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**CIAFS** | Capacity to Improve  
Agriculture and Food Security

**Capacity Needs Assessment of the Ministry of Agriculture at the  
Federal and Regional Levels**

# **Capacity to Improve Agriculture and Food Security (USAID-CIAFS)**



**September 2011**

This publication was produced for review by the United States Agency for International Development. It was prepared by Fintrac Inc.



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*Cover Photo: Participants at the Ministry of Agriculture Needs Assessment Workshop  
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**October 2011**

The author's views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.

## THE USAID-FTF STRATEGY

Through its Feed the Future (FtF) programming, USAID/Ethiopia strives for system-wide transformation by demonstrating the potential role that agricultural, market-based economic growth can play in addressing chronic poverty and food insecurity, especially when coupled with productive safety net and asset building interventions aimed at increasing the resiliency and market readiness of vulnerable households. The strategy utilizes a Push-Pull Model that seeks to build the capacity of vulnerable and chronically food insecure households to participate in economic activity (the “push”), while mobilizing market-led agricultural growth to generate relevant economic opportunity and demand for smallholder production, labor, and services (the “pull”). The strategy has three components:

**The first component is about agricultural growth and food security for system-wide transformation** where USAID will take a leading role in supporting Ethiopian efforts to promote agricultural-led economic growth by strengthening strategically selected value chains, promoting private sector engagement and improving market function.

**The second component is linking the vulnerable to markets** and for this to happen vulnerable households must have the capacity in terms of assets, skills, risk tolerance, and access to both markets and information. USAID/Ethiopia seeks to build this capacity and promote the “market readiness” of targeted, chronically food insecure populations.

**The third component supports the first two components** – “Agricultural Growth Enabled Food Security” and “Linking the Vulnerable to Markets” – through its emphasis on capacity building, analysis and evaluation, and knowledge sharing, in areas of agricultural development, food security, nutrition, and climate change.

## **ABOUT USAID-CIAFS**

USAID-CIAFS supports Ethiopia's participation in the Comprehensive Africa Agriculture Development Program (CAADP) and other regional policy development agenda and helps public and private sector institutions and professional associations build their capacities for agricultural change and food security. Program services include institutional needs assessments, leadership development, enabling environment assessments, dissemination of best practices and technologies, and monitoring and evaluation.

## **ACKNOWLEDGEMENTS**

This study represents the contributions of many generous, intelligent, and hard-working Ministry of Agriculture personnel in the regions and in Addis Ababa. Bureau heads and deputies, directors, process owners, experts and district agricultural officers, CIAFS “agents of change” assisted the assessment team by organizing focus group discussions and interviews, and also by taking part in the assessment itself. We appreciate their support and willingness to share their experience and insights. In addition, we are grateful to the many personnel in regional chambers, professional associations, donor and NGO organizations who provided information and valuable perspectives on the working of the Ministry. Without their participation, this study would not have been possible.

We would also like to acknowledge the support given to us by the State Minister, Ato Wondirad Mandefro, and the Director of the Planning and Programs Directorate, Ato Sitotaw, for facilitating the assessment and collaborating in organizing the feedback workshop.

Finally, we would like to thank the workshop participants from the regions and federal Ministry offices and other stakeholders. They demonstrated their enthusiasm and knowledge of the subject by deliberating on the findings and coming up with actionable answers to some of the difficult questions. We wish to thank them all for their insightful contributions and dedication. We hope they will find our comparative findings of interest to building the Ministry’s capacities to execute the GTP/ATP.

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## ACRONYMS AND ABBREVIATIONS

ADLI	Agriculture Development Led Industrialisation
AfDB	African Development Bank
AGP	Agricultural Growth Plan
ATP	Agricultural Transformation Plan
ATVET	Agricultural and Technical Vocational Education Training
BoA	Bureau of Agriculture
BoFED	Bureau of Finance and Economic Development
BPR	Business Process Re-Engineering
BSC	Balanced Score Card
CAADP	Comprehensive Africa Agriculture Development Program
CIAFS	Capacity to Improve Agriculture and Food Security
DA	Development Agent
FGD	Focus Group Discussion
FtF	Feed the Future
GoE	Government of Ethiopia
GTP	Growth and Transformation Plan
IFAD	International Fund for Agricultural Development
PRSP	Poverty Reduction Strategy Plan
PASDEP	Plan for Accelerated and Sustained Development to End Poverty
MoA	Ministry of Agriculture
M&E	Monitoring and Evaluation
MoA	Ministry of Agriculture
MoFED	Ministry of Finance and Economic Development
MoI	Ministry of Industry
MoT	Ministry of Trade
NGO	Non-Governmental Organisation
PIF	Policy and Investment Framework
PPP	Private-Public Partnership forum
RCBP	Rural Capacity Building Project
RDP	Rural Development Program
SNNPR	Southern Nations, Nationalities and Peoples Region
SPSS	Statistical Packages for Social Sciences
USAID	United States Agency for International Development
WB	World Bank

## EXECUTIVE SUMMARY

USAID-CIAFS conducted this needs assessment for the Ministry of Agriculture at the federal level and in four regions - Amhara, Oromia, SNNPR and Tigray. The findings of the needs assessment are validated with basic data from AGP districts and a follow-up workshop. The assessment aimed at identifying the human and institutional capacity gaps in the Ministry of Agriculture and design appropriate actionable activities.

The assessment used a mix of focus group discussions, key informant interviews, surveys, and review of documents and policy papers. Findings from the assessment were presented to representatives from the federal and regions, donor communities, NGOs and USAID in a two-day workshop.

Overall, participants, during the assessment as well as at the workshop, reflected that most training programs in the past lacked strategic focus and have not led to significant improvement in MoA operations or service delivery. Participants suggested that USAID-CIAFS should plan relevant capacity building activities based on the specific gaps identified by this needs assessment and should also formally follow up with participants to measure the effectiveness and sustainability of the training delivered. Specific recommendations for Capacity Building activities in each category include the following:

### 1. Organization Mapping, Mission and Goals

Knowledge of the mission, goals, objectives and strategies has the potential to motivate staff, create a sense of professional pride and encourage higher level of commitment. With this in mind, the needs assessment looked into awareness gaps in the goals and objectives among the Ministry staff. The following are a summary of the findings and recommendations:

- A. **Communication of mission and goals of the Ministry:** The federal MoA and regional bureaus have clearly defined missions and goals and communicated this to staff. The communication was not adequate, however.
- B. **Communication of the GTP/ATP objectives and strategies:** The GTP/ATP objectives and strategies of the Ministry are also communicated to staff at the federal, regions and down to district and kebeles. However, only a small proportion of staff at all levels think that the communication was effective.
- C. **Recommendations:** It is recommended that the leadership needs to do more to deepen staff understanding of the GTP/ATP. Staff need to clearly articulate the mission and goals of the MoA and the strategic objectives of GTP/ATP. There is a general sense of what the GTP/ATP strategies and targets are, but clarifying them in terms of what they are trying to achieve will help inform and direct efforts.

## 2. Leadership and Institutional Management

The probability of meeting organizational objectives and results is as good as the leadership and management capacity. Recognising this, the needs assessment looked into leadership and management capacity and the findings and recommendations in this respect are as follows:

- A. **Leadership and management skills:** Most of the managers at the federal and regional levels have strong technical background in crop, livestock, etc. However, many have not been trained in non-technical subjects to enhance their leadership and management skills to back up their technical knowledge. They have no instruments for measuring the performance of the departments they lead. They also seem to lack capacity to motivate and inspire their staff.
- B. **Project management and presentation skills:** Senior leaders/managers have received very low ratings by their staff for their project management, presentation, influence and communication skills, suggesting the need for training in this area.
- C. **Recommendations:** Leadership and management capacities of senior and mid-level managers and directorates need to be strengthened through a program of training in such areas as performance and process management; delegation of authority; transparency in leadership; creating vision and sense of urgency. Specialized skill imparting program through study visits and tours to countries with success stories of best examples of leadership and transformation of agriculture might be useful to focus on for practical application. The leadership should also have adequate capacity to provide on-the-job training to subordinates through delegation, coaching and mentoring, among other options.

## 3. Planning, Monitoring and Evaluation

The Needs Assessment identified a critical skill gap in monitoring and evaluation. The following is a summary of the findings and recommendations:

- A. **Lack of participation in planning:** Planning at all levels is found to be top down. Most staff feel that participation in planning is minimal and ad hoc.
- B. **Lack of integration of planning and monitoring and evaluation:** Most staff believe that monitoring and evaluation process is not adequately built into the planning process and managers often do not measure progress against plans and budgets. The regional bureaus in particular do not evaluate projects and programs for impact. In general, M&E is not effectively used to inform programs and adjust plans. Awareness of evaluation techniques and the importance of evaluation for management purpose appear to be lacking as well.
- C. **Managers' and leaders' awareness of the importance of M&E:** Reinforcing the above finding, most staff feel that evaluations of projects are not conducted because decision-makers don't seem to recognize the value.
- D. **Sharing of M&E results with staff:** There is a general discontent that M&E is not conducted regularly and appropriately to inform and improve efficiency of programs; even when it is conducted, results are not shared with staff and stakeholders.

- E. **M&E at district level:** Validation discussions with key regional level informants suggest that planning and M&E at the district level is conducted in an elementary manner; most districts have no monitoring system in place. Many district staff also do not have training in planning. Plans (e.g. seed and fertilizer demand forecast) submitted by districts are either too high or too low.
- F. **Recommendations:** There is a need for practical capacity building training in planning, monitoring and evaluation for key personnel at various levels of the structure and directorate. Training in such areas like baseline data collection, encoding, analysis, benchmarking should be considered seriously. Inclusion of risk analysis with various scenarios would also be useful to develop realistic plans and targets. Introduction to IT supported planning and decision techniques as a management tool could potentially enhance the efficiency of top level managers and experts. Capacity gaps at district level should be addressed by providing TOTs and then cascading the training to the lower level. Communication skill training is another area worth considering for top level management and mid-level staff and experts. Study tours, both abroad and in-country, to expose leaders and managers to best practices of designing, planning and managing agriculture would be helpful.

#### 4. Human Resource Management

General training in leadership and management and more specifically in key areas of human resource management would be indispensable to build the leadership skills of senior and mid-level managers. The following are the findings and recommendations:

- A. **Performance management and implementation:** Leaders noted that lack of staff motivation is a common problem because of one-size-fits-all performance management system applied across the board in all directorates.
- B. **Decision-making and problem-solving:** The assessment revealed that leaders and managers often lack basic skills to manage tasks and conflicts, coordinate efforts and solve problems in a supportive manner. Managers and leaders often handle conflicts indirectly and through ad hoc groups rather than systematically to understand the underlying causes.
- C. **Coordination, advocacy, communication skills, team building and managing staff:** Leaders seem to lack skills in advocacy, managing and coordinating staff and programs; forming, strengthening and motivating teams; empowering and rewarding successes through recognition and delegation.
- D. **Recommendations:** Training to enhance the management skills of leaders, including experts, for building organizational and human resources capacity is essential. The training should include subjects like assessing performance management and applying different performance standards, processes and measurements. Leaders would also benefit from training in communication skills; setting targets and performance focused objectives; incentivizing and motivating staff; and communicating and managing work-flows. The demand for training is so large that building capacity should be a continuous process.

## 5. Service Delivery

This includes direct technical support by regional bureau experts to the private sector, including small-scale farmers. The findings and recommendations in the area of service delivery include the following:

- A. **Support to commercial farming:** Regional chambers and agribusiness noted that regional bureaus of agriculture do not engage large scale farms as major stakeholders in GTP/ATP other than providing some technical and regulatory services to those involved in commercial seed production; the federal MoA and regional bureaus largely target small farmers with their extension program. The MoA and bureaus also do not engage the private sector on a regular basis and, as a consequence, they are not adequately informed of and respond timely to issues pertaining to agribusiness expansion.
- B. **Knowledge of contract farming:** Contract farming is the most important emerging area for technology transfer and product marketing in the country, benefitting both small farmers and the agribusiness sector. Ad hoc trade agreements are increasingly replaced by co-ordinated commercial relations between small farmers and other actors through vertical integration of the agricultural value chain. A major constraint is that there are no standard guidelines and legally binding frameworks for contract farming. Contract modalities are not developed either.
- C. **Coordination with NGOs and the private sector:** The Ministry has good collaboration with international donors and NGOs like SNV in SNNPR, REST in Tigray on value chain programs. However, linkages with agribusinesses and professional associations need a lot of improvement. The MoA institutions lack capacity to identify stakeholders and their needs and design demand-driven services to support them.
- D. **Recommendations:** Basic training on contract farming for MoA and agribusiness communities is a prerequisite for the development of sustainable contract farming in the country. Study tours to South Asia and some African countries to learn best models of contract farming would also help design legally binding contracts. Chambers and sectoral associations also recommended a scheduled public-private partnership forum with regional bureaus so that their members can engage officials and experts. It was also recommended that regional bureaus should improve their communication with the private sector. Potential capacity building activities include training in modern communication and advocacy skills; adult education and teaching methods; use of information technology and communication media; reporting skills and communicating to stakeholders; packaging information; addressing feedback from others; partnership skills; and stakeholder analysis.

## INTRODUCTION

USAID-CIAFS conducted a capacity needs assessment of the Ministry of Agriculture at the federal and regions at the request of the State Minister for Agriculture. The aim of the assessment was to identify the human and institutional capacity gaps and to propose actionable recommendations to address them. The assessment team visited Agriculture Growth Plan (AGP) districts from each region in order to validate information obtained from the federal and regional levels. The assessment also targeted agribusinesses, principal stakeholders and other recipients of the Ministry's services.

The findings and recommendations from the assessment were presented to representatives from the federal and regions, donor communities, NGOs and USAID in a two day workshop, held in Addis Ababa, on August 23 -24, 2011. The purpose of the workshop was to validate the findings, agree on priorities and propose next steps. Plenary discussions were used to good effect to deliberate on the general findings. In addition, participants were divided into thematic working groups to address specific topics. In most cases, agreement was reached on the findings and recommendations presented in this report.

The assessment also provides the baseline information to track and monitor progress and measure performances over time. The gaps identified and recommendations presented in this report will strengthen the MoA's ability to steer the agricultural growth and transformation plan by tackling shortcomings in critical area of "soft capacities."

The Ministry is into the second year of the GTP and with this in mind, the report culminates in a proposal that translates the recommendations into a realistic and actionable strategy for building capacity in the next two to three years. USAID-CIAFS fully understands the dynamic nature of organizations and realizes that some of the findings may reflect situations that have already changed. Since convening the workshop, USAID-CIAFS has been collaborating with a technical task force constituted by the State Minister to map the way forward for capacity building by USAID-CIAFS and other partners.

The danger in a report like this is that it could easily be interpreted negatively – as a catalogue of ills and problems, unfairly critiquing the subject of study. After all, the nature of the assessment – capacity gaps – automatically focuses on what is not working well, and does not focus on what the MoA and subsidiary institutions do well. Moreover, there are many hardworking and dedicated individuals, especially in the regions, who work in less than optimal conditions, doing their best in difficult circumstances. The intention of the report is not to disparage anyone in the system, but to highlight actions which can make their work more effective. The assessment and the report are about the challenges and gaps, where capacity could be improved to effectively execute the GTP.

The report is structured as follows: A brief account of background information to the needs assessment is presented. In the next section, we describe how the study was done, and then present the issues and gaps organized under six major thematic areas: organisation mapping,

mission and goals and objectives; coordination and communication; leadership and management; planning, and monitoring and evaluation; human resource management; and service delivery. The discussion in each section is followed by specific recommendations for capacity building. The analysis incorporates both qualitative and quantitative information and is presented by region and federal level. Annex 1 provides a summary of actionable activities with timelines. Annex 2 provides indicative workplan and Annex 3 classifies the action plan by thematic subjects.

## 1. BACKGROUND

It is a well-documented fact that agriculture accounts for the principal share of the Ethiopian economy and yet, despite some improvements, the sector faces many challenges. In general, production lags behind population growth, fostering food insecurity and widespread poverty. Ethiopian agriculture is characterized by a high degree of production variability, relatively low crop yields and dependency on a few primary exports with low income elasticity and high price volatility. Relative to other developing countries in the region, Ethiopia's agriculture is undercapitalized, uncompetitive and underperforming. The sector's relatively weak performance is symptomatic of the myriad challenges it faces. In the past several decades, policy reforms have been implemented with mixed results while measures to boost output have been undermined by climate change, rising input prices and low world prices for Ethiopia's key agricultural exports.

Over the past years, the Ethiopian government has initiated different policies, programs and strategies to boost agricultural growth and development. The Agriculture Development Led Industrialization (ADLI) strategy was the first comprehensive strategy that continues to influence successive policies, strategies and plans, including the Poverty Reduction Strategy Plan (PRSP), the Plan for Accelerated and Sustained Development to End Poverty (PASDEP), and the current Growth and Transformation Plan of 2010-2015 (GTP). In recent years, the government has liberalized marketing, eliminated state subsidies on inputs, and carried out other policy reforms, as part of a broader strategic program of agricultural transformation.

Meanwhile, donor assistance for the sector has reached an all-time record high and there is a growing hope that the country may at last become food secure. In all programs and strategies, including PASDEP, capacity building has been identified as a means to achieve the Government's development goals. In this context, the then MoARD launched a Rural Capacity Building Project (RCBP) with the objective of building the capacities of the Ministry. Complementing this, the Government developed a strategy, under the Rural Development Program (RDP), to promote service cooperatives, technical and vocational education and training centres, microfinance services, physical infrastructure (such as rural roads), and access to basic services to promote the transformation of agriculture and of the rural economy. The capacity development activities delivered under the World Bank's Agricultural and Technical Vocational Education Training (ATVET) program, aimed to improve the capacity of human resources through short and long-term training. While most of the training in this project focused on technical and infrastructural skill building and helped regions to improve their infrastructure, the MoA's soft skills - management and leadership - remain inadequately addressed.

Capacity building is the centrepiece of the Ethiopian Government's Growth and Transformation Plan. The GTP aims to improve the capacity of senior leadership, build the capacity of government institutions tasked with implementing agricultural policies, and enable public

participation and accountability. It also emphasizes the importance of scaling up best practices in the design and implementation of civil service reforms (GTP, 2011).

USAID/Ethiopia is implementing a broad portfolio of projects to address the agriculture and food security challenges of Ethiopia. One of these initiatives is a multi-year strategy of Feed the Future (FtF). The objectives of FtF include, increasing agriculture productivity while preserving the natural resource base, improving the efficiency of agriculture marketing, increasing the purchasing power of vulnerable households and maximizing the efficient utilization of resources. USAID/Ethiopia has aligned its activities with Ethiopia's Comprehensive Africa Agriculture Development Program Compact, which supports the GoE's long-term agriculture development strategy. Implementation of the goals outlined in the CAADP Compact has been further developed through Ethiopia's CAADP Policy and Investment Framework (PIF).

This report presents findings and recommendations of the USAID-CIAFS needs assessment for building the capacity of the Ministry of Agriculture (MoA) of the Federal Democratic Republic of Ethiopia. Information collected from GoE documents, progress reports, strategy and policy papers, datasets, and interviews with key persons and officials in Addis Ababa, were complemented with interviews and focus group discussions conducted in Oromia, Amhara, SNPP and Tigray regions as well as at the federal level between June and July 2011. The findings of the study are intended to inform the Ministry to build its capacity for effective implementation of the GTP and ATP and achieve the Government's strategic objectives of food security and agricultural transformation.

Given the untapped potential of the agricultural sector to dramatically reduce food insecurity and act as an engine for economic transformation, the recommendations presented in this report are specifically oriented towards strengthening the MoA's ability to steer the agricultural transformation program by tackling shortcomings in critical areas such as leadership, management, planning and M&E.

## **2. OBJECTIVES**

The overall objective of this assessment is to systematically assess capacity gaps of the Ministry of Agriculture, both at the federal and regional levels, prioritize the needs and map strategies to address them over the course of two to three years. The specific objectives are:

1. Assess institutional and human resource capacities in relation to management and leadership and identify gaps for effective program implementation;
2. Assess and describe institutional structures, inter-institutional coordination and communication and related relationships and activities; and

3. Identify subject areas for targeted training to complement on-the-job training and other capacity building initiatives

### **3. SCOPE OF THE ASSESSMENT**

The scope of this needs assessment is defined by CIAFS' strategic focus on the capacity of the MoA to implement the GTP/ATP. In this respect, the two most important and closely intertwined dimensions of capacity for the purposes of this assessment are: leadership and management.

The first dimension focuses on organizational structures, processes, resources, leadership and management styles and competencies that affect how staff skills and knowledge are used to accomplish particular tasks. This is an important dimension because organizations establish goals, structure work, define authority relations, and provide incentives and disincentives that shape the behaviour of those who work within them. They define and encourage management practices that increase the productivity of staff. Thus, it is important to know how organizations define their goals, how they are structured, what routine processes define the flow of work, what leadership and management styles are adopted, and how communication flows operate within the organization.

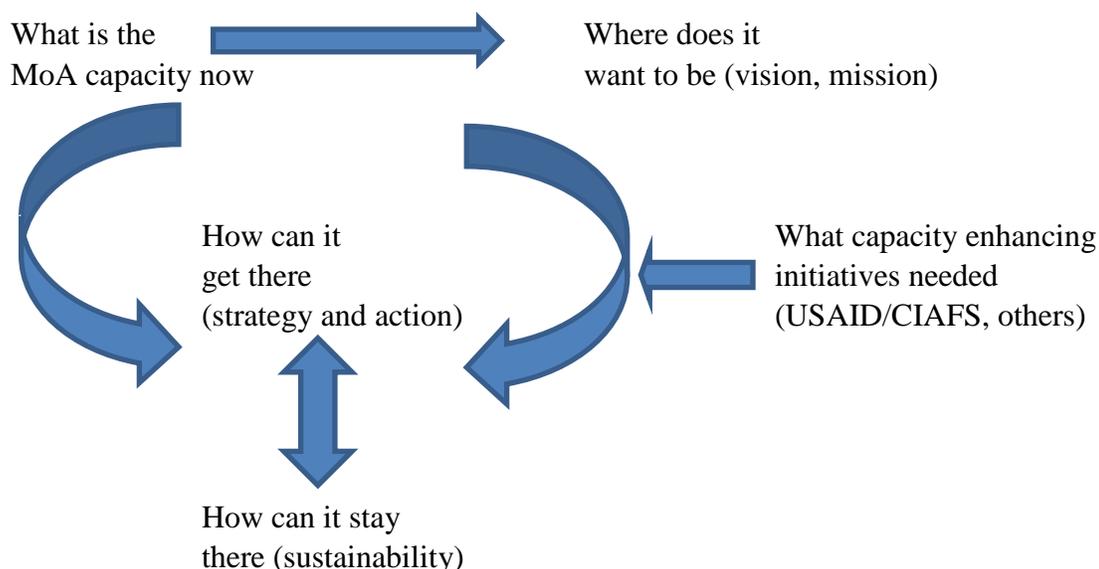
The assessment focused on the structural organization of the Ministry and the functional relationships between the various entities; alignment of scope of program with government's mission and priorities; the ability of staff members to implement plans, strategies and programs; clarity and awareness of goals and priorities and capacity to develop, communicate and give direction on vision, mission and values; leadership skills to develop and implement a system for overall management, create an environment to motivate and support individuals, manage relationships with external stakeholders and the ability to communicate and negotiate.

The assessment also included management style (e.g., participatory, enabling), the degree of delegation of responsibilities, evidence of effective staff involvement and teamwork in planning, nature and quality of planning, decision-making and benchmarking processes. It assesses the existence of monitoring and evaluation systems, guidelines, procedures, and the capacity to monitor and evaluate projects. The assessment team examined how skills are used within each unit of the Ministry, how well positions and responsibilities match with skills, the practice pertaining to promotion, remuneration, general operating procedures, and standards of performance.

#### 4. ASSESSMENT FRAMEWORK

An organization such as a government ministry can be thought of as a “system of related components that works together to achieve an agreed-upon mission” (TIPS, 2000:3). An effective and efficient organization is one that has strong leadership and appropriate structures, systems and procedures to deliver services to its constituencies. An organization must also be able to optimize the resources at its disposal -- human, financial, and material-- to achieve stated objectives. Several factors contribute to organizational performance and to achieving goals and mission, including process management, human resource management, and fostering collaborative relations with stakeholders. Organisational performance is also a function of personnel, leadership and facilities at the organization’s disposal. While certain strengths may be intrinsic to an organization and its leaders, others can be developed through a concerted program of capacity building.

A needs assessment is a prerequisite for any capacity building program. A capacity needs assessment examines an organization’s mandate and strategy, its performance in achieving stated objectives, its external relations, and its internal functioning and resource utilization (Suresh, et. al. 2007). It analyses actual capacities as they exist (“What is the capacity now in relation to strategic objectives?”), determines capacity building objectives (“Where does it want to be?”), identifies appropriate capacity building programs and measures (“How can it get there?”), prioritizes capacity enhancing instruments (“What support can donors and others provide to build capacities?”), and finally addresses sustainability to ensure the quality of achievements (“How can capacities be sustained?”) (see Figure -1)



Source: adapted from GTZ (2005) “Module B: Methods and Instruments for the Capacity Building Cycle (Toolkit), version 2, SfDM report.

Data from a needs assessment can be used as a baseline against which an organization can measure its progress and development over time. A holistic approach – looking at the whole organization and how the different parts interrelate – makes it easier to identify capacity needs and priorities than an assessment focusing on subsets.

## **5. METHODOLOGY**

The assessment was conducted at three levels: the federal, regional and district. At the federal level, key informants from State Ministers for Extension, Food Security, and Natural Resources and related directorates were consulted to gauge their perspectives. Federal MoA departments such as planning and programming, human resources, and related departments that provide support services were also consulted for the assessment.

At the regional level, deputies, senior managers of key departments, directorates, experts, agencies and institutes were consulted. In some regions, seed and marketing departments constitute an integral part of the BoAs; in others, they are organized independently of the BoAs as parastatals. In either case, they are functionally related to the BoAs and were therefore consulted to shed light on leadership and functional relationships.

In consultation with the regional bureaus, two AGP districts from each region participated in the assessment, selected according to their strength and weakness in terms of their “level of development.” The assessment team visited each of the selected districts to validate data obtained from the regions.

The MoA is expected to provide a range of services to agricultural stakeholders, including the private sector (broadly defined to include producers, large scale commercial seed multipliers, processors, and other agribusinesses), professional associations, research and academic institutions, NGOs and donors. These stakeholders were consulted in order to assess their perspectives on MoA service delivery, NGOs, research institutions and agribusiness managers and leaders of regional chambers of sectoral associations were interviewed.

**Table 1: Number of key informants and focus group discussants**

Region	Process Owners	Deputy Heads	Directors	Private	Experts	
					Interview	FGD
Tigray	5	2	1	3		5
Amhara	5	1	2	2	3	13
Oromia	1	2	3	2	2	11
SNNPR	5	2	2	4	3	6
Federal			13	2	5	4

The assessment team used a wide range of tools and instruments for data collection. Two to three focus group discussions (FGDs) were constituted at federal and regional levels, each comprising 4-6 persons, from different units and directorates, representing varied technical and professional functions. Key informant interviews were held with process owners, directors and heads of agencies using checklists (Table 1). In addition to the qualitative data, quantitative data were collected using semi-structured questionnaire from a sample population (Table 2). The quantitative assessment captures hard empirical data and benchmarks while the qualitative data captures perceptions. At the district level, the team held informal discussions with district agricultural office heads and other senior persons to validate regional data.

**Table 2: Semi-Structured Questionnaire Respondents**

Region	Number (N)
Tigray	32
Amhara	38
Oromia	34
SNNPR	37
Federal A/A	38
<b>Total</b>	<b>179</b>

The assessment made extensive use of strategic documents, including business process re-engineering (BPR) and sector policy papers, and draws findings from a review of previous capacity needs assessments of the Ministry. By weaving qualitative with quantitative information, the team developed a deeper understanding of the functions and capacities of directorates, agencies, and existing capacity gaps.

Quantitative data collected through semi-structured questionnaires were entered in SPSS software, and results are tabulated by region and federal level. Responses to open-ended questions are also coded from questionnaires while information from FGDs and key informants are entered in matrix format in Microsoft Word.

Results of the assessment provide up-to-date information on capacity gaps at the national and regional levels, and can be used to further inform the design of follow-on activities to strengthen the Ministry's capacity to effectively implement the agricultural transformation program.

Building the leadership, management and planning and implementation competency of senior staff is the key for agricultural transformation and improved food security in Ethiopia. Finally, for ease of analysis and to propose recommendations, findings were coded and categorized into six broad thematic areas: organisation mapping, mission and goals and objectives; coordination and communication; leadership and management; planning, monitoring and evaluation; human resource management; and service delivery.

## **6. RESULTS OF THE ASSESSMENT**

### ***1. Organisation Mapping, Mission and Goals***

Leaders who are able to inculcate a sense of ownership and commitment among their staff about their mission and goals and the GTP/ATP objectives and strategies stand a better chance of implementing the transformation agenda. MoA staff knowledgeable of the mission, goals, objectives and strategies of the organization have the potential to motivate workers, create a sense of ownership and encourage higher level of commitment. This assessment looks into the functional relationships between the various entities (horizontal and vertical) in the context of the MoA mission and goals and in terms of understanding objectives and strategies of the GTP. The implementation capacity of the MoA is therefore assessed for leadership, management, coordination, reporting, information sharing and communication. The GTP provides the basis for the construction of M&E system with high quality quantitative and qualitative data in order to measure progress and the effectiveness of the policy against the baseline (GTP, 2011) The MoA has reorganized the institutional structures and defined their mandates for the implementation of the GTP/ATP (MoA, 2003 Amharic version). The assessment findings suggest that:

1. The federal MoA and regions have all defined their missions and goals and communicated them to staff. This was affirmed by the vast majority of respondents, ranging from 92% in SNNPR to 100% in Tigray. There is little inter-regional difference in responses (Table 3). Interestingly, however, a substantial proportion of respondents feel that the missions and goals are inadequately understood by staff. In Oromia and SNNPR, for example, over 60% believe that MoA staff do not have a full comprehension of the missions and goals, in contrast to 34% at the federal level. The aggregate for the regions and federal is over 52%, compared to 39% who declared their satisfaction with the mission and goals diffusion process (Table 4).

**Table 3: Ministry defined mission and goals and communicated to staff (%)**

	Somewhat	Yes	Don't Know	Total (N)
Tigray	0.0	100.0	0.0	32
Amhara	2.6	97.4	0.0	38
Oromia	5.9	94.1	0.0	34
SNNP	5.6	91.7	2.8	36
Federal, A/A	2.6	97.4	0.0	38
Total	3.4	96.1	0.6	178
Symmetric Measures				
	Value		Approximate Significance	
Nominal Contingency Coefficient	0.187		0.598	

**Table 4: Satisfaction with diffusion of Ministry mission and goals (%)**

	No	Somewhat	Yes	Don't Know	Total (N)
Tigray	3.1	50.0	40.6	6.3	32
Amhara	2.6	52.6	42.1	2.6	38
Oromia	3.0	63.6	30.3	3.0	33
SNNP	0.0	61.1	30.6	8.3	36
Federal, A/A	0.0	34.2	50.0	15.8	38
Total	1.7	52.0	39.0	7.3	177
Symmetric Measures					
	Value			Approximate Significance	
Nominal Contingency Coefficient	0.274			0.280	

2. Respondents in regions and at the federal level stated that the Ministry's missions and goals are understood by other stakeholders, including the private sector, NGOs, and donor communities (Table 5). This has been strongly disputed by the private sector, however (see section V on service delivery). A significant proportion of the respondents doubted that the communication has been effective.

**Table 5: Ministry's mission and goals are understood outside stakeholders (%)**

	No	Somewhat	Yes	Don't Know	Total (N)
Tigray	3.1	56.3	25.0	15.6	32
Amhara	5.3	50.0	18.4	26.3	38
Oromia	6.1	48.5	30.3	15.2	33
SNNP	2.7	45.9	32.4	18.9	38
Federal, A/A	2.6	39.5	28.9	28.9	38
Total	3.9	47.8	27.0	21.3	178
Symmetric Measures					
	Value			Approximate Significance	
Nominal Contingency Coefficient	0.185			0.898	

3. The assessment revealed that Ministry staff believe the Moa's mission and goals are realistic. Overall, 58% of the respondents agree that the mission and goals are achievable, but with strong inter-regional variation, ranging from a low 49% in Amhara to 67% at the federal level. Inter-regional differences in response are significant (Table 6). Staff commitment to mission

and goals appears to be positive, but a large proportion of the respondents remain uncertain suggesting the need to do more in communicating mission and goals.

**Table 6: MoA staff belief that MoA mission and goals are achievable (%)**

	No	Somewhat	Yes	Don't Know	Total (N)
Tigray	0.0	40.6	56.3	3.1	32
Amhara	0.0	48.6	48.6	2.7	37
Oromia	0.0	29.4	64.7	5.9	34
SNNP	2.8	38.9	55.6	2.8	36
Federal, A/A	0.0	15.8	65.8	18.4	38
Total	0.6	34.5	58.2	6.8	177
Symmetric Measures					
		Value		Approximate Significance	
Nominal Contingency Coefficient		0.338		0.037	

4. A significant proportion of the staff at the federal and in the regions believe that MoA strategies and work plans are aligned with the Ministry's mission and goals. Over 80% of the respondents at the federal level affirmed this. In the regions, this ranges from a low 51% in Amhara to a high 69% in Oromia. The average for the regions and federal is 66%, in contract to 31% who do not believe that the alignment was adequate (Table 7)

**Table 7: Strategies and work plans aligned with MoA mission and goals (%)**

	No	Somewhat	Yes	Don't Know	Total (N)
Tigray	3.2	32.3	64.5	0.0	31
Amhara	0.0	40.0	51.4	8.6	35
Oromia	0.0	31.3	68.8	0.0	32
SNNP	0.0	33.3	63.9	2.8	36
Federal, A/A	0.0	19.4	80.6	0.0	36
Total	0.6	31.2	65.9	2.4	170
Symmetric Measures					
		Value		Approximate Significance	
Nominal Contingency Coefficient		0.305		0.132	

5. Focus group discussions and key informant interviews in regions suggest that MoA leadership has communicated the GTP objectives and strategies to regional and kebele staff. In the regions, the GTP has been discussed at staff workshops by regional bureau leaders, process owners and department heads. Other senior MoA staff at the regional level was informed of the GTP in a series of workshops. The GTP/ATP were also communicated to other stakeholders outside of the BoAs. Across the board, there appears to be a sense of satisfaction among the senior staff in all regions and federal in the diffusion of GTP strategies and goals.

6. Interestingly, results from the questionnaires do not entirely correspond with this response; only 44% of respondents (at the federal and regions) are satisfied that the GTP/ATP strategies and goals have been communicated well to staff, compared to 31% who are not satisfied (Table 8). A sizeable proportion, 18%, said they do not know if the Ministry's GTP has been communicated effectively or not. The difference between regions is significant.

**Table 8: Communicating the Ministry's GTP/ATP to MoA staff (%)**

	No	Somewhat	Yes	Don't Know	Total (N)
Tigray	6.5	45.2	16.1	32.3	31
Amhara	19.4	27.8	25.0	27.8	36
Oromia	3.3	40.0	50.0	6.7	30
SNNP	5.6	27.8	47.2	19.4	36
Federal, A/A	0.0	17.1	80.0	2.9	35
Total	7.1	31.0	44.0	17.9	168
Symmetric Measures					
		Value		Approximate Significance	
Nominal Contingency Coefficient		0.469		0.000	

7. This partial success of the diffusion of the GTP/ATP agenda to staff is also captured by about 51% of the respondents in the regions and federal level doubting that staff actually understands the plans. Surprisingly, 71% of respondents in Tigray and 62% in SNNPR feel that the bureau staff are not well versed with the plans, compared to 37% at the federal and Amhara regions and 47% in Oromia (Table 9). This is supported by focus group discussions in Amhara and SNNPR regions, who affirmed that though MoA leadership introduced the GTP to process owners and other senior persons through workshops, many staff do not have a full comprehension of the plan. In Oromia, according to middle level officials and experts, the GTP was communicated to only a few selected BoA staff.

**Table 9: Ministry staff understanding of the GTP/ATP (%)**

	No	Somewhat	Yes	Don't Know	Total (N)
Tigray	3.2	71.0	9.7	16.1	31
Amhara	20.0	37.1	25.7	17.1	35
Oromia	6.7	46.7	40.0	6.7	30
SNNP	2.7	62.2	21.6	13.5	37
Federal, A/A	0.0	37.1	60.0	2.9	35
Total	6.5	50.6	31.5	11.3	168
Symmetric Measures					
		Value		Approximate Significance	
Nominal Contingency Coefficient		0.438		0.000	

8. At the district level, the understanding of the MoA missions and goals and the strategic objectives of the GTP/ATP is more generic. Validation data from district level interviews suggests that the regional bureaus have not been effective in communicating the GTP agenda to districts. It was noted that even though regions have defined the GTP and ATP for the next five years, it has not been adequately understood by district staff in both Amhara

and SNNPR. Data from SNPPR suggests that, while senior district staff were trained on the goals and objectives of the AGP, there was no similar training on GTP. Likewise, the bureau in Amhara region has not cascaded the GTP/ATP effectively to districts. A large proportion of respondents in Tigray and Oromia also doubt the effectiveness of the bureaus in communicating the AGP/ATP to districts (Table 10). In Tigray, district offices confirmed that the mission and goals of the BoA are well defined and understood by all staff, however information on the ATP has not been well cascaded to district and kebele levels. Some districts expressed concern that the plan and targets of GTP and the ATP were given to them from the top levels of the MoA, with minimal input from districts staff.

**Table 10: Ministry’s communication of the GTP/ATP objectives and strategies to districts (%)**

	No	Somewhat	Yes	Don’t Know	Total (N)
Tigray	3.1	31.3	53.1	12.5	32
Amhara	13.5	43.2	32.4	10.8	37
Oromia	9.7	25.8	64.5	0.0	31
SNNP	5.6	38.9	47.2	8.3	36
Federal, A/A	2.7	35.1	43.2	18.9	37
Total	6.9	35.3	47.4	10.4	173
Symmetric Measures					
		Value		Approximate Significance	
Nominal Contingency Coefficient		0.293		0.181	

- Needless to say, the leadership needs to do better cascading and deepening the GTP/ATP to their staff. A clear statement of the link between the GTP objectives and what it practically seeks to achieve over the remaining life of the plan needs to be articulated in terms which are easily understood by all staff. There is a general sense of what this is, but clarifying it in the light of experience to date will help inform and direct efforts.

The greatest capacity strength of the Ministry is the commitment of the staff, although this is not sufficient to effectively address the many practical challenges they face in executing the GTP/ATP. Districts are generally perceived to have achieved full ownership of the plan, but staff do not have a complete comprehension of the GTP and ATP, and some of them have never been trained in these plans.

A series of workshops is recommended for regional level staff to specifically articulate the link between the missions and goals and the strategic objectives of the GTP agenda in order to generate a unifying theme. The regional bureaus also need to be more proactive in organizing training programs at the zonal and district levels to cascade the goals and objectives. This will provide a common point of reference.

## ***II. Coordination and Communication***

The decentralization process has resulted in the structural reorganization of the Ministry's directorates and functions. As such, it provides an opportunity to look into the effectiveness of the functional relationship between the entities in terms of coordination, communication and reporting. The major findings are:

1. The organizational maps of the regional bureaus and federal MoA showed that there are complex models of processes, directorates, agencies and institutes. The MoA at the federal level has various structures organised as directorates and agencies. Some directorates do not have regional counterparts and are subsumed largely within the extension core process. One such directorate is Investment; it has no regional directorate; it is managed by the federal directorate through the regional Investment offices.

Another case of structural organization concerns cooperatives. At the federal level the cooperative agency is outside of the MoA structure. Cooperatives with loose structural linkage with the BoA/MoA are accountable to the Federal Cooperative Agency for reporting and other policy related issues.

The majority of the federal level directorates have loose functional linkages with core processes in the regions for programs and reports.

2. Besides processes and directorates, the sector has many other components, some under the BoA and others functioning fully or partially as independent entities. In all regions, regional research institutes are semi-autonomous in terms of managing their resources, but they disseminate technology and research finding through the BoA structures and are accountable to the BoAs.

Seed agencies have parallel structural linkages with the agricultural bureaus; however the linkage with the regional bureaus is more loosely defined. Both research institutes and seed agencies report to BoAs on programming matters while financial plans and performance reports are submitted to BoFED.

In Amhara, the input marketing agency is under the agriculture bureau whereas the output marketing is organized under the trader and transport bureau. In Tigray, input marketing has three structures – one, under the agriculture bureau and overseen by a process owner, another under the Tigray Agricultural Marketing and Promotion Agency (TAMPA) and run by a directorate independent of the bureau. A third is semi-autonomous, but overseen by the regional bureau of agriculture.

3. Coordination between the federal and regional bureaus and between regional bureaus and agencies and institutes is one of the most pressing areas for capacity building. Two-thirds of respondents from the regions and federal are not satisfied with coordination of different functions (Table 11). In Amhara, this proportion is 42% and in Oromia, 36%.

**Table 11: Coordination between sections in the MoA/BoA (%)**

	No	Somewhat	Yes	Don't Know	Total (N)
Tigray	6.3	31.3	62.5	0.0	32
Amhara	21.1	42.1	28.9	7.9	38
Oromia	6.1	36.4	54.5	3.0	33
SNNPR	8.1	35.1	51.4	5.4	37
Federal, A/A	13.5	27.0	54.1	5.4	37
Total	11.3	34.5	49.7	4.5	177
Symmetric Measures					
		Value		Approximate Significance	
Nominal Contingency Coefficient		0.270		0.304	

4. Even when many of the processes and agencies are subsumed under regional agricultural bureaus, some agencies, like marketing and cooperatives, still function independently. While this may enhance the effectiveness of each agency in service delivery, the data points to a lack of coordination between them. For example, in some regions improved seed and fertilizer are procured by agencies under the BoA; however inputs reach farmers late and in some cases in inadequate quantity. More than 50% of the respondents do not think that coordination between the various agencies and between regions and agencies is effective enough. Coordination between the various entities of the Ministry needs to be revamped, especially in Amhara and Tigray regions, where a sizeable proportion of the respondents rate coordination as “weak” (Table 12).

**Table 12: The MoA/BoAs' Capacity coordinating divisions (%)**

	Good	Fair	Weak	Total (N)
Tigray	21.9	53.1	25.0	32
Amhara	13.2	47.4	39.5	38
Oromia	52.9	41.2	5.9	34
SNNP	29.7	67.6	2.7	37
Federal, A/A	45.9	45.9	8.1	37
Total	32.6	51.1	16.3	178
Symmetric Measures				
		Value		Approximate Significance
Nominal Contingency Coefficient		0.414		0.000

5. The assessment also looked into the lines of authority, responsibility and communication and whether these are clearly defined and communicated to staff. A quarter of respondents are not certain if this is done effectively (table 13). This is understandable, given the

complexity of the institutional set of the MoA and the structural subordination of its semi-autonomous agencies.

**Table 13: Lines of authority and responsibility clearly defined and communicated to staff (%)**

	No	Somewhat	Yes	Don't Know	Total (N)
Tigray	3.1	31.3	65.6	0.0	32
Amhara	21.1	26.3	50.0	2.6	38
Oromia	2.9	17.6	79.4	0.0	34
SNNP	5.4	13.5	81.1	0.0	37
Federal, A/A	0.0	28.9	71.1	0.0	38
Total	6.7	23.5	69.3	0.6	179
Symmetric Measures					
			Value	Approximate Significance	
Nominal Contingency Coefficient			0.350	0.010	

6. Improving communication between directorates, processes and agencies and horizontally across all the entities is crucial for developing teams and sustaining common goals. The assessment revealed interesting and yet perturbing results. A large proportion, 38% of the respondents at the federal levels do not believe that leadership is effective in team building. In the regions, this ranges from 22% in Tigray to 32% in Amhara. If this proportion is combined with those who are not entirely satisfied with the leadership efforts to build teams, more than 70% in Amhara and 60% in Tigray and SNNPR feel that team building in the respective regions is not satisfactory; the average for the regions and federal would be 59% (Table 14). This justifies the need for building the leadership capacity in coordination and team building.

**Table 14: Team building capacity in the MoA/BoA (%)**

	No	Somewhat	Yes	Don't Know	Total (N)
Tigray	21.9	40.6	37.5	0.0	32
Amhara	32.4	40.5	24.3	2.7	37
Oromia	8.8	41.2	47.1	2.9	34
SNNP	5.4	59.5	29.7	5.4	37
Federal, A/A	5.4	37.8	54.1	2.7	37
Total	14.7	44.1	38.4	2.8	177
Symmetric Measures					
			Value	Approximate Significance	
Nominal Contingency Coefficient			0.347	0.019	

7. Communication between functionally loose structures at various levels of the MoA hierarchy in terms of data collection, information processing and reporting is daunting. At the regional level, woredas are closer to BoAs in their functional relationship and reporting of activities. In Tigray, woreda level reporting and functional linkages are defined on the basis of specialization. Elsewhere, however, district level structures are not aligned directly with BoA structures. Sector reports and plans from agencies and cooperatives at district level are, consequently, not aggregated and reported as stated by 56% of the respondents.

Approximately 27% of respondents regard this linkage “weak” (table 15). Reports, plans and other information sought by zones and regions are transmitted by telephone, where access is available, or else hand delivered to districts with a time lag of days or even weeks. Some districts in Amhara report to the region through cooperatives and unions. The drawback of this is that reporting lacks quality and accountability, as a FGD in Amhara region noted. Data loses its quality as it moves verbally from kebeles to districts for onward transfer to the regions. There is also no accountability and binding rules governing the accuracy of data and reports; there are no systems for verification either.

**Table 15: Linkages between regions and sub-regions in terms of reporting (%)**

	Strong	Fair	Weak	Total (N)
Tigray	9.4	62.5	28.1	32
Amhara	13.5	59.5	27.0	37
Oromia	24.2	51.5	24.2	33
SNNP	21.6	56.8	21.6	37
Federal, A/A	12.5	53.1	34.4	32
Total	16.4	56.7	26.9	171
Symmetric Measures				
	Value		Approximate Significance	
Nominal Contingency Coefficient	0.167		0.765	

8. According to senior managers, many of these deficiencies could be attributed to lack of infrastructure such as communication and other networking facilities. While the regional office is far better endowed with communication facilities, including internet, some zones and most districts have no access to electronic communication. However, experts and mid-level managers attribute communication failures to the lack of human rather than technical capacity. This is sourced to lack of skill and skilled personnel for data collection, compilation, benchmarking, data analysis and database management. Many districts, even those known to be “strong” have weak capacity to conduct baselines, design and implement projects and monitor impacts, outcomes and reporting. According to MoA respondents in Tigray and SNNPR, often one expert is responsible for all agricultural activities at district level. Training in data collection, collation and reporting across district level staff would improve the quality of data and reports. Access to information technology, where feasible, would make information available timely, and probably improve the quality of reports as well.
9. Regions are mandated to facilitate the work of zones and districts through technical and budgetary support even though zones and districts are functionally independent. The assessment suggests that the linkages between regions, zones and districts is “weak” in terms of planning activities, with 28% of the respondents affirming this while 52% stated the support to be “fair” and another 20% thought this to be “strong.” This response is consistent across all the regions (Table 16).

**Table 16: Linkages between regions and sub-regions for activity planning (%)**

	Strong	Fair	Weak	Total (N)
Tigray	25.0	53.1	21.9	32
Amhara	10.8	51.4	37.8	37
Oromia	27.3	54.5	18.2	33
SNNP	18.9	56.8	24.3	37
Federal, A/A	20.0	45.7	34.3	35
Total	20.1	52.3	27.6	174
Symmetric Measures				
	Value		Approximate Significance	
Nominal Contingency Coefficient	0.195		0.551	

Likewise, 42% of the respondents reported that regional BoA support to districts for planning is “weak”; another 43% felt this to be “fair” (Table 17). In terms of technical support, 56% considering BoA support to districts to be fair (Table 18).

**Table 17: Linkages between regions and sub-regions for planning (%)**

	Strong	Fair	Weak	Total (N)
Tigray	12.5	37.5	50.0	32
Amhara	8.3	33.3	58.3	36
Oromia	12.5	56.3	31.3	32
SNNP	22.2	47.2	30.6	36
Federal, A/A	18.2	42.4	39.4	33
Total	14.8	43.2	42.0	169
Symmetric Measures				
	Value		Approximate Significance	
Nominal Contingency Coefficient	0.238		0.256	

**Table 18: Linkages between regions and sub-regions for technical support (%)**

	Strong	Fair	Weak	Total (N)
Tigray	21.9	65.6	12.5	32
Amhara	10.8	75.7	13.5	37
Oromia	30.3	51.5	18.2	33
SNNP	35.1	43.2	21.6	37
Federal, A/A	26.5	44.1	29.4	34
Total	24.9	56.1	19.1	173
Symmetric Measures				
	Value		Approximate Significance	
Nominal Contingency Coefficient	0.270		0.094	

- The decentralization of decision-making on projects, staff and resource from the federal to the regions and from there down to districts is the result of a major organizational restructuring of the Ministry. Linkages between the different levels of the organization are loose and not working as well as they should be. A tremendous amount of capacity building work is required to make the MoA functionally efficient.

### ***III. Planning, Monitoring and Evaluation***

1. The planning directorate at the federal level supports all other directorates within the MoA with planning, coordination and follow-up of projects. It ensures that projects are coordinated and aligned with other directorates and institutes. The directorate is also mandated with annual reports, ensuring that planned activities are consistent with policies, strategies and goals of the MoA, and collecting data for benchmarking monitoring and evaluation purposes. Some directorates at the federal levels do not use planning, monitoring and evaluation process tools for decision making. Moreover, mid-level managers, including experts do not have training in and understanding of planning. Thus, processes and directorates in particular depend on the planning directorate more than others. This has major implications for program coherence, effective coordination, and timely reporting of progress.
2. The planning directorate also manages the annual planning cycle, collects and compiles plans from each directorate under the Ministry. In the process of executing this task, the directorate strives to work both with regional BoAs and other directorates and institutes. It collects relevant information from BoAs against GTP indicators and performance targets and reports to the Ministry and beyond. However, as senior management at the federal level noted, the planning directorate is loosely linked with regional BoAs and therefore faces immense problems in collecting information for planning, monitoring and evaluation purposes.
3. In contrast, most institutes and agencies have their own planning departments to support their programs and the capacity for planning, monitoring and implementation in these institutes and agencies is relatively strong. The Ethiopian Agricultural Research Institute (EIAR) and Early Warning, Food Security, for example, are equipped with facilities and skilled manpower and have strong planning and monitoring and evaluation units with standardized indicators supported by IT capability. In spite of this, even these fairly strong institutions would benefit from a capacity building program on M&E in particular.
4. At the regional level, the regional planning department provides leadership for working with zones and districts and all other departments, processes and agencies and structures. Senior persons in SNNPR noted lack of planning skill a major capacity gap cutting across all departments of the bureau, impeding effective programming. Regional plans in Amhara, Tigray and Oromia are prepared at the BoA level and communicated down to the districts. Ultimately, though, districts decide on targets based on their resources. In Tigray, a senior manager noted that while the plan prepared by the BoA sets the maximum potential targets to be achieved during the plan period, the district decides on

the actual targets. This kind of planning requires skilled manpower, as well as up-to-date data which is usually lacking in all regional BoAs.

5. Often, planning is not inclusive enough. Senior and mid-level managers from Food Security and Disaster Preparedness (FSDP) of SNNPR noted that often they are not consulted by the bureau in the development of sub-sector plans for disaster management, livestock and extension services. Inadequate staff consultation translates into weak ownership of plans and programs. More than 30% of the district level respondents are convinced that federal office and regional bureaus do not promote participatory planning, while respondents in Tigray and Amhara regions (45% and 32%, respectively) believe that district levels are only somewhat involved in planning (Table 19).

**Table 19: District level staff involved in planning (%)**

	No	Somewhat	Yes	Don't Know	Total (N)
Tigray	6.5	45.2	41.9	6.9	31
Amhara	18.9	32.4	43.2	5.5	37
Oromia	2.9	20.6	76.5	0.0	34
SNNP	2.7	21.6	75.7	0.0	37
Federal, A/A	5.4	29.7	62.2	2.7	37
Total	7.4	29.5	60.2	2.8	176
Symmetric Measures					
			Value	Approximate Significance	
Nominal Contingency Coefficient			0.347	0.020	

6. At the same time, monitoring and evaluation processes are not adequately built into the planning process, and managers are not required to measure progress against plans and budgets. Cross-cutting issues such as gender and the environment are not taken into account in planning, either due to non-existent or insufficient staff capacity to collect data and follow up outcomes. While over 50% of the respondents at the federal, Oromia and SNNPR levels, and approximately 30% in Tigray and Amhara feel that M&E is adequately integrated into the planning process, a sizeable proportion believe that the extent of this integration is not deep enough. The aggregate for the survey is 40%, while in Tigray, Amhara and Oromia, more than 42% of the respondents believe that monitoring and evaluation are only “somewhat” used for planning purposes (Table 20).

**Table 20: Use of monitoring and evaluation for planning (%)**

	No	Somewhat	Yes	Don't Know	Total (N)
Tigray	15.6	46.9	31.3	6.3	32
Amhara	16.2	43.2	29.7	10.8	37
Oromia	6.1	42.4	51.5	0.0	33
SNNP	5.6	38.9	52.8	2.8	36
Federal, A/A	8.3	27.8	55.6	8.3	36
Total	10.3	39.7	44.3	5.7	174
Symmetric Measures					
			Value	Approximate Significance	
Nominal Contingency Coefficient			0.282	0.239	

7. Over a third of the respondents (37%) from the federal and regions also indicated that information obtained from monitoring and evaluation is used to make adjustments to programs and plans. More than 40% of respondents from federal and regions said this is not the case. The corresponding response for Amhara region is 47%, for SNNPR 43%. Equally significant is that close to 20% of the respondents in Tigray and Amhara regions believe that bureaus do not use information from M&E to adjust plans and programs (Table 21).

**Table 21: Application of monitoring and evaluation to adjust programs and plans (%)**

	No	Somewhat	Yes	Don't Know	Total (N)
Tigray	19.4	32.3	45.2	3.2	31
Amhara	19.4	47.2	16.7	16.7	36
Oromia	17.6	35.3	41.2	5.9	34
SNNP	8.6	42.9	37.1	11.4	35
Federal, A/A	8.3	41.7	44.4	5.6	36
Total	14.5	40.1	36.6	8.7	172
Symmetric Measures					
			Value	Approximate Significance	
Nominal Contingency Coefficient			0.278	0.278	

8. Awareness of evaluation techniques and the relevance of evaluation for management purposes appear to be lacking. In Tigray, for example, program evaluation is routinely conducted by a committee, with limited experience and data. Hence, 50% of respondents in Tigray, 38% in Oromia and 29% in Amhara regions do not think that the bureaus undertake impact assessments systematically and periodically. The aggregate for regions and federal levels is 21%, while 37% of respondents believe that impact assessments are conducted regularly (Table 22). The capacity of regional bureaus to conduct project impact assessments needs to be strengthened through tailored training programs for targeted staff.

**Table 22: MoA/BoA undertake impact assessment (%)**

	No	Somewhat	Yes	Don't Know	Total (N)
Tigray	20.0	50.0	25.0	5.0	20
Amhara	23.8	28.6	28.6	19.0	21
Oromia	20.7	37.9	34.5	6.9	29
SNNP	20.7	27.6	34.5	17.2	29
Federal, A/A	20.8	12.5	62.5	4.2	24
Total	21.1	30.9	37.4	10.6	123
Symmetric Measures					
	Value		Approximate Significance		
Nominal Contingency Coefficient	0.336		0.207		

9. Monitoring and evaluation findings are not usually shared with staff and stakeholders. Thus, a sizeable proportion of the respondents, 22%, said results are not discussed with staff and stakeholders against 38% reported that they are somewhat shared. Inter-regional differences are significant; at the federal level 45% said the MoA shares monitoring and evaluation findings while in Amhara, only 11% believe this to be the case (Table 23).

**Table 23: Sharing monitoring and evaluation with staff and stakeholders (%)**

	No	Somewhat	Yes	Don't Know	Total (N)
Tigray	23.3	43.3	26.7	6.7	30
Amhara	38.9	30.6	11.1	19.4	36
Oromia	14.7	52.9	29.4	2.9	34
SNNP	11.4	45.7	25.7	17.1	35
Federal, A/A	21.1	23.7	44.7	10.5	38
Total	22.0	38.7	27.7	11.6	173
Symmetric Measures					
	Value		Approximate Significance		
Nominal Contingency Coefficient	0.361		0.011		

10. Validation discussions with key informants at district level suggest serious planning, monitoring and evaluation capacity gaps. Most districts have no standard systems in place to monitor program implementation; there are frequently no baseline studies. The monitoring reports generated by districts and then aggregated by zones for submission to the regions are based on simple, standardized templates.
11. District officials noted significant problems with the quality of data generated for planning from kebele,s resulting in either over or under projection of input requirements or area cropped, for example. At times, the input forecasts submitted by kebeles are much higher than actual farmers' needs or even the potential absorption capacity of communities. Kebele level staff collect data on area cultivated, crop production and

yields, input requirements, based on discussions with farmer group leaders. After aggregating farmer requirements for seasonal and annual inputs, kebeles submit an “indicative plan” to the district level for further aggregation and planning. It is apparent that districts do not have subject matter specialists to evaluate the data supplied by kebeles, and develop valid plans. Hence, planning data supplied by kebeles and aggregated by districts and BoAs show marked differences in quality.

12. The assessment suggests that, in order to improve the quality of the work, planning and M&E at the federal and regional levels needs to be strengthened. With more than 50% of respondents acknowledging this capacity inadequacy (Table 24), there is a need for practical training in planning, monitoring and evaluation. Introduction to IT-supported planning and decision techniques as a management tool could potentially enhance the efficiency of top level managers and experts. It is also important to link and integrate this type of training with other decision-making tools. Communication skills training could be another area worth considering for top level management and mid-level staff and experts.

**Table 24: Need to strengthen the Ministry’s capacity for planning, monitoring and evaluation (%)**

	Yes	No	Total (N)
Tigray	48.3	51.7	29
Amhara	47.2	52.8	36
Oromia	43.7	56.3	32
SNNP	45.5	54.5	33
Federal, A/A	41.7	58.3	36
Total	45.2	54.8	166
Symmetric Measures			
	Value	Approximate Significance	
Nominal Contingency Coefficient	0.140	0.912	

13. Training in M&E techniques such as baseline data collection, encoding, analysis, benchmarking, and the use of planning and monitoring tools for decision-making should be given to senior level managers. It may also be useful to complement the training with analytical techniques using software packages. The MoA institutes and directorates responsible for collecting data for monitoring purposes also need training in data management and information technology. Some institutes and directorates suggested incorporating risk management and scenario analysis in the design of training programs. It was suggested by others that training in project planning, management and execution would help MoA offices develop realistic plans and targets.
14. At the local level, data acquisition and maintenance is weak, and M&E is conducted in an elementary manner. Many district staff are not trained in planning, M&E, or computer literacy. This capacity gap should be addressed to improve the functioning of the system.

Such training could be offered on the basis of Training of Trainers (TOT) at the regional level and then cascaded to districts.

#### ***IV. Leadership and Management***

Leadership capacity is necessary to manage an office and program competently, to implement activities to achieve specific impacts. Leadership is also necessary to inspire individuals to develop and improve their skills as well their day-to-day work as well. Good leadership ensures that staff conduct business through existing systems, formal regulations and procedures. Specifically, leadership is associated with providing direction and clarity in pursuit of the Ministry's strategic goals and objectives regarding the growth and transformation plan. In this respect, there is generally a clear understanding of the strategic importance of effective leadership in achieving the broad and specific goals and objectives of the Ministry and those of the functional units.

Conversely, management is about operationalizing and administering the day-to-day function of an office or program. While leaders set goals and inspire people to work towards them, management is the machinery of the administration that makes it possible for goals to be reached. The distinction between the two roles is not clear cut, as most leaders are also managers. The assessment found that existing management systems at the federal and regional are clearly defined and inform management practices across the Ministry including semi-autonomous agencies and institutes. There is a consensus that management roles and responsibilities are also well understood by the staff at different levels of the Ministry. Nevertheless, the team identified a variety of leadership and management capacity gaps that should be addressed through a sustained program of capacity building:

1. Most senior leaders at the federal and regional levels are around 40 years old with varying years of work experience. Mean number of years of cumulative work experience (MoA and other) ranges from a low 15 years at the federal level to a high 23 years in Tigray. Experience at the Ministry also reflects this pattern with the lowest number of years of experience at the federal level (mean = 9 years) and the highest in Tigray, 18 years. The data show that most leaders are male, with Oromia reporting a ratio of 4:1 male to female employees in leadership positions. In terms of education, the vast majority of the have a first degree with Oromia leading with 71%; Amhara exceeds all other regions and the federal level with second degree and Ph.D. degree. Overall, however, Amhara has the lowest number of senior MoA staff with first degrees (Table 25).

**Table 25: MoA leadership profile**

	Tigray	Amhara	Oromia	SNNPR	Federal
Education (%)					
Diploma	9.4	5.3	8.8	0.0	0.0
First Degree	56.3	47.4	70.6	62.2	73.7
MSc/MA	34.4	36.8	17.6	35.1	21.1
Ph.D.	0.0	7.9	0.0	0.0	2.6
Gender (%)					
Male	87.5	86.8	79.4	89.2	86.8
Female	6.3	13.2	20.6	10.8	13.2
Experience and Age (Mean Yrs)					
At the Ministry	17.9	16.4	14.6	15.5	9.3
Elsewhere	9.9	8.3	12.5	12.4	8.6
Total	23.2	20.6	18.2	18.1	15.5
Mean Age	43.6	42.7	39.8	38.5	40.5

2. Most leaders/managers at directorate and institute level manage at least 20 personnel, including experts and technical personnel. The EIAR, for instance, has over 500 staff, of which the majority is support and research specialists. Some directorates like the Early Warning and Response Directorate have many staff, but the nature of the work demands different levels of skills to manage and coordinate the directorate's work down at district level in order to provide immediate responses to disasters and risks. Most top and mid-level managers at the federal level have strong technical background in crop, livestock, and other sub-sectors. Many have not been trained to enhance their leadership and modern management skills to back up their technical knowledge. Even amongst those trained skill gaps are evident for effective program design, coordination, team-building and performance management.
3. Likewise, senior managers in the regions have no formal training in human resource management and their institutional management capacity is often based on experience and instincts. Mid-level managers in Oromia, for instance, claim that management and leadership training is seldom given to the bureau personnel. This lack of training leads to indecision in key areas such as finance, budgeting and timely executing of projects. Corroborating this, one senior person in SNNPR said he would be reluctant to initiate immediate action on many programming and management issues as they arise, because he is not well versed of the guidelines, procedures and policies. Instead, he prefers to hold off on decision-making for a day or two of 'study' before making a decision.
4. Some experts at the federal level note that lack of coordination amongst subordinates and departments results in inefficiency. Although staff have TORs for the work they perform based on BPR, coordination is not given due attention. Most managers are bogged down with routine activities and do not have time to facilitate and lead the process.

5. Management capacity gaps are also observed in terms of staff management and supervision. Experts in at the federal level asserted that leaders in managerial position lack the capacity to identify weaknesses and strengths in their staff; they have not identified the skill gaps and types of trainings required for effectiveness, partly because they have no instruments or experience measuring performance.
6. Leadership in regions is provided by bureau heads and deputies supported by directors, process owners, and managers. At the district level, the agriculture office head provides leadership in implementing agriculture programs and delivery of services. Some of the persons currently in leadership roles have not been trained in leadership skills. In many cases, newly appointed leaders, not comfortable with their role, revert to indecision. A process owner in SNNPR noted that senior persons at his level sometimes find it difficult to make the quick decisions required by the government’s transformation strategy. He personally wants to be trained in management to effectively function as a leader as well as a trainer. He also wants to resolve conflicts, nurture team spirit and enhance their skills. Similar self-assessments were also made by mid-level managers in other regions as well.
7. Federal and regional bureau staff were asked questions regarding the management styles of senior leaders and managers and the responses were revealing. Responses showed that over 37% from all regions and federal believe that leaders effectively delegate responsibilities (said it was “good”), followed by another 27% who rated management delegation as “very good.” Only 19% of respondents rated the effectiveness of the practice as “fair” and another 11% ranked it as “poor” (Table 26).

**Table 26: Effectiveness of management delegating responsibilities (%)**

	Excellent	Very Good	Good	Fair	Poor	Total (N)
Tigray	6.3	34.4	28.1	18.8	12.5	32
Amhara	0.0	21.6	21.6	32.4	24.3	37
Oromia	8.8	20.6	41.2	20.6	8.8	34
SNNP	5.6	33.3	50.0	8.3	2.8	36
Federal, A/A	10.8	24.3	45.9	13.5	5.4	37
Total	6.3	26.7	37.5	18.8	10.8	176
Symmetric Measures						
	Value		Approximate Significance			
Nominal Contingency Coefficient	0.369		0.034			

8. Management is also about solving problems, and in this regard, 32% of respondents agreed that MoA leaders at the federal and in the regions are “capable” of solving problems promptly and objectively. In contrast, 21% ranked the leadership capability as “poor.” The difference in the responses between the regions and federal is significant (Table 27). Overall, MoA leaders scored low for their ability to motivate staff (36%

ranked this as “poor”), with Amhara region showing the least scores, where 58% of respondents feel that senior leaders are not motivating subordinate staff (Table 28).

**Table 27: Management competency in terms of solving problems (%)**

	Excellent	Very Good	Good	Fair	Poor	Total (N)
Tigray	0.0	3.1	56.9	18.8	31.3	32
Amhara	0.0	7.9	18.4	31.6	42.1	38
Oromia	9.1	9.1	42.4	27.3	12.1	33
SNNP	5.4	16.2	35.1	37.8	5.4	37
Federal, A/A	8.3	13.9	22.2	41.7	13.9	36
Total	4.5	10.2	32.4	31.8	21.0	176
Symmetric Measures						
			Value	Approximate Significance		
Nominal Contingency Coefficient			0.410	0.003		

**Table 28: Management competency in terms of motivating employees (%)**

	Excellent	Very Good	Good	Fair	Poor	Total (N)
Tigray	3.1	6.3	18.8	34.4	37.5	32
Amhara	0.0	5.3	21.1	15.8	57.9	38
Oromia	2.9	14.7	29.4	20.6	32.4	36
SNNP	2.8	16.7	44.4	16.7	19.4	36
Federal, A/A	8.1	10.8	27.0	24.3	29.7	37
Total	3.4	10.7	28.2	22.0	35.6	177
Symmetric Measures						
			Value	Approximate Significance		
Nominal Contingency Coefficient			0.346	0.087		

- Most respondents do not believe that senior MoA leaders have the necessary project management skills – 29% said it was “fair” while 21% thought it was “poor” with significant inter-regional differences. Again in Amhara region, 38% of the respondents thought that leaders are inadequately skilled for this task. They are also ranked low in other regions and at the federal level. Overall, only 34% of the respondents thought that leaders possess adequate (“good”) project management skills (Table 29).

**Table 29: Management competency in terms of project management (%)**

	Excellent	Very Good	Good	Fair	Poor	Total (N)
Tigray	0.0	9.4	28.1	37.5	25.0	32
Amhara	0.0	2.7	35.1	24.3	37.8	37
Oromia	6.1	21.2	36.4	30.3	6.1	33
SNNP	5.6	16.7	41.7	30.6	5.6	36
Federal, A/A	8.6	11.4	28.6	22.9	28.6	35
Total	4.0	12.1	34.1	28.9	20.8	173
Symmetric Measures						
			Value	Approximate Significance		
Nominal Contingency Coefficient			0.371	0.034		

10. Federal and regional bureau leaders are consistently ranked low for their presentation and communication skills. In Tigray, this ranged from 34% “fair” to 16% “poor”; at the federal level, 39% of the respondents thought that leaders have “good” presentation skills while 22% who scored them as “fair.” The aggregate response for regions and federal is 24% “fair” and 37% “good” (Table 30).

**Table 30: Management competency for presentation and communication (%)**

	Excellent	Very Good	Good	Fair	Poor	Total (N)
Tigray	3.1	3.1	43.8	34.4	15.6	32
Amhara	0.0	10.5	28.9	23.7	36.8	38
Oromia	8.8	23.5	38.2	20.6	8.8	34
SNNP	11.4	17.1	34.3	20.0	17.1	35
Federal, A/A	11.1	13.9	38.9	22.2	13.9	36
Total	6.9	13.7	36.6	24.0	18.9	175
Symmetric Measures						
			Value	Approximate Significance		
Nominal Contingency Coefficient			0.342	0.110		

11. The data revealed the need to strengthen human resource management at the bureau level, as part of the bureaus’ capacity development program. This corroborates with information obtained from experts and department heads in the regions who noted that bureaus, as a whole, underutilize their staff due lack of human resources management experience. Table 31 supports this view showing that only 28% of respondents score HR capacity as “good;” the majority score them either poor or fair.

**Table 31: Management competency in terms of developing human capacity (%)**

	Excellent	Very Good	Good	Fair	Poor	Total (N)
Tigray	0.0	6.3	28.1	43.8	21.9	32
Amhara	0.0	5.3	28.9	36.8	28.9	38
Oromia	5.9	17.6	29.4	26.5	20.6	34
SNNP	5.4	10.8	40.5	21.6	21.6	37
Federal, A/A	5.6	0.0	11.1	38.9	44.4	36
Total	3.4	7.9	27.7	33.3	27.7	177
Symmetric Measures						
			Value	Approximate Significance		
Nominal Contingency Coefficient			0.359	0.051		

12. The agriculture sector and its sectoral institutions are complex. High level managerial skills are required to make the system work productively. Managers and directorates have to be equipped with leadership and managerial skills through a program of targeted training and induction in order to build their competencies. Such training would cover topics like performance and process management; delegation of authority; transparency in leadership and management; and creating vision and a sense of urgency. Most senior management staff stressed that training in leadership management should not be taken for the sake of training; it should be practiced and post-training assessment in the efficacy and impact of the training should also be monitored. Moreover, the leadership should be able to provide on-the-job training to their subordinates through delegation, coaching and mentoring, among other options. Senior, mid-level and experts in focus group discussions stated that training in the past focused largely on technical subjects such as agronomy, seeds, machinery, soils, etc. The proposed training in “soft capacities” would complement this and build the leadership and management skills of senior persons.

## ***V. Human Resource Management***

Human resource management develops the key competencies that enable individuals to perform their jobs more effectively. It provides the platform and the incentives for individual development, potentially also satisfying the Ministry’s strategic objectives and goals. Leaders use human resource management to initiate and manage change. This needs assessment studied the MoA human resource management system, both at the federal and regional levels, to identify gaps for human and institutional capacity development. The major findings are summarised here:

1. Staff turnover, especially amongst qualified staff, is a frequent problem at the federal level, although this is not as severe as in regions. The problem is the most serious at the district level, while experts and process owners from regions and zones are also leaving the Ministry for better opportunities. This has several consequences for the implementation capacity of the regions and districts. Survey data suggest that (Table 32) the turnover rate is relatively “moderate” at the federal level, and in Tigray and Oromia

regions. Turnover appears to be a real problem in Amhara region with 52% of the respondents affirming this.

**Table 32: Staff turnover in the MoA and BoAs (%)**

	High	Moderate	Low	Total (N)
Tigray	38.7	51.6	9.7	31
Amhara	55.3	31.6	13.2	38
Oromia	26.5	58.8	14.7	34
SNNP	37.1	48.6	14.3	35
Federal, A/A	28.6	51.4	20.0	35
Total	37.6	48.0	14.5	173
Symmetric Measures				
	Value		Approximate Significance	
Nominal Contingency Coefficient	0.228		0.304	

- The average lifespan of a newly recruited staff is variable, depending on the department, but ranges from 2 to 4 years as observed in SNNPR. Many staff members leave the BoA after 2 years, while some depart after only 10 months. In Amhara, departure from the MoA occurs after 1 to 2 years on average, but it is not uncommon for district staff to leave in less than a year. In Tigray, the problem is more serious at district than at the bureau level. Early staff departure has a serious impact on the operation of the MoA - at any point in time most of the staff are new and require some sort of training. This has major consequences for the capacity of the organization to effectively execute the GTP.
- Respondents at the federal and regional levels made it clear that when salary levels and job satisfaction are low, staff retention becomes a problem. The general consensus from key informants and interviews is that staff members leave for jobs that offer better remuneration and benefits. Data presented in Table 33 show that more than 35% of respondents believe that staff departure is associated with lack of incentives, followed by 17% due to lack of good management, while lack of promotion accounts for 17%.

**Table 33: Main reasons for MoA staff turnover (%)**

	Lack of Incentive	Lack of Promotion	Lack of Good Management	Other	Total (N)
Tigray	25.8	32.3	29.0	12.9	31
Amhara	31.6	7.9	21.9	39.5	38
Oromia	25.0	12.5	12.5	50.0	32
SNNP	46.4	17.9	14.3	21.4	28
Federal	50.0	12.5	9.4	28.1	32
Total	35.4	16.1	17.4	31.1	161
Symmetric Measures					
	Value			Approximate Significance	
Nominal Contingency Coefficient	0.368			0.014	

4. While BoAs have guidelines for evaluating individual performance and rewarding hard working staff, the system does not guarantee staff promotion and salary raises based on performance. As such, a significant proportion of staff (30%) do not believe that federal MoA and the regional bureaus use performance-based criteria to appraise jobs (Table 34).

**Table 34: Performance based criteria for job appraisals (%)**

	Yes	No	Somewhat	Don't Know	Total (N)
Tigray	9.4	32.3	48.4	0.0	31
Amhara	23.7	39.5	34.2	2.6	38
Oromia	20.6	35.3	38.2	5.9	34
SNNP	17.6	32.4	47.1	2.9	34
Federal, A/A	41.7	11.1	30.6	16.7	36
Total	24.9	30.1	39.3	5.8	173
Symmetric Measures					
	Value			Approximate Significance	
Nominal Contingency Coefficient	0.347			0.022	

A large proportion of the respondents, 50%, do not believe that promotions and salary increase are based on performance. In Amhara and SNNPR regions, this proportion is over 57% (Table 35). Incentives for good performance are either inadequate or not given at all, resulting in a pervasive feeling of neglect by the staff. The government has recently started awarding prizes to the best performing Moa staff, but the selection process appears to be completely subjective.

**Table 35: Performance is related to job promotion and salary increases (%)**

	Yes	No	Somewhat	Don't Know	Total (N)
Tigray	16.1	32.3	51.6	0.0	31
Amhara	18.4	57.9	18.4	5.3	38
Oromia	14.7	55.9	17.6	11.8	34
SNNP	5.7	57.1	17.1	20.0	35
Federal, A/A	24.3	43.2	16.2	16.2	37
Total	16.0	49.7	23.4	10.9	175
Symmetric Measures					
	Value			Approximate Significance	
Nominal Contingency Coefficient	0.374			0.005	

The only available performance measurement is the recently launched “balanced score card” (BSC) based the Business Process Re-engineering (BPR) model. Information from key informants suggests that the BSC is not yet implemented across the MoA, and most managers are not certain how it would incentivize outstanding employees. Performance measurement and incentives derived from three interlinked processes: performance/efficiency, skill upgrading and motivation schemes. However, the lack of metrics in these triple areas creates a sense of frustration and is a major contributing factor for staff turnover at the federal level.

5. Most disturbingly, a significant proportion of MoA staff do not feel that they are motivated to work hard. This belief ranges from 61 to 63% in Tigray and SNNPR, respectively, to 42% in Oromia (Table 36). Staff turnover, due to lack of incentives and motivation, at both and federal levels is very high, making it difficult to retain and build on experienced gained.

**Table 36: Level of staff motivation (%)**

	High	Moderate	Low	Total (N)
Tigray	3.2	61.3	35.5	31
Amhara	10.5	28.9	60.5	38
Oromia	35.3	41.2	23.5	34
SNNP	20.0	62.9	17.1	35
Federal, A/A	28.6	48.6	22.9	35
Total	19.7	48.0	32.4	173
Symmetric Measures				
	Value		Approximate Significance	
Nominal Contingency Coefficient	0.391		0.000	

6. It was also observed that although bureaus have systems of personnel management, job descriptions are not documented or updated and there are no professional career paths. A significant 20% of the respondents have concerns about the need for human resource managers to update job descriptions (Table 37). Another 20% feel that job descriptions are not respected or applied (Table 38). This too, contributes to extensive turnover of personnel, not just experts and managers but also extension staff, resulting in lack of program continuity, and ineffective service delivery. Staff can stay longer and be more productive when they have clear and appropriate job descriptions. Clear, specified job responsibilities and relationships would most likely lead to higher performance and potentially better retention capacity.

**Table 37: Concern regarding updating job descriptions (%)**

	Yes	No	Somewhat	Don't Know	Total (N)
Tigray	45.2	19.4	29.0	6.5	31
Amhara	32.4	27.0	32.4	8.1	37
Oromia	32.4	20.6	47.1	0.0	34
SNNP	40.0	20.0	34.3	5.7	35
Federal, A/A	48.6	13.5	29.7	8.1	37
Total	39.7	20.1	34.5	5.7	174
Symmetric Measures					
	Value			Approximate Significance	
Nominal Contingency Coefficient	0.215			0.750	

**Table 38: Job descriptions respected and applied (%)**

	Yes	No	Somewhat	Don't Know	Total (N)
Tigray	35.5	16.1	41.9	6.5	31
Amhara	27.0	27.0	43.2	2.7	37
Oromia	33.3	21.2	42.4	3.0	33
SNNP	28.6	17.1	48.6	5.7	35
Federal, A/A	32.4	18.9	45.9	2.7	37
Total	31.2	20.2	44.5	4.0	173
Symmetric Measures					
			Value	Approximate Significance	
Nominal Contingency Coefficient			0.134	0.994	

7. Staff recruitment and deployment is handled directly by the human resource directorate and process, at the federal and regional levels, respectively. However, the MoA does not have a clearly defined staff development plan, although this is being worked out for the entire Ministry (Table 39). The human capacity of the Ministry should be commensurate with the organization's mission and goals. The survey indicates that 50% of the respondents observe weak linkages between these two elements. Some directorates and processes have not only inadequate number and skilled staff but the composition of their staff (technical, managerial and support) is incomplete. Training to update staff skills is a priority to building the capacity of the Ministry's professionals to deliver on their mandates.

**Table 39: Updating human development plans (%)**

	Always true	Frequently true	Seldom true	Never true	Total (N)
Tigray	3.4	3.4	72.4	20.7	29
Amhara	2.8	22.2	47.2	27.8	36
Oromia	2.9	32.4	52.9	11.8	34
SNNP	2.8	25.0	69.4	2.8	36
Federal, A/A	11.1	5.6	41.7	41.7	36
Total	4.7	18.1	56.1	21.1	171
Symmetric Measures					
			Value	Approximate Significance	
Nominal Contingency Coefficient			0.414	0.000	

8. Information from key informants suggests that MoA leaders do not organize regular training to staff especially in regions, zones and districts. Even when there is a budget for training, regional MoA leaders seldom undertake needs assessments or conduct training for staff capacity building and strategic objectives (Tables 40 and 41). In SNNPR, the bureau had organized only one training program for zone level specialists in the past three years, to which regional level experts were invited. Technical experts from the region organize capacity building trainings for zone level senior staff, but these are carried out on an ad hoc basis and are not organized specifically for district staff.

**Table 40: Budget allocation for staff training and development (%)**

	Always true	Frequently true	Seldom true	Never true	Total (N)
Tigray	6.7	20.0	56.7	16.7	30
Amhara	5.3	26.3	52.6	15.8	38
Oromia	17.6	26.5	35.3	20.6	34
SNNP	14.3	31.4	51.4	2.9	35
Federal, A/A	5.7	17.1	45.7	31.4	35
Total	9.9	24.4	48.3	17.4	172
Symmetric Measures					
		Value		Approximate Significance	
Nominal Contingency Coefficient		0.297		0.162	

**Table 41: Staff training based on needs assessment, personnel planning and strategic objectives (%)**

	Always true	Frequently true	Seldom true	Never true	Total (N)
Tigray	3.3	16.7	36.7	43.3	30
Amhara	2.6	18.4	42.1	36.8	38
Oromia	5.9	23.5	38.2	32.4	34
SNNP	11.1	25.0	52.8	11.1	36
Federal, A/A	2.8	13.9	33.3	50.0	36
Total	5.2	19.5	40.8	34.5	174
Symmetric Measures					
		Value		Approximate Significance	
Nominal Contingency Coefficient		0.291		0.188	

9. Limited training opportunities for skill enhancing are said to be additional reasons for staff turnover. Hence, some senior staff, including process owners and department heads as well as district agriculture heads, interviewed in SNNPR, Amhara and Tigray Oromia regions recommended repetitive training to retain staff. There is however reluctance across all the BoAs to recognize/acknowledge the knowledge staff have gained from training either by promoting and/or assigning new/additional tasks. Senior staff from the FSDP estimate that 30-40% of the staff it had trained have left the department. This figure may be higher than in the regions, but the fact is that staff leave the Ministry even after acquiring new skills and knowledge primarily due to a lack of opportunities to apply the skills and knowledge acquired (Table 42).

**Table 42: Rewarding staff trained (%)**

	Always true	Frequently true	Seldom true	Never true	Total (N)
Tigray	0.0	20.0	40.0	40.0	30
Amhara	5.3	18.4	34.2	42.1	38
Oromia	3.0	18.2	48.5	30.3	33
SNNP	8.6	25.7	48.6	17.1	35
Federal, A/A	2.8	8.3	36.1	52.8	36
Total	4.1	18.0	41.3	42.0	172
Symmetric Measures					
		Value		Approximate Significance	
Nominal Contingency Coefficient		0.321		0.234	

10. Often, the problem is also associated with how staff are utilized. This refocuses attention on issues previously discussed, such as, management systems and styles, and incentive systems. Professionals are sensitive to whether the jobs they are doing are meaningful and appropriate to their level of training. In cases in which trained professionals spend a considerable amount of time on administrative activities and "pushing paper," they believe they are not being used effectively. The assessment reveals the desire of technical staff to draw on their expertise and be involved meaningfully in the GTP agenda. In some cases, experts feel tied down with routine administrative tasks and or kept from their activities because of lack of resources for fieldwork. To the extent they are encouraged and supported to use their expertise to accomplish tasks they believe to be meaningful, they are more likely to stay with the Ministry longer and contribute effectively to the program.
11. Lack of transport and inadequate office infrastructure were both mentioned as major reasons for staff departure. This is not necessarily true for all regions, however. In Amhara region, for example, zones and even districts are relatively better endowed with transport and office infrastructure than, say, SNPPR, and yet staff retention is a major concern there as it is in other regions. Key informants from other regions noted that staff departure or longer retention in districts is more strongly related to performance rewards and job satisfaction than anything else. This suggests that, even when financial resources pose constraints to procure facilities and infrastructure, staff retention can be improved through better management and leadership practices.
12. Participants also indicated that staff do not seem to have trust on the values of training programs or staff think training programs are not relevant. Frequently, staff decide to accept or decline a training program based on extraneous factors such as per diem and other allowances. This problem needs to be addressed at both the design and implementation stages of training. Training relevance requires tying training to objectives

and activities of current and future programs, paying careful attention to placement (choice of training institution and program).

13. There is little documented information to accurately assess the magnitude of staff departure and their destinations. In trying to unravel this, the assessment team visited two international NGOs located in Hawassa and collected some interesting information. There was no hard data but the pattern appears to support the contention that many of the staff who leave Ministry jobs end up working for international NGOs. For example, a few years back SNV announced vacancies for 6 positions. Of the 60 applications received, over 90% were from either former or current MoA employees. Of the persons hired to fill the positions, five were from the MoA, one from the private sector. Another example comes from the NGO Goal Ethiopia, in which a large proportion of its field staff come from the public sector, many of whom from the MoA. The Goal Ethiopia deputy manager estimates that: (1) almost 100% of its community development workers at kebele level; (2) 90% of the supervisors for different sectors (health, education, agriculture) and (3) almost all the organization's current field coordinators were at some point employees of the public sector. Deputies and managers were also former Government staff. Information gathered from key informants suggests that departing personnel look not just for better opportunities for work but also improved quality of life. They look for better facilities, education and incentive packages for themselves and their families.
14. Validation in districts reinforces the findings from the federal and regions. Many districts report low staff retention and early staff departure. Some districts lose 3 to 5 staff annually, putting them in a position of constantly recruiting and training new staff. This means that many of the staff are new and possess limited experience to effectively execute the GTP. Some district level positions are also continuously vacant. In a situation where competent candidates are not identified at the district level, the recruitment process is handled by zones and regional offices and yet districts remain understaffed.
15. The capacity needs of the Ministry, both at the federal and regions are as complex as the sector itself. The challenge for the MoA is how to develop a human resource management system providing incentives, continuity and effectiveness. It was observed that although federal and regional bureaus have systems of management of personnel, staff do not score the leadership highly for human capacity development. When salary levels and job satisfaction are perceived to be low, when there are no professional career paths and when job descriptions are not updated and when training is not rewarded staff leave the Ministry for better remuneration and service packages.
16. Training, particularly to enhance management skills related to organization and human resources capacity building, is essential to upgrade the efficiency of top and mid-level

leaders. When organized well and followed up for effective use of the skills obtained, training could be an effective source of motivation for staff to remain on their jobs and contribute to the goals and strategic objectives of the Ministry. Some of the most important topics of training recommended include: performance management; applying performance standards and measurements; and disciplinary processes. Senior leaders would also benefit from training on essential communication skills, in order to ensure shared understanding and compliance, promote commitment; set tangible, performance focused objectives; and communicate and manage workflow.

17. It is also clear from staff views sought through various assessment instruments that a comprehensive strategy is required to strengthen capacity rather than ad hoc training and a loosely administered staff training policy. Selection for training needs to be more transparent. Also important is careful selection of trainee candidates, ideally targeting those who need training. Training should also be rewarded by assigning new responsibilities commensurate with skills and knowledge acquired. Human resource development strategies should include appropriate follow up with the trained personnel to place them where they are most needed and where they can contribute most effectively. The demand for training is so wide and cannot be met at one point in time; it should be a continuous process.

## ***VI. Service Delivery***

The Ministry of Agriculture offers services to stakeholders, including smallholders, NGOs, public sector (MOT, MoI), universities, professional associations and donors such as the WB, IFAD, AfDB. However, very few Ministry staff, especially in the regions, acknowledge and engage the agribusiness sector as a primary stakeholder and potential leader in agricultural transformation, although this was clearly articulated in the GTP.

1. The types of services provided to agribusinesses are often “technical” and “regulatory,” and oriented to “controlling” as opposed to facilitating. One technical service provided by the MoA is supplying basic seeds to commercial seed producers. Regional bureau experts also engage seed growers to ensure that the quality of seed produced meets standards they have set before the seed is diffused. The bureaus also provide farm-to-farm inspection for quality control and certification of the seed produced. With the formation of the seed agency, the MoA responds to only ad hoc requests from agribusinesses; much of the responsibility for providing technical and regulatory services is now with the semi-autonomous seed agency.
2. In exceptional cases, direct technical support is provided by bureau experts to the private sector. For example, the SNNPR bureau has supported the development of contract

farming in Kaffa where tea processors and exporters were linked in an out-grower scheme with tea growing cooperatives. Commercial tea farms, rather than developing their own plantations, were encouraged to buy tea directly from small farmers. In addition, the Kaffa zone regularly mobilised seasonal farm labor for commercial farms.

3. Similarly, through the arrangement made with the BoA, seed companies in Amhara were able to engage small farmers in contract farming. The Oromia bureau also provides similar services to seed growers through contract farming. Contract farming and out-grower schemes are the most attractive governance mechanisms for transactions in agribusiness value chains. A key feature of contract farming is that it facilitates backward and forward linkages that are at the cornerstone of market-led, commercial agriculture. It is attractive to small farmers because it is an effective model of agricultural organization to address many of the market linkages and access problems for smallholders. The scheme offers commercial farms with the opportunity to control supply while helping small farmers improve production standards. Linking small farmers with agribusinesses, therefore, should feature more prominently on the MoA's agenda in order to induce area shift to commercial crops and improve small farmer incomes and food security.
4. Regional bureaus also support coffee exporter unions with extension advices, especially in Sidama, Ghedio, Kaffa, and Bench Maji. In Tigray, the BoA provides some limited extension services and advice to horticulture (fruit) and vegetable growers. Overall, as regional chambers and agribusiness firms confirmed, partnerships between the private sector and regional bureaus of agriculture are generally weak, in some cases non-existent. Where there is a degree of partnership it is described as a top down, suggesting a weaker form of collaboration than true partnership.
5. This lack of recognition and collaboration by regional bureaus has many consequences for the expansion of the agribusiness sector. Regional chambers noted that private commercial farms do not have equal access as small farmers to the supply of improved seed and chemical fertilizer controlled by the MoA. Regional bureaus do not engage the agribusiness sector on a regular basis and, as a consequence, are not adequately informed of the constraints facing the sector. Very often, the information produced by bureaus is of little relevance to the agribusiness sector. As a consequence, the few large scale farms in the regions do not see the bureau as their partner. This has had a perverse effect on agriculture: for example, the productivity per unit land from some large farms is much lower than that obtained from small holder fields.
6. Aside from the private sector, the federal and regional bureaus of agriculture also partner with universities, professional associations, donors and international NGOs. Building linkages between agriculture faculties, professional associations, and agribusinesses is crucial to disseminating best practices and technologies. However, this linkage is

inadequately developed. Research and academic institutions of agriculture seldom re-examine their curriculum and reorient their teaching methodologies to produce graduates capable of leading agricultural transformation. Linking academic and research institutions with agribusiness in the agricultural value chain is not only useful for diffusing technologies but for sharing information on how such linkages can be nurtured and how partners can collectively work on priority areas of research. This was clearly articulated in two national dialogues that USAID-CIAFS sponsored – Haramaya dialogue and Addis Ababa round table in June 2011.

7. In contrast, regional bureaus have good collaboration with international NGOs such as the SNV on targeted value chain programs. SNV provides budgetary support to the SNNPR bureau to disseminate improved saplings of fruits. SNV also supports the bureau through a capacity building program for staff training, study tours, and best practices. In Tigray, MARET/REST and TDA all work with the regional bureau.
8. Chambers and sectoral associations in regions requested that USAID-CIAFS establish a regular forum where their members can engage MoA bureau officials and experts. Some of the directorates and process owners interviewed believe that their communication with the private sector is weak. Some use flyers, radios, workshops and forums to communicate with the private sector. They rarely use IT such as websites and electronic communications. Some institutes, like EIAR, use websites to monitor those accessing their resources and to also collect feedback. They organize annual consultative workshops to identify the needs of the private sector. Some directorates like Food Security, Early Warning, Extension and Investment conduct frequent communications with private agribusiness. However, their capacity to communicate regarding service provision to the private sector is limited.
9. The following were suggested by staff as potential capacity building instruments of federal and regional bureaus: training in communication and advocacy skills; training in modern communication skills; adult education and teaching methods; use of information technology and communication media; reporting skills and communicating to stakeholders; packaging information; addressing feedback from others; partnership skills; and stakeholder analysis.

## 7. CONCLUSION

Findings from this assessment reinforce those of the human resource directorate of the Ministry of Agriculture (see Hamle, 2003 Amharic version) where gaps were identified in the areas of leadership, project management, M&E, communication, change management, and performance management. Training and updating the leadership and management skills of senior and mid-level managers, directors and process owners as well as experts should constitute a priority for

the MoA as part of a strategy to enable its personnel to deliver on mandates under the GTP/ATP. Capacity building initiatives are also needed for better planning, reporting and M&E systems.

While capacity gaps are observed in all regions, there are nonetheless some variations between regions. Capacity gaps are more prominently evident at the district level where the GTP/ATP is implemented. Sustained training, exposure visits, planning and human resource system development can help in alleviating capacity constraints and be an effective source of inducement for staff to remain on their jobs and contribute to the goals of the Ministry. Results of the assessment and analysis of feedback from the workshop indicate that with improved organization and management the existing human resources could be effectively used for achieving the goals of MoA. Better human resource management, provision of incentives, and linking job description and roles and responsibilities with actual work performed will be the key for effective implementation of plans and policies. The Ministry could collaborate with local universities to shape curriculums and identify opportunities for delivering training to its staff.

Many institutions have the ability to design tailor-made courses for skills improvement which can be incorporated into MoA training needs. Considering long-term human resource needs, a partnership between the MoA and colleges and universities should be established to attract professionals into the agriculture sector (e.g., career forums, information dissemination). Allocation of resources for training would also help to fill new and emerging skills capacity gaps. Addressing the gaps requires a concerted effort over a long period. The assessment identifies not just shortcomings and challenges but also locates opportunities for enhancing the Ministry's capacity to implement the transformation program. In conclusion, rather than summarizing what has already been said, CIAFS has developed the major issues, gaps, and recommendations prioritized at the workshop into action plan. (please see in Annex 1).

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## **ANNEX 1: ACTIONABLE RECOMMENDATIONS BASED ON RESULTS OF THE NEEDS ASSESSMENT AND WORKSHOP**

The MoA has its own mission and goals, enshrined in the agricultural growth program and food security agenda. Following the agricultural led development strategy and based on the experiences gained from implementing PASDEP, the ATP has been conceived with the objective of strengthening the agricultural growth transformation plan. The five year ATP plan, derived from GTP, is crafted with multi-dimensional objectives and goals. Some of the objectives and goals are articulated as follows (MoFED, 2010):

- Encouraging private investment in the agricultural sector and provide better support for large scale agricultural investments
- Focusing on potentially productive areas, encourage farmers and investors to produce agricultural products for the market that can fetch better prices
- Continuing government investment and expansion of services in an effort to support the sector
- Ensuring food security at the family, regional and national levels.
- Increasing the sector's contribution to over-come foreign currency shortages.

In order to realize the objectives of ATP, targets for indicators were set at sub-sector level and by activity. The targets are also presented by region and aggregated at the federal MoA level<sup>1</sup>. The five year ATP plan has been adopted as a strategic plan to be implemented at federal and regional levels. While the MoA at the federal level oversees policy and strategic issues of ATP, each region is responsible for preparing and implementing its plan based on GTP. The ATP objectives and targets appear to be ambitious and in order to realize them a rigorous capacity building program is needed. The needs assessment and the follow on workshop were conducted in this spirit.

The workshop has proposed a series of recommendations. These consist of high-priority, short-to medium-term strategic initiatives (one year or longer) and immediate quick impact activities (less than one year) that will build the foundation for on-going capacity development as well as provide momentum for the process. Participants, including professionals from the MoA and the

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<sup>1</sup> Ibid

private sector were constituted into small groups along thematic areas and critically reviewed the gaps and recommendations presented by CIAFS. While there was a general consensus on the gaps and recommendations of the assessment, participants also recommended that there should be a mechanism to evaluate the relevance and effectiveness of training programs by gathering feedback from trainees and institutions. In the past, training was organized for the sake of training without obvious purpose and methodology to conduct post-training assessment and follow-up. This had several drawbacks. It was proposed that USAID-CIAFS needs to institute a system for follow-up and measure the effectiveness and sustainability of training delivered for capacity building.

## **1. Administrative Structure, Mission and Goal, Strategic Issues**

**1.1 Improving leadership skills and strategic performance:** This training should be provided to top and middle level managers at federal and regions to impart skills and raise awareness to enhance strategic performance and process management. As leaders and managers, participants asserted, one of our primary concerns and responsibilities is how to manage the performance of departments and directorates, including institutions. This presents a host of challenges ranging from managing support personal and professionals to ensuring that activities are implemented adequately and competently. This leadership and strategic performance training is specifically useful for managers who want a complete, practical and proven approach to the realities of performance management within their directorates and processes. The training would also enable trainees to understand key issues of team building and setting common goals and missions of their offices and developing approaches and plans to execute the GTP strategies and goals.

**1.2 Coordination and communication skills:** This training is proposed to improve and enhance the efficiency of horizontal and vertical linkages within and between entities (directorates, processes, etc) and the process of leading and managing organizations within the MoA. The training to be offered in this area will also help to address the skills needed to communicate and coordinate programs and activities between institutions and agencies, including entities outside the MoA but working on agriculture, such as universities and NGOs.

**1.3 Organizational management:** Training in this topic will help to understand how organizations should set strategies and priorities. It helps to cascade and communicate policies and strategies down to lower level of tiers. Such training should target top, mid-and-low level managers.

**1.4 Operationalizing the organizational structure:** This training is consistent with the civil service reform and enables senior managers/leaders to operationalize and systematically address strategic issues, targets and plans within the organization.

## 2. Planning, Monitoring and Evaluation

Monitoring and evaluation turned out to be a very important component of the leadership training to be provided on a demand-driven basis. The workshop rationalized the findings and prioritized the recommendations as follows:

**2.1 Sensitization workshop on PM&E:** It was recommended that the focus of M&E should, as a matter of priority, be on the creation of awareness at all levels of the hierarchy i.e. from the federal level down to woredas. In this sensitization workshop, it is anticipated that leaders will appreciate and understand the importance of M&E as a management and decision-making tool.

**2.2 Sensitization workshop on GTP mission, goals, objectives and targets:** Sensitization workshop is also considered important in communicating the GTP agenda and meeting its targets that the MoA is entrusted with implementing. Sensitization on GTP will enable to address the most pressing capacity gaps as the GTP is left with only 3 years of implementation. Understanding the GTP objectives and targets also enables to create a sense of urgency at all levels to effectively implement the ATP agenda of the MoA mandate.

**2.3 Study visits and tours for experience sharing and learning:** Managers across all levels felt that study visits and experience sharing tours focusing on setting goals, targets in planning and monitoring would empower them to adopt best practices and institute more efficient management systems. Countries suggested for visit are Thailand, South Korea, India, Botswana, China, Kenya and RSA, depending on the subject.

**2.4 Training in agricultural development planning:** This indicates training in basic planning tools and methodologies for project/program planning and preparation of training modules. This will lead developing realistic plans and harmonization of plans at all levels across the directorates.

**2.5 Harmonizing planning tools:** Training for capacity building in this area considers setting targets and indicators using planning tools like logframes to measure and document outcomes and inform management.

**2.6 Database, data collection and analysis:** The assessment identified a huge capacity gap in this area for efficient leadership and planning which was also confirmed by the participants at the workshop. Without database and information system, it is difficult to have a benchmark to monitor progress and inform plans and strategies. It is equally impossible to conduct a sound evaluation to determine impact if baseline data are missing. Hence, there is a need for training in database design and management, data collection, and analysis at all levels from federal to woreda. The training may target managers and concerned experts, as a matter of priority.

**2.7 Project cycle management:** Most leaders/managers while have technical skills in project management, they nonetheless lack sufficient experience and knowledge of project cycle management - feasibility studies, execution, administration, monitoring and evaluation. Training in these areas would enable managers and other senior persons to provide technical advice and services to potential investors to prepare viable projects and business plans. It is, therefore, imperative to provide training for managers, experts and planning officers at all levels of the hierarchy.

**2.8 Budgetary planning and management:** The gap observed in this area includes weak project/ program budgeting, financial management, administration, procurement and financial reporting. Often, there is a great discrepancy between budget allocation and performance. This deviation is explained in terms of implementation but is actually sourced to lack of skill in project planning and budgeting.

### **3. Leadership and Management**

General training in leadership and management and more specifically focusing on the following key areas would be indispensable to build the leadership skills of senior and mid-level managers.

**3.1 Performance management and implementation:** Leaders have noted lack of staff motivation is common problem because of one-fits all performance management system. Participants felt that the current PM performance, which is applied across the board in all directorates irrespective of their differences, is not appropriate; measurable indicators should be set for each directorate and training is needed to adequately fill the skill gap. The training needed may include the following:

- Understanding the role of performance management
- Applying different performance standards and measures
- Performance management vs. disciplinary processes

**3.2 Skills in decision making and problem solving:** The training should be impact oriented and evaluated as well. The assessment revealed that leaders and managers often lack basic skills to manage tasks and conflicts, coordinate efforts and solve problems in a supportive manner. Managers often focus on results and not on the process of each activity and, hence, they initiate interventions after the problem had already occurred.

**3.3 Presentation and communication skills:** Leaders are also not well versed with communication skills, including interactive skills, to effectively communicate horizontally and vertically and manage the day-to-day activities and staff. Their presentation skills to represent their organization and institutions are not strong either. Lack of transparency and indecision in part of leaders arise from lack of skill in communication and presentation. Hence, training is proposed to enhance communication skills, which may include:

- Setting rationale and justification (business case) for the process being implemented
- Present expectations, requirements, outcomes and objectives explicitly
- Check for shared understanding, compliance and commitment
- Setting tangible, performance focused objectives
- Managing timelines, feedbacks and workflows
- Clarifying agreements and expectations from all parties
- Presenting and communicating to stakeholders as well as within the organization

**3.4 Conflict management and influence:** Participants observed deficiencies in part of the leaders in utilising information, neutrality and consensus building for team work; often leaders revert to managing conflicts informally and through ad hoc groups rather than seek to unravel the causes of conflict by exerting their position and influence. Hence, leaders should be capacitated with management skills to handle conflicts, nurture teams and team spirit through training and study tours to countries that have experience in managing conflict, including inter-ethnic conflicts over resources.

**3.5 Coordination, team building and managing staff and programs:** The workshop recognized leaders lack skill in managing and coordinating staff and programs. The workshop recognized that best performing staff often lack incentives for their hard work as they shoulder the burden of providing cover for others. Leaders lack understandings and feeling of program ownership; they are also not promoting participatory planning of programs and projects. Training for leaders in human resource planning and management is an important recommendation made by the workshop participants. Some of the critical areas for capacity building through training may include the following:

- Identifying and strengthening teams
- Understanding motivational triggers (individual and team )
- Identifying hard working individuals and empowering/rewarding them through recognition, challenges, delegation and demonstrating that they contributions are valued
- Managing success, reviewing progress and rewarding successes

#### 4. Service Delivery

This includes direct technical support by bureau experts to the private sector, including small-scale farmers. Some of the secondary stakeholders are agribusinesses, NGOs, public sector, professional associations, universities, donors, etc. Capacity gaps are identified in the following key areas:

**4.1 Information management capability:** Database, baseline data, promoting the use of web- based automated systems, information infrastructure development – hardware & software - basic communication skills and techniques to service the private sector. This infrastructure can be developed by bureaus but it is also possible to learn lessons from institutions that have instituted better systems and practices.

**4.2 Reporting skills:** Well-designed reporting systems (who is doing what and when, which format to use), application of hardware and software facilities, establishing and operationalising database systems, training in reporting (progress, monitoring, events, etc.) and the use of multi-media techniques will enhance skills and objectivity and improve the quality of reports.

**4.3 Stakeholder analysis and customer service:** MoA institutions lack capacity to identify needs and deliver demand-driven services to stakeholders. It is hence important to provide training on service delivery skills to address customer demands and expectations effectively and timely. Such training is expected to include, concept of service delivery, assessing and projecting potential demands for services, stakeholder analysis, feedback collection, etc and reengineering responses.

**4.4. Advocacy, negotiation and influence skills:** Most managers and leaders do not have skills to dialogue and negotiate with the private sector, including donors, to influence and to forge collaboration and coordination. Practical training is required in these areas to impart knowledge and skills to leaders. It may also be important to organize study tours to selected countries to gain advocacy and negotiation skills. Study visits may also be used to good effect to

acquire skills for resource mobilization, networking, project coordination, forum management, forging private –public partnership, and linking local agribusinesses with international investors and forging technology transfers.

**4.5 Non-pedagogical adult learning skills:** Most communications are between the MoA structures but communications with outside stakeholders is also a day-to-day practice. Special skills are needed to disseminate and communicate innovations and best practices as well as deliver services to adults. Such skills are different from the conventional knowledge gained from classroom learning. The vast majority of stakeholders for the MoA are adults and hence experts, process owners and technologists would benefit from training in communication for effective transfer of technologies and best practices.

**4.6 Strengthening contract farming and business partnership:** Contract farming is the most important emerging area for technology transfer and product marketing in the country, benefitting both small farmers and the agribusiness sector. Ad hoc trade agreements are replaced by co-ordinated commercial relations between small farmers and other actors through vertical integration of the agricultural value chain, but as this assessment revealed, there are no standard guidelines and legally binding frameworks. Commercial farms make simple, informal production contracts with farmers or a group of farmers on a seasonal basis with a likelihood of default by either side. Contract modalities are also not developed in the country, as information from the Federal Investment Directorate suggests. Hence, basic training on contract farming for MoA and agribusiness communities is a prerequisite for the development of sustainable contract farming. Study tours to South Asia and some African countries to learn best models of contract farming would also help design legally binding contracts.

**ANNEX 2: INDICATIVE WORK PLAN BASED ON NEEDS ASSESSMENT AND WORKSHOP**

Subject/Area	Year 1- 2011/Quarters				Year 2-2012/ Quarters				Year 3-2013/ Quarters			
	1st	2nd	3rd	4th	1st	2nd	3rd	4th	1st	2nd	3rd	4th
Leadership and management <ul style="list-style-type: none"> <li>• Institutional</li> <li>• Human resource management</li> </ul>				x	x		x	x	x		x	
Planning, monitoring and evaluation Sensitization on planning and GTP goals Planning, project cycle, project management and feasible and viable projects				x	x		x		x			
Service Delivery					x	x			x	x		
Cascading leadership training- region				x	x		x		x			
Study tours and experience sharing Best practices in private extension services and contract farming Best practices in planning and managing agri. transformation MoA extension services and technology dissemination Best practices in input delivery Best practices in conflict management				x	x	x			x	x		
Forging public-private partnership (PPD) dialogue/ forums						x		x		x		

### ANNEX 3: WORKSHOP PROPOSED ACTION PLAN BY THEMATIC SUBJECT

#### Annex 3a: Structure, Mission, Goal & Organizational Mapping

No	Recommendation	Proposed Action	Level (Federal, Regional)	Targeted Staff	Time line
1	<b>Leadership training</b>				
	Improve leadership skill in				
	1.1 Strategic performance and process management	Awareness creation	Federal & Regional	Directors & Deputy Heads	November 2011
	1.2 Team building & setting common goals 1.2.1 Mission, vision (MoA) Strategies & goals GTP/ATP (Region), 1.2.2 Planning methodology, etc.	Training	Federal & Regional	State Ministers, Bureau Heads, Directors, Deputy Heads, Senior Experts	February 2012
2	<b>Coordination</b>				
	2.1 Improve Vertical & Horizontal Linkage	Training	Federal & Regional	State Ministers, Directors, Bureau Heads, Deputy Heads	March 2012

	2.2 Improve Communication System & Skill	Module development & training (hire consultant)	Federal & Regional	IT, M&E, planning & programming, public relation personnel	April 2012
<b>3</b>	<b>Organizational Management</b>				
	3.1 Enhance Strategic Thinking & Priority Setting Training	Federal & Regional	State Ministers, Directors, Bureau Heads, Deputy Heads	two days	April 2012
	3.2 Cascade Strategies down to lower level Develop methodology /Hire consultant	Federal & Regional	Directors, Case Team Coordinators & Deputy Heads	a-two-day workshop	May 2012
<b>4</b>	<b>Organizational Structure</b>				
	4.1 Apply BPR & BSC according to Design where it is not implemented	Identify gaps with Reform Directorate	Federal & Regional	Reform Directorate	January 2012

**Annex 3b: Planning, Monitoring and Evaluation**

No.	Recommendation	Proposed Action	At what level? Regional/Federal	Targeted Staff	Timeline
1	Sensitization workshop on PM&E	Plan workshop	Federal	State Ministers Agency Heads Agency Deputy Directors at the Federal	End of September
2	Sensitization workshop on GTP process and implementation	Plan workshop	Regional bureau Zones Woreda Invite Federal	Planning heads and experts Work process heads Heads and planning experts	Mid of October
3	Training on Agricultural Development Planning	Training Module preparation including all planning tools	Federal and Regional	Top and middle management	End of October
4	Holistic and Harmonized M&E system	System designing and development	Federal and regional in consultation with lower levels	Planning Officers	Mid of November
		Training on the M&E system	At all levels	M&E Officers Management and planning staff at all levels	December

5	Data Collection and Analysis	Methodology development Training material preparation Automation (IT) Networking	At All levels with special focus on analytical capacity at federal and regional level	PM&E officers Development Agents	End of January
6	Project cycle management	Training on identification, design, implementation, M&E, impact assessment	Federal & Regional	Planning officers Management Directors Finance officers	October
7	Budgetary planning and management	Training on program budgeting, financial management and administration	Federal and regional	Finance officers at all level Planners Top and middle management	
8	Experience Sharing on best practices	Locally (among regions)	Federal & regional	Top and middle management	September to January
		External ( countries which have best practices in agricultural transformation like India, China, Botswana, Kenya ,etc.		Experts-Change agent	
	General Comment				

**Annex 3C: Leadership and Management**

<b>No</b>	<b>Recommendation</b>	<b>Proposed Action</b>	<b>At what level? Regional/Federal</b>	<b>Targeted Staff</b>	<b>Timeline</b>
1	<b>Leadership Capacity</b>	Huge gap and high priority area; leadership training is required at all levels	Federal, Regional, zonal and district	State Ministers Agency Heads Institute heads Directors at the Federal	May 2012
2	<b>Performance management and Implementation</b>	Study tours to countries which very good development status. Eg South Korea ,Thailand, India (far east countries)	Federal MOA, Regional bureau Zones Woreda Invite Federal	Planning heads and experts Work process heads, directors Heads and Planning officers	December 2012
3	<b>Leadership, Management Skill</b>	Trainings on attitudinal change, leadership qualities	Federal and Regional, Zonal	Top and middle management	January 2013
4	<b>Staff utilization</b>	Provide proper and practical training to;	Federal and regional , zones	Human resource managers, directors	
5	<b>Incentives and motivations to attract talent and retain staff</b>	Training Training material preparation	At All levels with special focus on federal and regional levels	Human Resources directorate Top managers Experts	End of January
6	<b>Skills and decision making and problem solving</b>	Training on decision making skills related to problem solving	Federal & Regional	Human resource managers Management Directors Institute directors	July 2012

7	<b>Conflict management and influence</b>	Cause of the conflict should be identified, leaders should be capacitated in conflict management skills training and study tours to countries which have experience in conflict management including tribal conflict management	Federal & Regional, zonal	Top and middle management Pastoralists Land use directorate	June 2012
8	<b>Coordination team building and managing staff and programs</b>	Team building training	Federal & regional	Top & middle management Experts-Change agent	August 2012
	<b>General Comment</b>	Collection of feedback on the impact of training on performance Identification of benchmarking for performance management Follow-up plans and evaluations of the relevance of training Refreshment through training on regular bases			

**Annex 3D: Service Delivery**

<b>Recommendation</b>	<b>Proposed action</b>	<b>Level</b>	<b>Targeted Staff</b>	<b>Position</b>	<b>Priorit y</b>	<b>Timelin e</b>
Information management capability	Database, base line data Establishment web based Automated system Information infrastructure development – both hardware & software	All levels	Planning (Socio-economy staff, GIS), IT	All positions	1	1 month - 3 months
Basic communication skills and techniques - Reporting skills - Use of multi-media and presentation skills	Well-designed reporting system Hard ware and software facilities Establish database system	All Level	Planning - Public relation, audio-visual people - Investment coordinate team	Planners, PRs, Audio-visual people & Investment coordination team	2	1 month
Stakeholder analysis and customer service	Training on proper service delivery Study on the Service demanded Set appropriate structure	All Level – more at lower level	Development Agents Woreda – Extension experts Woreda – Land administration	Expert level	3	1 month
Advocacy skills and influence	Training on porper service delivery Study on the service demanded Set appropriate structure	All Level	Leadership & Management	Bureau heads, Deputies, PRs	4	1 month
Non-pedagogical adult learning skills	Exposure visit Undertaking technology demonstration Training	Woreda & Kebele Level	Development Agents Woreda – Experts	Heads	2	10 days
Perception of major	Attitude change by awareness creation	All Level	Heads of	Heads	3	1 month

Stakeholders	Awareness creation on the roles the stakeholders should have for GTP		different level			
Forging Public-Private-Partnership	PPDF: Public Private Development Forum Training in Advocacy & Networking	Higher Level	Bureau heads, Directorates	Heads	5	1 month
Collaboration and Coordination with NGOs and donors	Knowledge transfer & Experience sharing Fund raising Networking Separate project coordination unit Forum – NGO & GO	All Level	Planning, Project	Expert	1	1 month
Contract farming	Training Awareness creation Market creation & linkage Standardization Separate contract farming facilitator unit Extension Quarantine service Market extension	All Level	Leadership & management	Heads & Directorate	1	1 month