Strengths, Weaknesses, Opportunities, and Threats Analysis

Ethiopian Agricultural Transformation Agency

December 2020
**ATA SWOT Analysis**

We have reviewed ATA’s organizational strengths, weaknesses, opportunities, and threats as the foundation of ATA’s 10-year strategy

**Rationale**

- We are conducting a **SWOT analysis for ATA** as a standard **foundation for ATA’s 10-Year Strategy**

**Approach**

- Thorough review of **ATA Org Navigator Survey 2020**, an annual all staff survey where staff are invited to comment anonymously on strategic and operational issues
- Review of **ATA Stakeholder Survey** showing external partner views of ATA
- Review of **ATA Financial and Institutional Audit** reports
- Review of multiple analytics studies including
  - ATA Studies Impact Evaluation Cases,
  - Implementation Status Assessment of ATA Studies Case,
  - ATA Resource Mobilization Case, and
  - ACC Governance Case
- **SMT interviews**
**ATA SWOT Analysis**

ATA has demonstrated a number of particularly notable and unique strengths since inception

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### Top Organizational Strengths

<table>
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<tr>
<th>Strength</th>
<th>Description</th>
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<tr>
<td>Highly adaptive learning organization</td>
<td>ATA responds to the changing needs of the sector e.g. adapting mandate areas to include project implementation to cater for limited implementation capacity in the sector</td>
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<tr>
<td>Addresses systemic issues &amp; intervenes at the SHF level</td>
<td>The ATA addresses systemic bottlenecks at the macro-level through the Agricultural Transformation Agenda, and overlays this with geographical programs (e.g. the ACC) which focus on prioritized value chains in high-potential areas</td>
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<tr>
<td>Demonstrated ability to deliver at scale</td>
<td>ATA has rolled out large scale projects at a national scale (e.g. EthioSIS), and the ACC includes c.3.9m SHFs</td>
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<tr>
<td>Ability to deliver innovative projects</td>
<td>ATA has a strong delivery culture, which is supported by its top-class systems, such as IMP and ERP</td>
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<tr>
<td>Unique analytical and data capability</td>
<td>From its scale delivery, ATA has influenced the working approach of agricultural organizations on the ground</td>
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<tr>
<td>System integration for strategic programs</td>
<td>77% of ATA’s stakeholders state ATA is innovative, given its consistent delivery of innovative projects e.g. 8028</td>
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<tr>
<td>Strategic thought-partnership capability</td>
<td>ATA willingly risks failure in its drive for innovation, demonstrating failure is a key contribution to development</td>
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<tr>
<td>Strong capability in resource mobilization</td>
<td>ATA established an Analytics &amp; Data Unit which follows an international management consultancy model, breeding consulting expertise which enables it to address changing priorities of the ATA</td>
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<tr>
<td>Human capital &amp; leadership culture</td>
<td>ATA has established institutions and platforms for coordination, including the Federal and Regional Delivery Units to coordinate implementation partners, and a series of geographical platforms to address emerging issues within the ACC geographic program (e.g. 84 VCAs and 6 RTCs held in 2011)</td>
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<tr>
<td>Strong IT systems &amp; infrastructure</td>
<td>ATA is sought after for thought-partnership by domestic and international development institutions</td>
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<tr>
<td>Strong favourable image among its key partners</td>
<td>ATA has collaborative partnerships with multiple renowned institutions e.g. CIMMYT on Wheat Rust, IFPRI, EABC</td>
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<tr>
<td>System integration for strategic programs</td>
<td>ATA has mobilized c.$300m since inception, leveraging a strong reputation across the agricultural sector</td>
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<tr>
<td>Strategic thought-partnership capability</td>
<td>ATA has received money from &gt;30 diverse partner types with average donation from key donors increasing over time</td>
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<tr>
<td>Strong IT systems &amp; infrastructure</td>
<td>The ATA has curated an organization of diverse, talented staff of multiple capabilities as well as agronomists</td>
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<tr>
<td>Strong capital &amp; leadership culture</td>
<td>Engaging, participative leadership culture: monthly SMT &amp; Leadership mtgs, biweekly team mtgs,, annual all Org survey</td>
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<tr>
<td>Strong favourable image among its key partners</td>
<td>The Leadership Development Program nurtures ATA’s staff to improve their mgmt. and leadership capabilities</td>
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<tr>
<td>System integration for strategic programs</td>
<td>A strong IT infrastructure underlies ATA’s operations, including the ERP and IMP systems, OneDrive for file storing and sharing, and an internal and external Communications platform</td>
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<tr>
<td>Human capital &amp; leadership culture</td>
<td>In the 2019 Stakeholder Survey, 78% of stakeholders stated the TADs had a positive contribution to the sector, with 62% of stakeholders saying the same of the ACC geographic program.</td>
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### Key Organizational Weaknesses

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<thead>
<tr>
<th>Weakness</th>
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| Unable to retain high calibre staff                                     | Existing Civil Service rules have hindered ATA’s ability to use an optimum pay structure to retain quality staff  
Two of the three major weaknesses identified by Staff in the Org. Survey 2020 were pay and retention, with many staff leveraging ATA’s reputation to leap-frog to better paid jobs at international organizations |
| Suboptimal communication strategy and outputs                           | ATA has struggled to clarify its role as an Agency, being considered a threat to many actors in the ag. Sector  
Insufficient understanding about ATA’s mandates & achievements by key stakeholders at all levels |
| Insufficient engagement in critical areas (e.g. Livestock)              | ATA’s first geographic program – the ACC – prioritizes 10 commodities in Oromia, Amhara, SNNP, and Tigray  
Insufficient engagement in other critical areas e.g. Livestock, Emerging Regions |
| Limited coordination with other strategic programs                       | ATA currently lacks a clear methodology for this type of linkages & coordination |
| Limited capacity building for implementation partners                   | Full engagement in capacity building would require the whole focus of the organization  
ATA must balance the sector requirement for capacity building with other mandate priorities |
| Inadequate focus on tracking                                            | Inadequate focus on tracking during project design and implementation  
Some ATA projects do not have baseline surveys, and some projects do not have results frameworks; both issues render it difficult (if not impossible) to assess the impact of these projects |
| Inconsistent relationships with different stakeholder types             | ATA has a very positive impact engaging the private sector  
However, ATA’s relationship with NGOs is more varied  
Inconsistent relationships with different stakeholders have affected implementation effectiveness |
| Limited platform for knowledge mgmt & sharing                           | ATA’s official reports, strategies, and project documents are not in an easily accessible form, limiting external stakeholders from fully understanding the contributions that ATA has made at all levels |
| Many distinct projects working in silo                                  | ATA’s projects work predominantly in silo, with limited interaction between teams, meaning that synergies between projects working underneath the same programs are lost |

**ATA SWOT Analysis**

Going forward, there are several strong opportunities which offer ATA a platform for achieving greater impact

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**Top Organizational Opportunities**

### Highly supportive political environment and leadership
- Top leadership of the government is highly supportive and committed to transform the sector
- The MoA leadership are champions for ATA’s successes (e.g. ACC, Lowland Wheat)
- Regional governments are welcoming and coordinating closely with ATA

### Increased coordination with MoA and other institutions in the sector
- Greater coordination and synergy with MoA & other institutions in the sector than ever before, with ATA linking its 10-Year Strategy to the MoA 10-Year Plan and is expected to have further alignment & coordination
- The Home Grown Economic Reform Agenda outlines a clear, strong vision for Ethiopia and for agriculture, creating a more favourable environment for public and private sector and enhancing SHF access to services
- The Minister’s 15 priorities outline a strong vision for agriculture over the next year

### Strong national vision for agriculture
- Ethiopia continues to promote agricultural-led industrialisation, putting agriculture at the forefront of its growth strategy

### Agriculture continues to be the driver of economic development
- Favourable interest by major international businesses to invest in Ethiopia’s agricultural sector through the Agro-Industrial Parks could enhance ATA’s ability to contribute to value-addition in the sector

### Growing international investment in Agricultural Industrial Parks
- Infrastructure expansion from telecoms, to power, to roads, will likely increase the efficiency of interventions in the agriculture sector, and better facilitate ATA’s innovation

### Expansion of rural infrastructure
- ATA has considerable expertise in gender and nutrition given its dedicated CCI team
- ATA’s experience in this field is demonstrated through application in its projects and strategic programs, through which it demonstrates best practise to its implementation partners

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### ATA SWOT Analysis

However, ATA also faces significant strategic and operational threats in the years ahead

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<thead>
<tr>
<th>Key Organizational Threats</th>
<th>Threat</th>
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<tr>
<td><strong>ATA’s mandate is not well understood by stakeholders</strong></td>
<td>There is continued confusion over the core elements of ATA’s mandate, especially versus the mandate of other affiliates of MoA, leading to tension between ATA and its stakeholders</td>
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<tr>
<td><strong>No approval of strategy, policies &amp; procedures, and structure</strong></td>
<td>As per the Institutional Audit, ATA’s current strategy, policies &amp; procedures manuals, and organizational structure have not been approved by the relevant government officials</td>
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<tr>
<td><strong>High expectations given limited support &amp; org size constraints</strong></td>
<td>Increasing demand for ATA from government organizations at both the Federal and the Regional level is at tension with common expectations that ATA should have a very small org size</td>
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<tr>
<td><strong>Frequent changes in strategic leadership (MoA, RBoAs)</strong></td>
<td>Frequent turnover in institutional leadership of the sector at both Federal and Regional governments have been a challenge which made it difficult for ATA to follow or achieve its strategies, as it must cater to changing priorities</td>
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<td><strong>Frequent changes in (Woreda) operational leadership</strong></td>
<td>Frequent turnover in Woreda-level agricultural government makes it difficult for ATA to implement, as woreda leaders are more often than not learning the ropers</td>
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<tr>
<td><strong>Insufficient partner readiness for transformation</strong></td>
<td>There is low partner readiness for transformation, limiting ATA’s ability to achieve its mandate</td>
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<tr>
<td><strong>Limited institutional capacity in new expansion regions</strong></td>
<td>Risk that limited institutional capacity in new expansion regions may affect ATA’s ability to deliver its commitments</td>
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<tr>
<td><strong>Resource Limitations</strong></td>
<td>Risk that resource limitations within Ethiopia may negatively impact ATA’s ability to implement</td>
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<tr>
<td><strong>Climate change</strong></td>
<td>Erratic rainfall, pest outbreaks (mainly locust outbreaks, and wheat rust... ) may affect ATA’s ability to meet its targets</td>
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<tr>
<td><strong>Recurring pests &amp; diseases</strong></td>
<td>ATA’s impact on increasing production and productivity may be effected by recurring pests and diseases (e.g. locusts)</td>
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<tr>
<td><strong>COVID-19</strong></td>
<td>ATA’s ability to implement effectively across the country may be limited by restrictions to movement as a result of COVID-19</td>
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**SOURCE:** ATA 10-Year Strategy, ATA Auditor’s Report, ATA Stakeholder Survey 2019, Resource Mobilization Case, ATA SMT Interviews
Annex: Detailed Outcomes, Learnings, and Weaknesses & Challenges for the ATA from the past 10 years
**Mandate Areas**

We have analysed specific outcomes, learnings, and weaknesses & challenges for each of ATA’s 4 mandate area

**Mandate Areas**

- Identify systemic constraints of agricultural development, through conducting **studies**, and recommend solutions in order to ensure sustainability and structural transformation

- Recommend and follow-up the implementation of recommended solutions as **projects**

- Provide **implementation support** for recommended solutions from studies

- Conduct **linkages & coordination** among agricultural and related institutions and projects in order to ensure the effectiveness of agricultural development activities

**Strategic Programs**

- **Agricultural Transformation Agenda**
  - Support the identification and implementation of interventions to address systemic bottlenecks

- **Geographic programs**
  - Coordinate agricultural and related projects in specific geographies to catalyze agricultural transformation

**Mandate Areas – Studies**

ATA has delivered more than 250 action-oriented strategic studies, primarily focused on systemic bottlenecks in agricultural systems.

- Established highly effective Analytics Unit at ATA HQ to conduct studies
  
1. **Policy & regulatory enhancements**  
   e.g. Barley Sourcing Policy Analysis, Minimum Support Price Modeling & Monitoring

2. **Sector and value chain strategies**  
   e.g. Seed Sector Strategy, National Agricultural Extension Strategy, Food & Beverage Strategy, Wheat Value Chain Strategy

3. **Business cases**  
   e.g. EABC Strategic Review, Unilever Investment Support

4. **Project design and scale up**  
   e.g. Case studies for Livestock and Fisheries Development Project, Mechanization Service Centers Project Design

5. **Organizational enhancement studies**  
   e.g. Organization Rightsizing, Leadership Program Development

- **250+ studies completed to date**, with majority of these implemented or utilized by stakeholders for decision-making:

  - 100% have been (or are being) implemented
  - 45% have been (or are being) implemented

  **2012-2020 G.C.**

  **Outcomes**

  - Includes studies which were previously put on hold or deprioritized such as Acid Soil Strategy, Feed Export Ban Policy Analysis and Drought Insurance Policy
  - Organization enhancement (34%) and policy (23%) studies most often used for decision-making
  - Highest implementation rates for Project design and scale-up (72%)

**SOURCE:** ATA Studies Impact Analysis
Mandate Areas – Studies

3 key learnings can be drawn from ATA’s vast experience conducting strategic studies on Ethiopia’s agricultural sector

1. ATA’s management consultancy approach to studies allows rapid identification of systemic bottlenecks and solutions
   – ATA’s Analytics Team leverages the knowledge of technical experts and implementation partners in all studies, and the consulting expertise of the team enables the ATA to be flexible in addressing changing priorities

2. ATA can offer a unique service to Ethiopia’s agricultural sector by focusing its studies on systemic bottlenecks
   – ATA differs from the plethora of Research Institutes in Ethiopia through its razor-sharp focus on identifying systemic bottlenecks in key agricultural systems

3. ATA can offer distinct value-add by focusing solely on action-oriented studies of Ethiopia’s agricultural sector
   – ATA’s four mandate areas (studies, projects, implementation support, and linkages & coordination) offer ATA a unique ability to not only identify systemic bottlenecks, but also to design projects to tackle these bottlenecks, which are implemented or overseen by the organization
   – All of ATA’s studies enhance the strength of its interventions, in order to better tackle systemic bottlenecks:
     • **Sector / sub-sector strategies** identify the key bottlenecks in agricultural systems to be tackled
     • **Project design studies** create interventions to tackle the key bottlenecks identified by sector / sub-sector strategies
     • **Project enhancement studies** evaluate the initial success of ATA’s projects (established through the project design studies), and identify methods of strengthening the approach
     • **Policy studies** identify policy issues which are preventing successful implementation of ATA’s interventions, and make recommendations about how to adapt government policy accordingly
     • **Organizational enhancement studies** identify ways of making ATA’s interventions more effective and efficient
     • **Evaluation & learning studies** assess ATA’s interventions to build in learnings to future projects

SOURCE: ATA 10-Year Strategy, ATA SMT Interviews
**Mandate Areas – Studies**

However, ATA also acknowledges 3 key weaknesses / challenges in its operationalization of the studies mandate area

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### Weaknesses & Challenges

1. **The influence of ATA’s policy studies is limited by poor linkage between ATA and policy-makers**
   - Of 8 Policy Studies conducted by ATA between EC2005 and EC2012, 7 were put on hold because of limited government support
   - The time lag between submission of ATA’s Policy Studies and implementation (in the cases where implementation does happen) is historically larger than for any other type of ATA study
   - The implementation rate of ATA’s National Strategy & Policy Studies is 43%, versus 67% for other project types on average

2. **ATA’s studies suffer from a lack of proactive engagement with implementation partners**
   - Low focus on engaging implementation partners at the initial study stage explains a majority of ATA’s un-implemented studies
   - Poor buy-in at early stage leads to poor ownership from implementation partners over ATA’s studies, and resultantly weak implementation of projects, and slow or delayed transitioning of projects to their long-term owners after ATA incubation

3. **Some of ATA’s studies would benefit from adoption of more scientific or statistically rigorous approaches**
   - Greater engagement of implementing partners at the analytical design phase could benefit external facing studies such as sector / sub-sector strategies and policy studies, which compete with the statistical techniques and approaches championed by Ethiopia’s Research Institutes (e.g. quantitative primary data collection which is analysed using statistical software)
   - Limited partner engagement in the initial stages of studies has prevented debate of analytical approaches, or sharing of techniques, ahead of data collection and analysis

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SOURCE: ATA Studies Impact Analysis, ATA 10-Year Strategy, ATA SMT Interviews
Mandate Areas – Projects

ATA has implemented 48 innovative and large-scale strategic projects since inception

• Implemented **48 projects over the last 10 years**
• Achievements from ATA’s current projects include:
  
  o **Direct Seed Marketing:**
    — ~4 thousand jobs created
    — ~4 Mn households accessing improved inputs
    — ~3 thousand MSMEs and cooperatives supported
    — ~321 thousand Qtls of seed supplied
  
  o **8028 Farmer Hotline:**
    — ~5 Mn active registered users
    — ~41 Mn total calls
    — ~4.5 Mn text and IVR messages broadcast
  
  o **Input Voucher System:**
    — ~6 Mn farmers use vouchers
    — ~15 K jobs created
    — ~967 Mn ETB worth of inputs sold via vouchers
    — ~404 K transactions completed using the eVoucher system

• **20 projects are completed so far**

  100%

  15%

  Closed without further plan

  50%

  Handed over to partners (Scale-up potential)

  35%

  ATA scale-up

SOURCE: ATA Project Impact Analysis, ATA SMT Interviews
Mandate Areas – Projects
From ATA’s project implementation experience, we can derive 3 key learnings

1. ATA has a unique ability to implement projects that target systemic bottlenecks in Ethiopia’s agricultural systems
   - ATA has formalized the methodology by which projects are selected in its Project Management Guidelines, ensuring that all ATA projects are informed by ATA’s studies; this ensures all ATA projects target the systemic bottlenecks identified by ATA’s studies

2. ATA’s focus on delivering innovative projects offers a significant value-add to Ethiopia’s agricultural sector
   - ATA has built up a unique expertise in piloting innovative solutions to systemic bottlenecks for key agricultural systems; testing such innovation has required ATA, its partners, and its donors to be accepting of the possibility of unsuccessful outcomes, but where these pilots have been successful, ATA has been able to rapidly scale solutions to the multi-regional or even national scale (e.g. IVS)

3. ATA’s role as a Transformation Agency drives it to focus on implementing sustainable solutions
   - To transform the sector, it is necessary to build up the implementation capacity of local partners; ATA’s projects closely involve implementation partners, from the original study phase through to transition, and by adopting this ‘learning by doing’ approach, these projects strengthen the capacity of local implementation partners and ensure long-term sustainability of interventions
   - ATA has established a PPMO Team, run by project management experts, to strengthen project management capacity across ATA projects and drive the effectiveness of interventions

SOURCE: ATA Project Impact Analysis, ATA 10-Year Strategy, ATA SMT Interviews
However, 3 crucial weaknesses can be identified in ATA’s project implementation

1. **ATA projects go through a series of iterations and enhancements during implementation**
   - Most ATA projects are studied by the ATA’s Analytics team 2-3 times, including 1-2 different phases of iteration or enhancement on top of the original Project Design phase
     - Project Officers on the ground lack the problem-solving experience required to find solutions to technical issues, and instead send the project for ‘Project Enhancement’ by the Analytics team, when much of the time a quick fix would be sufficient
     - Multiple iterations and enhancements slow the implementation process of the final solution, and ultimately reduce the impact on the smallholder farmer

2. **ATA has faced significant challenges transitioning its projects to their long-term owners**
   - Historically, project transition plans have been written after initial project implementation, rather than during project design, leading to a lack of clarity over when and at what stage of implementation status ATA will transfer its projects to long-term owners
   - Lack of involvement of long-term owners in the initial project design has resulted in poor buy-in from these owners, and subsequent reluctance to take on ATA projects when requested, which also prevents ATA from taking on new pilots and projects due to its limited capacity of c.30 projects at any one time

3. **ATA has not designed projects to facilitate easy tracking of impact**
   - There are ATA projects which do not have baseline surveys which makes it difficult (if not, impossible) to track their true impact
   - There are ATA projects which (also) do not have results frameworks, which means it is not clear even what impact, at a detailed level, is expected from the project

**SOURCE:** ATA Project Impact Analysis, ATA SMT Interviews
Mandate Areas – Implementation Support

ATA conducts implementation support through the ATA-MoA Delivery Unit and targeted capacity building

The ATA-MoA Delivery Unit supports the implementation of the MoA-owned systemic interventions program, through the following functions:

**Planning**
- DU introduced rigorous planning to MoA
- DU assists MoA by identifying systemic bottlenecks and proposed interventions

**Tracking & Reporting**
- DU assists in preparing monthly, quarterly, and annual reports to St. Ministers and Parliament

**Technical Assistance**
- DU provides TAD and non-TAD technical support to implementation owners

**Strategic Analysis**
- DU conducts policy studies for output markets, gathers data and does high level analysis

DU has helped drive performance in the Agricultural Transformation Agenda by 2-3x\(^1\) since inception

### Outcomes

<table>
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<tr>
<th>Year</th>
<th>Overall TADs Performance</th>
<th>% Sub-Deliverables On-Track</th>
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<tbody>
<tr>
<td>2016/17 G.C.</td>
<td>30%</td>
<td>30%</td>
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<tr>
<td>2017/18 G.C.</td>
<td>52%</td>
<td>52%</td>
</tr>
<tr>
<td>2018/19 G.C.</td>
<td>67%</td>
<td>67%</td>
</tr>
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DU deployment ~2-3x

NOTES: (1) Implementation owners have endorsed deliverable performance ratings, which are tracked by the ATA-MoA DU

SOURCE: ATA-MoA Briefing Deck, Meeting with ATA-MoA DU, TADs Assessment Case, MoA DU, 2012 EC
Mandate Areas – Implementation Support

From ATA’s experience conducting implementation support, we can determine 3 key learnings for ATA over the past 10 years

Learnings

1. Applications of the Delivery Unit model must draw closely from the theory, but can be successfully adapted to local needs and context
   - Whilst the functions of the ATA MoA-DU draw directly from Deliverology theory – rendering the ATA MoA-DU as one of the most successful DUs in the country – the ATA has made one crucial adaptation from the typical Delivery Unit structure
     - The ATA MoA DU includes c.20 technical experts who work closely with the implementation owners of the Agricultural Transformation Agenda at the MoA to provide technical support to the implementation process

2. ATA’s capacity building is most effective when it is delivered through ATA’s strategic programs and projects
   - Whilst capacity building is considered the most important of ATA’s mandate areas by many of its implementation partners, the need to build capacity through Ethiopia’s agricultural sector could easily consume the entire capacity of ATA
   - In line with its aim to ensure sustainability of its interventions, ATA focuses its capacity building efforts on enhancing the delivery of its strategic programs and projects (e.g. establishing Delivery Units to support the implementation of its strategic programs, or well-drilling training in the ISGWID project)

3. Delivery Units can better support implementation of ATA’s strategic programs by operating at the Regional as well as the Federal level
   - As part of a process of enhancing implementation effectiveness over the past couple of years, ATA has devolved a lot of implementation responsibility to ATA’s Regional Offices
   - To support the implementation effectiveness of ATA’s strategic programs, which are implemented by ATA’s Regional Offices, ATA is in the process of establishing Regional Delivery Units in Oromia, Amhara, SNNP, and Tigray

SOURCE: ATA 10-Year Strategy, Agricultural Stakeholder Mapping May 2019, ATA SMT Interviews
Mandate Areas – Implementation Support

However, in the operationalization of the implementation support mandate ATA continues to face 3 key weaknesses

1. **The roles and responsibilities of the ATA-MoA Delivery Unit are not well understood by key implementing partners**
   - Limited initial understanding of the purpose of the ATA-MoA Delivery Unit combined with high turnover of key implementing partners has resulted in poor understanding of the roles and responsibilities of the DU
   - The Delivery Unit’s matrix reporting structure, whereby it reports both to the key implementing partners at MoA and the Senior Director for Implementation Support at ATA, as well as the inclusion of ‘ATA’ in the name of the Delivery Unit, has contributed to further misunderstandings about its mandate and purpose

2. **ATA-MoA Delivery Unit staff are routinely asked to work on priorities outside of their job descriptions, limiting the capacity to conduct their intended roles and responsibilities**
   - Limited technical capacity at the Ministry means that key implementing partners of the ATA-MoA Delivery Unit often encourage staff members to work beyond their remit, restricting their capacity to work on their intended roles and responsibilities
   - The assistance of the Delivery Unit on the routine, daily activities of the MoA to support their key implementing partners counteracts the Delivery Unit’s transformative purpose and limits its intended autonomy

3. **ATA faces consistent pressure from donors and implementation partners to increase its implementation support activities**
   - Poor understanding of ATA’s implementation support mandate has led to criticisms from ATA’s donors and implementation partners that ATA is not conducting enough capacity building activities across the sector
     - 70% of ATA’s stakeholders stated that they would like to see and receive increased amounts of Implementation Support
   - ATA is not a specialist in capacity building provision, and the broad nature of these requests risk taking up the organization’s whole capacity, putting delivery of its other mandate areas at risk

SOURCE: Agricultural Stakeholder Mapping May 2019, ATA Stakeholder Survey 2019, ATA SMT Interviews
**Mandate Areas – Linkages & Coordination**

ATA conducts linkages & coordination to enhance the delivery of its strategic programs and projects

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**Strategic L&C**

- Strategic ACC platforms have been created and are operational, including the National Steering Committee, Regional Transformation Councils and Value Chain Alliances
- Stakeholders involved in the TADs and the ACC
  - Semi-annual Regional Transformation Council meetings held in Oromia, Amhara, SNNP and Tigray
  - >80 Value Chain Alliance meetings held at the Cluster level in the past year
- Other relevant projects and programs in the agricultural (and other) sector(s)
  - 12 command-post meetings at MoA, mostly chaired by a Minister or State Minister

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**Operational L&C**

**FPC Marketing Platform**

- **Cluster summary**
- **FPC clusters view**

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**Bringing International Buyers**

- **OCP Group**
  - 2.4 Bn USD investment to build a plant in Dire Dawa
  - Produce 2.5 mn tonnes of fertiliser per year
  - Second phase will see a further 1.3 Bn USD investment to increase capacity to 3.8 mn tonnes per year by 2025
- **Soufflet & Boortmalt**
  - >100 Mn USD joint investment
  - Working with >60,000 SHFs
  - Total production of >200,000 tons of malt pa
  - Initial aim to fulfil local demand then regional export

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“**Aiming to expand barley and malt production in Ethiopia, ATA had designed a business plan to encourage malting companies around the world to come to Ethiopia; and Soufflet was convinced to come and invest.**”

*The Reporter Ethiopia*

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Mandate Areas – Linkages & Coordination

3 key learnings can be drawn from ATA’s experience conducting linkages & coordination

1. ATA’s linkage & coordination of stakeholders is most impactful when it is structured to enhance the delivery of ATA’s strategic programs and projects
   - Linkages & coordination is perhaps ATA’s least understood mandate area, and has the potential to cause confusion amongst stakeholders regarding the different roles of the ATA and the MoA, which (unlike ATA) is mandated to connect stakeholders at the sector level; as such, ATA should clearly articulate its linkage & coordination role within its strategic programs and projects
   - ATA can significantly enhance the delivery of its strategic programs and projects through successful linkages & coordination of its implementation partners, as well as through coordination of its strategic programs and projects to external initiatives

2. ATA is uniquely situated to play a system integrator role for strategic programs
   - In the last few years, ATA has evolved from an implementation catalyst to a system integrator; given the above learning, ATA’s system integrator role should be focused on delivery of its strategic programs, where it has a clear mandate to operate
   - ATA has played a system integrator role for its strategic programs by establishing institutions and platforms for coordination, including the Federal and Regional Delivery Units to coordinate implementation partners, and a series of geographical platforms to discuss implementation issues within the ACC geographic program

3. Effective linkages & coordination relies on the routine functioning of platforms at all key geographical levels
   - ATA’s experience with the ACC geographic program has revealed that effective linkages & coordination of implementation partners requires platforms or forums at all key geographical levels, to facilitate rapid escalation of issues from the ground to the Federal level, and equally quick communication of decisions from the Federal level to smallholder farmers

SOURCE: ATA 10-Year Strategy, ACC Governance Review Case  ATA SMT Interviews
Mandate Areas – Linkages & Coordination

However, ATA’s efforts towards linkages & coordination face 2 key weaknesses

1. Government partners have demonstrated weak ownership of platforms for linkages & coordination at both the sector and strategic program level
   – The Transformation Council – the Federal level governance platform for ATA - has not been conducted in over 2 years
     • The lack of an active platform at the Federal level means that escalated issues which cannot be solved at the Regional level, or are common across multiple Regions, are not solved, and decision-making is not being conducted at the Federal level
   – There has been inconsistent application of the Regional Transformation Councils – the Regional level governance platform for the ACC strategic program - between Regions, both in terms of the frequency and how the platforms are run
     • Of 8 Regional Transformation Council sessions which should happen each year (biannual occurrence in each ACC region), 4 occurred in 2008 and 6 in 2009

2. The role of the Delivery Unit in linkages & coordination is not well understood, by either the MoA or other implementation partners
   – Coordination of sector-level or program-level platforms is often designated to the ATA-MoA Delivery Unit by key implementation partners, which limits the capacity of Delivery Unit staff to conduct their mandated activities, centred around the planning, tracking and reporting, technical support, and capacity building

SOURCE: ATA 10-Year Strategy, ACC Governance Review Case, ATA SMT Interviews
**Mandate Areas – Operationalization**

The learnings and challenges identified have informed the operationalization of each mandate area in ATA’s 10-Year Strategy

**Mandate Area Operationalization in the 10-Year Strategy**

1. ATA delivers **action-oriented studies** which identify systemic bottlenecks in Ethiopia’s agricultural systems, and propose and design solutions for these bottlenecks.

2. ATA delivers projects which **innovatively tackle the systemic bottlenecks** in key agricultural systems throughout Ethiopia.

3. ATA delivers targeted implementation support to **stakeholders and institutions** to enhance delivery of its strategic programs and projects.

4. ATA conducts linkages and coordination to **enhance delivery of its strategic programs and projects**.

*SOURCE: ATA 10-Year Strategy*
### Strategic Programs

We have analysed specific outcomes, learnings, and challenges for ATA’s strategic programs – the Agricultural Transformation Agenda and ACC

<table>
<thead>
<tr>
<th>Mandate Areas</th>
<th>Strategic Programs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Identify systemic constraints of agricultural development, through conducting studies, and recommend solutions in order to ensure sustainability and structural transformation</td>
<td><strong>Agricultural Transformation Agenda</strong>&lt;br&gt;Support the identification and implementation of interventions to address systemic bottlenecks</td>
</tr>
<tr>
<td>Recommend and follow-up the implementation of recommended solutions as projects</td>
<td><strong>Geographic programs</strong>&lt;br&gt;Coordinate agricultural and related projects in specific geographies to catalyze agricultural transformation</td>
</tr>
<tr>
<td>Provide implementation support for recommended solutions from studies</td>
<td></td>
</tr>
<tr>
<td>Conduct linkages &amp; coordination among agricultural and related institutions and projects in order to ensure the effectiveness of agricultural development activities</td>
<td></td>
</tr>
</tbody>
</table>

Strategic Programs – Agricultural Transformation Agenda

The Agricultural Transformation Agenda adopts an evolutionary approach to addressing the systemic bottlenecks prioritized by the MoA

- TADs owned by MoA with projects contributing across the sector implemented by MoA and its affiliates including ATA, EIAR, FCA
- TADs performance in 2018/19 G.C.

### Outcome

<table>
<thead>
<tr>
<th>Pillar</th>
<th>Annual progress</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agricultural Development Sector</td>
<td>91%</td>
</tr>
<tr>
<td>Natural Resource and Food Security Sector</td>
<td>88%</td>
</tr>
<tr>
<td>Agricultural Input and Output Marketing Sector</td>
<td>87%</td>
</tr>
<tr>
<td>Ethiopian Institute of Agricultural Research</td>
<td>86%</td>
</tr>
<tr>
<td>Federal Cooperative Agency</td>
<td>84%</td>
</tr>
<tr>
<td>Livestock</td>
<td>82%</td>
</tr>
<tr>
<td>Cross-Cutting Initiatives</td>
<td>75%</td>
</tr>
</tbody>
</table>

Agricultural Transformation Agenda outcomes inc:

- **Ethiopian Soil Information System**
  - 748 woreda survey completed
  - Soil fertility status map and preliminary fertilizer type recommendations developed
  - National soil archive constructed
  - National soil database created
  - Spurring nearly US$4bn investment in the fertilizer industry

- **Cooperative Capacity Building & Seed Production**
  - Completed and handed-over 44 large warehouses
  - Created 14 seed producing cooperative unions and 196 primary cooperatives which have distributed 92.5k qtls of seed in 2019 (c.12% national supply)

- **Mechanization**
  - 1.4 Mn SHFs have access to mechanization technologies
  - Agricultural machinery users increased from 3% to 10%

NOTES: (1) Implementation owners have endorsed deliverable performance ratings, which are tracked by the ATA-MoA DU

SOURCE: ATA-MoA Briefing Deck, Meeting with ATA-MoA DU, TADs Assessment Case, MoA DU, 2012 EC
Strategic Programs – Agricultural Transformation Agenda

From ATA’s experience coordinating and implementing the Agricultural Transformation Agenda, we can derive 3 key learnings

Learnings

1. The highly structured methodology of the Agricultural Transformation Agenda has facilitated a rigorous focus on the systemic constraints in Ethiopia’s agricultural systems
   - The Agricultural Transformation Agenda follows a strict prioritization approach for identifying the systemic issues in the agricultural sector, preventing it from being expanded to cater to time-limited political interests or focus on transactional targets
   - This national level systemic approach is then complimented by ATA’s geographical programs, which adopt a highly-focused, value-chain approach in high potential areas

2. The evolutionary approach to assessing the systemic bottlenecks in Ethiopia’s agricultural systems has ensured the continued relevance and success of the Agricultural Transformation Agenda
   - Whilst the Agricultural Transformation Agenda follows the traditional approach of forming 5-year plans for tackling bottlenecks, an Annual Review enables a yearly reassessment of the key issues, where some flux in the priorities caters for a focus on new concerns
   - ATA’s Stakeholder Survey 2019 revealed that 78% of ATA’s stakeholders perceive the Agricultural Transformation Agenda to have a positive contribution on the sector

3. By coordinating activities at the Federal level, the Agricultural Transformation Agenda maximizes the efficiency of the interventions of all stakeholders
   - ATA plays a central role in the coordination of the Agricultural Transformation Agenda, ensuring the interventions are allocated to the most relevant and impactful stakeholder, the interventions are routinely tracked for all stakeholders, and the stakeholders receive necessary implementation support for successful interventions
   - Through its coordination role, ATA ensures that stakeholder efforts are not duplicative, and as such maximizes the efficiency of interventions in Ethiopia’s agricultural sector

SOURCE: ATA Stakeholder Survey 2019, ATA SMT Interviews
However, in the implementation of the Agricultural Transformation Agenda, ATA faces 3 key challenges:

1. **The MoA has not created or followed a strict or consistent definition of systemic issues in its application of the Agricultural Transformation Agenda**
   - The lack of a clear or consistent definition of systemic issues adopted by the MoA allows room for debate in the identification of prioritized issues in the Agricultural Transformation Agenda, and has resulted in frequent instances of priorities being repeatedly withdrawn and reinserted to the Agricultural Transformation Agenda in consecutive years.

2. **Implementing partners and owners of the Agricultural Transformation Agenda have not been given specific mandate or sufficient time to focus on these priorities**
   - For owners of the Agricultural Transformation Agenda within the MoA and for external implementation partners, the Agricultural Transformation Agenda has been ‘added’ to the roles and responsibilities of these stakeholders, rather than ‘prioritized’ versus other roles and responsibilities.
   - ATA’s Stakeholder Survey 2019 revealed that just 32% of stakeholders perceive there to be commitment to the Agricultural Transformation Agenda by Regional stakeholders and only 39% of stakeholders perceive there to be ownership and support from policy makers, challenging the Agricultural Transformation Agenda’s potential to be both transformative and sustainable.

3. **The Agricultural Transformation Agenda has suffered from insufficient resources**
   - Only 17% of ATA’s stakeholders perceive there to be sufficient financial and human resource support provided to the Agricultural Transformation Agenda, highlighting the strong need for better allocation of resources to the agenda.

SOURCE: ATA Stakeholder Survey 2019, ATA SMT Interviews
**Strategic Programs – ACC geographic program**

The Agricultural Commercialization Clusters (ACC) was formally launched as a geographically-oriented program in 2019

**ACC Progress, 2018 G.C.**

<table>
<thead>
<tr>
<th>Crop</th>
<th>Difference in Productivity versus Non-ACC Woredas</th>
</tr>
</thead>
<tbody>
<tr>
<td>Wheat</td>
<td>+36%</td>
</tr>
<tr>
<td>Malt Barley</td>
<td>+69%</td>
</tr>
<tr>
<td>Teff</td>
<td>+14%</td>
</tr>
<tr>
<td>Maize</td>
<td>+38%</td>
</tr>
</tbody>
</table>

**2020 G.C. Progress**

- >75,000 Farmer Production Clusters (FPCs) established including 1.7 million SHFs
- 1.6 million Qt (2.3bn ETB) of crops under contract
- 22.8 million quintals (worth 33.4 billion ETB) of marketable surplus sold from ACC woredas
- ACC Malt Barley Clusters substituted imports of barley and fundamentally changed the industry structure

**FPC Progress, 2018 G.C.**

<table>
<thead>
<tr>
<th>Crop</th>
<th>Difference in Productivity versus Non-FPC Woredas</th>
</tr>
</thead>
<tbody>
<tr>
<td>Wheat</td>
<td>+54%</td>
</tr>
<tr>
<td>Malt Barley</td>
<td>+72%</td>
</tr>
<tr>
<td>Teff</td>
<td>+14%</td>
</tr>
<tr>
<td>Maize</td>
<td>+54%</td>
</tr>
</tbody>
</table>

**Outcomes**

NOTE: (1) 2.7 million hectares of Wheat is farmed by FPC farmers
SOURCE: ACC 18 Month Reporting; FPC PMO
Strategic Programs – ACC geographic program

From ATA’s experience piloting and launching the ACC geographic program, we can share 3 key learnings

1. A focused, geographic approach is a successful methodology for driving increases in productivity, production, and commercialization
   - The ACC geographic program has revealed that a geographic approach can work in Ethiopia, in large part because the approach promotes focus and prioritization
     - ACC focuses on 10 commodities and 300 woredas despite significant political pressure to expand both metrics
     - 78% of ATA’s stakeholders perceive the ACC to focus on the right deliverables

2. The ACC geographic program has highlighted the value of a systems approach for tackling developmental issues
   - The ACC geographic program has demonstrated how a systems approach successfully promotes coordination along the implementation chain, since stakeholders have been able to concentrate their resources to realize a material impact
   - The ACC geographic program has demonstrated how a systems approach works along the value chain, by focusing on both production and marketing, to ensure that increases in production realize income increase for smallholder farmers

3. Adopting a consultative approach between private, public, and government stakeholders from the design phase contributes to the strength of the Agricultural Commercialization Clusters (ACC) geographic program
   - During program design, the ATA engaged stakeholders at the woreda, zonal, and regional level to identify the priority commodities as well as the key bottlenecks within these value chains, ensuring engagement and buy-in from implementation partners
   - Engagement with government partners at the national level during the design phase ensured that the selected priority commodities addressed the government’s strategic priorities (e.g. import substitution, export-oriented growth)
   - Involvement in the private sector in the Value Chain Alliances (VCAs) means this category of players is bought into the solution

SOURCE: ACC PAD, ATA 10-Year Strategy, ATA Stakeholder Survey 2019, ATA SMT Interviews
Strategic Programs – ACC geographic program

However, ATA has faced 3 key challenges in the implementation of the ACC geographic program

1. Lack of a methodology for linkages & coordination between the ACC geographic program, other programs, and implementation partners
   - The ACC geographic program is not the only program active in the ACC woredas, yet currently ATA does not have clear linkage & coordination mechanisms with the other projects or programs in these woredas (apart from some limited coordination with AGP II)
   - Other programs in ACC woredas are not funded by the ATA nor are they mandated by their donors to report to or coordinate with the ATA, meaning the ATA faces constraints in tracking the implementation status of these parts of the program, as well as in encouraging these partners to engage in ATA’s system integration efforts
   - Poor coordination between stakeholders in ACC woredas risks the clarity of messaging about the program to smallholder farmers

2. The ACC geographic program focuses on a limited number of commodities
   - Strict prioritization of ACC commodities limits the impact on farmers, as farmers who do not produce those commodities within ACC geographies are excluded from the program
   - Low crop diversification means that ACC farmers are vulnerable to pests and disease, and the strong focus of the message of the ACC on priority crops risks dissuading farmers from rotating their crops and other such good land management practices

3. ATA is heavily involved in the implementation of the ACC geographic program
   - Whilst ATA’s role is primarily as a system integrator of the ACC geographic program, the ATA conducts a very high proportion of the implementation, which risks detractions focus from coordination of stakeholders or implementing more new programs (since ATA has a capacity of c.30 projects)

SOURCE: ATA 10-Year Strategy, ATA SMT Interviews
**Strategic Programs – Operationalization**

The learnings identified in ATA’s strategic programs have informed the operationalization of ATA’s strategic programs in the 10-Year Strategy.

- ATA will continue its matrix approach
  - Leveraging the Agricultural Transformation Agenda to focus on the systemic bottlenecks at the macro-level
  - Overlaying the Agricultural Transformation Agenda with geographical programs (e.g. ACC) which focus on prioritized value chains in high-potential areas to ensure impacts are felt by specific communities of farmers
- More geographical programs will be rolled out in the 10-year strategy to strengthen this matrix structure by covering more geographies at the farmer level

*SOURCE: ATA 10-Year Strategy*
Innovations to help our country grow