

### Projet d'Appui aux Politiques Agricoles (PAPA), Sénégal

#### The Quality of Agriculture and Food Security Policy Processes in Senegal: Results from the 2017-18 Stakeholder Survey

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#### Introduction

One of the desired outcomes that many donor-funded investments aim to achieve through development projects is an effective policy change. For policy change to be effective requires a country to have the capacity to undertake and manage the entire policy change processes, including the institutional architecture that supports the design, implementation, monitoring, and evaluation of the policies. The quality of these processes and institutions in terms of transparency, inclusivity, predictability, use of data and evidence, and effective implementation, is therefore as important as the goal of influencing policy change.

The Feed the Future (FTF) Senegal *Projet d'Appui aux Politiques Agricoles* (PAPA) is an example of a development project with the goal of promoting private sector led agricultural growth through policy change. The PAPA project aimed at: 1) improving Senegal's national capacity in terms of research, analysis and communication of agricultural policy; 2) promoting an inclusive dialog on agricultural policy and their uptake by stakeholders; 3) promoting an evidence-based formulation and implementation of agricultural policy; 4) facilitating the planning, implementation, and evaluation of agricultural policy; and 5) efficiently communicating the results of the project to inform the policy process.

Two of the Senegal PAPA project's contextual monitoring indicators are indices that measure: 1) the quality of the agriculture and food security policy reform processes in Senegal and, 2) the quality of the institutional architecture within which those processes proceed. These indices were to be computed based on surveys of stakeholders in the agriculture and food security policy processes in Senegal. To this end, a survey was conducted in 2017-18 of national level stakeholders active in the country's agriculture and food security policy processes. This short brief presents the results of this survey that captures stakeholder opinions on the quality of agriculture and food security policy processes at the national level.

#### Key Findings

- A survey of 74 participants in national-level policy processes around agriculture, food security and nutrition issues in Senegal was implemented from December 2017 to March 2018 to examine the quality of these processes and the institutional architecture involved.
- Overall, survey analyses show that stakeholder perceptions on two quality indices is quite positive. with an aggregate mean assessment score for index 1 (quality of policy processes) at 1.93 and for index 2 (quality of institutional architecture) at 2.3 (on a scale of 0-3).
- Results indicate that, while some elements of the policy processes and institutional architecture are in place and people are quite positive about that, the country could benefit from further improvements.

#### The survey and respondent characteristics

The survey was conducted between December 2017 to March 2018. Representation in the sample was sought from six different categories of stakeholders—government, civil society / non-governmental organizations, the private sector, donor agencies, researchers, and farmer organizations. Seventy-four individuals completed the survey on paper or by email. Table 1, which describes the analytical sample of survey respondents, shows that policy processes in Senegal are strongly male-dominated—only 8 out of 74 respondents (about 10%) were female. The highest representation in this survey was from the government sector with 23 respondents, followed by 20 respondents from farmer organizations, 11 from the private sector, and 8 each from the civil society/NGO and research group. Representation from donor organizations was lowest with only 4 completed surveys (Table 1).

**Table 1. Institutional Category of Survey Respondents, by Sex and Experience**

Institutional category	Number of respondents			Years with current organization	Years engaged in policy work
	Male	Female	Total		
Government	20	3	23	9.0	6.8
CSO/NGO	7	1	8	9.1	8.0
Private sector	11	0	11	11.4	8.7
Donor agency	3	1	4	2.5	0.8
Research	7	1	8	9.3	8.8
Farmer organization	18	2	20	14.4	12.9
<b>Total</b>	<b>66</b>	<b>8</b>	<b>74</b>	<b>10.5</b>	<b>8.8</b>

Source: Senegal stakeholder survey, 2017-18. CSO=Civil society organization; NGO=Non-governmental organization.

On average, the respondents had about 11 years of experience working with their current organization and have about 8 years of experience in policy processes on agriculture and food security in Senegal (Table 1). The four respondents from the donor group had on average less than a year experience working on policy issues related to Senegal. Respondents from the farmer organizations had the greatest number of years of experience and engagement (13 years) in policy processes at the national level.

The survey questionnaire was designed to capture from each respondent their assessment of the quality of national-level policy processes on agriculture and food security in Senegal. It closely resembled questionnaires of similar surveys conducted in Nigeria, Mali, Zambia, Malawi, and Tanzania. The survey instrument was translated in to French and conducted in that language.

The survey questionnaire has three modules. Module A collected basic information about the respondents. There were 20 statements in module B and 26 statements in module C relating to aspects of policy processes on agriculture and food/nutrition security in Senegal. All statements referred to the policy environment in Senegal as of November 2017 for the broad agriculture sector, including issues relating to food security and nutrition. Following definitions were provided in the questionnaire for two terms – ‘stakeholder’ and ‘policy’ to assist the respondent to more precisely identify the context to which the questions referred.

- ‘Stakeholder’ is used to collectively include representatives from the private sector, CSOs, NGOs, research organizations, the donor community, producer organizations, citizen’s groups, etc. that are active in Senegal on agriculture and food security policy issues.
- The term ‘policy’ as used here includes the content of master development frameworks for Senegal, sector

strategies, sub-sector strategies, public investment plans, proposed legislation and regulations, and the design of public programs.

Respondents were asked to rate each of the statements on a four-level Likert scale in which they specified their level of agreement or disagreement. There was no option for ‘neutral’ or “neither agree nor disagree”, forcing the respondent to make a judgement on the statement in question. If a particular statement was not applicable to a respondent, an option of ‘not applicable/don’t know’ was also offered.

## Results

To analyze the results from the Likert scale multiple-choice responses to the questions in modules B and C of the survey, the four possible responses were assigned integer values: 0 for a ‘Completely disagree’ response; 1 for ‘Somewhat disagree’, 2 for ‘Somewhat agree’, and 3 for ‘Completely agree’.

### *Quality of Agriculture and Food Security Policy Processes in Senegal (Module B)*

Module B primarily focuses on the quality of the content and inclusiveness of the discussions and debates in agriculture and food security policy processes in Senegal. The questions investigate the degree to which the perspectives of other stakeholder groups are brought into the government-led processes, how well structured the processes are, and the degree to which evidence has been or could be used to inform the dialogues and debates inherent to them.

The overall response patterns seen in Figure 1 indicate that the average response to the statements posed in the survey fall around the ‘Somewhat agree’ response, with an average assessment score for all questions in module B for all respondents of 2.0. This overall assessment score indicates that the respondents are generally appreciative of the quality of the processes, while recognizing that there is still room for improvement.

In general, survey respondents from government and research organizations provide the most positive assessments across the respondent categories, with an average score for all 20 questions in module B of 2.12 for these two categories of respondents. Respondents from research organizations were most positive in the assessment of their institutions’ participation in the policy process as shown by their mean responses between ‘somewhat agree’ and ‘completely agree’ on statement number ‘B5--the opinions of your institutions are listened to and considered by stakeholders other than the government’ and ‘B9--Research and academic institutes effectively participate in policy dialogues.’

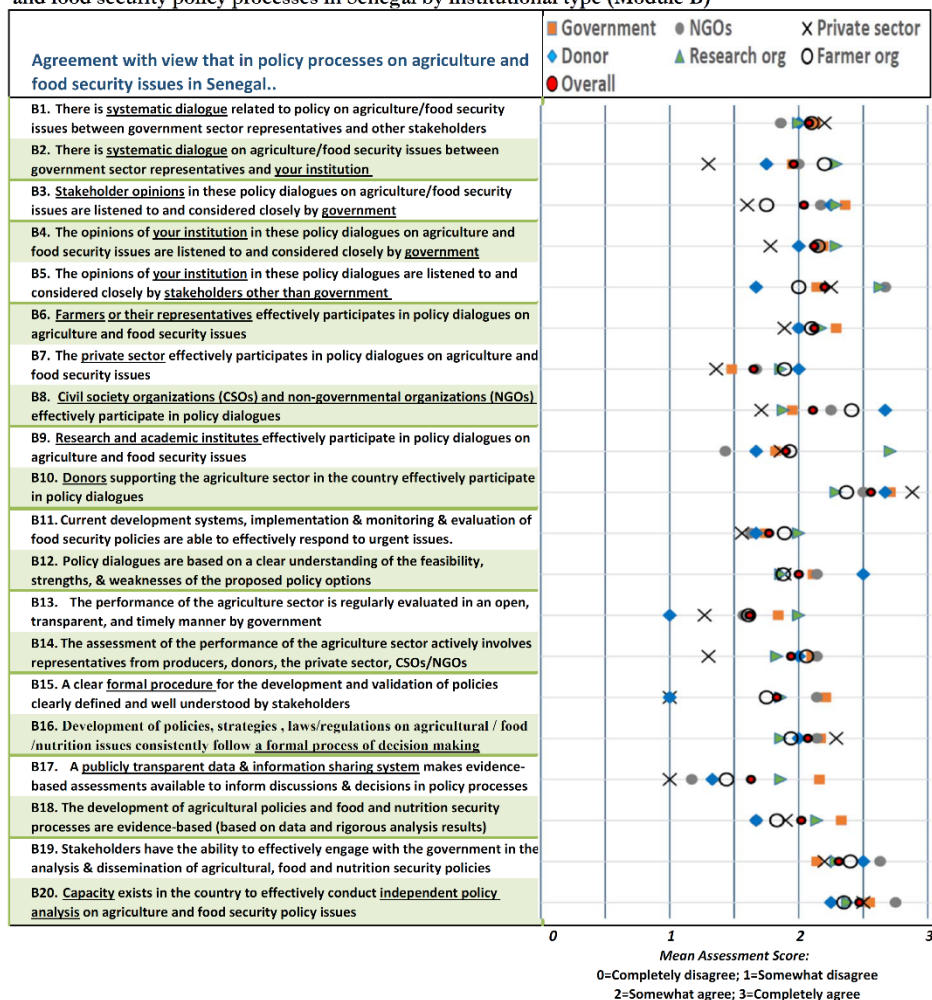
Respondents from the private sector and donor agencies were least positive among all the institutional categories. Their mean scores across all the 20 questions was 1.8 and 1.9, respectively. However, we remind about the small sample size for the donor group, and caution that this assessment may not be representative of this stakeholder group.

On some statements there is strong consensus across different stakeholder categories with mean scores between ‘somewhat agree’ and ‘completely agree.’ For example, there was a strong consensus among participants that donors supporting the agriculture sector in the country effectively participate in policy dialogues (B10), that stakeholders have the ability to effectively engage with the government in the analysis and dissemination of agricultural, food and nutrition security policies (B19), and that capacity exists in the country to effectively conduct independent policy analysis on agriculture and food security policy issues (B20) (Figure 1).

There was also a strong consensus, but more towards ‘somewhat disagree’ and ‘somewhat agree,’ assessment on statements ‘B11--Current development systems, implementation & monitoring & evaluation of food security policies are able to effectively respond to urgent issues,’ and ‘B16--Development of policies, strategies, laws, and regulations on agricultural/food/nutrition issues consistently follow a formal process of decision making.’

On the other hand, on some aspects of the quality of policy processes, the opinions are split across stakeholder groups as seen by the wide range in the mean scores on the 0-3 scale (Figure 1). For example, there was less agreement among stakeholders that there is systematic dialogue on agriculture/food security issues between government sector representatives and their institutions (B2). The opinions were also divergent on the effective participation by CSOs and NGOs in policy dialogues (B8), on the openness, transparency, and timeliness of evaluation of the agriculture sector performance by the government (B13), on the existence of a clearly defined and well understood formal procedure for the development and validation of policies by stakeholders (B15), and that a publicly transparent data and information sharing system makes evidence-based assessments available to inform discussions and decisions in policy processes (B17). On these statements, the private sector respondents have the most pessimistic viewpoints among all stakeholder categories.

Figure 1. Summary of mean assessment scores concerning perceptions on the quality of agricultural and food security policy processes in Senegal by institutional type (Module B)

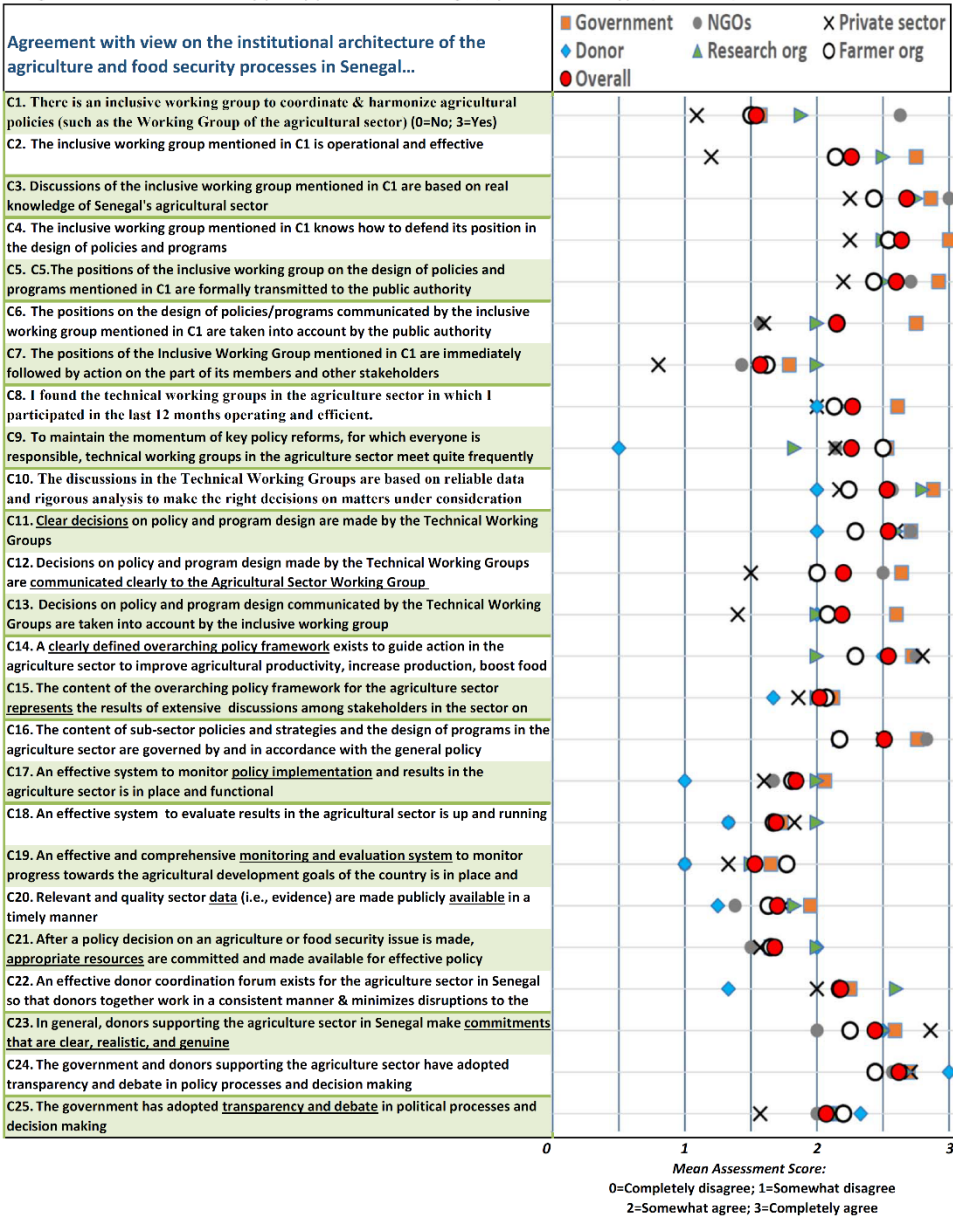


### Quality of the Institutional Architecture for Agriculture and Food Security Policy Processes in Senegal (Module C)

Module C primarily focuses on the institutions and the policy implementation monitoring frameworks established to facilitate agriculture and food security/nutrition policy reform processes in Senegal. The questions investigate the degree to which technical and coordination institutions are effective, policy frameworks are respected, and insights are gained through monitoring of the implementation of policy reforms. As in module B, the questions in module C are made up of generally positive statements on these dimensions of the institutional architecture through which the reform processes are conducted.

The overall question response patterns seen in Figure 2 for the first 25 questions of module C shows that the average response to the statements posed in the survey are even more positive than the responses made by the respondent in module B. The average assessment score across all 25 statements in module C is 2.17, which is higher than the ‘Somewhat agree’ response observed for module B. This

indicates that significantly more respondents were selecting reforms take place in Senegal than all other stakeholder groups. The overall mean assessment scores across all 25 questions for these two categories of respondents was 2.4 and 2.2, respectively. Also, consistent with module B, respondents from donor agencies and the private sector were relatively less positive with mean scores across all 25 questions of 1.8 and 1.9, respectively.



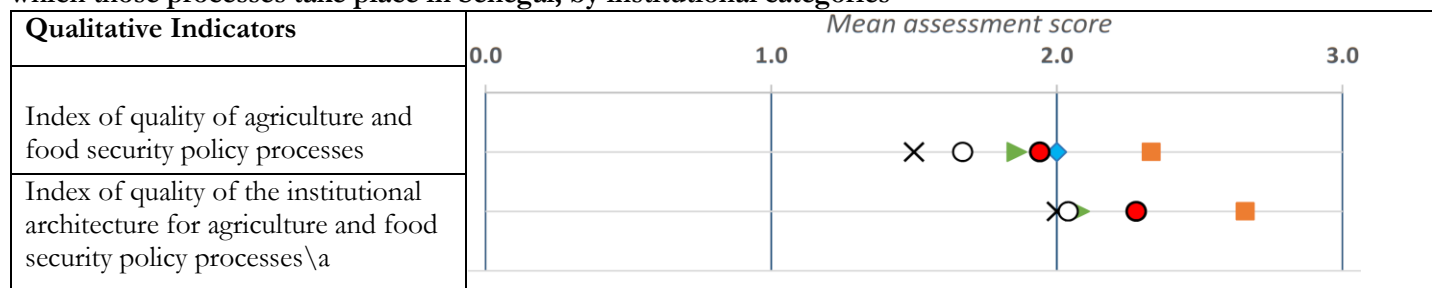
‘completely agree’ option for many of the statements in module C than they did under module B. In fact, for three of the 25 questions, there was complete agreement by respondents from CSO/NGO (C3—Discussion of the working group are based on real knowledge of Senegal’s agricultural sector), government (C4—the working group knows how to defend its position in the design of policies and programs), and donor organizations (C24—the government and donors supporting the agriculture sector have adopted transparency and debate in policy processes and decision making).

Like in module B, respondents from the government and the research organizations were generally more positive about the quality of institutional architecture in which policy

government and donors supporting the agriculture sector have adopted transparency and debate in policy processes and decision making (C24).

On the other hand, respondents were relatively less in agreement that the positions of the inclusive working group are immediately followed by action on the part of its members and other stakeholders (C7). They were also relatively more pessimistic about the existence and functioning of an effective system to monitor policy implementation in the agriculture sector (C17), evaluate results (C18), and monitor progress towards the agricultural development goals of the country (C19). There was also a consensus towards the middle of ‘somewhat agree’ and ‘somewhat disagree’ that relevant and quality sector data

**Figure 3. Indices of perceptions on the quality of policy reform processes and of the institutional architecture within which those processes take place in Senegal, by institutional categories**



Source: Senegal: Stakeholder Survey, 2017-18

Analysis of survey questions C2, C8, C14, and C17 (average score across respondents who answered all four questions). Note: The mean assessment score is the average of four assessment levels, assigning a score of 0 to ‘Completely disagree’, 1 to ‘Somewhat disagree’, 2 to ‘Somewhat agree’, and 3 to ‘Completely agree’.

(i.e., evidence) are made publicly available in a timely manner (C20); and that appropriate resources are committed and made available for effective policy implementation (C21).

### Overall Quality of Agriculture and Food Security Policy Processes in Senegal

As noted in the introduction, two of the PAPA project’s monitoring indicators are indices of, first, the quality of the agriculture and food security policy processes in Senegal and, secondly, of the quality of the institutional architecture within which those processes proceed. The first index on the quality of these policy processes is derived directly from question C26:

*C26: Are you satisfied with the overall QUALITY of dialogue, coordination, cooperation, and partnership between stakeholders in the sector and government for advancing policy reforms on agriculture issues and food and nutrition security issues in Senegal.*

The aggregate mean assessment score for this index in the stakeholder survey is 1.93, a decidedly positive response closer to a qualitative rating of ‘somewhat agree’ (Figure 3).

For the second index on the quality of the institutional architecture for agriculture and food security policy processes, no single all-embracing question on the quality of the institutions was asked of the respondents. To generate an index on institutional quality, we use a mean aggregate score derived from four questions in module C that ask respondents to directly assess the efficiency and effectiveness of several components of the institutional architecture for agriculture and food security policy processes in Senegal:

*C2. The inclusive working group is operational and effective*

*C8. I found the technical working groups in the agriculture sector in which I participated in the last 12 months operating and efficient.*

*C14. A clearly defined overarching policy framework exists to guide action in the agriculture sector to improve agricultural productivity, increase production, boost food security, and enhance nutrition*

*C17. An effective system to monitor policy implementation and results*

*in the agriculture sector is in place and functional*

The aggregate mean assessment score for this composite index 2.3, somewhat more positive than the first index on the quality of the policy processes (Figure 3).

While there is difference in opinion among stakeholder categories, across both these indices, respondents from the government sector are most positive and respondents from the private sector are least positive. All the other stakeholder groups fall in between these two extreme view points on the qualitative assessment of these two indices.

### Conclusion

The main motivation for conducting this stakeholder survey on agriculture and food security policy processes was to do a qualitative assessment of the policy environment in Senegal as of November 2017. This assessment was done using a structured questionnaire and asking stakeholders who are active in the national level agricultural and food security policy processes to rate their level of agreement to two sets of generally positive statements concerning the quality of policy processes and the quality of institutional architecture within which those policy reforms take place. A sub-set of these questions are used to construct two contextual monitoring indicators for the PAPA project – the first on the quality of dialogue, coordination, cooperation, and partnership between stakeholders in the sector and government within those processes, and the second on the quality of the institutional architecture within which those processes proceed.

Overall, stakeholder perception on these two quality indices is quite positive with an aggregate mean assessment score for index 1 at 1.93 and for index 2 at 2.3 (on a scale of 0 to 3). The mean score of 1.93 is closer to a qualitative rating towards ‘somewhat agree’ and the mean score of 2.3 is higher

than ‘somewhat agree’ but not ‘completely agree.’ This indicates that, while some elements of the policy processes and institutional architecture are in place and people are quite positive about that, considerable improvements are still needed.

Since the PAPA project ended in 2019, this survey is likely the only stakeholder survey that will be done under the Food Security Policy Innovation Lab project. However, we hope a local research think tank or the USAID project, AfricaLead should consider replicating this survey regularly in order to better inform decisions on what sort of investments and institutional reconfigurations may be needed to ensure effective and efficient policy processes on agriculture and food security issues in the country. Better quality policy processes can lead to better outcomes in the agricultural sector and ensure that the sector's contribution to the development of the country and the food security of its citizens is optimal.

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*The research team is grateful for the financial support provided by the FSP and PAPA projects and acknowledge research assistance support from the local team during data collection.*

*This research is made possible by the generous support of the American people through the United States Agency for International Development (USAID) under the Feed the Future initiative. The contents are the responsibility of study authors and do not necessarily reflect the views of USAID or the United States Government*

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**Published by the Department of Agricultural, Food, and Resource Economics, Michigan State University, Justin S. Morrill Hall of Agriculture, 446 West Circle Dr., Room 202, East Lansing, Michigan 48824**