

Concept Paper



Critical Change Management Interventions

**Concept Paper under the
Change Management, Public Sector Development and
Programme Support Programme**

National Agriculture Development Framework

Ministry of Agriculture, Irrigation and Livestock

April 2009

Concept Paper

Urgent Change Management Interventions

Ministry of Agriculture, Irrigation and Livestock (MAIL) is embarking on a change management process - an analytical process that defines the future functions of the Ministry and its Provincial Departments, examines the current organizational and institutional framework and the future capacity needs for implementing the functions.

The Process. The Change Management Team will consist of representatives from MAIL Senior Management supported by External Technical Assistance (2-3 Change Management Specialists). It is anticipated that the analytical part will take 6-8 months with the Team working full-time. The analysis will focus on two areas. 1. Support for Public Sector Development; 2. Programme Support Network Development

Public Sector Development. Based on the results of the above outlined process and the review and formulation of policy, legal and regulatory frameworks the Ministry will initiate the creation/strengthening of the required structures for it to provide key public sector services including the creation of a Policy Analysis and Legal Advisory Department with an independent Kuchi Policy Unit

Programme Support Network Development. A strong programme support network is a pre-requisite for the efficient functions of the Ministry and a successful implementation of the National Agriculture Development Programme. The focus will be on the creation and operation of the Programme Implementation and Coordination Entity and the introduction of suitable management systems and procedures

The implementation of the recommendations is estimated to last approximately 3 years if sufficient funding can be identified.

There is, however, an urgent need to initiate the establishment of the Programme Support Network in particular the Programme Implementation and Coordination Entity (PICE) prior to the conclusion of the change management analysis in order for the Ministry to enhance its ability to implement and coordinate programmes. Similarly there is a need to start the creation of a solid policy, legal and regulatory framework in which the public sector development interventions can be anchored. This will include a thorough review of current policies, legislation and regulations and subsequent formulation of policies, laws and associated regulations and procedures. In order to support this process it is a priority for the Ministry to establish a Policy Analysis and Legal Advisory Department (PALAD) including a Kuchi Policy Unit.

During the implementation of the responses to the emergencies and food insecurity during the 2008-2009 drought and winter periods, the Ministry of Agriculture, Irrigation and Livestock have taken the lead in coordinating the response. In order to improve the early detection of and early reaction to future emergencies MAIL need to urgently establish a food security surveillance and emergency coordination unit.

Thus the interventions urgently required within the Change Management, Public Sector Development and Programme Support Framework include the following components:

- 1. Establishment of the MAIL Programme Implementation and Coordination Entity (PICE)**
- 2. Review of the agriculture policy, legal and regulatory frameworks and creation of the Policy Analysis and Legal Advisory Department (PALAD)**
- 3. Strengthening Integrated Food Security Surveillance**
- 4. Establishment of a Kuchi Policy Unit**

Component 1. Establishment of the MAIL Programme Implementation and Coordination Entity (PICE)

Background

Historically MAIL's programme structure has been characterized by a series of individual, disparate projects with separate agendas and little if any integration or coordination of projects. This has resulted in a fragmented, uncoordinated set of projects with no overall programme focus and little or no synergy between projects even within the same sector. Underpinning this programme weakness has been the lack of expertise and skills within the Ministry in general management and coordination and in project cycle management. This situation has been exacerbated by inadequate coordination among donors, international agencies and NGOs on agriculture projects and in some instances between donors and the Ministry leading to overlap, undesirable gaps and lack of sharing in lessons learnt.

In the context of the development of the new, comprehensive National Agriculture Development Framework and the establishment of effective mechanisms to implement the Framework, there is an urgent need to set up a strong Programme Implementation and Coordination Entity (PICE). The PICE would fill a current organizational gap within the structure of the Ministry by centralizing the implementation and coordination functions for all projects funded through the core budget and bringing together the supervisory functions for all externally funded projects in a single management entity. The PICE would establish necessary links with the technical Departments within the Ministry to ensure appropriate technical inputs and expertise are obtained for the projects.

The PICE will be responsible for supporting programme coordination and implementation by working on the following tasks:

- Mapping of ongoing and new projects to support collaboration between relevant MAIL departments and implementing partners
- Identification of gaps in the programme implementation, namely with regards to technical areas and geographical regions. Liaison with the Programme Formulation Unit in the Policy and Planning Department to inform the development of new programmes & projects
- Coordination of emergency interventions to ensure optimal use of resources and coverage, while avoiding negative impacts on regular programmes
- Collation of relevant M&E data to inform reporting (for Parliament, Government, and donors)

The establishment and operation of the PICE as a new organizational entity in MAIL should rightly await the outcomes of the Change Management process being planned for the Ministry as indicated above. It is envisaged that the establishment of the PICE would be one of the key components in the Programme Support Network of the above Framework Document.

Indeed the ultimate identification of all the PICE's functions, its organizational structure, human resource allocation, capacity development needs and physical resources

requirements will be one of the major outputs of the Change Management process. However with the prospect of the Change Management process taking considerable time to ensure its thoroughness the establishment of the PICE is urgent and cannot wait for the lengthy unfolding of the Change Management process.

It is thus proposed to move quickly to establish the PICE on an interim basis by focusing on core functions that have been identified now as being necessary in order to jump start the new programme implementation and coordination mechanism in an effort to improve without further delay the overall impact of agriculture development programmes.

Specific Objective

The objective of this project is to establish as soon as possible an effective and appropriately resourced Programme Implementation and Coordination Entity within MAIL including a unit for the coordination of all emergency response programmes.

Project Outputs

1. Effective advice on the establishment and operationalization of the PICE is provided by an international adviser and a national adviser
2. The organizational structure of the PICE is finalized on an interim basis
3. A suitably qualified and experienced Director and a Deputy Director for the PICE are appointed
4. Fast Track qualified MAIL staff are selected and assigned to the PICE
5. An appropriate capacity building programme for the PICE staff is developed.

Proposed Implementation Strategy

Output 1: Appointment of an International Adviser and a National Adviser

It is proposed to appoint an international adviser with expertise and experience in public sector management and capacity building in agriculture and a national adviser with experience in programme/project management in the agriculture sector in Afghanistan. The primary task of the two advisers would be to provide technical assistance in the establishment and operations of the PICE and the capacity building of its staff:

Specific tasks could include:

- Drafting the operational framework for the PICE
- Assisting with drafting TORs for all the units and individual staff members of the PICE
- Providing advice on the selection process of PICE staff
- Providing guidance and mentoring support to the PICE management
- Undertaking a CNA of the PICE once established and LNAs of staff assigned to the PICE
- Developing a capacity development programme for the PICE staff
- Providing in-house training as appropriate in the form of informal work briefings, workshops and short courses.

The period of the assignment would be for 9 months.

Output 2: Organizational Structure

It is proposed that the PICE initially comprise a Department of Implementation and Coordination (DIC) to centralize coordination processes and maximize synergies and the exchange of information among all core and externally funded projects and to coordinate emergency responses.

Within the DIC a number of liaison and coordination functional units would be established grouped in three categories. Each unit would be headed by a Unit Head. The Unit Head would be the key liaison/link person with the respective projects and/or donors and donor community.

1. Project-based Liaison and Coordination Units

Project-based Liaison and Coordination Units (LCUs) would be established on the basis of i) large individual programmes/projects, ii) projects being funded/managed by a single donor/implementing partner, and iii) a catch all, general unit for single projects. Additional units could be created as new donors participate in or new programmes/projects are added to the National Agriculture Development Programme.

It is proposed that initially 5 project-based LCUs be established:

- HLP LCU
- ADB Projects LCU
- IFAD Projects LCU
- EU Projects LCU
- General Projects LCU

2. Relations-based Liaison and Coordination Units

At this stage two important relations-based units are envisaged – NGO Liaison and Coordination Unit and Military Liaison and Coordination Unit. The NGO Liaison and Coordination Unit would operate within the framework of the proposed MAIL – NGO Partnership Framework Agreement. Again other units could be added as appropriate.

3. Food Security Monitoring and Emergency Coordination Unit (FSM&ECU)

This is a specialized unit tasked with two interrelated tasks; i) monitoring the food security situation in the country on a continuing basis and providing early warning for the possible onset of food shortages and crises throughout the country, and ii) coordinating the emergency response of the Ministry, Provincial MAIL Departments, relevant Ministries, international agencies and donors to the occurrence of natural disasters and outbreaks of serious pests, and plant and animal diseases. It is considered important that these two functions be part of the PICE so that their activities can be coordinated and integrated as necessary with development projects to ensure overall coherence and consistency in MAIL's approach to food insecurity and rural poverty alleviation.

To maximize coordination, synergies and information exchange it is proposed that all the project-based LCUs be grouped under one division within the DIC. The two relations-based LCUs and the FSM&ECU would remain as single units coming under the Director

of the DIC. TORs would need to be developed for the units. **For the specific tasks of the Unit, please see Component 3**

Output 3: Appointment of suitably qualified PICE Director and Deputy Director

The above appointments are the responsibility of the HR&D Director and the Minister. The appointments could be from within or external to the Ministry. TORs for the two positions would be developed.

Output 4: Selection and Assignment of Staff

An initial complement of 21 staff (excluding the Director and Deputy Director) is envisaged. This includes eight Unit Heads.

The initial allocation of staff is as follows:

1. Project-based LCUs
 - HLP LCU (3 including one head)
 - ADB LCU (2 including one head)
 - IFAD LCU (2 including one head)
 - EU LCU (2 including one head)
 - General Projects (4 including one head)
2. Relations-based LCUs
 - NGO LCU (2 including one head)
 - Military LCU (2 including one head)
3. FSM&ECU (4 including one head)

By mid-June 2009 some 125 middle-ranking and junior MAIL officers from the central Ministry will have completed around three months training in six core management and project cycle management courses in the Fast Track training programme. The Fast Track courses include: General Management, Development Issues and Approaches, Project Cycle Management, Proposal Writing, Applied M&E, and Report Writing.

Because of the comprehensive nature of the Fast Track programme and its emphasis on practical skills application, it is considered that the Fast Track training has provided a sufficient initial knowledge and skills foundation required to staff the PICE. TORs will be required for each position. The HR&D Directorate would be in charge of the selection process with advice from the two advisers.

Output 5: Development of a Capacity Development Programme

With the establishment of the interim PICE structure based on the above identified core functions and the assignment of Fast Track qualified staff to the various positions, a Capacity Needs Analysis (CNA) and Learning Needs Analysis (LNA) should be undertaken respectively of the PICE and individual staff to ascertain what additional training may be required for the staff to enable them to fully execute the PICE functions and their individual assigned tasks. This training needed could take the form of refresher or more intensive training in Fast Track subjects, or specialized training, especially in emergency coordinating and other requisite skills needed in the FSM&EC Unit. The CNA and LNA would result in the development of an appropriate capacity development

programme which could consist of: in-house training, tailor-made courses taught by national and/or international experts, specialized overseas courses and study tours in countries where similar programme implementation and coordination entities effectively operate. The international and national advisers would assist with the CNA and LNA processes and would develop the capacity development programme in conjunction with HR&D Directorate.

Inputs Required

Office Space:

The new PICE will require sufficient office space to accommodate the PICE management, DIC and the initial three separate units.

- Director and Deputy Directors – 2 rooms
- DIC- 3 large rooms
- Relations-based LCU and FSM&EC Unit – 3 small to medium-sized rooms
- A large meeting room where visitors could be also be received.

Equipment:

- IT - Each officer would have a desktop computer with internet connection.
Line printers would be set up accordingly. Three lap-tops would be provided for use outside the Ministry
- Photocopier - large capacity
- Mobile Telephones- Each officer would be equipped with a mobile phone and sufficient top-up cards
- Two-way air-conditioners

Office Furniture:

Desks, chairs, shelves, cupboards, two sets small meeting tables and chairs, two lounge sets, a large meeting table and chairs, etc

Budget.

Technical Assistance			\$180,000
Training			\$135,500
Equipment			\$34,500
Local Travel			\$5,000
Operational/Admin. Costs			\$20,000
Sub-Total			\$375,000
Contingency 10%			\$ 37,500
Grand Total			\$412,500

Component 2. Review of the agriculture policy, legal and regulatory frameworks and creation of the Policy Analysis and Legal Advisory Department

Background

It is generally accepted that the development of the agriculture sector and particularly the public sector services provision requires strong coherent policy, legal and regulatory frameworks. A policy paper for the Agricultural and Natural Resources sectors was prepared in 2003-2004 and approved by Cabinet in 2004. The development and implementation of policies will also be guided by the Agricultural Sector Development Strategy – The Master Plan, the ARD Strategy (January 2008) and the National Agriculture Development Framework (March 2009)

While the above mentioned Policy document outlines an overall policy framework for the Agriculture and Natural Resources sectors it does not cover the specific policy requirements for the sub-sectors. However, there have been attempts to draft policy documents for some of the agriculture sub-sectors but they have not yet become official policies guiding the strategy development and programme implementation. Thus there is a need to review the existing policies for identification of the gaps in the policy framework for the sector and its sub-sectors and subsequently formulate the policies required in the context of the National Agriculture Development Framework and MAIL organizational structure.

For many years to come the agriculture sector of Afghanistan will be in a constant flux of change. It is therefore paramount that the organizations and modalities exist to regularly review the policy framework as per the feed-back from the field identifying implementation bottlenecks of policy nature. The Policy Analysis capabilities linked to the regular feed-back from M&E will have to be strengthened to ensure that the policy framework is guiding but simultaneously facilitating the agriculture and rural development.

The legal framework for the sector currently consists of a number of outdated laws and a number of draft laws prepared during the last 5 years. These documents are in various stages of approval by relevant authorities. A number of these have, however been prepared during a time when MAIL had only a limited technical capability and unfortunately with insufficient external support. There is therefore an urgent need to review all legal documents for the sector, identify the gaps, inadequacies and weaknesses in the legal framework and proceed with the formulation of the required laws.

While the laws and other legal documents forms the overall legal framework the regulations accompanying the laws are the guiding principles and the stipulations for understanding and enforcing the laws. A coherent regulatory framework informs the strategy development and the implementation of the programmes.

Due to the limited capacity of the Ministry of Justice and other Government authorities involved in the approval procedures of legal and regulatory frameworks it is advisable that systems and procedures are developed in the spirit of the anticipated legislation

enabling the Ministry to function and provide the Public Sector services required/expected without undue delay.

As stated above the formulation and implementation/application of the policy, legal and regulatory frameworks are the basis for successful implementation of comprehensive and coherent development. This, however, requires strong institutions and organizational frameworks both at central and provincial level to support programme implementation and coordination and the provision of Public Sector services. It is particularly important that the Policy and Planning Directorate is capable of policy review and formulation based on sound M&E feed back as well as guiding the legal and regulatory processes based on need. It is therefore the intention to establish a Policy Analysis and Legal Advisory Department in the PPD. In order to address the specific strategic issues associated with the Pastoralist communities a Kuchi Policy Unit will be established in PPD.

Objectives

The objective of the Policy Analysis and Legal Advisory Department would be:

To establish and maintain a comprehensive agricultural sector polic, legal and regulatory framework with a continuing process of issue recognition, analysis policy formulation and policy review to guide the development of laws and regulations, programmes and the implementation of strategies and to facilitate integrated planning and performance-based budgeting.

The specific component objectives include:

- To review the policies and the legal and regulatory frameworks for identification of weaknesses and gaps and subsequent formulation of the policy and legal documentation
- To establish and support the Policy Analysis and Legal Advisory Department in the Policy and Planning Directorate
- To develop and support the feed-back mechanisms and procedures for continuous reception and analysis of information from the programme implementation processes to the Policy Analysis and Legal Advisory Department.

Expected Outputs

The Department of Policy Analysis and Legal Advise will provide overall guidance and direction for the Ministry and the agricultural sector and be responsive to specific issues that need to be addressed and provide its input in a timely manner. The overall objective is to ensure that an enforceable policy, legal and regulatory framework for the agriculture sector is in place that will facilitate and support the development of licit agriculture for the benefit of the farmers and the country.

1. Review of existing policy framework for agriculture related strategic issues, identification of policy gaps and preparation of policy documents
2. Review of existing laws and associated regulations. Identification of outdated legislation and gaps in the legal framework. Preparation of draft laws and associated regulations required to guide and control the development of the Agriculture Sector.
3. An operational Policy Analysis and Legal Unit in Policy and Planning Directorate with established modalities for monitoring and analysis of policy issues for subsequent action and support to the process of preparing the Legal and Regulatory Frameworks

Proposed Implementation Strategy

Output 1. Review of the policy framework and relevant policy documents produced.

It is proposed to employ short term technical assistance initially to support the Policy Analysis Unit in performing the review and policy formulation tasks. This would include three to five consultants with expertise in the programme areas of Natural Resources Management, Economic Regeneration and possibly several different sub-programme areas of Agriculture Production and Productivity. The specific tasks would include:

- A review of existing policy documents for the specific programme area
- Through consultations with relevant MAIL staff and Advisers identify gaps in the policy framework for the sub-sector/subject matter area
- Formulate the draft policies as per defined gaps
- Capacity building of the Unit staff (Please see below)

Output 2. A review of existing laws and associated regulations and draft laws and regulations formulated.

It is proposed to employ a team of advisers with legal expertise in relevant areas to prepare the legal and regulatory frameworks required to guide and control the development of the Agriculture Sector. The specific tasks would include:

- Review existing laws and regulation for relevance and coverage
- Through consultations with relevant MAIL staff and advisers identify gaps in the legal and regulatory framework.
- As per identified gaps preparation of draft laws and associated regulations
- Capacity building of the Unit staff (Please see below)

This will include legislation and regulations related to:

1. Animal Health and Production. (animal health, veterinary services, veterinary associations, veterinary drugs, animal feed, animal welfare, livestock production)
2. Crop Production and Horticulture. (plant protection, pesticides, horticulture products, seed certification)

3. Natural Resources. (land use, land lease, land distribution, land protection, arid land development; water, water management, irrigation; protected areas, genetic variability, wildlife, forests, wetlands, rangelands, medicinal plants)
4. Quality Control and Food Safety
5. Agriculture Research
6. Farmers Organizations (cooperatives, associations, producer groups)

Output 3. An operational Policy Analysis and Legal Advisory Department in the Policy and Planning Directorate

Currently policy issues are dealt with on an ad hoc basis and the Ministry does not have a standardized system and agreed procedures in place to systematically analyze policy issues and policy related feed-back from the programme implementation and Public Sector services provision. The Ministry wants to expand the portfolio and capacity of the Policy and Planning Directorate in order that it can play its rightful role in ensuring that the policy, legal and regulatory frameworks for the agriculture sector are in place.

- 1. Organizational structure.** The Policy Analysis and Legal Advisory Department (PALAD) will consist of two Units - the Policy Analysis Unit and the Legal Monitoring and Advisory Unit. The priorities for the policy analysis unit will be the identification and analysis of policy issues with subsequent policy formulation and implementation
- 2. Appointment of Suitable Director and Deputy Director.** The above appointments are the responsibility of the HR&D Director and the Minister. The appointments could be from within or external to the Ministry. TORs for the two positions would be developed.
- 3. Selection and assignment of staff.** The operations and administration of the Policy Analysis Unit will require full time staff and at its inception would likely include the following core group of personnel.
 1. Head of the Policy Analysis Unit - 1
 2. Senior Policy Specialists/Coordinators – 2
 3. Agriculture Policy Analysts - 4

The Senior Policy Specialists/Coordinators – two to begin with, but increasing as per demand and the Unit’s capacity – would be actively involved in initiating, supervising and coordinating specific policy analysis projects. Policy analysts would also be needed as soon as initial high-priority policy analysis projects warrant it. The number of policy analysts would also increase as demand increases.

The Legal Advisory Unit will be staffed by

1. Head of the Legal Advisory Unit - 1
2. Senior Legal Adviser – 1
3. Legal Advisers - 2

The Administrative support staff (2) and Computer/Technical staff (2) will cover the needs of both units.

4. Short-Term Technical Assistance

In order to facilitate the review and development of a comprehensive Agriculture Policy, legal and regulatory framework and support the establishment of the required structures and institutional development MAIL intent to recruit short-term technical assistance.

This would include three to five consultants with relevant expertise and experience in policy review and formulation in the programme areas of Natural Resources Management, Economic Regeneration and possibly several different sub-programme areas of Agriculture Production and Productivity.

The policy review and formulation specialists would be required for a total of 18 person/months

Currently the Ministry does not have the knowledge base to support the review of the existing legislation and the development of the required legal and regulatory framework. Thus there is a need to recruit short-term expertise covering the following areas: 1. Animal Health and Production; 2. Crop Production and Horticulture; 3. Natural Resources; 4. Quality Control and Food Safety; 5. Agriculture Research; and 6. Farmers Organizations.

It is estimated that 6-8 specialists will be required for a total of 32 person/months

5. Capacity Development of Staff. Following the recruitment of qualified staff to the various positions, a Capacity Needs Analysis (CNA) and Learning Needs Assessment (LNA) should be undertaken respectively of the PALD and individual staff to ascertain what additional training may be required for the staff to enable them to fully execute the PALD functions and their individual assigned tasks. The CNA and LNA would result in the development of an appropriate capacity development programme which could consist of: in-house training, tailor-made courses taught by national and/or international experts, specialized overseas courses and study tours in countries where similar programme implementation and coordination entities effectively operate. The international and national advisers would assist with the CNA and LNA processes and would develop the capacity development programme in conjunction with HR&D Directorate.

Inputs required

Office Space:

The new PALAD will require sufficient office space to accommodate the two units.

Director and Deputy Directors – 2 rooms
 Policy Analysis Unit - 3 rooms
 Legal Advisory Unit – 2 rooms
 A large meeting room where visitors could be received.

Equipment:

- IT - Each officer would have a desktop computer with internet connection. Printers would be set up accordingly. Two lap-tops would be provided for use outside the Ministry
- Photocopier - large capacity
- Mobile Telephones- Each officer would be equipped with a mobile phone and sufficient top-up cards
- Two-way air-conditioners

Office Furniture:

Desks, chairs, shelves, cupboards, two sets small meeting tables and chairs, two lounge sets, a large meeting table and chairs, etc

Technical Assistance			\$740,000
Training			\$ 57,000
Equipment			\$ 20,800
Local Travel			\$ 5,000
Operational/Admin. Costs			\$ 20,000
Total			\$ 842,800
Contingency 10%			\$ 84,280
Grand Total			\$927,080

Component 3. Strengthening Integrated Food Security Surveillance & Emergency Coordination.

Background and Problems to be Addressed

An effective Food Security Surveillance System providing timely and accurate information is essential to inform development programming and emergency interventions. Furthermore, an Early Warning System needs to be in place and associated with relevant decision-making bodies to allow resources to be mobilised in a timely manner and adequate responses to be implemented rapidly.

Since 2002, a number of food security surveillance and early warning initiatives have been elaborated, providing a broad range of information and a substantial amount of data on livelihoods strategies, agricultural production, agro-meteorological information, food prices, etc. These have been collected through the following systems:

- The National Surveillance System, which includes the National Rural Vulnerability Assessment (conducted every two years) and spot assessments on the food security situation. The NSS is hosted by the MRRD and the CSO
- The FAAHM Department of MAIL, which provides crop production data (mainly on cereal crops) and market price data for agricultural commodities.
- Agromet, which collect climatic data across the country. .
- ASAP's National Information for Agriculture System (NIAS), which collects a range of agriculture-related data such as crop production, market assessments, and GIS data.
- FEWSNET, which combines information from various surveillance assistance projects and conducts spot field assessments in shock-prone areas. FEWSNET has notably elaborated district profiles which are to be updated in the near future.
- WFP's Vulnerability Assessment and Mapping unit, which collects market prices for food commodities and conducts spot emergency food security assessments in areas identified as vulnerable.
- Spot emergency food security assessments conducted by NGOs in their areas of intervention.
- Nutrition data collected through the Ministry of Public Health's Health Management Information System

The challenges faced by the current food security surveillance activities include the following:

- Lack of integrated analysis of existing information, and limited coordination, resulting in a piece-meal description of the situation, including occasions where results between assessments are contradictory.
- Large amount of information collected, resulting in delays in data entry and analysis and late dissemination of results. (This is notably the case for the NRVA, but this tool should be primarily used to inform development programmes and monitor long term trends; not for emergency surveillance. The NRVA methodology and frequency of data collection is currently under review.)
- Limited quality and reliability of collected data

- Limited / uneven dissemination of information which hinders and / or slows down decision-making, appeal preparations, and implementation of emergency responses.
- Limited understanding of livelihoods situations and impacts of shocks at the district level, which limits the relevance and effectiveness of interventions at local level and leads to inadequate targeting.
- Limited institutionalisation of the existing systems within Government institutions, which weakens their sustainability.

The stakeholders involved in food security surveillance have decided to strengthen the collaboration between them to effectively address the challenges listed above, starting by improved information sharing. The Statistical and Market Information Department of MAIL, FAO (in particular the FAAHM project), ASAP (AGNet and NIAS), Agromet, FEWSNET, and the Agriculture Statistical Survey Project have developed Terms of Reference outlining their areas of collaboration. MAIL requires technical assistance to support this inter-agency coordination and ensure it generates concrete results in terms of addressing current challenges to food security surveillance.

In particular, there is a need to review existing systems and analyse how they can be improved. While the tendency would be to collect more information, experience shows that intensive data collection exercises are expensive, time consuming, provide too much information (which is subsequently not used), lead to informant fatigue, and, overall, do not impact significantly on resource allocation and programming. Such were the lessons learnt from the pilot of the National Sentinel Site Surveillance System in 2002 / 2003 (implemented in partnership with 3 NGOs). Rather than collecting more information at the national level, there is a need to consider more strategically what information is crucially required to inform key decision-making (as well as what information is *not* needed), use existing information more effectively, and what systems can be established to institutionalise timely and effective data collection, dissemination and use.

Finally, specific attention also needs to be given to Early Warning Systems: while the NRVA currently provides important and strategic information for long-term development planning, the priority lies in improving the information available for early warning and emergency response planning. There is sufficient experience and knowledge in country to support efforts in this field without requiring extensive investments.

Project Objectives

Overall goal: To improve the relevance, effectiveness, timeliness and impact of development and emergency food security interventions through improved food security data collection, analysis, dissemination and use.

Specific objectives:

1. To strengthen MAIL's capacity to contribute to an integrated and comprehensive food security surveillance and Early Warning System, in collaboration with relevant Government Institutions and partner agencies.

2. To improve the quality and relevance of food security information, in particular that required for emergency prevention and preparedness

Activities:

- Facilitate coordination between existing food security surveillance systems, in collaboration with CSO and MRRD
- Conduct a review of the existing food security surveillance systems, including the information content (gaps and quality / reliability), capacities, organisational structure, and linkages between the various initiatives.
- Through stakeholder dialogue and inter-agency consultations, prepare recommendations on how to strengthen the food security surveillance system in general, and the Early Warning System in particular. This should include recommendations on the institutional structures that need to be in place.
- Following the results of the review and stakeholder consultations, clarify the roles and responsibilities of MAIL and how it would link to other key stakeholders, namely the NRVA (currently in MRRD/CSO), CSO, Natural Disaster Management Authority.
- In line with the designated roles and responsibilities, strengthen the capacity of MAIL's Statistics Department to coordinate / conduct data collection or compilation, to provide an integrated analysis of existing information, and to disseminate information to relevant stakeholders in a timely manner (establishment of an effective MIS).
- In partnership with relevant stakeholders, carry out the necessary data collection, surveys, monitoring exercises required to fill the data gaps identified in the review. These can notably include updating district profiles, and carrying out thematic surveys on specific livelihoods topics or economic analyses.
- Provide technical training to data management and collection teams to improve the reliability of the data collected. This training should build on existing expertise and work currently carried out in Afghanistan (c.f. FEWSNET, Agromet, VAM, etc.)
- Strengthen / establish effective and timely decision-making, resource mobilisation, and response implementation mechanisms, in close collaboration with relevant authorities (namely the National Disaster Management Authority)

Inputs (for 3 years)

For inputs required for the establishment and operation of offices please see Component 1.

Senior International Food Security Surveillance Expert		\$648,000
National Food Security Surveillance Expert		\$ 72,000
Training costs		\$200,000
Field survey costs		\$2,000,000
Transport		\$100,000
Equipment		\$100,000
Sub-Total		\$3,120,000
Contingency 10 %		\$ 312,200
Total		\$ 3,432,200

Note: A more precise budget will be estimated once the institutional and data review is thoroughly conducted, giving a more precise overview of training needs

Component 4. Establishment of Kuchi Policy Unit with Immediate Action on Priorities

1. Background

The Ministry of Agriculture, Irrigation and Livestock recognizes the importance of the Kuchi, in ecological, economical and cultural terms. FAO estimated that in 1995 the pastoralists owned 50% of the national herd of small ruminants in 1995¹. A recent study by the PEACE program showed that approximately 80% of the animals presented at livestock markets are of Kuchi origin². Nomadic pastoralists are efficient users of upland and lowland pastures by adapting their grazing patterns to resource availability. Unfortunately in recent decades, due to political turmoil, the mobility of the kuchi herders has been reduced, and conflict about access rights is a regular feature of daily life. Encroachment on pasture areas by settlement and rain-fed agriculture is further diminishing resources, exacerbated by tenure insecurity faced by kuchi in almost the entire country. These factors undermine the viability of the kuchi way of life.

The main constraints faced by the kuchi are:

- Non-fit with the current administrative systems
- Insecurity and conflict over user's rights to resources (mostly in summer areas)
- Insecurity and conflict over residential rights (mostly in winter areas)
- Sub-optimal access to animal health care
- Sub-optimal livestock productivity
- Low skill levels
- Lack of income generating opportunities
- Lack of access to credit and business support services

The kuchi livelihood encompasses a spectrum of livelihood portfolios ranging from a fully migratory livestock-dependent economy, to a near-settled highly diversified lifestyle. The severity of the above mentioned constraints vary widely between these livelihood types and combinations thereof. It is the goal of the Kuchi Policy Unit to create a policy framework that allows for the kuchi to choose between different opportunities, with the aim of strengthening their resilience and ability to adapt to changing circumstances.

The Ministry of Agriculture, Irrigation and Livestock wishes to establish a Kuchi Policy Unit to address the main constraints faced by the Kuchi and to search for even-handed, sustainable solutions to these constraints.

The main objective of the Kuchi Policy is to develop a policy framework that will *support the kuchi to establish or maintain sustainable livelihoods; through strengthening pastoralist livelihood systems; through providing opportunities for diversification; or through the facilitation of changes towards sedentary livelihoods.*

¹ Source: FAO livestock census, 2003.

² Source: ----- Research commissioned by PEACE project

The Kuchi Policy Unit will assist the Ministry with developing a policy framework on kuchi and ensuring that these policies are implemented by the various programmes and departments in the ministry. It will aim to arrive at a coherent, synergetic and integrated approach of the MAIL on issues related to Kuchi. It will strive to make all the MAIL policies kuchi-inclusive, with particular emphasis on Agriculture Production and Productivity, Natural Resource Management and Economic Regeneration. In addition, the Kuchi Policy Unit will provide direct guidance to the Programme Management Unit responsible for the implementation of the Kuchi Service Centre Project.

Furthermore, the Kuchi Policy Unit will aim at building a information resource base on the kuchi livelihood, and will contribute to policy formulation in other (non-agricultural) sectors, through institutional strengthening, advocacy, commissioning research and the provision of support to ministries or programs wishing to develop kuchi-specific programmes.

Immediate priorities for action of the Kuchi Policy Unit are:

1. Establishing institutional linkages with the Independent Department of Kuchi; including a capacity building component.
2. Data collection on kuchi communities and migration patterns, including geographical distribution of kuchi communities, population estimates, migration routes, livelihood patterns, and access to services.

2. Project Overall Goal and Specific Objectives

Overall goal

To establish the Kuchi Policy Unit in the Ministry of Agriculture, Irrigation and Livestock and enable it to effectively carry out its prioritized functions.

Specific Objectives

1. To establish and build the capacity of the Kuchi Policy Unit
2. To develop strong institutional linkages with the Independent Department of Kuchi and other relevant agencies and institutions
3. To collect baseline data on kuchi communities and migration patterns

3. Project outputs and associated activities

3.1.1 Kuchi Policy Unit established

The Kuchi Policy Unit will be formally established by the Minister of Agriculture, and will be added into the organizational structure of the Ministry at the first possible occasion. The Terms of Reference for the Kuchi Policy Unit are attached.

Staff will be recruited for the Kuchi Policy Unit, according to government policy. It is envisaged that the Kuchi Policy Unit will be staffed by:

- 1 Head of Unit

- 1 Specialist on mainstreaming (e.g. mainstreaming Kuchi Policy across MAIL programmes and directorates, including providing guidance to Kuchi Project Management Unit)
- 1 Specialist on advocacy, research, institutional strengthening (e.g. including linkages with the Independent Dept on Kuchi, commissioning research, and advocacy amongst other relevant ministries)
- 1 Data Management Specialist
- 1 Admin support staff

3.2. Technical Assistance provided to the Kuchi Policy Unit.

An international Technical Advisor will be assigned to the Unit. His/her main responsibility will be to share international experience on pastoralist policies and strategies with the Unit, to support policy formulation processes within the Kuchi Policy Unit, and to support the Unit in monitoring and evaluation of the implementation of these policies by the relevant ministries, directorates and programmes.

It is envisaged that this Technical Assistance will work in close cooperation with the Independent Department of Kuchi (IDK), and will build the capacity of the IDK alongside that of the Kuchi Policy Unit.

3.3. Memorandum of Understanding signed between MAIL and the Independent Dept on Kuchi

The Kuchi Policy Unit will work in close collaboration with the Independent Department on Kuchi (IDK), and its provincial directorates. A Memorandum of Understanding will be signed between the MAIL and the IDK. This MoU will include details on:

- Mandate, roles and responsibilities of MAIL and the IDK
- Regular coordination meetings between MAIL and IDK
- Access of the IDK to Technical Assistance provided to and through the Kuchi Policy Unit
- Access of the IDK to the knowledge and information resource base compiled at the Kuchi Policy Unit

3.4. Kuchi baseline data collected

A Kuchi community mapping exercise will include the following components:

- geographical distribution of kuchi communities
- migration patterns
- population estimates
- livestock ownership estimates
- livelihood patterns (e.g. livelihood portfolios: combination of components that contribute to the household economy)
- access to services and inputs (e.g. drinking water, forage resources, access to summer and winter grazing lands, veterinary services, education and health care services, etc)

Over the last year, the PEACE project has started collecting data from the kuchi leaders through the Provincial Directorates of the IDK. MRRD and CSO conducted a National Multi-sectoral Assessment on Kuchi in 2004. These datasets will be used as the starting point for this mapping exercise.

In the provinces a team will be formed that will consolidate this data. The team will travel to all the kuchi communities in the province; to fill the questionnaires, compare the information given with previous datasets, identify gaps and discrepancies and answer these queries.

The final result will be a solid consolidation of data. The data will be presented on GIS-maps as well as in a narrative format.

This data will be used for policy and planning purposes in the MAIL and the IDK, and in particular for the allocation of resources to kuchi-specific programmes such as the Kuchi Service Centre Project.

4. Proposed implementation strategy

The Kuchi Policy Unit will be established as soon as possible, and its staff and international advisors recruited. They will immediately start implementing the priority activity; e.g. the collection of baseline data on kuchi communities and their migration patterns.

This mapping exercise will be conducted by provincial teams consisting of MAIL and IDK representation, supported by a professional enumerator. The team will be facilitated with transport and per diems to travel to all the kuchi communities in the province³. Mapping of the data will be conducted by the GIS department in the MAIL, with technical support from the PEACE project (Texas A&M University) and AIMS.

5. Inputs required

Budget:

The budget for establishment and operation of the Kuchi Policy Unit for one year, including the implementation of the baseline data collection survey is presented below:

Budget Establishment of Kuchi Policy Unit & Survey	Cost (US\$)
TA	216,000
Training	55,000
Equipment	27,000
Travel	10,000

³ Security permitting. If security does not allow, the kuchi leaders will describe their living areas and migration patterns, which will be indicated on a map. It must however be noted that these areas were not visited by the team.

Operational costs	143,170
Sub-Total	451,000
Contingency 10%	45,100
Total	496,100

Note: this budget does not include the salaries of civil servants.

ANNEX 1.

Terms of Reference

KUCHI POLICY UNIT

1. INTRODUCTION

The Kuchi Policy Unit is being established with the purpose of developing a policy framework addressing kuchi issues for the Ministry of Agriculture, Irrigation and Livestock (MAIL), and to ensure that these policies are implemented by the various programmes of the ministry.

Its main purpose is to ensure a coherent, synergetic and integrated approach of the MAIL on issues related to Kuchi, with specific emphasis on Agriculture Production and Productivity, Natural Resource Management and Economic Regeneration.

2. BACKGROUND

In the eight years since the fall of the Taliban, and the start of the flow of foreign aid to Afghanistan, very little of this support has targeted the Kuchi people. The kuchi suffered equally, if not more, from the effects of war, drought and ethnic conflict as the sedentary people of Afghanistan. Livestock numbers plummeted in the drought years and diseases have taken their toll. For families with livestock left, numbers do regenerate spontaneously but for individual families that have lost everything, to establish a new herd is much more difficult.

There are several reasons for this lack of support by development programmes can be pointed out;

- 1) Lack of reliable data on this part of the population; the kuchi were excluded from the CSO pre-census household listing, so no reliable population statistics are available⁴.
- 2) The migratory lifestyle impedes inclusion in development programmes designed for sedentary people. Kuchi do not fit into the administrative system of provinces and districts, and development programs are unable to find innovative solutions.
- 3) A lack of understanding of public institutions and aid agencies of the kuchi livelihood, and a fear for interfering in a system often romanticized.
- 4) Long-standing conflict over access to resources has led to a polarization of population groups and divisions along ethnic lines. Seasonal eruptions of conflict further fuel tensions and the nature of the conflict is increasingly being defined as a political conflict. A political conflict with a long history and a strong sense of injustice on both sides, which makes it a notoriously difficult problem to even start addressing.

The Kuchi Policy Unit will aim at reversing this trend, and attempt to develop and promote innovative solutions through which Kuchi related challenges can be addressed. It

⁴ MRRD and CSO jointly undertook a national multi-sectoral assessment on kuchi in 2004, which remains the most reliable dataset.

will provide guidance and strategy support to the relevant key policy areas and programmes to ensure that these are kuchi-inclusive.

Definitions

Defining ‘kuchi’ is complicated due to the fact that the term ‘kuchi’ is used in two different ways; as a ‘type of livelihood’ (e.g. migratory, livestock dependent) and as a ‘cultural identity’.

Several sub-categories can therefore be placed under the broad term ‘kuchi’, and in fact the boundaries are blurred:

1. migratory livelihood, mostly livestock-based economy (e.g. pastoralists)
2. semi- settled or partially migratory livelihood, more broad-based economy
3. permanently settled people, still holding on to the cultural identity and referring to themselves as Kuchi.

The first category consists of different ethnic groups, predominantly Pashtun, Beluchi, Arab, but also Aimaq, and even some Tajik and Uzbek in the north. These people may technically be referred to as ‘pastoralists’, e.g. a socio-economic system where migratory livestock keeping is the mainstay of the economy.

The migratory kuchi can be sub-divided according to their migratory patterns; short-range migration (stay within provinces) and long-range migration (move across province boundaries).

The second category is similar to the one above, but these people have recently settled due to the effects of war and drought. They will often live in the same areas as the first category, and belong to the same communities. Therefore they are difficult to separate from the first category, especially considering that many ‘pastoralists’ that have lost all their livestock still continue their migration in order to benefit from community support mechanisms or seasonal labour opportunities.

The third category consists of those people that have become permanently settled over the last decades, but still consider themselves to be ‘kuchi’ and still only feel represented politically by kuchi leaders. These people are predominantly Pashtun, and are only Kuchi by cultural identity. The majority of these ‘kuchi’ have already successfully managed to establish a new livelihood.

It must be realized that this categorization constitutes an artificial separation; a community⁵ will often consist of members of more than one category. In addition, Kuchi leaders often stem from the third category, those of the ‘settled kuchi’, and represent the settled, the semi-settled and the fully migratory pastoralists’.

3. KUCHI SITUATION ANALYSIS

⁵ Here defined as the members of a sub-tribe sharing a geographical area

There is evidence that there is a clear trend away from a fully migratory livelihood to a more partially migratory livelihood or settlement. There are two main contributing factors to this trend.

Firstly, the spells of drought in 2002-2004 and again in 2007, have caused large livestock losses. Anecdotal evidence points to losses of between 50 to 80% of livestock. Households have been rendered destitute, and have been forced to adopt alternative coping mechanisms. In 2004, 50% of the IDPs in the camps in the south were Kuchi; a number that crept up to 75% when most non-kuchi people had returned to their area of origin. These destitute kuchi have either merged into urban environments, have established settlements around cities, or have attempted to return to a migratory livelihood.

Secondly, pastoralism is not a traditional and backward system, as it is often perceived to be. On the contrary, it is a highly dynamic and opportunistic system which revolves around the management of risk and employing opportunistic strategies. Pastoralism has always adapted to changing circumstances, and it can be modernized. These mechanisms are already taking place spontaneously; for instance through trucking of the animals from the winter to the summer areas. Many Kuchi have moved from pure pastoralism to a more diversified income base, in different variations on the theme; f.i. the household splits, with members remaining in one location and other members migrating with the animals, or a community splits into different household units, some of which stay behind and others migrate⁶. Increasingly, and particularly during times of drought, the household men leave the kuchi area to search for employment opportunities. Trade has always been a major contributor to the pastoral income, and even though the comparative advantage of pastoralists in long distance trade has been reduced, pastoralists still have a comparative advantage in livestock trade and other petty trade.

All in all the above shows a trend towards a less migratory lifestyle of the pastoralists, with a higher level of diversification. Improved education and health care can only further enhance this trend. This is a trend that should be supported, since diversification makes pastoralists less vulnerable to shocks.

Any strategy should be three-pronged:

- A: Support to the pastoralism-component of the kuchi livelihood
- B: Support to diversification of the kuchi livelihood
- C: Support to the utilization of opportunities for sedentary livelihoods strategies

4. PROBLEM ANALYSIS

The Kuchi livelihood is an amalgamation of different livelihood components which the kuchi combine and switch between according to the circumstances. A problem analysis of the kuchi livelihood must therefore consider the constraints encountered in each of these main components. It must be recognized that there is a high level of variety

⁶ Taking the example of Nangarhar province, one can see that of the 151 communities by the NMAK 42 communities are fully migratory, 96 are semi-migratory, and 13 are settled⁶.

between kuchi communities; in the way they are affected by these constraints, and the opportunities they have available to them to adapt to changing circumstances.

The main constraints encountered by the kuchi can hence be categorized under these three different headings:

Main constraints to Pastoralism

- Non-fit with the current administrative systems
- Insecurity and conflict over access to resources (mostly in summer areas)
- Insecurity and conflict over residential rights (mostly in winter areas)
- Sub-optimal livestock productivity
- Sub-optimal access to animal health care

Main constraints to Livelihood Diversification

- Insecurity and conflict over residential rights
- Low skill levels
- Lack of income generating opportunities (remoteness from markets)
- Lack of access to credit and business support services

Main constraints to shifting towards sedentary livelihoods Strategies

- Lack of residential security in economically active zones
- Low skill levels
- Lack of access to credit and business support services

5. OBJECTIVES

Overall objective:

To support the kuchi to establish or maintain sustainable livelihoods; through strengthening pastoralist livelihood systems; through providing opportunities for diversification; or through providing opportunities for establishing sustainable livelihoods.

Specific objectives:

1. Increased kuchi inclusion in policy, strategy and program development through:

- 1.1. increased inclusion of kuchi in policy, strategy and program development within MAIL
- 1.2. increased inclusion of kuchi in policy, strategy and program development outside of MAIL

2. Strengthened resilience of the pastoralist component of the kuchi livelihood through:

- 2.1. increased access to animal health care
- 2.2. improved livestock productivity
- 2.3. increased security over access to natural resources

- 2.4. increased security over residential rights
- 2.5. improved management of the natural resources

3. Opportunities created for diversification and adaptation of the kuchi livelihood through:

- 3.1. increased security over residential rights
- 3.2. intensification of livestock production / increased productivity
- 3.3. increased value addition to livestock and livestock products
- 3.4. increased vocational skill levels for alternative income generation
- 3.5. increased access to credit and business support services

4. Opportunities created for a switch to sedentary livelihoods

- 4.1. increased opportunities for residential security in economically active zones
- 4.2. increased vocational skill levels

6. MAIN POLICY PRINCIPLES

The **main principles of the strategy** shall be the following:

- Policy development shall be guided by on-going research and an increased understanding of the Kuchi livelihood.
- Approaches shall be even-handed, striving for equal rights and benefits for the kuchi as for the settled populations.
- Approaches shall be tested through learning-by-doing; flexibility will be built-in to programmes
- The kuchi shall contribute in a meaningful way to the design of programme activities
- In particular for the pastoralists, *improved risk management* shall be at the core of the activities; e.g. to enable the pastoralists to better manage risk, rather than purely increasing output.

7. IMMEDIATE PRIORITIES

- Build a relationship with the Independent Kuchi Commission.
- Conduct mapping exercise to gain better understanding on kuchi population and migration patterns.
- Develop a detailed program document for the Kuchi-specific programme in the Kuchi Programme Department of the Agriculture Production and Productivity programme area.
- Secure resources for the Kuchi Specific programme under the APP.

- Prioritize areas in which the Kuchi-specific program will be rolled out as soon as possible (for instance Paktika, Paktya, Logar, Khost and Ghazni)

8. IMPLEMENTATION MECHANISMS

Institutional strengthening - Strengthen the inclusion of kuchi in administrative systems.

The Kuchi Policy Unit will establish close ties with the Independent Kuchi Commission. It will support the Independent Kuchi Commission to establish representative structures at provincial level.

Mainstreaming – Increasing the inclusion of the kuchi related issues in programme areas of the MAIL.

The Kuchi Policy Unit will use its influence to ensure kuchi-inclusion in the other programme areas of MAIL. It will provide information, advice and policy guidelines to facilitate this process of inclusion.

Advocacy - *Increasing* the inclusion of the kuchi in other non-MAIL sectors.

The Kuchi-policy unit will use its advocacy arm to promote the development of specific kuchi-programs in other ministries, such as the ministry of Education, Public Health, Rural Rehabilitation, etc.

Research – increasing data on and understanding of the dynamics of kuchi livelihood
The Kuchi Policy Unit will initiate or commission research with regard to the pastoral livelihood, the resource base it depends on, or the marketing chains associated with it. It will do so in collaboration with existing research institutes.

Programmes – Specific Kuchi-targeted Programmes

The Kuchi Policy Unit will support the Kuchi Sub-programme Unit under the Agriculture Production and Productivity Programme Area with the development of specific kuchi-targeted programmes. These kuchi-programmes will be based on the kuchi policies as described by the Kuchi Policy Unit, as well as compliant with overall MAIL policies.

Specific kuchi-targeted programmes that shall be developed within the MAIL will focus mostly on aspects related to livestock production and productivity, as well as more broad-based economic development for the Kuchi.

The Kuchi Policy Unit will use its mainstreaming arm to promote the development of specific '*kuchi-targeted interventions*' in the other programme areas of MAIL. In particular in the area of natural resource management the Kuchi Policy Unit will promote

the development of pilot programmes for establishing joint⁷ natural resource management plans for kuchi and settled people.

9. INSTITUTIONAL LINKAGES

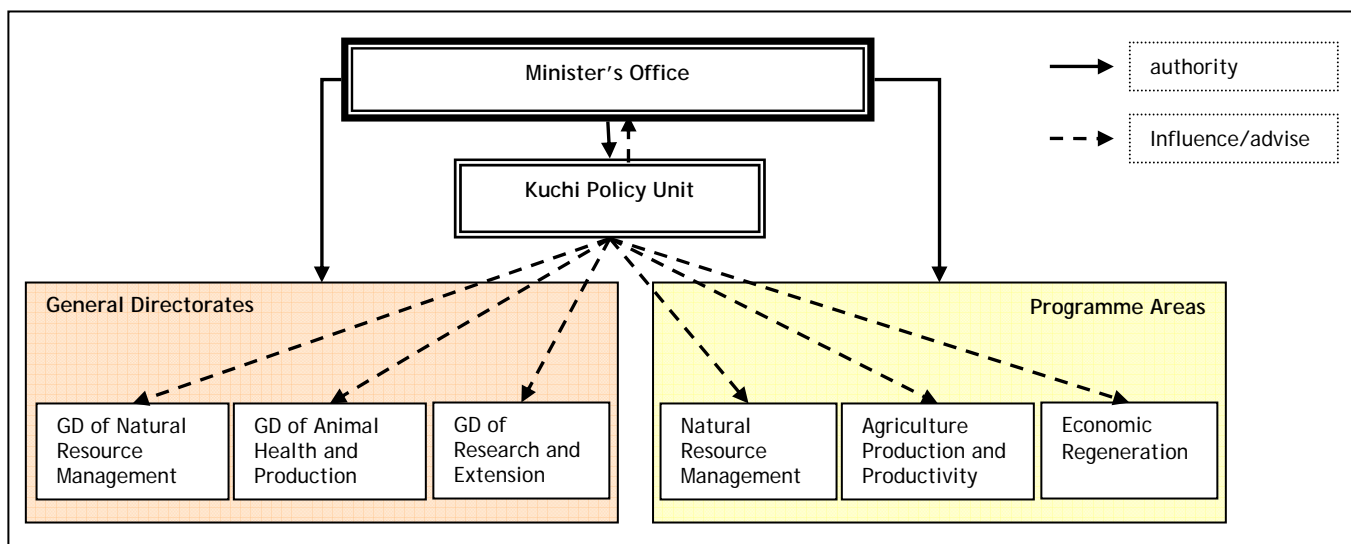
Issues related to the kuchi are cross-sectoral, and touch upon every aspect of the Ministry of Agriculture. The Kuchi Policy Unit is reporting directly to the Office of the Minister, and it influence policy across all programme areas through this Office.

The Kuchi Policy Unit will contribute to policy and planning development in the General Directorates of:

- Livestock Production and Productivity
- Natural Resource Management
- Economic Regeneration ??
- Policy and Planning

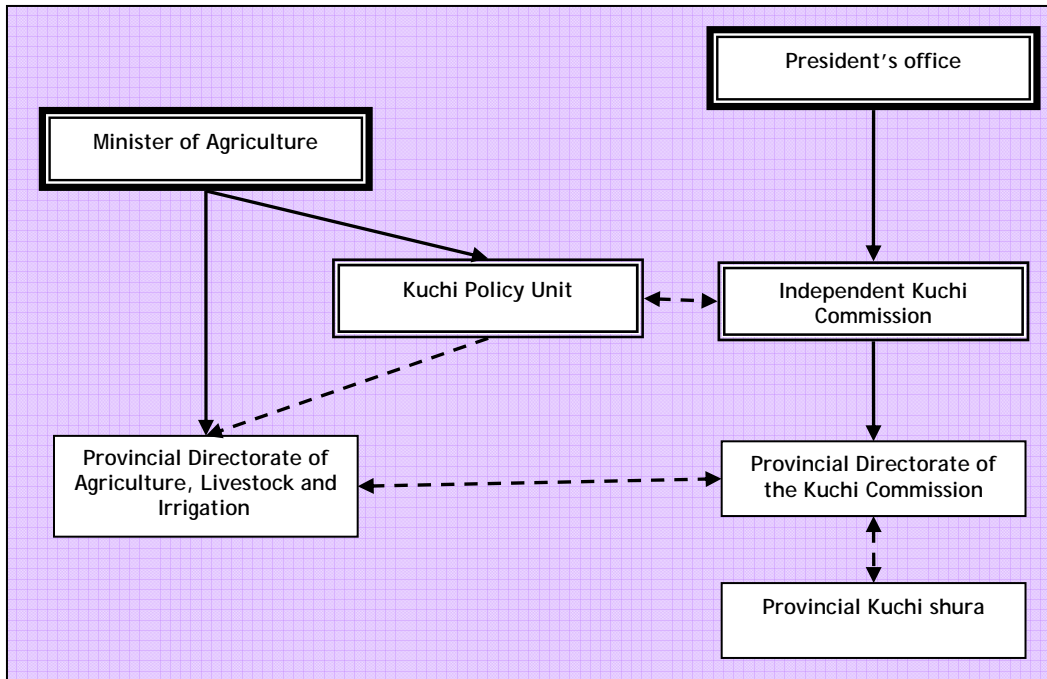
The Kuchi Policy Unit will contribute to program development, as well as provide information, strategic advice and recommendations as well as implementation guidelines the establishment of regulatory frameworks in the General Directorates of:

- Livestock Production and Productivity
- Natural Resource Management
- Economic Regeneration



Outside of the Ministry of Agriculture, Irrigation and Livestock the Kuchi Policy Unit will establish close linkages with the Independent Kuchi Commission and the provincial kuchi shuras they have established.

⁷ 'Joint' refers in this context to a mutually agreed mechanism for natural resource management between kuchi and settled people, regardless of detailed implementation arrangements (e.g. shared or separate management).



10. STAFFING AND RESOURCES

A staffing level of 2 civil servants and one Technical Assistant is envisaged.

Operational costs of the Kuchi Policy Unit will be borne by MAIL.

It is not envisaged that donor funds will flow directly to the Kuchi Policy Unit, but the Kuchi Policy Unit will be instrumental in obtaining donor funding for specific programs, to be designed in collaboration with the Program Management Unit.