

PANAP-FNSSA Partnership MEL Framework

StEPPFoS Deliverable Report: D3.1



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Authors (Partner)	ACU			
Responsible authors and contributors	Name	Nadia Somani, Beate Knight, Tim Fry	email	Nadia.somani@acu.ac.uk Beate.knight@acu.ac.uk

	Partner	ACU	Phone	+44 20 7380 6743
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Abstract	<p>This report outlines the Monitoring and Evaluation Learning (MEL) Framework developed for the PANAP-FNSSA Partnership, which aims to enhance agri-food policy implementation across PANAP member countries by integrating research and innovation (R&I) with policy mechanisms. Supported by the European Union’s Horizon Europe program, this framework establishes a process for identifying synergies between PANAP-member agri-food policies and FNSSA R&I activities. By employing systems, policy, and process-oriented MEL, the framework seeks to map out opportunities for multi-actor collaboration to support both policy and R&I goals. The methodology includes a double-complexity MEL framework to handle the multi-level dynamics and the inherent unpredictability within agri-food systems. Through participatory multi-actor workshops, the framework enables co-identification of barriers to effective policy implementation and R&I scaling, fostering an integrated science-policy environment to meet the challenges of sustainable food systems development.</p>
Keywords	<p>Monitoring and Evaluation Learning (MEL), PANAP-FNSSA Partnership, Agri-food policy implementation, Research and Innovation (R&I), Science-policy integration, Sustainable food systems, Multi-actor collaboration, Systems analysis, Policy implementation barriers, Capacity building.</p>

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Abbreviations

ANSD	Agence Nationale de Statistique et de la Démographie
ARBE	Agriculture, Rural Development, Blue Economy, and Sustainable Environment (part of the African Union Commission)
AU-EU	African Union – European Union
BOAD	West African Development Bank
CAADP	Comprehensive Africa Agricultural Development Programme
CAPEG	Cellule d'Analyse des Politiques publiques et d'Evaluation de l'action Gouvernementale
CEA-FIRST	
CIRES	Centre Ivoirien de Recherches Economiques et Sociales
COMESA	Common Market for Eastern and Southern Africa
EIAR	Ethiopian Institute of Agricultural Research
FARA	Forum for Agricultural Research in Africa
FNSSA	Food, Nutrition Security, and Sustainable Agriculture
HLPD	High-Level Policy Dialogue
INS	Institut National de la Statistique
IIEP	Instituto Interdisciplinario de Economía Política
IITA	International Institute of Tropical Agriculture
IRC	International Research Consortium
ISRA	Senegalese Institute of Agricultural Research
ISSER	Institute of Statistical, Social and Economic Research
JRC	Joint Research Centre
MEL	Monitoring, Evaluation, and Learning
MESi	Modelos económicos de simulación
MINADER	Ministère de l'Agriculture et du Développement Rural
NILDS	National Institute for Legislative and Democratic Studies
PANAP	Pan-African Network for Economic Analysis of Policies
PSI	Policy Studies Institute
R&I	Research and Innovation
SDG	Sustainable Development Goals
StEPPFoS	Strengthening Evidence-Based Policy Practice for Sustainable Food Systems
SUA	Sokoine University of Agriculture

Executive Summary

This PANAP-FNSSA Partnership MEL Framework establishes the methodological foundation and data collection strategies to enable more integrated science-policy environments across the PANAP network. This framework sets the foundation PANAP-member country agri-food policy and R&I analysis that articulates where policy implementation mechanisms and R&I processes can provide complementary support to drive effective policy implementation and the faster scaling of EU-AU FNSSA Partnership innovations.

Mapping and analysis of country-level policy and R&I outcome pathways will be used to identify latent synergies between PANAP-member agri-food policies and FNSSA Research and Innovation activities, relationships, outputs, and processes. Building on this foundation, participatory multi-actor workshops will facilitate the co-identification of barriers challenging the successful implementation of PANAP-member agri-food policies and facing the scaling of innovations. Bringing together PANAP policymakers, policy analysts and FNSSA R&I actors, dynamic learning agendas will be deployed to facilitate new understandings of how policy and R&I can work in collaborative manners that ensure coordinated science-policy efforts to solve food system challenges.

Further, multi-actor reflections will be facilitated following multi-actor workshops to articulate where PANAP can best influence science-policy environments. Reflections will link together the identification of science-policy barriers with the activities of the StEPPFoS project to ensure that StEPPFoS individual, organisational and systemic capacity building activities target PANAP-member identified needs. Needs articulated through the co-identification of systemic policy and R&I barriers in each PANAP member country will help sharpen the focus of StEPPFoS activities through participatory workshops that bring together StEPPFoS, PANAP and FNSSA Partnership actors to reflect on the focus, methods, and processes of capacity building activities. Such reflections will highlight where, how, and with whom PANAP can best influence agri-food system policymaking to meet the national PANAP member policy targets, and the policy ambitions of the Farm to Fork strategy of the European Commission and the CAADP programme of the African Union.

1.0 Introduction

1.1 PANAP

Established in 2019 under the aegis of the African Union (AU) - European Union (EU) partnership, the Pan-African Network for economic Analysis of Policies (PANAP) brings together academic, research and institutional partners that develop research on agro-economics and food system policy issues. PANAP aims to strengthen the liaison between researchers and policymakers in Africa, and to stimulate their cooperation on selected topics linked to policy priorities that reinforce the stability and enhance the development of African agriculture and food sectors. In particular, the network is conducting research on economic analysis of policies focusing on Africa's Food Systems and that supports its sustainable transition towards socially, ecologically, and economically regenerative outcomes.

The network is co-hosted by the European Commission - Joint Research Centre (JRC), the African Union Commission - Agriculture, Rural Development, Blue Economy, and Sustainable Environment (ARBE), and the Forum for Agricultural Research in Africa (FARA).

Table 1 PANAP Collaborators and Partners

Collaborators	
Organisation name	Country
National Agricultural Research Center (CNRA)	Côte d'Ivoire
Common Market for Eastern and Southern Africa (COMESA)	Eastern and Southern Africa
International Institute of Tropical Agriculture (IITA)	Nigeria
Insitute National de la Statistique (INS)	Niger
Institute of Statistical, Social and Economic Research (ISSER)	Ghana
Ministère de l'Agriculture et de l'Élevage de la République du Niger (MAG/EL)	Niger
Team for "Modelos económicos de simulación" (MESi) of the "Instituto Interdisciplinario de Economía Política" of Buenos Aires (IIEP),	Argentina
République du Cameroun Ministre de l'Agriculture et du Développement Rural (MINADER)	Cameroon
République de Côte d'Ivoire Ministre de l'Agriculture et du Développement Rural (MINADER)	Côte d'Ivoire

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National Institute for Legislative and Democratic Studies (NILDS)	Nigeria
Partners	
Organisation name	Country
Agence Nationale de Statistique et de la Démographie (ANSD)	Senegal
African Union	Africa
West African Development Bank (BOAD)	Benin, Burkina, Côte d'Ivoire, Guinea Bissau, Mali, Niger, Senegal, and Togo
Cellule d'Analyse des Politiques publiques et d'Evaluation de l'action Gouvernementale (CAPEG)	Niger
Centre Ivoirien de Recherches Economiques et Sociales (CIRES)	Côte d'Ivoire
Ethiopian Institute of Agricultural Research (EIAR)	Ethiopia
Forum for Agricultural Research in Africa (FARA)	Ghana
Niger National Institute of Agricultural Research (INRAN)	Niger
Insitute National de la Statistique (INS)	Côte d'Ivoire
Senegalese Institute of Agricultural Research (ISRA)	Senegal
Kenya Institute for Public Policy Research and Analysis	Kenya
Policy Studies Institute (PSI)	Ethiopia
Sokoine University of Agriculture (SUA)	Tanzania
Tegemeo Institute of Agricultural Policy and Development	Kenya
Western Cape Department of Agriculture	South Africa

1.2 PANAP Objectives

- Enhance food and nutrition security, as in the Malabo Declaration - ending hunger in Africa by 2025, and SDG1 – Ending Poverty & SDG2 - Zero Hunger.
- Foster scientific communities providing independent, evidence-based scientific support, data/information, and economic analysis of sustainable agrifood systems and related policies.
- Support continental, regional and national policymakers in Africa in designing, assessing ex-ante and evaluating ex-post the impacts of agricultural policies.
- Serve as a platform for knowledge sharing of micro and macro data, models/economic

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tools, modelling skills, promote the dissemination of simulation results and create a common knowledge base and practices on the topic of economic analysis of policy.

1.3 FNSSA Partnership

In 2016, a roadmap towards a Research and Innovation partnership on FNSSA was adopted by the AU-EU Senior Officials Meeting (SOM) under the aegis of the AU-EU High-Level Policy-Dialogue (HLPD). Largely informed by the EU strategy and the Comprehensive Africa Agricultural Development Programme (CAADP), the Roadmap defined AU- EU common R&I priorities within the FNSSA domain. Under the leadership of the HLPD, the implementation of the Roadmap has galvanized a growing FNSSA Partnership, chaperoned by the HLPD FNSSA Working Group.

Through individual and joint EU and AU funding streams, including LEAP-AGRI, AU Research Grants, Horizon 2020 and Horizon Europe, the FNSSA Partnership helps coordinate and broker between different policy and R&I funding initiatives to provide opportunities for co-learning between EU and AU-based actors. Further, the Partnership supports the generation of novel research and innovations and the stimulation of food-system integrated partnerships that help stimulate the scaling of innovations.

1.4 Key Goals of the FNSSA Partnership

- Boost the impact of AU-EU joint research at local level by addressing the entire value-chain, strengthening capacity-building (human, research infrastructures and institutional) and focusing on demonstration projects and pilot actions to bring R&I results to the users.
- Increase production of high-quality food with appropriate inputs, enhance income growth and promote rural development, contributing as such to Agenda 2030 (SDGs).

2.0 PANAP – FNSSA Partnership MEL Framework

2.1 Overview

This MEL Framework seeks to support the PANAP network by identifying latent synergies between PANAP-member agri-food policies and FNSSA Research and Innovation activities, relationships, outputs, and processes. Latent synergies are seen as opportunities for policy goals to be supported by research through increased partnerships and improved co-learnings between researchers and policymakers. Identifying and proactively matchmaking between key actors around national policy and research goals are envisaged to lead to more integrated research processes that help support the goals of PANAP and the FNSSA Partnership. Using systems, policy and process-orientated MEL, multi-actor learning processes will be used to co-identify opportunities for R&I and policymakers to provide synergistic support to each other and crowd in food system actors in ways that support cohesive and democratic policy design, implementation, and reflection environments.

This framework establishes a process and methodology that will achieve this, firstly by identifying synergies between FNSSA Partnership R&I and PANAP member agri-food policies

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at national levels. Systems and scaling analysis will articulate where there are underutilised opportunities for multi-actor collaboration that support both policy and R&I goals. As such, this framework considers synergies between PANAP members and FNSSA Partnership projects as novel and strengthened partnerships, access to information, networks, and socio-material devices that enable equitable and faster progress towards national and AU-EU food system policy objectives.

This will include a secondary data collection system and set of primary multi-actor co-learning tools that identifies FNSSA Partnership R&I that can support PANAP-member policy design, implementation, and reflection. Further, this framework will utilise participatory methods to build collective StEPPFoS and PANAP member's understanding of:

- Where R&I projects are identifying policy strengths and influence on local food systems that can feed into policy reflection, including through the development of policy papers.
- Where novel FNSSA R&I can overcome scaling bottlenecks through closer alignment and support of national agri-food policy implementation mechanisms.
- How food system and R&I policymaking environments can be strengthened through increased integration between R&I, policymaking, and food systems.

The focus of this framework is not only on identifying where FNSSA R&I technological outputs can support developmental pathways, but where there are food system-integrated R&I and policymaking capabilities that enable bottom-up development, participation, and accountability while integrating top-down policy mechanisms, for example to promote common goods such as natural resources or management of pests and diseases (Qamar, 2005). Identifying such synergies between FNSSA R&I and PANAP member policymaking, this MEL Framework sets the foundation for data collection strategies that support PANAP-member policy implementation to be responsive to context specific challenges and opportunities that engender pluralised implementation with and between multiple government departments and the private-sector. Doing so, this framework will support StEPPFoS to strengthen PANAP's ability to influence context-appropriate and pluriform policy making to meet the complex, systemic challenges facing food systems across Africa and Europe (Davis and Terblanche, 2016; FAO, 2019; Lamine et al., 2012; Stirling et al., 2018).

This focus on the partnerships, access to information, resources and networks within this MEL framework comes from an understanding that the influence of FNSSA Partnership R&I are not only material and technological innovations, but also the networks, relationships, access to information and resources that are stimulate by the funding and organisation of FNSSA Partnership projects and programmes. Further, the access of FNSSA Partnership projects to local, county/ provincial and national food system networks provides opportunities to gather policy-directing information that supports PANAP policy design, implementation and reflection.

3.0 Methodological Approach

A double-complexity MEL framework is required to meet the demands of the scope and multi-level dynamics of both StEPPFoS and CEA-FIRST and the complex, dynamic and non-linear food systems the FNSSA Partnership and PANAP actors are embedded within require. As such, this framework considers impact as a pathway that can be strengthened as much as a measure of what has happened, to whom, and how.

To align with the focus of CEA-FIRST, the IRC, and the FNSSA Partnership on stimulating food systems transformations, this MEL framework is rooted within developmental evaluation to enable ongoing reflection and learning that inform activities to respond to the complex, non-linear dynamics of food systems and systems of innovation. These dynamics mean that MEL approaches based on simple causal and programme theory models will be insufficient to generate multi-level and multi-actor critical reflection on the multi-faceted challenges and opportunities facing FNSSA R&I and food systems in both Africa and Europe. Rather, the focus on generating action-orientated learnings within this MEL framework seeks to consider processes of complex change and to stimulate new ways of conducting activities and building systemic relationships that help continuously adapt and integrate R&I strategies within food systems.

The complex, wicked problems that the FNSSA Partnership and PANAP member policies aim to address mean that results at multiple levels within food, policy, and R&I systems are likely to be unpredictable and unknown in advance. Consequently, the MEL framework seeks to stimulate ongoing multi-actor learning opportunities that enable system reflection through MEL activities, rather than merely assessing whether pre-decided monitoring figures reflect whether systemic change is being facilitated. Therefore, in addition to monitoring activities and deliverables under the lump sum funding protocol, such as workshop attendance by PANAP members or the development of innovations by FNSSA Partnership projects, there will be a particular focus on who has been involved in these activities, and what findings and new reflections, ways of understanding problems, and actions have been stimulated by these engagements.

As such, there is an embedded focus within the MEL framework methodology to ensure that MEL activities not only collect data that informs how, who with, and where innovation and policy support services such as PANAP operate, but also facilitates critical reflection on food system outcomes, influences, and developmental pathways by national level policy and R&I actors.

We characterise both PANAP and the FNSSA Partnership as double-complexity programs. Both contain multi-level, multi-sectoral, and multi-dimensional grouping of policy actors and projects, each containing varied differing intervention logics, backgrounds and values. PANAP member policies attempt to influence agri-food systems that are characterised by complex and uncertain environments, that are inherently uncertainty and unpredictability. For example, the implementation of PANAP member policies could be influenced by a variety of factors stemming from for instance violent conflict, political turbulence, or erratic

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weather patterns. The multitude of unpredictable casual pathways with both visible and invisible feedback loops require flexible intervention processes and consequently must adapt to constantly changing circumstances and dis/enabling environments for agri-food policy making and the development of FNSSA R&I. The coupled complexity of PANAP policies and operating contexts means that pathways to impact are difficult if not impossible to anticipate, and interventions are instead designed, steered, and adapted in response to novel and context-specific environments. Within the context of PANAP-FNSSA Partnership MEL framework, this requires a focus on enabling critical reflection on where pathways to impact can be enhanced through improved collaboration between policy and R&I actors. Such critical reflection aims to complement the more reductive quantitative assessments of whether impact has been achieved through linear casual logics by bringing varied perceptions on barriers to policy implementation together.

To enable such critical reflection, each framework aims to be cohesive with the complex, multi-actor, multi-level environment of PANAP policy environments, and the spatially unique settings of the development and scaling of FNSSA R&I. As such, much of the foci of the framework is to provide decision-support tools to speak to the variety of policy and R&I system actors. Approaches taken by this MEL framework seek to further the goals of the PANAP network and the FNSSA Partnership by enabling critical reflection by MEL participants on the challenges, opportunities and equity within policy and R&I systems, and what changes could be made to help speed food system transformation. This requires the participation of actors beyond the scope of traditional R&I and requires a complexity-aware approach to understanding how change happens within food systems. As such, this framework utilises approaches developed by the Science of Scaling (Hermans et al., 2013; Pircher et al., 2022; Schut et al., 2020) to articulate how both traditional policy design, implementation and reflection levers and FNSSA R&I influence food systems.

This framework incorporates the science of scaling by focusing the framework on questions that help diagnose dis/enabling environments for policy implementation and what systemic and transdisciplinary approaches are required to scale R&I in ways that complement policy making. This thus understands that inherent systemic complexity interlinks such problems in ways that contribute to food insecurity, environmental degradation, and inequitable access to resources (Candel and Pereira, 2017). Such problems have proved to be highly persistent despite intensive efforts to solve them. Therefore, new modes of problem-solving that differ from those normally employed by policymakers and researchers (Regeer, Klaassen and Broerse, 2024) are required to meet these intensifying challenges. New methods of problem solving are in particular demand within food systems due to the prevalence of non-linear feedback loops occurring between value chains, consumption patterns, public and ecological health, and the users of energy and natural resources (Leeuwis and Aarts, 2011). Given the influences of such disparate factors, each affected by a complex range of determinants, traditional sectoral governance approaches are insufficient. This requires new methods of policy analysis and implementation and the development of supportive R&I, built upon an appreciation that policy implementation and research is integrated within food systems, and thus needs to be continuously adapted to the unique dynamics of food systems operating with different human and non-human actors.

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This approach thus considers that policy and research impact cannot be achieved by simply transferring or communicating research, technologies, infrastructures or resources to beneficiaries. Rather, policy and R&I influence on food system transformations are best supported by considering that different food system actors operate in unique and ever-changing social, economic, and ecological environments. Due to this, the multi-dimensional and complex policy and R&I systems require interlinked reconfigurations of multiple parts of the food system to enact sustained change. This requires the co-development with national and sub-national actors on how enhanced interrelationships between policy implementation mechanisms and R&I processes can be developed and sustained to respond to rapidly evolving influences on the production, consumption, valuation, and equity of food systems.

To build collaborative understandings of how policy and R&I actors can best influence food system outcomes, this MEL framework utilises the science of scaling (table 2) to understand embeddedness within food systems. Further, multi-stage participatory workshops will seek to facilitate the co-identification of barriers affecting policy implementation and the scaling of innovations before multi-actor workshops co-explore how to change science-policy systems in order to achieve common policy and research goals.

Table 2 (Gargani and McLean, 2017; Pircher et al., 2022; Schut et al., 2020)

Scaling Scans
Technology & Practice: Is the research/ innovation easy to adopt and better than alternatives?
Awareness & Demand: Do stakeholders recognize that a new innovation is necessary and are they interested in reaching a scaling ambition? Is so, which stakeholder recognize this? How do we know?
Business Case: Are there viable business models out there for innovations along value chains?
Value Chains: Is the value chain adequately organised to supply the innovation in the right quality and quantity, and in a timely manner?
Finance: Are finance mechanisms available, accessible, and affordable for target groups and other stakeholders to promote and use this innovation?
Knowledge & Skills: Are there adequate knowledge & skills to use, adapt, and scale this innovation?
Collaboration: Are all relevant stakeholders to create and sustain this scaling ambition engaged and collaborating?

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Evidence & Learning: Is there useful and credible information on the scaling process that could help learning and adaptive management of scaling, and also help secure wider buy in?
Leadership & Management: Is there effective coordination and navigation of the scaling process?
Public Sector Governance: Are district, provincial, and national strategies, polices and regulations actively supporting the scaling process?

This approach does not seek to rigorously identify *what* activities have been conducted by policy or R&I actors. Rather, the PANAP-FNSSA Partnership MEL framework places emphasis on facilitating critical reflection by PANAP members and FNSSA Partnership R&I actors on *how* activities help deepen our understanding of where there are dis/enabling environments for agri-food policymaking and the scaling of FNSSA R&I, *which* relationships need to be strengthened to ensure a more cohesive and integrated science-policy operating environments, and *who* are benefiting and missing out on policy and R&I support within food systems. Information gathered through this approach aims to help position PANAP within continental, national and sub-national agri-food policy landscapes as a systems interlocutor and innovation intermediary between different food system actors, scales, and sectors.

The interrelated spheres of interest and the scale of the influence that PANAP and the FNSSA Partnership are envisaged to have require data collection to go beyond traditional MEL in which monitoring surveys are deployed annually. This is as PANAP members and FNSSA R&I actors are more integrated within local, national, and regional food systems than the MEL task team. Therefore, PANAP members and FNSSA Partnership actors have access to more informative learning opportunities that provide varied perspectives around the challenges and gaps that the PANAP and the FNSSA Partnership seeks to influence. Accordingly, the methodological focus of this MEL framework seeks to strengthen and capitalise upon the existing and latent food system networks that are held within both PANAP and the FNSSA Partnership. This reinforces the methodological focus of this framework to facilitate context-unique insights into how science-policy ecosystems can be strengthened. Such insights are not designed to reinforce top-down econometric modelling that provides singular policy analysis lens', but rather strengthen policy implementation systems by proactively brokering new relationships that increase the diversity of actors involved in policy implementation and reflection.

3.1 Data collection objectives

Data collection strategies will identify:

- Anticipated levers, processes and outcomes of PANAP-member policies,
- Where R&I projects are identifying policy strengths and influence on local food systems that bring diverse perspectives into policy reflection,
- Where novel FNSSA R&I can overcome scaling bottlenecks through closer alignment

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- and support of national agri-food policy implementation mechanisms
- How food system and R&I policymaking environments can be strengthened through increase integration between R&I, policymaking, and food systems

3.2 Data collection process

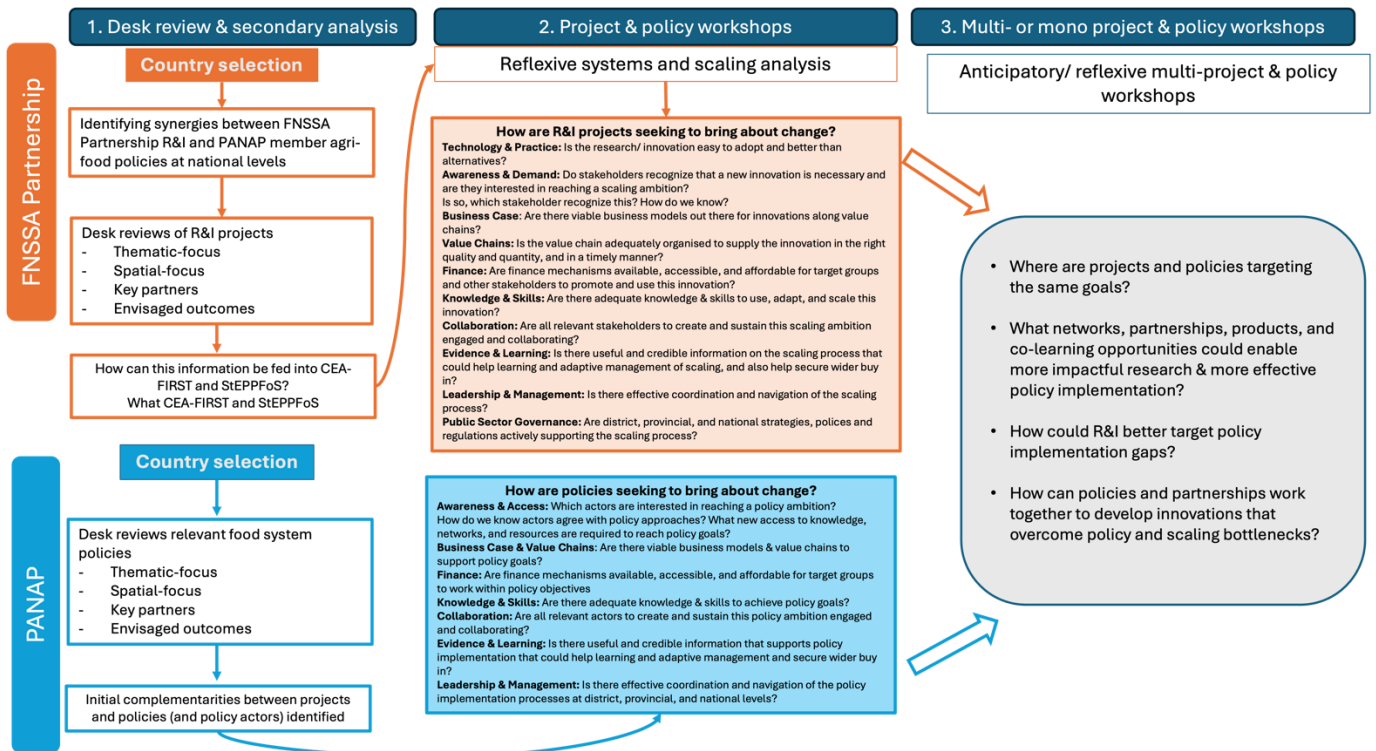


Figure 1 Data collection process

To proactively broker between PANAP policies and FNSSA R&I, three consecutive data collection processes will be undertaken as set out below. An overview of the data collection process can be seen in figure 1.

3.1.1 Desk review and sampling

Consultations with StEPPFoS and CEA-FIRST coordination and the EU-AU High-level policy dialogue will inform the selection of a PANAP member country to focus on within a specific data collection window. The selection of focus countries for each MEL cycle should consider where there are significant national and sub-national opportunities to present findings or conduct more intensive participatory data collection activities. Opportunities could be significant policy or R&I events that are held within PANAP member countries that would afford easy access to a combination of policy relevant actors, including policymakers, researchers, private sector and civil society bodies.

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The below framework (table 3) provides the basis of sampling of policy, policy implementation, analysis and reflection, and R&I and food system actors. Desk reviews of PANAP-member policies and the FNSSA Partnership database should guide the:

- Selection of policies,
- Identification of key policy actors of interest and influence, including food system and R&I actors
- Identification of policy implementation and analysis strengths and gaps,
- Understanding of the role of R&I in policy implementation and analysis
- Identification of policy implementation and analysis strengths and gaps,

Table 3 PANAP-FNSSA Partnership MEL Data Collection Strategy Steps

Step	Information source	Method
1: Selection of PANAP members	StePPFoS consortium	Communication with StePPFoS coordinators
2: National policy mechanisms and actor identification	StePPFoS policy analysis	Simple analysis framework to identify key influencing and of interest actors of national policies and key policy mechanisms and outcome pathways
3: R&I review	FNSSA Partnership project database	Mapping of national R&I projects of interest/relevance to PANAP policy & policy analysis
4: Policy and R&I analysis	Mapped policies and country-relevant R&I projects	Analysis on policies and R&I projects to understand latent synergies and potential for improved science-policy exchanges
5: Food system actor identification	Engagements with R&I project staff and policymakers	Meetings with relevant national-level R&I project staff and policymakers to utilise their networks with food system actors of interest and influence for policymaking and policy analysis

Desk reviews of relevant PANAP-member country agri-food policies, supplemented by where relevant employment, trade, energy and water policies will be conducted to establish:

- Key multi-level policy outcome pathways,
- Critical policy processes and mechanisms,

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- Core actors that influence and are influenced by policy implementation modalities,

Policy analysis will be communicated to FNSSA R&I projects through the International Research Consortium to increase the visibility of policy outcome pathways to researchers and to strengthen science-policy ecosystems. Policy analysis further sets the foundation from which to identify relevant FNSSA R&I projects to include in MEL data collection activities.

Building from PANAP-member policy analysis, desk reviews of FNSSA R&I projects operating within the selected country will be undertaken to identify relevant R&I projects. **Outcome pathway mapping** will be undertaken to identify where there are potential synergies between R&I project aims, processes and methods and PANAP-member agri-food policies.

Policy and R&I analysis establishes the next steps of the PANAP-FNSSA Partnership MEL actor sampling strategy by:

- Identifying national FNSSA R&I projects that are developing core and complementary innovations that could be used to support policy implementation,
- Establishing where there are policy implementation mechanisms that could strengthen the scaling strategies of FNSSA R&I projects.

Reviews of policies and R&I pathways and processes will contribute to a desk-based mapping of key public and private policy, research, industry, and civil society actors that influence the relevance, equity and success of policy implementation. These actors will be engaged in the second phase of this MEL cycle by utilising the networks held by FNSSA R&I projects and PANAP policy makers.

3.1.2 Project and policy workshops

Using policy and R&I analysis, **participatory workshops** will be held with multiple R&I projects and with policymakers and analysts. Efforts will be made to host workshops with multi-level public officials to bring in perspectives on where there are policy implementation bottlenecks that differ across levels. This is of particular importance to identify where R&I projects can target bottlenecks with multi-actor processes and core and complementary innovations.

The process- and outcome-orientated questions detailed within PANAP-FNSSA Partnership workshop frameworks are envisaged to be asked in a participatory manner. While the primary actors included within data collection will be PANAP-members, the transdisciplinary and multi-level dynamics of agri-food system policymaking and analysis require this feedback on the relevance of PANAP activities to include perspectives, priorities, and needs from a range of R&I and food system stakeholders. The close interrelationship between CEA-FIRST, the EC funded coordinated and support action designed to support the FNSSA Partnership, and StEPPFoS will thus be key, as FNSSA Partnership projects are likely to hold

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relationships with food system actors of interest and influence for PANAP member policymaking and policy analysis efforts.

Workshops will be held online, or where possible in-person, and seek to capitalise on planned StEPPFoS activities, for example capacity building activities undertaken to strengthen policymaker and policy analyst capabilities. This is to ensure that participation of as many national and sub-national policy actors as possible while not over encumbering PANAP actors with requests for meetings and workshops.

Workshops will present policy analysis on:

- Key multi-level policy outcome pathways,
- Critical policy processes and mechanisms,
- Core actors that influence and are influenced by policy implementation modalities,

We can also use analysis as a window to facilitate critical explorations on how policies seek to influence food systems. Analysis on explorations will be used to identify where there are policy implementation bottlenecks, and where there are opportunities to use FNSSA R&I to overcome such bottlenecks.

How are policies seeking to bring about change?

- **Awareness & Access:** Which actors are interested in reaching a policy ambition?
 - o How do we know actors agree with policy approaches? What new access to knowledge, networks, and resources are required to reach policy goals?
- **Business Case & Value Chains:** Are there viable business models & value chains to support policy goals?
- **Finance:** Are finance mechanisms available, accessible, and affordable for target groups to work within policy objectives
- **Knowledge & Skills:** Are there adequate knowledge & skills to achieve policy goals?
- **Collaboration:** Are all relevant actors to create and sustain this policy ambition engaged and collaborating?
- **Evidence & Learning:** Is there useful and credible information that supports policy implementation that could help learning and adaptive management and secure wider buy in?
- **Leadership & Management:** Is there effective coordination and navigation of the policy implementation processes at district, provincial, and national levels?

Similarly to policy workshops, **R&I workshops** will bring together diverse sets of national FNSSA R&I actors to diagnose how R&I projects seek to influence food systems, and where there are scaling bottlenecks. Working alongside the CEA-FIRST MEL team, workshops will be held online or, where possible, in person. In person workshops are anticipated to be held as side-events or sessions at national R&I conferences and forums to ensure the participation of as many R&I actors as possible.

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How are R&I projects seeking to bring about change?

- **Technology & Practice:** Is the research/ innovation easy to adopt and better than alternatives?
- **Awareness & Demand:** Do stakeholders recognize that an innovation is necessary and are they interested in reaching a scaling ambition?
 - o Is so, which stakeholder recognise this? How do we know?
- **Business Case:** Are there viable business models out there for innovations along value chains?
- **Value Chains:** Is the value chain adequately organised to supply the innovation in the right quality and quantity, and in a timely manner?
- **Finance:** Are finance mechanisms available, accessible, and affordable for target groups and other stakeholders to promote and use this innovation?
- **Knowledge & Skills:** Are there adequate knowledge & skills to use, adapt, and scale this innovation?
- **Collaboration:** Are all relevant stakeholders to create and sustain this scaling ambition engaged and collaborating?
- **Evidence & Learning:** Is there useful and credible information on the scaling process that could help learning and adaptive management of scaling, and also help secure wider buy in?
- **Leadership & Management:** Is there effective coordination and navigation of the scaling process? How is this different at and between policy implementation levels?
- **Public Sector Governance:** Are district, provincial, and national strategies, polices and regulations actively supporting the scaling process?

3.1.3 Multi-project and policy workshops

The final data collection activities consist of joint **policy-R&I workshops**. Workshops will bring together policy and R&I actors engaged in the previous workshops to discuss the causes of policy and R&I bottlenecks before explorations of how such bottlenecks could be overcome through new partnerships, processes and ways of communicating and coordinating within national and sub-national science-policy landscapes.

Dynamic Learning Agenda structures (Table 4) will be used to facilitate the co-identification of barriers to R&I & policy success. Analysis from the first two stages will articulate common aims between R&I and policy actors, before facilitated discussions highlight and prioritise barriers to achieving such aims. Policy and R&I actors will then co-prioritise barriers, with an emphasis on mapping where barriers exist, who influence such barriers, and what the infrastructural, regulatory, skills-based and normative features of the barrier are.

Workshop participants will then develop learning and action questions that address and overcome by developing collective R&I and policy agency by articulating

“(1) What can we do to achieve (2) this aim while (3) this barrier exists?”

Finally, participations will explore how learning and action questions could be operationalised through identifying resources or opportunities to overcome identified

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barriers and designing jointly owned plans to mobilise resources and capitalise on identified opportunities.

Table 4 Dynamic Learning Agenda Structure

1. Systems analysis and brainstorming of barriers that hinder progress	<ul style="list-style-type: none"> a. Why are we unable to reach our aims b. What specific factors are preventing us c. Why has this aim not been realised already
2. Prioritisation of systems barriers	<ul style="list-style-type: none"> a. Prioritise the barriers b. Reformulate the prioritised barriers with a certain specificity concerning: <ul style="list-style-type: none"> i. <i>Where is the barrier situation in the system</i> ii. <i>Who is involved (specific persons, organisations, or institutions)</i> iii. <i>What is the nature of the barrier</i>
3. Developing learning and action questions	<p>Learning questions address how one may design actions to realise identified aims, conceived on the background of the barriers identified in the systems analysis. At a general level, such a learning questions has the following form: “(1) <i>What can we do to achieve</i> (2) <i>this aim while</i> (3) <i>this barrier exists?</i>”</p>
4. Systems analysis II: searching for opportunities/ resources	<p>Identification of resources or opportunities that may contribute to overcoming identified barriers</p>
	<p>Design of plans to initiate processes where the resources/ opportunities are mobilised to overcome the barriers</p>

4.0 Enhancing Policy and Research Integration through StEPPFoS and CEA-FIRST Coordination

4.1 Complementing StEPPFoS and CEA-FIRST influence

Close coordination with StEPPFoS and CEA-FIRST programme partners will enable the selection of target countries to respond to evolving continental and national priorities. This will allow for ongoing refinement of PANAP MEL data collections strategies to respond to changes in policy environments and food system dynamics. The methods through which this framework will respond to changes in PANAP-member policy or food system landscapes will further allow for data collection activities to identify where there are changing individual, institutional, and systemic needs. Data collection with policymakers, R&I, and food system actors will include a focus on whether policy and/or food systemic dynamics have changed, and thus whether different policy design, implementation, and reflection needs have changed. This provides a dynamic window from which PANAP identifies and adjusts to changing policy needs, with findings communicated to project coordinators and relevant WPs in Steering Committee meetings.

4.2 Inform StEPPFoS coordination

Feedback will be gathered from workshop participants on the second and third data collection processes. This feedback will help PANAP-FNSSA Partnership MEL processes capitalise on and complement the activities organised by StEPPFoS work packages and the networks and relationships held by StEPPFoS and CEA-FIRST members.

Key themes and areas of interest identified through policy and R&I analysis will be communicated to FNSSA Partnership and PANAP actors through the development of briefs. Further, participant feedback sessions will link the information gathered through PANAP-FNSSA Partnership MEL to the activities and processes deployed by StEPPFoS and PANAP. Feedback session will highlight *what* are required to strengthen the individual, organisational, and systemic capabilities required to overcome policy and R&I bottlenecks, and the extent to which StEPPFoS activities are aligned with such needs.

Information gathered through feedback sessions will further refine PANAP-FNSSA Partnership MEL data collection processes around the capabilities required to support such policy implementation and analysis, including coordination and communication skills with infrastructure and energy bodies, value chains, and smallholder farming support organisations and analysis around such complex, multi-level and multi-actor initiatives.

The below framework will be used as a starting point for feedback sessions and will evolve in response to feedback on the needs of FNSSA Partnership and PANAP actors. Feedback sessions are envisaged to take place with policy and R&I actors engaged in workshops *and* with key StEPPFoS and CEA-FIRST actors to ensure joint learning on needs, priorities, and how project activities can best strengthen continental, national and sub-national science-policy systems.

What is the extent to which improved policy analysis and system-integration activities are strengthening the alignment between the FNSSA Partnership and PANAP?

- What policy analysis capabilities need to be improved by PANAP?
- How well are PANAP's capability building efforts improving capabilities that complement the national and sub-national policy environments, and the different needs and priorities of national and sub-national food system actors?
 - What are the anticipated results of improved policy analysis? What decisions are made more or less likely, and which researchers and food system actors are likely to benefit?
- What strengths and gaps are being identified by improved policy analysis?
 - How far are FNSSA R&I able to provide inputs into policy analysis?
 - How are needs-responsive FNSSA R&I being identified to support policy design, implementation and reflection?
 - What FNSSA R&I are considered most relevant to support policy design, implementation and reflection?

How far are staff exchanges targeted at existing capacity gaps? What capabilities are required to address identified policy-research interaction factors?

- How far are staff exchanges being targeted at identified existing capacity gaps?

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- Have there been benefits from staff exchanges? If so, what are these, and who has primarily benefited?
- What key lessons and best practice have been learned through staff exchanges?
- What is required to institutionalize key lessons and best practice at different levels of policymaking?
- Are mapped policies providing the basis from which to identify policy-research opportunities?
 - What is the policy knowledge base of FNSSA R&I actors?
 - Are mapped policies being communicated to relevant FNSSA R&I actors?
 - What new research, funding, outreach, and scaling-partnership decisions are made more likely by communication of national and sub-national policies?

Are ‘enhanced capacities’ in ex-ante policy analysis leading to different ways of conducting policy design, implementation, or reflection? Are these changes likely to lead to policies that are more effective?

- Have there been any changes in management, organization, communication, partnerships, or policy-design, implementation, or reflection processes?
 - If yes, who, how, and where have these taken place?

Where are policy-driven enabling environments for FNSSA R&I? How are these being identified by FNSSA Partnership and StEPPFos activities?

- What scaling bottlenecks are apparent in PANAP-member FNSSA R&I projects?
 - Where are there bottlenecks able to be aided by policy-support?
- Are FNSSA R&I actors able to develop meaningful interactions and relationships with policymakers to co-learn around scaling bottlenecks, around those with policy-orientations.

How far are MEL & KMS activities supporting partnership development? To what extent are these built around identified policy and R&I scaling bottlenecks?

- What FNSSA R&I scaling gaps have been identified in PANAP member states?
 - What novel partnerships have been identified to overcome bottlenecks?
 - What are required to support novel partnerships?
 - What other scaling strategies are required?

How far are MEL and KMS informing the design of Living Lab and IP brokerage activities? What MEL and KMS information can best support development of Living Labs and IPs?

- Who is involved in Living Labs and Innovation Platforms? How inclusive, needs responsive, and transformative are the design of Living Labs and Innovation Platforms?
- What is the extent to which novel partnerships and scaling bottlenecks are being addressed through Living Labs and Innovation Platforms?
 - What policy and FNSSA R&I decision-support information are required by Living Labs and Innovation Platforms?
 - Are Living Labs and Innovation Platforms being developed in response to identified policies and policy analysis strengths and gaps?

What is the extent to which StEPPFoS has helped developed policy-driven enabling environments for FNSSA R&I?

- How have identified policy capacity gaps been supported?
 - To what extent have StEPPFoS activities enabled targeted skills, knowledge, networks, relationship, and structural responses to needs?
- Have StEPPFoS activities, including Living Labs and Innovation Platforms enabling policy design, implementation and reflection to consider more pluriform perspectives and reach more context-specific and demand-driven outcomes? If so, how, for whom, and where?
- To what extent have Living Labs and Innovation Platforms improved the quality of dialogues between policymakers, R&I and food system actors?
 - What gaps still remain?

How far are stakeholder engagement activities influencing food system relations, in particular between policymakers and R&I practitioners?

- How are stakeholder engagement activities influencing food system relationships?
 - Which relationships have been strengthened, and which groups are not been fully included?
 - How are activities and structures designed to support strengthened policy-food system relationships? What mechanisms have been successful, for whom, and why?
 - What are being made more or less possible by new relationships?

Are living labs and IPs helping scale research and policy solutions in mutually beneficial ways? Are there sufficient alignment between living labs and IPs with FNSSA Partnership projects? How are living labs are IPs supporting institutionalization of science-policy collaborations?

- How are living labs and innovation platforms accessible/ relevant for FNSSA R&I?
- Are living labs and innovation platforms contributing to more integrated food systems?
 - Are there policy, funding, and access mechanisms in place for ongoing/ institutionalized science-policy and food system integrated relationships?

Doing so requires sufficiently capable coordination that informs:

1. What consortia-level activities are being undertaken and what influence is anticipated through such activities,
2. What policy and R&I information, outputs, networks and partnerships could increase the influence of StEPPFoS,
3. What PANAP information, outputs, networks and partnerships could assist in the development and scaling of FNSSA R&I, and
4. What FNSSA Partnership information, outputs, networks and partnerships could assist in strengthening PANAP-member policy design, implementation, and reflection

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StEPPFoS impact

Building upon the outcome-orientated and reflexive data collection strategies, an in-depth assessment of PANAP impact will be developed. Reflexive and systems-orientated case studies will form the basis of the PANAP impact assessment and will articulate how, where, and for whom strengthened policy-research-practitioner interfaces have been strengthened, and how this supports policy design, implementation, and reflection. The planning and delivery of the case studies will be coordinated with national ministries of the PANAP network, the Science Agenda Implementation Committees, and, where possible, FNSSA R&I projects and programmes. This is to help ensure co-benefits of the research processes are available to national policy and R&I actors, and to support increased integration of science-policy actors at a national level.

The context-specific, reflexive, double complexity and participatory nature of both PANAP and FNSSA Partnership landscapes mean case study foci will be on evaluate complex change using exploratory studies and by facilitating multi-level, multi-actor critical reflection on developmental pathways. As such, the impact assessment will not seek to quantitatively assess casual attribution, but rather elucidate where, how, and for whom enabling environments for science-policy interfaces, and integrated environments for the scaling of R&I have developed.

5.0 Guiding policies

This framework helps locate what CEA-FIRST, the IRC, and the FNSSA Partnership attempt to influence within bi-continental, regional, national, and local food systems by articulating the overarching policy directions of the EU and AU. This positions each mechanism within corresponding policy frameworks that helps in two substantive ways. Firstly, by enabling a framework for reflection on how and who with CEA-FIRST, the IRC and FNSSA Partnership activities are, for example, helping influence ‘increased resilience of livelihoods and improved management of risks in the agriculture sector’ (CAADP: 2.4, below). Secondly, by identifying who and what policies will have to influence to achieve food system transformation and the goals of the FNSSA Partnership, including this policy framework will help articulate who, what, and where the key drivers of food system transformation are, and therefore where data of interest to the MEL framework are likely to be held.

This policy framing should be used to refine data collection questions and strategies around the thematic, spatial, and level specific foci of specific elements of the MEL framework. For example, R&I projects focused on fostering plant, animal and public health (Farm to Fork: 1.5) as shown in table 6, will have different key actors and different priorities than economic-focused policy makers as shown in tables 5 and 6 (CAADP: 1.3; Farm to Fork: 1.7).

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Table 5 CAADP

	1 Agriculture's Contribution to Economic Growth and Inclusive Development
1.1	Wealth creation
1.2	Food and Nutrition Security
1.3	Economic opportunities, poverty alleviation and shared prosperity
1.4	Resilience and sustainably
	2 Agricultural Transformation and Sustained Inclusive Agricultural Growth
2.1	Increased agricultural production and productivity
2.2	Increased intra-Africa regional trade and better functioning of national & regional markets
2.3	Expanded local agro-industry and value chain development inclusive of women and youth
2.4	Increased resilience of livelihoods and improved management of risks in the agriculture sector
2.5	Improved management of natural resources
	3 Strengthening Systemic capacity to deliver results
3.1	Effective and inclusive policy design and implementation processes
3.2	Effective and accountable institutions including assessing implementation of policies and commitments
3.3	Strengthened capacity for evidence-based planning, implementation, and review
3.4	Improved multi-sectoral coordination, partnerships, and mutual accountability to sectors related to agriculture
3.5	Increased public and private investments in agriculture
3.6	Increased capacity to generate, analyze, and uses data, information, knowledge, and innovations

Table 6 Farm to Fork

Farm to Fork	
1	Enable sustainable farming systems that
1.1	provide consumers with affordable, safe, healthy and sustainable food,
1.2	increase the provision of ecosystem services,

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1.3	restore and strengthen biodiversity,
1.4	minimize pollution and pressure on ecosystems and greenhouse gas emissions,
1.5	foster plant, animal and public health,
1.6	improve animal welfare
1.7	generate fair economic returns for farmers
2	Enable sustainable fisheries and aquaculture, that increase
2.1	aquatic multi-trophic biomass
2.2	aquatic ecosystems and biodiversity,
2.3	the diversification of fisheries and aquaculture products
3	Accelerate the transition to sustainable, healthy and inclusive food systems, delivering co-benefits for
3.1	climate change mitigation and adaptation,
3.2	environmental sustainability and circularity,
3.3	sustainable healthy diets and nutrition,
3.4	food poverty reduction

6.0 Conclusion

Building on policy & R&I mapping and analysis, this PANAP-FNSSA MEL framework seeks to support the goals of PANAP by facilitating critical reflection of barriers facing agri-food policymaking and the development of impactful FNSSA R&I. Facilitating multi-stage and multi-actor participatory workshops, this framework seeks to identify how PANAP member policies can be best supported by cohesive and needs responsive R&I, and how the scaling of FNSSA Partnership R&I can capitalise on policy-driven enabling environments for the scaling of innovations.

Learning functions within this framework will be drawn directly from the strategies co-developed by PANAP and FNSSA Partnership actors that address identified barriers facing policy implementation and the scaling of innovations. This grounded understanding of the activities, processes, and partnerships required to develop complementary science-policy systems that respond to identified barriers will reinforce PANAP and FNSSA Partnership ways of working. Drawing novel insights from how national level PANAP and FNSSA R&I actors address systemic challenges through integrated science-policy approaches, this MEL framework will enable PANAP and FNSSA Partnership strategies to meet the context-unique challenges and opportunities facing agri-food systems.

7.0 References

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8.0 Annexes

Annex 1

Comparative analysis of PANAP-member policy objectives and R&I projects

This tool will be used to highlight complementarities and opportunities for close collaboration between PANAP-member agri-food policies and FNSSA Partnership projects. Building on policy analysis conducted by StEPPFoS WP1, this framework is intended to be used to identify:

1. Key policy focus areas, policy implementation mechanisms, and developmental pathways
2. Policy analysis and reflection processes,
3. R&I processes and outputs that could support policy implementation and analysis

Analysis across all policies under consideration will bring together where there are policy-based strengths and gaps that PANAP and the FNSSA Partnership can leverage and support, in addition to what key policy analysis and reflection strengths and opportunities are apparent.

1. Policy analysis will identify the key outcomes, development pathways and policy levers

- a) Who are the policy owners? Are there cross-departmental implementation plans?
- b) What are the intended outcomes of X policy under review? What challenges are policies aimed at overcoming?
- c) How will policy implementation lead to anticipated outcomes? Which of the below areas require changes/ improvements for the success of policy implementation?
 - a. Technology & practice
 - b. Awareness & demand
 - c. Businesses cases
 - d. Value chains
 - e. Finance
 - f. Knowledge and skills
 - g. Collaboration
 - h. Evidence and learning
 - i. Public sector governance
- d) Who are anticipated to be affected by policy-outlined developmental pathways?
 - Primary producers (of which crops and cropping systems)
 - Input markets (Seeds, fertilizers and bio-fertilizer, ISFM & IPM organizations)
 - Regulatory bodies,
 - NGOs,
 - Agro-processors, fresh produce markets, and consumer groups
 - Water-energy-land-infrastructure groups,
 - Extension and social welfare departments
 - Etc.,

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2. Policy analysis and reflection processes

- a) How is policy analysis and reflection intended to take place?
- b) What are the data needs of policy analysis? What data would support policy reflection?
 - a. Who are the key actors that could add to policy analysis and reflection processes?
- c) When and with whom are policy analysis and reflection processes designed to take place?

3. R&I processes and outputs that could support policy implementation and analysis

Where are there R&I processes and outputs that could aid policy-specific gaps and outcomes through improved utilization and functioning of:

- a) Technology & practice
- b) Awareness & demand
- c) Businesses cases
- d) Value chains
- e) Finance
- f) Knowledge and skills
- g) Collaboration
- h) Evidence and learning
- i) Public sector governance

Forum for Agricultural Research in Africa

No. 9 Flower Avenue, New Achimota Mile 7, PMB CT 173, Accra, Ghana

Telephone: +233 302 772823 | +233 302 779421

Fax: +233 302 773676

Email: publications@faraafrica.org

Website: www.faraafrica.org

K-Hub: <https://datainforms.faraafrica.org>

Library: <https://aaspace.org>



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