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STRATEGY AND BUSINESS PLAN for
Institutionalizing FANRPAN as a Recognized
Source of Quality Evidence-Based Policy Research
and Effective Advocacy for Agriculture and
Natural Resources in Southern Africa

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Abbreviations and Acronyms

AERC	Africa Economic Research Consortium
AIDS	Acquired Immune Deficiency Syndrome
AU	African Union
CAADP	Comprehensive Africa Agriculture Development Programme
CEO	Chief Executive Officer
CGIAR	Consultative Group for International Agricultural Research
COMESA	Common Market for Eastern and Southern Africa
CSOs	Civil Society Organisations
CTA	Technical Centre for Agricultural and Rural Cooperation ACP EU
DFID	Department for International Development
DRC	Democratic Republic of Congo
ECAPAPA	Eastern and Central Africa Programme for Agricultural Policy Analysis
EC	European Commission
ECE	Externally Commissioned Evaluation
FANR	Food, Agriculture and Natural Resources
FANRPAN	Food Agriculture and Natural Resources Policy Analysis Network
FAPP	Framework for Agricultural Productivity
FARA	Forum for Agricultural Research in Africa
FEWSNET	Famine and Early Warning System Network
GEC	Global Environmental Change
GECAFs	Global environmental Change and Food Systems
GWP-SA	Global Water Partnership-Southern Africa
HIPC	Heavily Indebted Poor Countries
HIV	Human Immunodeficiency Virus
ICER	Internally Commissioned External Reviews
MAPP	Multi country Agricultural Productivity Programme
MDG	Millennium Development Goal
MOU	Memorandum of Understanding
NGO	Non Governmental Organisation
NEPAD	New Partnership for Africa's Development
NSA	Non State Actors
ODI	Overseas Development Institute
PIVA	Partner Institutional Viability Assessment
RECs	Regional Economic Communities
ReSAKSS	Regional Strategic Analysis and Knowledge Support System

RUFORUM	Regional Universities Forum
RISDP	Regional Indicative Strategic Development Plan
RIUP	Research Into Use Programme
SACAU	Southern Africa Confederation of Agricultural Units
SADC	Southern African Development Community
SARPN	Southern Africa regional Policy Network
SARRNET	Southern Africa Root Crops Research Network
SATRPN	Southern Africa Trade Policy research Unit
UNDP	United Nations Development Programme
USAID	United States Agency for International Development

SECTION 1

Challenges in Meeting the Need for Effective Food, Agriculture and Natural Resources Policies in Southern Africa

1. 1 The Evolution of FANRPAN

Africa is in desperate need of a policy environment that can rekindle the agricultural sector and promote equitable economic growth. The need is greater than ever, and especially pressing for southern Africa where agricultural growth and productivity have been stagnant over the past twenty years: agricultural incomes have declined and food insecurity and poverty have increased markedly; human population growth is outpacing food production and animal population growth is putting pressure on grazing resources and water availability; unsustainable agricultural and natural resources management practices as well as global environmental changes threaten the resource base; and, the HIV and AIDS scourge, which is most severe in southern Africa, is further exacerbating the food situation in an already food and nutrition insecure region.

SADC and COMESA Ministers of Agriculture Recommend the Formation of Regional Civil Society Organisations (CSOs). At a regional Ministerial meeting held in Harare in 1994, Ministers of Agriculture from Southern and Eastern Africa (now COMESA and SADC) acknowledged that the stagnation in yields and farm incomes could not be attributed solely to climatic and demographic factors. The low productivity and profitability of agriculture and the failure of agricultural markets to expand, as well as the persistence of rural poverty and unemployment, were noted as clear evidence that policies intended to promote agriculture and rural development were not working well. The Ministers recommended the formation of sub-regional organizations that could allow farmers, the agribusiness sector and researchers to make inputs into policy development processes for the Food, Agriculture and Natural Resources (FANR) sectors. This led to the birth of FANRPAN, which was championed in 1997 by Permanent Secretaries in Ministries of Agriculture and University Deans from Faculties of Agriculture representing eight (8) southern African countries (Botswana, South Africa, Tanzania, Zimbabwe, Namibia, Zambia, Malawi, and Mozambique).

The promoters of FANRPAN recognized from the onset that the regional dimension of policy analysis required much greater collaboration among key stakeholders (farmers and the agribusiness sector as well as researchers) than had hitherto existed. In 2001, FANRPAN finalized its constitution and five year strategic plan (2002-2007). The network was formerly registered in 2002 as a regional network designed to promote the dissemination of policy research results across the region, the engagement of the research community with policy decision-makers, and the involvement in policy dialogues of other stakeholders such as farmers' organizations, agribusiness and civil society organizations. The establishment of FANRPAN was seen as providing an opportunity for the southern African region to reduce dependence on "external supply" as the major source of policy advice. The early programs of FANRPAN focused primarily on markets and trade, a particular concern at a time when intra-regional trade patterns were expected to change with the evolution of the Southern Africa Development Community and with changes in the global trading environment.

Changes in the Policy, Research and Networking Environment. To date, FANRPAN's original objectives remain valid. There have, however, been important changes in both the policy environment and the research and networking environment within which FANRPAN has operated since 2002. Equally important, there have been developments within FANRPAN itself which have compelled the review and updating of the original strategy (2002-07). Finally, there are lessons that have been learnt from both the strengths and limitations of the first strategy period that must be taken into account in the next eight year strategy (2007-2015).

1.2 Changes in the Policy Environment in Southern Africa 2002 – 2007

The most important change in the policy environment has been the growing 'continentalisation' of agricultural development strategies. This largely stems from proposals emanating from the adoption of the global Millennium Development Goals

(MDGs), and, the continental Comprehensive Africa Agriculture Development Programme (CAADP) which was launched in 2004 as part of the New Economic Partnership for Africa's Development (NEPAD). These instruments provide a consistent set of priorities for public investment, regulatory reform and production incentives. The central role of government has been re-emphasised in CAADP, with commitments made to substantially increase public investment in agriculture (allocate at least 10% of national budgets to agriculture) and to achieve higher but equitable agricultural growth (at least 6% annual growth rates).

The growing importance of Regional Economic Communities (RECs) is re-structuring relationships between African and international donors: whereas donors tended to take the initiative on agricultural development in the past, leadership is now being asserted by African institutions with donors and other international partners in a support role. Establishing relations with both two RECs, SADC and COMESA, is critical as some southern African countries belong to both. The Southern Africa Development Community (SADC) has 14 Member States (Angola, Botswana, the Democratic Republic of Congo, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, South Africa, Swaziland, United Republic of Tanzania, Zambia and Zimbabwe). The Common Market for Eastern and Southern Africa (COMESA) has 20 member states, eight of which are also members of SADC (Angola, Democratic Republic of Congo, Madagascar, Malawi, Mauritius, Swaziland, Zambia and Zimbabwe). Because of this partial common membership in both SADC and COMESA by a significant number of member states, FANRPAN has sought to strengthen its relations with both COMESA and SADC.

At the regional level, there is growing synergy between freedom, politics and economics. Southern African countries have endorsed well-considered strategies to address agricultural challenges. The major instruments are the (i) SADC Dar es-Salaam Declaration on Food Security, (ii) SADC's Regional Indicative Strategic Development Plan (RISDP), (iii) SADC Trade Protocol, and (iv) COMESA's Agricultural Plan. Through RISDP, SADC plans to deepen regional integration to the level of a free market. A timetable has been set to form a free trade area by 2008, a customs union by 2010 and a common market by 2015.

At the regional level there is also growing appreciation of the need for appropriate policies to achieve economies of scale. There is deepening economic cooperation; debts have been waived to boost growth under the enhanced Heavily Indebted Poor Countries (HIPC) initiative; and, there is now greater government and industry interest in new international trade standards and the challenges they represent. Increasing global integration, especially in terms of capital flows and trade, represent new threats and opportunities for the region. Available evidence indicates that Southern Africa's best performing economies have all invested heavily in export-oriented policies and strategies. Unfortunately most of this has been in extractive industries, with little value addition and even worse, very little benefits accruing to local communities sitting on the resource base.

1.3 Changes in the Research and Networking Environment

In southern Africa, there have also been changes in the **research and networking environment** that are important for FANRPAN. The rising level of activity in regional research and networking has created new opportunities for strengthening agricultural policy formation. These Networks include the Southern Africa Confederation of Agricultural Unions (SACAU), African Economic Research Consortium (AERC) which covers macro-economic policy (with foreign exchange and bank interest rates central to agricultural prospects); the Southern Africa Trade Policy Research Network (SATPRN) working on both regional and international trade; the Southern Africa Regional Poverty Network (SARPN), the Famine Early Warning Systems Network (FEWSNET), and DFID's Regional Hunger and Vulnerability Programme focussing on social protection, vulnerability and household food security. The Regional Strategic Analysis and Knowledge Support Systems (Re-SAKSS) has also been established recently, at continental and sub-regional levels.

In addition there are various regional networks on natural resources conservation (for example, Waternet, Global Water Partnership-Southern Africa [GWP-SA]); on poverty and rural livelihoods and off-farm employment and on migration (Southern Africa Migration

Project). Furthermore, there are proposals to establish a regional land reform technical assistance facility with a research and networking role. Although there is as yet no unified effective regional agricultural research network, there are important commodity and natural resource management networks in the region, for example the Southern Africa Root Crops Research Network (SARRNET) and the Soil Fertility Network.

SADC-MAPP. More recently (2007), SADC has prepared for the launch in 2008 of a sub-regional organization for agricultural research that will coordinate the Multi Country Agricultural Productivity Programme (SADC MAPP), in line with the continent-wide Framework for Agricultural Productivity (FAPP) coordinated by the Forum for Agricultural Research in Africa (FARA). All of these changes in the policy environment present opportunities for FANRPAN to engage with policy research in a wider pan-African context than its original SADC mandate. Of particular importance to FANRPAN are the programmes being promoted under the SADC MAPP. The principal focus of the MAPP is on technological advances in crop and livestock production through strengthening national research, education and extension systems. This, in itself, is complementary to FANRPAN's focus on policy research and dialogue; and there is a further component of the MAPP – ‘scaling out farmer empowerment and market access ‘ – where there are opportunities for a direct linkage with the work already implemented by FANRPAN. FANRPAN therefore intends to partner with MAPP, making its experience and resources available and helping address policy-related constraints to improved productivity.

The changes in the networking environment in southern Africa are an important complement to FANRPAN, although not all of the institutions have a strong research capacity or a significant level of policy engagement. In the coming years, FANRPAN will benefit substantially from closer links with other networks whose work impinges upon agricultural policy development.

In addition to issues relating to new technologies such as biotechnology, emerging issues such as climate change are slowly taking centre stage in regional policy debates. There is also renewed interest in exploiting bio-fuel production potential in response to concerns

about both energy costs and carbon emission levels. This leads to further complexities in the development of food security policies for the region, as agriculture is placed within national energy strategies as well as national export diversification strategies, water and environmental strategies.

1.4 Identifying FANRPAN's Opportunities in a Challenging Environment

In addition to the plethora of development challenges faced by the rest of Africa, Southern Africa faces some fundamental challenges which complicate the policy processes at national level. Consequently, harmonization of policies at regional level remains a major challenge. These challenges include the following:

The dual mandate-poverty reduction and economic growth. The implementation of poverty reduction and economic growth strategies, through the design of policies and policy instruments, remains a major challenge. For those engaged in agricultural production and trade, the risks and costs confronting the industry continue to suppress innovation and investment. There are reasons why the formulation of policies to provide incentives to the agricultural sector is especially difficult in the region. First, development policies in southern Africa cannot only be concerned with raising aggregate production and promoting international competitiveness. The majority of the people in the region depend largely on agriculture to sustain themselves. As a consequence, ensuring the food security of rural households and reducing rural poverty must also be an agricultural policy objective. This dual objective poses difficulties both for expenditure priorities and for the design of specific social protection instruments such as targeted subsidies or vouchers, or regulation of the movement of food staples. Southern Africa urgently needs to invest in skills, institutions and governance mechanisms to craft and implement innovative policies that will promote growth through sustainable exploitation of natural resources and promote the import of necessary production inputs and the export of high value crops.

Weak private sector (farmers and agribusiness). Second, most of the region has in principle committed itself to reducing government intervention in pricing and marketing and to creating conditions for private markets to operate, allowing greater competition, efficiency and investment in agriculture. However with a generally weak and uncompetitive private sector, a complicated trading environment, poor infrastructure, combined with large disparities among countries' private sectors, governments have been reluctant to abandon intervention, thereby lowering private sector willingness to invest or to operate in less accessible areas.

Disparity in economic status between countries. The principle challenge facing efforts towards regional economic integration is that some economic blocs have been formed on a political and not economic basis. Many countries are still struggling to correct the imbalances of the past and harmonise policies at national level. For example, SADC is an historical grouping with few economic synergies but with vastly disparate levels of economic and policy development that is not based on economic synergies.

Trade liberalization and social protection. A further challenge is the need for agricultural policies to accommodate the long term development benefits of regional economic integration, while also recognizing the shorter term difficulties of adjusting to the global competition that trade liberalization brings and the risks of removing established national regulations in favour of new regional standards.

Suspicion and antagonism between state and non-state actors. Civil society Organisations (CSOs) and non governmental organisations (NGOs), both local and international, have important roles to play in development both directly and also as a political check and balance for good governance. CSOs have a vital role to play in the process of designing and implementing public policies, particularly for those concerning food security, where CSOs often have unique access to on-the-ground information and experience. In recent years, working with SARPAN and ODI, FANRPAN has learnt how to make sure the best evidence reaches the right decision-makers at the right time. But there is still more that could be done in southern Africa, particularly in relation to policies concerning food

security. Using action research CSOs can use evidence to influence food security policies at regional (NEPAD, SADC, AU) and international levels (UN system, Millennium Project). The suggested focus is on better understanding of the context, evidence and links in policy processes concerning food security in southern Africa, and testing of different CSO approaches to influencing policy.

Unsustainable use and inequitable access to natural resources. About 70% of the 232 million people in the region rely on their immediate environment for food security, either from agricultural activities and fisheries, or from forest and grassland products; and over 80% rely on biomass energy (Yirdaw, 1996). Relatively high population growth (3.5% on average over 1975-2003 according to UNDP, 2005), low and volatile economic growth (1.9% in the period 1992-2003 according to Arntzen *et al.*, 2004; but closer to 5% in 2004-2006) combined with poor environmental management policies are resulting in the depletion of key land resources including deforestation and soil nutrient mining. On water, southern Africa's major water resources are transboundary in nature, requiring agreements and institutions to enable their equitable exploitation. Such co-operation is made more complex by the relative scarcity of water in some basins, high levels of inequity in the distribution of water resources, and similar inequity in political influence and economic weight of upstream and downstream countries on some shared basins. Lack of access to reliable water supply exacerbates the alarming soil erosion and degradation trends in the region. Agricultural growth remains critical for progress, but on current trends, southern Africa will not meet the MDG 1 targets of halving the number of people living in extreme poverty and the proportion of people suffering from hunger by 2015 (Chilonda *et al.* 2007).

In summary, the agricultural challenge facing the region is principally about crafting effective policies to meet different, even mutually incompatible, objectives for the sector. This, in turn, requires stronger analytical contributions from the region's researchers, wider awareness of research findings and broader consultation on evidence-based policy initiatives. **The niche for FANRPAN lies in its distinct role as an all inclusive platform that brings government, policy analysts, farmers and private sector to work together in policy development while being sufficiently independent to be able to provide**

objective evidence-based policy research, analysis and advice. This is a unique gathering both in the sub-region and continent as a whole where most non-state-actors (NSA) attempt to influence policies by excluding government from its activities and being antagonistic. In most countries, this has led to lack of trust and subsequently extrusion of NSA from policy development processes.

1.5 Changes within FANRPAN 2002-2007

Since its inception in 1997, and the subsequent formalisation of operations by way of a registered constitution and launch of a strategic plan in 2002, FANRPAN has undergone many changes. The positive changes were mainly in responses to changes in the operational environment and stakeholder demands.

Policy dialogues incorporate new actors. The main change within FANRPAN since 2002 has been a positive shift from using policy dialogues principally as a tool for defining the research agenda, to using dialogues as a platform for disseminating information, soliciting knowledge from non-researchers and equipping policy advocates with evidence for policy development. In the period 2005-7, there has been growing recognition of research as a learning process that is integral to the development process; the need for an innovation systems approach that promotes interactions between research, knowledge use and policy development; and that civil society plays a pivotal role as a connector. The network now promotes policy dialogues across the sector, regardless of whether such dialogues are researcher-led or simply engage with the broader FANR stakeholder community. National and regional policy dialogues have extended their constituency to include ‘new’ stakeholders such as parliamentarians, policy advisers, media professionals, and ordinary citizens. The evolution of some of the country nodes into standing consultative bodies on national agricultural policy has been a major positive shift. This model has been firmly established in a few countries. Other nodes are reorganising their nodal platforms and slowly developing in this direction.

FANRPAN nodes increase from 8 to 12. Another significant change has been the addition of four new country network nodes to the original eight network promoters; three nodes were established in 2002-3 (Lesotho, Swaziland, Mauritius) and most recently, the twelfth node was established in Angola in 2006.

A recent development has been the relocation of node secretariats from university to CSOs. At national level, the FANRPAN node comprises of four key stakeholders of the FANR sector (farmer organisations, private sector, government and policy research institutions). Secretariat services are provided by a node coordinating institution, elected from one of the four key stakeholder groups comprising the node. The original conception of the national node was an institution with research capacity (university, research institute, or public body tasked with investigations and analysis) that could organize country contributions to comparative policy analysis. Of the eight original promoters of FANRPAN, six were coordinated by universities (Botswana, Malawi, Mozambique, South Africa, Zambia and Zimbabwe), and two by national policy research units (Tanzania and Namibia). Recognising that the main role of the node coordinating institutions is to provide administrative and professional support to national policy dialogues whilst universities' forte is research, FANRPAN node hosts have been voluntarily reorganised by the stakeholders in the past two years. To date two nodes (Zambia and Malawi) have been successfully reorganised, bringing the total number of nodes coordinated by agro-based nongovernmental organisations to four out of 12 nodes. The process is still on going. This has been acknowledged as a welcome development by many stakeholders. However there are clearly important resource considerations if such a country node model is to be established in all countries.

Relocation of regional secretariat. The move of FANRPAN's regional secretariat away from the physical proximity to the SADC Food, Agriculture and Natural Resources (FANR) Directorate in Harare, where it was housed, to its new premises in Pretoria, has created some challenges. With the SADC-FANR Directorate now in Gaborone following the administrative centralization of SADC, there is inevitably more of a challenge for FANRPAN to provide research, information and policy facilitation services to the SADC

Secretariat. In addition, COMESA has become active in agriculture, making it mandatory for FANRPAN to engage with the COMESA Secretariat located in Lusaka. Nonetheless, cultivating and maintaining functional relations with the RECs remains a very important function and securing the resources to serve this function is a priority in the years ahead. FANRPAN views both RECs as its major clients and has already signed a partnership agreement with COMESA and has a draft MoU with SADC under discussion.

Partnership agreements FANRPAN has partnership agreements with some 17 regional and international organisations including farmer organisations, universities, regional economic communities and private sector (Annex 1). The agreements are expressions of interest to collaborate; signing parties agree to: to utilize each others' communication material where suited and to distribute those through the organizational network; to promote each others' activities in those areas which have been outlined in this MOU; to invite each other to meetings which impact on the subject of this MOU; and agree to jointly implement programmes in line with common goals. It is mandatory for FANRPAN in its new strategic plan to capitalize on this goodwill and further strengthen and operationalise these partnerships.

1.6 Lessons learnt

The last five years have provided important lessons for FANRPAN's future. On the positive side, FANRPAN has acquired considerable experience and capacity in collaborating with international research institutions, particularly those in the CGIAR system, as well as universities in North America and Europe. FANRPAN now has created space for researchers and agro-based NGOS to participate and influence both policy and research priorities under the new continent-wide initiatives (such as NEPAD). FANRPAN has been successful in convening annual regional policy dialogues and involving more people, including constituencies that previously did not participate such as the African Union, NEPAD, SADC, COMESA, parliamentarians together with its regular constituency of senior policy makers in government, researchers, agribusiness and farmers'

organizations from its 12 member countries. FANRPAN has successfully implemented multi-country research projects with important policy relevance, for example on the impact of HIV and AIDS to household food security and has developed several substantial new project initiatives likely to come to fruition in late 2007. In this process, it has widened its network of professional researchers and has gained a positive reputation as is evidenced from the large number of invitations to present key note addresses at major conferences and participate in a wide variety of policy-related initiatives.

Set against these positive developments, there have been negative points. Above all, FANRPAN was never able to implement fully the programmes designed under the 2002-2007 strategic plan because of lack of funding. The network failed to attract the basic funding necessary to establish a permanent administrative structure that could provide, on a consistent basis, the necessary leadership to research design, control quality, policy engagement, and institutionalisation of country nodes.

No funds for regional and country node secretariats. Over the past 5 years, valuable support has been provided by USAID for institutional strengthening and CTA for hosting stakeholder dialogues and disseminating information. However, the support has not been sufficient to finance a full staff complement. Funding levels between years have fluctuated substantially. This has resulted in programmes being co-ordinated by volunteers, sometimes compromising accountability and quality control.

Project versus programme. With just two exceptions out of the 12 projects implemented, the majority were for periods less than one year, with restricted funding that had no provision for overheads or for follow-up dissemination and dialogue. They were characterized by high transaction costs (nine projects worth over \$1 million in 12 months), and inadequate staffing to drive the programme. FANRPAN became a low-cost source of consulting, and managed to partially sustain the secretariat. It is now clear that FANRPAN requires more stable flows of grant support to achieve its mandate effectively and work with all 12 nodes.

Stakeholder Expectations. Stakeholder expectations have been rising in a context where FANRPAN has lacked the resources to fully meet them. By broadening to include a wider range, new expectations have been created, especially in terms of provision of research-based advice and dissemination of information. We discuss these expectations under the headings of ‘partnerships,’ ‘policy analysis,’ and ‘policy dialogue.’

Partnerships

Strong partnerships is a core value of FANRPAN: as a network of many institutional partners, it is dependent on collaboration with its partners to achieve its goals.

1. FANRPAN is expected to define key areas of concentration, and ensure that appropriate skills are mobilized from network members or outside partners so that each stage of the policy cycle is informed by analysis and promoted by advisors with the advisory skills.
2. As an autonomous network, FANRPAN should mobilize the most appropriate resources throughout the southern African region, including government, farmers, policy analysts and the private sector.
3. For its partners in academia, FANRPAN should provide opportunities for research, capacity building, and engagement in the development and policy-making processes: by partnering with FANRPAN universities and other research institutions can become far more relevant and effective in influencing policy.
4. The strength of FANRPAN is in its national nodes; FANRPAN is therefore expected to be sensitive to the unique roles of youth, women and men in the FANR sector.

Policy Analysis

5. FANRPAN is expected to deliver high-quality policy-relevant economic and social analysis that can be used by national policy makers, technical advisors to policy makers, the international development community, the private sector and other stakeholder groups to aid in formulating agricultural, food, and natural resources policies.
6. Through cross-country comparative studies, FANRPAN should help draw generic lessons for regional strategies and transboundary collaboration.

7. FANRPAN should provide technical and policy advice to regional economic commissions (e.g., SADC, COMESA), continental bodies (AU-NEPAD, FARA), and international partner organizations (donors, lending agencies, development agencies, CGIAR, and technical assistance groups), and through its national nodes, to countries in the region.

Policy Dialogue

8. FANRPAN should provide and manages multi-stakeholder platforms for dialogue that are **inclusive** of government, agri-business, civil society organizations, and researchers.

9. For civil society organizations, FANRPAN is expected to provide research-based evidence to support effective advocacy.

10. The Network should ensure continuity in the policy cycle: from collection and generation of data and information, to policy analysis, dialogue, implementation, and monitoring and evaluation of outcomes.

Challenging blind spots and developing new perspectives. As a network, FANRPAN's major resources are people; (i) its membership across the 12 southern African countries representing the four key stakeholder groups (government, farmers, private sector and researchers); and (ii) its partners with whom it has signed MOUs (including CGIAR centres, international private companies; universities and research organisations in the North, funding and technical partners).

FANRPAN's long term success hinges on turning its abundant human resource base into a world class talent pool. Successful exploitation of any resource depends on converting latent comparative advantage into success in the market place. For the network to exploit its potential sources of advantage, it needs to know its members, its resources and capabilities, and the most effective way to attract scarce resources and customers of its products and services.

Despite these limitations, the overall balance of evidence on FANRPAN's first five years is that it has been highly successful in establishing a unique and important role in regional

food and agricultural policy deliberations and research. Its ability to work alongside regional and national institutions has been demonstrated as has its capacity to engage closely with international and Africa-wide research programmes; and its energy and expertise in promoting national level dialogue have shown some exceptional results. It is the basis of this record of achievement that the new Strategy is founded. The new role of FANRPAN must be seen in the complex and challenging policy environment described in this section.

SECTION 2

FANRPAN'S 8 YEAR STRATEGIC PLAN 2007-15

2.0 Introduction

The Millennium Development Goals (MDGs) present a challenge and new opportunities for FANRPAN. The proposed strategy is for a period of eight years, commencing in September 2007 and ending in 2015. This eight year duration is deliberately set to coincide with the attainment of the MDGs in 2015. The strategy is intended to give drive and broadly direct the strategic intent of FANRPAN on how it will manage change to its advantage. The roles FANRPAN set for itself in the 2002 strategy and before have not changed. If anything, the importance of those roles has been validated by changes in the policy environment. The new strategy is not so much about changing FANRPAN but rather 'INSTITUTIONALISING and GETTING FANRPAN TO WORK'.

The strategic planning process. The consultative process for the 2007-15 strategy has been long and intense. The strategic plan was developed with strong stakeholder participation and analysis and has been further elaborated by a core team, under the leadership of Professor HKR Amani, Chairperson of the FANRPAN Board. The process has involved a review of FANRPAN's mandate and mission, stakeholders' needs and expectations, diagnosis of the internal and external environments for policy research, a SWOT analysis (strengths, weaknesses, opportunities and threats) and a discussion of alternatives for FANRPAN's evolution. Significant changes have included the revision of the constitution, refining of the vision and mission statements, a value proposition detailing what FANRPAN promises to deliver, the development of a business plan, and the consolidation of strategic objectives and programme thrusts. The sequence of activities leading to the finalisation of the plan is as follows:

- June – August 2005 - Partner Institutional Viability assessment (PIVA), to assess, benchmark and establish targets for the capacity of the regional secretariat and selected nodes

- June 2006 Desk reviews of mission and vision, SWOT analysis, lessons from the evolution of FANRPAN and choice of options
- July to August 2006 - Electronic and face-to-face consultations -- strategic conversations with clients and stakeholders on the definition of FANRPAN's clients: Who creates an "effective demand" for policy analysis, scope; Which effective demands for analysis should FANRPAN serve; Choice of scenarios and best options for FANRPAN
- September 2006 and May 2007 - Regional Workshops for members and stakeholders -the scenarios and goal focus approach were applied where participants developed possible scenarios based on identified issues and structured a plan of action to meet an agreed-upon scene/goal of the future
- July – August 2007 – Benchmarking and capacity assessment of national nodes
- September 2006 and June 2007 - Meetings with funding partners
- September 2007 - Adoption of new strategy and amended constitution, and election of new Board of Governors.

2.1 FANRPAN 2007-2015 Strategic Plan

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The Strategic Framework

The key Guiding Principles for the new strategy are to:

1. Institutionalise FANRPAN into a multi-stakeholder African-led institution with an eminent Board of Governors, a secretariat and national nodes that are recognised by governments in all the member states and supported by the AU through its Regional Economic Communities in southern Africa, namely COMESA and SADC

2. Build the capacity of southern African nationals to DEMAND, SUPPLY and USE evidence for policy development in the FANR sector so as to ensure that the region creates a conducive policy environment for attaining the MDGs and supporting the implementation of NEPAD-CAADP programmes

3. Implement regional programmes in response to demands for research-based evidence for policy development made by COMESA and SADC
4. Adopt an innovation systems approach which recognises that high quality policy analysis and policy advice are critical to good governance; policy advice is not the monopoly of public sector agents but advice can be crafted for particular clients; is context-specific and helps decision makers choose interventions consistent with their policy directions
5. Adopt a programme approach to policy development and ensure engagement in the full policy cycle, from problem identification, and at every step strengthen capacity for research and communication of research process and outputs. This involves moving from short-term studies that focus on discovery (academic research on relevant problems) to longer term policy studies (converting the research into policy options)
6. Recognise that policy analysis is an investment in more effective outcomes, undertake policy analysis and generate useable evidence and advice in the form of “what could be”, “what should be” or what “can be implemented” rather than analysis that simply defines “what is” (economic analysis)
7. Recognise that Africa has a strong oral culture, and building on this insight, promote public policy dialogues as a tool for supporting policy development, good governance and accountability by all stakeholders
8. Promote partnerships between FANRPAN and like-minded institutions at regional and global levels in order to exchange information and experiences, and build capacity for policy research and dialogue
9. Strengthen policy processes in the region by facilitating links between agricultural research and policy development and facilitating the flow of knowledge and experiences across national boundaries in the analysis of both regional and national issues

10. Inculcate and achieve high standards of excellence and focus on achieving equitable and sustainable development leading to prosperity and well-being of all the citizens of southern Africa.

2.2 VISION

A food secure southern Africa free from hunger and poverty

2.3 MISSION

To promote effective Food, Agriculture and Natural Resources (FANR) policies by

- (i) facilitating linkages and partnerships between government and civil society, (ii) building the capacity for policy analysis and policy dialogue in southern Africa, and
- (iii) supporting demand-driven policy research and analysis

2.4 THE STRATEGIC FRAMEWORK

Taking all the changes in the operational environment, stakeholder views and lessons together, FANRPAN proposes a cohesive strategy involving three mutually supportive thrusts: (i) CAPACITY BUILDING, (ii) RESEARCH, and (iii) VOICE. The three thrusts are highly integrated. Research is intended to inform and support network members having advocacy roles on behalf of their constituents, as a way to increase their effectiveness. Capacity building is intended to further strengthen the capacity of researchers to do world-class research and analysis, and communicate the results to policy makers and other stakeholders, improve the capacity of policy makers to demand a service from **researchers, as well as to enhance the effectiveness and voice of the disadvantaged.** Involvement of stakeholders like farmer organizations in action research and innovative systems approaches will be critical in integrating the three strategies.

2.4.1 Capacity Building

The Capacity Building strategic thrust is to strengthen the capacity for both policy research and policy deliberations at the regional and national levels through partnerships and training programmes linking research-based contributions to policy advocacy. The central focus of capacity building for FANRPAN is at the country node level, where the aim is to strengthen both research institutions themselves (the supply side) and also the institutions that serve as a focus for policy dialogue (the demand side).

Strengthening institutional arrangements

FANRPAN now has nodes in twelve SADC countries, with only the DRC and Madagascar yet to be involved. Over the last two years, FANRPAN has begun the process of re-organising its national nodes to improve their effectiveness as conveners and leaders of agricultural sector stakeholder dialogues. Although each country has its own approach, the model that is being adopted is to move the ‘hosting’ responsibility – in respect of dialogue promotion - from the research institutes and university departments that formed the original network membership, to an institution that is both recognized for its administrative capacity to organize national consultative meetings, and has a high level of acceptance within government, among different elements of the agricultural industry (including smallholders), and civil society.

The precise structure of each country node will be determined by specific local circumstances, such as the positioning of policy research, the nature of representative structures, and the relationship between government and the agricultural industry. FANRPAN has conducted studies of institutional capacity assessments for all its 12 nodes and the capacity development programme will be based on the capacity needs as identified in the assessment.

The capacity building strategy derives from these requirements. In order for an institution to host a node, it must demonstrate:

- Formal registration as a national organisation
- Engagement with a wide range of stakeholders including government, farmers, private sector and researchers.
- Ability to convene high-level multi-stakeholder policy meetings
- Staff and facilities to maintain good communications with the rest of the FANRPAN network and stakeholders
- Capacity to secure and effectively manage grants and contracts on behalf of FANRPAN and the national membership.
- Adherence to good governance and leadership principles.

The functions that need to be performed by hosting institutions, and their resource requirements, are considered in section 4.2 below.

Strengthening capacity for research and communications

The implementation of the strategy has been carefully considered by country representatives and FANRPAN members, and a *three-pronged capacity building programme* has been proposed at regional and national levels to support the research and communications agendas of FANRPAN. It consists of:

- Building partnerships to ensure highest quality research outputs.
- Mentorship programmes to identify leaders and ‘champions’ in policy analysis and policy dialogue who will, in turn, assist in building a ‘community of practice’ for high quality policy analysis and deliberation in the region.

Demand-driven and tailor-made training programmes to strengthen (i) capacity to create demand for evidence for policy and to absorb and use policy research outputs; and (ii)

capacity to undertake relevant policy analysis and supply useable evidence for policy development.

The strength of FANRPAN is in its national nodes. However, the national nodes each have distinctive and different core competencies and often do not have access to complementary skills and knowledge within the country. Enhanced regional and international partnerships will bring disciplinary, sectoral, issue-driven, and process-oriented skills to the task of research, policy analysis and policy advice. However, capacity building is an essential part of meeting the demand for better analysis in support of policy change.

Universities and research institutes remain the principal FANRPAN policy research partners, both providing guidance to the multi-stakeholder policy discussions and drawing upon the policy directions provided by the dialogue fora for their research priorities. Their capacities will be enhanced through mentorship programs, short-term training and re-tooling opportunities, and partnerships with other centres of excellence and networks such as Regional Universities Forum (RUFORUM) and the SADC MAPP when it evolves.

To **improve capacity** for the Voice thrust, FANRPAN will develop programmes for effective communication and dissemination of research results. Funding will be made available to the node in areas of documentation and information dissemination. The emphasis will be on ensuring wide and effective stakeholder participation in both national and regional policy discussions.

2.4.2 Research

The Research Thrust will conduct policy research in priority policy areas as defined by the regional economic communities in order to provide a basis for policy harmonisation or policy adjustment in the FANR sector. FANRPAN's new research strategy provides a framework to achieve a balance between long-term programmatic research supporting regional policy change, exploration of emerging policy areas in anticipation of needs, and implementation of commissioned research that is consistent with its mandate and mission. FANRPAN perceives the term 'research' to include three main types of research.

- **First**, there is long-term pro-active research. This includes large, **cross country studies** that investigate the impact of identified factors on the FANR sector and derive lessons for policy at both the regional and national levels. Long term research also includes **action research projects** that incorporate evidence gathering on selected interventions with ongoing policy dialogue (normally in the form of workshops with officials responsible for policy and producer groups affected by policy) as part of the research process. Typically, such programmes also involve capacity building components and often anticipate that new initiatives (such as databases or training manuals) will be established as part of the research process.
- **Second**, FANRPAN will conduct limited explorations of emerging new trends or developments that may become central policy concerns in the future. Typically, this will involve desk studies, key informant interviews and focused workshops in order to identify the potential significance of an emerging issue and what FANRPAN could usefully contribute.
- **Third**, there is research that is more short-term in nature and done in response to a specific request to prepare a report (or a memorandum) on a matter requiring policy attention. Such research – effectively ‘**research advisory services**’ to clients – is different in nature to the research described above because it is conducted within parameters determined by others. Normally such research draws upon evidence that already exists or involves limited field research, and the main task is to ensure the evidence is presented in ways that allows proper consideration of policy alternatives. FANRPAN will carry out such work where it is consistent with or contributes to its own priority programmes.

2.4.3 Voice

The third thrust is to engage consistently and authoritatively in both regional and national policy-making processes and in raising awareness of the contribution of policy research and dialogue to policy development, implementation and monitoring. However strong the quality of FANRPAN’s research, and however effective its organization of the national

nodes, the most important criterion of success for FANRPAN is the extent to which it contributes to regional food, agricultural and natural resources policies to assist the region as a whole to achieve greater prosperity.

FANRPAN is keenly aware that research divorced from policy debate and policy formation, is often largely ignored. The strategic issue, therefore, is the enhancement of FANRPAN's *voice* in national agricultural and food policies and in regional policies that directly impact upon the national level.

FANRPAN will seek to enhance the voice of farmers' organisations and civil society within its national and regional fora by assisting such organisations to develop evidence and articulate the interests of their membership in important agricultural and food policy debates such as the CAADP round table processes.

There are three dimensions to this broader voice strategy: i) improved information flows, ii) improved capacity of network members to use research-based evidence as a basis for advocacy, and iii) improved positioning with respect to policy deliberations.

In order to achieve these different communication and influencing objectives, FANRPAN will prioritise the following specific activities:

- Multi-stakeholder dialogues, using FANRPAN's convening power to organise regular national and regional fora as platforms for an interface between policy makers, farmers' organisations, researchers, agribusiness and civil society
- Advisory notes and policy briefs regularly produced and disseminated to articulate the policy implications and recommendations arising from FANRPAN research studies and consultations

- Communications products (both print and electronic) designed to reach and inform the wider public with interests in public policies that impact upon the food, agriculture and environment sectors.

For **improved information flows**, the major activities will be to;

- Use multiple media to disseminate information on food, agricultural and natural resources issues in the region and member countries
- Further develop the website so that it becomes a site for cross-sharing information between and among nodes. In this regard communication tasks will be defined for regional and nodal staff along with establishing minimum expectations for reporting
- Build a contact list of multi- media journalists and provide press releases with contact details as well as specialists to act as spokespersons
- Use regional and international conferences as opportunities to share FANRPAN experiences and outputs

To achieve **more effective positioning** of FANRPAN, steps will be taken in co-operation with SADC and COMESA to ensure that FANRPAN is the preferred provider of policy research. It is to the RECs' advantage to build FANRPAN's capacity so as to ensure that Africans spearhead African development initiatives, in line with the African Union's mission and vision. To increase the likelihood of achieving this status of preferred provider, SADC and COMESA representation on the FANRPAN Board is being actively pursued.

In addition to the focus on SADC and COMESA, FANRPAN will also seek to enhance its profile with the broader spectrum of stakeholders both regionally and internationally. All in all, the objective is to position FANRPAN as a 'preferred' policy research and analysis institution.

This closer positioning of FANRPAN requires much more regular engagement with the SADC Secretariat, SADC MAPP, COMESA Secretariat, FARA and with other regional bodies and initiatives that influence policy with respect to food and agriculture. This also includes active participation in and leadership of CAADP country and regional processes.

FANRPAN's reputation, at both these regional levels and at the country node levels, depends upon its independence, particularly in relation to research output. FANRPAN (again at both Secretariat and node levels) also needs to strike a balance between servicing the policy system and holding it to account on behalf of producers and the broader public constituency. For example, through its long-term research programmes, FANRPAN will be positioned both to influence the design of FANR policies and to provide objective feedback on impacts and outcomes of implementation.

Such monitoring may well challenge governments, COMESA and SADC on actual performance and possibly levels and quality of investments. In such cases of monitoring performance, the FANRPAN approach to policy engagement will be to ensure dialogue between the agricultural industries, civil society and Government is focused upon the constructive use of evidence to improve policy in the common interest.

2. 5 Strategic OBJECTIVES

FANRPAN programmes will aim to contribute to four main programming objectives:

- Promoting regional economic integration
- Positioning southern Africa for a competitive international trade environment
- Creating an agricultural policy environment that supports reducing poverty and vulnerability
- Promoting technology adoption, innovation and adaptation.

2.5.1 Promoting regional economic integration

The regional integration issues cut across all four CAADP pillars and include topics such as regulatory harmonization, the development and implementation of effective standards to protect human, animal and plant health, encouraging more effective national and regional agricultural input and output markets, co-ordinating technology development, the management of transboundary water, and standardizing cross-border public and private investment. However, several of these areas of policy come up against the reality of different levels of implementation capacity and uneven levels of development in production, processing and input manufacturing and marketing. As a consequence, the form and sequencing of regional agricultural and food trade liberalization require careful analysis.

2.5.2 Positioning southern Africa for a competitive international trade environment

This strategic objective directly supports CAADP pillar 2. This is not only in terms of infrastructure, but also the direct opportunities (or threats) to SADC and COMESA country producers from international trade liberalization (including both the World Trade Organization and other region-to-region arrangements such as Regional Economic Partnership Agreements). Also important are the implications for producers of other changes in trade regime on international commodity markets that could, for example, favour trade competitors, decrease the availability of food aid, or diminish the value of existing preferences. Apart from trade policy matters, there are also important research issues related to agricultural trade facilitation, export standards compliance, and international competitiveness generally.

2.5.3 Creating a conducive agricultural policy environment for reducing poverty and vulnerability

For FANRPAN, there are various dimensions to this strategic objective. From the rural household economy perspective, it is important to understand more fully the importance of such issues as access to resources, the potential of low-cost water and land management technologies, labour constraints and risk aversion, the role of livestock, and the changing structure of rural families including child-headed households. FANRPAN's work on ameliorating the debilitating impacts of HIV and AIDS is central under this theme, and the Household Viability Index developed by FANRPAN is a potentially important contribution to improving the effectiveness of policies to reduce these negative impacts. Another example is the piloting of agricultural input vouchers (with USAID support), and a proposed project on developing improved food security indicators for more effective targeting. At the wider level, this theme also covers measures to build confidence in food markets among both small producers (e.g., warehouse receipts) and larger commercial producers (e.g., futures markets).

2.5.4 Promoting technology adoption, innovation and adaptation

FANRPAN works at the interface between the natural and social sciences in developing new approaches to improving productivity and efficiency in agriculture and assisting producers and others to adapt to the challenges confronting the sector. This strategic objective supports implementation of CAADP Pillar 4. This includes technical and institutional changes, for example in models of service delivery and organization of research, as well as global environmental changes, for example impacts of climate change on food systems. FANRPAN is collaborating with FARA, the SADC MAPP and the DFID-funded Research into Use Programme (RIUP) to identify how best to promote innovation and wide dissemination of new technologies.

2.6 PROGRAMME THRUSTS

FANRPAN activities will be centred around five main programme thrusts:

1. Institutional Strengthening
2. Food Systems
3. Agricultural Systems
4. Natural Resources and Environment, and
5. HIV and AIDS.

The first thrust is intended to support the other four as well as network capacity building, and is discussed separately below. Within each of the four research programme thrust, there is clearly much scope for sharper specification, and for flexibility as new policy concerns arise, but the merit of this broad framework is that it focuses on the core of the region's priorities as articulated in the CAADP framework, the SADC-RISDP and COMESA's Agricultural Plan, to which FANRPAN's vision and mission are aligned. The research strategy, however, will add value within the five programme streams, without compromising flexibility, as FANRPAN needs to respond to opportunities as they arise.

2.6.1 Food Systems

These encompass (i) activities related to the production, processing, distribution, preparation and consumption of food; and (ii) the contributions of these activities to food security (food availability, with elements related to production, distribution and exchange; food access, with elements related to affordability, allocation and preference; and food utilisation, with elements related to nutritional value, social value and food safety. For example, one of the biggest potential threats to food security comes from global environmental changes such as climate change or increasing variability in rainfall. Helping rural people strengthen their resilience and capacity to adapt to these changes through new technologies and institutions is a critical challenge over the next few decades.

2.6.2 Agricultural Systems

The region is characterised by low agricultural productivity. This is exacerbated by poverty which negatively influences investment in agriculture at household level. Access to financial resources, inputs and technology is limited and not demand driven, especially for the small-scale farmer. This is further compounded by inadequate research and extension services. Until recently, investment in agriculture has not been a top priority for most governments in the region, leading to a reduction in output. It is therefore critical that the region enhances productivity at household and small-scale farmer level. Such increases will lead to significant improvements in household food security and an increase in intra-regional trade.

2.6.3 Natural Resource and Environment Management

The Southern African region shares a great deal in terms of how policies have affected or been affected by the natural environment and its management. Pre-independence land policies in most countries in the region created highly unequal land access with unsustainable tenure conditions. Most of the governments are in the process of trying to rectify this anomaly. South Africa, Namibia and Zimbabwe are undertaking major land redistribution exercises. Zambia and Mozambique are currently reviewing land tenure conditions in communally owned areas with a view to improve tenure security. Lesotho is confronted with a land issue of a more serious nature- that of a gradual reduction in available land due to soil erosion. Soil nutrient mining, and the inability of smallholder farmers to invest adequately in maintaining and improving soil fertility has been identified as a major threat to long-term productivity.

The region also faces a chronic water availability challenge. Of concern in the region is the variability and unreliability in weather patterns, which has seen catastrophic droughts and flooding affecting most countries in the same seasons such as witnessed in the 1992 drought and in the 2000 floods. The issue of shared water resources has come to the fore in recent years as exemplified by the debate between Zimbabwe and Zambia over the

proposed Matabeleland-Zambezi Water Project and the ongoing initiatives in several large basins including the Zambezi and Limpopo. Lack of reliable water supplies for productive purposes is a major cause of poor production even in years of 'average' rainfall.

A debate is underway in most countries in the region with regard to management of forestry and other natural resources under common ownership. There are NGO initiatives to give better access to gains from forest and other natural resources to people living next to these resources through better definition of common property management regimes. Prudent natural resources policies are therefore critical if the level of productivity is to be improved in this sector. The emerging debate on carbon trade and *Global Environmental Change (GEC)* has become critical to the region. GEC includes changes in the physical, climatic and biogeochemical environment, either caused naturally or influenced by human activities such as deforestation, fossil fuel consumption, urbanisation, land reclamation, agricultural intensification, freshwater extraction, fisheries over-exploitation and waste production. GEC issues of particular relevance for southern Africa include changes in climate variability, climate mean values, water availability and quality, land degradation and biodiversity, and sea currents and salinity.

2.6.4 Impact of HIV and AIDS on Agriculture, Food and Nutrition Security

Through a seven-country study, FANRPAN has demonstrated the critical linkages between HIV and AIDS and household food security: the relationships are complex but potentially devastating to the capacity of rural families' resilience. Further, there are interactions among HIV and AIDS on the one hand, and the food and agricultural systems as well as natural resources management strategies on the other. Some of these interactions have been established but many are as yet either assumed or unknown. FANRPAN therefore views this thrust as a critical area where regional policy needs to be better-informed by research, and stakeholders need to have reliable evidence as a basis for advocacy; and we perceive it as cross-cutting the other substantive thrusts.

2.7 Proposed Flagship Projects -- 2007 to 2015

Although FANRPAN will continue as a network to mobilise its human resources base to participate in all ongoing regional policy development processes, there are a few flagship projects currently under development or planned for the near future, around which FANRPAN will engage in the full policy cycle by building capacity for research and dialogue. Indicative examples are:

- 1. Transboundary Water Management: Improving Access to Water for Productive Use, CAAPD Pillar 1**
- 2. Improved Market Access and Integration through Support Programmes to Assist Smallholder Farmers, Traders, and Business Organizations to Facilitate Access to Markets, CAADP Pillar 2**
- 3. Regional Approach to Biosafety for Southern African Countries (RABSAC): Addressing Agricultural Biotechnology and Bio-safety Policy issues to Improve Food Security in the SADC, CAADP Pillar 2**
- 4. Policy Options for Mitigating the Impacts of HIV and AIDS in Agriculture and Food Security, CAADP Pillar 3**
- 5. Global environmental Change and Food Systems (GECAFs), CAADP Pillars 3 and 4**
- 6. Institutionalizing Agroforestry for Accelerated Impact and Improved Livelihoods by Smallholder Farmers in Southern Africa, CAADP Pillar 1 and 3**
- 7. Optimizing Opportunities for Producing Bio Fuels while Maintaining Food Security, CAADP Pillars 1, 2, 3, 4**

SECTION 3

IMPLEMENTATION OF THE STRATEGY

3.1 Introduction

The effective implementation of this Strategy is dependent on a clear recognition of the linkages between the institutional strengthening programme thrust and the other intervention-oriented Thrusts. The attached organisation structure demonstrates how this will be achieved. The **Institutional Strengthening Programme** is a core thrust, integrating and supporting the four substantive intervention Thrusts: Food Systems, Agricultural Systems, Natural Resources and Environment, and HIV and AIDS as well as the national Nodes themselves. The basic objective will be to strengthen the capacities of FANRPAN Secretariat and National Nodes as well as institutional partners at national and regional levels to fulfil their roles more effectively. For example, we will strengthen the capacity of the national hosting nodes to manage research and facilitate dialogues; we will seek to strengthen research institutions' capacities to undertake quality policy analysis and communicate the results and policy implications effectively; and we will seek to strengthen capacities of policymakers and civil society stakeholders to make good use of policy analysis and advice for formulating, advocating and implementing effective policies.

The Institutional Strengthening Programme will be driven by the FANRPAN Secretariat: the Directors of Voice and Policy Analysis guided by the CEO. Much of their effort will be focused on enhancing the capacities of the nodes. The four Intervention Thrusts will be led by highly experienced senior researchers designated as "Programme Coordinators." To develop these programs, FANRPAN will engage the prospective programme coordinators on a consultancy basis with a brief to develop programmes and flagship project proposals to be presented to development partners for funding. As the programmes develop, the Coordinators will become full time, monitoring and supporting project implementation, providing overall leadership and mentorship to younger scientists from the region who will lead specific projects or activities, and analyzing and synthesizing research results into policy options. Programme Coordinators as well as project leaders will not necessarily be

located at the Regional Secretariat; they may be based at a regional/ international partner institution or even at national host institution. Ideally, each substantive programme will consist of a small number of substantial projects contributing to the overall theme, combining research and policy analysis with training and mentorship of younger researchers, outreach, dissemination and communication of results, and contributions to policy dialogues at national and regional levels. At national levels, these projects will normally be implemented through the national nodes, thus strengthening their implementation capacities.

3.2 Implementation and Coordination Mechanisms

Implementation of the strategic thrusts will commence in October 2007. The successful implementation of the Strategy is to a large extent predicated on the capacity existing at both regional and national levels. Key capacity constraints at both levels relate to human resources and to financial constraints. Fundamental factors necessary for the effective implementation of the Strategy include:

- The acceptance, trust and real commitment of stakeholders; a common understanding and acceptance of the fundamental roles to be played by all stakeholders, nodes and the Secretariat;
- A functional governance system that provides guidance and support to programme development and fundraising;
- Adequately staffed nodes and Secretariat able to provide leadership to all the activities of the network, especially the design of research on common policy challenges; to report and complete tasks on time and fully while producing quality outputs; and to manage financial resources effectively and transparently;
- Sufficient assured core funding to support full implementation of the Strategy;
- The continuing development and maintenance of partnerships, including Memoranda of Understanding with international policy research bodies, particularly CGIAR centres, international universities, research consortia, continental institutions such

as FARA and AU, industry-based research associations, agriculture-based NGOs, and relief agencies.

- Regular dialogue and consensus building on issues critical to the Network;
- Strengthening linkages between the Secretariat and Nodes to enhance ownership
- Preparation of concrete time-bound and costed activities, programmes, and projects developed and clearly spelt out in implementation plans.
- Effective node leadership by a person having a policy research background who is able to provide a substantial part of her working time to node business
- Regular contacts, especially at the Secretariat level, with other policy networks on macroeconomics, trade, social protection, environmental conservation, water management, off-farm rural development, land reform etc., and to related programmes of policy research bodies such as ECAPAPA.

3.3 Developing and Strengthening the Nodes

There are several functions that need to be performed to ensure the nodes work effectively to serve the broader FANRPAN mission “to promote, influence and facilitate policy research, analysis and dialogue”. These functions include:

- Assisting the national membership to define policy priorities for deliberation and to commission investigations and studies to support its work
- Raising awareness among members of the most important regional and region-wide policy issues and ways these are being addressed
- Facilitating training for those responsible for policy analysis in different types of organizations, and arranging similar training for those in executive positions on commissioning and using policy research

- Leading discussions within the membership on more effective means of communicating policy messages with respect to agriculture and natural resources in the wider world of government, media, and public debate
- Promoting the engagement of previously under-represented small farmer interests in policy discussions and generating their perspectives on research priorities.

FANRPAN has calculated the direct financial costs to a host institution to meet these requirements, although the actual cost in each case will be determined by whether core staff and office accommodation costs are carried by public agencies. In addition, some nodes are likely to require more staff support from the FANRPAN secretariat than others. There are also, of course, bound to be differences in the costs of specific activities (meetings, research commissions, publications) but the intention is to progressively devolve responsibility for securing such support directly to the nodes.

There are however, certain core costs that host institutions must cover. Assuming a full-time FANRPAN officer, a half-time administrative assistant and office running costs, an average figure of \$100,000 annually is projected for each fully operating node.

This figure is set against a projected average annual expenditure of each node of around \$1,000,000, including research, capacity-building and voice components. It is assumed that the node hosting institution can secure most of this income, either directly or from Secretariat-managed grants for node activities, with a small proportion of such income allocated to the core node running costs. However, the node could also consider untied corporate grants or sponsorship to assist in meeting these small but essential costs. Such untied support would also allow continuity of staffing and assist substantially in building FANRPAN's profile as a service provider.

3.4 Building the Capacity of the Regional Secretariat

The roles of the Secretariat described above can be summarized as:

- Research leadership, co-ordination and quality control
- Technical and administrative support to country nodes
- Information synthesis and dissemination
- Representation and leadership in regional discussions
- Promoting international and regional policy research collaboration and partnerships
- Capacity building in policy research and advocacy (voice)
- Resource mobilization and management
- Monitoring and evaluation.

The proposed staffing structure builds upon the current establishment but with one additional full-time post as Director for Voice (Communications); and re-definition of the Research Director to Director for Policy. It also provides for short-term consultants (or Associates drawn from existing FANRPAN network structures) for more specialist tasks – on capacity-building or research design, for example. The new information post is for an enlarged communications effort; support to the nodes on both voice and consultative and advocacy capacity; and support to the Chief Executive on the influencing, representation and advocacy roles at the regional level. The Director for Policy will be responsible for synthesizing research outputs into effective policy analyses, and building the capacities of national Nodes for policy research, analysis, and preparation of policy options that can be used by stakeholders.

The amended FANRPAN constitution will lead to a smaller Board that meets regularly to provide guidance and assistance to the Chief Executive and the Secretariat. Finally, the Secretariat has not had a budget in the past to allow regular upgrading and acquisition of necessary equipment. This is introduced at a modest level, spread over five years, though procurement is in the early years. The proposed budget is in Table 3.1 below.

Item	Year 1	Year 2	Year 3	Year 4	Year 5	Total
Full Time staff: Chief Executive, Policy Director, Voice Director, Finance Officer, Administrative Officer	430	430	450	460	480	2250
Associates/Consultants	20	25	25	30	30	130
Travel & subsistence	30	35	35	40	40	180
Office Facilities	20	20	20	20	20	100
Equipment	25	15	15	15	15	85
Board	15	15	15	20	20	85
Evaluation	25		20		25	70
TOTAL	545	545	585	590	635	2900

Table 3.1 FANRPAN REGIONAL SECRETARIAT COSTS 2007-12 (US\$'000)

3.5 A Plan for building the capacity of the Secretariat

3.5.1 The cost of a Secretariat fully cable of supporting the development of FANRPAN is **\$2,900,000** over 5 years. This is a reasonable cost given the growth in the number of participating countries, the enhanced role of the country nodes as consultative fora, and the growing policy research demands of regional bodies and regional programme initiatives.

3.5.2 To ensure institutional stability, especially continuity of staff, it is essential that multi-year funding is secured. It is neither advantageous nor practical to source such funding from a single donor. Therefore, the favoured approach is the establishment of a trust fund into which a consortium of donors would place roughly equivalent amounts and agree on common reporting and accounting arrangements. An alternative is simply 'core' or 'unrestricted' funds on the model of the CGIAR centres. The detailed business plan under preparation will explain the details.

3.5.3 The trust fund would be used solely for the costs of the Secretariat that cannot be financed from FANRPAN project activities. To ensure that double funding does not occur,

the trust fund supporters will be provided with a budget in which assumptions are specified for non-trust income that Secretariat staff expects to secure, and with a full annual audited accounting of the actual income and expenditures.

3.5.4 Over time, depending on the success of the institutional building programme (possibly after the first five years), the Policy Director will be expected to secure 50% of employment costs from participation in specific projects and contracts. The CEO and the Communications Director will both be expected to secure 25% of their costs from specific activity grants.

3.5.5 The other mechanism to avoid double funding arises where the Secretariat receives an administrative fee or recovers indirect costs for taking the financial and administrative responsibility for a specific grant activity involving either node-based institutions or other collaborating partners. Such income would be entered into the trust fund account for reporting purposes. In this way, trust fund donors could see how such income was either used to make up any shortfall in trust income or put to use to finance other Secretariat expenditures in the broader interests of FANRPAN.

3.5.6 Taking these into consideration, we estimate the size of the trust fund needs to be around \$2,400,000 with the balance (\$500,000) being income from the participation of the three principal professional officers of the Secretariat in specific, fixed-term, FANRPAN projects, and from administrative fees.

3.5.7 This level of grant support (\$2,400,000) represents 19 percent of total projected FANRPAN expenditure (see Table 3.1 above), although as node institutions develop research and effective consultative capacity (and increase their grant income) this percentage could lower significantly. Such an increase in non-Secretariat income would represent one measure of effectiveness, although donors contributing to a trust fund are likely to request further assurances of the effectiveness of the Secretariat in areas such as research quality and policy relevance, effective engagement by a range of stakeholders in

node level deliberations, overall impact of policy understanding at the regional level, and closer collaboration between national nodes on important policy research and advocacy.

3.6 Monitoring and Evaluation Mechanisms

The above framework highlights three strategic thrusts (Research, Capacity Building and Voice) around which FANRPAN will develop its long- term programmes for the period 2007-2015. Effective monitoring and evaluation against defined benchmarks and criteria will be an important tool for both the network and its partners to assess progress and make course corrections where needed. FANRPAN proposes to develop a detailed M&E plan as part of its more detailed Business Plan. In broad terms, this plan will include the following:

1. Annual benchmarks for critical processes such as research, capacity building, voice, management effectiveness, and financial management. At both Secretariat and national node levels, this will include the use of the ‘Partner Institutional Viability Assessment (PIVA) tool through which FANRPAN has already established benchmarks for the Secretariat and 12 nodes
2. At programme and project levels, logical frameworks and network-oriented impact pathways to be used at least annually to document and assess outputs, outcomes, and impacts
3. Internally commissioned external reviews (ICER) as needed for projects, and for the entire Business Plan, after three years of implementation (2010)
4. Rigorous externally commissioned evaluation (ECE) in late 2011 or in early 2012 as a basis for making strategic as well as operational adjustments

SECTION 4

FINANCING THE STRATEGY

4.1 This section deals with financing FANRPAN's new Strategic Plan for five years, both the activities undertaken under the nodes and the activities of the Secretariat that relate to strengthening of the FANRPAN constitution. These are preliminary estimates and will be refined in a detailed business plan under preparation.

4.2 Table 4.1 projects the estimated overall financing needs in three spending categories:

- Research
- Capacity Building
- Voice

For each year, the financing requirements for operating the nodes and the Secretariat (including Board) are separated. These are discussed below in sections 4.2 and 4.3

Table 4.1 FANRPAN COST STRUCTURE 2007-12 (US \$ 000)

Year	RESEARCH		CAPACITY-BUILDING		VOICE		TOTAL	
	Nodes	Secretariat	Nodes	Secretariat	Nodes	Secretariat	Nodes	Secretariat
1	800	145	600	160	100	240	1,500	545
2	800	145	600	160	100	240	1,500	545
3	1,000	155	800	170	125	260	1,925	585
4	1,000	160	1,000	170	125	260	2,125	590
5	1,200	165	1,000	190	150	280	2,350	635
Total	4,800	770	4,000	850	600	1,280	9,400	2,900

4.3 A number of assumptions have been made.

4.3.1 On **Research**, the proposed budget is to support action research and the preparation of research proposal, meaning the actual costs for project research under the four thematic programme thrust will be developed separately in consultation with the implementing an funding partners.

4.3.2 On **Capacity Building**, the total expenditure growth rate assumes that as more nodes are established with the roles and functions described in section 4.2 above, expenditure will rise. The costs of the Secretariat are also expected to rise. Even at comparatively low levels of node activity in the first year or so, Secretariat costs will be some 20% of the total because of the challenge of starting up new institutions.

Capacity building costs are based upon evidence compiled in the current phase of partial USAID support to five nodes.

4.3.3 On **Voice**, it is envisaged that the costs will be attributed to both the Secretariat and the nodes, with both the CEO and the Director of Communications engaged in activities to encourage interest in FANRPAN's work and demand for its services. At the node level, additional efforts will be needed to encourage the effective participation of small farmers in policy debates, with some separate provision for assisting them to articulate their interests.

Table4.2 FANRPAN COST STRUCTURE 2007-12 (US \$ 000)

	RESEARCH		CAPACITY-BUILDING		VOICE		TOTAL	
Year	Nodes	Secretariat	Nodes	Secretariat	Nodes	Secretariat	Nodes	Secretariat
1	800	145	600	160	100	240	1,500	545
2	800	145	600	160	100	240	1,500	545
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4	1,000	160	1,000	170	125	260	2,125	590
5	1,200	165	1,000	190	150	280	2,350	635
Total	4,800	770	4,000	850	600	1,280	9,400	2,900

4.4 Overall, the table proposes total expenditure of **\$12,300,000** over five years. Of this amount \$9,400,000 (76 percent) is expenditure directly related to national node activities with the balance \$2,900,000 to cover the costs of the Secretariat.

4.5 The total Secretariat costs include the overhead costs of the staff members engaged in supporting the three expenditure areas. Overhead costs include Board costs (as these are part of the governance structure). They also include capital costs (e.g., equipment acquisition) depreciated over five years. In this way, Table 4.1 incorporates total Secretariat costs and the total is the same as that estimated in section 4.3 (Table 4.2).

The main funding challenge is to secure income for the Secretariat (and for both the Secretariat and nodes with respect to the Voice strategy), as without such income it is difficult to envisage either a sustainable research programme or the development of effective nodes.

5. ACKNOWLEDGEMENTS

FANRPAN would like to acknowledge the support and guidance it has received from its stakeholders in the development of this strategic plan. The network looks forward to the engagement of new partners and continued support from the current partners as we all embark on this eight year journey.

FANRPAN nodes

Angola
 Botswana
 Lesotho
 Malawi
 Mauritius
 Mozambique

Namibia
 South Africa
 Swaziland
 Tanzania
 Zambia
 Zimbabwe

FANRPAN Funding Partners

CTA EC-ACP – 2002- ongoing
 DfID – 2007-ongoing
 EC – 2007-ongoing
 EU and SADC2003-2006
 FARA - 2007

Rockefeller Foundation
 Southern Africa Trust – 2006- ongoing
 The French Government
 USAID – 2001-ongoing

FANRPAN Technical Partners

REC: COMESA (2006)-
Governments for hosting and Diplomatic Status
 -South Africa (2006)
 -Zimbabwe (2002)
 - Min of Agric & Rural Development - Angola (2006)
 - NAMC- South Africa ((2006)

National Policy research Units-Namibian -
 Economic Policy research Unit, Namibia – 2002
 -Economic & Social Research Foundation, Tanzania – 2002
 -Southern Africa Policy & Economics Series Trust, Zimbabwe – 2002

International Organisations

IFDC-2004
 ODI -2004
 ICRISAT -2002
 ICRAF – 2007
 IWMI – 2005
 IFPRI - 2002
Farmer organisations
 SACAU
Private Sector
 CropLife Africa Middle East – 2006
 GECAFs – 2006

Universities

- Dept of Agric Economics, Eduardo Mondlane, Univ, Mozambique - 2006
 - Dept of Agric Economics, Michigan State Univ - 2004
 - Dept of Agric Economics& Rural Dev, Univ of Pretoria – 2002
 - APRU, Malawi – 2002
 - Directorate of Research and Unit, Development, Univ of Botswana – 2002
 - Dept of Agric Economics, Zambia- 2002
 - Dept of Agric Economics & Extension, Univ of Zimbabwe
 - Dept of Agric Economics & Extension, Univ of the North, South Africa – 2002

FANRPAN Regional Secretariat

Dr LM Sibanda (CEO)
 Dr D Merrey (Director of Research)
 Mr L Mwamakamba (Programmes Administrator)

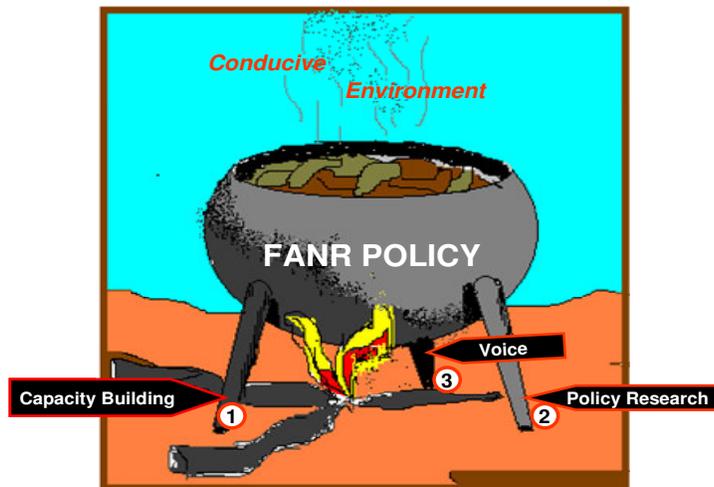
FANRPAN Board of Governors

Prof Amani (chairman)
 Prof J. F. Kirsten

Chairman's Interim Committee

Mr S Ngwenya – COMESA
 Mr Ajay Vashee - SACAU
 Dr Mundia Permanent Secretary- Zambia
 Prof Mandi Rukuni – Kellogg Foundation

1. FANRPAN'S STRATEGIC FRAMEWORK



P Capacity Building

- Engagement with wide range of stakeholders
- Ability to convene high-level policy meetings
- Staff and facilities to maintain good communications with the rest of the FANRPAN network
- Capacity to secure and effectively manage grants and contracts on behalf of FANRPAN and the national membership

P Voice

- *Build a contact list of print and media journalists and provide press releases with contact details as well as specialists to act as spokespersons on radio and TV programs*
- *Use multiple media for disseminating information on food, agricultural and natural resources issues in the region and member countries*
- *Arrange exhibitions of FANRPAN's products at major conferences*

P Research

- *Assist nodes to define policy priorities for deliberation and to commission investigations and studies to support its work*
- *Raise awareness of the most important regional and region-wide policy issues and ways these are being addressed*
- *Facilitate training for those responsible for policy analysis in different organizations, and for those in executive positions*
- *Lead discussions on more effective means of communicating policy messages with respect to agriculture and natural resources*
- *Promote the engagement of previously under-represented small farmer interests in policy discussions and generating their perspectives on research priorities*

ALIGNING FANRPAN STRATEGIC OBJECTIVES TO CAADP

FANRPAN STRATEGIC OBJECTIVES	CAADP 1 Extending the Area under Sustainable Land Management and Reliable Water Control Systems	CAADP 2 Rural Infrastructure and Trade-related Capacities for Improved Market Access	CAADP 3 Increasing Food Supply and Reducing Hunger	CAADP 4 Agricultural Research, Technology Dissemination and Adoption
SO1 Promoting regional economic integration	Natural Resources and Environment 1. Mainstreaming agro-forestry into broader agricultural development policies	Food systems 1. Strategies to cope with the impact of global environmental change on food systems, (production, processing and packaging, distribution and retail and consumption)	Agricultural Systems 1. Improved access to inputs (fertiliser and seed) by smallholder farmers	Institutional Strengthening 1. Establish country node secretariats and steering committees 2. Establish and maintain database of node members and FANR experts 3. Establish Policy dialogue calendar 4. Use PIVA tool to bench mark the capacity of node hosting institution and regional secretariat 5. Develop and implement capacity strengthening program for regional secretariat and node hosting institution
SO2 Positioning southern Africa for a competitive international trade environment		Food systems 1. Effects of restructuring food markets on food security in the SADC region focusing on selected food sub systems (e.g vegetables, cereal particularly maize grain, beef and dairy products)		
SO3 Creating an enabling agricultural policy environment for reducing poverty and vulnerability	Natural Resources and Environment 1. Policies for promoting and supporting small scale irrigation 2. Policies for improved water access by the poor	Natural Resources and Environment 1. Strengthening the capacity of Parliamentarians to develop and implement effective policies for natural resources management 2. Carbon Trade Agricultural Systems 1. Making markets work for the poor	HIV and AIDS 1. Undertake longitudinal surveys to update database developed in 2006 by FANRPAN on the impact of HIV and AIDS on agriculture 2. Review national AIDS policies and advise on social protection policies for vulnerable groups 3. Institutionalise the use of the Human Vulnerability Index (HVI) developed by FANRPAN, for improved targeting of vulnerable groups.	

3. FANRPAN'S TEN STRATEGIC IMPERATIVES

GUIDELINES TO IMPLEMENTING THE FANRPAN STRATEGIC PLAN

1. Institutionalise FANRPAN into a multi-stakeholder African led institution with an eminent Board of Governors, secretariat and national nodes that are recognised by governments in all its member states and supported by the AU through its regional economic Communities in southern Africa namely COMESA and SADC
2. Build the capacity of southern African nationals to DEMAND and SUPPLY evidence for policy development in the FANR sector so as to ensure that the region creates a conducive policy environment for attaining the MDGs and supporting the implementation of NEPAD-CAADP programmes
3. Implement regional programmes in response to demands for research based evidence for policy development made by COMESA and SADC
4. Adopt an innovation systems approach which recognises that high quality policy analysis and policy advice are critical to good governance; policy advice is not the monopoly of public sector agents but advice can be crafted for particular clients; advice is context specific and helps decision makers choose interventions consistent with their policy directions
5. Adopt a programme approach to policy development and ensure engagement in the full policy cycle, from problem identification, and at every step strengthen capacity for research and communication of research process and outputs. move from short-term studies that focus on discovery (academic research on relevant problems) to longer term policy studies (converting the research into policy options)
6. Recognising that policy analysis is an investment in more effective outcomes, undertake policy analysis and generate useable evidence and advice in the form of “what could be”, “what should be” or what “can be implemented” rather than analysis that defines “what is” (economic analysis).
7. Recognising that Africa has a strong oral culture, promote public policy dialogues as a tool for supporting policy development, good governance and accountability by all stakeholders
8. Promote partnerships between FANRPAN and like minded institutions at regional and global levels in order to exchange information and experiences, and build capacity for policy research and dialogue
9. Strengthening policy processes in the region by facilitating links between agricultural research and policy development; facilitating the flow of knowledge and experiences across national boundaries in the analysis of both regional and national issues.
10. Inculcate and achieve high standards of excellence and focus on achieving equitable and sustainable development leading to prosperity and well-being of all citizens of southern Africa

4. FANRPAN'S PROGRAMME THRUSTS

PROGRAMME

PROJECTS

Institutional Strengthening

1. Establish country node secretariats and steering committees
2. Establish and maintain database of node members and FANR experts
3. Establish Policy dialogue calendar
4. Use PIVA tool to bench mark the capacity of node hosting institution and regional secretariat
5. Develop and implement capacity strengthening program for regional secretariat and node hosties

HIV and AIDS

1. Undertake longitudinal surveys to update database developed in 2006 by FANRPAN on the impact of HIV and AIDS on agriculture
2. Review national AIDS policies and advise on social protection policies for vulnerable groups
3. Institutionalise the use of the Human Vulnerability Index (HVI) developed by FANRPAN, for improved targeting of

Food Systems

1. Strategies to cope with the impact of global environmental change on food systems, (production, processing and packaging, distribution and retail and consumption)
2. Effects of restructuring food markets on food security in the SADC region focusing on selected food sub systems e.g (vegetables. cereal particularly maize grain, beef and

Agricultural Systems

1. Improved access to inputs (fertiliser and seed) by smallholder farmers
2. Making markets work for the poor

Natural Resources and Environment

1. Policies for stimulating bio-energy implementation in southern Africa
2. Policies for promoting and supporting small scale irrigation
3. Policies for improved water access by the poor
4. Mainstreaming agro-forestry into broader agricultural development policies
5. Strengthening the capacity of Parliamentarians to develop and implement effective policies for natural resources management

5. FANRPAN ORGANOGRAM

