



Organisational Development and Institutional Strengthening (ODIS) of Planning and Programming Directorate of the Ministry of Agriculture and Natural Resources (PPD-MOANR)

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Author's contribution

The sole author designed, analyzed and interpreted and prepared the manuscript.

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Policy Article

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ABSTRACT

The study is primarily aimed to help improve PPD to enhance its functional linkages and working relationships with other MoANR units and regional bureaus of agriculture. The study conducted from February 2017 to March 2017 based in Velp, Netherlands. The report involved a desk study of official documents and other literature. Integrated Organization Model (IOM) has been utilised to describe the organisational development of PPD. Political, Economic, Sociocultural, Technological and Environmental (PESTE) has been utilised to describe and explain the institutional environment and canvas business model has been employed to analyse the PPD.

The finding from analysis shows that PPD structure has 3 case teams and 26 professionals. Planning, monitoring, evaluation and reporting are integral parts of the management function, at various levels and across functional/ technical units. PPD plays a significant role in the preparation of the agricultural sector plan, in collaboration with the various MoANR (core and supporting directorates), centres and institutions. The primary inputs of PPD are its staff, budget, office equipment and support from its partners. The main output of PPD includes; prepared regular plans,

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program and project, bilateral and multilateral cooperation agreements and policy and socioeconomic studies. The internal strength includes; human resources and management body that is ready for change and presence of completed and ready Business Process and Reengineering/BPR while weaknesses are planning and programming do not follow strategical thinking and limited implementation capacity of staff. The external opportunities include; implementation of program budget and BPR while variation in the implementation of BPR identified as a threat. Recommendation drawn from the study findings demand raising PPD's technical and professional profile through technical support and strategic partnerships alongside a long term human resource development activities and improving staff motivation.

Keywords: Integrated organization model; planning and programming directorate; peste. swoc.

1. INTRODUCTION

This report presents finding and recommendation of ODIS assessment report undertaken from January 09, 2017 to January 20, 2017. Its purpose is to help improve planning, monitoring and evaluation capabilities of PPD and enhance its functional linkages and working relationships with other Ministry of Agriculture and Natural Resources (MoANR) units and regional bureaus of agriculture. The report involved a desk study of official documents and other literature across a broad spectrum of organisational units within MoANR. Particular attention is given to the decentralised governance context and the civil service reform processes, including Business Process Re-engineering (BPR) and Balanced Score Card (BSC) that had been instituted at both federal and regional levels in Ethiopia.

In Ethiopia, the MoANR established in 1907 during the reign of Emperor Menelik II which is more than a century elapsed since agriculture was transformed into an institution [1]. Planning and Programming Directorate reorganised in 2008 [2]. Currently, PPD is a support directorate coordinating the core processes under MoANR [1]. Thus, line directorates prepare an action plan and send to PPD for consolidation¹ of the action plan at MoANR level.

PPD organises all other directorates in the ministry. Government and development partners coordinate their activities under the Rural Economic Development and Food Security (RED&FS) mechanism, which augments their mutual accountability [3]. The PPD of the Ministry of Agriculture chaired and directed the Policy Investment Framework /PIF formulation process which spearheaded by a steering committee

¹ *Planning and Programming Directorate considered as 'the second archive' of the ministry. (Line department staff)*

contain key representatives of the REDFS Sector Working Group [4]. Each program is the responsibility of a Directorate, Authority, Institute or Agency of MoARD and existing major projects arranged under the program structure. Overall coordination rests with the MoARD-PPD [5].

According to [6], MoANR's PPD has primary responsibility for Monitoring and Evaluation/M&E based on the results framework milestone indicators of the MoANR. Within the agricultural sector, PPD is responsible for coordination, planning and monitoring interventions at all levels. In addition to skills constraints, the PPD is lacking systematic arrangements for coordination and collaboration in planning, monitoring, evaluation and learning between federal and regional/ sub-regional counterparts and has a weak database management system, impeding Management information system/MIS and M&E system development [7].

This report has been organised and prepared in response to a request from the Director of PPD to describe and analyse organisational and institutional environment of PPD and then state the role in mainstreaming of value chain at the organisation level to improve the facilitation of sustainable value chain.

1.1 Objectives of Report

The general purpose is to describe and analyse ODIS of PPD in carrying out its mandate and mainstreaming of the value chain.

The specific objectives of the paper include;

- To describe and analyse PPD as an organisation
- To describe and explain the institutional environment of PPD
- To identify internal and external factors affecting PPD

1.2 Questions

Which tool is better to describe and analyse the organisation?

Which model is used to describe and analyse the institution?

What are the main stimulating/hindering factors in the mainstreaming of value chain governance? What are the conclusions and recommendations drawn?

1.3 Analytical Tools Used and Justification

IOM has been used to describe the organisational development of PPD because IOM is an integrated model to emphasise on the interrelationships of the different elements of an organisation. Accordingly, IOM checklist is utilised to assist in describing and analysing of an organisation from various points of view. Thus, it broadens and deepens one's understanding of the situation. On the other hand, PESTE has been utilised to describe and analyse the institutional environment. PESTE enables to identify the external influences on PPD and determines strategic plan objectives.

Canvas business model has been utilised to analyse the organisation to shows how PPD can better create, deliver and mainstream value chain for the client in a situation of growing demand for quality services for customer satisfaction. Moreover, Strength, Weakness, Opportunity and Concerns/SWOC has been used to analyse the stimulating and hindering issues within the organisation and conducted through consulting staffs of PPD and desk review.

1.4 Scope and Limitations of the Report

The report mainly relies on desk review study. Due to distance and unavailability of networks, it is a challenge to include key informants and focus group discussion to this report.

2. DESCRIPTION OF ORGANIZATIONAL AND INSTITUTIONAL ENVIRONMENT

2.1 Organizational Description Using IOM

2.1.1 Staff

The BPR envisages PPD is having a full complement of 26 staff at Professional Science

level to undertake the work processes. However, the current staff disposition is nine professional staff, including the director/ process owner. The current staff arrangement leaves an overall shortfall of 17 posts yet to be filled, of which that in case team 3 (with only 1 out of 7 positions filled) is the most severe [8].

Academic background of PPD staff range from economics/ agricultural economics to sociology. Of the nine current professional experts, five are at senior expert (PS-8) level or higher, two at medium (PS-5) and the rest two at the starting PS-1 level. However, only three holds M.Sc., with the remainder all at B.Sc. level. PPD, with the assistance of the Human Resource Development/ HRD Directorate, has recently been attempting to recruit additional staff at middle to senior level to make up the shortfall, but so far had limited success in attracting suitable individuals to take up the advertised positions.

2.1.2 Structure

Balanced Score Card (BSC) introduced which integrated organisational and individual performance along with the BPR upgraded performance management system. The 2000 BPR study concluded by recommending 3 case teams (as shown Fig. 1.) and 26 professionals for MoANR-PPD. However, policy & socio-economic study case team were not functional since then. Currently, only nine experts are working at PPD.

Achieving the goals of the initiatives set in agricultural policies and strategies demands a well-established institutional and governance framework and forward- looking structure which contains capable and motivated employees/staff at PPD level. It has been identified that the realisation of this broad country agenda in agriculture sector could be possible through the formation of the robust organisational structure of MoANR/PPD and streamlined working environment, functional interface working modality, data management system and knowledge management system and synchronised approaches.

2.1.3 Administrative system

MoANR-PPD is responsible for planning and coordinating the agriculture development functions undertaken by various institutions, directorates, and development partners. More

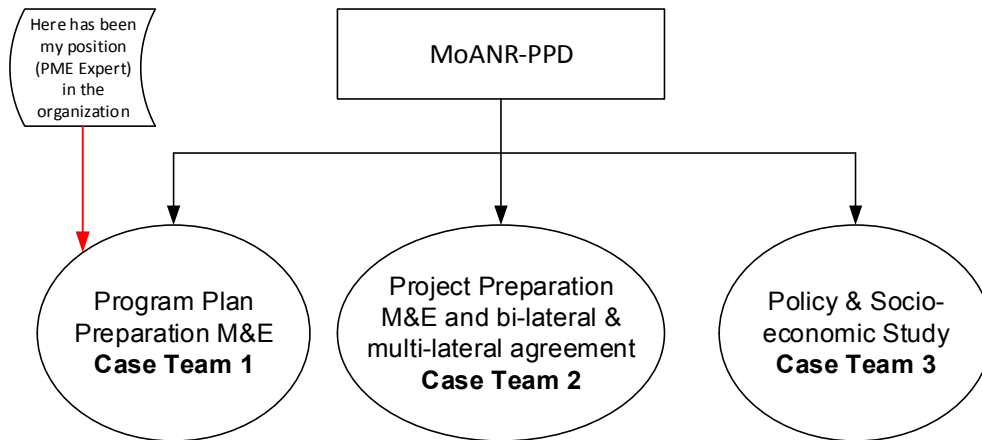


Fig. 1. Organogram of MoANR-PPD

Source: Own sketch, 2017

specifically, MoANR-PPD has the primary responsibility for:-

- Developing strategies, supporting & coordinating the MoANR in planning & budgeting process;
- Measuring progresses in achieving objectives, and regular reporting on the sector performance at a high level,
- Overseeing implementation of bilateral and multilateral agreement;
- Conducting sectorial analysis to inform policy and
- Developing and managing sector MIS.

2.1.4 Mission and vision

The PPD, as one of the thirteen supporting directorates of the MoANR, has primary responsibility for supporting the Ministry in providing policy direction and overseeing its agricultural development initiatives. PPDs' operational and strategic roles, as articulated in its mission statement are: "to prepare a regular programme and project plans, undertake monitoring and evaluation, develop new projects, implement bilateral and multilateral cooperation agreements" [9].

2.1.5 Management style

Planning, monitoring, evaluation and reporting are integral parts of the management function, at various levels and across functional/ technical units. In other words, these roles are not seen to be performed by only a select few, in isolation from the other parts of the organisation, but rather in the context of all organisational units'

requisites, technically supported, guided, and quality assured by the PPD. Thus monitoring and evaluation are not only reporting data and responding to the situation as instructed by higher authorities but rather the systematic capture, storage, analysis and interpretation for self-assessment and problem-solving at the various levels, including regions.

2.1.6 Strategy

PPD plays a significant role in the preparation of the agricultural sector plan, in collaboration with the various MoANR directorates (core and supporting), centres and institutions. A five-year Growth and Transformation Plan/GTP II (2015/16-2019/20) had been developed, through BSC at Ministry/ institutional as well as sector levels, based on the strategic pillars, objectives, primary targets and implementation strategies of the GTP II. Within these core investment programs ranging from such areas as agricultural extension, research, and plant protection to natural resource management and food security.

2.1.7 Organizational culture

One perception articulated by the staff of some directorates is that there is little value added or technical guidance by PPD during plan integration. On the other hand, PPD staff lament the delays, inconsistencies and poor quality in some of the former's submissions, rectification of which were time-consuming and tedious. Some feel that planning is under-valued by other parts of MoANR, including at the higher levels of management.

2.2 Description of Institutional Environment

2.2.1 Chain actors

2.2.1.1 Functional linkages

Regarding federal-regional linkages, the only mention of any interaction between PPD and the regions is in the first two work processes of the BPR (i.e. medium term plan and sector/institutional plan preparation). Concomitantly, there are currently no systematic arrangements for coordination and collaboration for either planning or M&E between PPD staff and their counterparts in the regional RBoAs. Information exchange, where it exists is informal and unstructured. There is a significant schism in the information chain between regions/ sub-regions and the PPD as well as core directorates of MoANR [10].

2.2.1.2 Financiers

The supporters and funders of PPD are primarily the government. However, PPD is closely working with Food and Agricultural Organization/FAO, World Bank /WB, and United States Agency for International Development /USAID for capacity building and strengthening M&E to each region. PPD works with numerous projects which have a contribution in mainstreaming of value chain particularly for smallholder farmers in Ethiopia.

2.2.1.3 Partners

The main partners of PPD include Agricultural Transformation Agency/ ATA, FAO, WB, Ministry of Finance and Economic Cooperation/MoFEC, Ministry of Foreign Affairs/MoFA, House of People Representative /HPR and PMO. PPD frequently in contact with its close partners MoFEC, HPR and Prime Minister Office /PMO during plan preparation, reporting and budgeting and approval processes. PPD is also working with other partners like ATA and other international organisation like FAO, WB, and USAID for the achievement of its mission and vision of establishment

2.2.1.4 Target groups

MoFEC, HPR, and PMO are the primary customers of PPD to deliver a clear, coherent, timely and result based action plan and report.

2.2.2 Input of organization

The primary inputs of PPD are its staff, budget, office equipment and support from its partners mainly from (ATA, FAO & WB) which help to capacitate and strengthen to achieve annual targets planned.

2.2.3 Output of organization

The primary output of PPD includes; prepared regular plans and program and project, new projects developed, implemented bilateral and multilateral cooperation agreements, policy and socioeconomic studies undertaken, give timely and quality services for information and issuance of competency certificate and generate quality reports.

3. ANALYSIS OF ORGANIZATIONAL AND INSTITUTIONAL ENVIRONMENT

3.1 Analysis of Organizational Environment

It needs to address capacity issues if the PPD is to fulfil more comprehensively its declared mission in the areas of planning, programming, monitoring and evaluation and enhance its support to MoANR in policy direction and oversight of agricultural development initiatives.

3.2 Analysis of Institutional Environment

3.2.1 Influencing factors

3.2.1.1 Political

Policy and socioeconomic studies case team within PPD assess the relationship of agricultural sector policies with policies and strategies in the other economic sectors. Moreover, it follows the international economic, social and political trends and conduct policy and strategy studies that would make the national agriculture competitive at international level. Moreover, assess the existing agricultural related laws, proclamations, regulations and guidelines and recommend/advise their revision or change.

3.2.1.2 Economic

No interface platform or coordination & communication efforts made to create effective and efficient linkage between MoANR-PPD and also among regional counterpart Planning and Programming Process Owner/PPPOs are fragile. Some the economic issues are the following;

- ✓ Automated data sharing and best practice learning are not in place.
- ✓ Many of the reports generated through hard copy which makes data management cumbersome. Even the reporting system does not enforce accountability at various levels.

3.2.1.3 Sociocultural

Provide further exposure of PPD and other senior officials of MoANR and RBoA to the experiences of other organisations within and outside Ethiopia in the innovative use of Information Communication Technology /ICT in MIS and M&E system development. The exposure would help in arriving at strategic decisions on technology and institutional options that best meet the practical needs of stakeholders at both federal and regional/ sub-regional levels.

3.2.1.4 Technological

Take full advantage of current advances in technology and the increasingly diverse range of options for information gathering and management.

3.2.1.4 Environmental

To improve the achievement of the agriculture sector regarding increased productivity and commercialization of production, reduced food insecurity and malnutrition, and greater ability to respond to climate change and other environmental pressures. The change is expected to come through enhancing the capacity of the MoANR-PPD and partners at federal and regional levels to put in place realistic plans, policies, and strategies and their tracking, assessment and fine-tuning to help achieve results, including the realisation of the Sustainable Development Goals /SDGs.

3.3 Business Canvas Model

This model is used to analyse the method organisation creates, delivers, and captures value for its customers. It indicates the way PPD provide services directly or indirectly to customers.

3.4 Sustainability Issues

All intervention have to consider the sustainability of environments to develop and implement its

targets and the actual plan. Accordingly, PPD recognises;

3.4.1 People

Knowledge management is a critical component of planning and programming. Best practices and lessons are taken from each strategic intervention and initiatives compiled for different end-users, researchers and policy makers. Independent research works should strengthen this task. Research outputs should be organised in soft and hard copies and uploaded to the website of the ministry.

3.4.2 Planet

The Government launched (in Nov 2011) the Climate Resilient Green Economy (CRGE), containing over sixty green economy initiatives, mainstreamed into existing development programs [12].

3.4.3 Profit

One of the key roles of PPD is regularly conducting monitoring and evaluation of programs and projects run by the Ministry, Development Partners, and Communities at the village level. Standard evaluation criteria like relevance, efficiency, effectiveness, impact and sustainability of projects and programs at household, village, district, zone and region level should be systematically evaluated to see effectiveness and efficiency of development interventions.

3.5 Gender Issues

Duties and responsibilities of a gender are to ensure the participation & benefits of women and men farmers in all MoANR services (both regular programs and projects). Gap identification of women farmers problems, priorities and interests; ensure the accessibility of gender-disaggregated data² (MHHH, FHHH, Female in MHHH) is important to mainstream gender at all levels. Moreover, participate in the PPD from a gender perspective include the plan, data gathering tools and also give feedback in reporting to the PPD is vital for improvement and gender mainstreaming.

² MHHH-Male Headed House Hold; FHHH-Female Headed House Hold & Female in MHHH

3.6 SWOC Analysis

To strengthen PPD and MoANR the expressed and unexpressed needs and Business Canvas

model employed. Moreover, internal and external factors affecting PPD identified using SWOC.

Table 1. Expressed and unexpressed skill development needs of PPD

Competence and knowledge Areas Identified	
Expressed needs	Other Un-expressed needs
<ul style="list-style-type: none"> • Programme/ project cycle management * • Results based management* • Analysis of policies/ strategies and trade-offs* • Value chain analysis and mainstreaming* • Gender analysis and mainstreaming • Undertaking implementation reviews and adjusting plans • Supervision and quality assurance 	<ul style="list-style-type: none"> • Developing SMART indicator framework for planning and M&E * • Trend Analysis, Projections, and Scenario Setting • Developing monitoring plan, stakeholder analysis, outcome mapping • Impact assessment methodologies including qualitative tools and quantitative methods • Negotiation skills, communication, conflict management, leadership/ team building *

* = Priority Areas Source: Source [11].

Table 2. Business canvas model

Key partners	Key activities	Value proposition	Customer relationship	Customer segments
<ul style="list-style-type: none"> • MOFEC • HPR • ATA • FAO • WB • USAID • Affiliate institutions 	<ul style="list-style-type: none"> • Preparing strategic; annual and action plan and performance evaluation reports; • Conducting monitoring and evaluation; • Perform bilateral agreement on behalf of the ministry; • Providing professional certification and • Creating a platform for policy analysis dialogue in the Agriculture Sector 	<ul style="list-style-type: none"> • Efficient service delivery • Delivery of action plan and reports on time 	<ul style="list-style-type: none"> • Frequent contact with partners through action plan, report and budget preparation • Monitoring & Evaluation • Scaling up and promote best practices • Training for agricultural extension workers and chain actors 	<ul style="list-style-type: none"> • Farmers
	Key resources <ul style="list-style-type: none"> • Staff • Fund • Logistics 		Channels <ul style="list-style-type: none"> • Programs & Projects • Regional Bureau and District agricultural office • Agricultural Research Institutes 	
Cost structure <ul style="list-style-type: none"> • Staff salary • Budget for M & E and supervision • Cost of logistics 			Revenue streams <ul style="list-style-type: none"> • Customer satisfaction 	

Source: Own analysis, 2017

Table 3. SWOC analysis of stimulating and hindering factors

Stimulating factor	Hindering factor
Strengths	Weaknesses
<ul style="list-style-type: none"> • A human resources and management body that is ready for change • A BPR completed and ready • The existence of a five-year strategic plan 	<ul style="list-style-type: none"> • Planning and programming do not follow strategical thinking • Lack guidelines for plan preparation, M&E • Limited implementation capacity of staff • Lack coordinated and robust information exchange system
Opportunities	Concerns
<ul style="list-style-type: none"> • The existence of initiative to implement a program budget at the national level. • The different work processes started implementing BPR 	If those organisations/institutions outside PPD that have a direct working relationship with PPD do not go through their respective BPRs; it might create an obstacle to PPD's work

Source: Own analysis, 2017

4. CONCLUSION AND RECOMMENDATION

4.1 Conclusion

IOM, PESTE, Canvas Business Model and SWOC were the primary tools employed for describing and analysing of PPD as an organisation in the Ministry. PPDs' position and contribution to the development of value chain governance indicated using these tools.

The BPR envisages that PPD is having a full complement of 26 staff at Professional Science level to undertake the work processes, but the current staff disposition is nine professional staff, including the director. The 2000 BPR study concluded by recommending 3 case teams include Program Plan Preparation M&E, Project Preparation M&E and Bi-lateral & Multi-lateral agreement and Policy and Socioeconomic Study.

Regarding federal-regional linkages, the only mention of any interaction between PPD and the regions is in the first two work processes of the BPR (i.e. medium term plan and sector/institutional plan preparation). As financiers PPD closely working with FAO, WB, and USAID for capacity building and strengthening M&E to each region. Also, the principal partners of PPD include ATA, FAO, WB, MoFEC, MoFA, HPR and PMO. The primary inputs of PPD are its staff, budget, office equipment and support from its partners and some as an output includes; prepared regular plans and program and project, new projects developed, implemented bilateral and multilateral cooperation agreements.

4.2 Recommendation

- Raising PPD's technical and professional profile through technical support and strategic partnerships alongside a long term human resource development activities and improving staff motivation.
- Focus on capacity-building in planning, monitoring, evaluation and learning (PME&L), by training staff in areas of work mandated to PPD, as the skills necessary to perform such tasks are not acquired elsewhere. Furthermore, to strengthen the skills of PPD staff; first delivering a continuous short and long term training for internal employees and secondly through staffing a qualified personnel from outside the market through paying a competitive salary and benefit.
- Developing Management Information System (MIS) is urgent to manage and communicate effectively within and outside the MoANR.

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COMPETING INTERESTS

Author has declared that no competing interests exist.

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