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# Designing a responsive agricultural policy: The consultative process for the National Agriculture Policy for Malawi

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# Outline

- Background
- The NAP Formulation
- The NAP Consultation Process
- Results of the Consultation
- Incorporating Results into Policy Draft
- Effectiveness of the Process

## Background: Agriculture in Malawi

Volatile agricultural value added growth.

Average growth rate over the period (1968-13) is 4.3% per year, 3.5% in past decade (2003-13).

CAADP target of 6% --not consistently achieved, despite  $\geq 10\%$  budget.

### Major programs

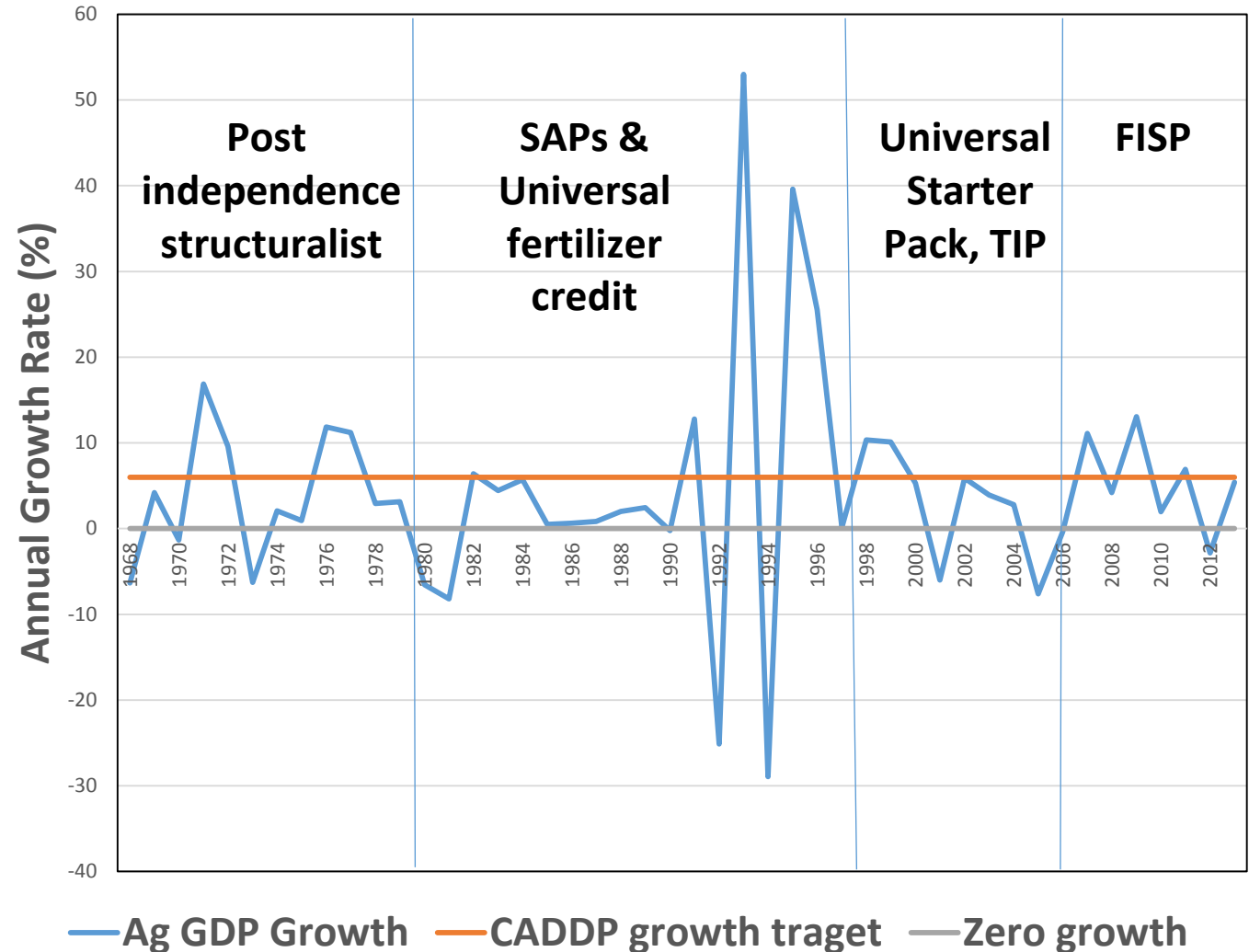
Credit program with a universal fertilizer subsidy -1980's.

Universal Starter Pack 1998-2000 (2.8 m farmers).

Targeted Input Program (TIP) 2001-05

Farm Input Subsidy Program (FISP) 2005/06-present (1.5 m farmers).

Agriculture value added annual growth rates in Malawi (1968-2013)



# Background: Agriculture policies

- Before the Agriculture Sector Wide Approach (ASWAp 2008) there were several Agricultural Plans:
  - The Agricultural and Livestock Sector Development Strategy Action Plan (ALDSAP) – 1994-97
  - Review of the ALDSAP (1998-1999)
  - Malawi Agricultural Sector Investment Programme (MASIP) – 2000-04) – to operationalize the ALDSAP
  - The Agricultural Development Plan (ADP) – 2005-08.
- The 2004/05 food crisis propelled the need to have a Food Security Policy (2006) and a National Nutrition Policy and Strategic Plan (2007).

# Background: Agriculture policies cont.

- Food insecurity has caused the government to equate food security to maize security
  - Agriculture policies and programs centered around maize, e.g. FISP, maize export bans, mandated maize price setting, banning of selling green maize, etc.
- There are several sub-sectoral policies, mostly outdated and sometimes incompatible due to:
  - Departments working in silos
  - Structure not allowing the Department of Agricultural Planning Services (DAPS) to be in control of all policies and strategies related to the Agriculture sector
    - Within agriculture, for example the National Seed Policy (1993), Strategy (under review), and Seed Act developed under the Department of Agricultural Research Services (DARS)
    - Cross-sectorally, example of National Irrigation Policy and Strategy (2011) versus the Green Belt Initiative of the Office of the President and Cabinet

# The NAP Formulation

- In 2009, the National Agricultural Policy (NAP) process was started
- In 2011 the first draft NAP was rejected by the Office of the President and Cabinet
  - Due to lack of consultation, limited analysis of issues facing the sector, and violating OPC guidelines on the design of such policy documents.
- The Ministry has received negative press regarding its failure to have a policy in place for guiding the sector
  - Parliament discussions critical of the Ministry
  - CISANET article calling them to task on the NAP
- Stakeholders taking charge of the NAP – somewhat by-passing government
  - Production of a Model NAP by a civil society organization (CEPA)
  - Consultations with farmers – CADECOM
  - Demand for a “refocusing agriculture” strategic document by stakeholders, mainly development partners.

# The NAP Formulation

- In late-2013, Malawi formally joined the “New Alliance for Food Security and Nutrition”. The formulation of the NAP is one of the policy reforms Malawi committed to under this framework.
- By November 2014, when the NAPAS project started, the Ministry had prepared an issues paper and several background papers, including a refocusing agriculture document.
- The big push for starting the process were:
  - Ten local consultations involving participants from all 28 districts of Malawi
  - One national consultation

# The NAP Consultation: Venues and Costs

- Divided the country by district for the 11 consultation event
  1. Karonga and Chitipa
  2. Nkhata Bay, Mzimba, Rumphu, and Likoma
  3. Kasungu, Dowa, and Ntchisi
  4. Salima and Nkhotakota
  5. Lilongwe and Mchinji
  6. Dedza and Ntcheu
  7. Balaka, Machinga, Mangochi, and Zomba
  8. Blantyre, Chiradzulu, Neno, and Mwanza
  9. Mulanje, Thyolo, and Phalombe
  10. Chikwawa and Nsanje
  11. Lilongwe (national level consultation)
- Total costs = over MK 60 million (US\$ 140,000)



# The NAP Consultation Process

- The ministry made a short presentation on issues paper.
- Then presentation of initial thoughts that included six key guiding questions:
  - 1) What should be the top priorities in the NAP ranked in order of importance?
  - 2) How should NAP address food and nutrition security in Malawi?
  - 3) How should the NAP foster increased and sustainable agricultural productivity and production?
  - 4) How should the NAP promote agricultural commercialization and agricultural trade, especially among smallholder farmers?
  - 5) What should be the government's position on land tenure and land use?
  - 6) How should the NAP address cross-cutting issues – a) Women and youth; b) HIV/AIDS and other diseases; c) Climate change?

# The NAP Consultation Process: cont

- Members then divided into stakeholder-based focus groups as follows:
  - 1) government staff
  - 2) subject matter specialists (also government staff)
  - 3) governance group, involving Members of Parliament, traditional authorities, chiefs, and counselors
  - 4) private sector and youths,
  - 5) civil society and NGOs, including women groups.
  - 6) development partners and the research community (added at the national level)
- Each group chose a chairperson and rapporteur to present a summary of the discussions in the plenary session. Group discussions took at least 2 hours, followed by plenary recap session.
  - NAPAS, MoAIWD, and Malawi IFPRI staff divided themselves into the groups for additional extensive note-taking.

## Data and Analysis

- 57 focus group discussions (FGD) were held in the 11 consultation sessions.
  - At least five FGDs in each district-level consultation, seven at the national level
- More than 800 participants
- Group presentations were captured in matrix form, FGD feedback was coded and analyzed

# Some of the participants

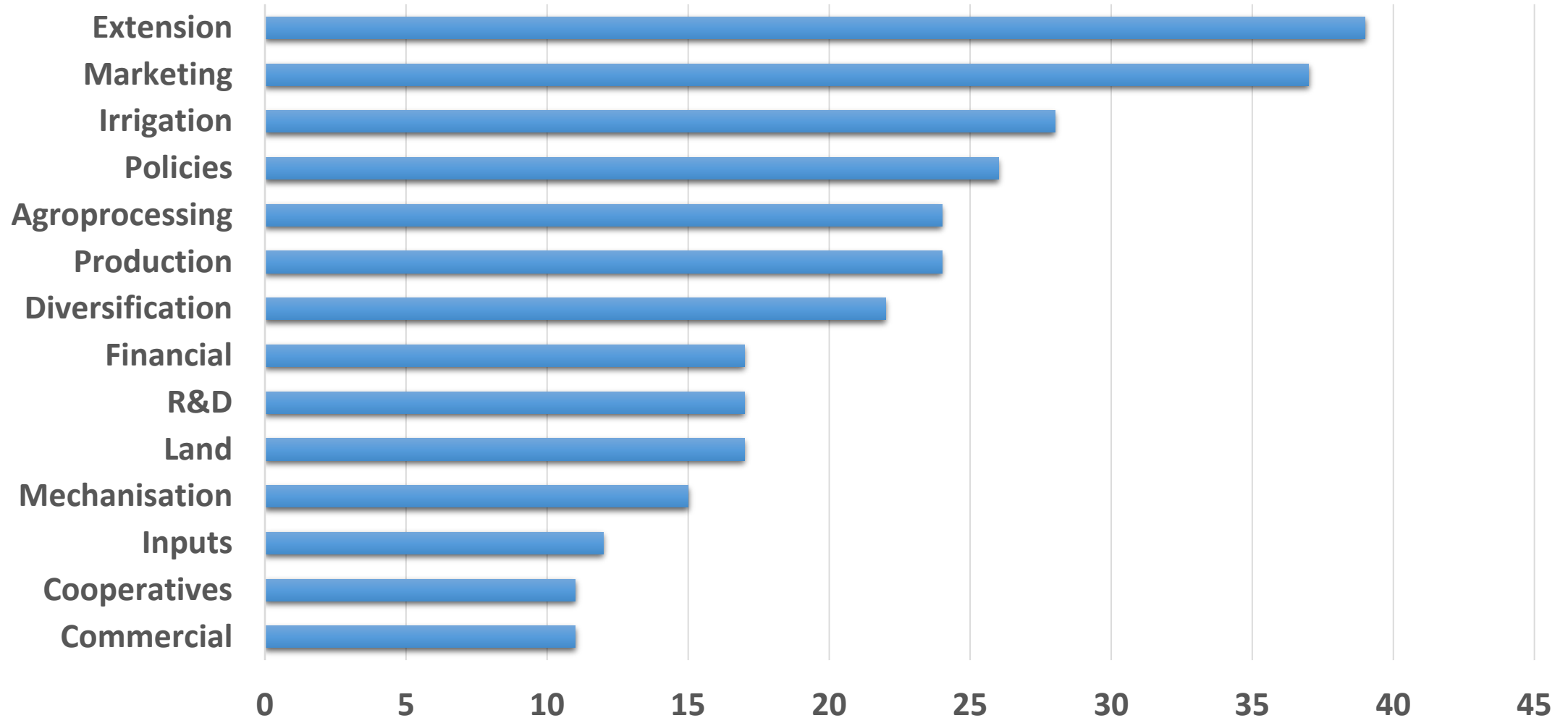


# Some of the participants



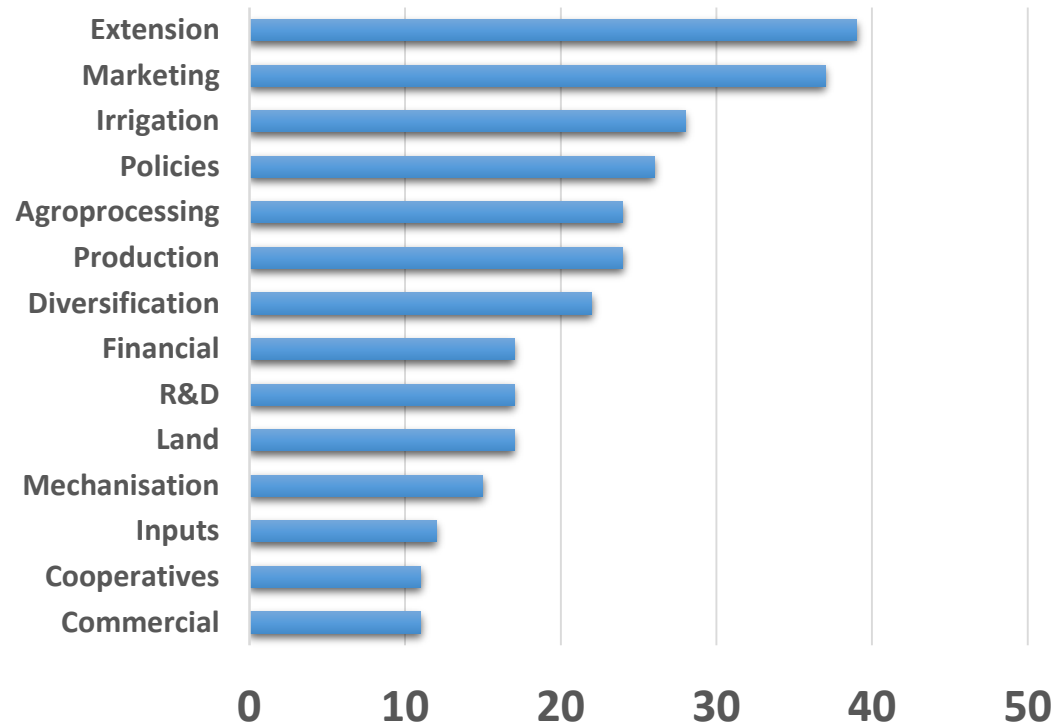
# Qn. 1: What should be the top priorities in the NAP? Ranked in order of importance

Number of FGDs mentioning the NAP priority (out of 57)



# Mismatch between mentioned priorities and government allocation of resources

**Qn. 1: What should be the top priorities in the NAP? Ranked in order of importance**

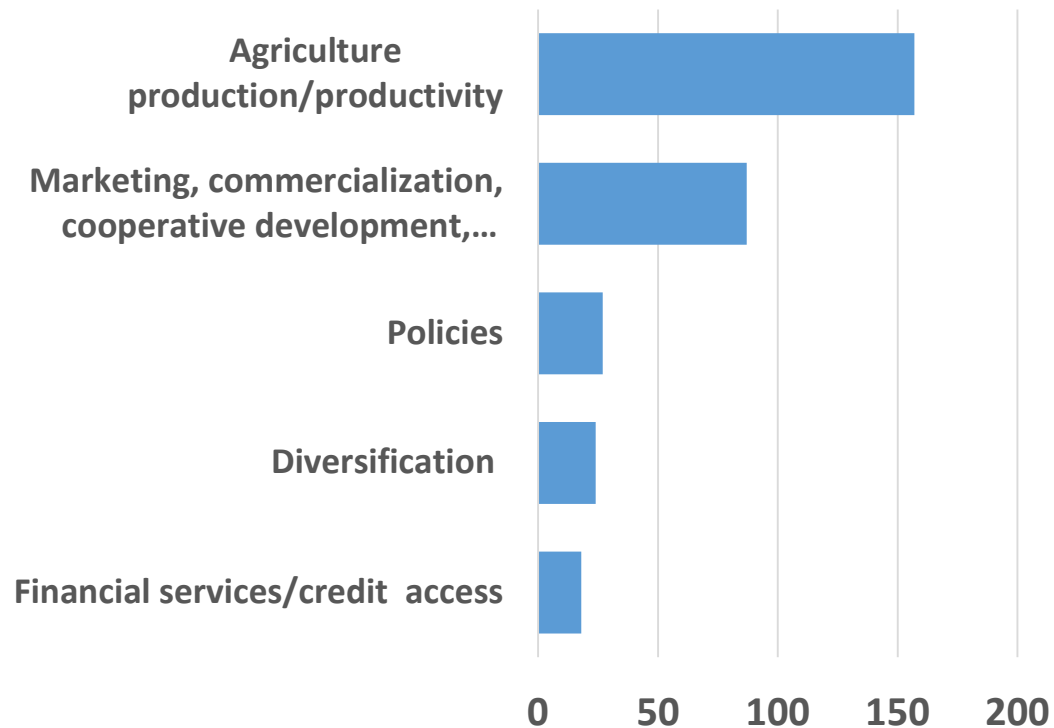


**Headquarters spending as a share (%) of total public agricultural expenditure**

	2010/11 Actual	2011/12 Actual	2012/13 Actual
Headquarters	7.6	13.9	7.1
Fisheries Headquarters	0.3	0.3	0.3
Animal Health HQ	0.7	0.1	1.9
Extension HQ	0.3	0.0	0.0
Land Resources HQ	0.2	0.1	0.1
Crops HQ	77.4	70.1	80.6
Research HQ	0.2	0.1	0.4
Irrigation HQ	3.9	2.3	1.2
<b>Total for Headquarters</b>	<b>90.5</b>	<b>86.8</b>	<b>91.6</b>
ADDs & Districts	9.5	13.2	8.4
<b>Total Public Agric spending</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>

# Incorporating responses into the NAP

## Qn. 1: Responses Re-grouped (# of FGDs mentioning NAP Priorities)



## Relationship to NAP Priority Areas

- Policy Priority 1: Sustainable agricultural production and productivity
- Policy Priority 2: Strengthened agricultural marketing systems
- Policy Priority 3: Food security, nutrition security, and risk management
- Policy Priority 4: Institutional development, coordination, and capacity strengthening



# Some of the strategies mentioned in the Implementation Plan also based on FGD responses

## **Most cited response to Qn 1. on NAP priorities**

- Improve extension service delivery
  - 1) Increase number of extension workers (reduce extension to farmer ratios).
  - 2) Improve conditions of service for extension workers such as:
    - Improving mobility
    - Enhance capacity building and training
    - Boost operational funding
    - Conduct regular deployment of staff
    - Improve housing
    - Staff motivation, etc.
  - 3) Standardize messages to farmers (between Govt. and other stakeholders)

## **Strategies for Policy Statement 1 on Priority Area 1**

- Promote the provision of state-of-the-art agricultural extension and rural advisory services.
  - 1) Periodically train and retrain extension officers.
  - 2) Provide incentives for recruiting and retaining extension officers, such as additional benefits for out-posted government extension officers.
  - 3) Harmonize extension messages on various agricultural technologies amongst extension service providers.

# Consultation responses sometimes in conflict with each other and/or with evidence-base

## Examples of conflicting NAP Consultation responses with regard to agricultural marketing issues

- Ensure access to dependable markets e.g. bring back ADMARC versus **Enhance market liberalization**
- Impose export bans to protect farmers versus **provide information about market availability or** use cooperatives in marketing systems

## Policies and Strategies identified in the NAP for Priority Area 2: Strengthened Agricultural Marketing Systems

- Promote competitive functioning of commodity exchanges and warehouse receipt systems.
- Promote niche markets for non-traditional products for exports, e.g. oil seeds and fisheries.
- Strengthen and harmonize agricultural market information systems
- Strengthen farmers' organizations ...

# Effectiveness of the Process

- Inklusiveness
- Efficiency
- Impact

# Effectiveness of the Process: Inclusiveness

- Wide consultation—almost all groups incorporated
- Drafting involved other Ministries, including MoIT, Green Belt Initiative (Irrigation), Office of the President and Cabinet, etc.
- However, monitoring women representation was not consistent
  - not all attendance forms asked for gender of participant.
  - Not all FGDs recorded who was the chairperson and rapporteur and what was their gender
- In some cases, farmer representation was limited or involved a farmer NGO representative.

# Effectiveness of the Process: Efficiency

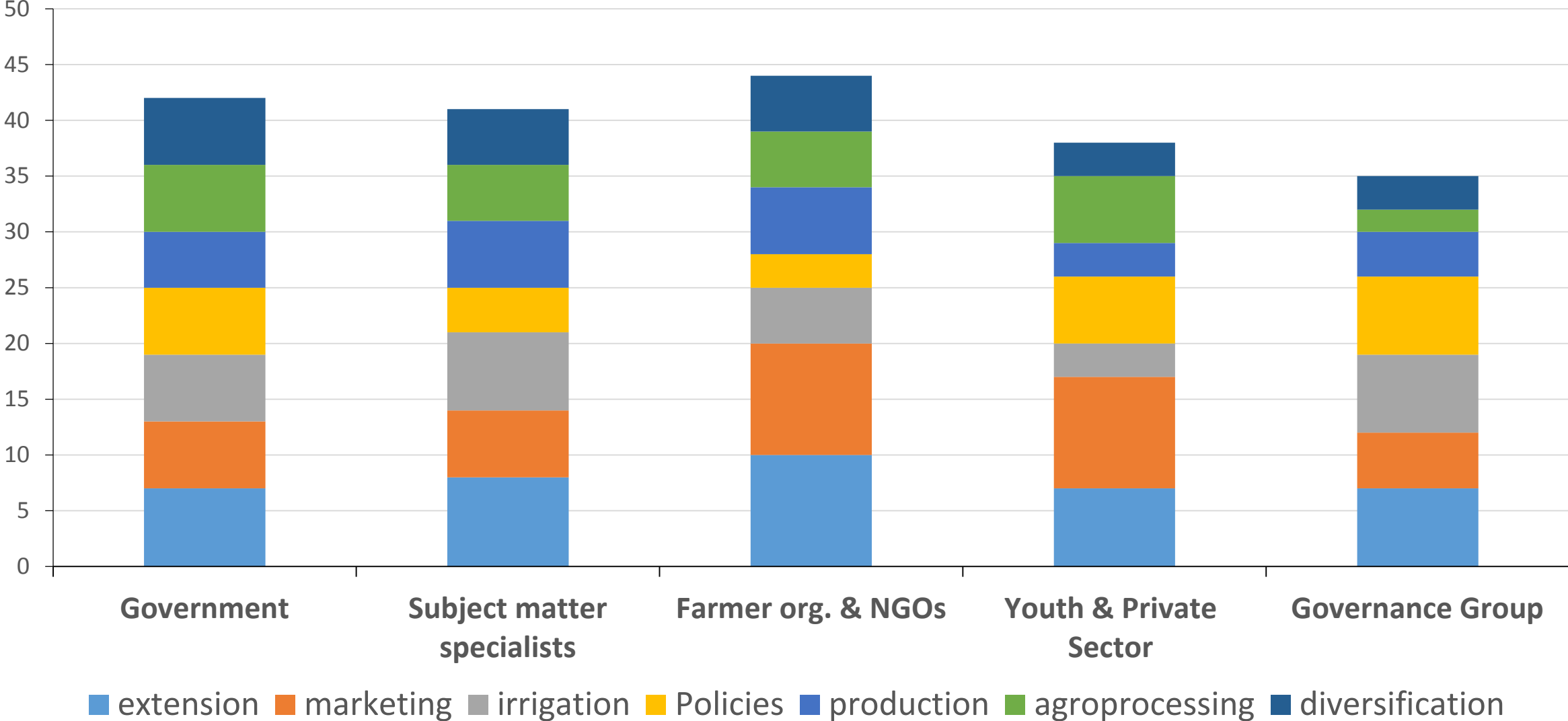
- **Efficiency**

- Could we get similar responses with 1, 2 or 3 consultations?
- Delays in concluding the process, partly due to bureaucratic procedures involved with disbursing government funds
- Inefficiencies within the Ministry, led to deadlines being violated
  - Draft still with MoAIWD staff—tentative validation date: June 30<sup>th</sup>, submission to OPC by end of July.

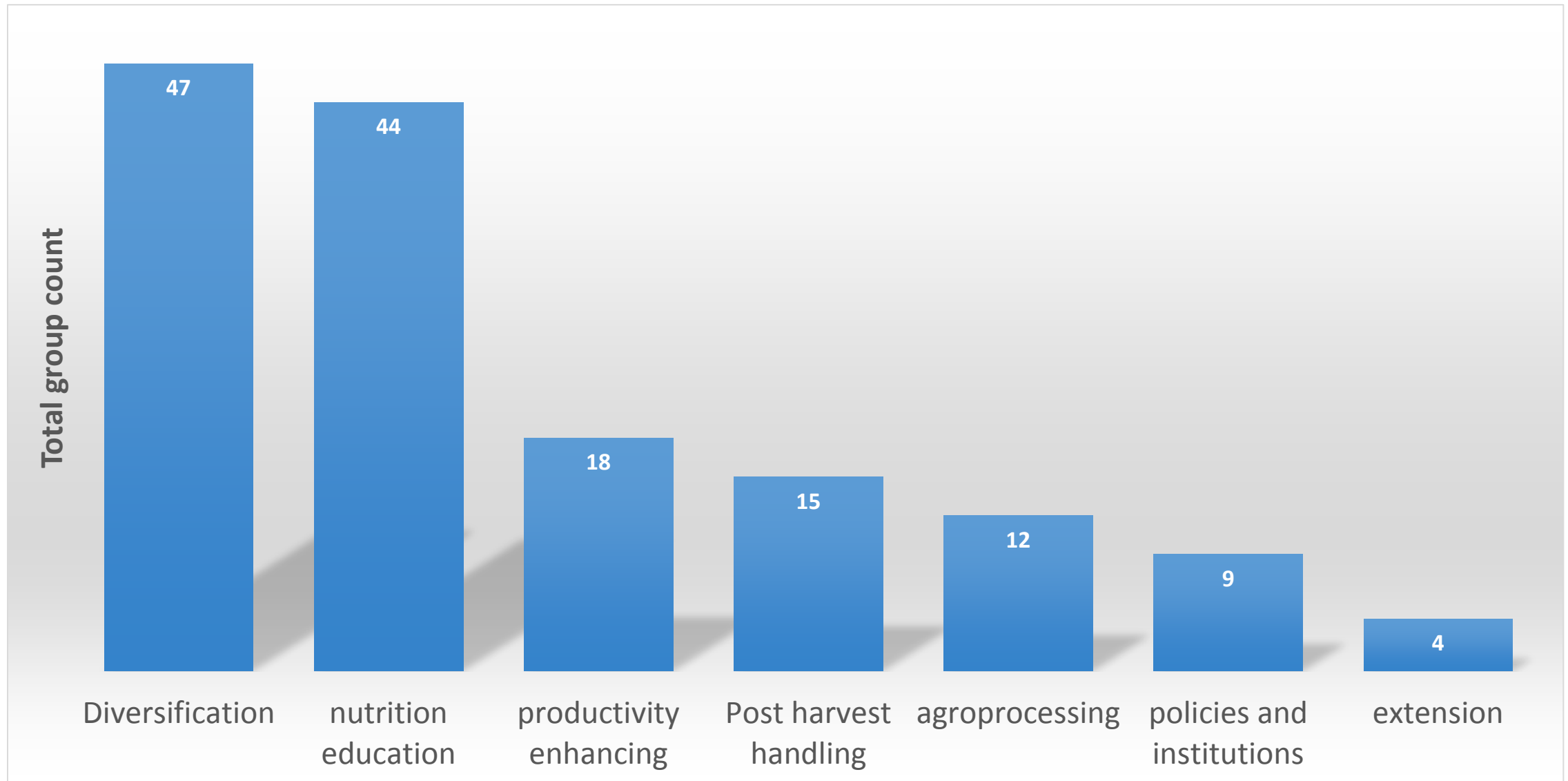
# Effectiveness of the Process: Impact

- The negativity that prevailed before the NAP consultations has disappeared
  - CISANET newsletter “**CISANET pleased with NAP formulation process**”
  - EU Ambassador's key note address at the JSR meeting in May “I would like to congratulate the Ministry on the way they conducted this process so far. **All stakeholders, both at districts and national level have been consulted intensively and this was very welcome.**”
- Did the NAP consultation address and come to a resolution on important “policy dilemmas”?
  - Reforms of: FISP; Land tenure, ADMARC etc.

# Comparison of responses across groups: Top 7 Priorities

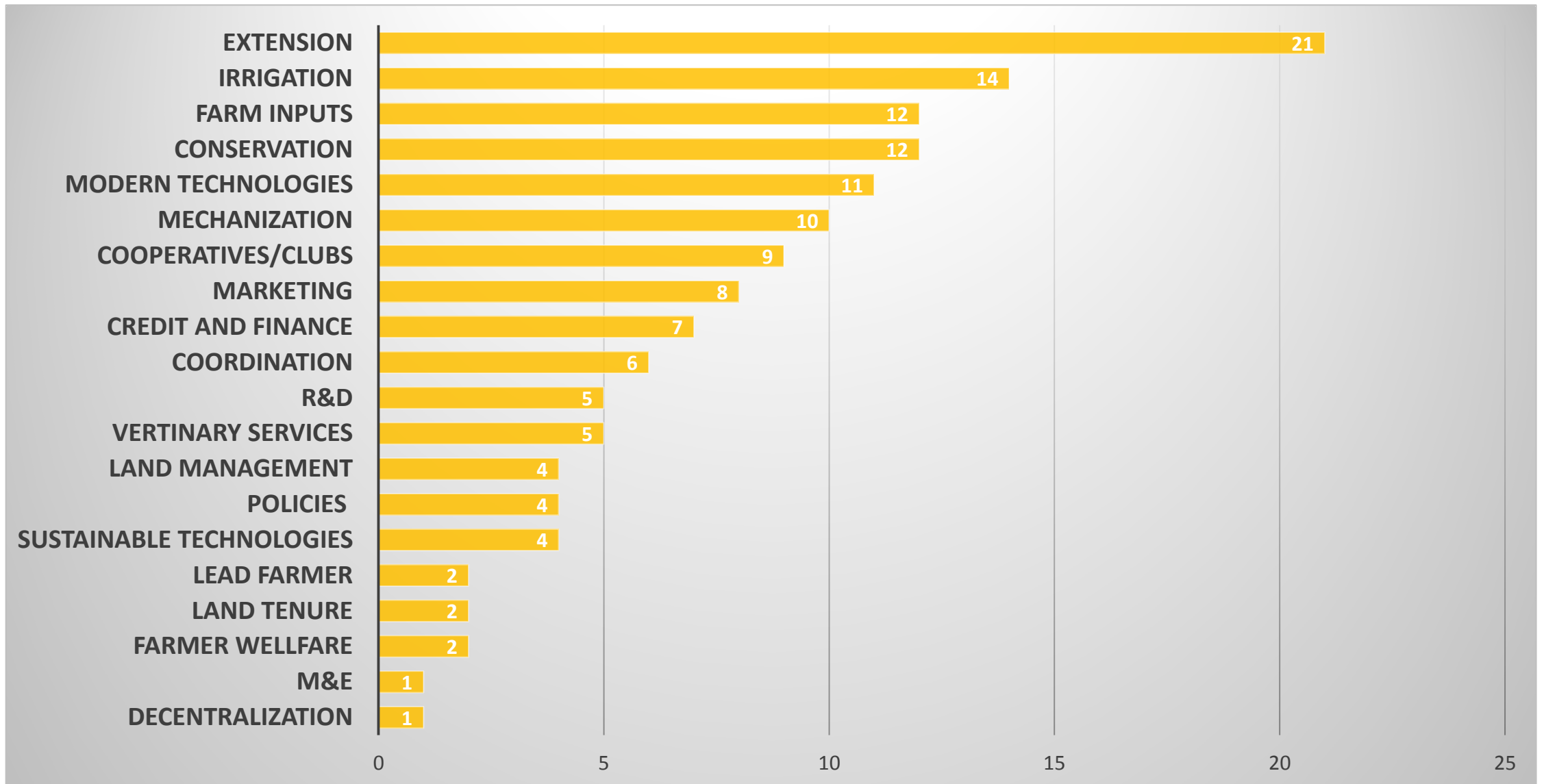


## Qn. 2: How should NAP address food and nutrition security in Malawi?

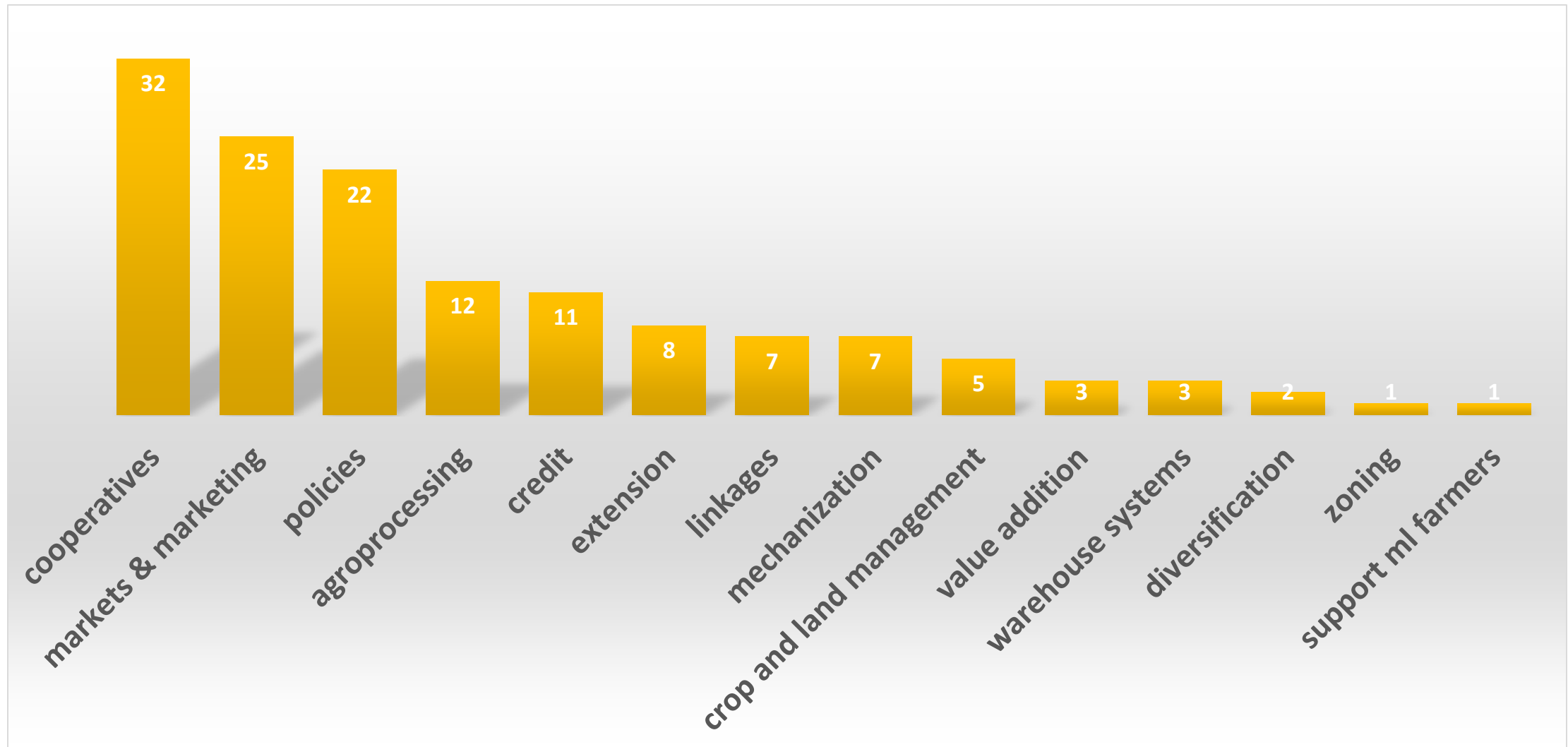




# Qn 3: How should the NAP foster increased and sustainable agricultural productivity and production?

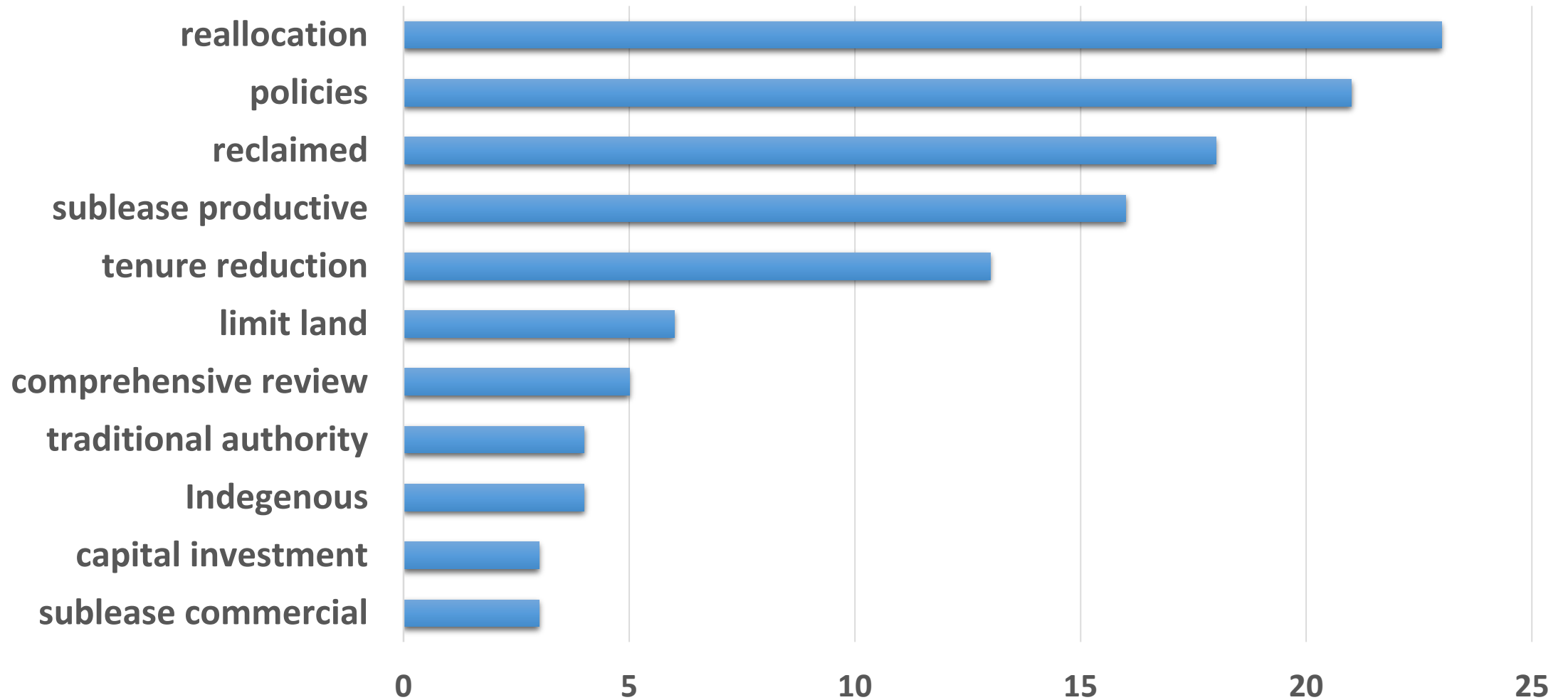


# Qn 4: How should the NAP promote agricultural commercialization and agricultural trade, especially among smallholder farmers?

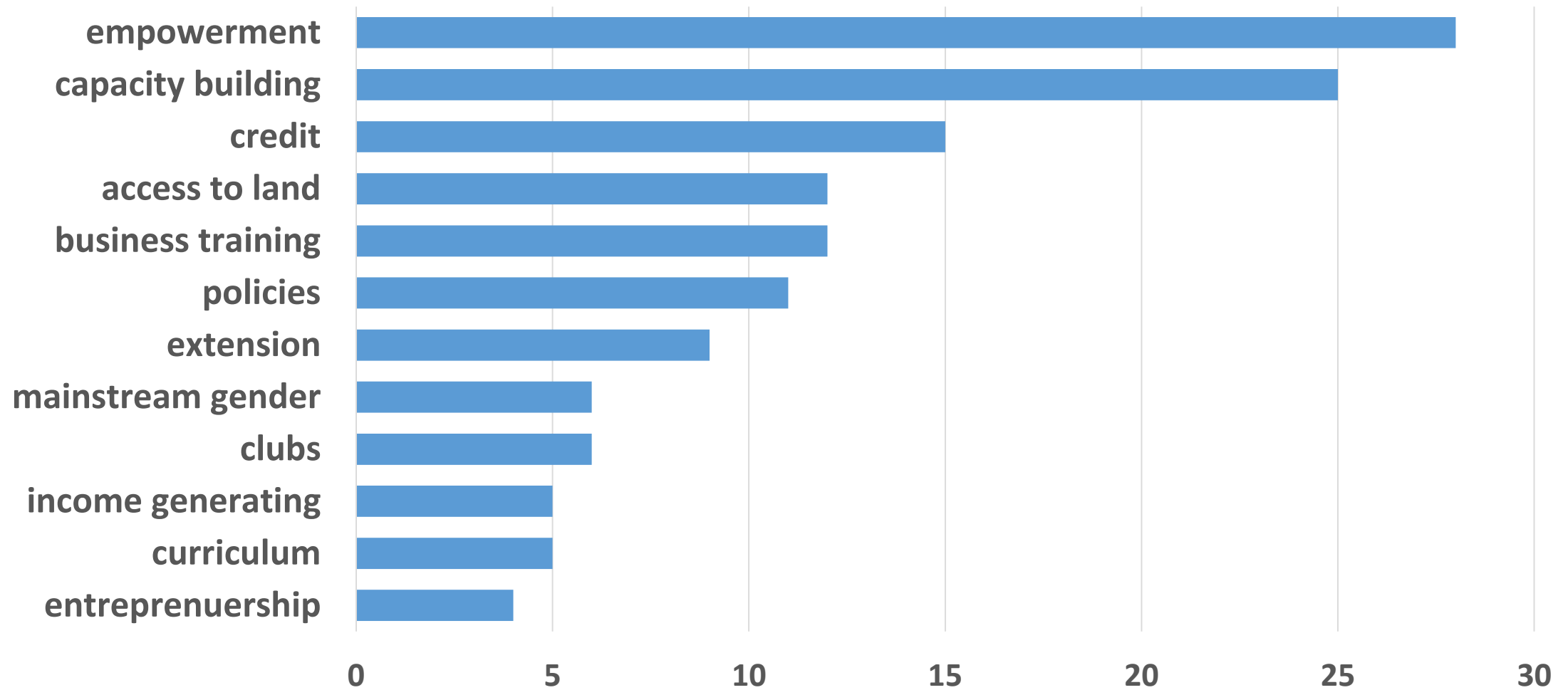


# Qn 5: What should be the government's position on land tenure and land use?

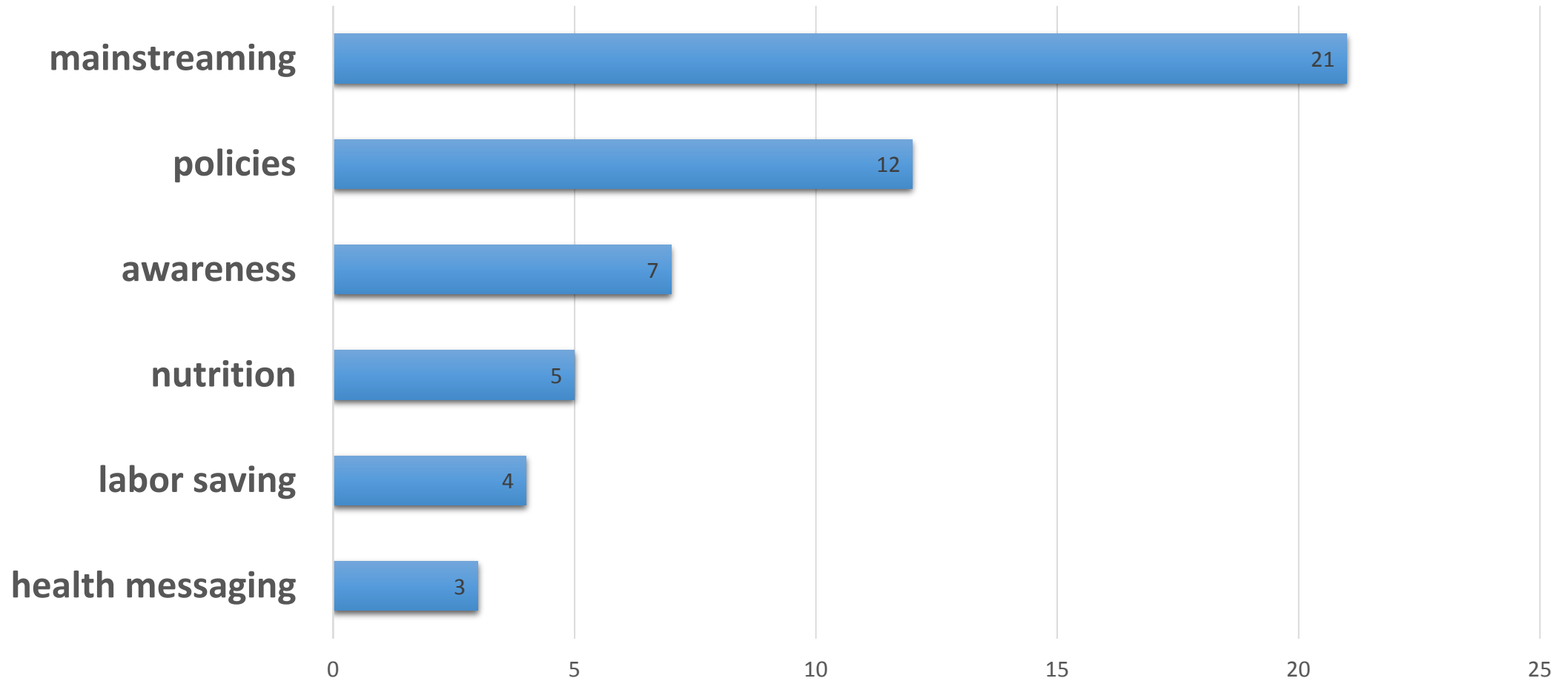
Land tenure and land use



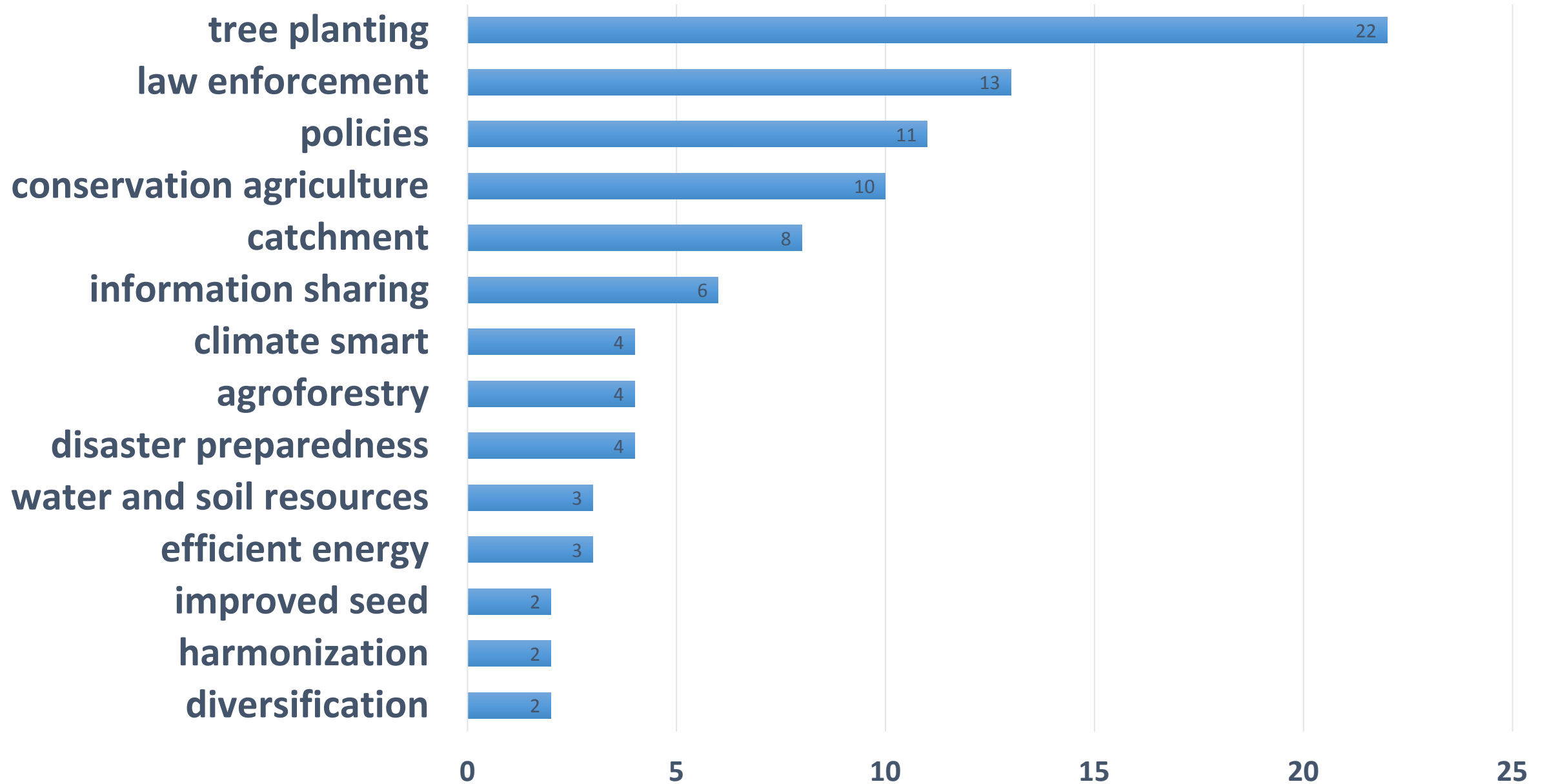
# Qn 6: How should the NAP address cross-cutting issues? a) Women and youth



# Qn 6: How should the NAP address cross-cutting issues? b) HIV/AIDS and other diseases



# Qn 6: How should the NAP address cross-cutting issues? c) Climate change



# Thank you

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