

A Review of Feed the Future Collaboration with the Government of Ethiopia's - Agriculture Growth Program

April 2016



This report was produced independently by the Agriculture Knowledge, Learning, Documentation and Policy Project. The authors of the report are Piu Bose, Tsehay Reda and Amdissa Teshome

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Agriculture Knowledge, Learning, Documentation and Policy (AKLDP) Project

Implemented by:

Feinstein International Center

Friedman School of Nutrition Science and Policy

Tufts University Africa Regional Office

PO Box 1078

Addis Ababa

Ethiopia

Tel: +251 (0)11 618014

www.fic.tufts.edu

www.agri-learning-ethiopia.org

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(When threads collaborate, they tie a lion)

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(Two heads are better than one)

Cover picture: The Becho-Woliso Farmer Cooperative Union blended fertilizer plant in Oromia Region, Ethiopia: one of the new generation blended fertilizer plants in Ethiopia, supported by Ministry of Agriculture and Natural Resources, Agriculture Transformation Agency and USAID through the Agriculture Growth Program – Agribusiness and Market Development (AMDe) project.

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Acronyms

ACDI/VOCA	Agricultural Cooperative Development International/Volunteer Overseas Cooperative Association
AGP	Agricultural Growth Program
AI	artificial insemination
AKLDP	Agriculture Knowledge, Learning, Documentation and Policy Project
AMDe	Agribusiness and Market Development
ATA	Agricultural Transformation Agency
BtB	business to business
BoARD	Bureau of Agriculture and Rural Development
CASCADE	Capacity building for scaling up of evidence-based best practices in agricultural production in Ethiopia
CNFA	Citizens Network for Foreign Affairs
CU	Coordination Unit
ECX	Ethiopia Commodity Exchange
FCA	Federal Cooperative Agency
FCU	Farmers' Cooperative Union
GoE	Government of Ethiopia
GTP	Growth and Transformation Plan
HUNDEE	The Oromo Grassroots Development Initiative
ILRI	International Livestock Research Institute
IP	implementing partner
KI	key informant
LITS	Livestock Identification and Traceability System
LMD	Livestock Marketing Development
LWG	Livestock Working Group
M&E	monitoring and evaluation
MoARD	Ministry of Agriculture and Rural Development
MoANR	Ministry of Agriculture and Natural Resources
MoI	Ministry of Industry
MoT	Ministry of Trade
MoU	Memorandum of Understanding
MSP	Multi-Stakeholder Platform
MTE	Mid-term Evaluation
NGO	non-governmental organization
ORDA	Organization for Relief and Development in Amhara
PIM	Program Implementation Manual
REDFS	Rural Economic Development and Food Security
REST	Relief Society of Tigray
SARI	Southern Region Agriculture Research Institute
SC	steering committee
SNNPR	Southern Nations, Nationalities, and Peoples' Region
TC	technical committee
TF	task force
ToR	Terms of Reference
USAID	United States Agency for International Development
WG	working group
WRS	Warehouse Receipt System

1. Executive Summary

The Agriculture Growth Program I (AGP I), the Government of Ethiopia's flagship program, was supported by development partners, including the World Bank. AGP had three major components; USAID (United States Agency for International Development) was mandated with delivering on the Agribusiness and Market Development sub-component through a parallel funding stream. Within the overarching mandate of agribusiness and market development, USAID developed the AGP-AMDe (Agribusiness and Market Development) and AGP-LMD (Livestock Marketing Development) projects under the US Government's Feed the Future portfolio, with the goal of sustainably reducing poverty and hunger among vulnerable households. The partnership called for USAID to collaborate, through the AGP Coordination Unit (AGP-CU), with Government of Ethiopia (GoE) institutions that were responsible for delivering on the downstream activities of the value chains. These institutions included the Ministry of Agriculture and Natural Resources (MoANR), the Ministry of Finance and Economic Cooperation (MoFEC), the Federal Cooperative Agency (FCA), the Ministry of Trade (MoT), and the Ministry of Industry (MoI). There were also similar arrangements at regional and at local levels.

AGP-AMDe operated in the value chains of wheat, maize, sesame, coffee, honey, and chickpeas. Its mandate was to strengthen value chain competitiveness, increase access to finance, influence various policy changes that are conducive for value chain development, and promote greater public-private partnerships as a means to greater innovation and investments. Similarly, AGP-LMD had the mandate to implement private sector-driven value chain development activities focused on correcting market distortions and improving market linkages within the selected livestock value chains of dairy, meat, and live animals. Both projects were focused on identifying market opportunities and creating better market linkages between agro-enterprises and cooperatives and domestic, regional, and international markets. The essence of the projects was about capturing synergies among various actors along the value chain. Doing so required engaging with stakeholders higher up in the agricultural value chains, including private sector and local non-government partners. The remainder of the Agribusiness and Market Development sub-component, which was delivered by GoE institutions, was focused on improving productivity and output by working directly with smallholder farmers.

The review team employed two major techniques to obtain the required data and information: key informant interviews at federal and regional levels, and regional workshops. A collaboration conceptual framework was developed based on a review of existing USAID collaboration frameworks in other countries and business practices. This framework also guided the key informant interviews and the regional workshops.

The major findings are summarized below, following the key deliverables in the scope of work.

i) Good collaboration practices

These good practices are selected because they meet one or more of the following: (i) they involve multiple stakeholders (national, regional, and local, including farmer organizations); (ii) they are innovative and introduce new ideas; (iii) they generate multiple benefits to smallholders/cooperatives; (iv) they promote one or more of the collaboration criteria used

in this review (e.g., strengthen accountability); and/or (v) they have evidence of success (e.g., minutes of meetings or joint reports).

Good practice 1: MoUs (Memorandums of Understanding) as an instrument of collaboration:

MoUs are key instruments of collaboration for the simple reason that when partners sit around the table, they reach an understanding of objectives of the project or program, define roles and responsibilities (who is doing what), and clarify to whom they are accountable. For these reasons, MoUs should be signed between parties, ideally at all levels of the administration. They need to be comprehensive in terms of incorporating clear mandates, roles of partners, and delivery expectations. The MoU between the AGP- CU and ACIDI/VOCA (Agricultural Cooperative Development International/Volunteer Overseas Cooperative Association) is identified as good practice for these reasons. The team observes that the MoU may have contributed to the AGP-CU's better understanding of the AMDe than of the LMD. However, the MoU did not extend beyond federal level and did not capture regional dynamics, thereby limiting its impact at the regional level.

Good practice 2: ATA (Agricultural Transformation Agency), AGP-AMDe, and USAID Coordination

Framework: This framework demonstrates that collaboration should be designed and not happen by chance. The three parties came together at an early stage and listed 17 jointly implemented activities/deliverables, with names of the most senior officers (e.g., Chief of Party and Senior Value Chain Experts) from each partner to ensure accountability. The framework has led to successful results, some of which are documented as good practices in their own right.

Good practice 3: Coffee and livestock traceability: It is widely recognized that product traceability contributes to improved exports by increasing buyers' confidence. AGP-AMDe and AGP-LMD implemented traceability initiatives in their value chains of crop and livestock respectively. The AMDe work is based on a MoU signed between USAID and the Ethiopia Commodity Exchange (ECX). Similarly, the AGP-LMD has worked on establishing a traceability system for livestock in collaboration with MoANR's Animal Health Directorate, described in a pilot Livestock Identification and Traceability System (LITS) and Rationalization Road Map document. Practices such as well-defined roles and responsibilities, joint development of activities, and a formal agreement between both parties contributed to good collaboration.

A number of good practices were also identified at regional level.

Good practice 4: Inauguration of the first-ever fertilizer blending factory, Oromia: This is a result of Good practice 2 described above. USAID, in partnership with the Ethiopian Ministry of Agriculture, the Agricultural Transformation Agency, and Becho-Wolliso FCU (Farmers' Cooperative Union), inaugurated the first-ever fertilizer blending factory. In addition, AGP-AMDe provided technical support to five FCUs (Becho Wolliso, Enderta, Merkeb, Melike Silte, and Gibe Dedessa) on the construction of blended fertilizer factories in Tigray, Amhara, Oromia, and SNNPR (Southern Nations, Nationalities, and Peoples' Region).

Good practice 5: Livestock Working Group (LWG), SNNPR: This is a locally initiated collaboration that proved to be an effective platform for bringing together government, non-governmental organizations (NGOs), business interests, and producers to discuss practical issues and problems impacting the livestock sector. Among the ten issues identified, meat hygiene and safety has been prioritized. A series of sensitization workshops were held in major towns in SNNPR, namely Wolayta Sodo, Butajira, and Arba Minch. At the time of the review, a fourth event was planned for Wolkite.

Good practice 6: Animal health privatization: AGP-LMD worked in collaboration with the Federal Animal Health Directorate and regional livestock departments to develop a vet service cost recovery model for the four regions. Amhara Region took leadership to pilot the model, with the aim to share results with the other regions to expand private animal health delivery systems.

Good practice 7: Municipality slaughterhouses: AGP-LMD, in collaboration with MoANR, MoT, and MoI, conducted an assessment to modernize municipality-owned slaughterhouses in the four project regions. Based on the findings, Oromia is taking the lead to scale up the initiative, with technical support from AGP-LMD.

ii) Collaboration practices that need improvement

A number of practices were also identified that could contribute to better collaboration if managed/implemented better.

Clear understanding of the project design and implementation approach: The misunderstanding of the project design and implementation approach is an overarching issue that contains several issues. First, the budget allocation for AMDe and LMD became a point of contention, and in at least one region the concern was escalated to the National Steering Committee for resolution. Second, AGP's equity-driven objectives were not compatible with AMDe/LMD's market-driven approach. Third, there was no universal agreement on the merits (or de-merits) of using NGOs as implementing partners. Finally, the project-side key informants presented the view that the lack of understanding of the project objectives and approach was the result of a lack of agribusiness skills within the government structure, at the leadership level in particular. Efforts have been made to address this lack by organizing domestic as well as foreign trade fairs as knowledge-building initiatives to showcase examples of agro-market development success stories. But the review team found little evidence that such initiatives achieved scalable impact in terms of getting partners to collaborate more effectively and/or sharing international best-practices knowledge across institutions and down to the *woredas* and *kebeles*.

Effective use of both formal and informal communication: Consultations for this review found that federal- and regional-level partners use both formal and informal communications. They are both necessary, but there are times when informal communication precedes the formal and creates tension.

Steering and technical committees and their inclusiveness: Accountability mechanisms such as the regional steering committees, designed to meet quarterly and be chaired by the Regional President or the Head of the Regional Agriculture Bureau, often fell short both in terms of frequency and attendees with decision-making capacity. Attendance, both in terms of adhering to scheduled meetings and designating members with decision-making abilities, needs improvement. Furthermore, the participation of non-agriculture sectors such as the Ministries of Trade and Industry needs improvement.

Responsiveness: By and large, AMDe was more responsive to government and USAID demands than was LMD, as it took on a number of activities not in the original plan. Responsiveness can strengthen collaboration because when their needs and requests are met, partners have a tendency to collaborate more effectively. However, responsiveness can often lead to high expectations, and failure to deliver can strain the relationship.

Decentralization: During the initial phases of the LMD and AMDe projects, decision making seemed top-down, with regional offices having relatively low degrees of operational freedom. Having a more decentralized approach, with efforts focused on having political buy-in across regional stakeholders, is likely to improve collaboration.

360-degree reporting and feedback: AMDe/LMD reported to AGP but not vice versa, and reporting was mainly around delivery of planned activities. Having two-way reporting mechanisms and designing reports to flag operational issues could lead to better collaboration.

2. Background and Context

AGP design and components: The Government of Ethiopia (GoE) designed the first Agriculture Growth Program (AGP I) in 2010 and launched it in 2011. A full-time dedicated task force (TF) was established to design the program, with membership from GoE and development partners. The AGP is funded by the GoE, the World Bank, and bilateral development partners such as Canada, Denmark, Germany, Netherlands, Spain, and the United Kingdom.

The primary aim of the program was to increase agricultural productivity in a sustainable manner, enhancing market performance and facilitating value addition in targeted *woredas*. While AGP shared the common goal of most development programs and strategies of the country (i.e., ending poverty and enhancing growth), its strategic interventions were peculiar in some respects. The interventions were:

- *Comprehensive:* AGP I was a broad-based program that attempted to improve the whole range of production, marketing, and agro-processing of agricultural products through enhancing productivity, value addition, and market and irrigation infrastructure.
- *Focused on value chains:* The program was implemented along the value chain, dealing with stakeholders including producers, assemblers/traders, processors, distributors, exporters, retailers, and finally consumers.
- *Decentralized and demand driven:* A bottom-up planning process was practiced to give greater power to *kebele*- and *woreda*-level development initiatives, with particular attention given to ensuring equal and active participation of both women and men.

As stated in the AGP Program Implementation Manual (PIM), “the program has been formulated based on comprehensive analysis of opinions and experiences of higher officials, implementing agents and development partners” (MoARD, 2010, Box 1, page 15).

AGP I was a five-year program (2010–2015) implemented in 80 *woredas* in four regions distributed as follows: 22 in Amhara, 34 in Oromia, 19 in SNNPR, and 5 in Tigray.¹ In addition to improving the livelihoods of smallholder male and female farmers, the program also supported key public institutions and private businesses that have multiplier effects on the growth of the agricultural sectors along the value chain. AGP I had two major components and several sub-components.² The main components are: (i) agricultural production and commercialization; and (ii) rural infrastructure development and management.

Agribusiness and Market Development sub-component 1.3: Component 1 has three sub-components, namely institutional strengthening and development, scaling up of best practices, and agribusiness and market development. The Agribusiness and Market Development sub-component 1.3, which is the subject of this collaboration review, operated along the crop and livestock value chains in target *woredas*, as well as at national level. The primary aim of the sub-component was to support the middle and upper value chain, whereas the other AGP components aimed at primarily supporting the lower end of the value chain by strengthening

¹ The number of *woredas* has gradually increased to 96 under AGP I. As stated in the AGP I PIM (MoARD, 2010), the *woredas* were selected based on criteria such as suitability for agriculture, potentials for irrigation, access to market infrastructure, and institutional capacity.

² For a full description of the AGP I components, see AGP I PIM (MoARD, 2010). This section focuses on the Agribusiness and Market Development sub-component.

the input supply systems (such as improved seeds and breeds) and rural infrastructure. Rural infrastructure improvement included upgrading or construction of new feeder roads and supporting construction of improved market centers in selected critical areas that significantly contribute to value chain development and better market function.³

As per the provisions in the Program Implementation Manual (PIM),

Activities under this component will be handled at the federal and regional levels as this requires working with stakeholders somewhat higher up in the agricultural value chains, and farmer groups will be assisted to integrate with the agro-enterprises supported under component 1.3. (MoARD, 2010, Chapter 3, page 22).

USAID supported the Agribusiness and Market Development sub-component of AGP through a parallel funding system. Two separate projects were designed for this sub-component. These are Agribusiness and Market Development (AMDe) implemented by (ACDI/VOCA) and Livestock Market Development (LMD) implemented by Citizens Network for Foreign Affairs (CNFA).

Mid-term Evaluation (MTE) of sub-component 1.3: The mid-term evaluation of the AGP-AMDe (AKLDP/USAID, 2015a) and AGP-LMD (AKLDP/USAID, 2015b) were carried out in May 2015.⁴ One of the key evaluations was on collaboration: Which among the project partnerships have been the most/least effective in terms of their collaboration and coordination efforts in implementing both AMDe and LMD? Accordingly, the evaluation found that both AMDe and LMD worked with a wide range of stakeholders, including but not limited to the Ministry of Agriculture, AGP-CU, Ministry of Trade (MoT), Agricultural Transformation Agency (ATA), Federal Cooperative Agency (FCA), Ethiopian Institute of Agriculture Research, and ECX. They also worked with a number of industry associations, including the Ethiopia Apiculture Board, Ethiopia Honey and Beeswax Producers and Exporters Association, Ethiopian Pulses, Oilseeds and Spices Processors and Exporters Association, and the Ethiopia Coffee Exporters Association. On the livestock side, industrial associations included the Animal Feed Industry Association, the Animal Breeders Association, the Dairy Producers Association, the Dairy Processors Association, and the Live Animals and Meat Exporters Association.

The evaluation also documented that AMDe's strongest partnerships were with the MoANR, AGP, ATA, and FCA. The AMDe annual work plans are approved and endorsed by AGP TCs at regional and federal levels, respectively. In addition, USAID, ATA, and AMDe have forged a tripartite coordination plan with assigned focal points. However, only a few of the many communal activities listed were actually implemented in a collaborative manner. The evaluation concluded that although the AMDe has developed effective partnerships, it will take time before it can play a central role in AGP decision making. In part, this need for time can be attributed to organizational differences: donor-government, culture, timing of planning cycles, salary, incentive structures, and USAID's parallel funding arrangement as opposed to pooled AGP funding. While recognizing the challenges of this arrangement, parallel funding can offer increased

³ The market infrastructure development sub-component was designed in such a way that it facilitates the Agribusiness and Market Development sub-component. The mid-term reviews of the AGP-AMDe and AGP-LMD have shed light on the extent to which this and other linkages have materialized. The reports are available on www.agri-learning-ethiopia.org.

⁴ Similar MTEs were carried out for three of the Feed the Future projects: (i) Empowering New Generations to Improve Nutrition and Economic Opportunities (ENGINE) (September 2014); (ii) Graduation with Resilience to Achieve Sustainable Development (GRAD) (October 2014); and (iii) Pastoralists' Areas Resilience Improvement through Market Expansion (PRIME) (February 2015). These three projects, AGP-AMDe, and AGP-LMD account for 78 percent of Feed the Future funding.

opportunities for innovation, piloting, and demonstration that can over time contribute to evidence-based learning that will inform the future delivery of the AGP.

With respect to LMD, the project supported platforms to strengthen partnerships with other AGP implementers and government offices. It participated in regular, quarterly monitoring and planning meetings with AGP at both the regional and federal levels. It also supported and participated in the Crop/Livestock Technical Committee meetings at the federal level. AGP-LMD plans and activities were prepared in consultation with the regional stakeholders and presented to the respective technical and steering committees. AGP-LMD chose to work through NGOs known as implementing partners (IPs), who were not participating in regional coordination bodies. Their roles were limited to facilitating and encouraging private firms and cooperatives to compete for grant funds.

Existing collaboration mechanisms: The principal collaboration mechanism within the agriculture and food security sector is the Rural Economic Development and Food Security (REDFS) sector working group established in 2008. The group brings together government and development partners working in agriculture growth, livestock, disaster risk management, and sustainable land management. Each has its own TC chaired by the respective State Minsters. Within each technical committee, there are TFs handling specific issues. For example, the Private Sector Development Task Force (PSDTF) was established to promote private sector investment in agriculture within the framework of the New Alliance for Food Security and Nutrition (NAFSN). The main objective of the REDFS and its TCs and TFs is to improve aid effectiveness as per the Paris Declaration⁵ by promoting harmonization and avoiding duplication of efforts.

The AGP is nested within the Agriculture Growth TC and has its own steering committee and technical committee. The former is chaired by the State Minister for Agriculture Growth and the latter by the AGP National Coordinator. At regional level, the steering committees are chaired by the Regional Presidents or the next-highest official delegated (often the Head of Bureau of Agriculture, who is also the Vice President). The technical committees are chaired by the regional AGP coordinators.

Another coordination mechanism is the Agricultural Development Partners Linkage Advisory Councils (ADPLACs), established to address the gap between research and extension; that is, bottlenecks in generating technologies, conducting adaptation trails, and popularizing the technologies among smallholder farmers. Agriculture sector GTP (Growth and Transformation Plan) II aims to strengthen ADPLACs that have been established from federal up to *woreda* level and establish them where they do not exist.

⁵ On March 2, 2005, ministers of developed and developing countries responsible for promoting development and heads of multilateral and bilateral development institutions met in Paris and agreed to increase the effectiveness of aid given to developing countries through coordination and alignment of interventions. To this end, the Ministry of Finance and Economic Development (MoFED) requested the MoARD to establish a mechanism for development partners and government to come together and ensure the effectiveness of aid given to the sector. Accordingly, the REDFS was born.

3. Objective and Scope of the Review

Objectives and rationale for the review: The present review builds on the findings of the mid-term evaluations. It uses a systematic tool and extensive consultations with federal and regional stakeholders to identify good collaboration practices.

Although USAID was given the mandate to finance and implement the Agribusiness and Market Development sub-component, implementation involved working with various partners along the value chain, both within the GoE as well as with the private sector. Initially, collaboration between USAID projects and AGP partners was reported to be low, as was the ownership of project activities by the federal ministries and regional bureaus. However, during the AGP Steering Committee meeting on November 13, 2015,⁶ the regional bureaus reported improvements in collaboration. Following this feedback, the State Minister of Agriculture (Chair of the Steering Committee) requested USAID to document best collaboration practices in order to promote stronger collaboration of parallel activities in the future.

This collaboration review is therefore a response to this request, and its objectives are derived therefrom. The scope of work was developed to guide the review (see Annex 4). It emphasized two key deliverables:

- highlight and recommend good collaboration practices from the projects that could be retained: and
- recommend collaboration practices that could be improved to strengthen collaboration of the stakeholders and their efficiency and effectiveness.

Significance and limitations of the review: In one way the review is timely, because the AGP II (2016–2020) has been designed and launched, so the review findings can be incorporated into the implementation. Similarly, the AMDe and LMD are also in the process of redesign and can benefit from the lessons documented in this report.

The review has some limitations. First, even though the review identifies good collaboration practices that resulted in better outcomes, it is beyond the scope of this review to assess whether collaboration initiatives between AMDe/LMD and AGP-GoE stakeholders made an impact in terms of increasing opportunities for smallholders through agribusiness and market development. Second, ranking of collaboration criteria by stakeholders participating in workshops can only be indicative because they may not have participated in the project launch event at the start. Therefore, the ranking may be based on: (i) the reports they have read; or (ii) conversations they have had with those who were present at the start.

With respect to challenges, at the time of the review AGP-AMDe was in the process of closing down, and AGP-LMD had only a few months left. This meant that there were difficulties in bringing stakeholders together. Notwithstanding this difficulty, the review team acknowledges the tremendous support provided by project managers/coordinators of both projects (including those whose offices were already closed). In addition, Oromia fieldwork was severely affected by a major training program held in Adama at the time of the review.

⁶ The team made considerable effort to obtain the minutes of this meeting, but unfortunately was not able to find them.

4. Methodology

The review team: The review team comprised one Agriculture Knowledge, Learning, Documentation and Policy Project (AKLDP)/Feinstein International Center at Tufts University Friedman School of Nutrition Science and Policy staff member, one independent international expert, and one local livestock and agribusiness expert. The AKLDP/Feinstein member served as the team leader. The team conducted the review over a period of five weeks between February and early March 2016. Besides conducting desk reviews of key documents for contextual information on AGP, the team also conducted fieldwork, including stakeholder interviews, as described in detail in the following section.

Data collection: To start with, the team developed a collaboration conceptual framework and criteria to guide the key informant interviews and the regional workshops (see Section 5). The fieldwork included travelling to the four AGP focus regions of Amhara, Oromia,⁷ SNNPR, and Tigray to conduct key informant interviews and workshops. Key informants included the AGP Coordination Unit, staff of the two projects, cooperating agencies/bureaus, livestock directorates/agencies/bureaus at both federal and regional offices, and the World Bank. The results of the key informant interviews, which preceded the workshops, helped the team understand the context in which the AGP and the two projects were designed and implemented and also served as background to the workshops.

The regional workshops had wider representation and as far as possible included all stakeholders involved in delivering the Agribusiness and Market Development sub-component in collaboration with the AMDe and LMD projects. In addition to those interviewed face to face, Bureaus of Trade, Industry, and Women and Children Affairs participated in the workshops. Table 1 gives a summary of key informants (KIs) and workshop participants. Annex 3 provides the complete list of KIs and workshop participants.

Table 1. Summary of key informants and workshop participants by region

Region	Key informants/group discussion			Regional workshop participants		
	Male	Female	Total	Male	Female	Total
Federal level	9	2	11	Workshop not conducted		
Amhara	8	0	8	18	3	21
Oromia	4	0	4	7	1	8
SNNPR	5	0	5	17	2	19
Tigray	7	0	7	14	1	15
Total	33	2	35	56	7	63

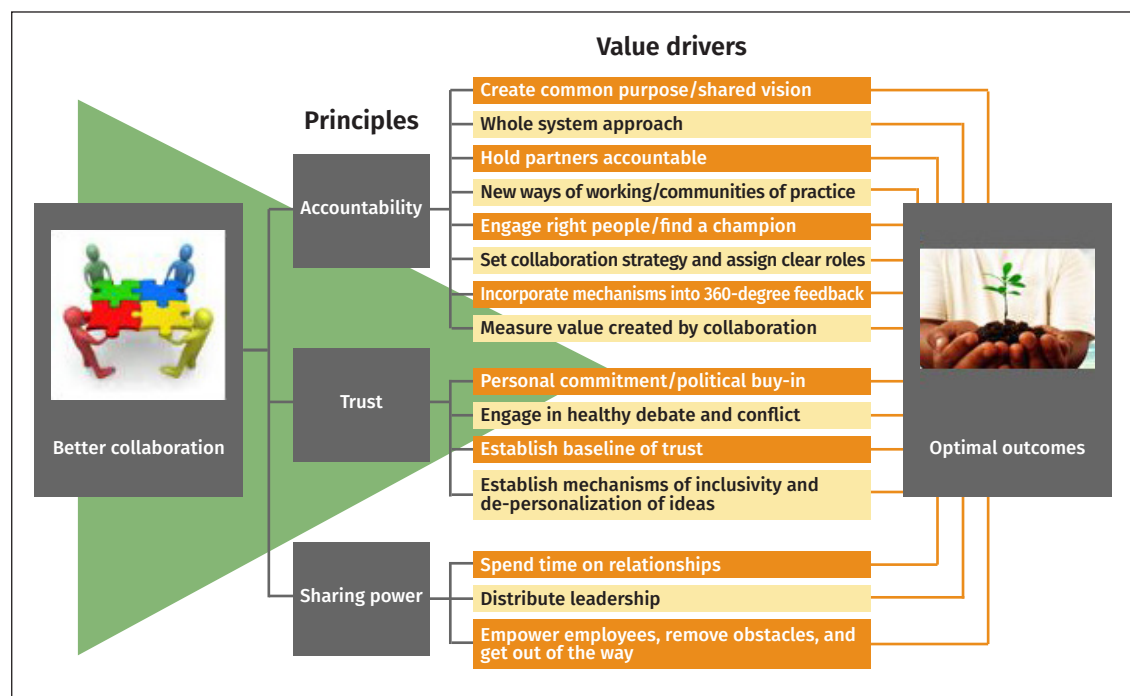
The half-day workshops kicked off with a short presentation on the conceptual framework (see Section 5), followed by an evidence-gathering group exercise on the collaboration indicators. Two groups were formed, one representing AGP-AMDe partners and the other representing AGP-LMD partners. Each group was given templates for scoring the parameters of good collaboration as provided in the framework (see Table 2 for an example). Annex 1 gives the complete template with results of the scoring.

⁷ Interviews with Oromia regional stakeholders and the workshop for the region were held in Addis Ababa.

5. Conceptual Framework for Collaboration

The team carried out an extensive review of collaboration frameworks in various environments, including private sector (e.g., Gratton and Erickson, 2007; Dewar, et al., 2009) and development organizations, to identify commonalities and develop a framework that could serve the purpose at hand. Accordingly, the first example given in Figure 1 emphasizes *accountability, trust, and sharing power* as key drivers of good collaboration.

Figure 1. Drivers of good collaboration – Example 1 (Dewar, et al. 2009)



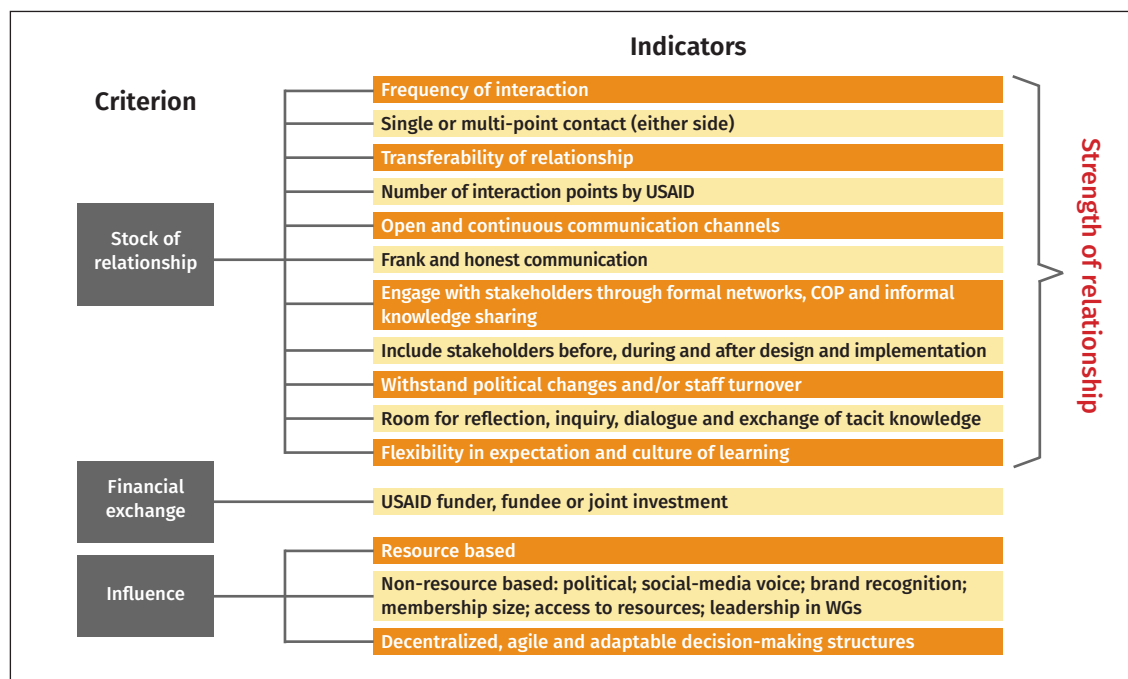
Some of the key attributes under each of the three principles that informed the conceptual framework for the review are common vision, political buy-in, accountability, feedback mechanisms, measuring value, healthy conflict, inclusivity, relationships, and sharing leadership.

The team also looked at frameworks being used by various development partners to have the international development perspective on effective collaboration practices. The Collaboration Mapping tool developed by USAID/Rwanda focuses on mapping key stakeholders and the degree of their influence in programming matters. The tool looks at three main criteria: (i) stock of relationship; (ii) financial exchange; and (iii) influence. It also rates potential collaborators against a set of indicators on a ten-point scale. See Figure 2.

Drawing on these two example frameworks of effective collaboration, the team developed a conceptual framework that identified a set of five fundamental principles along a value creation spectrum (see Figure 3). This framework is most appropriate for the task at hand, because it underlines collaboration, follows a maturity cycle, and evolves in stages.

At the lower end of the spectrum is “cooperation,” characterized by tell-based relationships, demanding compliance from the others, low levels of information sharing, and low accountability.

Figure 2. Drivers of good collaboration – Example 2 (Collaboration Mapping tool developed by USAID/Rwanda)



The middle of the spectrum is “coordination,” and the relationships at this stage are more about selling and consulting. The next stage along the spectrum is “collaboration,” which is about co-creation of values and is anchored to the following five criteria:

1. **Common Vision and Effective Communication:** Political buy-in and commitment among AGP partners towards common vision. Vision is clearly communicated and partners have frank, open, and continuous exchanges with each other to problem solve and reach targets.
2. **Defined Roles and Continuity of Relationships:** Partners have clearly defined roles and responsibilities under the AGP program. Handovers are effective, and relationships withstand transitions.
3. **Accountability and Joint Decision Making:** Partners hold each other accountable. Regional partners have required skills, make decisions jointly, and take responsibility for outcomes.
4. **Supportive Environment and Feedback Mechanisms:** There is an environment of mutual trust that allows discussions of different points of view and requests objective feedback from partners.
5. **Innovation and Knowledge Share:** Linkages between AGP partners lead to new ways of working together and communities of practice.

Data analysis

In order to frame the collaboration criteria defined in the conceptual framework within the context of the Agriculture Growth Program and tease out the richness of the indicators, the team introduced a set of sub-criteria that were likely to resonate with AGP partners. The sub-criteria carried differing weights, totalling to a score of 10. As described in the Methodology section, during the workshops respondents were asked to score each sub-criterion based on their perception of how effective the collaboration was between AGP-AMDe/AGP-LMD and AGP-GoE institutions on that particular attribute. A number of sub-criteria were introduced within

Figure 3. Collaboration conceptual framework used for the review

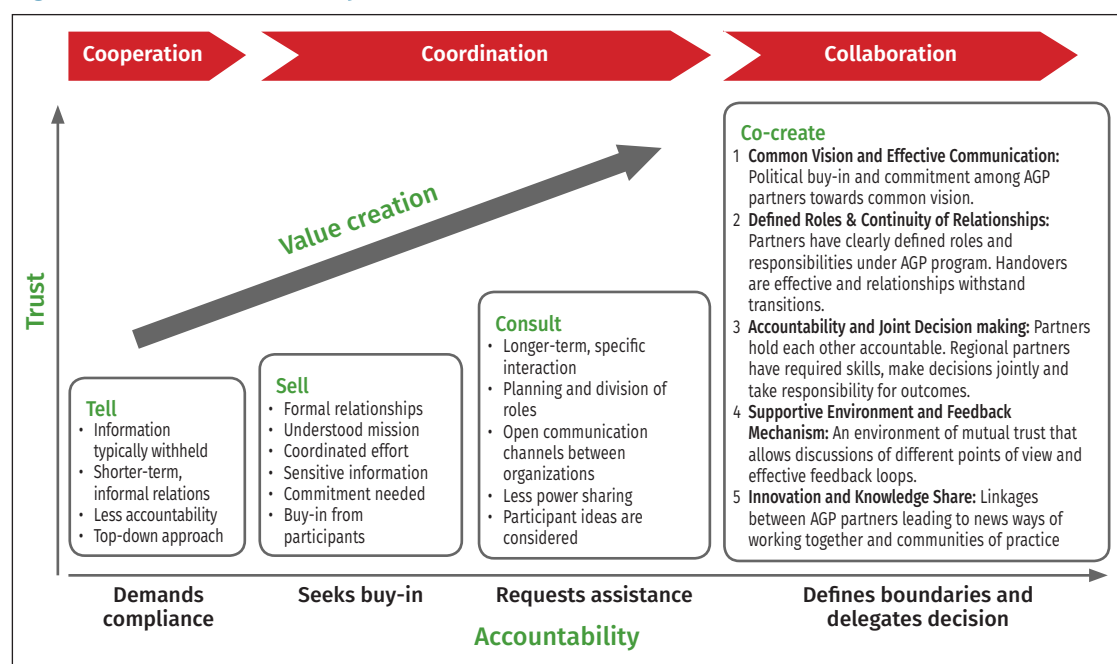


Table 2. Sample template for scoring collaboration parameters

Key criterion for good collaboration: Common Vision and Effective Communication			
Specific criteria to consider	Max. score that each criteria can have ⁸	Actual score (project start) ⁹	Actual score (current)
1. Partners develop a common vision in terms of implementation activities through MoUs or other implementation agreements between AMDe/LMD projects and AGP and BoA/LA/CA/Bureau of Trade, Bureau of Industry, etc.	2		
2. Efforts are made by AMDe/LMD regional coordinators to familiarize AGP partners with the Feed the Future objectives, indicators, reports, and other milestones.	2		
3. There is a high frequency of communication between AGP partners and AMDe/LMD through email, phone, periodic meetings, ad hoc meetings, working groups.	2		
4. Level of participation of members during steering and technical committee meetings occurs as per the Terms of Reference of the working groups.	2		
5. Meetings of steering and technical committees occur as planned.	2		
Total	10		

⁸ These scores are not based on any weighting exercise. They are designed to ease aggregation into a total score of 10. For example, if the key principle has 5 issues, then each is assigned a maximum score of 2 (participants can assign values between 0 and 2). If there four criteria, they are assigned 3, 3, 2, 2 (participants could assign values between 0 and 3) and so on.

⁹ Before the start of the group discussion, participants were asked how long they had known or been associated with the projects. Participants seemed to have varying time-spans of engagement, and not everyone had been associated with the project since the beginning. Therefore, they were advised to consider the issues from the time they knew the projects and to arrive at a consensus as a group where there were variations.

the conceptual framework, which essentially formed the checklist for interviews and regional workshops. The details of the sub-criteria, together with the scale for scoring, are given in Annex 2. See Table 2 for a sample template of one of the criteria and its sub-criteria.

The major output of the regional workshops is the ranking of the collaboration criteria and the explanations for the rankings. These results are presented by region and project using two sets of Spider charts for each region, one each for AGP-AMDe and AGP-LMD (See Figures 4–7 for Spider charts for the four regions). Each chart captures the collaboration dynamics between the projects and GoE-AGP partners and the changes in collaboration over time – “Before” indicating the initial phases of the projects and “Current” indicating the present situation.

The group work concluded with a debriefing session where the review team explored the rationale behind the rankings and identified supporting cases of good collaboration.

6. Findings

6.1 Federal-level findings

Introduction

At the federal level, the World Bank, the ATA, the AGP Coordination Unit, and the Ministry of Livestock and Fisheries were among the key informants. The collaboration conceptual framework was used as a tool for interviews, and the review of documentation of the findings follows the same to identify good collaboration practices.

i) Common Vision and Effective Communication: At federal level, there is consensus that the AGP is designed with strong partnership between government and development partners, including USAID. There was common understanding of program goals, objectives, and components. As can be seen in Table 3, there is considerable congruence between the goals and objectives of the AGP, the Feed the Future Initiative, and the two projects.

Table 3: Goals and objectives of AGP, Feed the Future, and projects

Program/project	Goals/objectives
AGP	Goal: To end poverty and enhance growth
Feed the Future	Goal: Sustainably reduce poverty and hunger Objective: To increase economic growth with resiliency in rural areas; specifically, to reduce household poverty by 30 percent and stunting by 20 percent in the Zone of Influence within five years through improvements in food availability, access, and utilization
AGP-AMDe	Goal: Sustainably reduce poverty and hunger by improving the productivity and competitiveness of agricultural value chains that offer jobs and income activities for rural households Objective: Improve the competitiveness of six value chains (maize, wheat, sesame, coffee, chickpea, and honey) through technical and managerial assistance, increased access to finance, and private sector investment
AGP-LMD	Goal: Improved smallholder incomes and nutritional status Objective: To “foster growth and reduce poverty by improving the productivity and competitiveness of selected livestock value chains (dairy, meat and live animals)”

Source: compiled from the respective project documents (see references).

The AGP steering and technical committees met regularly during the design phase, the latter more frequently than the former. However, as one key informant noted, “technical committee meetings were poorly represented by GoE. Few if any at directorate level from MoANR showed up for the monthly meetings,” which he attributed to “the low ownership of the relationship” rather than resource constraints or logistical challenges.

The absence of senior government representation at technical committee meetings was widely shared (including by some government key informants), but reasons varied. Government staff,

senior directors in particular, are often time constrained due to conflicting priorities, including ad hoc “urgent” assignments from senior management. To overcome such barriers, technical committee meetings were often held outside Addis Ababa, and that resulted in greater commitment among members to attend the meetings.

As stated in the background section, although both government and development partners agreed to include the Agribusiness and Market Development sub-component as part of the AGP, in actual fact the detailed design of the sub-component was done separately by implementers who were not at the AGP negotiation table – ACDI/VOCA in the case of AMDe and CNFA in the case of LMD. Both came in almost a year into the AGP implementation. For example, the AMDe project design included a 12-month Inception Phase, during which time ACDI/VOCA hired staff, established offices in each of the AGP regions, refined the implementation strategy, and developed detailed work plans. The project submitted its first annual work plan in November 2011. The result of an iterative process was the first work plan, approved by USAID in May 2012. A similar time lag can be seen between the AGP and LMD design and implementation processes (see Table 4). These differences seriously affected collaboration, particularly at regional levels (see Section 6.2 below).

Table 4. Time lag between design and implementation for AGP, AMDe, and LMD

Program/Project	Design	Implementation	Completion
AGP	2010	2011	2015
AGP-AMDe	2011	2012	2016
AGP-LMD	2011	2012	2017

In addition to the time lag, the team finds that there are major differences between “program” and “project,” both conceptually and practically. Key informants emphasized that AGP is a program that is known to continue, whereas the AMDe and LMD are projects that are known to phase out. This had implications for staff retention and continued smooth relationships on the part of the projects.

AGP-LMD developed a five-year strategy document (AGP-LMD, c. 2011) that stated AGP-LMD will help to achieve several important GoE objectives.

ii) Defined Roles/Responsibilities and Continuity of Relationships: The most common tools for defining roles and responsibilities are Memorandums of Understanding (MoUs), Terms of Reference (ToRs), and the Program Implementation Manual (AGP PIM). In response to whether or not the projects have signed MoUs with the AGP Coordination Unit or an equivalent federal organ, the team received mixed responses, which was also reflected at regional levels. On the one hand, LMD responded that it did not sign MoUs with federal or regional agencies:

We operate under the AGP umbrella – plan and implement our activities that are aligned and harmonized with AGP. The coordination mechanisms are the AGP Technical Committees both at regional and federal levels. Monthly, quarterly and bi-annual meetings are held where implementation is reported and plans are aligned. (Email response from LMD KI dated 03/08/16)

On the other hand, ACDI/VOCA, the implementer of AGP-AMDe, signed a federal-level MoU with the AGP Coordination Unit. The team, having reviewed the MoU as well as other documents such as ToRs and the Project Implementation Manual, formed the opinion that the documents were

too high level and lacked details in terms of overall objectives, implementation roles, delivery expectations, etc., and as such did little to promote collaboration among partners.

The AGP Implementation Manual is the national framework for planning and implementing the program. Roles and responsibilities are defined for project monitoring and evaluation (M&E) at federal, regional, *woreda*, *kebele*, and sub-*kebele* level. However, the review team noted that the PIM does not make reference to AMDe and LMD implementers, because it was designed independently of the implementation of the marketing component. As a matter of fact, the PIM refers to LMD as the “livestock breed improvement through AI [artificial insemination] and support to public and private improved Livestock Breed Multiplication Centers” and makes no reference to marketing. Perhaps this fundamental difference in terms of implementation expectations could be a source of tension between the USAID implementing partners and GoE regional stakeholders. Unless resolved on a timely basis, such tensions could seriously affect collaboration (see Section 6.2).

The review team also reviewed AKAL,¹⁰ a collaboration platform between AGP, AMDe, LMD, and CASCAPE (Capacity building for scaling up of evidence-based best practices in agricultural production in Ethiopia). The objective is to avoid overlap of capacity-building activities between the partners. However, AKAL has never been operational, probably because it was established without a strategy and proper analysis of the existing overlaps. This is an area that needs improvement in the future. A strategy for integration with other collaboration initiatives is also needed.

iii) Accountability and Joint Decision Making: By and large, accountability is a function of clearly defined roles and responsibilities. If roles and responsibilities are well defined and focal points are appointed, it is relatively easy for partners to hold each other accountable.

iv) Supportive Environment and Feedback Mechanisms: A major difference between AMDe and LMD in their approach to implementing activities is that LMD used NGOs as implementing partners (IPs). The reception to this approach at regional level varied considerably, which will be discussed in Section 6.2. At the federal level, this approach was not viewed positively for two reasons. First, channeling resources through the government structure would have had the advantage of building internal capacity, whereas channeling to external implementers who were not part of the design process did not. Second, the government had doubts about the competency of implementing partners to shoulder such a national program.

Interviews held with IPs also indicated that the environment was not supportive. They were not called to any of the major AGP meetings, which the AGP-CU confirmed and indicated as an area of improvement for the future. All meetings were held between the contractor (CNFA) and sub-contractors (IPs). Opportunities were not created for the IPs to meet and discuss without the presence of the contractor.

At least one of the IPs made the point that the contract was activity-by-activity based. This was not conducive compared to other projects it implements with financial support from other donors. It did not allow for a strategic thinking process.

The review team found that the selection of the IPs was not based on any systematic analysis of their comparative strength with respect to project activities, but largely based on personal knowledge and the degree of regional influence they had.

¹⁰ AKAL is an Amharic word that means “part of.”

Main feedback mechanisms were the circulation of minutes of multi-stakeholder platforms, quarterly and annual reports, and joint review and evaluation initiatives.

v) Innovation and Knowledge Share: AMDe and LMD have used innovation funds to encourage the private and cooperative sectors to engage in agricultural marketing. The mid-term evaluation of both projects established that the innovation grants are widely appreciated. At least one of the collaborative good practices identified in this report was financed through the innovation grant. Warehouse receipt systems (WRSs) and traceability are among the innovative ideas introduced. Knowledge and experience sharing through trade fairs and international visits for AGP partners were also presented as good initiatives to promote innovation. Additionally, knowledge sharing in terms of capacity-building technical and business-oriented trainings organized by the LMD project in collaboration with MoANR in the areas of milk quality testing, the animal health cost recovery system, AI services, etc. were also examples of innovation through successful collaboration.

6.2 Regional-level findings

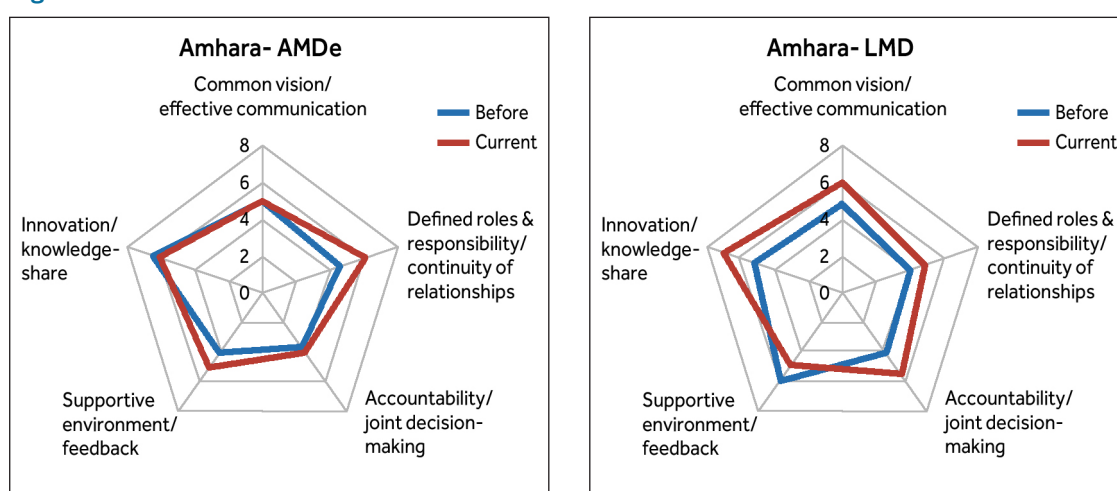
Introduction

At the regional level, the AGP Coordination Unit, AGP-AMDe, AGP-LMD coordinators/managers and other staff, the Livestock Agency/Bureau, the Cooperative Agency, the ATA regional office, and LMD implementing partners (IPs) were among the key informants. The workshops members included Farmer Cooperative Unions, Bureaus of Trade and Industry, the AGP Coordination Unit, the Advisor to the Regional President (Amhara only), the Marketing Federation, and the Women and Children Affairs Bureau. About 60 participants attended the four regional workshops.¹¹

6.2.1 Amhara

The analysis of Amhara scores shows that overall coordination has improved between the two projects and AGP partners, represented by the red line (current situation) in Figure 4. AGP-AMDe has shown major improvement with respect to: (i) supportive environment; and (ii) defined roles and responsibilities, whereas LMD has shown similar improvements for: (i) innovation and knowledge share; (ii) accountability; and (iii) common vision. The overlap of the red and blue lines shows that there was little or no change in degree of collaboration. This means, where collaboration was good,

Figure 4. Amhara collaboration scores



¹¹ The team spent two days in each region, roughly divided as follows: one day for regional key informant interviews; half-day for a workshop; and half-day for final discussion with project staff. The specific workshop days were February 17 (Amhara); February 22 (Oromia); February 25 (Tigray); and March 10 (SNNPR).

it remained good and vice versa. For example, AGP-AMDe innovation and knowledge share has been rated high both at the start of the project and at the time of the assessment.

Each of the five indicators is explained below.

i) Common Vision and Effective Communication: In addition to the scoring, participants were asked to express their observations with respect to each of the five criteria. Accordingly, they reported not understanding the bigger Feed the Future picture and little effort by project partners (especially at the start of the project) to explain the overall objectives and their fit within AGP.¹² The design and approach of the two projects were also not clear to stakeholders. There seem to have been a lot of misunderstandings with LMD at start of the engagement. For example, AGP-LMD was not working in moisture-deficit areas, which would have been a good way to promote meat and live animal value chains. The underlying issue is that AGP *woredas* were selected based on their crop potentiality instead of livestock. One key informant highlighted:

Middle of the value chain is LMD's focus. Not starting from the production part. This is our complaint. Large part of the region is moisture deficit. We are trying to develop livestock in these areas, but LMD [is] not working there. LMD [is] working on cattle but poultry and beekeeping are the activities of the poor, particularly women and youth. (Interview with key informant from the Livestock Agency)

The LMD response to this was:

We are constrained by the approved work plan. Other NGOs may be flexible. The mid-term evaluation also recommended poultry, and government also requested this before. We are considering. (Interview with LMD regional staff)

Both formal and informal communication play an important role in facilitating collaboration. Informal communication can speed up collaboration when formal communication stalls. Formal communication ensures accountability. In contrast to AMDe, which had a fully-fledged staff at the regional level, LMD had a thin presence but placed a focal person within the Livestock Agency. As a result, the communication was smooth and helped to develop a strong relationship. During the early stages of the project, communication was reported to be informal and based on interpersonal relationships.

ii) Defined Roles/Responsibilities and Continuity of Relationships: Participants responded to the lack of continuous dialogue on roles and responsibilities. Participants shared that AMDe provided financial, advisory, and practical support to AGP-GoE partners. AMDe did not have large staff turnovers, and when staff did change, the handovers were reported to be smooth. Therefore, relationships were not affected. LMD did not have top-level regional coverage until almost six months into the project. It took time to build relationships. However, as indicated above, LMD placed focal persons within relevant agencies to speed up the process. LMD also organized a Launch Workshop with all the AGP partners. These efforts resulted in smooth handover of tasks and equipment to beneficiaries.

iii) Accountability and Joint Decision Making: Accountability was rated higher for LMD than for AMDe. Some regional ToRs existed for livestock working groups. However, when asked what mechanisms were put in place to ensure accountability, the working group noted:

¹² LMD reported having organized a Launch Workshop during the start of the project with all the AGP-partners. There is no information on whether AMDe also conducted a similar Launch Workshop.

There was no mechanism for partners to be accountable to each other except for quarterly reports, but even that wasn't comprehensive as reporting was one-sided: AMD and LMD were required to submit report[s] to AGP-CU but not vice versa. federal-level MoUs between Feed the Future partners and AGP-GoE institutions had little practical implications in the regions in terms of how partners engaged together. (Notes from group discussion)

In some cases, decisions seemed to have been made in a participatory manner, but as such there were no formal mechanisms in place to promote joint decision making and planning. Turnaround times for decisions requiring multiple stakeholders were relatively good. The decision to increase land-use rights for dairy farms from five years to fifteen years serves as a good example of effective turnaround time for decisions involving multiple stakeholders. On the other hand, decisions involving grants and their allocation seemed to take much longer. Absence of any formal accountability mechanisms was a hindrance in partners holding each other accountable for deliverables.

iv) Supportive Environment and Feedback Mechanisms: Steering committees (SCs) and technical committees (TCs) are the platforms for feedback. They are generally supportive as defined in this review (see Conceptual Framework), but the frequency of meeting seems to have reduced over time. SCs and TCs require the attendance of high-level officials (e.g., bureau heads, process owners), but often staff members who did not have the leverage to make implementation decisions were delegated to attend the meetings. Thus, discussions during SC meetings often did not translate into actions on the ground.

Feedback mechanisms were mainly records of meetings (minutes) and quarterly reports. AGP-GoE stakeholders had raised reporting concerns during the start of the projects, but since then both Feed the Future implementing partners have taken corrective measures. The AGP CU is satisfied with current reporting mechanisms.

v) Innovation and Knowledge Share: As can be seen in Figure 4, innovation and knowledge share was rated higher for AMDe than for LMD right from the start of the project. LMD caught up later, with the construction of new dairy processing plants and organization of business-oriented trainings. The group underlined that AMDe has scaled down on activities related to sharing knowledge (trainings, field days, experience-sharing visits, trade fairs, developing manuals) over time since the start of the project. Also, a lack of transparency with regards to training participation was raised as a concern. It was reported that AMDe seemed to direct training efforts at cooperatives and union managers, only instead of selection being driven by job requirements.

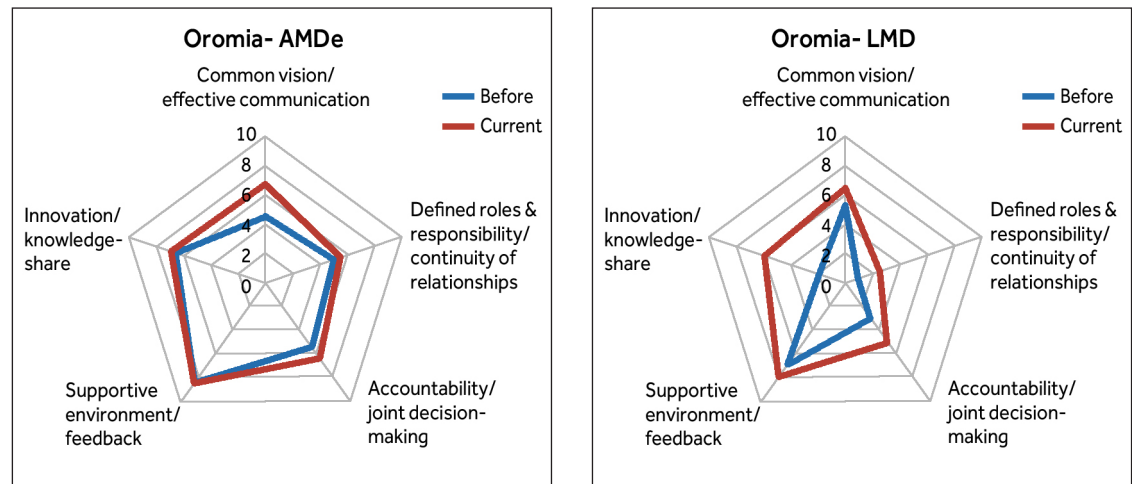
6.2.2 Oromia

The analysis of Oromia scores shows that, with regards to the AMDe project, partners seem to have achieved reasonable levels of coordination, as evidenced by consistent scores across most of the criteria. There is a significant shift on common vision and effective communication only, which seem to have improved over time. On the other hand, LMD showed significant improvement across all the criteria over time, as indicated by shift in the red line representing the current situation (Figure 5).

i) Common Vision and Effective Communication: Lack of institutional arrangements towards establishing a common vision among partners and staffing constraints within LMD were some of the reported barriers to collaboration. Workshop participants did not seem to have much

understanding of the Feed the Future program. Participation and frequency of steering and technical committee meetings improved over time.

Figure 5: Oromia collaboration scores



ii) Defined Roles/Responsibilities and Continuity of Relationships: The review team obtained and reviewed MoUs signed between AMDe and the federal-level AGP Coordination Unit, but such agreements were not replicated at the regional level. Formalized agreements with clear guidelines around roles and responsibilities for partners were lacking. During the early stages of the project, there seemed to be little joint planning of activities between AMDe, LMD, and AGP-GoE institutions. AMDe has improved over the course of the project in seeking inputs from GoE before presenting annual plans to the regional steering committees for approval. Low scores for LMD suggest that activity planning is still not very inclusive. Moreover, LMD lacked a project coordinator for a considerable duration of the project. Naturally this had implications on timely delivery of activities, as well as on spending adequate time on consultation and coordination with partners. On the AMDe side, AGP's expansion into new geographical areas had resource implications for the project. This and other fundamental policy issues were left unresolved. Business continued as usual, and working relationships matured over time.

iii) Accountability and Joint Decision Making: No clear accountability mechanisms existed between AMDe/LMD regional staff and AGP-GoE stakeholders. Infrequent meetings and insufficient participation by decision makers made the steering committee an ineffective forum to monitor accountability. This situation did not improve over time. Technical committee meetings were more effective in resolving operational issues rather than as an accountability mechanism. Instead, working groups such as the honey and sesame ones on the AMDe side and the Livestock Working Group on the LMD side were more effective as collaboration platforms, perhaps due to clear accountability mechanisms defined in the ToRs.

Decisions were mostly centralized and top-down, although there were some improvements over the project lifecycle. AGP-GoE livestock stakeholders were dissatisfied with regards to the grants process due to long cycle times, lack of transparency, and delays by LMD headquarters due to USAID regulations. The same was true of AMDe. Initiatives relating to installation of machinery and storage construction on the AMDe side and livestock grants on the LMD side were stated as examples of results of good collaboration.

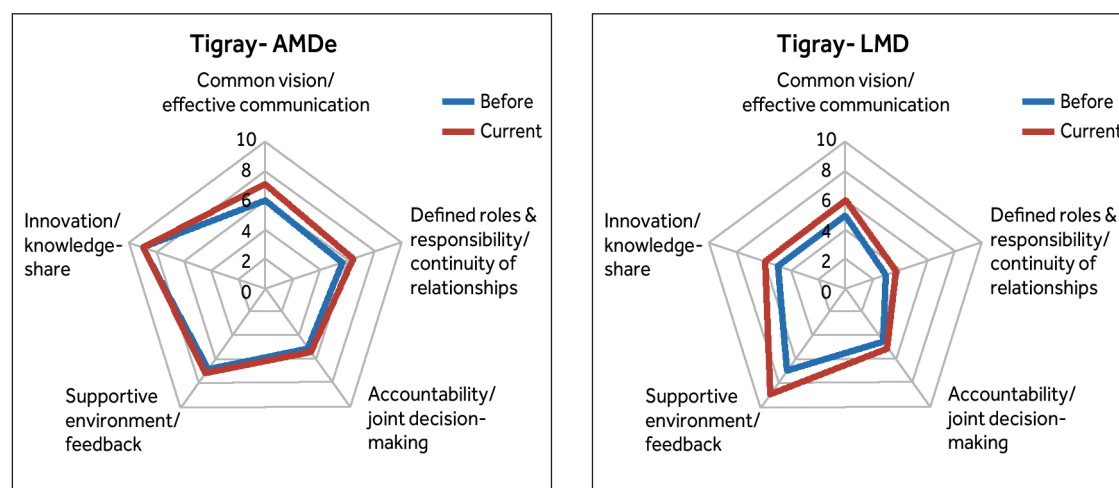
iv) Supportive Environment and Feedback Mechanisms: Although steering and technical committees were criticized for not adhering to meeting schedules and for not being attended by senior officials, they remained effective forums for collaboration, even though much of the collaboration occurred through informal mechanisms and fostering of mutual trust. Similarly, working group platforms such as the LWG were effective in bringing partners together to discuss challenges and opportunities. Minutes circulated after SC and TC meetings and scheduled reports remained the extent of feedback mechanisms among partners.

v) Innovation and Knowledge Share: Both projects have been strong in establishing effective forums for sharing knowledge such as market linkage initiatives, BtB (business to business) forums, field days, and business trainings for women's groups, but there seem to have been gaps with regards to transparency, as well as on participant selection. On several occasions, the projects circumvented the Cooperative Agency and approached Cooperative Unions directly with requests to send participants to training (this issue generated a more heated debate in Tigray, as reported below). LMD did not seem to have active links with research institutions and lagged behind with regards to innovation and knowledge share, although it has made significant improvements through the lifecycle of the project.

6.2.3 Tigray

The analysis of Tigray scores shows that overall coordination has been good for AMDe from the start to the present, as indicated by the near-perfect overlap of the red and blue lines in Figure 6. Innovations and knowledge share received particularly high scores in Tigray, both at the start and presently. For LMD, the scores were generally low, except for supportive environment and feedback mechanisms. Also, the workshop captured reports of low degrees of collaboration between AMDe and LMD project staff, with little engagement and knowledge share among partners.

Figure 6. Tigray collaboration scores



i) Common Vision and Effective Communication: There is a general lack of a common vision among partners as a result of conflicting priorities. A good example is AGP's focus on smallholder farmers, whereas the projects were designed to stimulate the market through support to the private sector, with potential for multiplier effects. For example, as one AMDe key informant put it:

Innovation grant was awarded to a private honey producer to expand the business with the aim of supplying the wax to nearby small farmers. The latter used the wax to attract bee colonies, and honey production increased substantially.

Initially, the regional government objected to this grant but eventually came around after witnessing the multiplier effect.

Apart from this, the usual handicaps were prevalent: absence of regional MoUs with clear deliverable mandates and inadequate harmonization efforts on the part of AMDe and LMD regional staff on Feed the Future's linkage to AGP. However, a good level of collaboration was achieved due to strong interpersonal legacy relationships, especially between AMDe project staff and AGP-GoE stakeholders. In the absence of formal mechanisms, interpersonal relationships were reported to be effective in resolving operational issues. Top-down formal communication played a key role in getting high-level political buy-in, whereas informal communication went a long way in developing interpersonal relationships. Frequency and participation of steering committee meetings were seldom as per the ToR, and delegates often lacked decision-making capacity, rendering the meetings ineffective in terms of issue resolution. Technical committee meetings occurred as per schedule.

ii) Defined Roles/Responsibilities and Continuity of Relationships: Neither federal-level MoUs nor Project Implementation Plans have well-defined partnership roles/responsibilities between AMDe/LMD project staff and AGP-GoE institutions. Regardless, some degree of collaboration existed, and it seems to have improved over time. Activity planning during the initial phase of the project by AMDe and LMD was centralized and top-down. In the later stages of the project, AMDe/LMD staff solicited planning inputs from AGP-GoE institutions and sensitized the steering committee to its plans. Platforms such as the Livestock Working Group may have contributed to improved coordination of joint activities. While this may be evidence of some degree of collaboration, it does not quite meet the co-creation criteria. AMDe provided AGP-GoE institutions not only with operational support, but also with logistical support like sharing project vehicles, as well as value-added support such as credit facilitation. On the other hand, LMD's light-touch staffing model may have prevented forming stronger interpersonal relationships on the ground as well as maintaining continuity of relationships during staff turnovers, etc.

iii) Accountability and Joint Decision Making: As noted earlier, there seems to be lack of clear accountability mechanisms between AMDe/LMD regional staff and AGP-GoE stakeholders. Infrequent meetings and insufficient participation by decision makers made the steering committee meetings an ineffective forum to monitor accountability. This situation did not improve over time. Technical committee meetings were more effective in resolving operational issues rather than as an accountability mechanism. Instead, working groups such as the Honey and Sesame Working Groups on the AMDe side and Livestock Working Group (LWG) on the LMD side seemed to be more effective as collaboration platforms. Decisions were mostly centralized and top-down, although there were some improvements over the project lifecycle. AGP-GoE livestock stakeholders seemed to be dissatisfied with regards to the grants process because of long cycle times, lack of transparency, and delays by LMD headquarters due to USAID's knock-on effect.

iv) Supportive Environment and Feedback Mechanisms: In principle, steering and technical committees were effective forums for collaboration. However, in practice it seemed that collaboration occurred through informal mechanisms and working groups. For example, the Livestock Working Group was effective in bringing partners together to discuss challenges and opportunities. Strong interpersonal relationships favoring mutual trust and respect between AMDe and AGP-GoE stakeholders continued over the project lifecycle. Some tensions between LMD and AGP-GoE partners existed during the initial phases of the project, but relationships

improved over time as partners better understood each other's mandates and priorities. Feedback was shared mostly through meeting minutes and project reports.

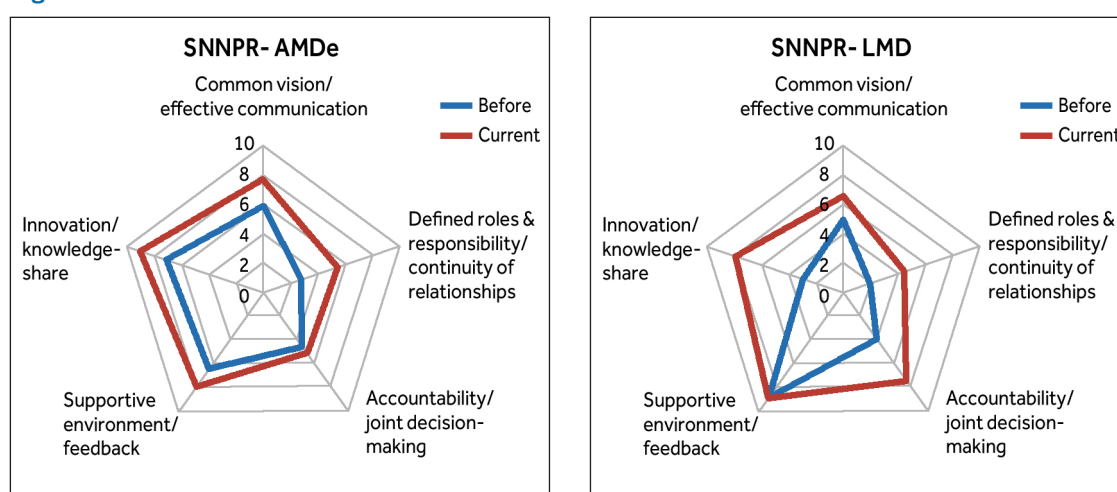
v) Innovation and Knowledge Share: AMDe demonstrated strong efforts in establishing effective forums for sharing knowledge such as BtB forums, field days, and demonstrations, as well as their initiative relating to seed certification. As reported in some of the other regions, there seem to have been some gaps with regards to transparency on participant selection. This was reported to be the case for LMD as well.

6.2.4 SNNPR

The analysis of SNNPR scores shows that LMD-AGP collaboration started low but has improved significantly, as the shift in the red line shows. Collaboration between AMDe and AGP partners was better than LMD-AGP collaboration and has also shown further improvement (see Figure 7). AMDe scored low on the criterion relating to defined roles and responsibilities during initial phases of the project. This could be attributed in part to the lack of formal agreements to define partners' roles and responsibilities within AGP's Agribusiness and Market Development component. This issue was perhaps compounded by regional nuances such as SNNPR's strong emphasis on maintaining autonomy.

i) Common Vision and Effective Communication: Absence of common vision is a common theme in this collaborative environment, both at federal and regional levels. However, in SNNPR it was more serious than in other regions. The regional government partners disagreed with the project on two fundamental issues, namely (i) bottom-up planning and (ii) allocation of budget to *woredas*. The government partners argued that these are key features of AGP. On the issue of bottom-up planning, they argued that AMDe and LMD, as AGP projects, should adopt the same approach. The response from project staff, both at federal and regional levels, was that the projects are value chain based and therefore follow the value chain analysis, which may or may not be bottom-up. On the second point, AMDe and LMD stated that they plan their activities, get them approved at regional level, and then apply to USAID for funding.

Figure 7. SNNPR collaboration scores



When the funds are released, AMDe and LMD are accountable to use them as per the plan, which does not allow them to allocate funds to *woredas*. The team learned that this tension was resolved after a series of discussions at three levels:

- between the regional government and project coordinators;
- between the regional government and AMDe/LMD senior managers from headquarters; and
- between the regional government, AMDe/LMD senior managers, and USAID.

According to key informants and workshop participants, the negotiations for AMDe took over a year before an agreement could be reached. This resulted in a lag of almost two years from the commencement of AGP before AMDe was able to get the required implementation support from GoE partners. It is likely that LMD suffered similar time lags.

These contentions were so serious that even building consensus on project goals and objectives may not have resolved them. The team observed that having gone through this process to resolve the issue, a MoU was not signed to cement the agreement. Hence, the SC meetings continued to occur infrequently—on average, once per year—and be attended by non-decision makers. TCs met more often and were attended by the appropriate level of staff.

ii) Defined Roles/Responsibilities and Continuity of Relationships: There were no joint mechanisms for clear understanding of roles and responsibilities between AMDe/LMD and AGP partners. An implementation plan was not developed jointly at the start of the project, but currently inputs from GoE partners are incorporated. Staffing was an issue, as neither AMDe nor LMD were staffed at the *woreda* and *kebele* level.

iii) Accountability and Joint Decision Making: Respondents initially scored this criterion high based on the assumption that the AGP PIM has accountability mechanisms that also relate to the AMDe and LMD. However, they adjusted their score after realizing that the PIM does not specifically mention AMDe and LMD. The SC meetings are also platforms for ensuring accountability and joint decision making. But as stated earlier, they were delegated to representatives who lacked decision-making abilities. TC meetings were more effective in resolving operational issues rather than as accountability mechanisms. Similarly, working groups, like the Livestock Working Group, were effective forums for sorting out working-level issues and for accountability, albeit at a lower level of administration.

iv) Supportive Environment and Feedback Mechanisms: A common theme is the poor performance of SCs. Participants stated that SCs add very little value in terms of fostering collaboration, because mostly the meetings are rescheduled and/or delegated to non-members. Trust between AMDe and GoE partners was low at the start of the project, but got better over time. Meeting minutes were the extent of feedback mechanisms, but they were reported to be somewhat effective.

v) Innovation and Knowledge Share: Trainings and knowledge-share forums worked well for AMDe. LMD reported gaps in terms of formal mechanisms to share knowledge at scale. LMD invited the International Livestock Research Institute (ILRI) and other research institutes to participate in working groups. ATA engagement was low at regional level, perhaps due to their low regional presence until recently.

6.3 Good collaboration practices

This section describes a few good practices of collaboration that have emerged from the series of consultations at federal and regional levels. They are selected for one or more of the following reasons: (i) they involve multiple stakeholders (national, regional, and local, including farmer

organizations); (ii) they are innovative and introduce new ideas; (iii) they generate multiple benefits to smallholders/cooperatives; (iv) they promote one or more of the collaboration criteria used in this review (e.g., strengthen accountability); and/or (v) they have evidence of success (e.g., minutes of meetings or joint reports).

6.3.1 Federal

Good practice 1: MoUs as an instrument of collaboration

The MoU signed between the AGP Coordination Unit and ACDI/VOCA (AGP-AMDe/MoANR. n.d) underlines that ACDI/VOCA has been awarded the contract from USAID to implement the project and the MoANR has endorsed it and is ready to facilitate the implementation of the project. Article II and III briefly outline the activities of each party. For example, ACDI/VOCA will:

- provide professional, technical, material, and financial support to selected value chain stakeholders and players it finds appropriate to achieve its task order objects, which are in alignment with sub-component 1.3 of AGP;
- submit to USAID and MoANR its annual work plans, quarterly and annual reports throughout the project line, and the final report upon termination of the project; and
- hand over the project activities to the MoANR upon termination of the project.

The MoANR for its part is committed to soliciting collaboration from various government bodies for the smooth implementation of the project and ensuring participation of the project implementer in the AGP technical committee. Ultimately, the MoU states that the document is not legally binding and only reflects the intentions of each party to pursue and implement its activities at the time of signing.

The signing of this MoU is significant, because the AGP PIM does not specifically mention the implementers of the Agribusiness and Market Development component. However, the MoU would have been more effective if it had been part of the PIM rather than a standalone MoU (source: excerpts from the MoU and team's observation).

Good practice 2: ATA, AGP-AMDe, and USAID Coordination Framework

This framework is an Excel file that contains a list of 17 jointly implemented activities/deliverables. It served as the basis for collaboration between USAID, ATA, and AGP-AMDe. The ATA Chief of Staff, the AMDe Chief of Party, and the USAID Feed the Future Team Leader are named as senior officers, with oversight of the collaboration. In addition, a senior program officer is assigned for each activity. These are clear indications of commitment to ensuring accountability.

Among the 17 joint activities, at least four are considered successful, and others are in process. Activity 2 on the Excel sheet is the blended fertilizer initiative that has come to fruition. Two of the five planned blenders are operational, and management systems are in place for those that are operational as well as those that are in the pipeline.

The World Food Programme Purchase for Progress (WFP-P4P) maize initiative is another successful venture that is the direct outcome of the collaboration. In addition to the agencies named in the collaboration framework, this initiative involved six Farmer Cooperative Unions (FCUs), namely Merkeb (Amhara), Gozamin (Amhara), Gibe-Dedessa (Oromia), Damot (SNNPR), Admas (SNNP), and Sidama-Elto (SNNP). The process involved building warehouses to enable FCUs to aggregate, clean, store, and deliver maize to WFP. The World Bank has supported the

construction of 40 more warehouses across the four AGP regions, a clear indication of scalability. However, the collaboration framework was not replicated at regional level.

Good practice 3: Coffee and livestock traceability

AGP-AMDe has implemented a USAID-ECX MoU that identifies areas of collaborations between ECX and AGP-AMDe to enable the ECX system to better benefit smallholder farmers in Ethiopia. The MoU covers sustainable, traceable coffee, quality lab certification, advocacy for policy change for a third-party warehouse and grading system, and warehouse efficiency. AGP-AMDe and ECX conducted consultative workshops to create awareness and solicit feedback on the ECX traceability system, which is a project implemented in collaboration with USAID. It is designed to meet the international coffee industry's increasing demand for traceable coffee. ECX's digital traceability system implementation consultative meetings were undertaken in Jimma, Bonga, Bedele, Gimbi, Hawassa, Dilla, Soddo, and Dire Dawa towns. A total of 497 participants attended these meetings. Basic groundwork has been done to start a digital traceability system along with the current ECX trading system. AGP-AMDe presented the traceability project schedule and document to ECX senior management team and the traceability project teams' structure and roles were discussed.

Similarly, AGP-LMD piloted (or plans are underway for the piloting of) the Livestock Identification and Traceability System (LITS) as envisaged in its five-year strategic plan. In support of this pilot effort, an international LITS consultant has been contracted, a working group has been established to technically lead the pilot program, and draft data entry and animal health certification forms have been designed. Planning is underway to conduct the pilot. The LITS and the Rationalization Road Map document indicate good relationships with the MoANR, the Ministry of Livestock, the State Minister's Office, and the Animal Health Directorate at the federal level. However, the effectiveness of partnerships at the regional level varies from very good to almost nonexistent.

6.3.2 Regional

Good practice 4: Fertilizer blending factory

USAID, in partnership with the MoANR and the ATA, inaugurated the first-ever fertilizer blending factory. The new fertilizer factory has an annual production capacity of 100,000 metric tons and is expected to benefit 4.5 million smallholder farmers in Oromia alone. The fertilizer initiative aims to introduce custom, tailored fertilizers to Ethiopia and kick-start in-country production of these fertilizers. It is expected that this initiative will lead to widespread adoption and accessibility of blended fertilizers, benefiting more than 11 million smallholder farmers. USAID supported the construction of this factory with a US\$1.2 million innovation grant and collaborated with the MoANR, ATA, and Becho-Woliso Farmers' Cooperative Union on its establishment. In addition, AGP-AMDe provided technical support to five FCUs (Becho-Woliso, Enderta, Merkeb, Melike Silte, and Gibe Dedessa) on the construction of blended fertilizer factories in Tigray, Amhara, Oromia, and SNNPR. The launch was attended by higher federal and regional officials including Vice President of Oromia Regional State, state ministers of the Ministry of Agriculture, the USAID Ethiopia Mission Director, and representatives of various organizations.

Good practice 5: Livestock Working Group (LWG)

The LMD five-year strategy stipulated that multi-stakeholder platforms (MSPs) will provide the main vehicle for interaction between private and public value chain actors and various industry associations such as the Ethiopian Animal Feed Industry Association, Ethiopian Dairy Cattle Breeder's Association, Ethiopian Milk Producers and Processors' Association, the Ethiopian Meat

Producer Exporters Association, the Ethiopian Livestock Traders Professional Association, and the Ethiopian Leather Industries Association. MSPs are operational-level, public-private dialogue platforms that level the playing field between the various actors.

Accordingly, the LWG was established in SNNPR, with the overall objectives of sharing information on government policies, strategies, and programs related to the livestock sector, promoting increased donor assistance to the livestock sector, and supporting and influencing the regional government regulatory framework to stimulate private engagement in the livestock sector.

Members of the working group are the Regional Livestock and Protection Agency, the Regional Bureau of Agriculture, the AGP Coordination Unit, the Regional Cooperative Agency, the Regional Bureau of Trade and Industry,¹³ the Investment Commission/Agency, the Southern Region Agriculture Research Institute (SARI), the Regional Bureau of Women Affairs, the livestock/vet science faculties of universities, representatives of the private sector engaged in livestock businesses, cooperative unions working in the livestock value chain, and development partners supporting the livestock sector in the region.

The LWG is chaired and co-chaired by the Regional Livestock Development and Protection Agency and a representative of development partners, respectively. The private sector representative serves as the secretary.

Output of the collaboration: The collaboration has led to joint identification of basic challenges facing the regional livestock sector. Among the ten issues identified, meat hygiene and safety has been prioritized. A series of sensitization workshops were held in Wolayta Sodo, Butajira, and Arba Minch. According to the minutes obtained from the Livestock Agency, key topics discussed were minimum standards of meat hygiene and safety, roles and responsibilities of actors in controlling meat hygiene and safety, and the current status of SNNPR in securing meat hygiene and safety. At the time of the review, the Agency is planning to hold a fourth event in Wolkite.

The LMD mid-term evaluation (AKLDP/USAID, 2015b) states, “this [Livestock Working Group] is a highly regarded platform for bringing together government, NGOs, business interests, and producers to discuss practical issues and problems impacting the livestock sector and recommend solutions” (source: interview with Livestock Agency staff, Terms of Reference, and mid-term evaluation).

Good practice 6: Animal health privatization

In collaboration with Federal Animal Health Directorate and Regional Livestock Departments, LMD developed a review of the veterinary service cost recovery model, taking the case of four AGP-LMD project regions. The review focused on vet services that are defined for the private sector. These included private animal health practitioners, private vet drug supply and delivery, veterinary equipment supply, and provision of animal health services. The review was completed in Amhara, and results were shared with the other regions.

Good practice 7: Municipality slaughterhouses

LMD provided technical support to modernize private sector-owned abattoirs in Oromia to raise hygiene and safety standards in order to establish hygienic and productive slaughtering services for the domestic market.

¹³ At federal level, Trade and Industry are separate ministries. At regional level, they are merged into one bureau.

6.4 Major issues/practices affecting collaboration

This section highlights major issues/practices that emerged from the consultations as affecting collaboration. Proper handling of these issues is likely to improve collaboration at federal and regional levels.

i) Clear understanding of project design and implementation approach: This is an overarching issue that contains several sub-issues. First, budget allocation for AMDe and LMD became a point of contention, wherein initially there seemed to be apprehensions about project resources not being allocated through GoE institutions. In at least one region, the concern was escalated to the National Steering Committee for resolution. One key informant from the project side stated, “AMDe and LMD [are] not the darlings of *woreda* offices because they don’t dish out money. They don’t have the luxury of dishing out money,” unlike some NGOs who can do this upon request. While the issue was eventually resolved, considerable time and resources were spent during the process, which could have been otherwise allocated towards project activities.

Second, AGP’s equity-driven objectives of benefiting smallholder farmers, with geographical focus on areas that had relatively higher potential for agricultural growth, were not compatible with AMDe/LMD’s market-driven approach of: (i) including private sector actors, who controlled much of the market value; and (ii) focusing on areas that are conducive for market linkages. For example, in Tigray, AMDe awarded a grant to an investor in honey production that the government was opposed to. The government felt, Why give money to a rich investor while there are poor farmers waiting for such support? However, it turned out that the honey producer supplied small beekeepers with much-needed wax, which was later appreciated by the government. Partners need to be clear about the upstream and downstream linkages of grants well in advance.

Third, there was no universal agreement on the merits (or de-merits) of using NGOs as implementing partners. In Amhara and Tigray, the regions have accepted LMD’s use of local NGOs because, as one key informant from Amhara said, “ORDA [Organization for Relief and Development in Amhara] and Government have good relationship. ORDA has the capacity to influence.” Similar comments were made in Tigray about REST (Relief Society of Tigray). However, in Oromia and SNNPR the use of IPs was not favored, with opponents almost taking the federal-level position that working through the government structure builds capacity and is more sustainable.

Finally, the project-side key informants presented the view that the lack of understanding of project objectives and approach was the result of a lack of agribusiness skills within the government structure, at leadership level in particular. Efforts have been made to address this lack by organizing domestic as well as foreign trade fairs as knowledge-building initiatives of scalable examples of agro-market development success stories.¹⁴

Importantly, the lack of understanding appears to be from the AGP partners’ side. There was no indication at any level of the consultation that the project side of partners lacked understanding of the AGP goals and objectives and the overall government development goals.

¹⁴ There were some isolated views that experience-sharing trips for high-level AGP-GoE stakeholders did not quite have the expected outcomes, as the experiences have not been shared with downstream partners at *woredas* and *kebeles*, where there exist perhaps the highest barriers to understanding agribusiness development.

ii) Effective use of both formal and informal communication: Consultations for this review found that federal- and regional-level partners use both formal and informal communications. However, there are times when informal communication precedes the formal and creates tension. For example, there was a case in Amhara where a *woreda* expert was informally told he had been offered a scholarship without the knowledge of regional office. The scholarship was cancelled, because the region believed that there were other candidates who were more deserving. This affected the relationship with the offering project, not to mention the psychological impact it had on the individual. Key informants advised that the two modes of communication should be used in a complementary manner. Formal communication ensures accountability, whereas informal communication speeds up the process.

iii) Make steering and technical committee meetings regular and productive (and make them more inclusive): Steering committees and technical committees are good practices of collaboration mechanisms. Almost all projects implemented in Ethiopia have them. But factors such as attendance, both in terms of adhering to scheduled meetings and designating members who have decision-making powers, need improvement. For example, regional steering committees were designed to meet quarterly and be chaired by the Regional President or the Head of the Regional Agriculture Bureau, but in practice meetings would average around one per year and be chaired by delegates who often lacked decision-making capacities. Furthermore, the participation of non-agriculture sectors such as the Ministries of Trade and Industry needs improvement. Attendance by the respective bureaus at the regional-level meetings was found to be better than at the federal level. Furthermore, regular SC and TC meetings can be mechanisms for reducing friction among partners.

iv) Degree of responsiveness to government and USAID demands: Discussions also revealed that there were differences between AMDe and LMD in the degree of response to demands from government and USAID. By and large, AMDe was more responsive than LMD. AMDe took on a number of activities not in the original plan. On the other hand, LMD was not as responsive because of restricted project activities and funds. Responsiveness can strengthen collaboration because, when their needs and requests are met, partners have a tendency to collaborate and vice versa. However, it can often lead to high expectations, and financial and administrative overstretch and strain. The much-appreciated warehouse construction initiative is a good example. As documented in the mid-term evaluation, there were considerable delays in delivery, which strained the collaboration.

v) Decentralization towards more regional autonomy: During the initial phases of the LMD and AMDe projects, decision making seemed top-down, with regional offices having relatively low degrees of operational freedom. Evidence gathered during the review seems to suggest that not enough measures were taken to get political buy-in across regional GoE stakeholders. Having a more decentralized approach, with efforts focused on having political buy-in across regional stakeholders, is likely to improve collaboration.

vi) 360-degree reporting and feedback between USAID implementing partners and AGP-GoE institutions: AMDe/LMD reported to AGP, but not vice versa. Reporting was mainly around delivery of planned activities and not designed to flag operational issues and/or escalate situations when collaboration broke down.

Having two-way reporting mechanisms and designing reports to flag operational issues could lead to better collaboration.

7. Conclusions and Recommendations

7.1 Conclusions

The Agriculture Growth Program is a collaborative program between the Government of Ethiopia and its development partners. The latter contributed not only financial support, but also technical support in the design of the program. One of these development partners, USAID, was given the mandate to implement the Agribusiness and Market Development sub-component of AGP through its parallel funding mechanism. To fulfil this mandate, USAID commissioned ACDI/VOCA and CNFA to design and implement the crop and livestock value chains, respectively.

This review was conducted in response to the Government of Ethiopia request to identify good practices of collaboration between these two projects and AGP partners. The review team was composed of two external consultants and one AKLDP/Feinstein member. The team developed a collaborative conceptual framework that guided the review. Using the framework, the team conducted key informant interviews at federal and regional levels and held regional workshops. The team concludes that valuable collaboration lessons have been learned during the first phase of AGP, lessons that can be built into the design and implementation of subsequent phases of AGP and USAID projects. The findings also have relevance to the wider AGP development partners.

7.2 Recommendations

Given the importance of collaboration in program implementation, the review makes the following recommendations.

- **Collaboration framework:** The collaboration framework and indicators developed for this review should be incorporated into program/project design. A review of collaboration practices should be carried out at least twice during the life a program/project, during the mid-term evaluation and at the end-of-program evaluation.
- **MoUs as an instrument of collaboration:** The review recommends having MoUs, both at federal and regional levels, and that they be incorporated within the AGP PIM with clearly defined objectives, partner roles and responsibilities, and accountability mandates.
- **Comprehensive Project Implementation Manual:** AGP PIM should be designed as a comprehensive manual that includes all aspects of the Agribusiness and Market Development component. It should encompass issues like budget allocation, the joint-planning approach, and balance between equity-driven objectives and market-driven approaches. Implementation plans should also leave room for flexibility and the ability to respond quickly to ad hoc issues that may arise, so long as they are in line with broader project objectives.
- **Investing in coordination frameworks:** Coordination frameworks such as the ATA, AGP-AMDe, and USAID Coordination Framework have achieved some level of success in getting partners to collaborate. Incorporating such frameworks as part of the project design and extending their geographic outreach to regions, *woredas*, and *kebeles* are likely to have a greater impact.

- **Creating sustainable working-level groups:** Working groups such as the Livestock Working Group that bring technical experts together to collaborate on operational matters should be promoted as platforms to address sector-specific issues in a collaborative manner.
- **Effective use of formal and informal communication and networks:** The review recommends investing in formal and informal networks through people who have the legacy relationships and the tacit sectorial knowledge. Both formal and informal communication should be used to build on relationships and promote greater accountability.
- **Effective and inclusive steering and technical committees:** These committees are the major platforms for collaboration, and decisions made in them have wider implications for other working groups, task forces, and operational issues. It is therefore imperative to find ways to make these platforms more inclusive and ensure they are regularly attended by decision makers. It is recommended that champions be identified within AGP and within donor partners as possible chairs. Dedicated project management support to regional and federal steering committees should be considered.
- **On the use of delegates/alternates to chair/co-chair SCs and TCs:** It is unavoidable that delegates will be used to chair/co-chair SC and TCs. However, the review team recommends that the delegates/alternates should have decision-making ability so as not to stall proceedings.
- **Evidence-based identification of implementing partners (IPs):** The review team recommends continued use of IPs, as long as they can add value to project/program implementation. However, their selection should be evidence based, and the evidence should be presented to federal and regional government partners, not to dictate who should be partners but to build common understanding.

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Annexes

Annex 1. Scoring tool templates and response data by region

Amhara	AMDe		LMD	
	Before	Current	Before	Current
Common Vision and Effective Communication	5	5	5	6.1
Defined Roles and Responsibilities/Continuity of Relationships	4.6	6.1	4	4.9
Accountability and Joint Decision Making	3.8	4	4.2	5.6
Supportive Environment and Feedback Mechanisms	4	5.1	5.9	4.95
Innovation and Knowledge Share	6.5	6.1	5.2	7

Oromia	AMDe		LMD	
	Before	Current	Before	Current
Common Vision and Effective Communication	4.5	6.7	5.5	6.6
Defined Roles and Responsibilities/Continuity of Relationships	5	5.5	1	2.5
Accountability and Joint Decision Making	5.5	6.5	3	5
Supportive Environment and Feedback Mechanisms	8.5	8.5	7	8
Innovation and Knowledge Share	6.7	7	2	6

Tigray	AMDe		LMD	
	Before	Current	Before	Current
Common Vision and Effective Communication	6	7.1	5	6
Defined Roles and Responsibilities/Continuity of Relationships	5.75	6.5	3	3.75
Accountability and Joint Decision Making	5	5.5	4.5	5
Supportive Environment and Feedback Mechanisms	6.75	7.25	7	9
Innovation and Knowledge Share	9	9	5	6

SNNPR	AMDe		LMD	
	Before	Current	Before	Current
Common Vision and Effective Communication	5.8	7.6	5	6.6
Defined Roles and Responsibilities/Continuity of Relationships	2.8	5.5	2	4.5
Accountability and Joint Decision Making	4.7	5.3	4	7.5
Supportive Environment and Feedback Mechanisms	6.5	8.0	9	9
Innovation and Knowledge Share	7.2	9.1	3	8

Annex 2. Unpacking the indicators: Collaboration framework sub-criteria

Key criterion for good collaboration: Common Vision and Effective Communication			
Specific criteria to consider	Max. score that each criteria can have	Actual score (project start)	Actual score (current)
1. Partners develop a common vision in terms of implementation activities through MoUs or other implementation agreements.	2		
2. Efforts are made by AMDe and LMD regional coordinators to familiarize partners with the Feed the Future objectives, indicators, reports, and other milestones.	2		
3. High frequency of communication between AGP partners and AMDe/LMD through email, phone, periodic meetings, ad hoc meetings, working groups.	2		
4. Level of participation of members during steering and technical committee meetings occur as per Terms of Reference of the working groups.	2		
5. Steering and technical committee meetings occur as planned (increasing or decreasing over project period).	2		
Total	10		

Key criterion for good collaboration: Defined Roles/Responsibilities and Continuity of Relationships			
Specific criteria to consider	Max. score that each criteria can have	Actual score (project start)	Actual score (current)
1. LMD/AMDe and AGP regional offices define joint-implementation roles and responsibilities through MoUs (or other agreed documents).	2		
2. LMD/AMDe and AGP create implementation work plans jointly at regional levels, which are sent to LMD and AMDe headquarters and go to federal level for approval and validation.	2		
3. Support is provided by LMD/AMDe to AGP and vice versa: practical, advisory, financial, etc. Support also extends to <i>woredas</i> .	2		
4. Transition and handover of tasks occur smoothly and as specified in the MoU.	2		
Total	10		

Key criterion for good collaboration: Accountability and Joint Decision Making			
Specific criteria to consider	Max. score that each criteria can have	Actual score (project start)	Actual score (current)
1. Accountability mandates between AMDe/LMD and AGP are clearly laid out in the MoU.	2		
2. Mechanisms to monitor accountability during steering and/or technical committee meetings are effective.	2		
3. Working groups (e.g., Abattoir Improvement Working Group) are helpful in improving accountability	2		
4. Decision-making process on issues is participatory and consultative.	2		
5. Fast response time for decisions requiring multi-level involvement (federal, regional, zonal, <i>woreda</i>).	2		
Total	10		

Key criterion for good collaboration: Supportive Environment and Feedback Mechanisms			
Specific criteria to consider	Max. score that each criteria can have	Actual score (project start)	Actual score (current)
1. Steering and technical committee meetings are effective forums to discuss and enhance collaboration.	2		
2. Meetings between both parties have an environment of mutual trust and respect, and facilitate discussion of different points of view.	2		
3. Process of exchanging feedback in steering and technical committee meetings and/or working groups are through meeting minutes, reports, and 360-degree reporting and feedback forms.	2		
Total	10		

Key criterion for good collaboration: Innovation and Knowledge Share			
Specific criteria to consider	Max. score that each criteria can have	Actual score (project start)	Actual score (current)
1. Mechanisms for information and knowledge sharing such as trainings, field days, trade fairs, manual development, business-to-business forums, and/or other capacity-building activities are effective. Any other ad hoc knowledge sharing is in place.	2		
2. Participants in joint knowledge-share forums are chosen through a transparent process that is needs based.	2		
3. Meetings between AMDe/LMD, AGP, and GoE research and innovation bodies (e.g., ATA, ILRI, Regional Agricultural Research Institutes) occur frequently.	2		
4. New technologies and collaboration best practices between AMDe and LMD, AGP, and GoE innovation and research bodies are reflected in implementation of activities.	2		
Total	10		

Annex 3. Key informant and workshop participation list

Stakeholder interviews

	Name	Organization	Responsibility	Region/Location
1.	Mengesha Tadesse	AGP-AMDe	Policy Advisor	Addis Ababa
2.	Tadele Gelan	AGP-AMDe	Deputy Chief of Party	Addis Ababa
3.	Marc Steen	AGP-LMD	Chief of Party	Addis Ababa
4.	Girma Kassa	AGP-LMD	Deputy Chief of Party	Addis Ababa
5.	Dr. Wondewesen	AGP-LMD		Addis Ababa
6.	Keberu Belayneh	MoANR/AGP CU	National Coordinator	Addis Ababa
7.	Laketch Mikael	ATA	Senior Director	Addis Ababa
8.	Dr. Teklu Tesfaye	World Bank	Senior Agriculture specialist	Addis Ababa
9.	Elleni Melese	USAID	Senior Trade Specialist (USAID)	Addis Ababa
10.	Dejene Minilku	ORDA	Deputy Director and Program Director	Amhara
11.	Ambassador Wuletaw	ATA	Regional Manager	Amhara
12.	Aderaw Dagnew	President Office	Rural Development Advisor to the President	Amhara
13.	Shimelis Belachew	Livestock Agency	General Manager	Amhara
14.	Bizuahew Alemayehu	AGP-LMD	M&E Associate	Amhara
15.	Fitsum Berhe	AGP-LMD	Program Officer	Amhara
16.	Nigussie Mohammed	AGP-LMD	LMD Coordinator	Amhara
17.	Gebbru Desta	AGP-AMDe	Regional Manager	Amhara
18.	Tadesse Teweldberhan	ATA	Program Manager	Tigray
19.	Dr. Abreha Kidanemariam	ATA	Regional Director	Tigray
20.	Dr. Aberha	Livestock Bureau	Animal Health Director	Tigray
21.	Mulu	REST	LMD focal person	Tigray
22.	Teka	REST	LMD focal person	Tigray
23.	Dr. Gezahegn Shirmeka	Livestock Agency	Deputy Bureau Head	SNNPR
24.	Dr. Zenebe Zerihun	Livestock Agency	Animal Quarantine Control expert	SNNPR
25.	Mundino Shanko	AGP-LMD	Coordinator	SNNPR
26.	Berhanu Asfaw	AGP-AMDe	Coordinator	SNNPR
27.	Simachew	BoA/AGP CU	Coordinator	SNNPR

Workshop participants – Amhara

	Name	Sex	Organization	Responsibility	Contact	
					Telephone	Email
1.	Yirga Yitayew	M	Merkeb Union	Board Secretariat	0918129899	
2.	Abebaw Mekonnen	M	Bureau of Trade	Expert	0918701488	abenetizazu7@gmail.com
3.	Yeshambel Gebeyehu	M	Merkeb Union	Manager	0918819291	Yeshambel277@gmail.com
4.	Bihonegn Teferi	M	AGP CU	Gender specialist	0920509582	Bihon72@gmail.com
5.	Habtam Segahu	M	AGP CU	Coordinator	0918177327	habtiiesem@yahoo.com
6.	Tideg Berhane	F	Janetekel Union	Leader	0918336098	
7.	Meseret Abera	F	Cooperative Promotion Agency	Expert	0918762367	Meseret,abera@gmail.com
8.	Ayen Mulu	M	Bureau of Agriculture /AGP	M&E specialist	0918024805	aayenmulu@yahoo.com
9.	Getachew Abebe	M	Livestock Resource Development and Promotion Agency	Expert	0918010308	Gabebe91@yahoo.com
10.	Tesfaye Desalew	M	ATA	Expert	0910945788	Tesfaye.desalew@ata.gov
11.	Tsige Girma	F	Private Milk Processor	Owner/ Manager	0918708053	tsigepoultryfarm@gmail.com
12.	Sintayehu Mengiste	M	Zenbaba Union	Manager	0910574228	sintaye@yahoo.com
13.	Enkuahone Mekuria	M	Zenbaba Union	Expert		
14.	Aderaw Dagnew	M	President Office	Rural Development Advisor		
15.	Debebe Digafe	M	ORDA	Food Security and Agricultural Development Program Director		
16.	Adamu Abiy	M	Evergreen Plc.	Consultant		
17.	Tsegaye Mihret	M	Bahir Dar Dairy Coop	Leader		
18.	Assefa Redae	M	Livestock Resource Development and Promotion Agency	Process owner		
19.	Mekuanent Damtie	M	LRDPA	Process owner		
20.	Hayleleul Tesfa	M	Cooperative Promotion Agency	Deputy Head		
21.	Nigussie Mohammed	M	AGP-LMD	Regional Coordinator	0918706153	nmohammed@livestockmarketdevelopment.com

Workshop participants – Oromia

	Name	Sex	Organization	Responsibility	Contact
1.	Abebe Mijena	M	AGP	Agric. production and commercialization expert	
2.	Dr. Tesfaye Bekele	M	Livestock and Fisheries Development Bureau	Deputy Head	
3.	Dr. Getachew Teka	M	Livestock and Fisheries Development Bureau	AGP focal person	
4.	Tufa Bekele	M	Holeta FCU	Manager	
5.	Abdella Mohamed	M	Trade and Market Development Bureau	Focal person	
6.	Etalem	F	AGP-LMD	Coordinator	
7.	Dessalgn	M	AGP-AMDe	Coordinator	

Workshop participants – SNNPR

	Name	Sex	Organization	Responsibility	Contact	
					Telephone	Email
1.	Abebe Assefa	M	Women and Children Affairs Bureau	Expert		
2.	Zerihun Moges	M	Wondo Genet Dairy Farm	Farmer		
3.	Mulugeta Enki	M	Guts Agro	Deputy Manager		
4.	Teshome Dessie	M	Cooperative Agency	Officer		
5.	Yehualashet Aschenaki	M	ATA	Officer		
6.	Kelifa Ulsero	M	Melik South Farmer Cooperative Union	Manager		
7.	Otoro Olkie	M	SARI	Coordinator		
8.	Tesfaye Hameso	M	SARI	Crop Director General		
9.	Abayneh Aklilu	M	Abay Feeds	General Manager		
10.	Simachew Chekol	M	AGP	Coordinator		
11.	Yenus Mohammed	M	Coffee and Tea Agency	Agronomist		
12.	Senbeto Mudi	M	Wondo Genet Dairy Farm	Farmer		
13.	Sisay Yohannes	M	Sidamo FCU	General Manager		
14.	Meskerem Bahiru	F	Trade and Industry	Process owner		
15.	Matiwos Tesfaye	M	BoA – Inputs	Senior expert		
16.	Berhanu Asfaw	M	AGP-AMDe	Regional Manager	0916823688	basfaw@acdivoca.et
17.	Simayehu Tafesse	M	AGP-AMDe	Expert	0911732688	stafesse@acdivoca.et
18.	Mundino Shanko	M	AGP-LMD	Coordinator	0911770769	
19.	Abeba Biwota	F	AGP-LMD	Dairy expert	0916869994	

Workshop participants – Tigray

	Name	Sex	Organization	Responsibility
1.	Amare Haile	M	Marketing Federation	Plan and Program Head
2.	Mulugeta Yebegashet	M	ATA	Senior Project Officer
3.	Abreha G/Medhin	M	BoARD/Livestock	Senior Processor Owner
4.	Gebre Kiros Teka	M	Enderta Union	Finance Manager
5.	Tsega Gebru	F	BoI/BoT	Export promotion
6.	Girmay G/Kidan	M	BoI/BoT	Case Team Coordinator
7.	Abraha Amare	M	Cooperative Agency	Market Development
8.	Hadera Teweld Berhan	M	AGP CU	Procurement specialist
9.	Amanuel Berihu	M	Mulu Dairy	Manager
10.	Goitom Tesfaye	M	Hossaena Dairy	Manager
11.	Abraha Haile	M	Tigray Agricultural Market Promotion Agency	General Manager
12.	Teka Tareke	M	REST	M&E expert

Annex 4. Scope of Work

Purpose: Summative Evaluation

USAID requested the Agriculture Knowledge, Learning, Documentation and Policy (AKLDP) Project to document best practices in the Feed the Future activity collaboration with government entities through a short summary document. Specifically, AKLDP should document collaboration between the Agriculture Marketing and Development (AMDe) and Livestock Marketing Development (LMD) mechanisms with their counterparts in the Government of Ethiopia at the federal and, more importantly, regional levels. Initially, communication with government partners and ownership of these activities by the Ministry of Agriculture and Natural Resources and Regional Bureaus was low. However, at the most recent Agriculture Growth Program Steering Committee meeting on November 13, 2015, all the Regional Bureaus gave positive feedback regarding USAID collaboration. Following this feedback, the state minister praised USAID and requested that the best practices be documented in order to promote stronger collaboration of parallel activities in the future. In addition to identifying best practices, the document should identify opportunities to improve collaboration between USAID mechanisms and GoE counterparts going forward.

Deliverable:

Provide documentation of collaboration between the GoE and USAID's two value chain activities that support the GoE's Agriculture Growth Program.

- Highlight and recommend the best practices from the projects which should be retained.
- Recommend practices that could be improved to strengthen collaboration of the stakeholders and their efficiency and effectiveness.

Please note:

1. Purpose of the mechanisms.
2. Team organization of the stakeholders, especially USAID and its implementing partners.
3. Roles and responsibilities for communication and decision making.
4. Corrective actions Feed the Future activities took to improve coordination.
5. Feedback from multiple stakeholders involved in AGP implementation, both governmental and non-governmental.

Methods:

The primary methods to be used should include but not be limited to interviews with key stakeholders, document reviews and workshops.

Date of Delivery: January 20