

**RESTRUCTURING THE
UNITE DE POLITIQUE
AGRICOLE IN SENEGAL**

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ACRONYMS

FAO	Food and Agriculture Organization
GOS	Government of Senegal
MOA	Ministry of Agriculture
MOF	Ministry of Finance
NGO	Nongovernmental Organization
PAD	Policy Analysis Division of the Unité de Politique Agricole
PPD	Projects and Programming Division of the Unité de Politique Agricole
UPA	Unité de Politique Agricole, the Agricultural Policy Unit of the MOA
UPE	Unité de Politique Economique, the Economic Policy Unit of the MOF

EXECUTIVE SUMMARY

This report assesses the Unité de Politique Agricole's (UPA) effectiveness in carrying out its responsibilities with respect to the formulation and implementation of agricultural policy, and recommends certain institutional changes to help improve its performance

The main finding is that, with the exception of its policy analysis functions, the responsibilities of the UPA were well defined when it was first created in 1990. However, the overall mission statement lacks clarity, and there is a general lack of organization that is preventing the unit from effectively carrying out its responsibilities. The unit is divided into three sections, but the individual sections have no clearly stated objectives nor annual workplans

The specific findings and recommendations of the report are as follows

- 1 The mission statement should be revised to emphasize that the UPA is responsible for overseeing both policy formulation and policy implementation, starting with the analysis on which agricultural policy formulation is based and continuing through policy impact monitoring, the monitoring of ongoing projects, and the design of new projects
- 2 The UPA should shift from responding to the needs of the minister and donors in an ad hoc manner, to focussing its activities on the achievement of the government's overall agricultural policy objectives. At the present time these stated objectives are 1) an increased growth rate in agricultural production, 2) increased food security, 3) increased rural incomes, and 4) improved natural resource management. All of the UPA's activities should be related to overseeing the government's progress in the achievement of these objectives
- 3 Achieving the above objectives depends, first and foremost, on the government's economic policy framework as it affects the agriculture sector and, second, on the development impact of the Ministry of Agriculture's programs and projects. The report recommends that the UPA be restructured in line with these two aspects of policy implementation. This implies reorganizing the UPA into two new sections: the Policy Analysis Section (PAS) and the Projects and Programming Section (PPS)
- 4 The overall mission of the Policy Analysis Section would be to provide the Ministry of Agriculture with an in-depth comprehension of how the agricultural sector functions in a market-based environment and how it is affected by the government's overall economic policy framework as spelled out in the Structural Adjustment Program and

the Agriculture Sector Adjustment Program To carry out this mission, the section would require a small number (three or four) of highly trained and experienced economists These economists would analyze the impact of the government's agricultural policies on the performance of the agricultural sector and, more specifically, on the achievement of the four strategic objectives stated above

- 5 The overall mission of the Projects and Programming Section would be to assure that the Ministry's programs and projects contribute effectively to the overall strategic objectives It should be the responsibility of this section to set quantified strategic targets to which the ministry's portfolio of projects and activities contribute, then to monitor the identification, design and implementation of these projects to assure that each project contributes measurably to the strategic targets

The report makes specific organizational and procedural recommendations for carrying out these responsibilities The most important recommendation is that the Ministry of Agriculture projects be divided according to implementing organization, and that the projects of each implementing organization be assigned to a PPS staff member That staff member would be responsible for monitoring the performance and development impact of each ongoing project, overseeing the design of any upcoming projects, and programming the government's budgetary contributions to each ongoing or new project

- 6 Finally, the report recommends that the above changes be undertaken in very close coordination with all of the technical directorates and autonomous agencies of the Ministry of Agriculture, as well as with key sections of the Ministry of Finance The UPA, with its small staff, should be perceived as the focal point for policy formulation and implementation in the Ministry It can carry out its mission only if the implementing bodies of the ministry and policy and programming sections of the Ministry of Finance understand its functions and agree to establish effective working relationships

The final section of the report presents an action plan for carrying out the proposed changes along with assigned responsibilities

INTRODUCTION

The Unité de Politique Agricole (UPA) in the Ministry of Agriculture (MOA) was established in 1990 by ministerial decree for the purpose of overseeing the implementation of policy reforms affecting the agriculture sector. Prior to 1990, policy analysis in the MOA was performed by a team of four persons reporting directly to the Minister, but as the policy reform process expanded and became a critical element of foreign aid programs, donors urged the MOA to create a stronger unit able to conduct independent policy analysis, track policy implementation, and provide a central point of contact for policy negotiations. This led to the establishment of the UPA.

According to the decree creating the UPA, its mission is to "assist the Minister in the implementation of agricultural policy, including 1) the formulation and evaluation of rural development policy, 2) the design of agriculture projects, and 3) the monitoring of project implementation. To carry out this mission, the decree called for the establishment of three technical sections within UPA with responsibilities as follows:

- **Strategy and Planning Section** analysis and formulation of rural development policy, and planning and definition of policy implementation strategies,
- **Project Preparation Section** the identification, design and appraisal of MOA projects, and
- **Programming and Monitoring Section** monitoring MOA project implementation and other MOA development activities, and programming MOA funds for development projects

These three sections currently have a combined staff of 14 technical personnel, mostly agronomists. Each section is headed by a section chief who reports to the UPA Director. The UPA also includes a Finance and Administration Section, a Documentation Center, and a Director of Human Resources.

The purpose of this consultancy is to assess the appropriateness of the UPA structure and staffing for carrying out its mission, and recommend institutional changes to increase its effectiveness in the formulation and implementation of agricultural policy. In preparing this report, the consultant reviewed documents prepared by UPA, discussed the tasks performed by the UPA in depth with all of the available UPA staff, and interviewed UPA "clients", including senior managers in the MOA, the MOF, and public sector corporations in the agriculture sector. At the completion of the field work, preliminary findings were presented and discussed with the UPA Director and staff. Their comments and suggestions have been incorporated in this report.

THE EXISTING SITUATION

The UPA was created in 1990 but did not become fully operational until 1991. By then, the UPA had recruited its three section chiefs and much of its staff. Each section was assigned responsibilities as provided for in the ministerial decree. In 1992, a consulting firm hired by the UPA prepared a highly detailed procedures manual for carrying out all of these functions.

In practice, the UPA has evolved from a unit responsible for policy formulation and implementation to one responsible for carrying out ad hoc tasks important to the Minister and major donors. Until recently, the UPA was headed by an influential director with close personal ties to the Minister and many of the major donors. Although each section was generally expected to carry out its defined policy-related responsibilities, a higher priority was to assure adequate staff support for the director in his roles as senior policy advisor to the Minister and main point of contact with donors. Instead of carrying out its policy formulation and implementation responsibilities according to set workplans, the staff has been mostly performing short-term tasks assigned by the director.

This has had the effect of redefining the UPA. The unit now consists of a director who is the senior policy advisor to the Minister, supported by a competent, motivated and well equipped technical staff. Their workload depends to a large extent on the priorities of the Minister and the major donors. At any given time, individual UPA staff may be asked to take the lead or participate in the preparation of policy or strategy papers, project identification or design missions, policy impact studies, the preparation of reports for donor meetings, or the preparation of briefing papers on key inter-ministerial issues affecting the MOA. Work assignments bear little relation to the responsibilities of the separate sections or the position description of individual staff. The director often assigns the work to individuals, without going through the section chiefs, according to who has most recently worked on related issues.

At present, over fifty percent of UPA staff time is spent on these ad hoc tasks. This is the main reason that the UPA has done very little of the policy formulation and implementation work called for in the ministerial decree. Another reason, however, is that the UPA is not organized to carry out these functions. The three sections do not have clearly defined responsibilities, objectives, procedures, and workplans. When they are not performing ad hoc tasks, the sections carry out their ongoing responsibilities in a non-systematic way with no clear sense of direction. Policy papers are prepared on demand, UPA staff participation in project design follows no set pattern, and there is little systematic tracking of project implementation or programming of ministry resources for development projects. At the ministry level, there are no effective linkages between the UPA and the directorates to assure that the information needed by the UPA is received and the products generated by the UPA are disseminated in a form that is useful to the directorates.

For the UPA to carry out its policy-related responsibilities as originally intended, three basic changes are needed. First, ad hoc tasks currently being performed by UPA staff should be reassigned to other units within the ministry. Second, the UPA's specific responsibilities should be more clearly defined, and each section should be reorganized to carry them out. Third, effective work linkages should be established between the UPA and the directorates.

PROPOSED INSTITUTIONAL CHANGES TO INCREASE UPA EFFECTIVENESS

The following institutional changes are needed to increase the UPA's effectiveness in the formulation and implementation of GOS agricultural policy.

Revise the Mission Statement

The ministerial decree creating the UPA includes the following mission statement: "assist the Minister of Agriculture in the implementation of agricultural policy by 1) formulating rural development policy, 2) designing development projects, and 3) monitoring project implementation." This statement has the shortcoming of assigning three areas of responsibility without showing why they are necessary to the achievement of the overall mission.

A more useful and accurate mission statement would be

"to assist the Minister of Agriculture in *formulating* and *implementing* agricultural policy. The formulation of agricultural policy includes policy analysis, evaluating the impact of policy reforms, and preparing policy papers. Policy implementation will include the preparation of MOA strategy and planning documents, the design of development projects, the monitoring of project implementation, and the programming of ministry resources for agricultural development projects."

This mission statement differentiates between policy formulation and policy implementation, and emphasizes the UPA's responsibility for overseeing all aspects of agricultural policy beginning with the analysis of policy issues, to the preparation of policy, strategy and plan documents, to the design of projects that follow from those strategies and plans, and ending with assuring the effectiveness of the projects being implemented. On the basis of this mission statement, UPA responsibilities can be detailed, and the UPA can be organized to carry them out.

Reorganize UPA in a Manner Consistent with its Overall Mission

There is no definitive way to organize the long continuum of activities that range from the initial analysis of policy issues to the ex post evaluation of development projects. One logical and easily implementable approach would be to differentiate between the activities that relate

exclusively to policy formulation and those that relate exclusively to policy implementation. This would divide the UPA into two separate divisions. The Policy Analysis Division would be responsible for all of the activities contributing to the formulation of policy. The Projects and Programming Division would be responsible for the design and implementation of MOA development activities that follow from the established policy. Each division would be headed by a division chief who would be responsible for assuring that the division had a clear workplan and achieved its stated objectives. Many activities such as the preparation of strategy and plan documents would be the joint responsibility of both divisions and would be prepared by ad hoc task forces made up of staff from both UPA divisions as well as staff from concerned directorates and public corporations.

Specify the Responsibilities of Each Division

The Policy Analysis Division (PAD)

The overall responsibility of this division would be to analyze agricultural policy issues, assess the impact of the overall policy framework on agricultural sector performance, make policy recommendations, and prepare policy papers. The specific responsibilities would be as follows:

- Carry out studies related to agricultural development policy. The specific policy issues to be studied at any given time would be based on economic and other factors affecting the agriculture sector, and policy deliberations occurring within the GOS or between the GOS and foreign donors. An example would be the rice protection issue currently facing the GOS. Some studies would be carried out by division staff, but most would be carried out by other private or public sector organizations under the supervision of division staff.
- Carry out studies on the impact of policy reforms on the performance of the agriculture sector. These studies would be undertaken at the specific request of policy makers and would be related to policies currently under review. An example would be the series of three rice policy impact studies to be undertaken by the UPA with USAID funding. As in the case of policy studies, most of these impact studies would be carried out by other organizations under the supervision of division staff.
- Participate in the preparation of policy, strategy and plan documents as needed by policy makers. These tasks would be carried out in close collaboration with the Projects and Programming Division and the MOA directorates concerned. These documents may be based on policy studies carried out by or under the supervision of the Policy Analysis Division, but will also reflect technical, social and political considerations and priorities.

- Maintain a data base necessary for policy analysis This task involves collecting data on agricultural production, markets, income, and external factors affecting production and marketing decisions
- Publish a quarterly Agricultural Situation Report This report should contain facts and analysis informing public sector policy makers and the private sector about developments affecting Senegalese agriculture, enabling them to forecast the performance of specific sub-sectors and make appropriate strategic, policy and investment decisions

With respect to the Policy Analysis Division it is important to define what is meant by policy analysis and policy formulation In a liberalized economic environment, the role of government policy is to provide economic incentives to achieve policy goals Government policies such as taxes, tariffs, non-tariff import barriers, price supports, and subsidies have an impact on agricultural performance by affecting relative financial returns to agriculture The government's agricultural policy framework achieves its objectives mainly by affecting the allocation of the country's productive resources to the agriculture sector and specific sub-sectors In this context, the role of policy analysis is to assure that proposed policies will in fact achieve their desired objectives and to measure the economic costs and benefits of achieving those objectives

The Projects and Programming Division (PPD)

The overall responsibility of this division would be to assure that the MOA's development activities effectively implement the Government's agricultural policy The specific responsibilities would be as follows

- Take the lead in the preparation of MOA agricultural development strategies and plans These strategies and plans would include the setting of development goals for the agriculture sector as well as for individual sub-sectors In preparing these documents, PPD would work closely with PAD and the directorates and parastatals concerned An example would be the preparation of a revised GOS food security strategy which is about to be undertaken by the UPA with World Bank and FAO support
- Assure the proper identification and design of MOA development projects The primary responsibility for project identification and design should reside with the directorates responsible for implementation PPD's role in *project identification* should be to assure that the selection of projects is consistent with GOS agricultural policy and with development objectives and priorities as specified in strategic and plan documents Its role in *project design* would be assure technical and financial feasibility In most cases, projects will be designed by external donors with the participation of the directorates concerned The UPA's role should be limited

primarily to assuring that MOA project design procedures and standards are followed. Direct participation on design teams should be very selective and limited to projects of national significance.

- Monitor the implementation of MOA projects. Monitoring project implementation should focus on the achievement of project physical targets. PPD's role should be to prepare quarterly progress reports on MOA's development program based on project reports received from the implementing directorates. The UPA developed a reporting system (tableaux de bord) that is not currently being utilized due a lack of cooperation from the directorates. This system should be reinstated in consultation with the directorates, the MOF and external donors. Project management units should be able to report to donors, the MOF and the UPA using the same basic format. The existing tableaux de bord system is both simple and effective. The directorates prepare an annual budget, set annual and quarterly targets, and prepare quarterly progress reports related to those targets. The information requested in these reports are no more than project managers themselves need to effectively manage their projects.
- Program the GOS counterpart contribution to MOA development projects. The directorates should submit their financial requests for the next budget year to the UPA in time for them to be reviewed by the UPA and the Minister prior to submission to the MOF. The UPA-chaired review should focus on 1) GOS funding commitments as provided for in project agreements, 2) the importance of the projects in achieving MOA strategic objectives, and 3) project performance as reported in the quarterly monitoring reports.
- Participate in the ex post evaluation of MOA projects. All MOA development projects, whether or not they are financed by external donors, should include funds for ex post evaluations. These evaluations would be the responsibility of the line agencies and would usually be performed out by outside contractors. The PPD's role would be to coordinate the review of these evaluations and channel the findings into the MOA's planning and programming process.
- Maintain data banks of MOA projects in the design and implementation stages. The data bank on projects being designed should include information on goals and objectives, implementing agencies, location, budgets, sources of funding and present status of the design. The data base on projects being implemented should include basic information on the project (objectives, activities, starting and ending dates, and the budget presented by category of expenditure and by source of funding) and up-to-date progress indicators provided in the tableaux de bord. Both data bases should be updated at least quarterly.

IMPLEMENTING THE PROPOSED INSTITUTIONAL CHANGES

Implementing the proposed changes will require restructuring the UPA and strengthening the linkages between the UPA, other MOA departments, and the MOF

Restructuring UPA

Define the Tasks to Be Performed in the PAD and Organize the Division Accordingly

UPA has never had a clear definition of its policy analysis responsibilities. One useful way of presenting these is to refer to the Policy Analysis Matrix that was the subject of a UPA workshop in February 1996. The basic study areas in agricultural policy analysis include agricultural production technologies, domestic markets, international terms of trade, the macro-economic policy framework (taxes, tariffs, exchange rate policies, monetary policies, and the international trade policies of Senegal and its major trading partners), and the agricultural policy framework (producer price supports, consumer price ceilings, input subsidies, non-tariff barriers). These factors make up the basic elements of the Policy Analysis Matrix. The matrix can be used to present the agricultural policy framework and its implications and to analyze the impact of policy changes or external shocks (e.g., changes in technology or terms of trade). The specific tasks to be performed by PAD staff in any given year would be determined by external factors affecting Senegalese agriculture and policy issues being considered by the GOS and major external donors.

The work to be performed by the PAD requires that it be staffed by well trained economists. The staff should consist of at least a macro-economist, an agro-economist, and an international economist specialized in agricultural trade issues. A fourth economist could be a junior agro-economist or a socio-economist. The head of the division (one of the four) should have a Ph.D. and previous policy analysis experience. Good policy analysis can make an important contribution to improved agricultural performance, but mediocre analysis will be rightfully ignored by decision makers. The far reaching economic and social impact of policy decisions require that they be based only on the best policy advice available.

The next steps in establishing an effective PAD within the UPA are

- Recruit a senior economist to head the division, and other economists as necessary,
- Transfer the non-economists to the Projects and Programming Division, and
- Train PAD staff in Policy Analysis Matrix methodology (if the MOA decides that this is a useful and cost-effective policy analysis tool)

Define the Tasks to Be Performed by the PPD and Establish Work Procedures for Carrying Them Out

The responsibilities of this division start with the preparation of development strategy and plan documents and continue through the ex post evaluation of completed projects. Given the many agricultural sub-sectors in Senegal and the large number of MOA projects in the design and implementation stages, the PPD will need to be divided into sections. One approach would be to keep the existing two policy implementation sections—the Project Identification and Design Section and the Project Monitoring and Programming Section. Another would be to organize sections by agricultural sub-sector (e.g., foodcrops, industrial crops, livestock). Under the latter approach, staff would be assigned specific sub-sectors and would be responsible for following these sub-sectors from strategy formulation to the final evaluation of completed projects. Under either approach, the tasks to be performed by division staff would be the same.

The division has three specific responsibilities: assure proper project design, monitor project implementation, and program MOA contributions to development projects. Clear procedures must be developed for each of these responsibilities.

Project Design. With rare exceptions, PPD should not participate directly in project designs. Its task should be to establish design procedures and standards and oversee the ministry's project designs for compliance with those standards. Most external donors follow well-established design methodologies for development projects that could easily be adopted by the MOA. These methodologies would assure that project objectives are consistent with overall agricultural policy and MOA strategic objectives and the designs are technically and financially sound. The implementing directorate should take the lead in project designs. PPD staff should participate in initial design planning meetings and in the reviews that take place at various stages of the process. The division's role should be to assure that the projects being designed do not reflect donor or line agency priorities that are inconsistent with those of the ministry. It is essential that PPD have an up-to-date computerized data base on the status of all MOA projects in the active design stage. Project ideas that are being kept on the shelf for possible future funding and are not in the active design stage should not be part of this separate data base. The next step is for PPD to define in detail what these project design responsibilities entail and what they imply for staffing requirements. PPD staff will then need to be trained in project design methodology and in how to intervene appropriately and effectively in project designs without being direct participants.

Project Monitoring The top priority with respect to project monitoring should be to reinstate the tableaux de bord. This should be done in close coordination with the implementing directorates and project management units. The first step should be a meeting to review what information the project managers and directorates themselves require for the effective management of their projects. Each project has physical targets, either quarterly, seasonal, annual, or end of project. How do the project managers track progress in achieving these targets and how is this progress reported to the line agencies and donors? PPD's approach should be to help project

managers, donors, and directorates develop a system that meets their needs. This system would then be adopted by PPD as well. It is likely that the system finally agreed upon would closely resemble the tableaux de bord system that UPA originally tried to put into place. The key is to resist the temptation to build too much information into the reports thereby creating more work for the implementors than the reports are worth as management tools.

Programming At the present time, UPA is not performing its intended programming function. Programming should begin with a budget allocation by the MOF for the GOS contributions to MOA development projects. This would not be a final figure but would approximate the amount that is likely to be available for MOA's projects. PPD would then request the implementing directorates to submit the budget requirements for the projects under their purview. The role of the PPD would be to review these requests and set priorities based on the importance of the projects to the achievement of MOA strategic objectives, project performance in achieving their stated objectives, and the provisions of project agreements signed between the GOS and external donors. The final MOA investment budget should be reviewed by the Minister prior to being submitted to the MOF. Even if there is no budget allocation forthcoming from the MOF prior to the start of the programming process, it is important that the preparation of the MOA investment budget begin in the UPA and not in the MOF. The initial setting of priorities should reflect MOA strategic objectives. This is the role of the UPA, with the final decisions being made by the Minister.

At this time, the PPD needs to set up the programming procedure and calendar. The procedure should be based on the format in which the MOF wants the project budgets submitted. PPD should then prepare the format in which budget requests are to be received from the directorates, and establish the procedure to be used in reviewing them and preparing the final overall MOA investment budget. Once again, the key is to keep the process simple. If too much information is requested, the project management units and the implementing agencies will not be able to provide it. The information should be kept to the minimum needed to make programming decisions. Setting up the programming system should be done in close collaboration with the MOF and the line agencies.

Other Duties The above responsibilities make up the core of PPD's ongoing workload. In the process of performing these tasks, PPD staff will develop expertise and knowledge on the agriculture sector and the individual sub-sectors. PPD staff will, in fact, be tracking the sub-sectors from the strategy formulation stage through to the final evaluation of completed projects. It can be expected, therefore, that they will be asked to participate or take the lead in ministry work that requires broad knowledge of programs, priorities and issues. This is appropriate as long as PPD staff do not become the Minister's de facto Technical Counselors as has tended to be the case in the past.

Recruit Staff and Revise Position Descriptions

The restructuring described above should not require much change total UPA staff, but UPA may have to recruit new expertise and all of the position descriptions will have to be revised. This includes four economist positions in PAD and ten polyvalent positions in PPD. The position descriptions in PPD will depend on how the division is organized and staffed. For instance, a core staff of generalists with expertise in project design, monitoring and programming could be complemented by a small number of senior technicians with expertise in specific sub-sectors (animal production, irrigated agriculture, cotton, groundnuts, etc.) The final decision on staffing and organization of the PPD should be based on further deliberations within UPA and should be made in the context of the overall ministry restructuring.

Prepare Annual Workplans

Once the UPA is reorganized, each section should develop an annual workplan and the Division Chief should be made responsible for its successful implementation. For PAD, the workplan should be based on key issues facing the GOS and major donors. For PPD, the basic workplan will reflect the division's ongoing responsibilities related to project identification, design, monitoring and programming. Prior to the start of each fiscal year, PPD should review MOA project design plans and the portfolio of projects being implemented and plan its work schedule over the course of the year. There should be a clear list of PPD products ranging from reports on the status of projects being designed, to progress reports on projects being implemented, to budget and expenditure reports on projects receiving MOA funding. All PPD staff should have a clear idea of what they are expected to accomplish during the course of the year.

Create Effective Linkages Between the UPA and Other Parts of the MOA

Links with the Minister's Office and Technical Counselors

At present, UPA staff are devoting a significant portion of their time to performing ad hoc tasks that should be the responsibility of the Technical Counselors or the directorates. An important part of the restructuring as described above will be to disengage the UPA from these ad hoc tasks. Two actions are required. First, the Minister and the Directeur de Cabinet must be convinced of the importance of the policy formulation and implementation functions that the UPA is currently unable to perform because of the time required to carry out tasks originating from the Minister's office. Second, steps must be taken to increase the capacity of the Technical Counselors to assume these tasks, including providing their secretariat with basic office equipment such as personal computers and photocopying machines.

Links with the Directorates

For the UPA to carry out its responsibilities as described above, it is essential that it establish effective working relationships with the directorates. The directorates have primary responsibility for implementing MOA programs. They should play the major role in strategy formulation, project identification and design, and monitoring the implementation of development projects. The UPA cannot carry out its responsibilities without the timely flow of accurate information from the directorates, and this is unlikely to occur if the directorates do not understand the UPA's role within the ministry and do not participate in establishing procedures and working relationships. For this reason, the directorates need to be involved in each step of the UPA restructuring.

UPA should organize a series of meetings to explain and discuss its specific responsibilities with respect to project design, monitoring, and programming. The directorates should understand what information is needed by UPA and why, and there should be a two way flow so that the directorates derive concrete benefits from UPA activities. The information flowing to the UPA will pertain to specific projects and directorates. The information flowing from the UPA will pertain to overall MOA goals and priorities and will provide the overall ministry perspective within which the directorates implement their development programs. This information will take the form of strategy papers, reports prepared for the Minister on the status of MOA project designs and the performance of projects being implemented, and the annual MOA investment budget to be incorporated into the Government's Triennial Public Investment Plan.

Information flows to and from the UPA. As the MOA policy formulation and implementation unit, UPA processes information provided by the implementing agencies, first, for the Minister and, second, for the MOF, the ministry which has overall responsibility for GOS economic policy, fiscal policy, and cooperation with external donors. The policy, project, and programming products prepared by the UPA are then disseminated to the directorates for use in their own planning, programming and project management.

Links with Parastatals

Public corporations, such as SODEFITEX and S A E D, in the agriculture sector are obviously directly affected by policy decisions, and their activities often have a measurable effect on the performance of individual sub-sectors. For this reason, public corporations operate under agreements (Lettres de Mission) that specify the government and corporate obligations. Although the MOF has the primary responsibility for monitoring these Lettres de Mission, the UPA should and does participate in the reviews. The UPA should also regularly receive and review data on production, sales, and financial performance of these corporations.

Links with NGOs Operating in the Agriculture Sector

With respect to the NGOs, UPA's major responsibility is to monitor the design and implementation of NGO projects in the agriculture sector. Since these projects are numerous, small, and usually do not require MOA funding, the UPA's monitoring role should be kept to the minimum necessary to assess the contribution of these projects to the ministry's strategic objectives. PPD should maintain a data base of NGO projects in the agriculture sector in a form that permits oversight with a minimum of staff time. This data base should rely on secondary data being prepared by the NGOs for their own purposes or for the Ministry of Women's Affairs which is also responsible for overseeing NGOs. For the PPD, the key is that tracking NGO projects take up as little staff time as possible.

Create Effective Linkages with the Ministry of Finance

Links with the Unité de Politique Economique (UPE)

The Policy Analysis Matrix brings out the close interrelationship between macro-economic policy on agricultural policy. Macro-economic policy affects agricultural performance and agricultural policy affects macro-economic performance. Although the UPE and UPA should each have its own research agenda, it is very likely that in any given year the two units will be concerned with issues that are closely related and sometimes identical. An effective working relationship between PAD and UPE would result in combined policy analysis results that are greater than the sum of each unit's products. This will not only improve the government's overall economic policy framework, it will make the GOS a more equal partner to policy dialogues with the major external donors.

Links with the Directorate for Economic and Financial Cooperation

This relationship should be totally restructured. At present, the MOA directorates provide project implementation and programming information directly to the MOF instead of to the UPA. The UPA sometimes receives copies of project implementation reports after they have been sent to the MOF, and participates very little in the public investment programming process. The MOA should meet with the MOF to establish a system that enables the MOA to play a greater role in the monitoring and programming of its own program. Communication on the MOA public investment portfolio should be between the ministers of Agriculture and Finance, and the working relationships should be between UPA/PPD and the MOF Directorate of Economic and Financial Cooperation. Although the MOA directorates should participate in project and program reviews relating to the public investment budget, there should be no official dealings between the Directorate of Economic and Financial Cooperation and the MOA directorates in the preparation of that budget. These new relationships are critical to the successful restructuring of the UPA as proposed above.