rules, and then implement them.
4. **Path-dependence.** You have to start with where you presently are, in which institutions created in the past place boundaries on the range of feasible reforms in the present.
5. **Blueprint thinking.** This occurs whenever uniform solutions are proposed to a wide variety of problems that are clustered under a single name based on one or more successful examples, but which fails to recognize the unique aspects of the current context.

The Government of Zambia started the Farmer Input Support Programme (FISP) in 2002/03. Under the program, it tendered for input suppliers, the winners of which delivered inputs to specified warehouses. Then government agricultural officers and farmer cooperatives distributed a standardized package of inputs (20 kg of maize seed and 400 kg of fertilizer) to individual farmers. Farmers paid 20 to 50 percent of the cost depending on the price of fertilizer.

The program was beset by financial and logistical challenges, resulting in the late delivery of inputs; by poor targeting, in which a small minority of larger farmers received most of the inputs; and high cost to the Treasury. It also hindered agricultural diversification and crowded out agro-dealers who did not win the tenders. While a Government Commission in 2009 recommended an e-voucher system to address these shortcomings, the Government rejected these changes at that time because of concerns that agro-dealer networks were inadequately developed and fears that implementation constraints might adversely affect

national food security. However, they did cut the size of the package in half — to 10 kg of maize seed and 200 kg of fertilizer — in order to reach twice as many farmers.

Those who supported the present system were successful rent-seekers: the fertilizer association, the larger farmers who received most of the inputs, and opportunistic actors who diverted FISP inputs for themselves. Those who supported the reforms had to organize: the Zambia National Farmers Union, seed suppliers, donors, and research organizations. Some other stakeholders (such as grain traders, millers, and processors) were indifferent. Nonetheless, a study by the Indaba Agricultural Research Institute in Lusaka helped put e-vouchers back on the political agenda in 2012. There were also some close blueprints in this case. The Farmers Union had used a Visa-based voucher for one of its programs, which eventually served as a template for designing the institutional reform.

The eventual institutional reform benefited from five guiding principles for reform, as follows:

1. **Political commitment and cover.** A new Minister of Agriculture — Given Lubinda — pushed through the reform, starting in February 2015, and President Edgar Lungu officiated at the launch of the pilot in October 2015.
2. **Reform manager.** A Director in the Ministry of Agriculture — Kezia Katyamba — led the e-voucher design and implementation. Donors, the Farmers Union, and research organizations also played important roles in managing the reform process.
3. **Reform strategy.** These included the commercialization of Zambian agriculture, diversification beyond maize production, private sector development and competition in agricultural marketing, and more efficient delivery of government agricultural programs, all of which provided a strategic direction for designing the reform.
4. **Participation of stakeholders.** Most of the influential stakeholders ended up supporting the reforms — the Farmers Union, input suppliers (other than the traditional tender winners), and donors. That only the fertilizer association was opposed created the political window of opportunity for the reform, provided that the new institutional design could be worked out and implemented.
5. **Sequencing.** The government had to register the agro-dealers to supply the inputs and farmers to receive vouchers. It passed new legislation and regulations authorizing the reforms, and it set up a dedicated account to repay agro-dealers when farmers redeemed their vouchers. Government IOUs would not have been sufficient to support the new system. Then the government piloted the new system in selected districts in 2015/16, and planned to expand this to additional districts in subsequent years.

The participation of stakeholders was particularly important for a number of reasons — to help establish the credibility of the government with respect to the proposed reforms; to help instill ownership, and thereby reduce the costs of implementing the reforms; to help assemble policy-relevant information; and to help deter rent-seeking activities. The reform manager also had to know when to consult with stakeholders and when to collaborate. Close

collaboration yielded political and economic benefits, but also involved political risks that the process might result in recommendations that the government could not agree with. Reforming Zambia's maize trade policy or the Food Reserve Agency had so far proven more problematic in these respects.

Participants noted the many similarities between Zambia's and Malawi's FISP programs. Malawi's program was beset by similar problems experienced in Zambia and cost the Government of Malawi relatively more than in Zambia. Reforming Malawi's FISP could also foster the commercialization of Malawian agriculture, help diversify beyond maize production, encourage private sector development and competition in agricultural marketing, and lead to more efficient delivery of government agricultural programs.

16:00 – 17:30. “Agricultural Marketing Reform: Lessons from Kenya”

The purpose of this session was to deepen participants understanding of the need to “change the rules of the game” in order to have real agricultural market reform. Gem Argwings-Kodhek presented the theory behind the efforts to improve agricultural markets in Kenya; illustrated and applied institutional analysis with examples from pyrethrum, coffee, sugar, and maize in Kenya; and suggested lessons for Malawi. His presentation can be accessed at http://fsg.afre.msu.edu/fsp/malawi/Agricultural_Marketing_Reform_25_October_2016.pdf Agricultural economists emphasize the distinction between “price determination” in agricultural markets and “price discovery”. **Price determination** refers to the way in which economic forces of supply and demand and government policies (such as price floors, import or export bans, tariffs, and licenses) influence agricultural prices under various market structures (such as competition, oligopoly, or monopoly). **Price discovery** refers to the process by which buyers and sellers arrive at specific prices and other terms of exchange in a market. It is not possible to discuss price discovery without reference to institutions because price discovery always occurs in an institutional context. It is a costly process which is often characterized by asymmetric information. Examples of price discovery institutions in African agriculture include individual negotiation, group bargaining, spot auctions, futures markets, formula pricing, and administered prices.

Price discovery involves three dimensions of time, place, and form. Prices are regarded as efficient only if the markets for storage, transportation, and processing are functioning well, along with the grading system. Inter-seasonal prices for storable commodities should rise in relation to the cost of storage. Prices in urban areas should reflect the costs of transportation from the producing areas. And consumer prices should reflect the quality of the product and the costs of processing, packaging, and handling.

An institutional analysis of an agricultural market attempts to explain market outcomes by paying particular attention to the institutional arrangements associated with the market — that is, with the “rules of game” which prohibit, permit, or require actors in the market to undertake certain actions: whether large and small-scale farmers, assemblers and transporters, processors, wholesalers, retailers, or consumers. An institutional analysis focuses on changing the rules of the game in order to improve the performance (outcomes) of an agricultural market in a series of steps, as follows:

1. What is the scope or boundaries of the marketing system being analyzed?
2. What are the physical attributes of the commodity being marketed?
3. Who are the actors in the market?
4. What are the various rules governing the functioning of the market?
5. How do the physical attributes of the commodity and the rules-in-use affect the patterns of interaction among the actors and the market outcomes?
6. How is the market performing in terms of criteria such as efficiency, sustainability, equity, etc.?
7. What changes in the rules would be recommended to improve the performance of the market?

Agricultural markets in Africa have suffered from many years of heavy state intervention which proved to be fiscally unsustainable. This has led to liberalization and privatization in agricultural markets. But the elimination of direct government roles in agricultural marketing has not led organically to a private sector response and efficient markets. These require a new institutional framework to replace the old one. These require (a) a set of rules, property rights, contract enforcement, and promotion of competition; (b) defining appropriate roles for the government and the private sector that can attract private investment; (c) private sector institutions such as industry and trade associations for collective action; and (d) support services such as quality standards and inspection, market information, trading systems, etc. The failure to put in place such new institutional arrangements has in turn led to policy reversals and a longing for the “good old days” which were not actually so good for everyone.

Gem Argwings-Kodhek illustrated these principles with examples of agricultural market reforms with respect to pyrethrum, coffee, sugar, and maize in Kenya, and concluded with some lessons for marketing reforms in Malawi. In pyrethrum, where Gem was briefly Managing Director of the Pyrethrum Board, there was an effort to separate regulatory roles from the commercial business of collecting, paying for, and processing pyrethrum. In coffee, a proliferation of licenses and the politicization of the Coffee Board had led to a collapse in production to levels last seen in 1965. Large multinationals and large farms now dominated the industry. In sugar, government parastatal factories had collapsed while efficient privately owned mills were expanding. Opportunistic innovations around the industry’s rules had made this shift possible as the government dithered with the privatization process. And finally Kenya’s maize policy had resulted in more and more imports from neighboring countries and a shift by consumers toward other staples such as rice, potatoes, and wheat products. An important message was that even when the government tried to slow down the change process, at times such measures helped to bring about the very changes that the measures had supposedly tried to avoid.

Wednesday, October 26

9:00 – 10:30. “Removing Barriers to Intra-African Trade”

The 2014 Malabo Declaration committed Africa’s Heads of State and Government (a) to triple intra-African trade in agricultural commodities and services by the 2025, and (b) to create and enhance policies and institutional conditions and support systems for doing so.

Priority Area 4 of Malawi's National Agriculture Policy also commits the Government of Malawi (a) to ensure that agricultural markets and trade policies are transparent, evidence based and enforced, and (b) to promote regional and global exports of value added agricultural commodities. Gem Argwings-Kodhek gave a presentation to help participants to understand the political economy of why African countries don't trade much with each other and to begin to explore some of the ingredients for developing a forward-looking agricultural trade strategy for Malawi. His presentation can be accessed at http://fsg.afre.msu.edu/fsp/malawi/Removing_Barriers_to_inter_African_Trade_26_October_2016.pdf

Africa does worse than Asia, Europe, and North America is promoting intra-continental trade for a number of reasons: adverse customs procedures, visa requirements, natural resource-based products, low value-added goods, and weak infrastructure and communications technology. Intra-African trade is also hindered by multiple trade agreements, slow implementation of high-level political agreements to eliminate tariff and non-tariff barriers, border and road-side checks, frequently changing rules not communicated to border posts, and smuggling that competes with public monopolies.

Gem went through a typology of common non-tariff barriers (NTBs) to trade that are termed Sanitary and Phytosanitary (SPS) measures, technical barriers, and pre-shipment and other formalities that constitute NTBs. He also provided contact details for Malawi's contact points for addressing trade issues, i.e., the Principal Secretary for the Ministry of Industry and Trade, and the Malawi Confederation of Chambers of Commerce and Industry (MCCCI). He also gave an update on negotiations for the proposed Tripartite Trade Agreement between SADC, COMESA and the EAC. The process has been long and a number of issues remained to be negotiated.

Gem closed by focusing on Malawi. He listed (a) some of the NTBs Malawi imposes with examples from maize, sugar, groundnuts, tobacco, (b) export bans affecting at different times soybeans, pigeon peas, tobacco, groundnuts and maize, and (c) structural issues like poor infrastructure and the lack of a national identification card. He introduced the Making Markets Work for the Poor framework and related this to the process of getting policy reforms discussed the previous day. He emphasized the need for the politics and the time involved in getting policies changed. He concluded by showing a list of commodities that could not be exported from or imported into Malawi without a permit issued by a Director in the Ministry headquarters and asked how a small trader wishing to export a one ton pickup of cabbages would be inconvenienced by this. He used some humorous examples from Kenya to make the point in a politically palatable way. Malawi could do a lot to increase its own cross-border trade particularly if the government listened to the needs of the small scale private sector.

11:00 – 15:30. Action planning: Identifying the highest priority institutional reforms in the priority areas of the NAP.

This session produced the major output of the workshop. Participants signed up for one of eight working groups, corresponding to the eight Priority Policy Areas of the NAP. Each group was instructed to review the strategies that had already been identified in the NAP in

their priority area. They were tasked with identifying 5–7 high priority strategies that required important institutional reforms for the strategies to be implemented successfully, and to answer six questions for each institutional reform so identified:

1. For the implementation of which NAP strategy is this institutional reform required?
2. What is/are the problem(s) the reform is addressing?
3. What is/are the consequence(s) of these problem(s)?
4. Who is your reform empowering to drive the implementation of the strategy?
5. What are the political, technical and other challenges/risks facing this reform?
6. What initial actions should be undertaken to implement the reform, and by whom?

In introducing the exercise, Flora Nankhuni reminded participants of some of the key messages arising from the previous workshop presentations to date. The priority institutional reforms should be consistent with the vision and guiding principles of the NAP. Different institutional reform strategies are more likely to be successful in different agricultural subsectors, depending on the nature of the good or service being provided. Which are core public sector functions, and which functions should be performed by the private sector or civil society? What institutional arrangements are required for the efficient functioning of agricultural markets? Her presentation with Chance Mwabutwa can be accessed at http://fsg.afre.msu.edu/fsp/malawi/Working_Group_Exercise_26_October_2016.pdf

There was insufficient interest among participants in two of the Priority Policy Areas, namely, the Mechanisation of Agriculture and Agricultural Risk Management. Each of the six remaining groups selected a chair, a rapporteur, and a presenter. The groups worked for four hours, including over lunch, and prepared their findings on a PowerPoint presentation template provided by the workshop organizers.

16:00 – 17:30. Plenary Presentations

Each of the six groups presented their conclusions in plenary session. The complete presentations can be found in Annex E. The highest priority strategies that each group identified and the associated institutional reforms to implement these strategies are summarized in Table 1.

These should be viewed as a starting point and suggestions, not definitive conclusions and recommendations, since they represent the relatively quick reflections of a limited albeit knowledgeable group of stakeholders. However, the need was clear to identify the highest priority strategies in the NAP and the institutional reforms necessary to effectively implement these strategies. It was simply not possible for the Government to implement all the strategies in the NAP at the same time.

The six presentations showed that participants had internalized many of the messages that had been presented during the previous two days of the workshop. However, understanding what was meant by empowering the private sector, civil society, or local governments to drive some of the reforms was weak. Groups still answered many central government agencies or officials to the question “who is your reform empowering to drive the implementation of the strategy.” While central government agencies and officials can initiate

or facilitate many of the reforms, other actors need to drive the implementation of the reforms when given the opportunity to do so.

Table 1. Summary of Working Group Results: Priority Strategies and Recommended Reforms

Priority NAP Strategy	Associated Reform
Priority Policy Area 1: Sustainable Agricultural Production and Productivity	
3.1.1. Strengthen coordination among all extension service providers at all levels, especially at district level.	Develop a District Agriculture Sector Service Charter to be signed by all players in the sector
3.1.2. Promote the development of new seed varieties, livestock breeds, fish fingerlings and other agricultural technologies, including fish feed formulation.	Establish a specific career path for scientists outside administrative structures. Prioritize and finance agriculture research investments
3.1.3. Promote input supply through farmer-based organizations, agro-dealers and contract farming arrangements	Decentralize the training and certification of cooperatives Develop a legal framework for contract farming
Priority Policy Area 2: Sustainable Irrigation Development	
3.2.1. Sustainably develop areas with irrigation potential to facilitate utilization of irrigable land	Fast track the implementation and institutionalization of the Land Act.
3.2.1. Promote year around diversified irrigation farming	Rationalize the staffing level to be based on district irrigation potential; decentralize financial resources and funding based on potential irrigation areas.
3.2.1. Promote and invest in water harvesting technologies and storage systems for irrigation	Align all irrigation developments to the Irrigation Master Plan
3.2.2. Mobilize resources for increased public investment in irrigation development. Coordinate development partners financial resources that are committed irrigation investments	Fast track the implementation and institutionalization of Irrigation Act -2001 by establishing National Irrigation Board and National Irrigation Fund
3.2.3. Facilitate participation and investment of private sector, NGOs and Small communities in commercial irrigation development and management, including promotion of PPPs in irrigation investments	Coordinate irrigation development under one umbrella institution and harmonise the roles of DoI, NIB, GBI according to the Irrigation and Land Act
Priority Policy Area 3. Agriculture Market Development, Agroprocessing and Value Addition	
3.4.1. Strengthen FOs through improving the development, branding, quality, and marketing of their products, establishing labor standards, and building skills in price negotiations	Improve the Cooperative Act to support FOs in having a better business orientation, practices and linkages with markets
3.4.1. Promote increased use of contract farming, out-grower schemes, and other appropriate value chain coordinating mechanisms for smallholder commercialization	Improve civic education and development of greater trust among stakeholders in engaging in value chain coordinating mechanisms.

Priority NAP Strategy	Associated Reform
3.4.3. Establish a MOU between ADMARC and government so that ADMARC can play its social functions related to food security and social protection on a full-cost recovery basis without putting at risk its commercial functions and activities	Define the role of ADMARC.
3.4.5. Promote market risk management through commodity exchanges	Provide better transparency in government price interventions which undermine risk management through commodity exchanges
3.4.7. Support policy consistency and coherence on food security, food safety, and trade, including export bans and licensing, and import tariffs	Eliminate policy inconsistency in food security, food safety and trade
Priority Policy Area 5. Food and Nutrition Security	
3.5.1 to 3.5.7 All seven strategies in the NAP	<p>Establish, by law, an inter-ministerial structure (Agriculture, Health, Social Welfare) that coordinates all food and nutrition security issues (and chaired by the Vice President or President).</p> <p>Replicated at the technical level (PSs of these ministries and chaired by Chief Secretary).</p> <p>Nutritional policy should be enhanced to become food and nutritional security (access, availability, distribution) in the document.</p> <p>National nutrition policy and strategy plan must be updated and aligned with the NAP, African (Malabo Declaration), regional (COMESA/SADC) and International (SDG) commitments.</p> <p>Per district statistics and regular data updating on food and nutrition security (malnutrition, stuntedness, underweight).</p> <p>Establish and maintain data base of all literature and information on food and nutrition security.</p> <p>Identify, review and rationalize all laws dealing (or in part) with food security.</p>
Priority Policy Area 7. Empowerment of Youth, Women and Vulnerable Groups in Agriculture	
3.7.1. Implement specialized projects that all allocate land titles and water rights to households, especially for youth, women and vulnerable groups.	Need for institution to handle the process. Policy review of Land Bill and Irrigation Act, and water use laws. Core functional review to clarify roles and responsibilities.
<p>3.7.1 Create and support youth, women and vulnerable groups for increased participation in commercial agriculture along all value chains.</p> <p>3.7.3. Support formation of women and youth groups that receive agri-business training, finance, management and leadership skills, while paying attention to representation of vulnerable groups.</p>	Develop a guiding principle on affirmative action for allocation of resources, inputs and technology that benefit youth, women and vulnerable groups. Create mechanisms of collaboration among Ministries. Need for inter and intra-SWAPs among stakeholders. Creation of linkages among private, public and civil society sectors. Reform of the Cooperatives Act, 1997.

Priority NAP Strategy	Associated Reform
3.7.2. Revise agricultural curricula in education institutions at all levels so that agricultural subjects are more agribusiness oriented. Design and implement mentorship programs to support youth engagement in the agricultural sector.	Institutionalize core curriculum requirement on agribusiness at all levels. Guiding principle to include collaboration between academic institutions, private and public sectors (particularly for internships and mentorships).
3.7.4. Facilitate women's, youth's and vulnerable groups' access to finance through formation of groups. 3.7.5 Design dedicated programs for women, youth and vulnerable groups in production of agro-exports, agroprocessing and value addition.	Revitalize the Youth Development Fund. Affirmative action on allocation of financial loans to include youth, women and vulnerable groups. Mandatory reporting to RBM on allocations of financial loans to women, youth and vulnerable groups.
Priority Policy Area 8. Institutional Development, Coordination and Capacity Strengthening	
3.8.1. Promote stakeholder coordination in formulation, implementation, and review of policies and programs	Establish Reform Delivery Unit (similar to the Ethiopian ATA) in the agriculture sector
3.8.2. Promote development of professionally-run and efficient farmer organizations, particularly cooperatives	Strengthen farmer organization by enhanced value-chain participation.
3.8.3. Improve coordination and capacity for agricultural services delivery	Reform agricultural research services, alongside extension/advisory services.
3.8.5. Promote reforms of agricultural institutions, subsidies and programs to make them more sustainable and cost effective	FISP reform — clarification on objective and beneficiary targeting, improving efficiency

Thursday, October 27

9:00 – 10:30. Video: “Local Actions, Better Lives: Decentralizing Rural Infrastructure Services”

Chris Gerrard opened this session by showing a video, entitled “Local Actions, Better Lives: Decentralizing Rural Infrastructure Services,” and distributed a transcript of the video. This video was produced by the Economic Development Institute of the World Bank from the materials generated at an International Workshop on Rural Infrastructure in Washington, D.C. in May 1997. The video featured six cases studies: two on water supply and sanitation (India and Mali); two on rural roads and transportation (Bangladesh and Zambia), and two on decentralization (Egypt and Ghana). The video was aimed at practitioners who are responsible for implementing decentralization programs on a day-to-day basis. Using rural infrastructure as an example, the video provided a conceptual framework and practical steps for establishing decentralized institutional arrangements for the provision of particular rural services. Within the context of a national framework for decentralization, the provision of each service represents a partnership between local governments, local communities, central government agencies, and the private sector. Institutional reform involves working out the precise nature of this partnership for each service, among other things, in relation to (a) the financing arrangements, (b) governance and administration, (c) the legal framework, and (d) capacity building.

Following the video, Chris Gerrard highlighted three major components of the conceptual framework that was presented in the video.

First, decentralization has three dimensions: administrative, political, and fiscal. If the central government only decentralizes its administrative functions, then it is simply moving its bureaucracy closer to the people without devolving political power to the local level. If it devolves political power without fiscal authority, then it is creating local authorities without the means to do their jobs. For genuine decentralization, the central government must transfer an appropriate mix of all three types of authority to the local level.

Typical candidates for decentralization include roads and footpaths, water supply and sanitation, irrigation and drainage, agricultural extension, natural resource management, basic health services, basic education, and local security. Such rural services are generally characterized by low rivalry and low excludability, and are therefore local public goods. Basic rural services are also characterized by aggregation problems — that is, the need to aggregate the resources of many users in order to make the necessary up-front investments — and they are part of a national network, which requires coordination with the center and with other localities.

For local public goods, all three coordination mechanisms — markets, hierarchy, and collection action — have a role to play. Local governments and local communities must act collectively to articulate demand and decide the scale and quality of basic rural services. Central government hierarchies must help coordinate local provision throughout the country. And the commercial private sector may most efficiently produce some services, such as the actual construction and maintenance of rural roads. Thus the provision of basic rural services is ideally a partnership — what economists call “co-production” — and the challenge is to establish an efficient partnership for each local service.

Second, like other institutional arrangements, decentralization and co-production must be institutionalized in order to generate desirable impacts. For each local service, specific institutions (rules) must be put in place to effectively operationalize this partnership between local governments, local communities, central government agencies, and the private sector — that is, to create the right incentives for the major players in the system to deliver the services in ways that are efficient, sustainable, transparent, and accountable.

Third, all institutional systems comprise three levels. The operational level — where most of the actors in the system function most of the time — refers to the existing day-to-day rules, including the current financing arrangements. The governance level refers to the rules for governing the system, that is, for making and enforcing the existing day-to-day rules. The constitutional level determines who is given the authority and responsibility for making and enforcing these existing day-to-day rules. Comprehensive institutional reforms, such as decentralization and co-production, often end up addressing and changing the rules at all three levels.

Then Chris Gerrard and Suresh Babu introduced a working group exercise designed to help participants review and internalize the concepts presented in the video (Annex F). Participants were presented with seven rural services — a village school, a village water

supply system, a district road network, a community forest, a valley-bottom irrigation scheme, a village health clinic, and agricultural extension. They were asked to utilize the framework provided in the video to decide who — local governments, local communities, central government agencies, or the commercial private sector — should have the principal responsibility for providing the different aspects of each service. For example, in the case of the village school, who should be responsible for (a) school location and size, (b) curriculum standards, (c) teacher supervision, (d) building maintenance, (e) raising local taxes/contributions, and (f) teacher training?

11:00 – 12:30. Working Group Exercise: “A Functional Analysis of Rural Service Provision”

Participants were divided into three groups, each group representing a task force of stakeholders charged with formulating proposals for implementing the country’s new decentralization law in the rural areas of the country. Participants completed the exercise, first as individuals, and then in the three working groups. The workshop organizers provided each group with a PowerPoint template on which to record their answers. In the subsequent plenary session, the first group presented their answers to the first two services (a village school, a village water supply system), the second group presented their answers to the next two services (a district road network, a community forest), and the third group presented their answers to the last three services (a valley-bottom irrigation scheme, a village health clinic, and agricultural extension). The major conclusion of the exercise was that each rural service is different. In addition to a national framework for decentralization, the four major partners — the central government, local governments, local communities, and the private sector — needed to work out different institutional arrangements for the provision of each rural service. The working group exercise can be accessed at

http://fsg.afre.msu.edu/fsp/malawi/Decentralization_Exercise_27_October_2016.pdf

14:00 – 15:00. Video: “Crafting Institutions for Self-Governing Irrigation Systems” by Elinor Ostrom

Chris Gerrard opened this session by showing a video, entitled “Crafting Institutions for Self-Governing Irrigation Systems,” by the late Elinor Ostrom of Indiana University. Elinor Ostrom was the first and only woman ever to receive the Nobel Prize in economics (in 2009) for “her analysis of economic governance, especially the commons.” Contrary to those who argued that only the government or private markets could sustainably manage renewable natural resources, Elinor Ostrom found that communities the world over were able to manage their commonly held resources sustainably without leading to a “tragedy of the commons.” The video presented a minimum set of eight design principles required for efficient and sustainable management of common irrigation systems that could also be applied to other types of commonly held resources.

The eight design principles explain how self-governing irrigation systems work. They are also an attempt to understand and capture the uniformities that have been observed in a wide variety of irrigation systems that farmers have designed and practiced for themselves. The eight design principles are the following:

1. **Boundaries:** There exist clear and locally understood boundaries between legitimate users and nonusers.
2. **Benefits:** The distribution of benefits associated with the appropriation rules are proportional to the distribution of costs associated with the provision rules.
3. **Collective-Choice Arrangements:** Most individuals affected by a resource regime are authorized to participate in making and modifying its rules.
4. **Monitoring:** There exists effective monitoring of the appropriation and provision levels of the users.
5. **Graduated Sanctions:** Sanctions for rule violations start very low but become stronger if a user repeatedly violates a rule.
6. **Conflict-Resolution Mechanisms:** Rapid, low-cost, local arenas exist for resolving conflicts among users or with officials.
7. **Minimal Recognition of Rights:** The rights of local users to make their own rules are recognized by the government.
8. **Nested Enterprises:** When a common pool resource is closely connected to a larger social-ecological system, governance activities are organized in multiple nested layers.

Then Chris Gerrard and Athur Mabiso administered a common pool resource game to help participants internalize the concepts presented in the video. Each of the participants was randomly assigned to one of the three groups of seven participants. Each of the three groups would simulate the harvest of an identical but distinct common pool resource such as an inland or offshore fishery.

15:30 – 17:00. Common Pool Resource Game of a Renewable Natural Resource

In this game, participants had the opportunity to earn real cash benefits in U.S. dollars. What each participant earned depended not only upon the decisions that they made, but also upon the decisions that others in their group made. The game consisted of six rounds, each round corresponding to one “fishing season”. At the end of the sixth round, the cash benefits that each participant earned were totaled and paid to each participant.

In each round, participants placed an order for tokens on an order sheet with which they were provided for that round. Each token represented, say, one ton of fish. Therefore, the number of tokens ordered represented the quantity of fish that each participant, individually, decided to harvest from the fishery in that season.

In each round, the net benefits that each participant earned was equal to the difference between (a) the gross benefits that they received from “selling” the fish that they harvested in that round and (b) the total costs that they incurred in harvesting this quantity of fish.

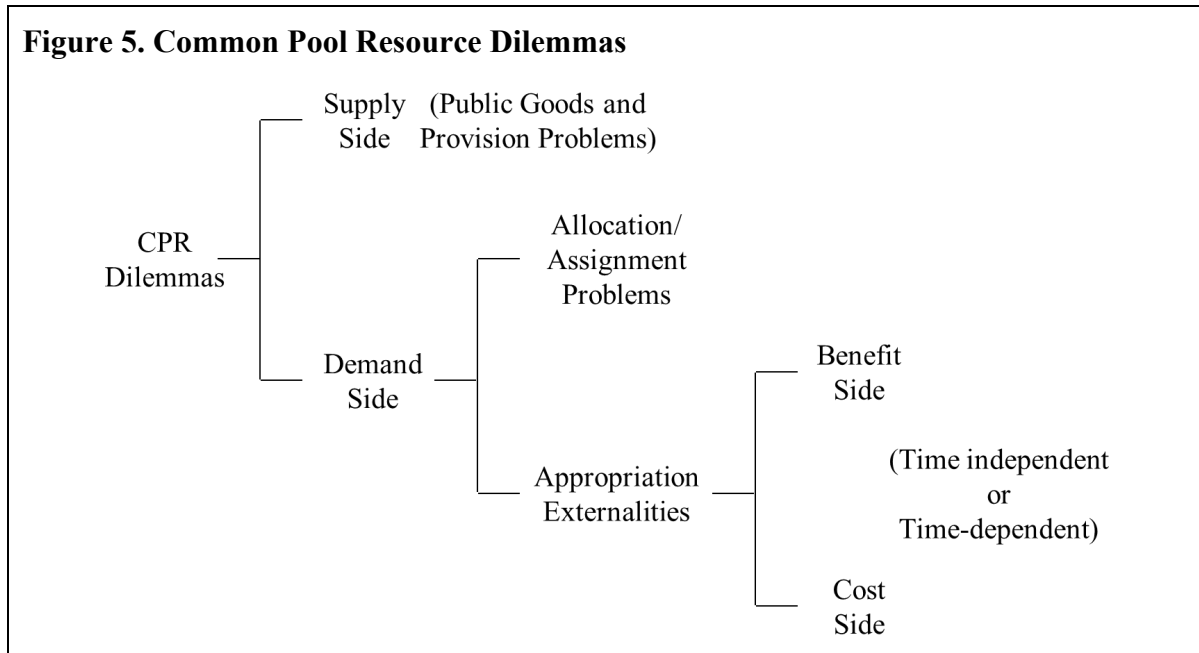
The schedule of gross benefits from harvesting certain quantities of fish remained the same throughout the entire game. But the increasing costs of harvesting each quantity of fish depended not only how much each participant harvested, but also on how much everyone in

their group harvested. That is, harvesting an extra ton of fish increased not only their own costs, but the costs of everyone else in the group – what is known as an appropriation externality.

Participants were not allowed to communicate with each other during the first two rounds, during which there was a substantial amount of over-fishing. One group experienced negative returns because the over-fishing increased everyone's costs by more than their benefits. Then the participants were allowed to discuss what was going on in a plenary session before the third round. Then each group of the three groups was allowed to discuss among themselves and plan a strategy before the fifth and sixth rounds. In all rounds, however, participants continued to make their own fishing decisions. The amount of over-fishing gradually declined to something approaching an optimal amount of fish harvested for everyone. But there was still some evidence of free-riding as some individuals attempted to benefit from other participants sharing the resource more fairly.

Chris Gerrard concluded this session by discussing the issues associated with managing renewable natural resources and the lessons learned from the video and the game, while also distributing copies of Elinor Ostrom's Nobel lecture in 2009. Common pool resources include land (arable, pasture, and rangeland), water (surface and groundwater), domesticated animals, forests, wildlife, marine resources, fisheries, watersheds, wetlands, coastal areas, and protected areas. The livelihoods derived from utilizing common pool resources include agriculture (rain-fed and irrigated), pastoralism, harvesting forests, hunting, fishing, biodiversity conservation, and tourism. His presentation can be accessed at http://fsg.afre.msu.edu/fsp/malawi/Introduction_to_Local_Actions_Video_27_October_2016.pdf

Common pool resources are generally characterized by high rivalry (what one person harvests is not available to others), but low excludability (the difficulty of preventing people from harvesting without paying for the privilege). Therefore, their efficient and sustainable management presents a number of potential dilemmas (Figure 5), as participants experienced in the common pool resource game. This was a time-independent resource with an appropriation externality on the cost side. If these dilemmas are not somehow resolved over-harvesting leads to deforestation, soil erosion, degradation, and desertification, surface and groundwater depletion, overhunting, poaching, overfishing, habitat destruction, and species extinction.



Common pool resources can be managed in one of four basic ways:

- **Public sector management:** State institutions — usually ministries, departments, or agencies of the bureaucracy — make and enforce decisions about resource use
- **Private sector management:** Private individuals or companies with ownership rights make decisions about resource use within whatever limits are set by (state) law
- **Local community-based management:** Community institutions with de jure or de facto ownership rights determine and administer access and use — as illustrated in the video.
- **Open access:** No one has de facto ownership of the resources. Anyone can harvest the resources without threat of legal sanctions

The essential problem in many African countries has been that traditional common property management regimes are breaking down into open access regimes, due to (a) pressure on existing resources arising from economic “modernization” and rapid population growth; (b) incursions by non-local interests, both international and domestic, public and private such as hydro-electric dams, cement plants, large-scale mechanized farming, national parks, etc.; and (c) failed attempts at centralized management. Local communities, who are trying to organize themselves to deal with these threats, are running up against constraints beyond their power to control.

The lesson from the video was that there exists a core set of eight design principles that characterize sustainable natural resource management regimes. The lesson from the common pool resource game was that non-cooperation doesn’t necessarily deplete the resource; it just results in lower return equilibrium. Even the “cheap talk” which occurred before rounds 3 and 4 was able to improve individual and group net benefits. Allowing each group to plan a strategy for rounds 5 and 6 allowed improved the situation.

It is essential to involve local communities in the management of the resources from which they derive their livelihood. But communities cannot do this alone. They need support from central government agencies and local governments. They need to develop partnerships with the commercial private sector and NGOs. And they need to create incentives for reform as well as incentives for long-term sustainable management. This turns out to be easiest in cases like irrigation where the both the community and the resource are well defined. It is more difficult in cases like coastal fisheries (where the resource is less well defined), or forests (where the community is less well defined). It is most difficult in situations like rangeland management whether neither the resource nor the community is well-defined.

Similar to the situation with local public goods — discussed in the morning sessions — the preferred institutional reform strategy is decentralization and co-management in which local communities manage their local natural resources in collaboration with other stakeholders, including central governments agencies, local governments, NGOs, and the commercial private sector.

17:00 – 17:30. Workshop Closing

Participants completed an end-of workshop evaluation, the results of which are presented in Annex I. The participants responded that the workshop was relevant to their work (4.24 on a scale of 5), that the workshop had achieved its objectives (4.07), and that the program had been a worthwhile use of their time (4.19). Of the specific presentations and activities, participants highlighted Gem Argwing-Kodhek’s presentation on agricultural policy reform in Kenya (4.50), Chris Gerrard’s foundational presentation on understanding institutions (4.32), the two videos on the last day (4.36 and 4.24, respectively), and the working group exercise on identifying the highest priority institutional reforms for the NAP (4.17).

Mr. Hermes Mauwa, the Deputy Director of Planning Services, commended the workshop as an important step in helping to implement the NAP and design the ASWAp II. Then he thanked all the participants for attending and officially closed the workshop.

Following the workshop, an article appeared on the Malawi Nations’ website, <http://mwnation.com/agriculture-policy-crucial-in-transformative-agriculture-agriculture-analysts/> Flora Nankhuni also made a presentation to the Donor Committee on Agriculture and Food Security (DCAFS) highlighting NAPAS: Malawi’s activities and achievements so far, including a report of the APIS workshop’s highlights.

Annex A. Workshop Program

Monday, Oct. 24	Topic	Resources
9:00 – 10:30	Welcoming remarks, administrative arrangements and participant introductions Opening Remarks by the Deputy Director of Planning Services Official Opening by the Director of Fisheries	Flora Janet Nankhuni Hermes Mauwa Alexander Bulirani
10:30 – 11:00	<i>Group Photograph and Coffee/tea break</i>	
11:00 – 12:30	<i>The Kaleidoscope Model and working group Exercise: “Understanding the policy framework for agricultural transformation in Malawi”</i>	Flora Nankhuni
<p><i>Objectives:</i> The presentation on the Kaleidoscope model will provide an overview of the policy process. The exercise will provide the opportunity for all participants to have a common understanding of Malawi’s National Agriculture Policy (NAP). By the end of this session, all participants will have a summary of the main elements of the NAP which ASWAp II is to operationalize.</p>		
12:30 – 14:00	<i>Lunch</i>	
14:00 – 15:30	<i>Presentation: “Understanding institutions: Ten institutionalist perspectives on agriculture and rural development”</i>	Christopher David Gerrard
<p><i>Objectives:</i> This is the workshop’s foundational presentation on the substance of policy and institutional strengthening in the agricultural sector, which provides a conceptual framework and practical steps for addressing institutional issues in agricultural and rural development. The presentation addresses in a logical fashion the roles of the central government, local governments, the private sector, and civil society in agricultural and rural transformation, and identifies which institutional reform strategies are more likely to succeed in different subsectors, from agricultural marketing and agricultural extension on the one hand to rural infrastructure and natural resource management on the other.</p>		
15:30 – 16:00	<i>Coffee/tea break</i>	

Monday, Oct. 24	Topic	Resources
16:00 – 17:30	<i>Working group exercise: “A functional analysis of the Ministry of Agriculture”</i>	Chris Gerrard and Suresh Chandra Babu
<p><i>Objectives:</i> A functional analysis is one type of institutional analysis that addresses which functions an existing organization should perform – in this case, the Ministry of Agriculture. As members of a technical task group, participants are tasked with classifying the Ministry’s existing functions according to those that should be (a) retained, (b) transferred to the private sector, (c) transferred to civil society, or (d) co-produced with either the private sector or civil society — based on the principles put forward in the previous presentation. Based on the Draft Core Functions Analysis of the MoAIWD, the exercise is designed to help participants internalize the concepts presented in the previous session. With a sector policy framework (the NAP) and a functional analysis of the Ministry of Agriculture, the foundation is laid for next day’s presentations focusing on the process of institutional reform.</p>		
18:00 – 20:00	<i>Reception for participants and resource persons</i>	
Tuesday, Oct. 25	Topic	Resources
8:30 – 10:15	<i>Presentation and discussion: “The Ethiopian Agricultural Transformation Agency and the agricultural agenda in Ethiopia’s Growth and Transformation Plan”</i>	Mirafe Gebriel Marcos
<p><i>Objectives:</i> Mirafe is currently the Senior Director for Agribusiness & Markets and Enhanced Implementation Capacity in the Ethiopian Agricultural Transformation Agency. He will present and discuss the role that the Agency is playing in the transformation of Ethiopian agriculture, and the approaches that the Agency is using to facilitate this transformation.</p>		
10:15 – 10:45	<i>Coffee/tea break</i>	
10:45 – 12:30	<i>Presentation and discussion: “Agricultural policy reform in Kenya, 2000–2016: Turning Vision into Law”</i>	Gem Argwings-Kodhek
<p><i>Objectives:</i> As Coordinator of the Agricultural Sector Coordination Unit in the Kenya Ministry of Agriculture from 2007 to 2009, Gem led the agricultural reforms in Kenya that consolidated Kenya’s agricultural legislation from 131 to 5 pieces of legislation, and reduced in the number of agricultural parastatals from 41 to 7. He will present and discuss these experiences, including how he applied the institutional principles that were presented yesterday.</p>		
12:30 – 14:00	<i>Lunch</i>	

Tuesday, Oct. 25		
	Topic	Resources
14:00 – 15:30	<i>Presentation and discussion:</i> “Institutional reform challenges and principles: Introduction of the e-voucher system for FISP in Zambia”	Athur Mabiso and Chris Gerrard
<i>Objectives:</i> This presentation will draw upon the previous two to discuss some challenges of institutional reform and some guiding principles to facilitate institutional reform. It will also illustrate these challenges and principles with a third example of a successful reform process, namely, the introduction of the e-voucher system for the Farmer Input Support Program in neighboring Zambia in 2015.		
15:30 – 16:00	<i>Coffee/tea break</i>	
16:00 – 17:30	<i>Presentation and discussion:</i> “Agricultural marketing reform: Lessons from Kenya”	Gem Argwings-Kodhek
<i>Objectives:</i> The session will deepen participants understanding of the need to “change the rules of the game” in order to have real market reform. This includes an introduction to the political economy of the reform process, based on Kenya’s experience of reducing the number of agricultural parastatals from 41 to 7.		
Wednesday, Oct. 26		
	Topic	Resources
9:00 – 10:30	<i>Presentation and discussion:</i> “Removing barriers to intra-African trade”	Gem Argwings-Kodhek
<i>Objectives:</i> The 2014 Malabo Declaration committed Africa’s Heads of State and Government (a) to triple intra-African trade in agricultural commodities and services by the 2025, and (b) to create and enhance policies and institutional conditions and support systems for doing so. The session will help participants to understand the political economy of why African countries don’t trade much with each other and to begin to explore some of the ingredients for developing a forward-looking agricultural trade strategy for Malawi.		
10:30 – 11:00	<i>Coffee/tea break</i>	
11:00 – 12:30	<i>Action planning:</i> Identifying the highest priority institutional reforms in the priority areas of the NAP.	Flora Nankhuni and Chance Mwabutwa
<i>Approach:</i> Participants will be divided into eight small groups corresponding to the eight priority areas of the NAP. Each group will meet separately to reach a consensus on the highest priority institutional reforms needed in their priority area.		

Wednesday, Oct. 26		Topic	Resources
12:30 – 14:00		<i>Lunch</i>	
14:00 – 15:30		<i>Action planning (cont.):</i> Identifying the highest priority institutional reforms in the priority areas of the NAP.	Participants in working groups
15:30 – 16:00		<i>Coffee/tea break</i>	
16:00– 17:30		<i>Plenary presentations:</i> Each group will present their conclusions in plenary session.	Chance Mwabutwa

Thursday, Oct. 27		Topic	Resources
9:00 – 10:30		<i>Video:</i> “Local Actions, Better Lives: Decentralizing Rural Infrastructure Services”	Chris Gerrard
		<i>Objectives:</i> This video provides a conceptual framework and practical steps for establishing decentralized institutional arrangements for the provision of particular rural services. The delivery of basic rural services is a partnership between local governments, local communities, central government agencies, and the commercial private sector. Institutional reform involves working out the precise nature of this partnership for each service, among other things, in relation to (1) the financing arrangements, (2) governance and administration, (3) the legal framework, and (4) capacity building.	
10:30 – 11:00		<i>Coffee/tea break</i>	
11:00 – 12:30		<i>Working group exercise:</i> “A functional analysis of rural service provision”	Chris Gerrard and Suresh Babu
		<i>Objectives:</i> This exercise is designed to help participants review and internalize the concepts presented in the previous session. Participants are presented with a list of seven rural services. They use the framework provided in the previous session to decide who, and at what level, should provide the different aspects of each service – central government agencies, local governments, civil society, or the commercial private sector.	
12:30 – 14:00		<i>Lunch</i>	

Thursday, Oct. 27	Topic	Resources
14:00 – 15:30	<i>Video: “Crafting Institutions for Self-Governing Irrigation Systems” by Elinor Ostrom</i>	Chris Gerrard
<p><i>Objectives:</i> Renewable natural resources such as common land, water, forests, and fisheries are typically non-excludable and rival, and present particular challenges for their efficient governance and management. Elinor Ostrom received the Nobel prize in economics in 2009 for her analysis of the governance of such commonly held resources. Contrary to those who argued that only the government or private markets could sustainably manage renewable natural resources, Elinor Ostrom found that communities the world over were able to manage their commonly held resources sustainably without leading to a “tragedy of the commons.” The video presents a minimum set of institutional arrangements required for efficient and sustainable management of common irrigation systems that can also be applied to other types of commonly held resources.</p>		
15:30 – 16:00	<i>Coffee/tea break</i>	
16:00 – 17:00	<i>Common pool resource game of a renewable natural resource</i>	Chris Gerrard and Athur Mabiso
<p><i>Objectives:</i> This game is a simulation of a renewable natural resource such as common land, water, forests, or fisheries, which provides participants with opportunity to experience directly some of the principles in the previous video. Participants are divided into equal-sized groups of resource users who are harvesting identical, but distinct resources. What they earn over successive rounds will depend not only on their own decisions but also on those of the others in the same resource group.</p>		
17:00 – 17:15	End of workshop evaluation	Athur Mabiso
17.15 – 17.30	Official closing by the Deputy Director of Planning Services	Hermes Mauwa

Annex B. Results of the Working Group Exercise on Understanding the National Agriculture Policy (NAP)

Note: For the purposes of this exercise, all the following statements were selected from the version of the NAP that was approved by Cabinet in September 2016. However, neither the “vision” nor the “guiding principles” were explicitly identified as such in the NAP. Many workshop participants felt that the vision was too long and that the guiding principles were incomplete. Also for the purposes of this exercise, two guiding principles and two objectives were inserted that participants were expected to identify as contrary to the NAP vision and the other guiding principles. These are indicated below as ~~strike through text~~. The actual NAP contains many more “strategies” under each of the eight Priority Policy Area than indicated below. The latter were simply selected for this purposes of this working group exercise as representative strategies. Many of the “actions” under each strategy are difficult to distinguish from “strategies” themselves, since the NAP mostly stopped, by design, at the level of strategies without identifying specific actions to implement the strategies.

Vision

Malawi’s vision is the sustainable transformation of the agricultural sector from a subsistence to a market-orientation in order to increase agricultural production, marketed surpluses of commodities, and real incomes. Agriculture will increasingly be oriented towards profitable commercial farming through specialization of smallholder farm production according to comparative advantage, output diversification at the national level, and value addition in downstream value chains. Agriculture, as a business, will increasingly serve as a springboard to a better life for Malawi’s farming families, providing their children with a broader set of economic opportunities and career choices than their parents had, whether by continuing to pursue agriculture-based livelihoods or through engaging in other sectors of the economy. Both farming and non-farming households will increasingly rely on markets to earn incomes and to purchase food. Consumers will be able to obtain abundant nutritious foods and quality agricultural products at lower real prices. Agriculture will be increasingly integrated with other sectors of the economy and, through growing exports, with national economies elsewhere.

Guiding Principles

- The formulation, planning and implementation of agricultural policies and strategies should involve a healthy, evidence-based policy dialogue among multiple stakeholders, including farmers, the public sector, the private sector, civil society, NGOs, development partners, and academic and research institutions. Consultations should be conducted in a spirit of inclusiveness and coordinated partnerships.
- Agricultural administration, monitoring and evaluation should be decentralized from the central to the district level, while strengthening the capacity of district-level institutions to effectively contribute to the implementation of the sector policy framework.
- Public investments and service delivery should be designed, insofar as possible, to benefit all farmers, including smallholders currently operating at a subsistence level,

medium-scale farmers who are consistently able to produce marketable surpluses, and large commercial producers.

- Farm households should increasingly specialise in producing the most remunerative commodities best suited for their land, water and natural resources, and increasingly obtain most of their food from the market rather than from their own fields.
- Land and labor productivity should sustainably increase to meet the growing demand for agricultural commodities due to the now limited possibilities of increasing agricultural production through expansion of farmland.
- Agricultural markets should become more efficient through increased liberalization, the development of rural marketing infrastructure and agricultural market information systems, and the establishment of commodity exchanges.
- ~~Public policies and programs should prioritize maize production for food self-sufficiency and tobacco, sugar and coffee as cash crops to earn foreign exchange over other agricultural commodities, including livestock and fisheries.~~
- ~~Agricultural production should continue to be based on a dual structure of small subsistence farms to attain food self-sufficiency and large scale plantations to achieve agricultural exports and economic growth.~~

Objectives

- To consistently attain a growth rate of agriculture gross domestic product of 6 percent per year.
- To increase yields of major crops by 100 percent by 2020.
- To double by 2020 the contribution of legume and oilseed crops to overall agricultural production and to agricultural exports, particularly in processed form.
- To increase sustainably the production and consumption of livestock, aquaculture and capture fisheries by 50 percent by 2020.
- To increase the amount of agricultural land area under irrigation by 20,000 ha by 2020;
- To increase the use of machinery in farming and agro-processing activities by 50 percent by 2020.
- To increase the volume of processed output from agricultural raw materials by 20 percent per year.
- To increase the value of agricultural exports by 50 percent by 2020.
- To increase women's and youth's access to, ownership of, and control of productive agricultural assets by 50 percent by 2020.
- ~~To expand agricultural land by 5 percent per year by draining wetlands and clearing forest land for farming.~~
- ~~To double the role of the ADMARC (Agricultural Development and Marketing Corporation) in the marketing and handling of all agricultural commodities by 2020.~~

Priority Policy Areas, Strategies, and Actions

1. Sustainable Agricultural Production and Productivity

- Enhance farmers' access to high quality farm inputs, including organic and inorganic fertilizer, improved seed and livestock breeds, and fish fingerlings.
 - ⇒ *Strengthen the pluralistic and decentralized extension system of state, non-state, and local extension service providers.*
 - ⇒ *Facilitate private sector imports of germplasm, foundation seed, and varieties that have been empirically tested, approved, and certified in other COMESA and SADC countries.*
- Encourage greater diversification of crop, livestock, and fisheries production.
 - ⇒ *Help introduce rural abattoirs in selected trading centres for production of quality and safe meat products for domestic and export markets.*
 - ⇒ *Strengthen the capacity of the dairy industry to market dairy products locally and internationally.*

2. Sustainable Irrigation Development

- Promote efficient and sustainable use of water in all irrigation schemes.
 - ⇒ *Promote development of efficient and sustainable water-user and water catchment management associations in irrigation schemes/project areas.*
 - ⇒ *Support partnerships among the private sector, NGOs, and smallholder communities in commercial irrigation development and management.*

3. Mechanization of Agriculture

- Promote mechanisation of farming, agro-processing and value addition.
 - ⇒ *Improve access to farm machinery under the government tractor hire scheme.*
 - ⇒ *Promote the development and growth of farmer-managed agricultural mechanisation groups.*

4. Agriculture Market Development, Agro-Processing and Value Addition

- Promote the growth and development of efficient and inclusive agricultural value chains that ensure competitive and fair pricing of agricultural commodities.
 - ⇒ *Rationalize agricultural marketing and trade policies, procedures and regulations to ensure that these are transparent, evidence-based and enforced.*
 - ⇒ *Promote the development and use of grading and quality standards in oilseed and sugarcane products, livestock and meat, dairy products, and fisheries.*

5. Food and Nutrition Security

- Foster adequate market supply and access of diverse and nutritious foods.
 - ⇒ *Strengthen food markets and value chains to deliver sufficient, high quality, nutritious, safe, and culturally acceptable indigenous foods.*
 - ⇒ *Promote technologies that reduce post-harvest losses in storage, preservation and food processing.*

6. Agricultural Risk Management

- Establish a diversified portfolio of agricultural production risk management instruments and technologies.
 - ⇒ *Move towards a combination of a physical and virtual Strategic Grain Reserves (e.g. call options, etc.)*
 - ⇒ *Strengthen food security early warning systems to make them more comprehensive and efficient in alerting stakeholders of any emerging food security risks.*

7. Empowerment of Youth, Women and Vulnerable Groups in Agriculture

- Promote access to, ownership and control of productive resources (land, water and farm inputs) for women, youth, and vulnerable groups
 - ⇒ *Develop and upscale agricultural programmes that are gender-sensitive and youth friendly.*
 - ⇒ *Create and support women, youth and vulnerable groups for increased participation in commercial agriculture along all value chains.*

8. Institutional Development, Coordination and Capacity Strengthening

- Promote the development of professionally-oriented and efficient farmer organizations
 - ⇒ *Build the capacity of farmer organizations to facilitate the delivery of extension services to their members*
 - ⇒ *Support the development of new farmer organizations focusing on targeted value chains such as oilseeds and dairy*
- Promote reforms of agricultural institutions, subsidies, and programs to make them more cost-effective and sustainable
 - ⇒ *Design farm input subsidies to encourage smallholder farmers to use improved seeds, irrigation, integrated soil fertility management techniques, and other modern technologies.*
 - ⇒ *Design farm input subsidies to increase commercial provision of farm inputs and to increase diversification in agricultural production.*

Annex C. Individual Exercise on Institutions

Study each of the 10 pairs of statements below and circle the one (a or b) that is **closest** to your own feelings or opinion.

				Don't know
1a	For a food exporting country, the major impact of an export quota will be lower domestic prices for food.	1b	For a food exporting country, the major impact of an export quota will be increased smuggling of food out of the country and increased disrespect for the country's laws.	
2a	An organization is "bricks and mortar". If its building were to burn down, then it would cease to exist	2b	An organization is essentially a set of rules. If its building were to burn down, then it would still continue to exist.	
3a	"Sick organizations" are sick because their existing rules and procedures create incentives for the staff to behave in undesirable ways.	3b	"Sick organizations" are sick because the staff lack the human resource capacity and training to make their existing rules and procedures function well.	
4a	Agricultural information and improved technology are largely public goods. Therefore, the government should be the major supplier of agricultural extension to farmers.	4b	Agricultural information and improved technology are largely private goods. Therefore, the private sector and NGOs should be the major suppliers of agricultural extension to farmers.	
5a	Local communities are well able to manage their local natural resources in a sustainable away. They are more likely than central governments or the private sector to pay attention the long-term consequences of current resource use.	5b	Local communities are not able to manage their local natural resources in a sustainable way because they are trapped in a "tragedy of the commons" in which they are helpless to prevent individual users from over-exploiting the resource.	

Don't
know

6a	Private-practice veterinarians tend to locate in urban areas. Therefore, the central government should relax the veterinary regulations in order to permit para-veterinarians to work in rural areas, either in private practice or for local community-based groups.	6b	Private-practice veterinarians tend to locate in urban areas, and the use of para-veterinarians is dangerous for animal and human health. Therefore, the central government should directly employ fully qualified veterinarians to work in the rural areas.	
7a	Small rural communities have little latent capacity to plan and manage rural roads and water supply systems. Central government agencies should not devolve responsibility for such services without first building their capacity to do so.	7b	Small rural communities have considerable latent capacity to plan and manage rural roads and water supply systems. Exercising responsibility for such services builds their capacity to provide other rural services as well.	
8a	For a district road network of 200 to 300 kilometers, local governments should consider contracting out many management functions to the private sector.	8b	For a district road network of 200 to 300 kilometers, local governments should employ their own "in house" capacity to manage most aspects of the road network.	
9a	Reform managers who are responsible for initiating and implementing policy and institutional reforms in the agricultural sector should focus their attention more on the substance of the reforms than on the process of bringing them about.	9b	Reform managers who are responsible for initiating and implementing policy and institutional reforms in the agricultural sector should focus their attention more on the process of bringing the reforms about than on the actual substance of the reforms.	
10a	Even "win-win" agricultural reforms have winners and losers in the short term. Therefore, reform managers must watch out for and work closely with the influential losers who may otherwise wreck the reform process.	10b	Even "win-win" agricultural reforms have winners and losers in the short term. Therefore, reform managers should focus their efforts on organizing the winners in order to offset the influence of the losers.	

Annex D. Results of the Functional Analysis

These answers are not in every case definitive. There is clearly room for debate with respect to some of these functions depending on the existing level of development of the private sector and civil society, and for debate about the speed at which functions might be transferred to the private sector and civil society. However, any debate should attempt to go back to first principles, including the nature of good or service in question (whether excludable and/or rival) and the comparative advantage of different types of organizations in the provision of different kinds of goods and services, as well as concerns about equity and environmental sustainability.

Function	Retain in the public sector	Transfer to the private sector	Transfer to civil society	Co-produce with private sector or civil society
Articulating sector priorities within the macro policy formulation process	X			
Formulating national-level policy with respect to food security				X
Agricultural policy analysis, formulation, and review	X		X	
Coordinating annual plan and budget preparation	X			
Monitoring, evaluation, and impact analysis of agricultural projects				X
Collecting agricultural information and statistics	X			
Disseminating agricultural information and statistics	X	X	X	
Establishing national agricultural research priorities				X
Basic research on plant nutrition			X	
Applied research to improve cultural practices for food crops	X			
Applied research to improve cultural practices for high-value export crops		X		
Adaptive research on open-pollinated seed varieties (non-hybrids)	X			
Adaptive research on hybrid seed varieties		X		
Adaptive research on improved livestock breeds		X		
Adaptive research on pesticides		X		
Fertilizer testing for food crops	X	X	X	

Function	Retain in the public sector	Transfer to the private sector	Transfer to civil society	Co-produce with private sector or civil society
Plant genetic resource conservation	X			
Pre-service professional training for Ministry staff			X	
In-service training of Ministry staff				X
Preparing extension circulars				X
Extension services for food crops	X			
Extension services for high-value export crops		X	X	
Farmer training and demonstrations			X	
Promotion of farmer to farmer extension		X	X	
Agricultural mechanization workshops		X		
Legal and financial advice to farmers		X		
Formulating national-level policy for crop and animal production inputs				X
Drafting legislation/regulations with respect to agricultural inputs	X			
Enforcing regulations with respect to agricultural inputs				X
Procurement and delivery of agricultural inputs		X		
Determining import requirements for agricultural inputs				X
Importation and distribution of fertilizers and other agro-chemicals		X		
Seed farms		X		
Seed certification	X			
Rhizobium strain production for legumes and soyabean production		X		
Horticultural nurseries		X		
Mechanized farm equipment for hire		X		
Provision of agricultural credit (annual, operating loans) to farmers		X	X	
Livestock quarantine and movement control	X			
Surveillance and control of communicable livestock diseases				X
Supply of breeding stock, semen, and embryos		X		
Importation and distribution of drugs and vaccines		X		

Function	Retain in the public sector	Transfer to the private sector	Transfer to civil society	Co-produce with private sector or civil society
Artificial insemination		X		
Veterinary clinical services: Diagnosis and treatment			X	
Soil surveys to provide soil fertility maps	X			
Soil analysis laboratories		X		
Coordinating irrigation development and management	X			
Planning and construction of irrigation schemes			X	
Operation of irrigation schemes			X	
Training in organizational skills for water-users' associations				X
Operation of organized agricultural markets				X
Market development for high-value agricultural exports				X
Aflatoxin testing		X		
Regulating the marketing of livestock, livestock products, and by-products	X			
Marketing of livestock, livestock products and by-products		X		
Grain and produce marketing in outlying (sparsely populated) areas		X		
Monitor crop development in relation to weather patterns	X			
Managing the national strategic grain reserve	X			
Provision of drought relief to affected areas and communities				X
Food hygiene/meat inspection	X			
Nutrition education and surveillance	X			
Market advice and intelligence		X	X	
Promotion of agro-processing technology				X
Registration and inspection of cooperative unions and societies	X			
Auditing of cooperative unions and societies		X		
Advise to cooperatives with respect to agricultural marketing and credit	X	X	X	

Annex E. Working Group Presentations on Identifying the Highest Priority Institutional Reforms in the Priority Areas of the NAP

Each working group was instructed to review the strategies that had already been identified in the NAP in their priority area. They were tasked with identifying 5–7 high priority strategies that required important institutional reforms for the strategies to be implemented successfully, and to answer six questions for each institutional reform so identified:

1. For the implementation of which NAP strategy is this reform required?
2. What is/are the problem(s) the reform is addressing?
3. What is/are the consequence(s) of these problem(s)?
4. Who is your reform empowering to drive the implementation of the strategy?
5. What are the political, technical and other challenges/risks facing this reform?
6. What initial actions should be undertaken to implement the reform, and by whom?

Priority Policy Area 1: Sustainable Agricultural Production and Productivity

Reform #1: Develop a District Agriculture Sector Service Charter to be signed by all players in the sector

- **For which strategy?** Strengthen coordination among all extension service providers at all levels, especially at district level. (3.1.1)
- **Problems addressing?** Weak coordination among agriculture extension service providers in districts.
- **Consequences?** Duplication of efforts, disjointed implementation of extension programs, conflicting messages to farmers on the same technology.
- **Empowering whom?** Ministry of Agriculture, Department of Extension
- **Challenges/risks?** Loss of power by Ministry officials, lack of capacity to monitor, resistance from government staff (mind-set change).
- **Initial actions?** Review extension policy. Develop a new policy and extension service charter by DAES and stakeholders.

Reform #2: Establish a specific career path for scientists outside administrative structures.

- **For which strategy?** Promote the development of new seed varieties, livestock breeds, fish fingerlings and other agricultural technologies, including fish feed formulation. (3.1.2)
- **Problems addressing?** Key researchers are doing more administrative work as they rise in the employment ladder, hence losing their expertise in research.

- **Consequences?** Loss of expertise in developing new technologies (e.g. if it's a breeder, we lose out on new breeds).
- **Empowering whom?** Director of Human Resource in MoAIWD in collaboration with Department of Human Resource Development in the Office of the President and Cabinet.
- **Challenges/risks?** Resistance to change by existing directors (mind set).
- **Initial actions?** Institutional functional analysis

Reform #3: Prioritize and finance agriculture research investments.

- **For which strategy?** Promote the development of new seed varieties, livestock breeds, fish fingerlings and other agricultural technologies, including fish feed formulation. (3.1.2)
- **Problems addressing?** The current funding prioritization is biased towards maize research at the expense of other commodities (e.g. horticulture)
- **Consequences?** Poor development of other commodities of high value, affecting development of human resources (in research) on development of other commodities
- **Empowering whom?** Director of Agriculture Research Services in MoAIWD
- **Challenges/risks?** Political interference, food culture (mind set)
- **Initial actions?** Reprioritize research funding allocation for commodities by PS.

Reform #4: Decentralize the training and certification of cooperatives

- **For which strategy?** Promote input supply through farmer-based organizations, agro-dealers and contract farming arrangements (3.1.3)
- **Problems addressing?** Capacity constraints in the training of farmer organizations (especially cooperatives)
- **Consequences?** Cannot use farmer organizations for input supply (weak farmers)
- **Empowering whom?** MoAIWD
- **Challenges/risks?** Loss of power by Ministry of Trade
- **Initial actions?** Change the cooperatives strategy, policy and Act by Ministry of Agriculture and stakeholders.

Reform #5: Develop a legal framework for contract farming

- **For which strategy?** Promote input supply through farmer-based organizations, agro-dealers and contract farming arrangements (3.1.3)
- **Problems addressing?** Buyer and seller security (side selling, pricing)
- **Consequences?** Buyers and sellers have not committed themselves to their agreements

- **Empowering whom?** MoAIWD
- **Challenges/risks?** Political and technical influence
- **Initial actions?** Developing a legal framework for contract farming that is explicit

Priority Policy Area 2: Sustainable Irrigation Development

Reform #1: Fast track the implementation and institutionalization of the Land Act.

- **For which strategy?** Sustainably develop areas with irrigation potential to facilitate utilization of irrigable land (3.2.1)
- **Problems addressing?** Land tenure security
- **Consequences?** Access and security of land and irrigation investments
- **Empowering whom?** Implementing agencies, i.e., government, private sector
- **Challenges/risks?** Political will
- **Initial actions?** Government through Ministry of Land should set up institutions and structures to implement Land Act.

Reform #2: Rationalize the staffing level to be based on district irrigation potential; decentralize financial resources and funding based on potential irrigation areas.

- **For which strategy?** Promote year around diversified irrigation farming (3.2.1)
- **Problems addressing?** Low access of irrigation extension services by farmers
- **Consequences?** Farmers are failing to do all year round diversified irrigation farming
- **Empowering whom?** District irrigation staff and irrigation farmers
- **Challenges/risks?** Availability of technical staff and financial resources
- **Initial actions?** Implement functional review for the Department of Irrigation

Reform #3. Align all irrigation developments to the Irrigation Master Plan

- **For which strategy?** Promote and invest in water harvesting technologies and storage systems for irrigation (3.2.1)
- **Problems addressing?** Seasonal water shortages for irrigation and lack of storage facility
- **Consequences?** Underutilization of irrigation facilities and land
- **Empowering whom?** MoAIWD
- **Challenges/risks?** Government priorities
- **Initial actions?** Speed up the implementation of Irrigation Master Plan

Reform #4: Fast track the implementation and institutionalization of Irrigation Act - 2001 by establishing National Irrigation Board and National Irrigation Fund

- **For which strategy?** Mobilize resources for increased public investment in irrigation development. Coordinate development partners financial resources that are committed irrigation investments (3.2.2)
- **Problems addressing?** Low investment in irrigation sector
- **Consequences?** Underutilization of irrigation potential
- **Empowering whom?** MoAIWD
- **Challenges/risks?** Government priorities and allocation of financial resources
- **Initial actions?** Set up the national irrigation board (NIB)

Reform #5: Coordinate irrigation development under one umbrella institution and harmonise the roles of DoI, NIB, GBI according to the Irrigation and Land Act

- **For which strategy?** Facilitate participation and investment of private sector, NGOs and Small communities in commercial irrigation development and management, including promotion of PPPs in irrigation investments (3.2.3)
- **Problems addressing?** Low investment, lack of participation of private sectors and sustainability.
- **Consequences?** Limited players in the sector and unsustainable irrigation management practices.
- **Empowering whom?** MoAIWD.
- **Challenges/risks?** Political will.
- **Initial actions?** Harmonise the roles and responsibilities of the irrigation institutions according to existing legislations and mandates.

Priority Policy Area 3. Agriculture Market Development, Agroprocessing and Value Addition

Reform #1. Improve the Cooperative Act to support FOs in having a better business orientation, practices and linkages with markets.

- **For which strategy?** Strengthen FOs through improving the development, branding, quality, and marketing of their products, establishing labor standards, and building skills in price negotiations (3.4.1)
- **Problems addressing?** FOs are poorly developed with poor business capacity and engagement and are not properly registered.
- **Consequences?** Failure to access finance (access to credit) and business partnership. Very conservative in their approaches.
- **Empowering whom?** FOs (and smallholder farmers)

- **Challenges/risks?** Path dependency (status quo) challenges, resistance to reform, poor coordination between ministries (Trade and Agriculture); if poorly designed reforms, could lead to undermine FOs in Malawi.
- **Initial actions?** Identify advocates for reform FOs; FO mapping (assessing relative actions) – to avoid a homogenous approach; identify the successes of FOs in other countries to adopt in Malawi.

Reform #2. Improve civic education and development of greater trust among stakeholders in engaging in value chain coordinating mechanisms.

- **For which strategy?** Promote increased use of contract farming, out-grower schemes, and other appropriate value chain coordinating mechanisms for smallholder commercialization (3.4.1)
- **Problems addressing?** Poor education and lack of trust about engagement in VC coordinating mechanisms.
- **Consequences?** Farmers' livelihoods are adversely affected; greater exploitation by buyers (due to farmers) and defaults on contracts; side-selling.
- **Empowering whom?** All stakeholders engaged in the mechanisms.
- **Challenges/risks?** Lack of resources; private sector needs to be engaged and participate. Can't approach in a homogenous manner for reform. Need to consider the type of crop. Need to consider monopolistic practices and impact on prices.
- **Initial actions?** Better socialization of the Contract Farming Strategy. Develop a Contract Farming Act and promote its implementation.

Reform #3. Define the role of ADMARC.

- **For which strategy?** Establish a MOU between ADMARC and government so that ADMARC can play its social functions related to food security and social protection on a full-cost recovery basis without putting at risk its commercial functions and activities (3.4.3)
- **Problems addressing?** ADMARC fails to fulfill its functions because of the ambiguous nature of its purpose.
- **Consequences?** Has lost relevance in competing in today global market in its commercial functions.
- **Empowering whom?** ADMARC
- **Challenges/risks?** Strong political interests which benefit from current status quo of ADMARC practices. Donors and government hold conflicting views of ADMARC's purposes. Implications of ADMARC no longer having social functions on food security situation.
- **Initial actions?** Implementation of ADMARC reforms based the multiple studies conducted in the past.

Reform #4. Provide better transparency in government price interventions which undermine risk management through commodity exchanges.

- **For which strategy?** Promote market risk management through commodity exchanges (3.4.5)
- **Problems addressing?** Past history of random price manipulation discourage investment and use of commodity exchanges.
- **Consequences?** Underdevelopment of commodity exchanges. Additional costs to reflect price uncertainty risk. Increased informal trade.
- **Empowering whom?** Smallholder farmers, private sector value chain stakeholders.
- **Challenges/risks?** Lack of long-term strategy. Lack of reform encourages growth of informal market practices.
- **Initial actions?** Need government buy-in to adhere to longer term strategies to develop national strategic and high export-potential crops. Encourage diversification into other crops to offset distortions due to government influence on prices.

Reform #5: Eliminate policy inconsistency in food security, food safety and trade.

- **For which strategy?** Support policy consistency and coherence on food security, food safety, and trade, including export bans and licensing, and import tariffs (3.4.7)
- **Problems addressing?** Inconsistent and incoherent policies.
- **Consequences?** Leads to lack of implementation and accountability.
- **Empowering whom?** All Malawians who benefit from more secure food and benefits from trade. Foreign and domestic investors and traders.
- **Challenges/risks?** High level decision makers lack commitment to investing in reform. Intra-ministry coordination difficulties.
- **Initial actions?** Encourage transparent, evidence-based advocacy and engagement by civil society and private sector.

Priority Policy Area 5. Food and Nutrition Security

Reform #1. Establish, by law, an inter-ministerial structure (Agriculture, Health, Social Welfare) that coordinates all food and nutrition security issues (and chaired by the Vice President or President).

Reform #2. Replicated at the technical level (PSs of these ministries and chaired by Chief Secretary).

Reform #3. Nutritional policy should be enhanced to become food and nutritional security (access, availability, distribution) in the document.

Reform #4. National nutrition policy and strategy plan must be updated and aligned with the NAP, African (Malabo declaration), regional (COMESA/SADC) and International (SDG) commitments.

Reform #5. Per district statistics and regular data updating on food and nutrition security (malnutrition, stuntedness, underweight).

Reform #6. Establish and maintain data base of all literature and information on food and nutrition security.

Reform #7. Identify, review and rationalize all laws dealing (or in part) with food security.

- **For which strategy?** For all seven strategies (3.5.1 to 3.5.7)
- **Problems addressing?** Lack of coordination and information in terms of content and delivery of food and nutrition messages.
- **Consequences?** Information gap (mis- or lack of) to the general public and less successful programs due to coordination problems, 47.1% stuntedness.
- **Empowering whom?** Vice President, Chief Secretary
- **Challenges/risks?** No political, administrative risks as everyone would want to be associated with the nutritional betterment of the public.
- **Initial actions?** NAP Team to sensitize PS (to sensitize Minister of Agriculture) who would relay to the OPC to establish an inter-ministerial body on nutrition and food security.

Priority Policy Area 7. Empowerment of Youth, Women and Vulnerable Groups in Agriculture

Priority Strategy 3.7.1. Implement specialized projects that all allocate land titles and water rights to households, especially for youth, women and vulnerable groups.

- **Problems addressing?** Inequities in access to land, titles and water rights affecting, women, youth and vulnerable groups.
- **Institutional reforms?** Need for institution to handle the process. Policy review of Land Bill and Irrigation Act, and water use laws. Core functional review to clarify roles and responsibilities.
- **Actions required?** Formation of a National Commission that represents all key sectors including youth, women and vulnerable groups. Strengthen/advocate for 30% representation of women and youth in the land committees under the Land Bill. Review the WUA ToRs to embrace youth and women and other vulnerable groups. Develop Community By-laws that take into account participation of youth and women groups.

- **Empowering whom?** Special Taskforce, comprised of Human Resources Management and Development PS from OPC: PS Chilabade. LandNet (Mr. Emmanuel Mlaka), supported by UN Women and FAO. Department of Water Resources (Director: Modesta Kanjaya). CSOs (LandNet, Network for Youth Development, National Youth Council; Oxfam, Care).

Priority Strategies 3.7.1 and 3.7.3. Create and support youth, women and vulnerable groups for increased participation in commercial agriculture along all value chains. Support formation of women and youth groups that receive agri-business training, finance, management and leadership skills, while paying attention to representation of vulnerable groups.

- **Problems addressing?** Gender gap in agricultural value chains.
- **Institutional reforms?** Develop a guiding principle on affirmative action for allocation of resources, inputs and technology that benefit youth, women and vulnerable groups. Create mechanisms of collaboration among Ministries. Need for inter and intra- SWAPs among stakeholders. Creation of linkages among private, public and civil society sectors. Reform of the Cooperatives Act, 1997.
- **Actions required?** Incorporate Buy from Youth and Women into Buy Malawi. Affirmative action on allocation of FISP to include youth, women and vulnerable groups. Private public partnerships with players such as mobile platforms (Airtel & Internet, Coca Cola challenge) to target women, youth and vulnerable groups. Formation of inter and intra-sector platforms. Push for inclusion and enhancement of agribusiness in Malawi National Youth Service. Creation of Youth and Women Agribusiness Incubator. Undertake a policy review of the Cooperatives Act. Create a specialized Challenge Fund in Agriculture for youth, women and vulnerable groups.
- **Empowering whom?** DAES under ASWAp framework. CSOs. UN Women. DAES. NYCOM (National Youth Council of Malawi). National Association of Business Women. World University Service of Canada. GIZ.

Priority Strategies 3.7.2. Revise agricultural curricula in education institutions at all levels so that agricultural subjects are more agri-business oriented. Design and implement mentorship programs to support youth engagement in the agricultural sector.

- **Problems addressing?** Lack of agribusiness oriented educational opportunity.
- **Institutional reforms?** Institutionalize core curriculum requirement on agribusiness at all levels. Guiding principle to include collaboration between academic institutions, private and public sectors (particularly for internships and mentorships).
- **Actions required?** Curriculum review to identification of gaps in commercial agriculture education. Develop agribusiness curriculum

- **Empowering whom?** National Council for Higher Education (Chair: Dr. Matilda Chithila), Ministry of Education, Science and Technology. Educational Institutions. Universities both public and private. Community colleges. Secondary and Primary schools. MoAIWD-DAES. MoITT). Supported by FAO.

Priority Strategies 3.7.4 and 3.7.5. Facilitate women's, youth's and vulnerable groups' access to finance through formation of groups. Design dedicated programs for women, youth and vulnerable groups in production of agro-exports, agroprocessing and value addition.

- **Problems addressing?** Gender gap in agricultural value chains
- **Institutional reforms?** Revitalise the Youth Development Fund. Affirmative action on allocation of financial loans to include youth, women and vulnerable groups. Mandatory reporting to RBM on allocations of financial loans to women, youth and vulnerable groups.
- **Actions required?** Upscale financial literacy programs targeting women, youth and vulnerable groups. Deliberate targeting of women, youth and vulnerable groups for provision of financial products and services in agribusiness, including under Export Development Fund. Private public partnerships among, CSO, NGOs and financial institutions, as well as with mobile platforms (Airtel Money & TNM, Mpamba, Internet) to target women, youth and vulnerable groups. Create a specialized Challenge Fund in Agriculture for youth, women and vulnerable.
- **Empowering whom?** RBM. Commercial Banks (Bank Pafupi, OIBM). VSLs – Care, Oxfam. CSOs. NYCOM. UN Women. USAID.

What are the political, technical and other challenges/risks facing these reforms?

- Lack of resources, failure to allocate resources to the reform process.
- Intentional diversion of funds for other uses (elite capture).
- Duplication of programming efforts/lack of coordination/waste of resources and time.
- Lack of stakeholder participation/participation by the relevant.
- Shear opposition/ intentional derailing by specific individuals in positions of influence. E.g. commercial banks in the case of affirmative action.

Priority Policy Area 8. Institutional Development, Coordination and Capacity Strengthening

Reform #1: Establish Reform Delivery Unit in the agriculture sector

- **For which strategy?** Promote stakeholder coordination in formulation, implementation, and review of policies and programs (3.8.1)

- **Problems addressing?** Timeliness in policy reform, program design, and implementation
- **Consequences?** Increased accountability for performance with public agriculture sector for policy reform, appropriate regulation, and efficient service provision
- **Empowering whom?** Reform-minded stakeholders in agricultural sector; ASWG and TWGs to deliver on and be accountable for their responsibilities
- **Challenges/risks?** Traditional bureaucratic approach to reform; dependent upon political leadership, that may change; may short-cut needed consultations
- **Initial actions?** Produce draft strategy document for design of RDU and its operations. Define terms of reference and skills required to drive RDU. Establish accountability mechanisms for RDU, with a reporting relationship to political leadership.

Reform #2: Strengthen farmer organization by enhanced value-chain participation.

- **For which strategy?** Promote development of professionally-run and efficient farmer organizations, particularly cooperatives (3.8.2)
- **Problems addressing?** Ineffective and insufficient existing cooperatives.
- **Consequences?** Cooperatives become part of private sector, rather than public sector.
- **Empowering whom?** Farmers, value-chain actors relying on cooperatives for supply of commodity in sufficient volumes.
- **Challenges/risks?** Critical to build capacity for cooperatives to be productive, profitable businesses and responsive to market demands. Best that capacity is built based on performance needs of particular value-chain.
- **Initial actions?** Farmer organization development strategy completed; mapping of all farmer organization.

Reform #3: Reform agricultural research services, alongside extension/advisory services.

- **For which strategy?** Improve coordination and capacity for agricultural services delivery (3.8.3)
- **Problems addressing?** Research strategy and activities are not coordinated with agricultural priorities of Malawi; Research <-> extension linkages are weak to non-existent.
- **Consequences?** Better responses to challenges of farmers.
- **Empowering whom?** Farmers, researchers, extension workers.
- **Challenges/risks?** New or different financial or human resource needs.
- **Initial actions?** Complete extension review; develop institutional reform strategy for research system.

Reform #4: FISP reform – clarification on objective and beneficiary targeting, improving efficiency

- **For which strategy?** Promote reforms of agricultural institutions, subsidies and programs to make them more sustainable and cost effective (3.8.5)
- **Problems addressing?** Poor value for money; multiple and often conflicting objectives of FISP.
- **Consequences?** Expansion of public agricultural services; reduced fiscal burden; maize market strengthening.
- **Empowering whom?** Maize consumers; private input supply sub-sector; Challenges/risks? Political resistance.
- **Initial actions?** Consolidation of evidence on FISP implementation and effectiveness to guide design of reform to better meet objective.

Annex F. Decentralizing Rural Services: A Working Group Exercise

Background:

You have been appointed to a task force of stakeholders charged with formulating proposals for implementing your country's new decentralization law in the rural areas of your country. The agenda for this first meeting of the task force is to reach some initial decisions concerning how the responsibility for providing seven categories of rural services should be divided among central government agencies, local government, local communities, and the commercial private sector.

Your task is to arrive at a preliminary proposal which sketches out this division of responsibilities, using the tables provided below. For purposes of this exercise,

- “Central government agencies” includes all organizations of a national character (such as central ministries and universities) outside the immediate local area.
- “Local communities” includes community associations, local NGOs, local branches of national associations (such as the national farmers union), and individual members of the community (such as farmers).

Instructions:

1. First, work individually for about 15 minutes to prepare yourself for the meeting. In each of the seven tables below, put an “**X**” in the box that represents who should have the *principal responsibility* for the performing each of the six tasks that are listed in each table. Focus on who should have the *principal responsibility* for each task – i.e. who should be in the driver's seat – even though they may consult or collaborate with others. You may put an “**X**” in more than one box, only if you feel that the two or more entities should *share responsibility equally* for a particular task. If you feel that different entities should be responsible for the provision and the production of a particular task, then put a “**V**” for “provision” in one box and a “**D**” for “production” in the other box. As above, you may put a “**V**” or a “**D**” in more than one box, only if you feel that two or more entities should share responsibility equally for a particular task.
2. Working in a group, select a chairperson, discuss your answers, and try to reach a consensus for your whole group. Then, the chairperson should mark your group's consensus on the transparencies that are provided.

Primary Education (e.g. village school)	Central Govern- ment Agencies	Local Government	Local Communities	Commercial Private Sector
1. Decide school location and size				
2. Curriculum standards				
3. Teacher supervision				
4. Building maintenance				
5. Raising local taxes/ contributions				
6. Teacher training				

Rural Water Supply (e.g. village system)	Central Govern- ment Agencies	Local Government	Local Communities	Commercial Private Sector
1. System construction				
2. System maintenance				
3. Establish water quality standards				
4. Monitoring use of facilities				
5. Arranging financing for construction				
6. System design				

Rural Roads (e.g. district network)	Central Govern- ment Agencies	Local Government	Local Communities	Commercial Private Sector
1. Construction standards				
2. Road construction				
3. Road maintenance				
4. Project supervision (const/maintenance)				
5. Contractor's training				
6. Monitor road use and conditions				

Natural Resource Management (e.g. community forests)	Central Govern- ment Agencies	Local Government	Local Communities	Commercial Private Sector
1. Replanting				
2. Monitor harvesting				
3. Sanction violators				
4. Disease surveillance				

Natural Resource Management (e.g. community forests)	Central Govern- ment Agencies	Local Government	Local Communities	Commercial Private Sector
5. Dispute resolution				
6. Tree nurseries				

Irrigation and Drainage (e.g. valley bottom scheme)	Central Govern- ment Agencies	Local Government	Local Communities	Commercial Private Sector
1. Canal maintenance				
2. System design				
3. Monitor water usage within watershed				
4. Monitor water usage within scheme				
5. Engineering advice				
6. Allocate water rights				

Rural Health (e.g. village clinics)	Central Govern- ment Agencies	Local Government	Local Communities	Commercial Private Sector
1. Nurse certification				
2. Give vaccinations				
3. Manufacture vaccines				
4. AIDS awareness program				
5. Physicians' salaries				
6. Clinic operation				

Agricultural Extension	Central Govern- ment Agencies	Local Government	Local Communities	Commercial Private Sector
1. Farmer visits				
2. Publicize maize prices				
3. Organize farmer field schools				
4. Soil analysis laboratories				
5. Agricultural input supply				
6. Monitor crop conditions				

Annex G. Resource Persons

Gem Argwings-Kodhek, Agribusiness Advisor, Africa Enterprise Challenge Fund (AECF)

Gem Argwings-Kodhek is an agricultural economist who completed his B.Sc. and M.Sc. at the University of Arizona in 1988. He worked for 15 years on agricultural policy research at the Tegemeo Institute of Agricultural Policy at Egerton University before being seconded to the Government of Kenya. There, as the Coordinator of the Agricultural Sector Coordination Unit driving reforms and coordinating donors in 10 agricultural sector ministries, he helped develop the agricultural chapter of Kenya's Vision 2030, and coordinated the consolidation of agricultural legislation from 131 to 5 pieces of legislation and the reduction in the number of agricultural parastatals from 41 to 7. In 2009 he served as acting Managing Director of the Pyrethrum Board of Kenya before leaving government to join the Africa Enterprise Challenge Fund. At AECF Gem is the agribusiness advisor and coordinates the agribusiness investment activities of the fund. The AECF is a US\$ 244 million fund, run by KPMG and invested in 190 agribusinesses in 23 African countries. Gem is passionate about the potential of Africa to grow its economy through the agricultural sector and sees young people and technology as being key to this happening.

Suresh Chandra Babu, Senior Fellow, International Food Policy Research Institute (IFPRI), Washington, DC

Suresh Babu was a research economist at Cornell University before joining IFPRI as a research fellow in 1992. He has published 15 books and monographs and more than 80 peer-reviewed journal papers on food and agricultural policies in developing countries. He is currently engaged in research on strengthening agricultural policy, research, and extension institutions and strengthening the capacity of the policy researchers and analysts in India, Brazil, Malawi, and Nigeria. At IFPRI he has conducted research on food security and agricultural policy issues in South Asia, Central Asia, and sub-Saharan Africa and served as the coordinator of Policy Analysis and Advisory Network of South Asia (PAANSA) and its Central Asia program. He has held visiting or honorary professorships at American University, Washington, DC; Indira Gandhi National Open University, India; University of Kwazulu-Natal, South Africa; and Zhejiang University, China. He currently serves on the editorial boards of several leading academic journals including Food Security, Agricultural Economics Research Review; African Journal of Agricultural and Resource Economics, the Journal of Sustainable Development, and the Food and Nutrition Bulletin. Dr. Babu received his Ph.D. and M.S. in Economics from Iowa State University, where he was awarded the Outstanding Young Alumnus Award for his services to global development. He completed his M.Sc. and B.Sc. in Agriculture at the Agricultural Universities in Tamil Nadu, India.

Chris Gerrard, former Lead Economist, World Bank

Chris Gerrard is an independent consultant in international development evaluation and training, based in Washington, DC. He has just completed (in April 2016) an independent evaluation of the CAADP Multi-Donor Trust Fund that helped strengthen the capacity of

continental and regional organizations to advance CAADP processes at the national and regional levels. Chris has more than 40 years of experience on agricultural development in Africa, starting with two years at the United Nations Economic Commission for Africa in 1974–76. He retired from the Independent Evaluation Group (IEG) of the World Bank in December 2013, where he coordinated IEG’s evaluation and review work on global and regional partnership programs from 2005–2013. He also led a World Bank Institute in-service training program from 1994–99 on agricultural policy and institutional reform for sustainable agricultural and rural development, focusing primarily on Africa. A Canadian national, he has degrees from the Universities of Saskatchewan, Oxford, and Minnesota. He had an academic career in Canada before joining the World Bank full time in 1994.

Arthur Mabiso, Policy Analyst, New Alliance Policy Acceleration Support (NAPAS: Malawi), and Senior Program Manager at the International Food Policy Research Institute (IFPRI)

Athur Mabiso is a Policy Analyst with the NAPAS project, where he works on agricultural policy and development strategy research while providing policy advice to national governments including the Ministry of Agriculture, Irrigation and Water Development in Malawi. Athur received his PhD in agricultural economics from Michigan State University, a Master’s degree in Food and Resource Economics from the University of Florida, and a Bachelor of Science degree, with Honors, from the University of Zimbabwe. Prior to joining IFPRI, Athur was as a research assistant at Michigan State University and a Borlaug LEAP Fellow. His research interests are investments in sustainable agriculture, food security and development strategy. A Zimbabwe national, Athur has worked in a number of countries including Ghana, Indonesia, Kenya, Malawi, Mozambique, Nigeria, Somalia, South Africa, Swaziland, Uganda, the United States and Zimbabwe.

Mirafe Marcos, Senior Director, Agribusiness & Markets and Enhanced Implementation Capacity, Ethiopian Agricultural Transformation Agency (ATA)

Mirafe has served as the Chief of Staff of the Agricultural Transformation Agency for four years, with oversight responsibilities for program, project and operations teams. As such, he has been the primary point of contact for the CEO with a range of key stakeholders across sectors, particularly with key federal and regional government bodies and development partners. Prior to joining the ATA, Mirafe worked with the World Bank for ten years in different capacities, including as a Country Economist for Pakistan, Bangladesh, and Ethiopia. Mirafe holds a BA in Economics from Grinnell College and an MA in Public Administration with a concentration in Development Economics from Princeton University, and is a graduate of the World Bank's highly competitive Young Professionals Program. He has broad international experience, including significant dealings with senior policy makers in other parts of Africa and Asia.

Flora Nankhuni, Chief of Party, New Alliance Policy Acceleration Support Project (NAPAS: Malawi), and Senior Policy Advisor, Department of Agricultural Planning Services, Ministry of Agriculture, Irrigation, and Water Development

Flora Nankhuni has a Ph.D. degree in Agricultural Economics and Demography and a Masters' degree in Economics from the Pennsylvania State University. She has 15 years of experience in economic development, agricultural economics and development evaluation gained from working for NAPAS, the CGIAR, and various World Bank Group departments. Flora was a core team member of the 2015 independent evaluation of the CGIAR Research Program on Agricultural Policies, Institutions, and Markets. She co-authored the Agriculture and Agribusiness Evaluation of the World Bank's Independent Evaluation Group and was a core team member on three other IEG evaluations of Social Safety Nets and Gender Equality; Health, Nutrition and Population Programs; and the Africa Action Plan (AAP), where she analyzed, among other factors, the extent to which CAADP's goal of increasing agricultural productivity in Africa had been achieved. She has also contributed to several other World Bank publications including the Malawi Poverty and Vulnerability Assessment Report; and Toward Gender Equality and Development in East Asia and the Pacific (a companion publication to the World Development Report 2012). In 2003, Flora was awarded the T.W. Schultz Prize for the best contributed paper to the 25th International Association of Agricultural Economists (IAAE) conference and the Gerald T. Gentry award for best graduate student research paper at the School of Agricultural Sciences at the Pennsylvania State University. She was also awarded the David E. Bell Fellowship in Population and Development Studies from Harvard University in 2005. A Malawian national, Flora was a Lecturer in Economics at the University of Malawi before pursuing her doctoral studies.

Annex H. Participant List

Name	Gender	Organisation	Type of Institution	Designation
Rex Chapota	M	Farm Radio Trust	Civil Society	Ex Director
Victor Mhoni	M	FUM	Civil Society	HEAD - Policy
Daisy Kambalame	F	IDH Sustainable Trade Income	Civil Society	Country Coordinator
Carol Kulemeka	F	OXFAM	Civil Society	Manager
Tendai Banda	F	Youth to Youth Empowerment	Civil Society	Member
Roman Malumelo	M	DCAFs	Development Partner	Coordinator
Edfas Mkandawire	M	UN Women	Development Partner	Program Officer
Andrea Medaas	F	UN Women	Development Partner	Volunteer
Cullen Hughes	M	USAID	Development Partner	Office PR
Carter Hemphill	M	USAID	Development Partner	Economist
Lynn Schneider	F	USAID	Development Partner	SEG Deputy
Robert Navin	F	USAID	Development Partner	Agriculture. Advisor
Rose Sakala	F	EU	Development Partner/Youth	Intern
Francis Chiwanda	M	Agri & Trade Publication	Media	Writer
Paida Kadzakumanja	F	Nation News Paper	Media	Reporter
Margaret Roka Mauwa	F	ADMARC	Parastatal	Deputy CEO
Mirafe Gabriel Marcos	M	Ethiopian ATA	Parastatal	Senior Director
Benson Phiri	M	ANARMAC	Private	Consultant
Mwene Munyapala	M	Grain Legume Association	Private	Executive Director
Wilson Gondwe	M	Malawi Mangoes	Private	Vice President
Maurice Banda	M	MCCI	Private	Research Associate
Grace Malindi	F	Mgomera Seed Company	Private	CEO
Betty Chinyamunyamu	F	NASFAM	Private	Deputy CEO
Ian Kumwenda	M	Seed Trade Project (ANARMAC)	Private	Director
Willie Mzumala	M	Tapika Food Products	Private	Managing Director
Christopher David Gerrard	M	World Bank Retired	Private	Consultant
Thulasoni Msuku	M	Department of Nutrition and HIV-AIDS (DNHA)	Public	Economist
Blessings Mpanga	M	Green Belt Initiative - OPC	Public	Land Admin Expert
Edwin Kanyoma	M	Green Belt Initiative - OPC	Public	Planning M & E Expert
Chimwemwe Khoswe	M	MoAIWD	Public	Economist
Chifundo Chinthochi	M	MoAIWD	Public	HRM
Martin J Kausi	M	MoAIWD-Blantyre ADD	Public	Program Manager
Ghiven Manjawila	M	MoAIWD-DAHLD	Public	CAHLDO

Name	Gender	Organisation	Type of Institution	Designation
Hermes Mauwa	M	MoAIWD-DAPS	Public	Deputy Director Planning
Prisca M. Kanjere	F	MoAIWD-DAPS	Public	Principal Economist
Meck Chikaphupha	M	MoAIWD-DAPS	Public	Economist
Anderson Mbozi	M	MoAIWD-Department of Irrigation (DOI)	Public	Chief Irrigation Officer
Alexander Bulirani	M	MoAIWD-Dept of Fisheries	Public	Director-Fisheries
Sabstone Unyolo	M	MoAIWD-Dept of Fisheries	Public	Principal Economist-Fisheries
B.W.V Phewa	M	MoAIWD-Karonga ADD	Public	Program Manager
Adreck Benati	M	MoAIWD-Kasungu ADD	Public	Program Manager
Joseph M. Nkhoma	M	MoAIWD-Lilongwe ADD	Public	AHO
Isaac Chipeta	M	MoAIWD-Machinga ADD	Public	Program Manager
S.A Kamanga	M	MoAIWD-Mzuzu ADD	Public	Program Manager
Ida Mwato	F	MoAIWD-Shire Valley ADD	Public	Program Manager
Richard Malata	M	Office of the President and Cabinet	Public	DOP
Naomi Ngwira	F	Reserve Bank of Malawi	Public	DGE
Geoffrey Kananji	M	AGRA	Research	Country Manager
Dinna R. Kapiza	F	AFAP	Research	Board Member
Chance Mwabutwa	M	IFPRI- Malawi	Research	Policy and Budget Analyst
Cynthia Kazembe	F	IFPRI-Malawi	Research	Research Assistant
Bob Baulch	M	IFPRI-Malawi	Research	Country Leader
Chiyembekezo Chafuwa	F	IFPRI-Malawi	Research	Research Analyst
Stefan Meyer	M	IFPRI-Malawi	Research	Economist
Todd Benson	M	IFPRI-Washington DC	Research	Senior Research Fellow
Suresh Babu	M	IFPRI-Washington DC	Research	Senior Resercher
Charles Jumbe	M	LUANAR	Research	DRO
Oyinkan Tasie	M	Michigan State University	Research	Professor
Hawa Chakwamba	F	NAPAS	Research	Admin Assistant-Consultant
Doris Likwenga	F	NAPAS	Research	Admin Assistant-Consultant
Athur Mabiso	M	NAPAS-IFPRI	Research	Policy Analyst
Zephania Nyirenda	M	NAPAS-IFPRI	Research	Research Analyst
Flora Nankhuni	F	NAPAS-MSU	Research	Snr Policy Advisor
Clodina Chowa	F	SANE-University of Illinois	Research	Deputy Chief of Party
Nic Olivier	M	University of Pretoria	Research	Professor
Ephraim Chirwa	M	WADONDA CONSULT	Research	Managing Director

Annex I. End of Workshop Evaluation

Please rate each aspect of the program listed below on a progressive scale of 1 to 5, where 1 is the minimum and 5 is the maximum. In this scale, 3 is the middle.

1.	Relevance of this program to your work.	4.24
2.	Extent to which you have acquired information that is new to you.	3.76
3.	Usefulness for you of the information that you have acquired	4.00
4.	Focus of this program on what you specifically needed to learn	3.72
5.	Extent to which the content of the program matched the announced objectives	4.41
6.	Overall usefulness of the program	4.41
7.	Overall, to what degree do you feel we achieved our objectives?	4.07
8.	Overall, to what degree has this program helped you to acquire new or better skills for your main work?	3.79
9.	Overall, to what degree has this program helped you acquire new or better information for your main work?	3.90
10.	To what degree were the program organizers effective in	
	a. Setting clear, concrete objectives?	4.21
	b. Applying appropriate methods to achieve the objectives?	4.16
	c. Maintaining your interest and participation?	3.69
	d. Providing pertinent and useful supporting materials?	4.34
	e. Satisfying your actual learning needs?	3.97
11.	To what degree did this program provide opportunities to practice new skills useful for your main work?	3.79
12.	To what degree were the workshop facilities adequate?	4.41
13.	To what degree was this program a worthwhile use of your time?	4.19
14.	To what degree were you satisfied with the logistics of the program, e.g. meals, assistance from staff, etc.?	4.03
	Overall Average	4.06

Evaluation (cont.)

Now we would like to get your feedback in relation to the individual components of the workshop. This will help us to ascertain which components were the most suitable to meet the overall objectives of the workshop, and thus assist us in designing better future activities.

We have listed below the main components of the workshop, and ask you to evaluate each component on three dimensions:

- the quality and style of **presenting** the component
- the **insights** or understanding that you have gained from the component
- the **capacity** which you have acquired to analyze similar issues

Please evaluate each component on a scale of 1 to 5, where 1 is the minimum and 5 is the maximum.

	Presen- tation	Insights	Ana- lytical capacity	Aver- age
1. Monday				
a. Understanding the policy framework for agricultural transformation in Malawi & working group exercise (Nankhuni)	4.36	4.00	4.05	4.14
b. Understanding rural institutions: Ten institutionalist perspectives on agriculture and rural development (Gerrard)	4.39	4.30	4.26	4.32
c. A functional analysis of the Ministry of Agriculture (Gerrard/Babu)	4.09	4.00	3.96	4.01
2. Tuesday				
a. The Ethiopian Agricultural Transformation Agency (Marcos)	4.19	4.15	4.12	4.15
b. Agricultural policy reform in Kenya (Argwings-Kodhek)	4.58	4.50	4.42	4.50
c. Introduction of the e-voucher system for FISP in Zambia (Mabiso)	4.20	3.84	3.80	3.95
d. Agricultural marketing reform in Kenya (Argwings-Kodhek)	4.22	4.35	4.13	4.23
3. Wednesday				
a. Removing barriers to Intra-African trade (Argwings-Kodhek)	4.33	4.23	4.08	4.22
b. Identifying the highest priority institutional reforms in the priority areas of the NAP (Nankhuni/Mwabutwa)	4.19	4.21	4.11	4.17
4. Thursday				
a. Video: <i>Local Actions, Better Lives: Decentralizing Rural Infrastructure Services</i> (Gerrard)	4.41	4.45	4.23	4.36
b. A functional analysis of rural service provision (Gerrard/Babu)	4.05	4.10	4.14	4.10
c. Video: <i>Crafting Institutions for Self-Governing Irrigation Systems</i>	4.25	4.32	4.16	4.24
d. Common pool resource game of a renewable natural resource	4.29	4.46	4.53	4.36
Overall Average	4.28	4.22	4.14	4.21

Expected Policy Outcomes

1. Increased agricultural production and productivity.
2. Increased diversification of agricultural production and marketed surpluses.
3. Increased use of irrigation in crop production.
4. Increased mechanization of farming and agro-processing activities.
5. Increased agro-processing and value addition of agricultural products, particularly by women and youth.
6. Increased access by producers and consumers to well-functioning agricultural markets – input, out-put, and consumer retail markets.
7. Increased engagement by women, youth and vulnerable groups in agriculture policy processes and programs.



National Agriculture Policy

Achieve sustainable agricultural transformation that will result in significant growth of the agricultural sector, expanded incomes for farm households, improved food and nutrition security for all Malawians, and increased agricultural exports.

