

CREATING THE NECESSARY POLICY CONTEXT FOR PROGRESS ON THE MALABO DECLARATION: A REVIEW OF FOOD SECURITY AND NUTRITION POLICY CHANGES IN 11 AFRICAN COUNTRIES

By

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Food Security Policy *Research Papers*

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Acronyms

| | |
|---------|---|
| ASWAp | Agricultural Sector-Wide Approaches |
| AU | African Union |
| AUC | African Union Commission |
| BMI | Body Mass Index |
| BR | Biennial Review |
| BRR | Biennial Review Report |
| CAADP | Comprehensive African Agriculture Development Programme |
| CPA | Cabinet de Planification Agricole |
| ECOWAS | Economic Community of West African States |
| FAFS | Framework for African Food Security |
| FAO | Food and Agriculture Organization |
| FIES | Food Insecurity Experience Scale |
| FMARD | Federal Ministry of Agriculture and Rural Development |
| FSN | Food Security and Nutrition |
| FTF | Feed the Future |
| GDP | Gross Domestic Product |
| GDSs | Growth and Development Strategies |
| GM | Government of Malawi |
| LASIP | Liberia Agricultural Sector Investment Programme |
| M & E | Monitoring and Evaluation |
| MA | Ministère de l'Agriculture |
| MAEH | Ministère de l'Agriculture, de l'Elevage et de l'Hydraulique |
| MAEP | Ministère de l'Agriculture, de l'Elevage et de la Pêche |
| MAH | Ministère de l'Agriculture et de l'Hydraulique |
| MARD | Ministère de l'Agriculture et du Développement Rural |
| MDGs | Millennium Development Goals |
| MEDD | Ministère de l'Environnement et du Développement Durable |
| MEEF | Ministère de l'Environnement et des Eaux et Forêts |
| MEF | Ministère de l'Economie et des Finances |
| MEPA | Ministère de l'Elevage et des Productions Animales |
| MPAEM | Ministère de la Pêche, de l'Aquaculture et de l'Economie Maritime |
| MRA | Ministère des Ressources Animales |
| MTSF | Medium Term Strategic Framework |
| NAIP | National Agriculture Investment Plan |
| NDPs | National Development Plans |
| NEPAD | New Partnership for Africa's Development |
| ODA | Official Development Assistance |
| PNIA | Programme National d'Investissement Agricole |
| PR | Présidence de la République |
| RCI | République de Côte d'Ivoire |
| ReSAKSS | Regional Strategic Analysis and Knowledge Support System |
| RIMA | Resilience Index Measurement and Analysis |
| SDGs | Sustainable Development Goals |

| | |
|-------|---|
| SDR | Stratégie de Développement Rural |
| SE | Secretariat Executif |
| SLM | Sustainable Land Management |
| SPCPA | Secretariat Permanent de la Coordination de la Politique Sectorielle Agricole |
| SUN | Scaling Up Nutrition |
| TFI | Trade Facilitation Index |
| UA | Union Africaine |
| UN | United Nations |
| UNECA | United Nations Economic Commission for Africa |
| UNGA | United Nations General Assembly |
| USAID | United States Agency for International Development |
| WASH | Water, Sanitation and Health |
| WHO | World Health Organization |

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Executive Summary

The Comprehensive African Agriculture Development Programme (CAADP) sought to identify priority programmes that could drive agricultural growth, reduce poverty and food insecurity and identify and overcome constraining gaps and contradictions across sectors that constrain food security at the national, regional and local level. Apart from the call for the establishment of comprehensive food security policies, CAADP recognised that policy alignment and coherence across sectors was essential to achieve the food security objectives of national visions and development plans in Africa.

However, food security policy is complex due to the multi-sectoral nature of the required actions and the multiple players engaged in the process of programme implementation and coordination. Yet, there is no formal guidance on what constitutes a food security policy. Also, there are variable interpretations of what food security includes. Over time the understanding of food security has changed, evolving as food security crises focus, sharpen and expand our understanding. Moreover, since the drafting of the 2003 CAADP Framework, some significant developments have occurred in the conceptualisation of food security, resulting in the strengthening of the emphasis on nutrition and the broadening of terminology to adopting food and nutrition as a more encompassing focus. This calls for the assessment of national policies to determine if national policies align with this evolving understanding of food security and the changing context of international commitments to reducing food insecurity (such as the Sustainable Development Goals or SDGs). In addition, the long-term neglect of African agricultural policy in the period before the implementation of the CAADP agenda and the rapidly changing domestic, regional and international contexts related to agriculture and food systems, call for policy review and revision.

This study set out to investigate the extent of food security policy change between 2010 and 2018 in 11 countries actively engaged in the review and revision of their CAADP National Agriculture and Food Security Investment Plans (NAIPs) (informed by the Malabo Declaration) and to understand the extent to which these policy changes cover food security policies *per se* or food security-related policies in agriculture and nutrition. The study evaluated formal policy change in 11 African countries (Benin, Burkina Faso, Ghana, Guinea, Guinea-Bissau, Cote d'Ivoire, Liberia, Malawi, Nigeria, Niger and Togo) between 2010 and early 2018 about agriculture, food security and nutrition. We investigated the following research questions:

- i. What policy change occurred in agriculture, food security and nutrition between 2010 and 2018?
- ii. How did these changes coincide with international events and changes in the food security context?
- iii. Do these changes reflect a broader policy goal for food security at the national level?
- iv. Do the policies reflect a comprehensive understanding of food security?
- v. What are the implications of the insights gained for the development of the NAIP IIs?

The set of countries included in the analysis was limited by the team's availability and access to NAIP II draft documents sourced through ECOWAS and ReSAKSS. Of the 11 countries, only Benin, Malawi and Niger had signed off the final versions of the NAIPs. The other eight NAIPs were still in draft form. We limited the assessment to episodes of policy change rather than an in-depth analysis of the NAIPs, the policies, strategies and implementation plans for the 11 countries.

The work seeks to support the Feed the Future Initiative's support of national self-sufficiency through country-owned development efforts. The analysis seeks to provide evidence-based policy research to guide the strengthening of national agriculture, food security and nutrition policies and development initiatives.

Overall, we found that despite the call from CAADP in both the Maputo, and even more clearly in the Malabo eras, there is little evidence of active policy review, deliberate strategy design and action planning to ensure the implementation of the intended priorities aimed at addressing critical issues such as food security and nutrition to achieve development goals and inclusive growth.

A number of international events, the CAADP agenda and the global food price crisis of 2017/8 seem to have had a significant influence in driving policy change and renewal. Four phases of influence are evident from the analysis. The first was between 1993 and 1996 where the World Child Summit and the first International Conference on Nutrition that led to many countries developing action plans for nutrition. The second phase (1997 - 2005) was characterised by an emphasis on integrated planning. During this time, the CAADP Maputo Declaration was signed and a number of policies, strategies and plans related to food security and nutrition were developed by the countries investigated. The third phase was between 2006 and 2010 when the world food price crisis drove many revisions of policies strategies and plans. The fourth phase was evident from 2012 and was characterised by attention to nutrition.

Many of the recent international and African events played a role in motivating countries to establish food security and nutrition policies. These include the World Health Assembly Targets (WHO, 2012), the London Nutrition for Growth Summit (2013) and the 2014 Second International Conference on Nutrition where the Rome Declaration (FAO, 2014) was signed. The three 2014 Malabo Declarations not only reemphasized CAADP but also placed significant focus on food security and nutrition. Our analysis shows an increasing focus on nutrition at the neglect of other elements of food security. This is reiterated in the outcomes of an analysis of the monitoring and evaluation frameworks of ten of these 11 NAIPs (see Hendriks et al., 2018). We found an absence of sufficient references to and discussion of the role of the international, African and regional and frameworks, as well as constitutional, transversal long-term nation visions and five-year growth and development frameworks.

We found that surprisingly little agricultural policy change was evident in the period 2010 to August 2018 in the 11 countries reviewed. A striking observation was the differential interpretation of food security itself. Despite being labelled food security or food security and nutrition policies, strategies and plans, many emphasised nutrition at the neglect of a comprehensive reflection of the four core elements of food security (availability, access, nutrition and stability or resilience). This suggests that there may be a limited understanding of the concept and the complex nature of food security. It may also reflect a lack of capacity in the area of food security policy.

Benin, Cote d'Ivoire, Ghana and Guinea-Bissau implemented food security and nutrition plans in the early 1990's. Guinea-Bissau updated this with an agriculture and food security strategy in 2008. Ghana launched a food security and nutrition policy in 2007. Only Malawi has an (outdated 2009) food security policy *per se*. Benin (2017), Burkina Faso (2013), Liberia (2015) Nigeria (2016) and Togo (2016) introduced or revised their food security/food security and nutrition policies, strategies or plans between 2010 and 2018.

Far more nutrition policies, strategies and plans (23) were passed during the period 1993 to 2018, and 12 of these within the period of 2010 – 2018. Nutrition implementation plans predating 2010

were found for all the countries except for Ghana, Guinea Bissau, Liberia and Nigeria. Except for Nigeria, each of these countries has implemented a nutrition policy since the global food price crisis of 2007-2008. Although Nigeria has not passed a nutrition policy, the country launched a nutrition strategy in 2014 and has a relatively well-developed nutrition-sensitive food security and nutrition policy (2016) for the agriculture sector. Ghana passed a nutrition policy in 2015 and Liberia in 2008. Guinea Bissau implemented a nutrition policy and strategy in 2014. Malawi launched a revised nutrition policy and strategy in 2007 and again in 2018. Niger launched a nutrition policy and revised the related implementation plan in 2016. Niger's innovative 3N strategy (Nigerians Nourishing Nigerians) is an integrated approach to nutrition-sensitive agriculture. Togo has not updated her 1997 nutrition implementation plan with a policy, strategy or plan.

The analysis reveals a rather interesting landscape about agriculture, food security and nutrition policy change. Of the 11 countries, only Malawi has an (expired) food security policy *per se*, but this does not have a corresponding implementation strategy. Nigeria has an agriculture and food security strategy but no policy. Many countries appear to have policies, but these lack corresponding implementation strategies. Many of the strategies and plans were adopted at a high level of government – the Presidency or Cabinet, showing strong commitment. This commitment is reinforced by the establishment of coordination structures for nutrition at the highest level of government but not for other domains, despite the existence of Food Security and Nutrition Councils in some countries. Due to the multi-sectoral nature of the NAIPs and the fact that their ultimate objectives (food security and nutrition) are core elements of national visions and development plans, the custodian of the NAIP should ideally be at a level far higher than a sectoral or line ministry.

This can be partially explained by the lack of alignment of the policies assessed with national policy objectives. Six countries' policy objectives (Benin, Burkina Faso, Ghana, Guinea, Liberia and Malawi) referred to food security and nutrition; two countries (Niger and Togo) to food security; two countries (Niger and Togo) to malnutrition; Benin to food sovereignty; Niger to hunger and Guinea to poverty. Except for Cote d'Ivoire and Ghana NAIPs, all the other country NAIPs appear to align with the goals of the Malabo Declaration. Cote d'Ivoire's NAIP focuses only on agriculture, neglecting other aspects of food security and making no mention of nutrition.

Our findings reveal the complexity of agriculture, food security and nutrition policy contents and emphasise the lack of coherence and poor guidance regarding both what a food security policy should include and cover as well as the lack of guidance and clarification on the role of a policy, an implementation strategy and their concomitant action plans.

The increasing emphasis on nutrition at international, African, regional and domestic level, is reflected in the policy-related changes in the 11 countries. However, the increasing dominance of policy attention to nutrition results in food security not (and in some instances no longer) being recognised as a key integrated cross-cutting issue that is fundamental to a significant number of core quality of life matters. Nutrition is being dealt with as a key focus area, distinct from (and not directly related to) the integrated concept of food security and nutrition, yet nutrition is a key component of food security and food security is essential for achieving nutrition goals.

There is a huge potential for the NAIP process and documents to stimulate comprehensive and sequenced policy review and reform, resulting in the appropriate updating and alignment of current policy, whilst taking into account the changing environment of agriculture and food systems, as well as both (a) the broader international, African and regional development agenda, and (b) key

in-country developments. Yet, an uneven approach has been taken by the individual NAIP drafting teams with regard to the alignment of the NAIPs to the SDGs, Agenda 2063, Malabo Declarations and the CAADP Implementation Guide. By not aligning these documents and the NAIPs, the NAIPs are not mainstreamed and will likely remain parallel to, and compete for funding and other resources with, other government priorities and programmes. The focus and contents of the NAIPs should be aligned to or inform the revision of all other existing national policy, regulatory, strategic and implementation frameworks to align with current international, African and regional frameworks. There is no direct obligation for countries to ensure the necessary changes in their national visions, five-year growth and development strategies and transversal (multi-sectoral) and sectoral policy frameworks, legislation, strategies and implementation plans to fully reflect, incorporate and align with these international, African and regional frameworks.

A review of the existing policy and regulatory frameworks should precede the formulation of strategic frameworks. It is interesting to note that although the AU framework does not compel countries to undertake such reviews, the AU's Biennial Review Mechanism Technical Guide indicator 1.3 compels countries to report on what steps they have taken to review their existing policies and institutional settings (however, indicator 1.3 does not refer specifically to regulatory reviews).

It seems that insufficient guidance was provided to the NAIP drafting teams on (a) the definition and understanding of food security and nutrition as concepts and the relationship between agriculture, food insecurity and malnutrition and (b) how to ensure that it is appropriately reflected as one of the core outcomes and elements of the NAIPs. This lack of guidance is likely to affect the constitution of the NAIP drafting teams. It is possible that the teams did not include specialists from areas such as food security and nutrition as well as experts related to governance, public and private finance, monitoring and evaluation, gender and social protection experts.

There is an urgent need for intensive training on guiding frameworks such as the SDGs, Agenda 2063, the Malabo Declarations and the NAIP architecture. This requires the compilation of appropriate, up-to-date training materials and training for various groups including the expanded drafting teams and those who will be undertaking the mid-term review of their approved NAIPs. This training should include elements focusing on the proper understanding of key concepts such as sustainable development, food security and nutrition food security, nutrition, as well as international, African and regional frameworks, the specific domestic constitutional framework and national vision, transversal growth and development frameworks or strategies (also referred to as medium term strategic frameworks), sectoral policies, legislation, five-year Strategic Plans (Strategies) and annual implementation (work) plans. In addition, focused training on policy formulation (within the context of governance and policy sequencing) applied to the drafting and review of NAIPs.

Resources should be made available for the continuous professional development of a significant cadre of in-country people as well as international experts providing support to the national NAIP drafting and review teams. The NAIP task team managed by ReSAKSS is one of the few conduits that should be tasked with this responsibility, provided that said task team should be capacitated on a regular basis by key experts identified by the AU. Universities and other tertiary institutions in Africa must enhance their curricula by the introduction of compulsory courses focusing on the broader social aspects of development (including, but not limited to, matters related to food security and nutrition).

1. Introduction

Identifying which policy is the best to resolve a specific development problem and how these policies can be effectively implemented given the political, behavioural and economic conditions in a specific country pose key challenges for economic development (Torero, 2018). After two decades of neglect of agricultural development, the Comprehensive Africa Agriculture Development Programme (CAADP) has played a prominent role in establishing comprehensive approaches to advancing the development agenda on the continent (Brüntrup, 2011). CAADP is the agriculture programme of the African Union (AU) and the New Partnership for Africa's Development (NEPAD). It is recognised that agricultural policy can play an important role in facilitating more efficient public investment, incentivising private sector and farmer investment in agriculture. Dio et al., (2013) state that: "CAADP goes beyond agriculture and integrates food security, agriculture-led value chains and natural resources management (fishery, forestry and water) into one large concept of fostering growth and combating poverty and hunger in rural areas" (Brüntrup, 2011: 80).

It is widely agreed that reducing poverty in Sub-Saharan Africa depends largely on stimulating agricultural growth. To this end, the Heads of State and Government in Africa committed to implementing the CAADP in 2003, with the goal of raising investments and improving strategy implementation. However, many countries have realised that increasing public investment in agriculture alone was not enough to generate the growth needed to lift African countries out of poverty and hunger (Dio et al., 2013).

Initially grounded in Millennium Development Goal (MDG) one (to reduce extreme hunger and poverty by 2015), CAADP recognised the existing weaknesses of member countries' agricultural development and policies (Brüntrup, 2011) and called for the development of comprehensive national policies to stimulate economic growth. The recent confluence of global financial and food crises has rekindled interest in policy issues, reiterating the interdependence and importance of country policies in shaping food security outcomes (Resnick et al., 2015).

The CAADP national agriculture and food security investment plans (NAIPs), sought to identify gaps and contradictions across sectors that constrain food security at the national, regional and local level and to identify priority programmes that could drive agricultural growth and reduce poverty and food insecurity. The guiding food security framework – the CAADP Framework for African Food Security (African Union (AU) and the New Partnership for Africa's Development (NEPAD), 2009) - called for the development and establishment of comprehensive food security policies to support the implementation of the plan. Since the drafting of the CAADP Framework, a number of significant developments have occurred in the conceptualisation of food security, resulting in the strengthening of the emphasis on nutrition and the broadening of terminology to adopting food security and nutrition as a more encompassing focus.

2. The US Feed the Future initiative and its objectives

In response to the food price crisis of 2007-2008 that plunged over 100 million more people into extreme poverty, the United States Government (USG) Feed the Future (FTF) Initiative was developed. The multi-stakeholder initiative included partner countries, international organisations and other international donor agencies committed to addressing global food security challenges (US Government InterAgency, 2013). The FTF programme works to support families and communities in some of the world's poorest countries to achieve freedom from, and rise out of, food insecurity and malnutrition (United States Government, 2018). The initiative supports country-driven actions to address the root causes of hunger and poverty and forge long-term solutions to chronic food insecurity and under-nutrition (United States Government, 2018).

As part of the strategy, the 2013 USAID Policy Guide was developed. The guide provides a framework for USG interagency action based on the principles of good governance, efficient markets, attention to rural livelihoods, risks to vulnerable people, better coordination and greater accountability. The Policy Guide gives explicit recognition of and support to country ownership of sustainable policy change processes and outcomes. It was intended to support the government, the private sector and civil society in partner countries – in partnership and dialogue – to advance their agricultural policy priorities at the national, regional, and global levels. It sought to strengthen partner-country policy institutions and processes through coordinated actions that support greater civil society (including gender-based civil society groups) and private sector participation in policy systems.

The Policy Guide put forward three basic inter-dependent building blocks (US Government InterAgency, 2013) that are essential for effective policy formulation and institutionalisation (Figure 1):

- A **prioritised agenda** of critical policy priorities likely to have the greatest impact on reducing poverty and hunger in each specific context. These should ideally be identified through evidence-based research. These priorities were presented in the FTF Policy Matrices built through consultation with the country and interagency representatives to ensure that priority policy areas align with and add value to the investment plans of the focus countries.
- An **institutional architecture** is necessary to support a country's capacity to undertake food security policy change. This architecture provides the institutional setting for identifying barriers, design policy

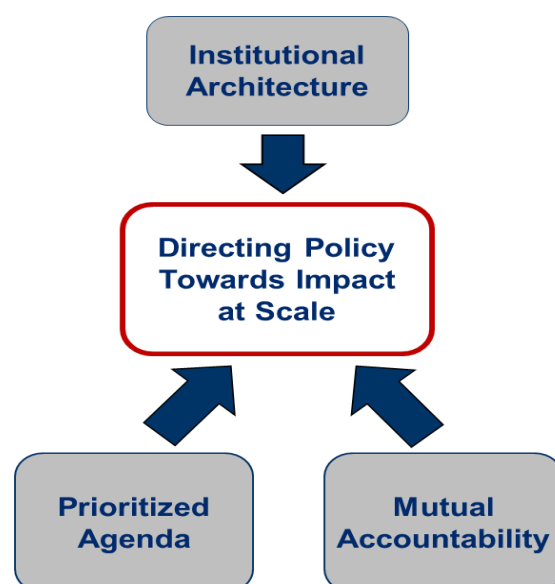


Figure 1: The elements of effective policy formulation and institutionalization (Hill, 2015).

options and coordinate actions to implement policies. The term “institutional architecture” applies to public and private sector institutions in partner countries, and activities, (including collecting and analysing data, proposing, implementing and enforcing policy). It also includes the process of consultation between partner governments and stakeholders from the private sector, civil society organisations, think tanks and development partners.

- **Mutual accountability** to ensure that policy changes are effective, have a significant impact and that development partners, the private sector and civil society follow through on commitments. Mutual accountability was one of the five key principles contained in the 2005 Paris Declaration on Aid Effectiveness. The main tenant of mutual accountability is that donors and their partners (the public sector, the private sector, and civil society) are mutually accountable for delivering development results. Transparent annual joint sector reviews were proposed to ensure that commitments are responsibly met and that the collective portfolio of action significantly accelerate reductions in hunger and poverty (the intended outcome of MDG one).

Feed the Future’s 2013 policy change agenda focused on seven priority policy areas and took into account cross-cutting issues such as gender, public sector investment, food and water safety and science and technology policy. The seven priority policy areas are outlined in Table 1.

Table 1: Feed the Future’s policy change seven priority policy areas (US Government Inter-Agency, 2013)

| Priority policy area | Objective |
|---|--|
| 1. Institutional architecture for improved policy formulation | Develop predictable, transparent, inclusive, evidence-based policy for accelerated policy improvement and implementation in support of poverty reduction and improved nutrition. |
| 2. Enabling environment for private sector investment | Increase competitiveness and reduce barriers to stimulate private investment in agriculture, which increases incomes for smallholders and firms, and generates employment. |
| 3. Agricultural trade policy | Increase efficiency, stability, and transparency in domestic and cross-border trade consistent with international agreements to spur inclusive economic growth and foster increased private sector investment in agriculture. |
| 4. Agricultural inputs policy | Enable the private sector to develop, commercialize and broadly disseminate improved inputs to smallholders in order to increase smallholder productivity and incomes. |
| 5. Land and natural resources tenure, rights, and policy | Establish effective institutional arrangements, rules, and mechanisms that recognize the legitimate land and resource rights of all users, including women, pastoralists and vulnerable populations, in order to stimulate transformative and sustainable investments in both land-based and non-agricultural income-generating assets. |
| 6. Resilience and agricultural risk management policy | Enable smallholders, communities, and countries to mitigate and recover from risks, shocks, and stresses to agriculture, in a manner that reduces chronic vulnerability and facilitates inclusive growth. |
| 7. Nutrition policy | <p>Reduce under-nutrition with a focus on women and children – in particular. The objective of priority policy area seven under FTF (reduce under-nutrition with a focus on women and children – in particular) was: to reduce under nutrition and improve food security with a focus on women and children less than 5 years of age, in particular the 1000 days period from pregnancy to a child’s second birthday.</p> <p>The Policy Challenges identified by USAID in the 2013 Policy Guide were that multi-sector nutritional policy requires high-level political commitment, budget support, and accountability. The Scaling Up Nutrition (SUN) Movement and the 1000 Days Initiative have increased high-level country commitment and are working with countries to develop metrics and and accountability frameworks.</p> |

The following are examples of key policy actions were identified for support by the Feed the Future initiative in targeted countries:

- Partner country ownership and coordination of agriculture and nutrition actions supported and implemented by the government, donors, the private sector and civil society
- Developing a 'best practices' knowledge base for country nutrition policy
- Coordinating multi-disciplinary sector support, including links with successful USAID Mission teams
- Coordinating Feed the Future (FTF) priority actions and support with the Scaling Up Nutrition Initiative (SUN)
- Advocacy for improved nutrition policy
- Capacity assessment and building
- Facilitating the AU-led Partnership for Aflatoxin Control in Africa in collaboration with CAADP
- Food safety assessments and development of food safety policy and standards
- Coordinating multi-disciplinary sector support, including links with Post teams
- Assessing gender and women's empowerment components of national food security and agricultural policies, and address any shortfalls
- Accelerating implementation of programmes to improve household income for better nutrition
- Improving women's and men's awareness and nutritional knowledge and practices (USAID, 2014: 26).

USAID conducted scoping studies of FTF countries and published policy matrices with priority areas for support and action to facilitate policy review, reform and change for food security policy. An example of this can be found in Appendix A. One of the curious elements of the FTF framework is that its overall aim was to guide food security and support the establishment of an enabling environment for the implementation of national agricultural investment plans. Yet, as seen in Table 1, no specific element was included for food security policy itself. The FTF framework and the Policy Guide seem to infer that the achievements in the seven listed elements related to food security would result in achieving the food security goals of the FTF Strategy as well as the CAADP agenda. This is not necessarily always the case.

Although nutrition policy was a USAID focus area, nutrition did not feature as a policy priority in many of the matrices for FTF countries. This may have been attributed to many factors including that the matrices were generally developed between 2011 and 2013 when nutrition was not as prominently part of the policy agenda for Africa. The fact that the CAADP agenda was primarily seen as the responsibility of the Ministry of Agriculture under the first phase of CAADP (under the Maputo Declaration of 2003), the critical role of nutrition in agricultural development was perhaps not taken seriously. Among the countries included in the analysis for this paper, policy matrices were only available for Malawi and Liberia – being FTF countries in the period up to 2016. The list of policy priorities from the assessments for these countries is presented in Appendix A. The list indicates neglect of nutrition. The initial FTF Policy Guide also ignores food security as a policy area itself, including only food security-related policies, and among them, nutrition policy. However, the revised FTF approach through the US Global Food Security Strategy (US

Government , 2016a), includes many recent iterations of food security, nutrition and food system discourses.

The initial policy guide has been updated through the US Government Global Food Security Strategy 2017-2021 (US Government , 2016a) and the 2016 US Global Food Security Act (US Government , 2016b), reflecting a focus on three core elements essential for food security. These may well include the seven elements of the FTF Guide, but reflects a more integrated approach to addressing food security. This focus includes:

- Inclusive and sustainable agricultural-led economic growth, since growth in the agriculture sector has been shown in some areas to be more effective than growth in other sectors at helping men and women lift themselves out of extreme poverty and hunger. It does this by increasing the availability of food, generating income from production, creating employment and entrepreneurship opportunities throughout value chains and spurring growth in rural and urban economies.
- Strengthened resilience among people and systems amidst increasingly frequent and intense shocks and stresses that threaten the reduction of poverty.
- A well-nourished population, especially among women and children, as undernutrition, particularly during the 1,000 days from pregnancy to a child's second birthday, leads to lower levels of educational attainment, productivity, lifetime earnings, and economic growth rates (US Government , 2016a).

Through this approach, the US Government seeks to strengthen the capacity of all participants throughout the food and agriculture system, reportedly paying special attention to women, the extremely poor, small-scale producers, youth, marginalised communities, and small and medium enterprises (US Government , 2016a).

Indeed, agriculture, food security and nutrition policies should exist within and align with the context of the broader international, regional and national development objectives. As food security is a multi-sectoral and cross-cutting element of the policy and development domain, it requires comprehensive approaches to ensure policy coherence and alignment. Situating food security policy within the national policy context necessitates an understanding of the governance and policy process. This is dealt with in the following section.

In line with recent revisions of the FTF focus, this work seeks to support the Feed the Future Initiative's support of national self-sufficiency through country-owned development efforts. The analysis seeks to provide evidence-based policy research to guide the strengthening of national agriculture, food security and nutrition policies and development initiatives.

3. The policy process and its connectedness with national policy priorities

The term 'policy' is generally referred to in one of two ways. In the narrow definition, a policy is not enforceable. For a policy to be implemented, its content needs to be incorporated into legislation and an implementation plan (in the form of a strategy/annual plan). The broad definition of policy includes both the legislative and implementation frameworks in its meaning. It is important to understand the context in which the term is used, and to acknowledge the differences between policy, legislation (act/statute) and implementation (both five-year

implementation strategies (also referred to as plans or action plans) and annual performance plans (also referred to as annual plans, annual action plans or annual work plans).

Policy development and policy review, whether referred to in the narrow or broad definition, can only be undertaken in a context that is aligned with a relevant country's constitution, long-term vision, medium-term development plan, as well binding international, African and regional instruments. Generally speaking, the overall framework for all policies, legislation, strategies and action plans is determined by the constitution of the country concerned. To the extent that international, African and regional treaties, conventions and protocols have been ratified by a specific country, such documents also form part of the overall policy framework. After that, the sequencing of in-country documents (all of which must comply with the above-mentioned overall framework) is as follows (Department of Planning, Monitoring and Evaluation, 2017; De Coning, 1995; National Planning Commission, 2015; Obitre-Gama, 2000):

- Long-term vision (usually ten years +) for the country as a whole
- Medium-term growth and development strategy or medium-term strategic framework (usually five-years) for the country as a whole (based on the political platform of the ruling party)
- Sectoral policies (usually of a five-year duration and which in themselves are not legally binding but provide direction for all the documents listed below)
- Sectoral legislation (which is binding, and forms the basis for all subsequent documents as well as for the allocation of public funding)
- Sectoral (implementation) strategies – sometimes also referred to as plans or action plans (of a five-year duration, and which contain the implementation modalities as regards programmes, beneficiary groups, targets, funding, implementation agents as well as human and other resources)
- Sectoral implementation plans – sometimes also referred to as annual performance plans, annual plans, annual action plans or annual work plans (of a one-year duration and which contain the detailed implementation modalities for projects within approved programmes)
- Monitoring and evaluation, resulting in reports and, in some cases, possible interventions and the taking of remedial steps
- The above evaluation often results in the review and amendment of existing, or the drafting of new, policy, regulatory, strategic and implementation frameworks.

A depiction of this governance loop can be found in Appendix B.

In the majority of (if not all) democracies, a specific process is followed in the formulation of policies, the enactment of legislation and the implementation of programmes and projects (see Appendix B for a depiction of the process):

- i. The decision to formulate a new policy or revise an existing policy (agenda setting) is based on a political decision of the government of the day. Such decisions are often part of the political platform of the majority party, sometimes a result of failures/gaps/shortcomings of current policy and regulatory framework and its implementation, and sometimes on account of (new) international, continental (African) and regional binding obligations.
- ii. Developing a status quo report and collecting the evidence to support the design of the policy (design stage). The status quo report provides an overview of the current policy,

- regulatory and implementation framework with its failures, gaps and shortcomings to inform the review and design of the policy.
- iii. The actual drafting of the new policy framework (in the adoption stage). The policy framework is the new proposed (higher order) framework with its respective values, principles, objectives, expected outcomes, an overview of proposed regulatory, institutional and implementation frameworks, etc. In principle, the approval of a policy should be followed by the review of existing and formulation of appropriate legislation and subsequently by the drafting, approval and implementation of a strategy.
 - iv. The drafting of a new (or amended) regulatory framework (as part of adoption). The statement of a policy usually requires review and revision of all relevant regulatory measures. The regulatory (statutory/legal) framework then gives effect to the new policy framework. While the implementation framework which sets out the timelines, transitional measures, change management processes, structures, systems, programmes (with detailed projects), resource allocation, execution, and monitoring and evaluation of the implementation of the new policy and regulatory framework.
 - v. Drafting of a new implementation framework (including the monitoring and evaluation framework). Also, the drafting and approval of a complementary strategy (which may also include a detailed roadmap or implementation plan) is a requirement for the implementation of the policy.

Every policy must be aligned with the current long-term, transversal National Development Plan (or NDP - sometimes referred to as the National Vision). Also, when assuming office, governments typically issue a five-year National Growth and Development Strategy (NGDS), sometimes referred to as a Medium Term Strategic Framework (MTSF). Both the long-term transversal NDP and five-year NGDS have implications for policies adopted, legislation enacted and strategies formulated (and implemented) during the five-year government period.

It is important to differentiate a policy from a strategy (which may also include a detailed roadmap or implementation plan). Generally, a policy is the formulation by government of a political goal set by the ruling party (usually set out in the election manifesto of the ruling party). In principle, policies are aimed at providing frameworks on how to address an issue identified at the political level.

A policy typically contains a number of key elements dealt with at a high level, including but not exclusively:

- The nature of the document
- The role of government executive and legislative) and other stakeholders and partners
- The process for policy review and (re)formulation
- The process for regulatory environment review and reformulation
- How the development of programmes will take place and who is responsible for their design, implementation and monitoring and review
- Structures and institutions
- Resource allocation
- Mutual accountability and coordination
- Risk and mitigation (finance, institutional, environmental)
- A monitoring and evaluation framework
- Responsibilities about reporting for action.

On the other hand, strategies are usually of five-year duration, generally broken down in five successive annual implementation plans (sometimes also referred to as annual performance plans, annual plans, annual action plans or (annual) work plans). Strategies contain the detailed implementation modalities, such as, but not limited to, structures, programmes (and sometimes also concomitant projects), funding, human resources, infrastructural resources, beneficiaries, activities and a robust programme level monitoring and evaluation framework. This occurs during the implementation stage. In many cases, five-year strategies (whether or not based on a preceding policy framework) and one-year annual performance plans (annual plans, annual action plans or (annual) work plans) are formulated, approved and implemented without prior consultation. Sometimes policy and strategy formulation takes place simultaneously.

Within the policy context, individual government departments sometimes publish a non-binding discussion document setting out a public policy issue that needs to be addressed, and possible options for addressing said issue (without stating any preferences). After consultation, this is converted into a green paper that sets out the conceptualisation, justification and possible approaches to addressing a public policy issue. After discussion and consultation, the green paper is converted into a draft white paper that refines the green paper and sets out a policy direction or decision. After further consultation, the white paper is finalised and approved as a policy by the executive (i.e. usually Cabinet) as the official position and approach for addressing the issue.

A strategic plan (sometimes referred to just as a strategy) sets out a department's/institution's policy priorities, programmes and project plans (usually) for a five-year period, as approved by its executive authority, within the scope of available resources. It focuses on strategic outcome-oriented goals for the institution as a whole and objectives for each of its main service delivery areas aligned with its budget programmes and sub-programmes. See Appendix C for a summary of the typical content of a strategic plan.

At the (annual) implementation level, an annual (action) plan (also referred to as an annual performance plan or annual work plan) sets out what a department/institution intends to do in the next financial year and in the medium term to implement its strategic plan. It provides performance indicators and targets for programmes and sub-programmes and often includes a quarterly breakdown of performance targets for the next financial year. A departmental or institutional budget is submitted to the relevant national/regional legislature together with the annual plan through a process that is known in some jurisdictions as a departmental (institutional) vote. See Appendix C for a summary of the typical content of an annual work plan.

4. Motivation and purpose of the study

While the Maputo CAADP NAIPs sought to address gaps and contradictions across sectors that constrained food security and identify priority programmes that could drive agricultural growth and reduce poverty and food insecurity, very little research has investigated what food security-related policy change took place over the CAADP Maputo period.

As regards the drafting of National Agriculture and Food Security Investment Plans (NAIPs), there is no evidence of a guiding policy framework informing the design of these plans at the country level apart from the content of the AU 2014 Malabo Declarations and the 2016 AU

CAADP guidance (which obliged African countries to draft, approve and implement NAIPs). This AU framework suggests but does not compel countries to review and align their existing long-term National Development Plans (National Visions), medium-term (five-year) National Growth and Development Strategies (MSTFs), other five-year transversal (multi-sectoral) and sector-specific policies and strategies.

If the NAIPs are not aligned with these documents, they will not be mainstreamed and will likely remain parallel to and compete for funding and other resources with other government priorities and programmes. As indicated above, review of the existing policy and regulatory frameworks should precede the formulation of strategic frameworks. It is interesting to note that although the AU framework does not compel countries to undertake such reviews, the AU's Biennial Review mechanism technical guide indicator (AUC, 2017) 1.3 compels countries to report on what steps they have taken to review their existing policies and institutional settings (however, indicator 1.3 does not specifically refer to regulatory reviews).

Since the drafting of the CAADP Framework, some significant developments have occurred in the conceptualisation of food security, resulting in the strengthening of the emphasis on nutrition and the broadening of terminology to adopting food security and nutrition as a more encompassing focus (Hendriks, 2015).

Research evaluating the impacts of agricultural and food policies on nutrition outcomes is in its infancy, and currently, there is little available in the literature. While recent research on the impact of CAADP country programmes and the process of policy change (Resnick et al., 2017; Henning et al., 2018; Babu et al., 2016; Benin 2016; Haggbblade et al., 2016; Hendriks et al., 2016; Bruntrup, 2011), no published research could be found on the extent of policy change in countries that implemented CAADP investment plans under the Maputo CAADP era (generally 2009 – 2017). Moreover, no research could be found that documents the efforts of African governments to conceptualise and implement comprehensive agriculture and food security policies. A recent review of the indicator frameworks of the second generation CAADP NAIPs from ten countries (Hendriks et al., 2018) shows that there is still a significant focus on production at the neglect of food security and nutrition, suggesting a lack of comprehensiveness policy approaches.

This paper presents the findings of a study conducted to document the formal policy change that happened in 11 African countries (the Republics of Benin, Burkina Faso, Ghana, Guinea, Guinea-Bissau, Cote D'Ivoire, Liberia, Malawi, Nigeria, Niger and Togo) between 2009 and early 2018 with regard to agriculture, food security and nutrition and whether these concepts are treated as independent policies or have been integrated into comprehensive policies. The study forms part of a three-part analysis of (i) the alignment of the monitoring and evaluation frameworks of the NAIPs with international, African, regional and national development frameworks (Hendriks et al., 2018), (ii) the scope and nature of policy change during the period of the Maputo Declaration NAIP design and implementation (this paper) and (iii) an assessment of the design of institutional architectures to support the implementation of the NAIPs (Makhura et al., 2018).

This part of the study set out to investigate the extent of food security policy change between 2010 and 2018 in 11 countries actively engaged in the review and revision of their first-generation CAADP NAIPs (informed by the Malabo Declaration) and to understand the extent to which these policy changes covered food security policies *per se* or food security-related policies in agriculture and nutrition.

To achieve this, we investigated the following research questions:

- i. What policy change occurred in agriculture, food security and nutrition between 2010 and 2018?
- ii. How did these changes coincide with international events and changes in the food security context?
- iii. Do these changes reflect a broader policy goal for food security at the national level?
- iv. Do the policies reflect a comprehensive understanding of food security?
- v. What are the implications of the insights gained for the development of the NAIP IIs?

The set of countries included in the analysis was limited by the availability and access to NAIP II draft documents. Of the 11 countries, only the final versions of the NAIPs of Benin, Malawi and Niger have been signed off, while the other eight NAIPs were still in the pre-final phase of completion.

A number of analyses were conducted to answer the research questions. These included:

- A desktop review of the key international and African food security and nutrition-related frameworks and guidelines to identify key international events and changes in the food security context
- Documentation of the policy landscape and policy change for each country to determine the overlapping objectives and alignment of strategic objectives set out in publicly available country-specific agriculture, food security and nutrition policies, strategies and plans against the National Development Plan objectives for food security (if these exist)
- A review of how these changes coincided with international events and changes in the food security context
- A comparison of the objectives of the policies, strategies and plans compared to the NAIP objectives.
- An Atlas TI content analysis to search for key terms related to food security and nutrition policy change to determine if the policies reflect a comprehensive understanding of food security

The analysis is limited to the evaluation of policy change events rather than an in-depth analysis of the NAIPs, the policies, strategies and implementation plans for the 11 countries (see Table 2). Such an in-depth analysis would be a natural next step in deepening the analysis.

Table 2: List of NAIPs evaluated in the study

| | | Date | Issuing authority |
|--------------------------------|---|---------------|--|
| Benin Final NAIP 2 | Plan National d'Investissements Agricoles et de Sécurité Alimentaire et 2017 Nutritionnelle PNIASAN 2017 – 2021 (Final) (Republic of Benin, 2017) | May 2017 | Ministry of Agriculture and Fisheries |
| Burkina Pre-final NAIP 2 | Deuxième Programme National du Secteur Rural (PNSR) (Draft) 2017-2021 (Republic of Burkina Faso, 2017) | December 2017 | Permanent Secretariat for the Coordination of Agricultural Sector Policies |
| Cote d'Ivoire Pre-final NAIP 2 | Programme National D'Investissement Agricole de Deuxieme Generation (2017 – 2025) (Draft) (Republic of Cote d'Ivoire, 2017) | November 2017 | Not explicitly mentioned on the title page of the document |
| Ghana Pre-final NAIP 2 | Ghana Integrated Plan for Agri-Food-Systems Development (GIPAD) 2018-2021 (Draft) (Republic of Ghana, 2018) | 2018 | Not explicitly mentioned on the title page of the document |
| Guinea Pre-final NAIP 2 | Plan National d'Investissement Agricole et de Sécurité Alimentaire et Nutritionnelle PNIASAN (2018 – 2025) (Draft) (Republic of Guinea, 2018) | January 2018 | Ministry of Agriculture Ministry of Livestock and Animal Production Ministry of Fisheries, Aquaculture and Maritime Economy Ministry of Environment and Water and Forests |
| Guinea Bissau Pre-final NAIP 2 | Plan National d'Investissement Agricole (2 ND Generation) (Draft) (Republic of Guinea-Bissau, 2017) | December 2017 | Not explicitly mentioned on the title page of the document |
| Liberia Pre-final NAIP 2 | Liberian Agricultural Sector Investment Plan (LASIP II) (2018-2022) (Draft) (Republic of Liberia, 2018) | January 2018 | Ministry of Agriculture |
| Malawi Final NAIP 2 | National Agricultural Investment Plan 2017/18-2022/23 (NAIP) (Final) (Republic of Malawi, 2018) | January 2018 | Government of Malawi |
| Niger Final NAIP 2 | Plan d'action 2016-2020 de l'initiative 3N (Final) (Republic of Niger, 2016b) | Not specified | 3N High Commission |
| Nigeria NAIP 2 | National Agriculture Investment Plan (NAIP)-2 2017-2020 (Federal Republic of Nigeria, 2017) | August 2017 | Federal Ministry of Agriculture and Rural Development |
| Togo Final NAIP 2 | Plan National D'Investissement Agricole et de Sécurité Alimentaire et Nutritionnelle – PNIASA - (2017-2026) (Republic of Togo, 2017) | June, 2017 | Ministry of Agriculture, Livestock and Water |

5. Policy and strategy changes between 1990 and 2018

In this section, we report on an investigation of policy changes that occurred in agriculture, food security and nutrition between 2010 and August 2018 in the 11 countries. We collected and collated policies, (implementation) strategies and action plans across these sectors. Table 3 provides a summary of policy change for the period 2010 – 2018. A full report of the changes can be found in Appendix D.

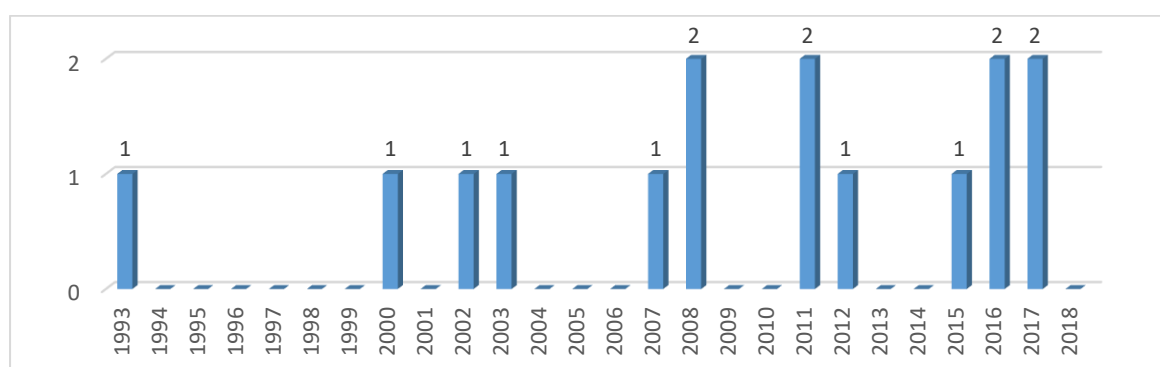
Table 3: Summary table of policy, strategy and plan change 2010-2018

| Policy, strategy and plans | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 | Total |
|-----------------------------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|--------------|
| Agriculture | 0 | 2 | 1 | 0 | 0 | 1 | 2 | 2 | 0 | 8 |
| Agriculture and food security | 1 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1 |
| Food security | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Food security and nutrition | 1 | 0 | 1 | 1 | 0 | 1 | 2 | 2 | 0 | 8 |
| Nutrition | 1 | 0 | 1 | 0 | 3 | 1 | 4 | 1 | 1 | 12 |
| Total | 3 | 1 | 3 | 1 | 3 | 3 | 8 | 5 | 1 | 28 |

During the period 2010 to 2017/8 five agriculture policies and four agriculture strategies were passed (see Table 3 and Figure 2). However, these changes only occurred in five countries (Benin, Guinea, Malawi, Nigeria and Togo). Despite the intent of the CAADP agenda's intent to stimulate policy reform, surprisingly little agricultural policy change was evident in the period 2010 to August 2018 in the 11 countries we reviewed.

Most agriculture policies and strategies were developed between 2002 and 2017, with the majority of policies being developed between 2008 and 2017/2018. The CAADP agenda played a role in stimulating this momentum, with the Heads of State committing to the Maputo Declaration on Agriculture and Food Security in 2003. However, the 2007/8 world food crisis also influenced the renewed focus on agriculture. CAADP (2003) reinvigorated agriculture in Africa. The 11 NAIP countries under review signed CAADP compacts between 2008 and 2013. They have either completed an update of their NAIP or were in the process of reviewing and revising these to align with the 2014+ Malabo Declaration's framework for agricultural investment and growth (which, amongst others, also focused on food security and nutrition) during this analysis.

Figure 2: The number of agriculture policies, strategies and plans passed between 1993 and 2018



During the period 1993 to 2017/2018, countries made significant efforts to develop food security and nutrition policies. However, a striking observation evident in Table 3 is the differential interpretation of food security itself. In some cases, agriculture, food security and nutrition are separate policies/strategies/plans. In other cases, agriculture and food security are grouped, while in other cases food security and nutrition are grouped. This latter terminology reflects a muddle in the international interpretation of the terminology (see the CFS (2012) paper *Coming to Terms with Terminology* and Hendriks (2015) for further details on this issue). Some of these terminology differences can be attributed to language. The term is more consistently used in French-speaking countries where *sécurité alimentaire* is generally used to refer to the three terms (namely food security, food security and nutrition, and food and nutrition security) that are often used interchangeably in English.

The core difference between the terms is that the 1996 World Food Summit defines food security as follows: “Food security exists when all people at all times have physical, social and economic access to food, which is safe and consumed in sufficient quantity and quality to meet their dietary needs and food preferences allowing for a healthy and active life.” However, the term nutrition security emerged in the mid-1990s after the publication of the UNICEF’s Conceptual Framework for child undernutrition (UNICEF, 1990). “Nutrition security can be defined as adequate nutritional status regarding protein, energy, vitamins and minerals for all household members at all times.” (Liyange, 2015: 41) The World Bank’s 2016 report on *Repositioning Nutrition as Central to Development* provides the following definition of nutrition security: “Nutrition security exists when food security is combined with a sanitary environment, adequate health services and proper care and feeding practices to ensure a healthy life for all household members.”

In recognition that nutrition security includes the elements of food, care and feeding and health and sanitation, “*food and nutrition security* exists when all people at all times have physical, social and economic access to food, which is safe and consumed in sufficient quantity and quality to meet their dietary needs and food preferences *and is supported by an environment of adequate sanitation, health services and care*, allowing for a healthy and active life.” (CFS 2012, para 33).

While the broad definition of food security embodies key determinants of good nutrition, the term “*food security and nutrition*” has been used to combine the two concepts in a way that recognises the traditional emphasis on the food availability, access and stability dimensions of food security. In addition, it acknowledges the importance of key nutrition concerns such as care and feeding practices, public health and sanitation issues. This terminology is also used when practitioners want to make it clear that food security is a precondition to adequate nutrition and that different, but complementary, actions are needed to achieve food security and nutrition objectives.

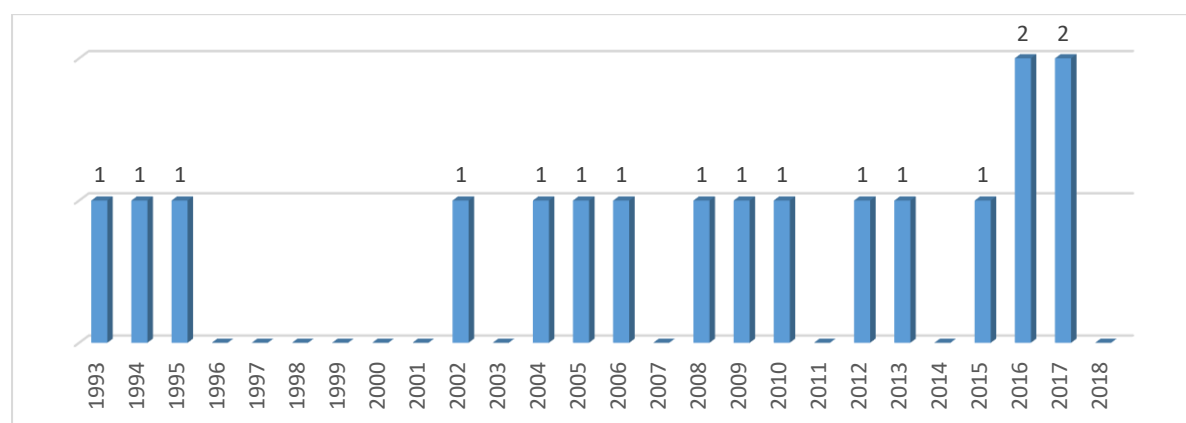
It is for this reason that the CFS prefers the term food security and nutrition (see CFS 2012). It is worth noting that the final Benin NAIP is entitled *Plan Stratégique de Développement du Secteur Agricole (PSDSA) 2025 et Plan National d'Investissements Agricoles et de Sécurité Alimentaire et Nutritionnelle PNLASAN 2017 – 2021* uses the term *sécurité alimentaire et nutritionnelle* - the only occurrence of the term seen in the review of the 11 NAIPs and policy documents.

Despite being labelled food security or food security and nutrition policies, strategies and plans, many emphasised nutrition at the neglect of a comprehensive reflection of the four core elements of food security (availability, access, nutrition and stability or resilience). Nutrition is only one component of food security. This suggests that there may be a limited understanding of the concept and the complex nature of food security. It may also reflect a lack of capacity in the area of food security policy among the members of the NAIP drafting teams.

Regarding food security, only Malawi has a food security policy *per se*. This policy dated back to 2006 and expired in 2011. Malawi did not update the policy in the period under review despite the country having five-year policy cycles.

Benin (2017), Burkina Faso (2013), Liberia (2015) Nigeria (2016) and Togo (2016) introduced new food security/food security and nutrition documents in the period between 2010 and August 2018. Nigeria presents an interesting case, having established a 2002 National Policy on Food and Nutrition (Federal Republic of Nigeria, 2002) that was supported by a 2004 implementation plan. In 2010, an agriculture and food security strategy were published. Then, in 2014, a nutrition strategy was established. In 2017, a food security and nutrition strategy for the agriculture sector was adopted. For an illustration of the number of food security and food security and nutrition plans passed, please refer to Figure 3.

Figure 3 Number of food security and food and nutrition security policies, strategies and plans passed 1993 to 2018

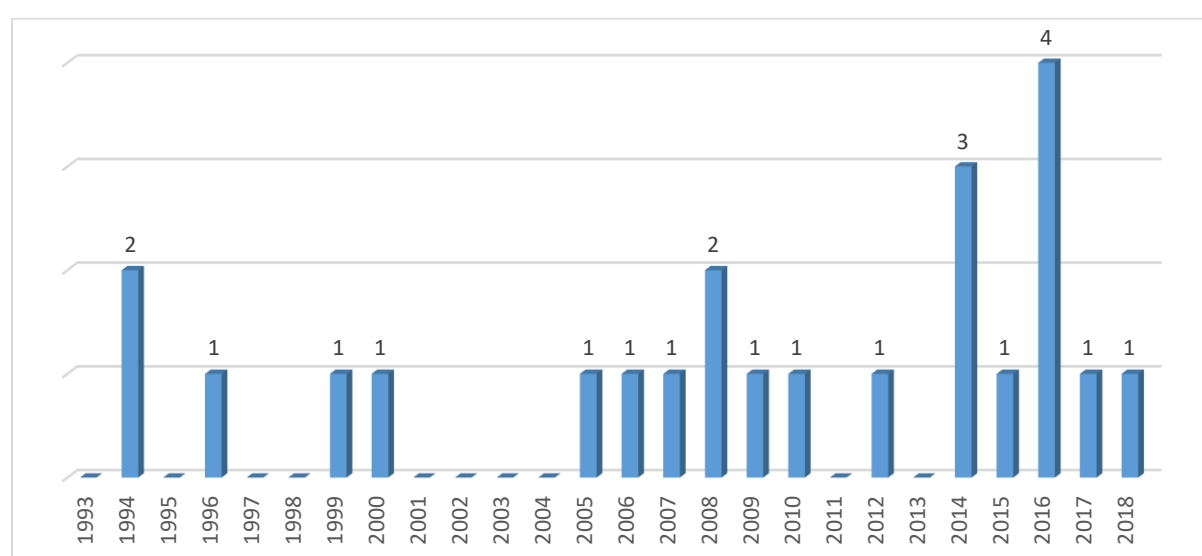


Food security and nutrition implementation plans were implemented by Benin, Cote d'Ivoire, Ghana and Guinea-Bissau in the early 1990s. Interestingly, these countries chose to call their plans food security and nutrition plans rather than simply nutrition plans as in most countries. Guinea-Bissau updated this with an agriculture and food security strategy in 2008, but has seemingly not reviewed or renewed this since. Guinea-Bissau does not seem to have a policy in this regard. Ghana launched a food security and nutrition policy in 2007 and Benin a food security and nutrition strategy in 2009. Liberia only has a 2008 food security and nutrition strategy. Togo only has a 2016 food security and nutrition strategy.

Far more nutrition policies, strategies and plans (23) have been passed during the period 1993 to 2018, and 12 of these within the period of 2010 – 2018 (Figure 4). Nutrition implementation plans

predating 2010 were found for all the countries except for Ghana, Guinea-Bissau, Liberia and Nigeria. Except for Nigeria, each of these countries has implemented a nutrition policy since the global food price crisis. Although Nigeria has not passed a nutrition policy, the country launched a nutrition strategy in 2014 and has a relatively well-developed nutrition-sensitive food security and nutrition policy (2016) for the agriculture sector (Hendriks, 2018). Ghana passed a nutrition policy in 2015 and Liberia in 2008. Guinea-Bissau implemented a nutrition policy and strategy in 2014. Malawi launched a revised nutrition policy and strategy in 2007 and 2018. Niger launched a nutrition policy and revised the implementation plan in 2016. Niger's NAIP (Republic of Niger, 2016a) is based on the Nigerian 3N Strategy (Nigerians Nourishing Nigerians) that has an innovative and integrated approach to nutrition-sensitive agriculture (see more about this programme in FSP Working Paper no. 107 – Hendriks et al., 2018). Togo has not updated her 1997 nutrition implementation plan with a policy, strategy or plan.

Figure 4 Number of nutrition policies, strategies and plans passed, 1993 to 2018.



From this analysis, it was clear that there were very few policy, strategy and plan changes focusing primarily on agriculture and food security and a relative abundance of changes focusing on nutrition with a strong increase in the latter from 2006 – 2010 and again from 2014 – 2017. We therefore, investigated the major influences of these trends through a mapping of international events that could have influenced country actions in this regard.

6. The influence of international events on policy change

The analysis of the changes showed that the major changes could be grouped into four phases that could be linked to distinct influences in international agriculture, food security and nutrition policy foci. Figure 5 indicates that major policy changes regarding the development of new policies, strategies or plans for food security and nutrition took place during three of the four phases.

Figure 5: The four evident phases of policy, strategy and plan development during the period 1990 to 2017/2018

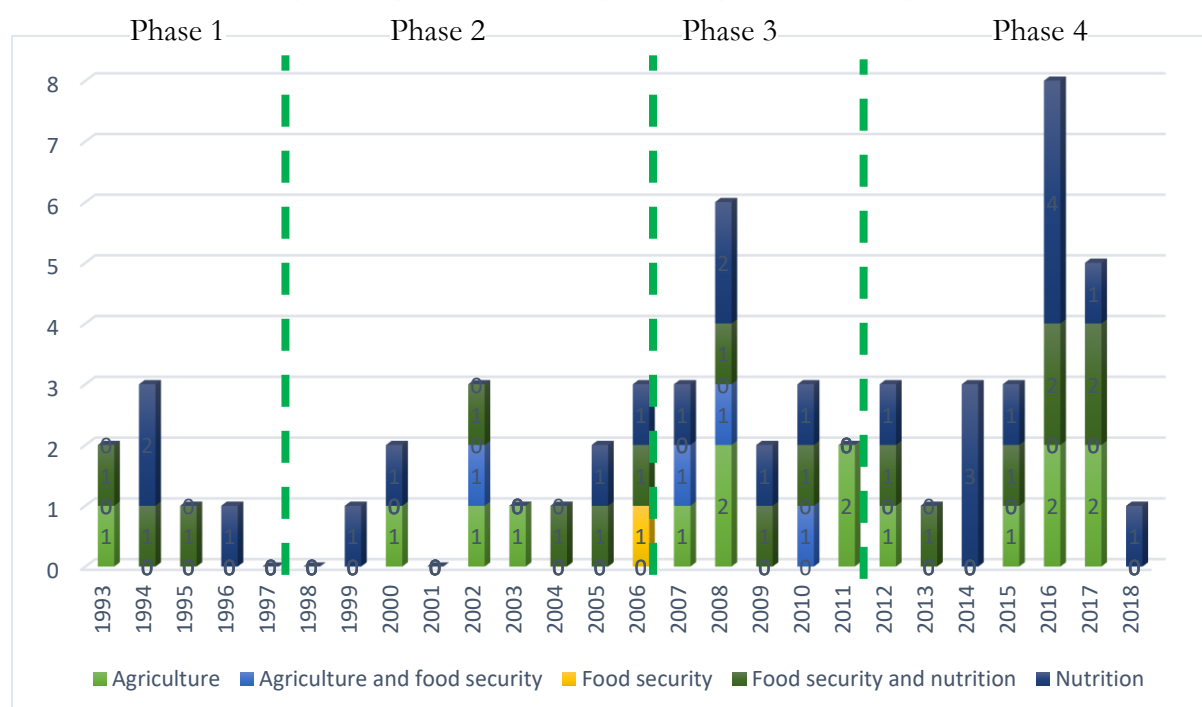


Table 4 provides an overview of major events during the period 1990 to 2017/2018 that likely influenced the policy decisions, content and processes related to agriculture, food security and nutrition in the 11 countries. The influence of these changes is described below.

The first evident phase of influence was the period between 1993 and 1996. Seven countries developed action plans for nutrition or action plans for food security and nutrition. The motivation behind developing these documents was most likely the 1990 World Child Summit (UN, 1990) where countries made explicit commitments to address maternal and child nutrition. The second was the 1992 International Conference on Nutrition (FAO, 1992) where countries signed the World Declaration and Plan of Action for Nutrition (FAO, 1992). Between 1998 and 2006, the other four countries developed Plans of Action for Nutrition.

During the second phase (1997 – 2005), a number of policies, strategies and plans related to food security and nutrition were developed. Malawi in particular developed three new policies which may have emerged as a consequence of the 2001 drought and famine. The conceptualisation of the integrated food security strategies may also have influenced countries to adopt new policies. The signing of the 2003 Maputo Declaration could also have influenced the review of policies, strategies and implementation plans.

Table 4: Timeline of key international and African events, declarations and commitments in relation to existing policies, (implementation) strategies and plans currently in force in the 11 NAIP countries

| Declaration/event | Year | Country policies |
|---|------|---|
| World Child Summit (UN, 1990). | 1990 | |
| 1 st International Conference on Nutrition (FAO, 1992), World Declaration and Plan of Action for Nutrition (FAO, 1992) | 1992 | |
| The conceptualisation of the integrated food security strategies | 1993 | Plan D'Action National pour l'Alimentation et La Nutrition (Republic of Benin, 1993) |
| | 1994 | Plan National d'Action pour la Nutrition (Republic of Cote d'Ivoire, 1994) |
| | | Politique Nationale et Plan d'Action pour la Nutrition en Guinée (Republic of Guinea, 1994) |
| | | Plano Nacional De Alimentacao E Nutricao (Republic of Guinea-Bissau, 1994) |
| | 1995 | National Plan of Action on Food and Nutrition (Republic of Ghana, 1995) |
| | | Plan National D'Action pour la Nutrition (Republic of Togo, 1996) |
| | 1999 | Plan National d'Action pour la Nutrition (Republic of Burkina Faso, 1999) |
| | 2000 | National Plan of Action for Nutrition (Republic of Malawi, 2000) |
| | 2002 | Plan D'action de la Lettre de Politique de Developement Agricole (Republic of Guinea-Bissau, 2002a) National Policy on Food and Nutrition in Nigeria (Federal Republic of Nigeria, 2002) |
| The Maputo Declaration on Agriculture and Food Security (AU, 2003) | 2003 | |
| | 2004 | National Plan of Action on Food and Nutrition in Nigeria (Federal Republic of Nigeria, 2004) |
| | 2005 | Politique Nationale d'Alimentation (Republic of Guinea, 2005) |
| | 2006 | Food Security Policy (Republic of Malawi, 2006) Plan National d'Action Pour La Nutrition (Republic of Niger, 2006a) |
| World Financial Crisis (Mohan, R., 2009) | 2007 | Food and Agriculture Sector Development Policy (Republic of Ghana, 2007) Politique Nationale de Développement Agricole (PNDA) Vision 2015 (Republic of Guinea, 2007) |
| | | National Nutrition Policy and Strategic Plan (Republic of Malawi, 2007) |
| The Lancet Series on evidence-based nutrition interventions (Vitoria, C.G., Adair L, Fall, C., 2008) World food crisis (Panitchpakdi, S, 2008) The launch of the CAADP Framework for African Food Security (AU/NEPAD, 2009) | 2008 | Politique Nationale de Nutrition (Republic of Burkina Faso, 2008) |
| | | Programme Nationale de Securite Alimentaire (PNSA) de Guinee-Bissau (Republic of Guinea-Bissau, 2008) |
| | | Liberia National Nutrition Policy (Republic of Liberia, 2008) Liberia National Food Security and Nutrition Strategy (Republic of Liberia, 2008b) |
| | 2009 | Plan Stratégique de Développement de l'Alimentation et de la Nutrition (Republic of Benin, 2009) Plan Stratégique Quinquennal de Nutrition (Republic of Cote d'Ivoire , 2009) |
| | | |
| Scaling up Nutrition (Sun Movement Secreteriat, 2012) | 2010 | Plan Stratégique Nutrition (Republic of Burkina Faso, 2010) |
| | | National Agriculture and Food Security Strategy (NAFSS) (Federal Republic of Nigeria, 2010) |

| | | |
|--|------|---|
| World Health Assembly global nutrition targets (WHO, 2012) | 2012 | Plan Strategique National d'Alimentation et de Nutrition (2012-2015) (Republic of Togo, 2012) |
| Nutrition for Growth Summit (DFID, 2013) | 2013 | Politique Nationale de Nutrition (Republic of Burkina Faso, 2013) |
| 2 nd International Conference on Nutrition (FAO, 2014), Rome Declaration on Nutrition (FAO, 2014) | 2014 | National Nutrition Policy 2014 - 2017 (Republic of Ghana, 2014) Politique Nationale de Nutrition (Republic of Guinea-Bissau, 2014a) Plano Estrategico de Nutricao 2015-2019 (Republic of Guinea-Bissau, 2014b) National Strategic Plan of Action for Nutrition (2014 – 2019) (Federal Republic of Nigeria, 2014) |
| Malabo Declaration on Accelerated Growth and Agriculture Growth and Transformation for Shared Prosperity and Improved Livelihoods (AUC, 2014a) | | |
| Malabo Declaration on Nutrition Security for Inclusive Economic Growth and Sustainable Development in Africa (AUC, 2014b) | | |
| Malabo Declaration on Ending Preventable Child and Maternal Deaths in Africa (AUC, 2014c) | | |
| AU Year of Agriculture (AUC, 2013) | | |
| Country CAADP Implementation Guidelines (NEPAD, 2014) | | |
| Agenda 2063 (AUC, 2015a) Agenda 2063, The Africa we want: First ten-year implementation plan (AUC, 2015b) | 2015 | Politique Nationale de Nutrition (Republic of Cote d'Ivoire , 2015) |
| UN Sustainable Development Goals (UNGA, 2016) | 2016 | Plan d'actions de la Politique du Secteur Santé pour la Nutrition 2016 -2020 (Republic of Benin, 2016) Politique Nationale de Développement Agricole (PNDA 2016 – 2025) (Republic of Guinea, 2017) Plan d'Action 2016-2020 De L'Initiative 3N Les Nigériens Nourrissent les Nigériens (Republic of Niger, 2016b) Politique National Multisectorielle de Sécurité Nutritionnelle (PNSN) (2016-2025) (Republic of Niger, 2016b) Agriculture Sector Food Security and Nutrition Strategy 2016 - 2025 (Federal Republic of Nigeria, 2017) Agriculture Promotion Policy (2016 – 2020) Building on the Successes of the ATA, Closing Key Gaps (Federal Republic of Nigeria, 2016a) Plan National Multisectoriel de Nutrition (Republic of Cote d'Ivoire, 2016) |
| UN Decade of Action on Nutrition (FAO and WHO, 2017) | | |
| Release of the Document for preparing country Biennial Review report on progress made for achieving the Malabo Declaration Goals and Targets (AUC, 2017) | 2017 | National Agriculture Policy 2016 - 2021 (Republic of Malawi, 2016b) |

The third phase occurred between 2006 and 2010. Nine countries developed or revised their food security and nutrition policies, (implementation) strategies and action plans. Several events and initiatives drove the food security and nutrition agenda. The 2008 world food price crisis (FAO, 2008) most likely contributed to policy changes in 2009. This crisis created a demand for increased attention to food and nutrition. The Scaling Up Nutrition (SUN) Movement also commenced in 2010. All 11 countries included in this study are part of the SUN Movement. Burkina Faso, Benin, Côte d'Ivoire, Liberia, Malawi, Niger and Togo received gap funding for their NAIPs from the Global Agriculture and Food Security Programmes managed by the World Bank.

The fourth phase was from 2012. Several events played a role in motivating countries to establish food security and nutrition policies. These include the World Health Assembly Targets (WHO, 2012), the London Nutrition for Growth Summit (2013), and the 2014 Second International Conference on Nutrition where the Rome Declaration (FAO, 2014) was signed. These raised the profile of nutrition and the need for policy responses to malnutrition. A number of publications offered lists of proven policy responses for rapid adoption by countries (Bhutta et al., 2008; Sun Movement Secretariat, 2012). Many of these events are related to nutrition, possibly explaining a large number of nutrition documents having been revised or developed during this period.

As regards Africa, one key driver of policy change was the signing of the three Malabo Declarations in 2014 that not only re-emphasised CAADP, but also placed significant focus on food security and nutrition. The Malabo Declaration on Accelerated Growth and Agriculture Growth and Transformation for Shared Prosperity and Improved Livelihoods (AUC, 2014a), the Malabo Declaration on Nutrition Security for Inclusive Economic Growth and Sustainable Development in Africa (AUC, 2014b) and the Malabo Declaration on Ending Preventable Child and Maternal Deaths in Africa (AUC, 2014c) stimulated demand for countries to prioritise issues of food security and nutrition. The AU also declared 2014 the year of agriculture and food security. Agenda 2063 (AUC, 2015a), signed in 2015, and the first Ten-year Implementation Plan 2014 – 2023 have also impressed on African Union member states to focus on issues of food security and nutrition (AUC, 2015b).

7. An overview of the objectives of the NAIPs

Despite the call from CAADP in both the Maputo, and even more clearly in the Malabo, eras, there is little evidence of active policy review, deliberate strategy design and action planning to ensure the implementation of the intended priorities aimed at addressing critical issues such as food security and nutrition to achieve development goals and inclusive growth. Malawi and Liberia included sections in their final and revised (respectively) NAIPs, outlining the policy context with regard to their relevant international, African, regional and domestic commitments and obligations after the lack of mention of this was identified in the draft NAIPs (Olivier et al., 2018; Hendriks,

2018). Niger's final NAIP contained a commendable list of related policies (Table 5).

Table 5: Policy contexts provided by countries in their NAIPs

| Country | Policies, strategies and plans mentioned in the NAIP | Policy/strategy or plan |
|---------------|--|-------------------------|
| Benin | Plan stratégique pour le développement de l'alimentation et de la nutrition (PSDAN) | Strategy |
| | Plan stratégique pour le développement du secteur agricole (PSDSA) | Strategy |
| | Plan stratégique pour la relance du secteur agricole (PSRSA) | Strategy |
| | ECOWAP (ECOWAS agricultural policy) | Policy |
| | Politique nationale de développement du commerce | Policy |
| | Politique Foncière | Policy |
| | Politique de promotion de la femme dans le secteur agricole et rural (PPFR), 2001 | Policy |
| | Programme Régional d'Investissement Agricole et de Sécurité Alimentaire et Nutritionnelle | Plan |
| Burkina Faso | La Politique Agricole de l'UEMOA (PAU) | Policy |
| | Regional Agricultural Policy (ECOWAP), 2005 | Policy |
| | Plan national de Développement Economique et Social et la Stratégie de Développement Rural | Strategy |
| | Politique nationale de sécurisation foncière en milieu rural (PNSFMR) | Policy |
| | Politique et stratégie nationale en matière d'assainissement | Policy |
| Cote d'Ivoire | Politique Régionale Agricole de l'Afrique de l'Ouest (ECOWAP) | Policy |
| | Plan National Multisectoriel sur la Nutrition | Strategy |
| | Politique foncière rurale | Policy |
| | Stratégie de relance de l'aviculture | Strategy |
| | Stratégie Nationale révisée de Développement de la filière Riz | Strategy |
| | Stratégie Nationale de Développement des Cultures Vivrières autres que le riz 2013-2020 | Strategy |
| | Stratégie de réforme des filières coton et anacarde | Strategy |
| Ghana | - | |
| Guinea | Politique nationale de développement agricole (PNDA) | Policy |
| | ECOWAP (ECOWAS regional agricultural policy) | Policy |
| Guinea-Bissau | ECOWAP (Common Agricultural Policy of ECOWAS) | Policy |
| | Lettre de Politique de Développement Agricole, 2002 | Policy |
| Liberia | ECOWAP (ECOWAS agricultural Policy) | Policy |
| | Food and Agriculture Policy and strategy (FAPS) | Policy and Strategy |
| | Food security and Nutrition Strategy (FSNS), 2008 | Strategy |
| | Food security and Nutrition Strategy (FSNS) Revised, 2015 | Strategy |
| | National Nutrition Policy (NNP), 2009 | Policy |
| | Statement of Policy Intent for Agriculture, 2006 | Policy |
| | Liberia Poverty Reduction Strategy, 2007 | Strategy |
| | A Nutrition Country Paper - Liberia | |

| Country | Policies, strategies and plans mentioned in the NAIP | Policy/strategy or plan |
|---------|--|-------------------------|
| | Fisheries and Aquaculture Policy and Strategy, Bureau of National Fisheries, 2014 | Policy and Strategy |
| | Liberia Agriculture Transformation Agenda, 2016 | |
| | Water, Sanitation and Hygiene Sector Strategic Plan (WSHSSP, 2011-17), 2011 | Strategy |
| | National Health and Social Welfare Policy and Plan (NHSWPP, 2011-2021), 2011 | Policy and Strategy |
| | Strategy for Gender Mainstreaming in the agricultural sector | Strategy |
| Malawi | National Agricultural Policy (NAP) 2016-2020 | Policy |
| | SADC Regional agricultural Policy (2013) | Policy |
| | COMESA Regional agricultural policy (2016-2020) | Policy |
| | Malawi National Nutrition Policy 2016-2020 | Policy |
| | Draft National Nutrition Strategic Plan | Strategy |
| | Draft Agricultural Sector Food and Nutrition Strategy (2017-2021) | Strategy |
| | National Nutrition Strategic Plan | Strategy |
| | HIV/AIDS Agricultural Sector Policy and Strategy | Policy and Strategy |
| | Multisectoral Nutrition Policy and Strategic Plan | Policy and Strategy |
| | National Trade Policy and the National Export Strategy (NES) | Policy and Strategy |
| | Trade, Industry and Private Sector Development, Sector Wide Approach (TIP-SWAp) and the Joint Sector Plan (JSP) | Plan |
| | National Resilience Plan (NRP) | Plan |
| | National Gender Policy | Policy |
| | Malawi National Social Support Programme, Phase II (MNSSP II) | Programme |
| | Malawi National Land Policy | Policy |
| | National Environmental Policy, National Climate Change Policy, and Malawi Climate Change Investment Plan (MCCIP) | Policy and Plan |
| | Decentralisation Policy and the Integrated Rural Development Strategy | Policy and Strategy |
| | Financial Sector Development Strategy and the Financial Inclusion Strategy | Strategy |
| | National Livestock Policy | Policy |
| | National Irrigation Policy (2016) | Policy |
| | National Fisheries Policy (2012-17) | Policy |
| | National Agricultural Extension and Advisory Strategy | Strategy |
| | Contract Farming Strategy (2016) | Strategy |
| Niger | Politique Nationale de Sécurité Nutritionnelle | Policy |
| | Politique Nationale d'Alimentation et de Nutrition (PNAN) 2006 | Policy |
| | Politique Nationale de Nutrition (PNN) | Policy |

| Country | Policies, strategies and plans mentioned in the NAIP | Policy/strategy or plan |
|---------|--|-------------------------|
| | Plan d'Action 2017-2019 de la Politique Nationale de Sécurité Nutritionnelle | Policy and Strategy |
| | Stratégie Nationale de Petite Irrigation (SPIN) qui actualise la Stratégie | Strategy |
| | Nationale de Développement de l'Irrigation et de Collecte des Eaux de Ruissellement (SNDI/CER) | Plan |
| | Politique Nationale de Protection Sociale 2011 | Policy |
| | Stratégie de Développement Durable de l'Elevage | Strategy |
| | National Environment Plan for Sustainable Development (PNEDD) | Plan |
| | National Programme for Agriculture & Food Security (NPAFS) | Programme |
| | National Strategic Food Reserve Programme (NSFRP) | |
| Nigeria | Agriculture Promotion Policy | Policy |
| | Agricultural Policy of Nigeria, 1998 | Policy |
| | Agricultural Policy Thrust, 2001 | Plan |
| | Agricultural Transformation Agenda (2011-2015) | Plan |
| | National Programme on Food Security (NPFS) | Programme |
| Togo | Politique nationale Agricole | Policy |
| | Agricultural Policy of UEMOA (PAU) | Policy |
| | Agricultural Policy note (2007-2011) | Policy note |
| | Agricultural Production Strategy (2008-2010) | Strategy |
| | National Food and Nutrition Policy (2010-2015) | Policy |
| | Food and Nutrition Plan (2012-2015) | Plan |
| | Politique Nationale de l'Hygiène et de l'Assainissement (PNHAT) | Policy |
| | Politique Nationale de l'Eau (PNE) | Policy |
| | Plan national d'adaptation aux changements climatiques (PNACC) | Plan |

Table 5 presents a summary of the key objectives of the 11 country NAIPs. Only Cote d'Ivoire and Nigeria did not include explicit mention of food security in their objectives. Most NAIPs seem to place food security and nutrition as outcomes of the CAADP investment plan. Only Nigeria does not explicitly mention nutrition as a key objective. The case with Nigeria is an anomaly as the country has recently developed an extensive Agricultural Sector Food Security and Nutrition Strategy 2016 – 2025 (FMARD, 2017c) (see FSP Policy Brief 59 (Hendriks, 2018)). It was also noted that the Nigerian NAIP2 makes no mention of the 2016 National Policy on Food and Nutrition in Nigeria (MBNP 2016) or the 2017 Agricultural Sector Food Security and Nutrition Strategy for 2016 – 2025.

Table 6: Summary of the key objectives of the 11 country NAIPs

| Country | NAIP | Date | Issuing authority | Supreme coordinating entity (from institutions paper) ¹ | Overarching objective as per document (quote) | Food security in objective - Yes (Y) or No (N) | Nutrition in overall objective - Yes (Y) or No (N) |
|----------------------------------|---|----------------|--|--|--|--|--|
| Benin Final NAIP2 | Plan National d'Investissements Agricoles et de Sécurité Alimentaire et 2017Nutritionnelle PNIASAN 2017 – 2021 (Final) | May, 2017 | Ministry of Agriculture and Fisheries | National Council Orientation and Monitoring of the Agricultural Sector | Combined (as indicated above) with the Plan Stratégique de Développement du Secteur Agricole (PSDSA). Only one objective included in the first chapter (which, as indicated above, is the <i>Stratégie de Développement du Secteur Agricole (PSDSA)</i>): Orientations stratégiques 2025): To improve the performance of Beninese agriculture, to enable it to ensure sustainable food sovereignty, food and nutritional security and to contribute to economic and social development of Benin's men and women to achieve the Sustainable Development Goals (SDGs) pp.15 | Y | Y |
| Burkina Faso Pre-final NAIP 2 | Deuxième Programme National du Secteur Rural (PNSR) (Draft) 2017-2021 | December, 2017 | Permanent Secretariat for the Coordination of Agricultural Sector Policies | The PNSR Steering Committee | To ensure food and nutrition security through the sustainable development of a productive, resilient, more market-oriented agri-silvo-pastoral, fisheries and wildlife sector pp.16 | Y | Y |
| Cote d'Ivoire | Programme National D'Investement Agricole de Deuxieme | November, 2017 | Not explicitly mentioned on the title page of the document | Laboratory of Innovation and Agile Programming | The second-generation NAIP (PNIA II) aspires to a sustainable Ivorian agriculture, competitive, and creating equitably shared wealth. | N | N |

¹ Cross-reference this column to institutions paper

| Country | NAIP | Date | Issuing authority | Supreme coordinating entity (from institutions paper) ¹ | Overarching objective as per document (quote) | Food security in objective - Yes (Y) or No (N) | Nutrition in overall objective - Yes (Y) or No (N) |
|-------------------------|--|---------------|---|--|---|--|--|
| Pre-final NAIP 2 | Generation (2017 – 2025) (Draft) | | | | More specifically, the NAIP focuses on the achievement of three strategic objectives: (i) The development of agro-sylvo-pastoral and fisheries value-added (ii) Strengthening agro-silvo-pastoral and fisheries-friendly production systems that respect the environment (iii) Inclusive growth, guarantor of rural development and people's well-being pp.27&28 | | |
| Ghana Pre-final NAIP 2 | Ghana Integrated Plan for Agri-Food-Systems Development (GIPAD) 2018-2021 (Draft) | 2018 | Not explicitly mentioned on the title page of the document | Ministry of Finance and Parliament | To ensure sustainable agriculture sector growth, decent jobs and food and nutrition security for the Ghanaian people pp.7 | Y | Y |
| Guinea Pre-final NAIP 2 | Plan National d'Investissement Agricole et de Sécurité Alimentaire et Nutritionnelle PNIASAN (2018 – 2025) (Draft) | January, 2018 | Ministry of Agriculture Ministry of Livestock and Animal Production Ministry of Fisheries, Aquaculture and Maritime Economy | The National Orientation and Steering Council | To increase the contribution of the agricultural sector to food security, nutrition and poverty reduction for the Guinean populations by 2025 pp.18 | Y | Y |

| Country | NAIP | Date | Issuing authority | Supreme coordinating entity (from institutions paper) ¹ | Overarching objective as per document (quote) | Food security in objective - Yes (Y) or No (N) | Nutrition in overall objective - Yes (Y) or No (N) |
|--------------------------------|--|----------------|--|--|--|--|--|
| | | | Ministry of Environment and Water and Forests | | | | |
| Guinea Bissau Pre-final NAIP 2 | Plan National d'Investissement Agricole (2 ND Generation) (Draft) | December, 2017 | Not explicitly mentioned on the title page of the document | National Steering Committee | No explicit objectives could be identified in the document | | |
| Liberia Pre-final NAIP 2 | Liberian Agricultural Sector Investment Plan (LASIP II) (2018-2022) (Draft) | January, 2018 | Ministry of Agriculture | President | To promote an inclusive and sustainable agricultural transformation through catalytic investment in agricultural value chains and industrialization and resilience to ensure food and nutrition security, environmental health, job and wealth creation and inclusive growth for Liberians pp.31 | Y | Y |
| Malawi Final NAIP 2 | National Agricultural Investment Plan 2017/18-2022/23 (NAIP) (Final) | January, 2018 | Government of Malawi | NAIP Troika | Sustainable agricultural transformation that will result in significant growth of the agricultural sector, expanding incomes for farm households, improved food and nutrition security for all Malawians, and increased agricultural exports pp.18 | Y | Y |
| Niger Final NAIP 2 | Plan d'action 2016-2020 de l'initiative 3N (Final) | Not specified | 3N High Commission | Presidency | To contribute to the long-term survival of the Nigerien population from hunger and malnutrition and guarantee them the conditions for full participation in national production and the improvement of their incomes pp.6 | Y | Y |

| Country | NAIP | Date | Issuing authority | Supreme coordinating entity (from institutions paper) ¹ | Overarching objective as per document (quote) | Food security in objective - Yes (Y) or No (N) | Nutrition in overall objective - Yes (Y) or No (N) |
|----------------------|--|--------------|---|--|--|--|--|
| Nigeria NAIP 2 | National Agriculture Investment Plan (NAIP)-2 2017-2020 | August, 2017 | Federal Ministry of Agriculture and Rural Development | Presidency | The purpose is to contribute to sustainable food security, increase the incomes of rural households and secure national economic growth. The plan is aimed at transforming Nigerian agriculture into a modern, professionally-managed and market-oriented business undertaking pp. 53 | Y | N |
| Togo Final NAIP 2 | Plan National D'Investissement Agricole et de Sécurité Alimentaire et Nutritionnelle - PNIASA- (2017-2026) | June, 2017 | Ministry of Agriculture, Livestock and Hydraulics | Interministerial Strategic Steering Committee | To achieve in 2026 a growth rate of agricultural gross domestic product (GDPA) of at least 10%, to improve the agricultural trade balance by 25%, to double the average income of agricultural households, contribute to the reduction of malnutrition through the fight against food insecurity and halve the poverty rate in rural areas to 27% pp.2 | Y | Y |

8. Do the NAIPs reflect a comprehensive understanding of food security?

As indicated above, our analysis reveals a variable understanding of what food security and policy means and how these are expressed in the NAIPs. To investigate further whether the NAIPs reflect a comprehensive understanding of food security and the need for policy contextualisation and review, the NAIPs were uploaded into Atlas.ti version 7. A number of key search terms (46) directly related to food security and nutrition provisions in the Malabo Declaration, the SDGs, the Biennial review as well as the above-mentioned USAID Policy Guide's seven priority policy areas were identified and the occurrence/frequency with which these terms were used in each NAIP was captured. The search terms were used in both French and English on account of the fact that a number of French NAIPs also used English terms, such as 'Sustainable Development Goals' and 'food security'. Refer to Appendix E for a full account of the analysis and the list of the terms.

The total occurrence of these 46 terms in the eleven NAIPs was 9,033, with the four English language NAIPs using them 3,503 and the seven French language NAIPs 5,530 times. These can be grouped into seven clusters, grouping terms that were directly related to one another (see Appendix D). Table 6 shows that some clusters were significantly under-emphasised and, in many instances, specific search terms were only referred to in passing (and not appropriately integrated within the cluster concerned). The number that appears before the term is the indication of its frequency rank, with one being the most frequently used term and 45 being the least used term. The number in brackets refers to the number of times the specific term appeared across the 11 NAIPs.

Overall, there was a strong emphasis on governance and intersectoral coordination, implementation, and monitoring and evaluation. However, there was an insufficient emphasis on (i) the international and African framework, (ii) the need for policy renewal, and (iii) vulnerable groups as key beneficiaries (including, but not limited to women, children and people with disabilities). There was also an insufficient reference to some fundamental concepts including, but not limited to, (i) food security, and the relationship between food security and nutrition, (ii) accountability and mutual accountability, and (iii) resilience.

Table 6: Categorisation of the terms and the scoring implications

| Cluster | Ranking (number of occurrences of the search term) | General observation |
|------------------------------|---|--|
| Key international frameworks | 24 SDG (56)* 30 MDG (26)* 41 right to food (2) | Insufficient emphasis on the current international framework and to the right of food (as a core part of the international human rights framework) |
| Policy-related | 3 policies (868) 7 transformation (539) 18 advice/advise (144) 21 resilien* (97) 25 recommend (52) 27 policy and strategy (37) 34 suggest (11) 35 policy formulation (9) 40 policy change (3) 43 policy review (1) 44 policy renew* (0) | Strong emphasis on policy; however insufficient emphasis on the need for policy renewal (to effect alignment with the country NAIP concerned) |

| Cluster | Ranking (number of occurrences of the search term) | General observation |
|---|---|---|
| Specific FSN-related terms | 5 nourishment/nutrition (571) 9 food security (443) 16 food and nutrition security (187) 19 malnutrition (125) 23 hunger (62) 26 diet (48) 28 dietary diversity (35) 31 stunt* (20) 32 food security and nutrition (19) 38 nutrition-sensitive (5) 45 nutrition and food security (0) | Strong emphasis on nutrition, without a similar emphasis on the link between food security and nutrition |
| Vulnerable groups | 13 women/woman (295) 17 gender (152) 22 child (65) 33 girl (12) 1 sex (7) | Emphasis on the role of women in nutrition, however, under-emphasis of the: 1. centrality of children in general and minor females in particular 2. the role of men in nutrition 3. other vulnerable groups including people living with HIV, the elderly, the disabled, people undergoing palliative care |
| Coordination (governance) | 4 coordination (622) 20 accountability (115) 29 mutual accountability (32) | Strong emphasis on coordination; however, insufficient emphasis on the need for accountability and mutual accountability |
| Implementation | 1 plan (1076) 8 strategy (487) 21 resilien* (97) 36 best practice (9) 39 implementation plan (5) | Strong emphasis on implementation; however, insufficient attention to resilience (except for Malawi) |
| Monitoring and evaluation, reporting and intervention | 2 targets (868) 6 monitor (564) 10 report (357) 11 evalua* (307) 12 intervention* (298) 13 indicator (203) 14 M&E/monitor and evaluate/monitoring and evaluating (198) 20 accountability (115) 29 mutual accountability (32) 37 sex (7) 42 remed* (1) | Strong emphasis on M&E reporting, but an over-emphasis on targets. The centrality in Malabo of mutual accountability/ accountability is under-emphasised |

9. Alignment of the NAIP objectives with agriculture, food security and nutrition policies, strategy and implementation plan objectives

The success of CAADP NAIPs is, to an extent, dependent on an enabling policy environment. It is clear from the above assessment of policy change episodes that many agriculture and food security policies are lagging and have not been reviewed during the Maputo phase of CAADP. With this in mind, we investigate further the alignment of the various agriculture, food security and nutrition policies, strategies and plans in each country and their potential to support the achievement of food security and nutrition, we extracted the key objectives of each policy, strategy and plan to identify if the agriculture documents include mention of food security and nutrition,

if food security documents indeed focus on food security and if the nutrition documents include mention of food security.

The following discussion and tables provide an overview of this assessment per country. All information provided in these tables (Tables 7-17) in respect of policies and strategies is limited to documents sourced from (i) the WHO database of nutrition policies, strategies and plans (<https://extranet.who.int/nutrition/gina/fr>), (ii) documents in the public domain, (iii) documents mentioned in the 11 NAIPs and (iv) documents provided by third parties. Each country's policy landscape and incidences of change are reported below. The cells in Tables 7 – 17 that are shaded green indicate policies, the cells shaded orange are strategies and the cells shaded yellow are action plans.

9.1. Benin

In 2009, Benin developed a food and nutrition strategy which was most likely necessitated by the 2008 floods that affected most of the Sahel region (Sammi et al., 2012). No prior policy could be identified and the strategy has not been renewed. Is it possible that the emergency necessitated the urgent development of a strategy that could not wait for the development of a policy that would have to go through all the political channels. Benin's 2011 agriculture strategy was revised in 2017 (Table 7). However, we found no evidence that a policy was developed before either of these strategies. Benin's National Plan of Action for Nutrition was developed in 2016, without a preceding policy. The 2014 Malabo Declarations likely influenced the revision of the Benin agriculture strategy as the agriculture strategy and the NAIP are both contained in one document that was finalised in 2017.

The same objective appears in the agriculture strategy and the NAIP. This objective aligns with the SDGs as well as the Malabo commitments, highlighting issues of sustainable development, food security and agriculture. While the custodian of the NAIP is the Ministry of Agriculture, the coordination structure suggests that there will be oversight by a higher-level entity. The Benin NAIP emphasises the need for coordination. However, while the policies that align with the NAIP are mentioned in the document (see Table 6), no reference is made to the 2016 Plan of Action for Nutrition that was issued by the Ministry of Public Health.

Table 7: Benin: Policies, strategies and (strategic) plans

| Benin | Name | Date | Custodian | Objective |
|-------------|--|-----------------------------------|---------------------------------------|--|
| Agriculture | Plan stratégique de développement du secteur agricole (PSDSA) : Orientations stratégiques 2025 (NB: This document forms the first part of the Benin NAIP 2 (see below) | 2017 (Republic of Benin, 2017) | Ministry of Agriculture and Fisheries | To improve the performance of Beninese agriculture, to enable it to ensure sustainable food sovereignty, food and nutrition security and to contribute to economic and social development of Benin's men and women to achieve the Sustainable Development Goals (SDGs) (pp.15) |

| | | | | |
|-----------------------------|---|--------------------------------|--|--|
| | Plan stratégique de relance du secteur agricole (PSRSA) | 2011 (Republic of Benin, 2011) | Ministry of Agriculture, Livestock and Fisheries | The overall objective is to improve the performance of Beninese agriculture, to ensure sustainable food and nutritional sovereignty, to contribute to Benin's economic and social development and to achieving the Millennium Development Goals for Development (MDGs) and poverty reduction (pp.25) |
| Food security and nutrition | Plan d'Action national pour l'Alimentation et la nutrition | 1993 | Council of Ministers | Although referred to on the WHO website, a copy of this document could not be found |
| | Plan stratégique de développement de l'Alimentation et de la nutrition | 2009 (Republic of Benin, 2009) | The Core Group for Nutrition | The overall objective pursued is the repositioning of nutrition at the heart of development for greater visibility of the sub-sector in contributing to wealth creation and the achievement of the Millennium Development Goals, part B. (pp. 22) |
| Nutrition | Plan d'actions de la politique du secteur santé pour la nutrition 2016 - 2020 | 2016 | Ministry of Public Health | The document itself not available online and no information was available on whether it was adopted or not. |

9.2. Burkina Faso

Burkina Faso's 2008 nutrition policy and strategy were passed in 2010. The nutrition policy was revised in 2016 - most likely influenced by the number of nutrition events and commitments occurring between 2008 and 2016, including the launch of the SDGs. No agriculture policies or strategies could be identified for Burkina Faso (Table 8). In 2013, a food security and nutrition policy was adopted, but no strategy was developed.

The food security and nutrition policy was revised in 2016, but again no strategy could be found. The food security and nutrition policy makes an implicit shift from focusing on the MDGs to the SDGs, indicating that this event may have triggered a review of the policy. The duration of the policy is not provided, but the end line for meeting the objectives is 2025. The early review of the policy indicates that the country is cognisant of the fact that emerging issues and commitments may necessitate the updating of policies.

While the objective of the NAIP mentions nutrition, the focus of the NAIP is on agriculture with the emphasis on fisheries and wildlife. Placing emphasis primarily on production does not align with the Malabo Declarations. This oversight is further evidenced by the lack of reference to the

nutrition policy which was issued by the Ministry of Health in 2016. The coordinating body of the NAIP is a steering committee located within the Ministry of Agriculture and Fisheries.

Table 8: Burkina Faso: Policies, strategies and (strategic) plans

| Burkina Faso | Name | Date | Custodian | Objective |
|-----------------------------|---|---------------------------------------|---|---|
| Food security | La strategie nationale de securite alimentaire (SNSA) | 2004 (Republic of Burkina Faso, 2016) | Not explicitly mentioned on the title page of the document. | Could not be found in any of the above listed sources. |
| Food security and nutrition | Politique nationale de sécurité alimentaire et nutritionnelle | 2013 (Republic of Burkina Faso, 2013) | Not explicitly mentioned on the title page of the document. | The National Food and Nutrition Security Policy sets a global goal of ensuring sustainable food and nutrition security by 2025 (pp. 36) |
| Nutrition | Plan national d'Action pour la Nutrition | 1999 | Not explicitly mentioned on the title page of the document. | Although referred to on the WHO website, a copy of this document could not be found |
| | Politique nationale de nutrition | 2008 | Ministry of Health | Although referred to on the WHO website, a copy of this document could not be found |
| | Plan stratégique nutrition | 2010 (Republic of Burkina Faso, 2010) | Ministry of Health | Contribute to the improvement of the nutritional status of the populations of Burkina Faso by 2015 (pp. 15) |
| | Politique nationale de nutrition | 2016 (Republic of Burkina Faso, 2016) | Ministry of Health | Improve the nutritional status of populations through the implementation of interventions Multisectoral (pp. 17) |

9.3. Cote d'Ivoire

Cote d'Ivoire passed a nutrition policy in 2008 and a strategy in 2009. Seven years later, the nutrition policy was revised. However, the policy was passed before the SDGs were finalised. This sequencing might necessitate the review of the policy to ensure that it incorporates all the priorities encompassed in the SDGs. The 2015 nutrition policy was followed by a strategy passed in 2016 (Table 8). No agriculture, food security or food security and nutrition policies, strategies and plans could be found for Cote d'Ivoire (Table 9). The lack of policies, strategies and plans focused on

these areas can be attributed to political instability between the periods 2002 - 2007 (the World Bank, 2008).

The objective of the NAIP is primarily focused on agriculture. While no agriculture policy or strategy exists, reference is made to the regional ECOWAS agricultural policy. The NAIP overlooks several components of food security. Nutrition is not mentioned, yet it is a primary objective of the Malabo Declarations. The attention on agriculture is also reflected in the indicator set with 82% of the indicators focused on primary production (Hendriks et al., 2018). There is a mismatch between the objectives of the agriculture sector and the nutrition sector documents, which appear to be predominantly focused on health, suggesting that ministries in Cote d'Ivoire could still be working in silos.

Table 9: Cote d'Ivoire: Policies, strategies and (strategic) plans

| | | | | |
|-------------|---|---|--|--|
| Agriculture | Plan directeur du développement agricole (PDDA) 1992-2015 | 1993 (Republic of Cote D' Ivoire, 1993) | Ministry of Agriculture and Animal Resources | To improve: <ul style="list-style-type: none"> - productivity and competitiveness; - the search for self-sufficiency and food security; - the extensive diversification of agricultural production; - the development of marine and lagoon fisheries; - the rehabilitation of the forest heritage (pp.15) |
| Nutrition | Plan national d'Action pour la nutrition 1994-2000 | 1994 (Republic of Cote d'Ivoire, 1994) | National Committee for Food and Development | The general objective is to seek improvement in the nutritional status of the population through better consideration of nutritional problems in the formulation of development programs and projects (pp.13) |
| | Plan stratégique quinquennal de nutrition 2009-2013 | 2009 (Republic of Cote d'Ivoire , 2009) | Document itself not available on the WHO website | Although referred to on the WHO website, a copy of this document could not be found |
| | Politique nationale de nutrition | 2008 (Republic of Cote d'Ivoire, 2008) | Ministry of Health | To improve the nutritional status of the population, especially the most vulnerable groups especially children, women of reproductive age, person infected and affected by HIV, orphans and vulnerable children due to HIV/AIDS and those crises, emergencies and natural disasters (pp.19) |

| | | | | |
|--|--|--|---|--|
| | Politique nationale de nutrition | 2015 (Republic of Cote d'Ivoire , 2015) | Ministry of Health and Public Hygiene | The new nutrition policy aims to "guarantee the entire population an optimal nutritional status in order to improve their well-being and sustainably support inclusive growth and development of the country" (pp. 12) |
| | Plan national multisectoriel de nutrition 2016 – 2020 | 2016 (Republic of Cote d'Ivoire , 2016) | Not explicitly mentioned on the title page of the document but document was signed off by Minister of Economy, Finance and Budget | To improve the nutritional status of the population (pp.16) |

9.4. Ghana

Ghana's 2002 agricultural policy was renewed in 2007. No strategies could be found that were linked to these policies. There is also no indication that the 2007 policy was revised or renewed. Although no timeline for the agriculture policy is provided, it is assumed that the policy cycle is five-years based on the renewal of the 2002 policy in 2007 (Table 10).

Ghana's nutrition policy was adopted in 2014. No strategy could be found. The development of a nutrition policy might have been influenced by several of the nutrition events that took place leading up to 2014. The nutrition policy predates the SDGs and should be revised as the policy only refers to meeting the objectives of the MDGs which have since expired.

The objective of Ghana's NAIP prioritises food security and nutrition. However, no reference to the nutrition policy is made. The Ministry of Finance and Parliament are responsible for overseeing the implementation of the NAIP. The only other ministry referred to in the NAIP is the Ministry of Fisheries and Aquaculture Development. The lack of recognition of the role of other ministries in achieving the objectives of the Malabo Declarations is evident. It must be noted, however, that Ghana's NAIP was still in the early stages of being developed at the time this review was conducted.

Table 10: Ghana: Policies, strategies and (strategic) plans

| Ghana | Name | Date | Custodian | Objective |
|-------------------------------|-----------------------------|-------------------|----------------------------------|---|
| Agriculture and food security | Food and agriculture sector | 2002 (Republic | Ministry of Food and Agriculture | Although referred to on the WHO website, a copy of this document could not be found |

| | | | | |
|-----------------------------|--|--------------------------------|----------------------------------|---|
| | development policy | of Ghana, 2007) | | |
| | Food and agriculture sector development policy (FASDEP II) | 2007 (Republic of Ghana, 2007) | Ministry of Food and Agriculture | To modernise agriculture culminating in a structurally transformed economy and evident in food security, employment opportunities and reduced poverty (pp.20) |
| Food security and nutrition | National plan of action on food and nutrition | 1995 (Republic of Ghana, 1995) | Ministry of Agriculture | To improve the nutritional status of all Ghanaians (pp.11) |
| Nutrition | National nutrition policy 2014-2017 | 2014 (Republic of Ghana, 2014) | Ministry of Health | To ensure optimal nutrition of all people living in Ghana throughout their lifecycle (pp.24) |

9.5. Guinea

Guinea's agriculture policy was launched in 2007 and revised in 2017 (Table 11). Similarly, the food security and nutrition policy was developed in 2005 with revisions conducted in 2015 (also the timeframe indicated on the actual policy document). The revised food security and nutrition policy is not captured in Table 10 because although reference is made to the revision of this document in the 2016 SUN annual report, there is no indication that the policy has been adopted (Secreteriat, 2016). While both policies were due for renewal, the 2014 Ebola crisis, which exacerbated food insecurity in Guinea (FAO and WFP, 2014) might have accelerated efforts to revise the policy. Considering the various events and new commitments that have emerged since 2005, including the Malabo Declarations and the SDGs, the policy cycle in Guinea of ten years is too long. As mentioned above, a typical policy cycle is five-years and should ideally include a mid-term review where amendments can be made to incorporate emerging issues, concerns and commitments.

The objective of the Guinea NAIP is a replication of the 2016 National Agriculture Development Policy, focussing on the contribution of the agriculture sector to food security and nutrition. This focus indicates that awareness exists that the agriculture sector alone cannot be responsible for food security and nutrition. However, the NAIP does not mention the 2016 food security and nutrition policy.

The custodian of the food security and nutrition policy is the Ministry of Public Health, while the coordinating entity of the NAIP is the National Orientation and Steering Council. Although the custodian of the food security and nutrition policy is the Ministry of Public Health's Food and Nutrition Unit, the 2005 policy proposes an overarching coordination committee at the level of Cabinet. It is unclear what structure the revised policy proposes. However, the NAIP should ensure that it does not propose the creation of a parallel structure that has similar functions to a structure that already exists.

Table 11: Guinea: Policies, strategies and (strategic) plans

| Guinea | Name | Date | Custodian | Objective |
|-------------|--|---------------------------------|---|--|
| Agriculture | Politique Nationale de Développement Agricole (PNDA) Vision 2015 | 2007 (Republic of Guinea, 2007) | Ministry of Agriculture, Animal Husbandry, Environment and Water and Forests | To facilitate increased food production, reclaim the internal market and revive exports while preserving the productive base (pp.16) |
| | Politique Nationale de Développement Agricole (PNDA 2016 – 2025) | 2017 (Republic of Guinea, 2017) | Ministry of Agriculture Ministry of Livestock and Animal Production Ministry of Fisheries, Aquaculture and Maritime Economy Ministry of Environment, Water and Forests | Increasing the contribution of the agricultural sector to food security, nutrition and the reduction of poverty of the Guinean population. (pp.35) |
| Nutrition | Politique National et Plan d'Action pour la Nutrition en Guinée | 1994 (Republic of Guinea, 1994) | Ministry of Health, Nutrition Division | To improve the nutritional status of the population in general and of vulnerable groups in particular and improve people's nutrition (pp.17) |
| | Politique Nationale d'Alimentation – Nutrition (2005-2015) | 2005 (Republic of Guinea, 2005) | Ministry of Public Health, Food and Nutrition Section | To improve the nutritional status of the population in general and that of vulnerable groups in particular (pp.20) |

9.6. Guinea-Bissau

Guinea-Bissau's 2002 agriculture policy and corresponding agriculture strategy were adopted in 2002 (Table 12). There is no indication that the agriculture policy has ever been revised. After the development of the 2006 Medium-term investment plan, supported by FAO, the country's President made a special request to the Director-General of FAO to support the development of a food security programme (Republic of Guinea-Bissau, 2008). In 2008, a food security programme was established.

The NAIP has no explicit objective but instead states that “The investment plan will guide: i) the country's policy and investment responses to the Maputo Commitment, the Malabo Declaration and the Sustainable Development Goals (SDGs)” (Republic of Guinea-Bissau, 2017:6). The NAIP makes no mention of the nutrition policy but refers to the 2002 agriculture policy. It also makes reference to the 2015 Common Agriculture Policy of ECOWAS.

Table 12: Guinea-Bissau: Policies, strategies and (strategic) plans

| | | | | |
|---------------|---|--|--|--|
| Agriculture | Lettre de politique de développement agricole | 2002 (Republic of Guinea-Bissau, 2002 (b)) | Ministry of Agriculture, Forestry, Hunting and Livestock | Guarantee food security, increase and diversify agricultural exports, ensure the rational management and preservation of agro-sylvopastoral and improve the living environment of rural populations (pp.22) |
| | Plan d'action de la lettre de politique de développement agricole | 2002 (Republic of Guinea-Bissau, 2002a) | Ministry of Agriculture, Forests, Hunting and Livestock | The Government's overall agricultural policy objectives under the ADLP have been translated into quantitative production targets. All measures and actions identified in the Action Plan have been developed to achieve them. In addition to these quantitative objectives, the Action Plan aims at setting up efficient structures and institutions, adequate well managed infrastructures (water control, storage transformation), which will favour the full development of the sector. in the years to come (pp. 17). These objectives focus on improved production in cereals, cashews, fruits, cotton, breeding of livestock and forestry. |
| Food security | Programme nationale de securite alimentaire 2008-2013 (PNSA) | 2008 (Republic of Guinea-Bissau, 2008) | Ministry of Agriculture and Rural Development | The PNSA aims by 2015 to contribute to the progressive eradication of hunger and food insecurity and promote the integral and sustainable socio-economic development of the population, especially the most vulnerable, through a sustainable increase in production and low-cost productivity, along with other measures to ensure populations access, availability and stable, qualitative and quantitative use of goods while at the same time preserving natural resources (pp.54) |

| | | | | |
|-----------------------------|--|---|--|--|
| Food security and nutrition | Plano nacional de alimentacao E nutricao | 1994 | Document itself not available on the WHO website | Although referred to on the WHO website, a copy of this document could not be found |
| Nutrition | Politique nationale de nutrition (2014-2025) | 2014 (Republic of Guinea-Bissau, 2014a) | Ministry of Public Health | To improve the nutritional status of the population in Guinea-Bissau, particularly vulnerable people, by creating synergies between direct nutrition interventions and those of other sectors sensitive to nutrition (pp.16) |
| | Plano estratégico de nutrição (2015-2019) | 2014 (Republic of Guinea-Bissau, 2014b) | Ministry of Public Health | To ensure the implementation, extension and synergy of direct nutrition interventions and sensitive sectors, a view to improving the nutritional status of Guineans (pp.20) |

9.7. Liberia

The Liberian interim agriculture policy was issued in 2006, following the long period of civil war which disrupted Liberia's agricultural system (Radelet, 2007). In 2008, the country developed a food security and nutrition strategy which was multi-sectoral in orientation even though its development was led by the Ministry of Agriculture (Table 13). No policy was developed prior to the strategy that was revised in 2015. In the same year, the food and agriculture policy and strategy (FAPS) were concurrently adopted. A nutrition policy was also adopted in 2008 but no strategy was developed. The high number of policies implemented in this period reflects the country's attempts to rebuild after the civil war. It is worth noting is that both the agriculture and health sector integrated nutrition in the policy objectives. With an exception of the food security and nutrition strategy, these policies need to be reviewed and updated to ensure that they align with new continental and international commitments.

The objective of the NAIP seems to be aligned with the Malabo Declarations as it covers most of the theme areas in the AU Biennial Review technical guidelines such as agriculture, agricultural value chains, resilience, food and nutrition security, environmental health as well as job and wealth creation. The NAIP also makes reference to all the relevant policies and strategies as well as the regional agricultural policy (see Table 6). It is therefore not surprising that their indicator set is also well balanced within the BR thematic areas (Hendriks et al., 2018).

Table 13: Liberia: Policies, strategies and (strategic) plans

| Liberia | Name | Date | Custodian | Objective |
|-------------|-------------------------------|----------------|-------------------------|---|
| Agriculture | A statement of intent for the | 2006 (Republic | Ministry of Agriculture | A copy of this document could not be found. |

| | | | | |
|-----------------------------|---|-------------------------------------|--|--|
| | agriculture sector | of Liberia, 2018) | | |
| Agriculture and food | Food and agriculture policy and strategy (2008-2013) | 2008 (Republic of Liberia, 2008(a)) | Ministry of Agriculture | <p>A revitalized and modernized food and agriculture sector that is contributing to shared, inclusive and sustainable economic growth and development of Liberia by</p> <ul style="list-style-type: none"> -Making safe and nutritious foods available in sufficient quantity and quality at all times to satisfy the nutritional needs of all Liberians; -Ensuring inclusive and pro-poor growth in agricultural production, productivity, competitiveness, value addition and diversification, and linkages to markets; and building effective and efficient human and institutional capacities of stakeholders to plan, deliver services, invest, and monitor activities, while concurrently sustaining natural resources, mitigating risks to producers and mainstreaming gender and youth considerations (pp. 18) |
| Food security and nutrition | National food security and nutrition strategy | 2008 (Republic of Liberia, 2008b) | Ministry of Agriculture | To make certain that food is available and all Liberians are able to have reliable access to the food they need and are able to utilize it to live active and healthy lives (pp.3) |
| | National food security and nutrition strategy (revised) | 2015 (Republic of Liberia, 2018) | Ministry of Agriculture | A copy of this document could not be found. |
| Nutrition | National nutrition policy | 2008 (Republic of Liberia, 2008) | Ministry of Health, Government of Liberia. | To ensure adequate nutritional intake and utilization for all people living in Liberia, especially the most vulnerable to ensure health and well-being for sustainable economic growth and development (pp.11) |

9.8. Malawi

Malawi's action plan for nutrition was first adopted in 1996, following the implementation of the food and nutrition policy of 1990 and the action plan for nutrition was revised in 2000 (Table 14). In 2005, the food and nutrition security policy was renewed. At this time the policy was split into two: a food security policy and a nutrition policy adopted in 2006 and 2007, respectively. This split was influenced by the realisation that the preceding food security and nutrition policy did not give adequate attention to nutrition (Republic of Malawi, 2007). Whilst the nutrition policy and strategic plan were developed concurrently, no strategy was developed for the food security policy. The 2009 food security policy has not been revised nor renewed. The 2007 nutrition policy and strategic plan was revised in 2009 but there is no indication of whether this version was adopted as most documents still refer only to the original 2007 version. This policy was revised to improve coordination of nutrition service delivery (Meerman, 2008). Although it is unclear if the revised policy was adopted, the revision highlights the importance of mid-term reviews in a policy life cycle. The nutrition policy period lapsed in 2012.

Six years later, in 2018, the nutrition policy was renewed along with its strategic plan. Although the policy was already due for review, the need to align the policy to a number of commitments such as the SDGs, scaling up nutrition (SUN) movement and WHO assembly targets also necessitated the revision (Republic of Malawi, 2018 (a)). Noteworthy is that the review of the nutrition policy also occurred just after the 2015/2016 drought that left many Malawians food insecure (Republic of Malawi & MVAC, 2015). The delay in the adoption of the revised nutrition policy and strategy is a consequence of political events that stalled the process. The review of the nutrition policy began as early as 2012, with a final draft of the policy being released in 2013 (Republic of Malawi, 2013). However, a change of government in 2014 and the development of the 2015 Malawi Public Sector Reforms (Malawi, 2015) resulted in the Department of Nutrition, HIV and AIDS (DNHA) being moved out of the Office of the President and Cabinet and into the Ministry of Health. This shift created uncertainties concerning the role and independence of the DNHA. The policy processes stalled until clarity was provided (Babu et al., 2016). These challenges resulted in a six-year delay in the adoption of the nutrition policy. To the credit of the Malawian government, the 2013 policy was revised to ensure alignment with emerging issues and commitments.

As regards agriculture, the HIV/AIDS agricultural sector policy and strategy were developed in 2003 following the 2002 food crisis in Malawi and the heightened awareness of the surge of HIV. Even though the food crisis was mainly caused by weather related shocks, loss of labour productivity due to the prevalence of HIV/AIDS worsened the situation (Menon, 2007). In 2016, Malawi developed a national agriculture policy which is aligned with a number of international and regional commitments on agriculture such as the SDGs, Malabo Declarations and the New Alliance for Food Security and Nutrition (Republic of Malawi, 2016b). The strategic plan for the agricultural policy (known as the Agriculture Sector Food and Nutrition Strategy 2017-2021) is still being drafted. Except for the HIV/AIDS agricultural sector policy and strategy, all the other policies included nutrition in their objectives.

The 2018 NAIP adopted the national agriculture policy's objective. The objective focuses on sustainable agricultural transformation as a vehicle for agricultural growth, increase in income of farm households and improved food security and nutrition. These objectives align with the Malabo Declarations and other related development frameworks. Even though the NAIP is based on the national agriculture policy as evidenced by the alignment in objectives, it does highlight a number

of policy frameworks from other sectors, the national development plans (Malawi Growth and Development Strategy), regional, continental as well as international policy frameworks that has influenced the development of the NAIP. The NAIP also refers to the 2016 national nutrition policy which had not been officially adopted at the time the NAIP was being developed.

Table 14: Malawi: Policies, strategies and (strategic) plans

| Malawi | Name | Date | Custodian | Objective |
|-----------------------------|--|------------------------------------|---|---|
| Agriculture | HIV/AIDS agricultural sector policy and strategy | 2003 (Republic of Malawi, 2003) | Ministry of agriculture and irrigation | To mainstream HIV/AIDS and gender issues into all agricultural programmes and projects (pp.9) |
| | National agriculture policy | 2016 (Republic of Malawi, 2016) | Ministry of agriculture, irrigation and water development | To achieve sustainable agricultural transformation that will result in significant growth of the agricultural sector, expanding incomes for farm households, improved food and nutrition security for all Malawians, and increased agricultural exports (pp.10) |
| Agriculture and food | | | | |
| Food security | Food security policy | 2006 (Republic of Malawi, 2006) | Ministry of agriculture and food security | To guarantee that all men, women, boys and girls, especially under-fives in Malawi have, at all times, physical and economic access to Sufficient nutritious food required to lead a healthy and active life (pp.9) |
| Food security and nutrition | Food security and nutrition policy | 1990 (Republic of Malawi, 2007) | No indication of the custodian was available in the source of this document | A copy of this document could not be found in the sources mentioned in the introductory paragraph above |
| | Food and nutrition security policy | 2005 (Republic of Malawi, 2005) | The Ministry of Agriculture | To significantly improve the food and nutrition security of the population (pp.7) |
| Nutrition | National plan of action for nutrition | 2000 | The Ministry of Agriculture and Irrigation Development | Although referred to on the WHO website, a copy of this document could not be found |
| | National nutrition policy | | Department of Nutrition, | To have a well-nourished Malawi nation with sound human resource |

| | | | | |
|--|--|--------------------------------------|---------------------------------------|---|
| | and strategic plan 2007-2012 | 2007 (Republic of Malawi, 2007) | HIV and AIDS | that effectively contributes to the economic growth and prosperity of the country (pp.46) |
| | National nutrition policy and strategic plan 2007 – 2012 (revised) | 2009 (Republic of Malawi, 2009) | Department of Nutrition, HIV and AIDS | To have a well-nourished Malawi nation with sound human resource that effectively contributes to the economic growth and prosperity of the country (pp. 25) |
| | National multi-sector nutrition policy 2018-2022 | 2018 (Republic of Malawi , 2018 (a)) | Department of Nutrition, HIV and AIDS | To have a well-nourished Malawian population that effectively contributes to the economic growth and prosperity of the country (pp.12) |
| | National multi-sector nutrition strategic plan 2018-2022 | 2018 (Republic of Malawi , 2018(b)) | Department of Nutrition, HIV and AIDS | To attain optimal nutrition for all Malawians by 2021 with emphasis on children under the age of 5, pregnant and lactating women, and other vulnerable groups (pp.14) |

9.9. Niger

Niger developed a food and nutrition policy in 2006 but no strategy could be found. Niger also launched a nutrition action plan in 2006 (Table 15). No policy was developed prior to this action plan. It is likely that the nutrition plan of action was developed as the strategy for implementing the policy. The development of these documents in 2006 was likely to be influenced by the famine that Niger faced in 2005/2006 period. The 2006 food and nutrition policy has not been revised nor renewed.

The 2012 nutrition policy was revised and a new nutrition policy was formulated in 2016 followed by a strategy/plan of action which was developed in 2017. The 2016 nutrition policy shifted focus from a single sector (health) responsibility to a multi-sectoral approach (Republic of Niger, 2016b). The revision of the nutrition policy was likely influenced by the commitments the country signed on to post 2012, including the World Health Assembly resolution on nutrition, the SUN movement and the SDGs. No agriculture and food security policies, strategies or plans *per se* could be found.

The objective of the NAIP primarily focuses on nutrition, specifically on the 3N initiative “Nigeriens Nourishing Nigeriens”. This is reflected in the policies that guide the NAIP as they also place much emphasis on nutrition and no agriculture policy or strategy exists. The NAIP, however, refers to the irrigation strategy and the environment plan for sustainable development.

Table 15: Niger: Policies, strategies and (strategic) plans

| Niger | Name | Date | Custodian | Objective |
|-------|------|------|-----------|-----------|
|-------|------|------|-----------|-----------|

| | | | | |
|-----------------------------|--|------------------------------------|---|---|
| Food security and nutrition | Politique nationale en matière d'alimentation et de nutrition | 2006 (Republic of Niger, 2006 (b)) | Not explicitly mentioned on the title page of the document. | To: <ul style="list-style-type: none"> - guarantee to everyone permanently a sufficient, healthy and satisfactory food security; - Give everyone the opportunity to be and stay in good health and nutritional well-being; - Achieve socially sustainable and safe development for the environment to help improve nutrition and health (pp.53) |
| Nutrition | Plan national d'Action pour la nutrition (2007-2015) | 2006 (Republic of Niger, 2006a) | Not explicitly mentioned on the title page of the document. | To: <ul style="list-style-type: none"> - Guarantee every citizen access to a sufficient, healthy diet that is nutritionally satisfactory; - Give everyone the opportunity to be and stay healthy and to access nutritional well-being; - Achieve socially sustainable and safe development for the environment in order to contribute to the improvement of nutrition and health (pp.53) |
| | Politique nationale de nutrition | 2012 (Republic of Niger, 2016a) | | A copy of this document could not be found |
| | Politique nationale de sécurité nutritionnelle (2016-2025) | 2016 (Republic of Niger, 2016b) | Not explicitly mentioned on the title page of the document. | To eliminate all forms of malnutrition through a broad multisectoral mobilization of institutional, human and financial resources (pp.14) |
| | Plan d'Action de la politique nationale de sécurité nutritionnelle (2017-2019) | 2017 (Republic of Niger, 2016a) | | A copy of this document could not be found |

9.10. Nigeria

Three agriculture policy documents were found for Nigeria. The first was a policy passed in 2000. No strategy was identified for this policy. The second document was the 2011 Agriculture

Transformation Agenda, which is commonly referred to as the country's agriculture strategy. The third document was the revised 2016 Agriculture Promotion Policy. Again, no strategy for this policy could be found.

In 2002, Nigeria developed a policy on food security and nutrition. Subsequent to this policy, a National Plan of Action on Food and Nutrition was developed in 2004. This plan of action appears to have been the strategy as it reiterates the objectives of the 2002 policy. The food security and nutrition policy was revised in 2016. Interestingly, over a period of 14 years, the primary objective of Nigeria's food security and nutrition policy has remained the same with the exception of the mentioning of vulnerable groups. The policy objective predominantly focuses on nutrition and makes no mention of food security. While the custodian of the policy is the Ministry of Budget and National Planning, the oversight institution for the implementation of the policy is the National Council on Nutrition which is located in the Presidency and chaired by the Vice-President.

Nigeria presents an interesting case as it has a 2017 food security and nutrition strategy specifically for the agriculture sector. This strategy was developed to address issues of food security and nutrition from the perspective of the agriculture sector. Nigeria also has a 2014 health sector strategic plan of action for nutrition. This document precedes the 2016 food and nutrition policy and is actually a sector strategy for the 2002 food and nutrition policy (Federal Republic of Nigeria, 2014). The policy sequencing appears to present a problem in this case, reflecting the need for an amendment to update the strategy to ensure that it aligns with the revised policy.

Both the agriculture and food security policies were revised after a period of over ten years. The 2016 – 2017 famine in northeast Nigeria (Net, 2016) might have predicated the need for the review of the food and nutrition policy. Table 11 presents a listing of several events that occurred during this period that would have had significant impact on food security and nutrition in Nigeria. National events ranging from political instability (Osuolale, et al., 2016) to weather-related shocks and disasters (Otaha, 2013) have worsened food insecurity in Nigeria. These events indicate that the policy cycle is far too long and should be shorter to accommodate reviews and amendments of policies in light of emerging issues.

The objective of Nigeria's NAIP mentions food security and aligns with the objectives of the Malabo Declarations. However, the NAIP makes no mention of the food security and nutrition policy or even the agriculture sector food security and nutrition strategy. The NAIP proposes a coordination structure under the oversight of the Presidency, yet a coordination structure for food security and nutrition already exists. The lack of alignment of the NAIP with the food security and nutrition policy could lead to duplication of efforts.

Table 16: Nigeria: Policies, strategies and (strategic) plans

| Nigeria | Name | Date | Custodian | Objective |
|-------------|-----------------------------|------|---------------------------|---|
| Agriculture | National Agriculture Policy | 2000 | Federal Executive Council | Although referred to on the WHO website, a copy of this document could not be found |

| | | | | |
|-----------------------------|---|--|---|---|
| | Agriculture Transformation Agenda | 2011 (FMARD, 2011) | Federal Ministry of Agriculture and Rural Development | To achieve a hunger-free Nigeria through an agricultural sector that drives income growth, accelerates achievement of food and security nutrition, generates employment and transforms Nigeria into a leading player in global food markets to grow wealth for millions of farmers” (pp. 21) |
| | The Agriculture Promotion Policy (2016-2020) | 2016 (Federal Republic of Nigeria, 2016a) | Federal Ministry of Agriculture and Rural Development | The policy emphasis is on providing a conducive legislative and agricultural knowledge framework, macro policies, security enhancing physical infrastructure and institutional mechanisms for coordination and enhancing access to adequate inputs, finance, information on innovation, agricultural services and markets (pp.13) |
| Agriculture and Food | National Agriculture and Food Security Strategy | 2010 (Federal Republic of Nigeria, 2010) | Federal Ministry of Agriculture and Rural Development | To ensure sustainable access, availability and affordability of quality food for all Nigerians and for Nigeria to be a significant net provider of food to the global community (pp. 7) |
| Food Security | National Policy on Food and Nutrition | 2002 (Federal Republic of Nigeria, 2002) | National Planning Commission | To improve the nutritional status of all Nigerians, with particular emphasis on the most vulnerable groups, i.e., children, women and the elderly (pp.6) |
| Food Security and Nutrition | National Plan of Action on Food and Nutrition | 2004 (Federal Republic of Nigeria, 2004) | National Planning Commission | To improve the nutritional status of all Nigerians, with particular emphasis on the most vulnerable groups, i.e., children, women, and the elderly (pp.3) |
| | National Policy on Food and Nutrition | 2016 (Federal Republic of Nigeria, 2016 (b)) | Ministry of Budget and National Planning | To attain optimal nutritional status for all Nigerians, with particular emphasis on the most vulnerable groups such as children, adolescents, women, elderly, and groups with special nutritional needs (pp.9) |
| | Agricultural Sector Food Security and | 2017 (Federal Republic of | Federal Ministry of Agriculture | To improve the food and nutrition security of all Nigerians while empowering women and promoting resilience of the most vulnerable |

| | | | | |
|--|---|--|-----------------------|---|
| | Nutrition Strategy 2016 – 2025 | Nigeria, 2017) | and Rural Development | through sustainable agricultural livelihoods (pp.10) |
| | National Strategic Plan of Action for Nutrition (2014-2019) | 2014 (Federal Republic of Nigeria, 2014) | Ministry of Health | To build upon the framework outlined in the NFNP to improve the nutritional status throughout the lifecycle of Nigerians, with a particular focus on vulnerable groups, especially women of reproductive age and children under five years of age (pp.11) |

9.11. Togo

Togo's 1996 nutrition action plan does not seem to have a preceding policy and has not been renewed. Togo's 1993 agriculture policy was revised in 1996 (Table 17). The revision in the policy was mostly likely influenced by the 1991-93 social and political crisis in Togo that resulted in an economic downturn and depressed public investment in agriculture (World Bank, 2000). This was followed by an agricultural strategy in 2004. It is not clear if this strategy was developed to implement the 1996 policy as we could not source the document itself. In 2006, Togo reviewed and developed a new agriculture policy and strategy that was passed in 2008. In 2012, the agriculture policy was revised and updated. However, three years later, in 2015, a new agriculture policy and its strategy were formulated concurrently with a 2030 vision. This was likely influenced by the need to align the policy with the sustainable development goals.

Togo also had a food security and nutrition policy in 2010, with a strategy that was adopted in 2012. Togo has no policies and strategies on food security. Unlike many countries that adopted a multi-sectoral approach in dealing with food security and nutrition, nutrition is still the responsibility of the Ministry of Health in Togo. The objective of the NAIP places emphasis on agriculture, income of agricultural households, and reduction in malnutrition, food insecurity and poverty. This is in line with the Malabo Declarations and the SDGs.

Table 17: Togo: Policies, strategies and (strategic) plans

| Togo | Name | Date | Custodian | Objective |
|-------------|--|-------------------------------|---|--|
| Agriculture | Politique de développement agricole (DPDA) 1993-1997 | 1993 (Republic of Togo, 2006) | Ministry of Agriculture, Breeding and Fishing | A copy of this document could not be found |
| | Politique de développement agricole (DPDA) Revised (1996-2000) | 1996 (Republic of Togo, 2006) | Ministry of Agriculture, Breeding and Fishing | A copy of this document could not be found |

| | | | | |
|-----------------------------|--|---------------------------------------|--|--|
| | Stratégie de Développement du Secteur Agricole | 2004 (Republic of Togo, 2006) | Ministry of Agriculture, Breeding and Fishing | A copy of this document could not be found |
| | Note de politique agricole (2007-2011) | 2006 (Republic of Togo, 2006) | Ministry of Agriculture, Breeding and Fishing | To increase the income of farmers and to contribute to the improvement of the living conditions of rural people, in conditions of sustainable development, and with special attention to poorer or the most vulnerable (especially young people and women) (pp.6) |
| | Strategie De Relance de La Production Agricole Plan D'actions D'urgence | 2008 (Republic of Togo, 2008) | Ministry of Agriculture, Breeding and Fishing | The overall objective of the agricultural policy note is to increase the income and improvement of the living conditions of rural populations under conditions of sustainable development, and with particular attention to the poorest or the most vulnerable (especially young people and women) (pp.19) |
| | Politique Nationale de Développement Agricole du Togo (PNDAT) 2013-2022 | 2012 (Republic of Togo, 2013) | Ministry of Agriculture, Livestock and Fisheries | A copy of this document could not be found |
| | Politique agricole et du plan stratégique pour la transformation de l'agriculture au Togo à l'horizon 2030 (PA-PSTAT 2030) | 2015 (African Development Bank, 2016) | Ministry of Agriculture, Livestock and Fisheries | A copy of this document could not be found |
| Food Security and Nutrition | Politique Nationale de l'Alimentation et de la Nutrition (PNAN) 2010-2015 | 2010 (Republic of Togo, 2017) | Ministry of Health | A copy of this document could not be found |

| | | | | |
|-----------|---|-------------------------------------|--|--|
| | Plan Strategique National d'Alimentation et de Nutrition (2012-2015) | 2012 (Republic of Togo, 2012) | Ministry of Health | To combat malnutrition and promote a healthy diet and a satisfactory nutritional status among the Togolese population (pp.12) |
| Nutrition | Plan National D'Action Pour La Nutrition | 1996 | Document itself not available on the WHO website | Although referred to on the WHO website, a copy of this document could not be found. |

10. Summary of the findings

This study set out to investigate the extent of food security policy change between 2010 and 2018 in 11 countries actively engaged in the drafting of their CAADP NAIPs (informed by the Malabo Declarations) and to understand the extent to which these policy changes covered food security policies per se or food security-related policies in agriculture and nutrition.

Our findings reveal the complexity of agriculture, food security and nutrition policy contents and the lack of guidance and coherent approaches regarding both what a food security policy should include and cover as well as the lack of guidance and clarification on the role of a policy, an implementation strategy and a concomitant action plan.

Despite the call from CAADP in both the Maputo, and even more clearly in the Malabo, eras, there is little evidence of active policy review, deliberate strategy design and action planning to ensure the implementation of the intended priorities aimed at addressing critical issues such as food security and nutrition to achieve development goals and inclusive growth. There is increasing emphasis on nutrition at international, African, regional and country domestic level, resulting in food security not (and in some instances no longer) being recognised as a key integrated cross-cutting issue that is fundamental to a significant number of core quality of life matters. As a consequence, nutrition is being dealt with as a key focus area, distinct from (and not directly related to) the integrated concept of food security and nutrition.

The period 2014+ has seen a significant increase of, and changes in, the international, African and regional FSN contexts and conceptualisations (e.g the SDGs, Agenda 2063, the Malabo Declarations and the 2014 CAADP Implementation Guide). It would appear that these recent developments are not adequately accommodated in the 11 NAIPs we evaluated. Alignment of NAIPs with key international, African, regional and domestic frameworks was lacking in most cases. In addition, the NAIP IIs do not give sufficient evidence of the necessity to align existing country level policies and five-year Strategic Plans to the focus and contents of the five-year NAIPs. This may, possibly, be ascribed to the absence of an appropriate understanding on the part of NAIP drafting teams. This has resulted in, amongst others, the absence (in most cases) of sufficient (if any) references to and discussion of the role of the international, African and regional frameworks, as well as of the domestic existing constitutional, transversal long-term vision and five-year growth and development strategy frameworks.

Although nutrition is articulated as an overall policy goal in many of the country policies, strategies and plans, food security does not seem to have been well integrated into the policies as an integrated concept that is an outcome of agricultural growth and as a foundational requirement for achieving nutrition. Likewise, the relationship of agriculture and food security has not been well articulated in the NAIPs and through the policy landscape.

Firstly, only one country (Ghana) had an agriculture and food security policy, but no food security policy. One country (Nigeria) has an agriculture and food security strategy but no preceding policy. One country (Malawi) had a food security policy, but no (implementation) strategy could be found. Six countries (Burkina Faso, Guinea, Malawi, Niger, Nigeria and Togo) had integrated food security and nutrition policies, but only two of these (Nigeria and Togo) had a food security and nutrition (implementation) strategy that could be linked with its food security and nutrition policy. Two countries (Benin and Liberia) only had food security and nutrition strategies, with no preceding policies.

Secondly, of the eight countries (Burkina Faso, Cote d'Ivoire, Ghana, Guinea, Guinea-Bissau, Liberia, Malawi and Niger) that had nutrition policies, only four (Burkina Faso, Cote d'Ivoire, Guinea-Bissau and Malawi) had nutrition (implementation) strategies. One country (Nigeria) had a nutrition (implementation) strategy without having a nutrition policy. The remaining two countries (Benin and Togo) had no nutrition (implementation) strategies or had strategies that preceded the nutrition policies.

Thirdly, seven countries (Benin, Burkina Faso, Cote d'Ivoire, Guinea, Malawi, Niger and Togo) had Plans of Action for Nutrition (nutrition strategies or nutrition implementation strategies). Four countries (Benin, Ghana, Guinea-Bissau and Nigeria) developed Plans of Action for Food Security and Nutrition between 1993 and 2018. Liberia had no plans of action for nutrition or food security and nutrition because the country was at war during the time in which these plans of action emerged. While the ministry or department responsible for the development of the plan is not always mentioned, many of these plans were adopted at a very high level. For example, in Burkina Faso, the Plan was adopted by the President and Council of Ministers. In Benin, the adoption body was the Council of Ministers, and in Malawi, the Vice-President adopted the Plan. It remains unclear whether any of these Plans of Action have been, or are currently being, implemented.

Fourthly, there was little consistency across the countries regarding the policy objectives. Six countries' policy objectives (Benin, Burkina Faso, Ghana, Guinea, Liberia and Malawi) referred to food security and nutrition; two countries (Niger and Togo) to food security; two countries (Niger and Togo) to malnutrition; Benin to food sovereignty, Niger to hunger, and Guinea to poverty. As regards development; Cote d'Ivoire refers to rural development, Benin to the SDGs and Burkina Faso to sustainable development. Three countries' NAIP objectives refer to growth: sustainable growth (Ghana), inclusive growth (Liberia) and economic growth (Nigeria).

As indicated above, the term "policy" has both a broad and a narrow meaning. It appears from the NAIP IIs that it has been used in the broad sense of the word, in other words, encompassing both country-level policies and five-year Strategic Plans (but not referring in detail (if at all) to the regulatory and annual work (implementation) frameworks as part of this broader understanding of the term "policy". It would appear that a proper understanding of (a) the sequencing of activities in both the governance and the policy process, and (b) the role, place and sequencing of NAIPs in respect of these two loops, is in a number of instances lacking. The fact that some countries have policies without a five year strategic plan, and others have a five-year strategic plan without a

preceding policy, is indicative of this lack of understanding of the importance of, and sequencing within, the governance and policy loops.

The policy cycles of some countries (for example Guinea and Nigeria) seem very long and should be revisited to ensure that policy reviews are conducted to align the policies with emerging issues and commitments. In the case of Malawi and Guinea, there is an indication that the review of policies has been initiated. However, as is evidenced in the case of Malawi, changes in administration and various political uncertainties delay the conclusion of the policy revision process. Many countries appear only to have policies and no corresponding strategies. Benin seemed to have only strategies with no policies. Liberia and Malawi seem to develop policies at the same time as implementation strategies for nutrition, but not for other domains.

In some countries (Nigeria and Guinea) coordination structures at the highest level of government have been established for nutrition but not for other domains. As nutrition is one element of, and central to, food security, this seems at odds with comprehensive development objectives and coordination. The NAIP structures could benefit from alignment with those that already exist. Ideally, the custodian of the NAIP should exist outside of a line ministry and at a higher level.

Except for the Cote d'Ivoire and Ghana NAIPs, all the other country NAIPs appear to align broadly with the goals of the Malabo Declarations. Cote d'Ivoire, in particular, focuses only on agriculture, neglecting other aspects of food security and making no mention of nutrition. Lastly, it is evident that the increased attention to nutrition over the past decade and the launch of the UN Decade on Nutrition could have possibly contributed to the neglect of other aspects of food security. Our timeline indicates that several nutrition events and commitments have influenced policy change during the period 2010 – 2018. The use of the terms 'food security' (482), food and 'nutrition security' (199) and 'food security and nutrition' (19) compared to 'nutrition' (641) show that there is an increased emphasis on nutrition in the NAIPs. Our assessment of the number of revised and new nutrition policies, strategies and plans (23) corroborates this finding.

11. Implications for NAIP development and mid-term reviews

There is a huge potential for the NAIP II process and documents to stimulate comprehensive and sequenced policy review and reform, resulting in the appropriate updating and alignment of current policy, whilst taking into account the changing environment of agriculture and food systems, as well as both (a) the broader international, African and regional and development agenda, and (b) key in-country developments.

Yet, an uneven approach has been taken by the individual NAIP drafting teams with regard to the alignment of the NAIPs to the SDGs, Agenda 2063, Malabo Declarations and the CAADP Implementation Guide. By not aligning these documents and the NAIPs, the NAIPs are not mainstreamed and will likely remain parallel to, and compete for funding and other resources with, other government priorities and programmes. The focus and contents of the NAIPs should be aligned to, or inform the revision of, all other existing national policy, regulatory, strategic and implementation frameworks in order to effect alignment with with current international, African and regional frameworks. There is no direct obligation for countries to ensure the necessary changes in their National Visions, five-year Growth and Development Plans and transversal (multi-sectoral) and sectoral policy frameworks, legislation, strategies and implementation plans to fully reflect, incorporate and align with these international, African and regional frameworks.

As indicated above, review of the existing policy and regulatory frameworks should precede the formulation of strategic frameworks. It is interesting to note that although the AU framework does not compel countries to undertake such reviews, the AU's Biennial Review Mechanism Technical Guide indicator 1.3 compels countries to report on what steps they have taken to review their existing policies and institutional settings (however, indicator 1.3 does not refer specifically to regulatory reviews). A mid-term review of the NAIPs is necessary and should be made compulsory by the African Union (using a directive) to ensure the alignment with and incorporation of all international, African and regional and other development related frameworks and measures.

It seems evident that insufficient guidance was provided to the NAIP drafting teams on (a) the definition and understanding of food security and nutrition as concepts and the relationship between agriculture, food insecurity and malnutrition, and (b) how to ensure that it is appropriately reflected as one of the core outcomes and elements of the NAIP IIs.

This lack of guidance is likely to affect the constitution of the NAIP drafting teams. It is possible that the teams did not include specialists from areas such as food security and nutrition.

There is an urgent need for intensive training on guiding frameworks such as the SDGs, Agenda 2063, the Malabo Declarations and the NAIP architecture, e.g. the 2014 CAADP Implementation Guide and the Biennial Review documentation, etc. This requires the compilation of appropriate, up-to-date training materials and training for various groups including the expanded drafting teams and those who will be undertaking the mid-term review of their approved NAIPs. This training should include elements focusing on the proper understanding of key concepts such as sustainable development, food security and nutrition, food security, nutrition, as well as international, African and regional frameworks, the specific domestic constitutional framework and national vision, transversal growth and development frameworks (also referred to as Growth and Development Strategies), sectoral policies, legislation, five-year Strategic Plans (Strategies) and annual implementation (work) plans. In addition, focused training on policy formulation (within the context of governance and policy sequencing) applied to the drafting and/or review of NAIPs should be provided.

Resources should be made available for the continuous professional development of a significant cadre of in-country people as well as international experts providing support to the national NAIP II drafting and review teams. The NAIP task team managed by ReSAKSS is one of the few conduits that should be tasked with this responsibility, provided that said task team should be capacitated on a regular basis by key experts identified by the AU. Universities and other tertiary institutions in Africa must enhance their curricula by the introduction of compulsory courses focusing on the broader social aspects of development (including, but not limited to, matters related to food security and nutrition).

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Appendix A: List of policy priorities from the FTF Policy Matrices for Malawi and Liberia

| Country | Policy/Policy area | Priorities | Timeline | NAIP |
|---------|--|---|--|------|
| Liberia | Land tenure and alternative dispute resolution | <p>Policy Action 1: Land Commission provides evidence-based recommendations to Cabinet and Legislature on a comprehensive land policy and legal framework covering five basic categories of land rights of public, government, protected, and private lands. Recommendations guided by the following overriding principles: secure land rights; tenure security as a means of sustained growth; equitable benefits; equal access; equal protection; environmental protection; land policy clarity; and participatory process.</p> <p>Policy Action 2: Comprehensive land law approved by cabinet and ratified by the legislature.</p> | <p>Policy action 1: 2014</p> <p>Policy action 2: 2016</p> | Yes |
| | Agricultural Trade (Physical Access to Market) | <p>Policy Action 1: GOL strengthens National Transport Masterplan to include sufficient GOL public resource allocation for rural feeder roads.</p> <p>Policy Action 2: Ministry of Works institutionalizes capacity for best practices in project management and design, supervision, management and maintenance of roads including rural feeder road.</p> <p>Policy Action 3: Ministry of Works decentralizes management and maintenance of secondary and tertiary roads.</p> | <p>Policy action 1: 2014</p> <p>Policy action 2: 2015</p> <p>Policy action 3: 2014</p> | |
| | Agricultural Inputs | <p>Policy Action 1: GOL establishes seed policy that ensures improved seed varieties benefit rural-small holders.</p> | <p>Policy actions 1-4: 2014</p> | |

| Country | Policy/Policy area | Priorities | Timeline | NAIP |
|---------|--|--|---|------|
| | | <p>Policy Action 2: GOL establishes fertilizer policy clearly defining government and private sector role in fertilizer sector aimed at enabling competitive private-sector marketing and distribution.</p> <p>Policy Action 3: GOL harmonizes fertilizer and seed policy with that of other ECOWAS countries.</p> <p>Policy Action 4: GOL establishes Agriculture extension and advisory services policy that focuses on supporting domestic production and smallholder participation in agriculture</p> | | |
| | Agricultural Trade (Sanitary and Phytosanitary measures) | <p>Policy Action 1: GOL formulates food safety policy and regulation in a manner consistent with international standards, including adherence to SPS agreement provisions on harmonization and equivalence.</p> <p>Policy Action 2: GOL formulates standards on the importation, sale and safe use of agro-chemicals used in the food industry to incentive private sector participation and to protect animal and human health.</p> | <p>Policy action 1: 2015</p> <p>Policy action 2: 2014</p> | |
| | | | | |
| Malawi | Institutional Architecture for Improved Policy Formulation | <p>Policy action 1: The Government of Malawi (GOM) supports an inclusive CAADP/ASWAp process, including participation from non-state actors, to improve the effectiveness of national and donor investment in agriculture to accelerate agricultural growth.</p> <p>Policy action 2: GOM ASWAp Secretariat conducts greater private sector outreach and develops an ASWAp private sector engagement strategy.</p> | 2012-2013 | Yes |

| Country | Policy/Policy area | Priorities | Timeline | NAIP |
|---------|---------------------|---|-----------|------|
| | Agricultural Inputs | <p>Policy action 1: GOM demonstrates its stated commitment to foster Public-Private Partnerships (PPPs) in the agriculture sector by adopting an institutional framework for agricultural investment.</p> <p>Policy action 2: GOM and commercial banks develop financing mechanisms and products to support export of high value agriculture commodities.</p> <p>Policy mention 3: GOM partners with the private sector for the provision and transfer of agriculture technology to smallholder farmers in legume value chains.</p> <p>Policy action 4: As part of the Presidential Initiative on Poverty and Hunger Reduction which supports small-stock and legume production, the GOM will continue policy analysis related to improving the efficiency of input distribution in Malawi.</p> | 2012-2013 | |
| | Agricultural Trade | <p>Policy action 1: In accordance with international agreements, the GOM adopts and enforces policies to facilitate domestic, regional, and international agricultural trade.</p> <p>Policy action 2: Improve the efficiency of trade facilitation using such tools as Integrated Border Management and Single Window facilities.</p> <p>Policy action 3: MoAFS and the Ministry of Industry and Trade eliminate the practice of applying export bans.</p> | 2014 | |

Appendix B: The Governance and Policy Loops

Figure B1: The governance loop

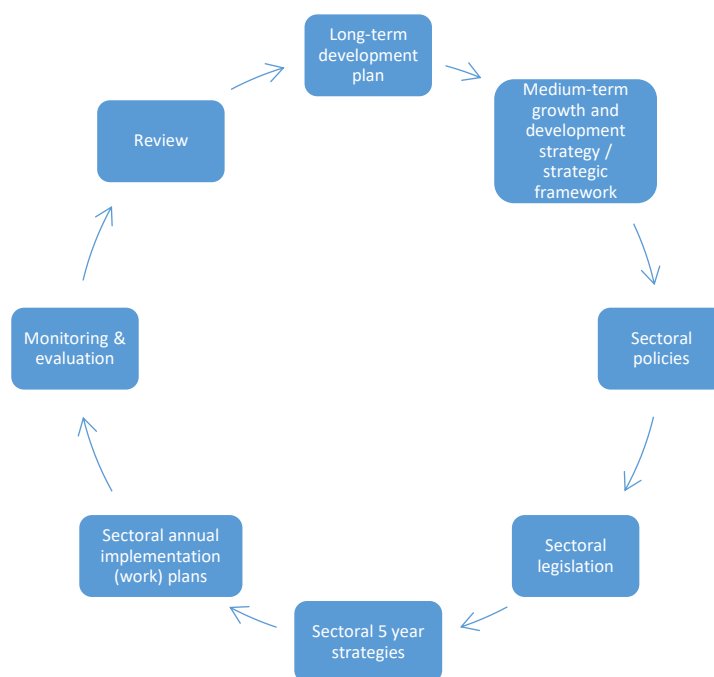
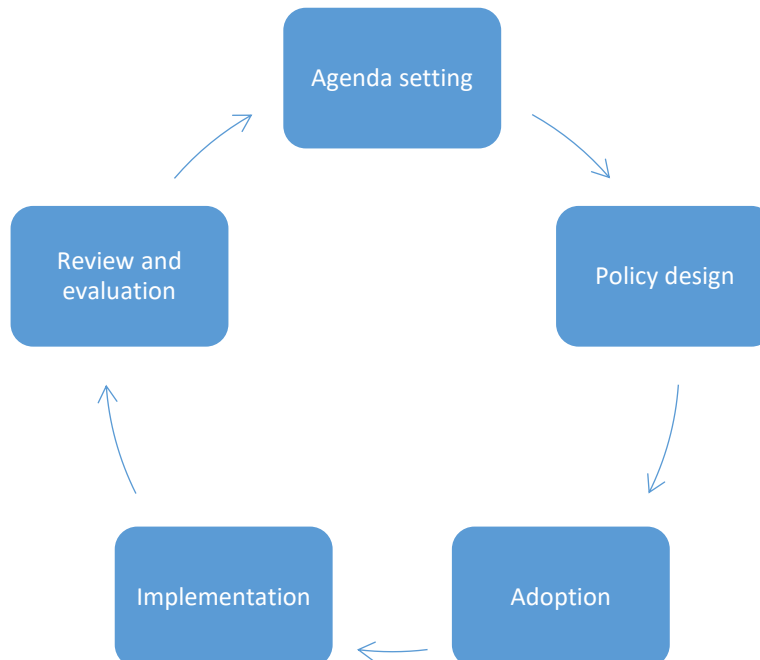


Figure B2: The Policy development loop:



Appendix C: Summary of the typical content of a strategic plan and annual work plan.

Although (usually five-year) strategic plans differ from country to country, the following generic elements can be identified:

- 1) Strategic overview
 - a) Foreword
 - b) Overview by the accounting officer
 - c) Vision and mission statement
 - d) Legislative and other mandates
 - e) Situational analysis
 - Performance environment
 - Organisational environment
 - Financial environment
 - Description of strategic planning process
- 2) Strategic outcome-oriented goals
- 3) Programmes (for each programme in the department/institution)
 - a) Programme purpose
 - b) Programme overview
 - c) Strategic objectives
 - d) Sub-programme overview (for all sub-programmes)
 - e) Links to long-term development plan
 - f) Implementation strategy
 - g) Risk management
 - h) Resource considerations
- 4) Links to other departmental/institutional plans.

Although annual (work) plans differ from country to country, the following generic elements can be identified:

- 1) Situational analysis
 - a) Performance environment
 - b) Organisational environment
- 2) Review of legislative and other mandates
- 3) Overview of budget structure and medium-term financial estimates
 - a) Expenditure estimates
 - b) Expenditure trends
- 4) Programme description (for each programme in the department/institution)
 - a) Strategic objectives and annual targets for the year
 - b) Programme performance indicators, annual targets for the year and medium-term expenditure targets
 - c) Quarterly targets for the year
 - d) Reconciliation of performance targets with budget and medium-term expenditure
- 5) Links to other plans and entities
 - a) Long term infrastructure plans and capital assets
 - b) Public and constitutional entities
 - c) Public private partnerships
- 6) Indicator description

Appendix D: Policy change instances for the 11 countries, 1993 to August 2018

Legend: P = policy, S = strategy and I = implementation plan

| Country | Policy (P), Strategy (S) or Implementation Plan (I) | 1993 | 1994 | 1995 | 1996 | 1997 | 1998 | 1999 | 2000 | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 |
|---------------|---|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|
| Benin | Agriculture | | | | | | | | | | | | | | | | | | | S | | | | | | S | |
| | Food security | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | Food security and nutrition | I | | | | | | | | | | | | | | | | S | | | | | | | | S | |
| | Nutrition | | | | | | | | | | | | | | | | | | | | | | | | I | | |
| Burkina Faso | Agriculture | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | Food security | | | | | | | | | | | | S | | | | | | | | | | | | | | |
| | Food security and nutrition | | | | | | | | | | | | | | | | | | | | | P | | | | | |
| | Nutrition | | | | | | | I | | | | | | | | | P | | S | | | | | | P | | |
| Cote d'Ivoire | Agriculture | I | | | | | | | | | | | | | | | | | | | | | | | | | |
| | Food security | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | Food security and nutrition | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | Nutrition | | I | | | | | | | | | | | | | | P | S | | | | | | P | I | | |
| Ghana | Agriculture | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | Agriculture and Food Security | | | | | | | | | | P | | | | | P | | | | | | | | | | | |
| | Food security | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | Food security and nutrition | | | I | | | | | | | | | | | | | | | | | | | | | | | |

[illegible]

[illegible]

Appendix D: *Atlas ti* analysis of terms frequencies

Table D1 contains the list of terms used in the analysis. Figure D1 illustrates the frequency distribution of the 46 terms.

Table D1: Terms used in the analysis

| English | French |
|---|--|
| 1. accountability | Responsabilité |
| 2. advise/ce (advice or advise) | *conseil* |
| 3. best practice* | meilleure pratique* |
| 4. child* | enfant* |
| 5. coord* / co-ord* (coordination) | coord* |
| 6. diet* (dietary) | régime* |
| 7. dietary diversity | diversité alimentaire |
| 8. evaluat* (evaluation) | évaluat* |
| 9. food and nutrition security | sécurité alimentaire et nutritionnelle |
| 10. food security | sécurité alimentaire |
| 11. food security and nutrition | alimentaire sécurité et nutrition |
| 12. gender | genre |
| 13. girl* | filles* |
| 14. hunger | faim |
| 15. implementation plan* | plan de mise en œuvre |
| 16. indicator* | indicateur* |
| 17. intervention* | intervention* |
| 18. malnutrition | malnutrition |
| 19. MDG* / millennium development goal* | OMD* / objectif* du millénaire pour le développement |
| 20. monitor | moniteur / suivi / contrôle |
| 21. M&E / monitor and evaluate / monitoring and evaluation* | S&E/contrôler et évaluer / suivi et l'évaluation |
| 22. mutual accountability | responsabilité mutuelle |
| 23. nourishment | nourriture |
| 24. nutrition* | nutrition* |
| 25. nutrition and food security | nutrition et sécurité alimentaire |
| 26. nutrition-sensitive / nutrition sensitive | sensible à la nutrition |
| 27. plan | plan |
| 28. policy / policies | politique* |
| 29. policy and strategy / policies and strategies | politique* et stratégie* |
| 30. policy change | changement de politique |
| 31. policy formulation | formulation des politique / formulation de politique |
| 32. policy renew* | renouvellement de la politique |
| 33. policy review* | examen de la politique |
| 34. recommend* | recommande |
| 35. remed* (remedial) | remède* / corrective* |
| 36. report* | rapport |
| 37. resilien* (resilience) | résistance / élasticité / ressort résilient (résilience) |
| 38. right to food | droit à l'alimentation / droit alimentaire |
| 39. SDG* / sustainable development goal* | ODD* / objectif* de développement durable |
| 40. sex / sexes | sexe* |
| 41. strategy / strategies | stratégie / stratégies |
| 42. stunt* (stunting) | cascade / retard de croissance |
| 43. suggest* (suggestion) | suggérer (suggestion) |

| English | French |
|----------------------|------------------------------------|
| 44. target / targets | cible/cibles or objectif/objectifs |
| 45. transformation | transformation |
| 46. woman/women | femme* |

The overall analysis of the 11 NAIPs indicated that seven terms (English and French) were used extensively (more than 500 times): ‘plan’ (1,076), ‘targets’ (868), ‘policy’ (868), ‘coord*’ (622), ‘nutrition’ (569), ‘monitor’ (564), ‘transformation’ (539), and ‘strategies’ (487). The total count of the terms ‘food security’ (443) and ‘food and nutrition security’ (187) was 630. It would appear that the NAIPs highlighted the policy, strategy and planning frameworks. Coordination, transformation, the setting of targets and monitoring played an important role. There was also a strong emphasis on nutrition in the NAIPs concerned. However, it would appear as if the link between food security and nutrition did not receive similar attention.

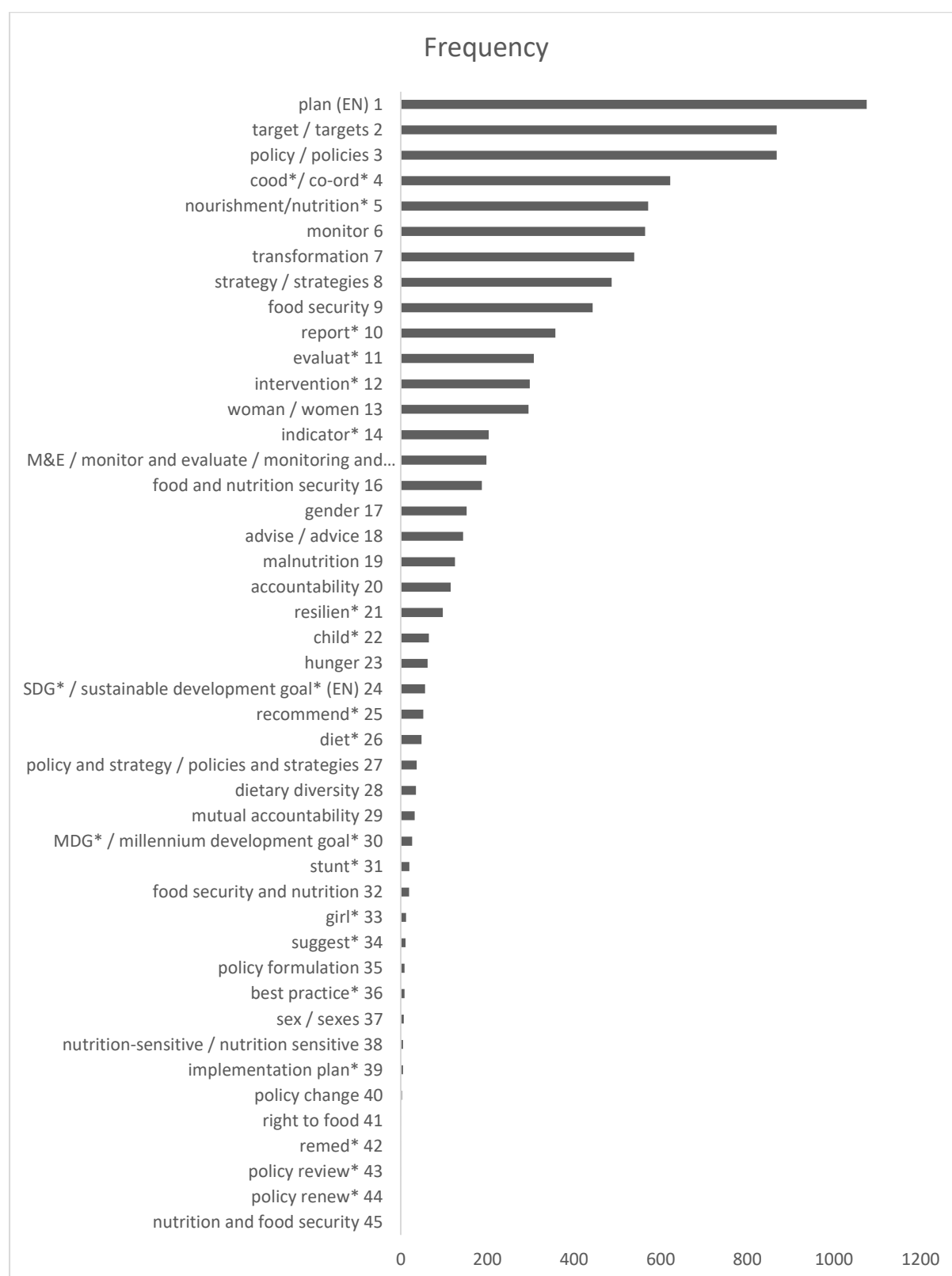
The least used terms (used less than 10 times) in the 11 NAIPs were ‘best practice’ (9), ‘policy formulation’ (9), ‘sex/sexes’ (7) (although the term ‘gender’ had 152 occurrences) was referred, ‘implementation plan’ (5), ‘nutrition-sensitive’ (5 (Malawi (4) and Liberia (1)), ‘policy change’ (3 (only in Malawi)), ‘right to food’ (2 (only in Malawi)), ‘policy review*’ (1) and ‘remed*’ (1). From the above it would appear as if the policy formulation, review and change cycle was not adequately addressed in the analysed NAIPs. Scant reference was made to the right to food, which is an important aspect of the universal human rights framework.

Taking the 11 NAIPs together, it is interesting to note that there is a marked divergence as regards the prioritisation of, and emphasis on, key Malabo-related matters between the country with the highest search term occurrence (Malawi) and the country with the lowest search term occurrence (Ghana):

- a.) Malawi has the highest term frequency with a score of 2,014. The most frequently used terms in the Malawi NAIP are, ‘policy / policies’ (291), ‘coord* / co-ord*’ (278) and ‘target / targets’ (152). The words that are used less than five times include ‘MDG* / millennium development goal*’ (1), ‘suggest*’ (1), ‘right to food’ (2), ‘sex / sexes’ (2), ‘policy formulation’ (2), ‘best practice*’ (2), ‘policy change’ (3), ‘implementation plan*’ (3), ‘girl*’ (3) and ‘nutrition-sensitive / nutrition sensitive’ (4). Malawi only excludes five Malabo-related terms. These are ‘policy review*’, ‘remed*’, ‘nutrition and food security’, ‘policy renew*’ and ‘nourishment’.
- b.) Ghana has the lowest ranking with a score of 320. The most frequently used terms in the Ghana NAIP are ‘policies’ (152), ‘plan’ (27), ‘nutrition’ (22), ‘targets’ (20) and ‘accountability’ (14). A number of terms that are important for food security are not mentioned more than five times. These include ‘food security’ (3), ‘M&E / monitor and evaluate / monitoring and evaluation’ (2), ‘diet’ (2) and ‘gender’ (1). Ghana does not use 22 of the 45 Malabo-related terms that were selected for this analysis. These include key terms such as ‘stunt*’, ‘SDG* / sustainable development goal* (EN)’ and ‘malnutrition’.

It is clear that while both Ghana and Malawi emphasise the key role of policy, there are significant differences in the manner in which they deal with key aspects. Examples are Malawi with a relative stronger focus on coordination, targets and institutional frameworks, with Ghana emphasizing accountability and nutrition. As regards Ghana, two further observations need to be made: the absence of an M&E framework and the fact that nearly 50% of the Malabo-related search terms is not expressly referred to in the Ghana NAIP 2.

Figure D1: Illustration of the terms frequency distribution



The analysis of the frequency of the search terms in the 11 individual NAIPs (classified as Anglophone or Francophone) gives evidence of differences between individual countries.

The Francophone NAIPs did not use the French equivalents of the English terms. ‘food security and nutrition’, ‘best practice*’, ‘suggest*’, ‘nutrition-sensitive’, ‘policy change’, ‘right to food’, ‘policy review*’ and ‘remed*’. It is interesting to note that this in broad terms similar to the Anglophone NAIPs which contain a very low frequency of these terms (see below).

The most frequently used French terms (used more than 40 times on average) were ‘plan’ (96), ‘objectif / objectifs / cible* / ciblée*’ (94), ‘nutrition’ (59), ‘transformation’ (63), ‘moniteur / suivi / contrôle’ (57), and ‘sécurité alimentaire’ (48).

A number of Malabo-related terms did not occur in the Francophone NAIPs. These were ‘meilleure pratique*’ (best practice), ‘alimentaire sécurité et nutritio*’ (food security and nutrition), ‘nutrition and food security’, ‘nutrition et sécurité alimentaire’, ‘sensible à la nutrition’ (nutrition-sensitive), ‘changement de politique* / changement politique*’ (policy change), ‘renouvellement de la pol* / renouvellement pol*’ (policy renewal), ‘examen de la pol* / *examen des pol* / examen pol*’ (policy review), ‘remède* / corrective* / redressement*’ (remed*), and ‘droit à l’alimentation’.

The least used French Malabo-related terms (used less than 10 times) were ‘plan de mise en œuvre’ (1) (implementation plan), ‘suggest* / suggérer’ (2), ‘nourriture’ (2), ‘formulation des politique / formulation de politique’ (5) (policy formulation), ‘diversité alimentaire’ (5), ‘sexe*’ (5), ‘responsabilité mutuel*’ (7), ‘cascade / retard de croissance’ (7), ‘fille*’ (9). The French equivalents of the terms ‘targets’, ‘nutrition’, ‘monitor’ and ‘transformation’ were used on average 68 times by the Francophone countries. For the term ‘coordination’, the average use was 36.

In this regard, it can be noted that there is a strong emphasis on the concepts nutrition (Benin (138), Burkina Faso (87) and Guinea (82)), food security and nutrition (Benin (31), Guinea (27) and Burkina Faso (24)), strategies (Côte d’Ivoire (57), Burkina Faso (50), Guinea (45) and Benin and Niger (43 each)), and M&E (Côte d’Ivoire (31), Burkina Faso 917) and Guinea (14)). No mention was made in any of the Francophone NAIPs of the international fundamental right to food, as well as of policy renewal. Insufficient emphasis was placed on dietary diversity and mutual accountability.

In the Anglophone NAIPs the occurrence of key FSN terms was as follows: ‘food security and nutrition’ (19), ‘best practice*’ (9), ‘suggest*’, ‘nutrition-sensitive’ (5), ‘policy change’ (3), ‘right to food’ (2), ‘policy review*’ (1) and ‘remed*’ (1). It is interesting to note that this in broad terms similar to the Francophone NAIPs which contain no references to these terms (see above). The most frequently used English terms (used more than 50 times on average) were ‘policy / policies’ (159), ‘plan’ (101) ‘coord* / co-ord*’ (91) and targets (52). It would appear that the policy coordination and planning for implementation (including targets) aspects received more attention than FSN matters such as food security and nutrition, and nutrition on its own. The Malabo-related terms that did not occur in the English NAIPs were ‘policy renewal*’ and ‘nutrition and food security’. The least used English Malabo-related terms (used less than 10 times) were ‘policy review*’ (1), ‘sex / sexes’ (2), ‘right to food’ (2), ‘girl*’ (3), ‘policy change’ (3), ‘policy formulation’ (4), ‘implementation plan*’ (4), ‘nutrition-sensitive / nutrition sensitive’ (5), ‘MDG* / millennium development goal* (EN)’ (5), ‘suggest*’ (9) and ‘best practice*’ (9).

As regards the Anglophone countries a strong emphasis was placed on policies, coordination, targets and implementation. However, the term ‘policy renewal’ was not used in any of the Anglophone NAIPs.

Three key terms were on average used more in the Anglophone countries than in the Francophone countries. These terms are ‘dietary diversity’ (‘diversité alimentaire’), ‘mutual accountability’ (‘responsabilité mutual’) and ‘resilien*’ (‘résistance’ / ‘élasticité’ / ‘resort’ / ‘resilien*’):

- The term ‘diversité alimentaire’ is used in three of the seven Francophone countries (Burkina Faso, Guinea and Togo – 5 times in total). The English equivalent, ‘dietary diversity’ is used more extensively in the Anglophone countries (Malawi (27 times), Liberia (2) and Ghana (1)).
- As regards ‘mutual accountability’, the English-speaking countries used the term 25 times (with the highest use by Malawi (14 times)). Four of the seven French speaking countries (Benin (2), Burkina Faso (2), Guinea (2), and Togo (1)) used the French term (‘responsabilité mutual’) seven times in total.
- The term ‘resilien*’ is used at total of 83 times in the Anglophone NAIPs (with the highest usage by Malawi (58), followed by Liberia (14), Nigeria (7) and Ghana (4)). The French equivalent (‘résistance’ / ‘élasticité’ / ‘resort’ / ‘resilien*’) was used by (Benin (3), Guinea (2), Guinea-Bissau (2), Côte d’Ivoire (2), Togo (2) and Niger (1) – 12 in total), whilst Burkina Faso did not use the term at all.

It would appear that there are a number of key issues where further training would be helpful to enhance the understanding (and incorporation in country NAIP IIs) of the coherence of foundational concepts.

