



## The CAADP Country Process

### Background and Context

While the Malabo Declaration is broader in its reach than its predecessor, the Maputo Declaration (2003), it still views the CAADP as the main vehicle for implementing the commitments underpinning the vision that it encapsulates. Embracing the Declaration is achieved through the CAADP Country Process, otherwise known as the Malabo Domestication process. This is an iterative and inclusive process of learning comprising four components – see Figure 1 below – which have been adjusted in line with the transition from the Maputo to the Malabo Declaration.

The CAADP Country Process is linked to the Malabo Declaration through Commitment 1: recommitment to the principles and values of the CAADP Process. Key principles and values that define the CAADP process include: (a) the pursuit of agriculture-led growth as a main strategy for achieving targets for food and nutrition security as well as shared prosperity, (b) the exploitation of regional complementarities and cooperation to boost growth, (c) the application of principles of evidence-based planning, policy efficiency, dialogue, review and accountability, (d) the use of partnerships and alliances including farmers, agribusiness and civil society, and (e) supporting implementation at country level as well as regional coordination and harmonisation.

The CAADP Country Process is anchored in CAADP Results Framework under Level Three: strengthening systemic capacity to deliver results. Key result areas to be tracked include effective and inclusive policy and implementation processes, effective and accountable institutions, strengthened capacity for evidence-based planning, implementation and review, improved multi-sectoral coordination, partnerships and accountability in agriculture-related sectors and increased capacity to generate, analyse and use data, information, knowledge and innovation. The Country Process is also connected to Malabo Commitment 7: mutual accountability to actions and results, under which African leaders vowed to conduct a Biennial Review of country performance in agriculture (see *Knowledge Note: Biennial Review*).

### KEY MESSAGES

- ▶ The CAADP Country Process is critical and must be embraced by countries in order to lay the ground for the Malabo Declaration and the delivery of the associated targets through the NAIPs.
- ▶ The participative nature of the CAADP Country Process, including reliance on evidence and mutual learning and accountability, makes the NAIPs nationally owned by all stakeholders.
- ▶ The CAADP Country Process, anchored in the NAIPs, which are closely aligned with national planning frameworks, calls for strong inter-ministerial coordination mechanisms, including the central role of the Ministry of Finance and Planning to move the country forward toward achieving the Malabo Declaration targets.
- ▶ National policy frameworks, strategies and plans should mainstream women and young people as special target groups with special needs.
- ▶ Strong and visionary leadership has proven an asset in making the Country Process effective and efficient in delivering the expected outputs in a timely manner.

Adopting the CAADP Country Process as part of a revised NAIP and Malabo Domestication leads to improvements in the quality of national agricultural strategies and it results in plans that have wider acceptability and potential to deliver on the CAADP Malabo Commitments.

The CAADP key principle is built around rigorous planning exercises which reinforce leadership, budgetary targets and

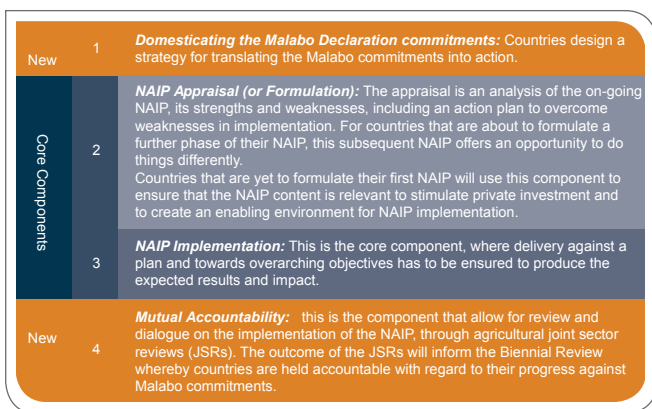


Figure 1: The four main components of the CAADP Country Process.

mutual accountability for activities and results. The CAADP Country Process is a critical ingredient in the achievement of the Malabo Declaration, as well as in agriculture-led transformation at national, regional and continental levels. The inaugural Biennial Review Report on progress of implementation of the Malabo Declaration indicates that the 47 Member States that participated in the assessment are at different stages of domesticating the CAADP-Malabo institutionalisation processes, while the overall average progress in recommitting to the CAADP process was calculated to be at 63 percent. The report highlights that more efforts are needed for Member States to fully domesticate the Malabo Declaration into their NAIPs.

## Main Challenges

From the first decade and half of supporting implementation of CAADP have emerged are a number of challenges associated with the Country Process. These include:

- ▶ **Weak inter-ministerial coordination:** Poor coordination is evident and compromises systematic planning, budgeting and results follow-up. Although the Malabo Declaration is ambitious, including with its targets whose achievement does not only lie under the responsibility of the Ministry of Agriculture, there has been weak collaboration between ministries within the public sector. Line ministries plan and implement activities in 'silos', despite at times recognising that activities cut across sectors. Attempts to put in place structures such as steering committees for specific project interventions as well as for inter-ministerial coordination, have remained ineffective. There has been sparse representation in certain instances, rendering decision making and active follow up on actions difficult.
- ▶ **Weak or no link between the NAIP and the Medium-Term Expenditure Framework (MTEF):** Considering that the NAIP is financed by public expenditure as well as from private investment, public funds for implementation of the NAIP are supposed to be part and parcel of the national budgeting process, just like all other public funds. This means that government funding

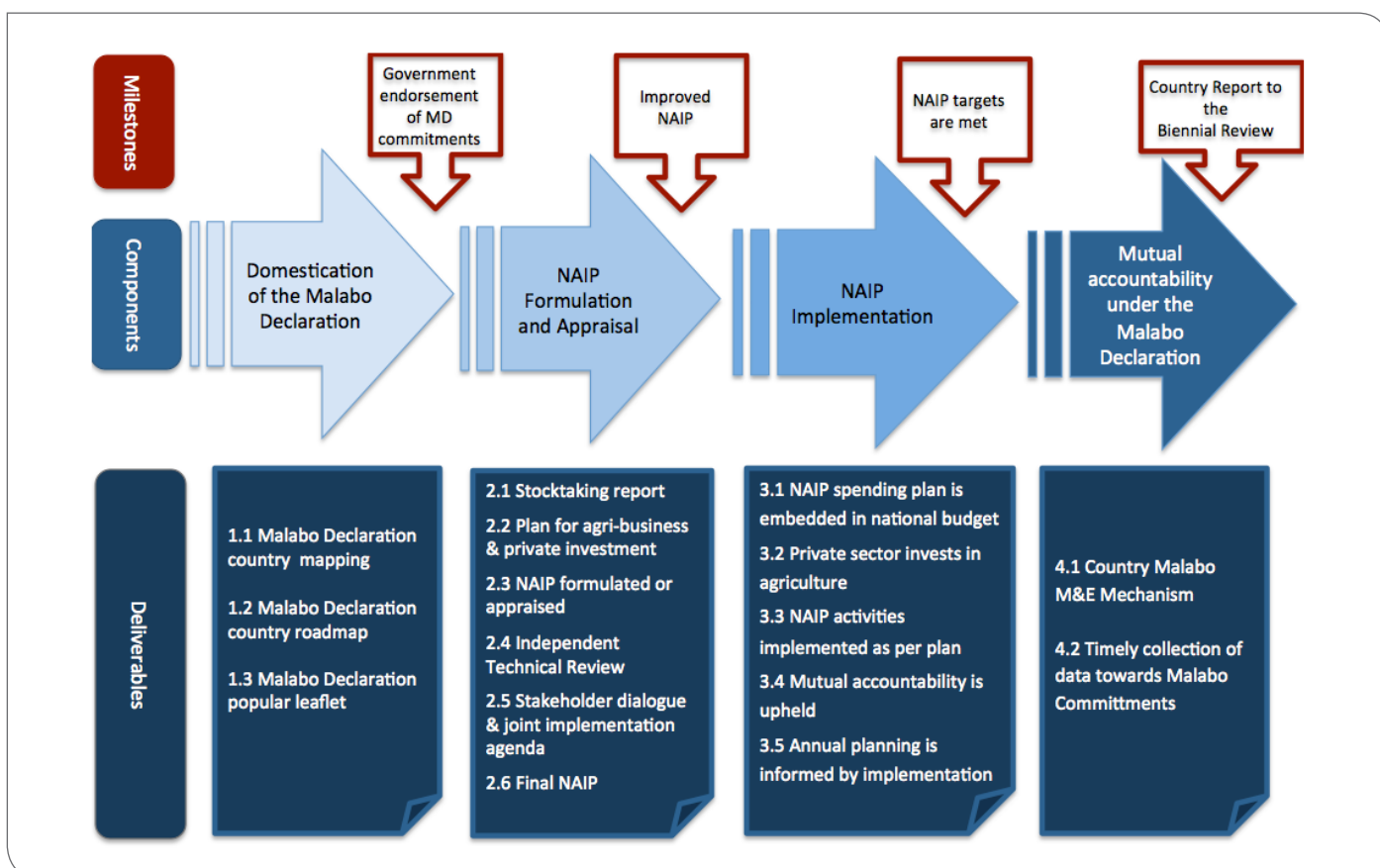


Figure 2: CAADP Malabo Country Process: Milestones, Components and Deliverables.  
Source: AUC and NPCA (2016). Country CAADP Implementation Guidelines

to the NAIP should be reflected in the MTEF. In other words, there must be clear references in the MTEF to the NAIP. However, in reality this linkage is not obvious in many countries, and needs to be improved.

- ▶ **Poor quality of public expenditures:** In order to create the conditions necessary for the private sector to invest, the quality of public expenditures is critical. The Maputo and Malabo Declarations target a 10% allocation of national public expenditure to the agriculture sector in order to trigger private-sector partner resources to implement the NAIPs. However, the expenditures made to date still fall short of attracting the desired private sector investments because they are concentrated on recurrent items such as salaries, fuel and telecommunication instead of placing focus and attention on expenditures which are more likely to encourage private-sector participation, such as irrigation and post-harvest structures.
- ▶ **Financing implementation:** The CAADP country process is expected to inform country priorities for agricultural investments and budgeting commitments by all players. A challenge, however, is that public budgets to the country CAADP compact are weak, resulting in inadequate budget allocations to the drivers of agricultural transformation. In addition to this, donor country budgets remain rigid and relatively inflexible to adaptation to the CAADP country compact, due to fixed donor country programmes as well as variations in timeframes between donor programmes and the CAADP country compact.
- ▶ **Weak monitoring and evaluation systems** make it difficult for candid assessment of progress in the implementation of NAIPs, as well as for harnessing useful lessons to feed back into the CAADP process loop. The Biennial Review has clearly identified this as one of the key challenges, recommending that almost all 47 countries that participated in the initial assessment should strengthen their monitoring and evaluation systems.
- ▶ **Inadequate participation of non-state actors:** CAADP brings together a number of diverse actors. However, the extent to which these stakeholders – which include civil society groups, farmer organisations and the private sector – are genuinely involved is subject to debate. For instance, participation of the private sector has not been optimal. Experience shows that while it has been easier to ‘bring them to the table’, it remains a challenge to keep them there. The private sector is interested in making the best of their time in coordination meetings with government, especially if they are focussed on tangible issues tailored to solving the challenges that they face. Similarly, civic participation in the CAADP process is constrained by a number of factors such as weak representation, a lack



of legitimacy and accountability, and limited resources and capacity for effective participation.

- ▶ **Reflection of the NAIP programme or sub-programmes in the national budget:** National budgets adopt standard functional classifiers; this makes it difficult to follow resource flows to sector programmes and their associated results.
- ▶ **Gender mainstreaming:** Country processes have to ensure proper gender mainstreaming, especially providing for participation and targeting of women and youth in policy and programming. Young people comprise about 65% of the population in Africa, and two thirds of those who work in rural areas are engaged in agriculture. However, young people face numerous challenges such as insecure land tenure, little or zero access to affordable credit, limited availability and access to productivity boosting technology and equipment, limited access to international and regional markets, and the negative impacts of increasing variable weather associated with climate change. Meanwhile, women contribute significantly to agriculture in developing countries, representing, on average, 43% of the agricultural labour force. At the same time, however, gender-specific constraints which women face are very costly to the agriculture sector, to the broader economy, to society and to women themselves (see Knowledge Note: Women’s Empowerment).

## Recommendations for Anchoring the CAADP Country Process within National Planning and Budgeting

Anchoring the CAADP process successfully demands implementation of a NAIP that is sensitive to other programmes, policy frameworks that are relevant to agriculture as well as being well coordinated and aligned to the Malabo Commitments and translated into national policy and planning instruments. Considering, therefore, that achieving these Commitments is not the sole responsibility

of the Ministry of Agriculture, it follows that the central government should elevate the CAADP Process and Malabo to central planning, include the Commitments and targets in the national planning instruments, including the MTEF.

The following recommendations are proposed to strengthen the CAADP process at county level:

- ▶ Just as Heads of State and Government have committed to, and agreed to be held accountable for, the Malabo Declaration Commitments, countries also need to re-examine their national commitment. Countries need to institutionalise and explore possibilities with the national frameworks to hold accountable ministers and / or ministries responsible for relevant targets under the Malabo Declaration. This will ensure that, by following the national systems correctly, each entity keeps track of performance against respective indicators.
- ▶ Assess existing stakeholder participation structures to ensure that they are inclusive of all relevant players including women and young people.
- ▶ Strengthen the role of the Ministry of Finance and / or of agricultural planning so as to ensure that the Malabo Commitments are enshrined within national planning instruments.
- ▶ Institute inclusive policy and planning processes, as well as gender-aware agriculture policy decisions, so as to ensure that all stakeholders are involved and actually have ownership of the sector plan. Explore innovative approaches to make these inclusive planning meetings effective. This could include having sub-sector planning and coordination structures.
- ▶ Review existing platforms for coordination with the private sector in order to ensure increased and efficient participation. Effective private sector participation should focus on value chain platforms.

- ▶ Build strong and reliable monitoring and evaluation systems at country level in order to inform progress in implementation of investments plans. This should be combined with building a learning culture at all levels, which can be applied to planning policy and implementation. Such systems should also pay attention to providing for sex-disaggregated data, which will bring to the fore gender interactions and inequalities in agriculture.
- ▶ Government funding to NAIPs should be reflected in the MTEF as well as being part of the regular budget process. The public funds for NAIP implementation should be part and parcel of the national budget process and reflected in the MTEF. The same codes used for programmes and sub-programmes in the annual budget and in the plan should also be adopted.
- ▶ In line with this, it is important to strengthen gender-responsive budgeting by identifying activities which specifically address the needs of women.
- ▶ Governments should strive to allocate more resources to investment expenditures than to recurrent issues so as to create more favourable conditions for private-sector investment in agriculture.

The CAADP Country process ensures that:

- ▶ Agricultural investment plans are designed and implemented in sync with other programmes and strategies in order to fulfil all Commitments of the Malabo Declaration;
- ▶ Agricultural investment plans and other programmes are aligned to other development goals as well as Malabo Declaration;
- ▶ Progress is monitored with respect to national goals as well as Malabo Declaration targets.

#### Further Information

- ▶ AUC (2017). *Inaugural Biennial Review Report of the African Union Commission on the Implementation of the Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods*. African Union Commission. - [View](#)
- ▶ AUC and NPCA (2018). *AU NAIP Toolkit for Malabo Domestication*. African Union Commission and NEPAD Planning and Coordinating Agency. - [View](#)
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- ▶ AGRA (2015). *Africa Agriculture Status Report 2015: Youth in Agriculture in Sub-Saharan Africa*. - [View](#)
- ▶ FAO (2011). *The state of food and agriculture 2010-2011. Women in Agriculture - Closing the gender gap for development*. Food and Agriculture Organization of the United Nations: Rome. - [View](#)
- ▶ NEPAD (2010). *Accelerating CAADP Country Implementation: A Guide for Implementers*. - [View](#)

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