CAADP

The Comprehensive Africa Agriculture Development Programme (CAADP) in practice

November 2010

Highlighting the successes

NEPAD Planning and Coordinating Agency
Agence de Planification et de Coordination du NEPAD

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CAADP documents cited in this study can be found at www.caadp.net/library-reports.php.

Abbreviations

AGP	Agricultural Growth Programme, Ethiopia
ASERECA	Association for Strengthening Agricultural Research in Eastern and Southern Africa
AU	African Union
AUC	African Union Commission
CAADP	Comprehensive Africa Agriculture Development Programme
CIP	Crop Intensification Programme, Rwanda
CMA/WCA	Conference of Ministers of Agriculture in West and Central Africa
COMESA	Common Market for Eastern and Southern Africa
CORAF	West and Central African Council for Research and Agricultural Development
CSO	Civil society organisation
DFID	Department for International Development
DONATA	Dissemination of New Agricultural Technologies
EC	European Commission
ECCAS	Economic Community of Central African States
ECOWAS	Economic Community of West African States
FAAP	Framework for African Agricultural Productivity
FAO	Food and Agriculture Organization
FARA	Forum for Agricultural Research in Africa
FASDEP	Food and Agriculture Sector Development Policy
GAFSP	Global Agriculture and Food Security Program
GHC	Ghanaian cedi
GTZ	German Technical Cooperation Agency (now GIZ)
IFPRI	International Food Policy Research Institute
M&E	Monitoring and evaluation
MDTF	Multi Donor Trust Fund
METASIP	Medium Term Agriculture Sector Investment Plan, Ghana
MoARD	Ministry of Agriculture and Rural Development, Ethiopia
MoFA	Ministry of Food and Agriculture, Ghana
MoFED	Ministry of Finance and Economic Development, Ethiopia
MoFEP	Ministry of Finance and Economic Planning, Ghana
MoU	Memorandum of Understanding
NAILS	National Agricultural Information and Learning Systems
NEPAD	New Partnership for Africa's Development
NGO	Non-governmental organisation
NEPAD Agency	NEPAD Planning and Coordinating Agency
NPK	Nitrogen, phosphorus and potassium
ODI	Overseas Development Institute
PASDEP	Plan for Accelerated and Sustained Development to End Poverty, Ethiopia
PIF	Policy and Investment Framework, Ethiopia
PLI	Pillar lead institution
PP	CAADP Partnership Platform
PSTA	Plan for the Strategic Transformation of Agriculture, Rwanda
RADA	Rwanda Agricultural Development Authority
REC	Regional economic community
RED&FS	Rural Economic Development and Food Security Platform, Ethiopia
ReSAKSS	Regional Strategic Analysis and Knowledge Support System
SADC	Southern African Development Community
Sida	Swedish International Development Cooperation Agency
SWAp	Sector-wide approach
UMA	Arab Maghreb Union
USAID	United States Agency for International Development
VCR	Value-to-cost ratio

Foreword

The Comprehensive Africa Agriculture Development Programme (CAADP) is, in many ways, unique in Africa. Never have development strategies been so transformed and so focused as they have become in the eight years of CAADP's existence.

In establishing CAADP, NEPAD set it a bold goal: to eliminate hunger and reduce poverty through agriculture. To achieve this goal, CAADP addresses policy and capacity issues across the entire agricultural sector and the African continent.

CAADP is entirely African-led and African-owned and represents African leaders' collective vision for agriculture in Africa. To realise their vision, the leaders agreed to increase public investment in agriculture by a minimum of 10% of their national budgets and to raise agricultural productivity by at least 6%.

Improving the efficiency and output of agriculture is a long-term project that requires not only major improvements in seeds and livestock and the way land is managed, but also reform of attitudes, institutions and policy-making.

So far, eight African countries have exceeded the 10% target and most have made significant progress towards it. Ten countries have met the 6% target and another 19 have achieved productivity growth of between 3% and 6%.

To date, 25 countries have signed CAADP Compacts and incorporated them into their agricultural agenda. This is a major achievement, and so the time seems right in 2010 for the NEPAD Agency, jointly with the GIZ – the German Agency for International Cooperation (formerly the German Agency for Technical Cooperation) – to document the emerging successes in implementing CAADP at different levels and with different players and stakeholders.

In this study, carried out by an independent think tank, the UK's Overseas Development Institute (ODI), policymakers, development partners, civil society, farmers, academics, the media and African leaders were invited to share their experiences, perceptions and interpretations of the success of CAADP in terms of "the-way-we-do-business" in agriculture.

The study aimed to bring out the evidence of success in various impact areas. The intention is that documenting and sharing the CAADP story will not only help intensify the transformation now underway, but will also promote active participation by citizens throughout Africa, enhance mutual accountability and ensure that future initiatives build on today's successes.

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1.0 Introduction

The study's purpose

The Comprehensive Africa Agriculture Development Programme (CAADP) is an African Union (AU) initiative to accelerate agricultural growth, improve food security and strengthen the resilience of the environment in Africa. Led by the New Partnership for Africa's Development (NEPAD), the initiative was endorsed by African Heads of State and Government at the 2003 AU Summit held in Maputo, Mozambique.

Seven years after its launch, the time is right to look back at CAADP's achievements and provide a record of successful change that can be used to accelerate the agenda for sustainable agricultural growth and development across Africa.

This report summarises the findings and conclusions of an investigation into CAADP's success stories, where success means making a clear and observable difference to the way agricultural analysis and policy-making are undertaken in Africa. The study's aim was not to evaluate the implementation and performance of CAADP[1], but to document its most significant areas of progress, compared to its goals and objectives.

Analytical framework

The framework of analysis builds on CAADP's strategy and core functions, as defined by the NEPAD Planning and Coordinating Agency (NEPAD Agency). The strategy has three components: (i) improvements in policies and investments at the country level; (ii) greater coordination and purpose from development partners; (iii) enhanced learning and collaboration between African countries (AU/NEPAD Agency 2010a).

This strategy, for more and better directed finance and for stronger development impact, targets an increase in public agricultural investment to 10% of annual national budgets and a 6% increase in annual agricultural growth across the continent. The mechanism linking the strategy and the achievement of the targets is what is termed the 'core strategic functions' of CAADP, and various stakeholders in Africa are associated with it (e.g. NEPAD Agency, AUC, RECs, Pillar Institutions etc). The core strategic functions are (ibid: 5):

- Advocacy for agriculture, with the aim of restoring African agriculture as a major development driver
- Strengthening country processes for better investment programmes
- Mobilising partnerships for investment at the national, regional and international levels
- Pushing for commitments and holding governments and partners accountable for their promises
- Harnessing African strategic thinking, positions and scenarios for the future.

The analysis is based upon the evidence for validating, or not validating, eight hypotheses directly linked to these core functions (see Table 1). The hypotheses are discussed in detail in Section 3 of this report.

Methodology

The analysis consists of three country studies[2] and a review of Africa-wide and regional implementation processes. The three selected countries[3] – Ethiopia, Ghana and Rwanda – have all made significant progress incorporating CAADP targets and principles (known as the CAADP framework) into national agricultural policy-making and planning.

Rwanda was the first country to confirm its progress by signing a CAADP Compact in 2007. All three countries have now signed Compacts and developed post-Compact Investment Plans. They have also undertaken technical reviews of these plans prior to discussions about financing and implementation at so-called Business Meetings. Table 2 gives an overview of CAADP implementation in the three countries.

Field work for this analysis consisted of semi-structured interviews with key informants at country, regional and continental levels[4]. For the country studies, qualitative data was supplemented by analyses of quantitative data on public agriculture sector spending, donor financing to agriculture and CAADP and agricultural performance indicators. In addition to the evidence provided by the three country

[1] The first review of CAADP was conducted in 2009 and the report was published in early 2010 (AU/NEPAD 2010b). To download the review, visit www.caadp.net/library-reports.php.

[2] A summary of findings from the country case studies is provided in Annex I.
[3] This selection was provided by the terms of reference for the study.
[4] The list of people contacted is included in Annex II.

Table 1: Guiding hypotheses and core CAADP functions

The study's guiding hypotheses	Core CAADP functions
H1: Governments, by engaging with CAADP, have created a more positive policy environment for the agricultural sector of the economy.	Strengthening country processes for better investment programmes.
H2: Agricultural policy processes are, as result of CAADP engagement, more inclusive of both producer and industry interests.	Strengthening country processes for better investment programmes. Mobilising partnerships for investment at the national, regional and international levels.
H3: Engagement with CAADP has led to additional flows of finance to the sector.	Mobilising partnerships for investment at the national, regional and international levels.
H4: Engagement with CAADP has provided the sector with additional and beneficial technical assistance and information from elsewhere in the African continent.	Harnessing African strategic thinking, positions and scenarios for the future.
H5: Governments, by engaging with CAADP, have become better positioned to co-ordinate and manage external donor assistance to their agricultural programmes and expenditure.	Pushing for commitments and holding governments and partners accountable for their promises.
H6: Engagement with CAADP has strengthened country participation in regional agricultural development initiatives and in agricultural research and policy development. It has also contributed to increased policy coherence at the regional level.	Mobilising partnerships for investment at the national, regional and international levels.
H7: Engagement with CAADP at the sector and ministerial level has contributed to higher levels of political attention and support to agriculture within the government as a whole (H6).	Advocacy for agriculture, with the aim of restoring African agriculture as a major development driver.
H8: The more positive policy environment (H1) and the various support measures to H1 (H2 to H6) have already produced a measurable response among some agricultural producers, traders and other sector operators.	Overall CAADP aim: policies, capacities and programmes for 6% agricultural growth.

Table 2: CAADP implementation milestones in Ethiopia, Ghana and Rwanda since 2007

Country	Compact	Investment plan	Post-compact technical review	Business meeting
Ethiopia	September 2009	July 2010	September 2010	December 2010
Ghana	October 2009	January 2010	June 2010	June 2010
Rwanda	March 2007	2009	December 2009	December 2009

studies, illustrative examples from other countries are used in this report and they originate from interviews held with key informants at the supra-national level.

Report structure

The report has five sections. After this Introduction, Section 2 outlines CAADP's purpose and gives an overview of progress in implementation to date. Section 3 presents the analytical framework used to identify success stories and discusses each of the eight hypotheses formulated to guide the analysis. Section 4 provides evidence on five emerging stories of success. Section 5 makes some concluding remarks.

2.0 Understanding CAADP: its purpose and progress

2.1. CAADP and its purpose

CAADP is a continental initiative to help African countries raise their economic growth through agriculture-led development. Its goals are to eliminate hunger and reduce poverty through agriculture. To this end, at the Second Ordinary Session of the AU Assembly held in Maputo in 2003, African governments agreed to allocate at least 10% of national budgetary resources to agriculture and rural development and to adopt sound policies to achieve sustainable agricultural growth.

CAADP provides a common policy framework for agriculture development in Africa. The framework defines a set of targets and principles to guide policy and investment decisions at regional and country levels (AU/NEPAD Agency 2010a).

Chief among CAADP's targets is the achievement of agricultural growth rates of at least 6% per annum. Underlying it are targets for reducing poverty and malnutrition, for increasing productivity and farm incomes, and for improvements in the sustainability of agricultural production and use of natural resources. These targets relate to the four thematic pillars sustaining the CAADP policy narrative: (i) sustainable land and water management, (ii) rural infrastructure and trade-related capacities for market access, (iii) food supply and hunger, (iv) agricultural research.

Beyond CAADP's agricultural targets and pillars, the framework addresses the limitations of past agricultural initiatives and the need for new responses, as reflected in CAADP's core functions and principles (Box 1). These emphasise a commitment to address challenges in:

- Agricultural policy processes (such as insufficient effective domestic policy ownership)
- Engagement with non-state actors (particularly farmers and the commercial private sector)
- Developing stronger regional co-operation
- Encouraging greater use of African expertise
- Improving the effectiveness of aid management.

Box 1: CAADP core functions and principles

CAADP's core functions are:

1. Strengthening country-led policy processes for better investment programmes
2. Mobilising partnerships for investment at the national, regional and international levels, and from both private and public sources
3. Evaluating commitments and strengthening systems and mechanisms for accountability
4. Advocating the restoration of African agriculture as a major development driver
5. Harnessing African strategic thinking, positions and scenarios for the future.

CAADP's core principles are:

1. African ownership
2. Build partnerships and alliances between government, the private sector, development partners and farmers to better address the needs of a cross-cutting sector like agriculture
3. Promote dialogue, peer-review and mutual accountability to develop a sense of collective responsibility
4. Exploit regional complementarities and cooperation for common and mutual needs and regional comparative advantages.

Source: AU/NEPAD Agency (2010a)

By addressing all these challenges, the framework is designed to reverse the stagnation and decline in financial support to agriculture that have characterised most African countries.

In an ambitious undertaking, CAADP has thus set out to reconfigure the way agricultural development issues are formulated, policies are generated and debated, investment decisions are implemented and interventions are scrutinised. The section that follows provides an overview of CAADP's main achievements to date.

2.2. CAADP's progress[5]

Since CAADP was formally endorsed by African Heads of State and governments in 2003, political

[5] Progress recorded here refers to the period up to September 2010, when fieldwork for this study was carried out.

backing at the continental level has been sustained and support from the donor community has been building up, as noted in the first CAADP review in 2009/10 (AU/NEPAD Agency 2010b).

The three years 2008-2010 were particularly intense, with a considerable amount of effort being directed towards: (i) consolidating CAADP's underlying framework, including developing institutional arrangements, (ii) developing thematic policy guidance, (iii) developing mechanisms for regional coordination, (iv) initiating country implementation, (v) mobilising resources for CAADP process implementation and for agricultural investment. Table 3 provides examples of CAADP's outputs.

2.2.1 CAADP framework consolidation: institutional architecture, mechanisms and instruments

The conceptualisation and consolidation of CAADP's institutional architecture has been a major focus of CAADP-sponsored activities to date. The architecture has institutional linkages and devising mechanisms, alliances and procedures and instruments to assist CAADP implementation.

Refining the roles and responsibilities of the various parties involved has been an important step towards building the architecture. Figure 1 illustrates the roles and linkages between CAADP institutional players at continental, regional and country levels.

National governments are expected to be at the core of CAADP implementation as drivers of national policy priority-setting and public investment. Specific guidance on sequencing the implementation process, scope and stakeholder attributions for each stage of the process has been produced and is being followed at the country level.

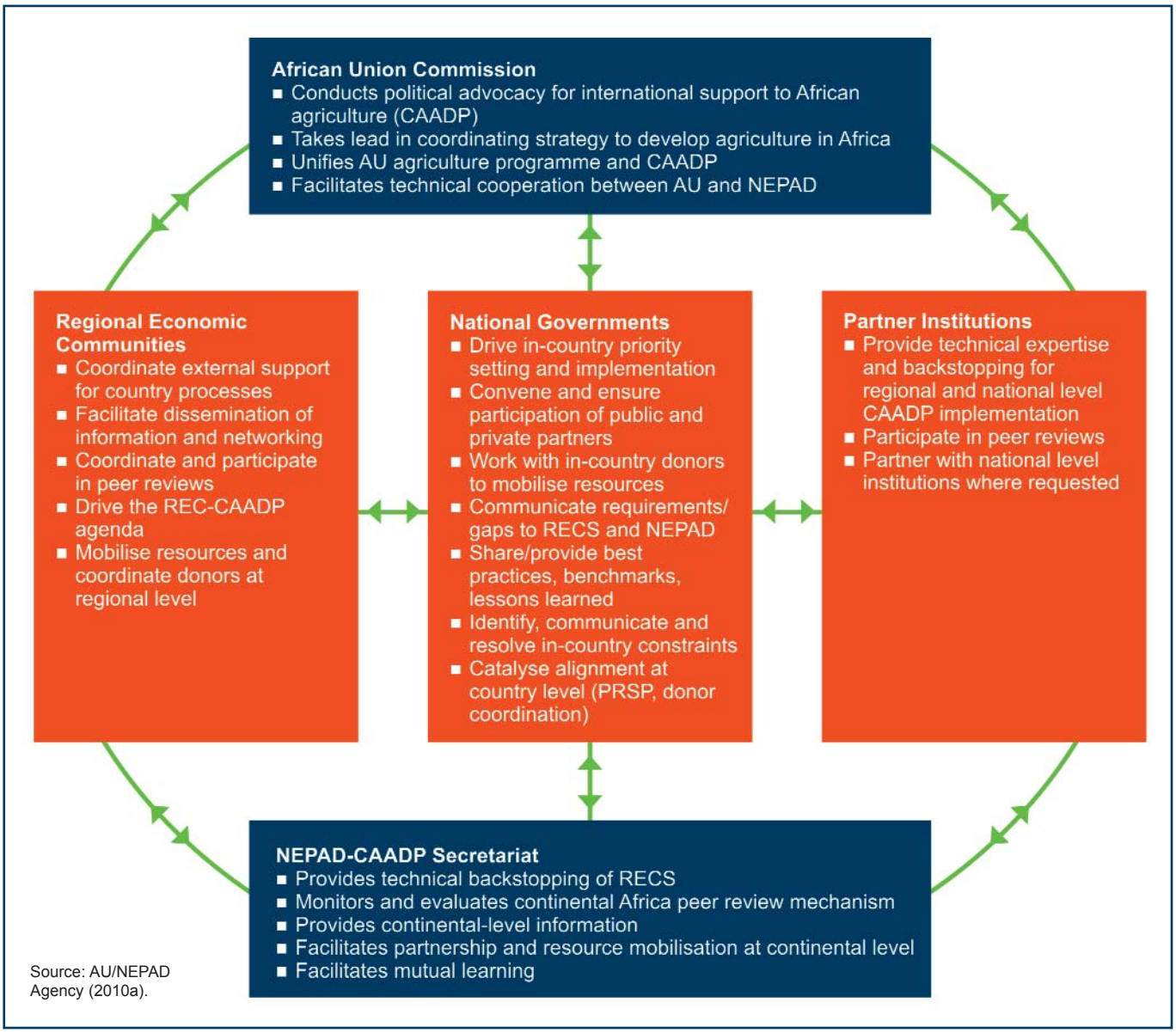
There are two main guides: the *Guide for Implementors* provides orientation on CAADP Compact development and stakeholder roles and responsibilities (AU/NEPAD Agency 2010a). The *Post-Compact Review Guidelines* provide a roadmap for the post-Compact stages, specifically focused on the production of investment plans, their technical reviews and resource mobilisation processes (AU/NEPAD Agency 2010c). Figure 2 illustrates the stages of the CAADP implementation process and Box 2 describes its key milestones, as described by these guidelines.

Required competencies have also been identified and supporting mechanisms are being put in place. A CAADP Resource Group, comprising representatives from various stakeholders, as well as technical experts, is expected to be established to provide support to country implementation teams and play a facilitative role in the process.

Table 3: Overview of CAADP's outputs as at November 2010

Dimension	Example
Consolidation of CAADP framework	■ Roles for and linkages between CAADP leading institutions defined ■ Operational plans to detail institutions' support to CAADP process developed ■ Guide for country implementation and post-Compact guidelines produced ■ M&E framework approved ■ Mutual accountability framework conceptualised
Thematic policy guidance	■ Four pillar framework documents produced
Mechanisms for regional coordination	■ ECOWAS regional compact produced
Country implementation	■ CAADP Compacts signed in 22 countries ■ Investment Plans developed in 18 countries ■ Technical reviews carried out in 17 countries and for the ECOWAS regional Compact ■ Business Meetings held in 12 countries at which reviewed agricultural investment plans were presented and discussed with potential funders
Mobilisation of funding	■ Multi-Donor Trust Fund established to support CAADP implementation process, with associated child trust funds to manage support to specific institutions ■ Other forms of technical assistance to the CAADP process (e.g. GTZ and FAO)

Figure 1: Institutional actors and their roles in CAADP implementation



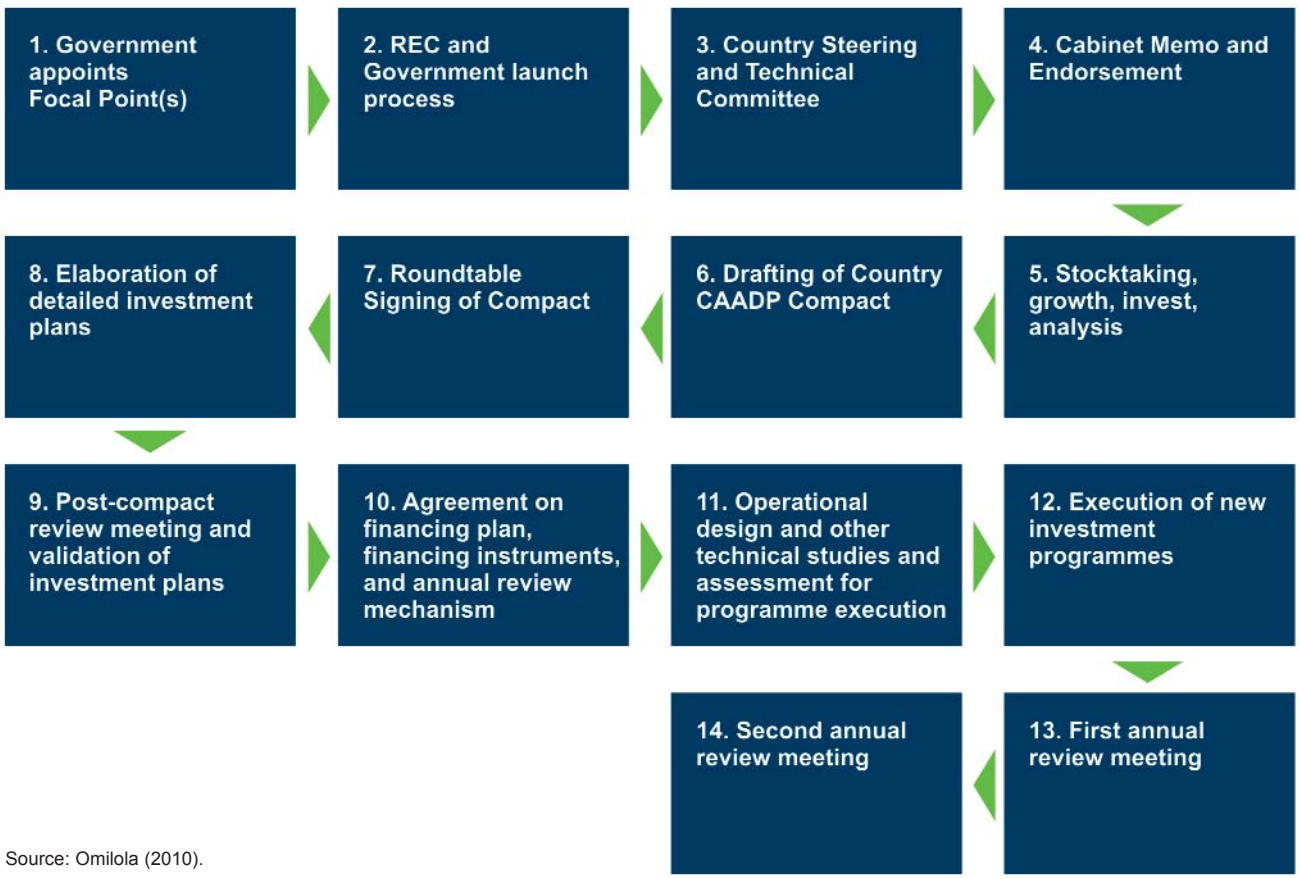
Source: AU/NEPAD Agency (2010a).

The CAADP Partnership Platform (PP), a forum for policy dialogue and review of CAADP implementation, and the Africa Forum, a technical forum for exchange of best practice in agriculture, are already in place and contributing to building stakeholder linkages across the continent. As Africa-wide platforms for exchange, debate and peer-learning, they are potentially important means for strengthening agriculture policy coherence and effectiveness.

Furthermore, auxiliary instruments are being developed to support CAADP implementation, including a monitoring and evaluation (M&E) framework and a mutual accountability framework. The M&E framework was recently approved and has been described as "technically sound" by a joint donor review of IFPRI's support to CAADP (DFID 2010). The framework was designed with technical support from the Regional Strategic Knowledge Support System (ReSAKSS) initiative of the International Food Policy Research Institute (IFPRI). It identifies a set of indicators – on inputs, outputs, outcomes and goals – to track CAADP progress in resource allocation and in achieving targets related to CAADP's relevance, effectiveness, efficiency, impact and sustainability (ReSAKSS 2008).

The framework is currently operational in selected countries and the first continental M&E report will be released for the 7th Partnership Platform. A website has also been established by ReSAKSS to disseminate data and analysis on sector performance and help with CAADP's peer review, benchmarking and mutual learning.

Figure 2: Stages of the CAADP implementation process



Source: Omilola (2010).

2.2.2 Thematic policy guidance

Four pillar framework documents have been produced as tools to guide the adaptation of the CAADP principles and targets into national and regional policy-making:

- Framework for Sustainable Land and Water Management
- Framework for the Improvement of Rural Infrastructure and Trade-related Capacities for Market Access
- Framework for African Food Security
- Framework for African Agricultural Productivity.

These framework documents were compiled by the Pillar Lead Institutions (PLIs). Some respondents to this study consider them to be useful policy guidance because they are African statements of what leading professionals regard as the most effective way to tackle agriculture development constraints[6].The framework documents are currently used to develop the criteria of the technical review teams for the National Agricultural Investment Plans.

2.2.3 Towards regional coordination and coherence

Regional coordination has been a central feature of CAADP since its inception. The African Regional Economic Communities (RECs) have been given the key task of promoting regional coordination and coherence in the formulation of agricultural policy and in the design and implementation of investments.

To date, two RECs have been the most actively involved in CAADP implementation: the Economic Community for Western African States (ECOWAS) and the Common Market for Eastern and Southern Africa (COMESA). ECOWAS has produced its own regional compact and has participated in country roundtable processes. It is also the region that has advanced furthest with country implementation (see 2.2.4 below).

[6] Pillar 1 has yet to satisfactorily integrate water management aspects, and irrigation in particular, into the framework.

Box 2: Detailed description of some milestones of the CAADP implementation process at the country level from Figure 2

1. **Official launch of CAADP by government.** This is the official endorsement of the CAADP process by government and has been done in different ways by different countries. Some have publicly announced endorsement through a cabinet memo, while others have used a high-level event to formalise the endorsement.
2. **Stocktaking and diagnostic process.** This stage entails stocktaking and analysis, which consists of assessing the status quo and future opportunities based on hard data and the negotiation of concerns and priorities among stakeholder groups. The main thrust is developing a broad-based understanding of the situation in a comprehensive and integrated form that can be fed into the CAADP Compact. Signing a CAADP Compact is a strategic milestone in the implementation process, as it symbolises the collective commitment to a shared vision for agriculture, despite not being legally binding on its signatories. The Compact typically outlines the country's agenda for agricultural growth, poverty reduction and food and nutrition security, specifies responsibilities for the various parties signing it and sets out, in broad terms, implementation mechanisms, including coordination and oversight and mobilisation of funding.
3. **Investment Plan formulation and design.** A detailed national Investment Plan puts the Compact's general strategy and commitments into operation. The Plan is expected, among other things, to confirm priorities and their costs, calculate the financing gap, define how the Plan is to be implemented and define the roles and responsibilities of the public and private sector in implementation.
4. **Independent technical review of the Investment Plan.** This review is expected to be undertaken by independent experts engaged by the AUC/NEPAD Agency. The purpose of the review is to ensure that the Investment Plan is consistent with CAADP principles and objectives; that best practices, as suggested in Pillar framework documents, are adopted; that the Investment Plan is in line with Compact commitments; and that investment programmes are operationally feasible.
5. **High-level Business Meeting.** The Business Meeting aims to validate and endorse the Investment Plan and confirm its implementation readiness. It also confirms funding commitments and agrees on processes for implementation. The meeting is convened by government (ideally the minister of finance) and participants include national stakeholder groups, the CAADP core institutions from national, regional and continental levels, donors and other possible funders (e.g. foundations and non-traditional donors).

Sources: AU/NEPAD Agency (2010a and 2010c)

COMESA has yet to finalise its regional compact, although the process has started and COMESA has been involved in launching CAADP in several countries, including members of the Southern African Development Community (SADC). ECCAS and SADC are only now starting to engage with CAADP. Arab Maghreb Union (UMA) has so far been largely absent from the process.

The CAADP review found that RECs have had difficulties fulfilling their responsibilities in CAADP implementation. It suggested that this was partly due to competing regional processes and lack of both resources and acknowledgement of their mandate by member states. Insufficient interaction between RECs is seen as a missed opportunity for exchange and shared learning (AU/NEPAD Agency 2010b), with the ECOWAS record of performance possibly indicating a positive example for others to follow.

2.2.4 Country implementation

Activities to promote CAADP and review agricultural policies were undertaken through regional and national workshops after 2003. All AU countries also participated in an FAO-assisted initiative to identify investment projects. However, the process of implementation is only effectively initiated once a Compact is signed and, as noted earlier, Rwanda – the first country to sign a CAADP Compact – did not do so until 2007. The Rwanda Compact was the outcome of a national roundtable process involving government, donors, NEPAD, COMESA, the private sector and civil society.

Following an intense implementation schedule, a total of 22 countries[7] and one regional economic community (ECOWAS) have to date completed the roundtable process and signed CAADP Compacts. Several other countries are at various stages of implementation.

Countries with signed CAADP Compacts have started elaborating detailed agricultural Investment Plans to put Compact commitments into effect. Eighteen countries have engaged in an investment planning process, most of which have been subjected to a technical review. Fifteen countries have submitted their Investment Plans for funding under the Global Agriculture and Food Security Program to fill financing gaps in the budgets funded by government, the private sector and donor agencies. Table 4 provides an update of progress across the continent.

[7] Benin, Burkina Faso, Burundi, Cape Verde, Cote d'Ivoire, Ethiopia, The Gambia, Ghana, Guinea, Kenya, Liberia, Malawi, Mali, Niger, Nigeria, Rwanda, Senegal, Sierra Leone, Swaziland, Tanzania, Togo and Uganda.

Table 4: Status of CAADP implementation at the country level by 8 November 2010

REC	Countries that have signed Compacts	Compact signed	IP ready	IP reviewed	Business Meeting held
COMESA	1. Burundi	24-25 August 2009	In process	No	No
	2. Ethiopia	27-28 September 2009	Yes	Yes (Sept 2010)	Scheduled (Dec 2010)
	3. Malawi	19 April 2010	Yes	Yes (10-16 Sept 2010)	No
	4. Rwanda	30-31 March 2007	Yes	Yes (Dec 2009)	Yes (8-9 Dec 2009)
	5. Uganda	30-31 March 2010	Yes	Yes (2-10 Sept 2010)	Yes (16-17 Sept 2010)
	6. Kenya	23-24 July 2010	Yes	Yes (6-14 Sept 2010)	Yes (27 Sept 2010)
ECOWAS	7. Burkina Faso	22 July 2010	Yes	No	No
	8. Gambia	27-28 October 2009	Yes	Yes (19-25 Sept 2010)	Yes (4-5 Nov 2009)
	9. Ghana	27-28 October 2009	Yes	Yes (June 2010)	Yes (14-17 June 2009)
	10. Benin	15-16 October 2009	Yes	Yes (19-25 Sept 2010)	No
	11. Cape Verde	10-11 December 2009	Yes	Yes (19-25 Sept 2010)	Scheduled (Nov 2010)
	12. Guinea	6-7 April 2010	Yes	Yes (19-25 Sept 2010)	No
	13. Liberia	5-6 October 2009	Yes	Yes (4-9 June 2010)	Yes (14-17 June 2009)
	14. Mali	12-13 October 2009	Yes	Yes (19-25 Sept 2010)	Yes (4-5 Nov 2010)
	15. Niger	29-30 September 2009	Yes	Yes (19-25 Sept 2010)	Scheduled (Dec 2010)
	16. Nigeria	12-13 October 2009	Yes	Yes (4-9 June 2010)	Yes (14-17 June 2010)
	17. Togo	29-30 July 2009	Yes	Yes (4-9 June 2010)	Yes (14-17 June 2009)
	18. Sierra Leone	17-18 September 2009	Yes	Yes (4-9 June 2010)	Yes (14-17 June 2009)
	19. Senegal	9-10 February 2010	Yes	Yes (4-9 June 2010)	Yes (14-17 June 2009)
	20. Ivory Coast	26-27 July 2010	In process	No	No
SADC	21. Swaziland	3-4 March 2010	In process	No	No
	22. Tanzania	6-8 July 2010	Ready end of Nov	No	No

Source: AU/NEPAD

2.2.5 Donor support

CAADP is broadly commended by donors for providing an African voice on the continent's agricultural policy agenda. In a context where donors are committed to supporting recipients' ownership and to coordinating their actions and instruments with the recipients' policies and systems, CAADP is a welcome initiative.

The L'Aquila Joint Statement on Global Food Security, which emerged from the G8 Summit in 2009, generally endorses CAADP. It commits to providing financial, in-kind and technical assistance as part of the $22 billion pledged to assist agriculture and food security globally, including $6 billion in additional funding to existing commitments.

The most significant share of the L'Aquila pledge comes from aligning current funding streams with programmes that already support national and regional agriculture and food security investment plans. Donors are committed to providing their support through national and regional agricultural and food security investment plans that have been developed following key steps of the CAADP process.

More specifically, a number of individual donors have explicitly endorsed CAADP.[8] Some agencies have also started to directly finance its implementation through the CAADP Multi-Donor Trust Fund (MDTF) as well as bilateral support at continental, regional and national levels.

The MDTF was established in 2008 to finance the development and implementation of the CAADP process, at continental, regional and national levels up to 2013. This involves developing and consolidating the architecture supporting CAADP, including building the capacity of CAADP's core institutions (such as the AUC, NEPAD Agency, RECs and Pillar lead institutions), developing pillar frameworks, producing regional compacts and running country roundtable processes etc. The Fund also finances activities to enhance donor coordination in support of CAADP.

The MDTF is currently financed by five donors[9] and managed by the World Bank. By July 2010, about $12 million had been made available to the fund, of which $5.6 million had been disbursed. A total of $48 million had been committed for a period of five years and it is anticipated that, by 2012, contributions from additional development partners will increase the scale of the MDTF to about $60 million.[10] There is also technical assistance funding from outside the MDTF, most notably from DFID, the German Government, the World Bank, FAO and IFPRI (AU/NEPAD 2009).

A portion of the resources pledged at L'Aquila will be allocated through existing multilateral channels, as well as new multilateral instruments, such as the Global Agriculture and Food Security Program (GAFSP). The latter is expected to be one source of funding for country investment plans. Up to April 2010, $900 million, pledged over a period of three years, had been committed to the GAFSP (World Bank 2010). By

[8] For statements of support to CAADP from members of the Global Donor Platform for Rural Development, see http://www.donorplatform.org/content/view/312/221/.

[9] USAID, the EC, Netherlands, France and Ireland. DFID is expected to become a funder. Sida and Japan are also potentially interested.

[10] Source: Global Donor Platform for Rural Development website, http://www.donorplatform.org/content/view/314/223/.

Table 5: GAFSP allocations to African countries by November 2010

Country	Amount allocated	Activities to be funded by the GAFSP	Call for proposals
Ethiopia	$51 million	The fund will support implementation of the national Agricultural Growth Program.	Second: November 2010
Niger	$33 million	The fund will support water harnessing and irrigation development programmes in three of the most vulnerable regions of the country.	Second: November 2010
Rwanda	$50 million	The fund will transform hillside agriculture by reducing erosion and bolstering productivity in an environmentally sustainable manner (supervising entity: World Bank).	First: June 2010
Sierra Leone	$50 million	The fund will finance commercialisation of smallholder farmers through better inputs, farm management training and linking farmers to market (supervising entity: IFAD).	First: June 2010
Togo	$39 million	The fund will bolster yields in rice, maize and cassava through provision of improved seed varieties, technical assistance for smallholder farmers and better smallholder access to affordable credit (supervising entities: IFAD and World Bank).	First: June 2010

Source: The Global Agriculture and Food Security Program

November 2010, five African countries – Ethiopia, Niger, Rwanda, Sierra Leone and Togo – had had access to these funds (Table 5) after successfully approving their Investment Plans at CAADP Business Meetings.

However, the most significant funding streams are allocated through the national Business Meetings. Increased finances by development partners as a result of improved sector plans have been received by a series of African countries (e.g. Rwanda, Uganda, Ethiopia). In other countries, the national Development Partner groups indicated that increased finances might be available after thorough review of the emerging documents, thus indicating an increase from current levels of funding.

2.2.6 CAADP impacts

Although there is much consultative and policy development activity to report in CAADP's first seven years, the issue from this study's perspective is whether the process itself is providing the policy environment for stronger programmes and incentives to bring about increased production, productivity and incomes in agriculture.

Is there evidence that what has been achieved in establishing CAADP has already translated into tangible progress towards creating the conditions for more effective policies, investments and institutions in support of agriculture? And if so, have such conditions begun to secure a response from producers and traders in African agriculture? Can we already talk about successes?

Section 3 discusses the methodology used to identify CAADP's early successes and provide some preliminary findings expanded upon, in some cases, in Section 4.

3.0 Tracking the impact of CAADP

This section is principally about how the study has tracked impact – especially in the three countries investigated in detail – and, from its findings, identified what appear to be the most significant areas of progress that can accurately be described as CAADP success stories.

CAADP has already adopted a framework (mentioned in Section 2 above) to monitor and evaluate the implementation and impact on programme reforms at the national level. The M&E framework is a valuable entry point for considering where success can be identified as it provides the following structure: inputs are those things that are principally a function of government and its development partners: finance, human resources, regulations and policies. This also includes process Inputs, as described in Section 2: CAADP Pillars, Compacts, Investment Plans, Business Meetings etc.

Outputs are the desired consequences of inputs: they include more productive technology being made available, improved land and water management, stronger markets for agricultural inputs and better functioning output markets. Outcomes are the principal measure of CAADP impact: increases in production, productivity, farm employment and incomes, as well as broader economic outcomes such as increased agricultural trade and national food security.

The framework does not attempt to capture some of the less tangible (or less input-output-outcome amenable) areas of CAADP ambitions, such as raising high-level domestic and international interest in the importance of agriculture, stimulating the transfer of African expertise, encouraging regional commitment to agricultural development and providing a foundation and rationale for a stronger alignment of their assistance by donors.

These limitations of the framework apart, the major question for identifying success at the national level is how to attribute progress to CAADP. Thus, this study is not simply about whether inputs are in place, outputs are being established and outcomes are being realised, but whether the engagement by African governments with CAADP has helped make a difference.

And has that engagement been achieved in such a way that it has significantly influenced critical inputs or positively impacted outputs (such as the detailed implementation of policies or the improved capacity of research institutions)?

This question of attributing success to CAADP is not straightforward, partly because some governments were already engaged in policy reforms in harmony with the CAADP frameworks and guidelines described above. Furthermore, much of CAADP's strategic work was itself derived from the experience of earlier successful agricultural reforms in those African countries that have subsequently adopted the CAADP framework.

The study has therefore taken as its point of reference the period since the signing of the first Compact in 2007. This allows a focus on the essential national-level building blocks for the attainment of CAADP objectives, and also allows consideration of the broader context of CAADP in developing African expertise and encouraging African regional co-operation. To do this, the study framed eight hypotheses (and thus asked eight questions) on the importance or otherwise of governments engaging with CAADP since 2007.

'Engagement with CAADP' means both direct engagement through adopting policy frameworks and procedures instigated by CAADP, and other forms of less direct engagement, especially through technical assistance. This usually involves institutions such as FARA, IFPRI, and FAO, whose work in agricultural policy development has been explicitly aligned with CAADP.

The eight questions the study posed are:

1. Has CAADP contributed to more specific, purposeful and incentive-oriented agricultural policies?
2. Are agricultural policy processes now more inclusive of both producer and industry interests as advocated by CAADP?
3. Has CAADP engagement led to increased investment in the sector?
4. Has CAADP engagement promoted more inter-African technical assistance and professional linkages?
5. Has CAADP engagement (in policy development

particularly) encouraged more donor coordination behind government programmes?
6. Has regional co-operation been increased as a result of CAADP engagement?
7. Has CAADP engagement changed and raised the profile of agriculture in domestic politics?
8. Has the improved policy environment elicited any significant supply response?

Question 1: Has CAADP contributed to more specific, purposeful and incentive-orientated agricultural policies?

This question is over-arching and reflects the linkage between inputs and outputs. It assumes that there were weaknesses in previous policies because they were either not sufficiently well informed or not as comprehensive as CAADP alignment would suggest. The question also assumes that effective agricultural policies require a systematic analysis of constraints on improvement and an identification of the most promising opportunities, including the design of sub-sector programmes and the targeting of the most effective interventions.

The emphasis on incentives is important because it covers several aspects of the CAADP strategy: direct support to production (which often takes the form of input subsidies to lower the costs of production and reduce the risks of innovation); removing disincentives to private input suppliers and buyers (including both market infrastructure and regulatory constraints); and addressing longer-term structural constraints on agricultural improvement, such as land tenure and the exclusion of certain categories (such as low-income women farmers) from support services.

There is evidence that all three case-study countries have made improvements in their incentive policies and feel strongly aligned to CAADP. In the next section, the study considers whether these improvements can legitimately be called CAADP successes or are simply policy successes that would have been set in train regardless of CAADP, or even before CAADP Compacts were signed.

The next six questions relate to the important support mechanisms for putting such stronger policies in place and providing the technical and financial resources for their implementation.

Question 2: Are agricultural policy processes now more inclusive of both producer and industry interests as advocated by CAADP?

One of the weaknesses of domestic policy formation identified by CAADP has been the relative detachment of agricultural ministries from those whose activities they are supposed to serve and regulate, such as producers and traders. On wider engagement with non-state agricultural stakeholders, there is evidence of a positive CAADP impact, especially in Ghana, and this evidence is discussed in Section 4.2.

Question 3: Has CAADP engagement led to increased investment in the sector?

This is one of the IFPRI/ReSAKSS inputs described above and needs to be answered separately for external donors, for government itself and for the private sector. In the latter case, the question includes a range of investments, from direct foreign investment in agri-business to on-farm improvements as reflected in agricultural lending.

The country studies provide mixed evidence of increased donor and government spending from 2003. In Ethiopia, for example, budget allocations have been broadly stable, whereas in Rwanda, there have been steady increases in government funding and less uniform increases in donor funding (Figures 3 and 4).

However, such increases cannot be directly related to CAADP engagement as they pre-date any Compact signing and subsequent policy decisions and investment planning exercises. Furthermore, while there is evidence of rising donor pledges as a result of post-compact initiatives, and also evidence that the proportion of domestic expenditure on agriculture has increased, it is too early to report that actual expenditure has increased beyond the levels previously provided. On private sector investment, there is simply insufficient available evidence at present to attribute any CAADP influence.

Overall, therefore, this is a question that cannot yet be answered with certainty, even if the signs are encouraging for both domestic and donor commitments.

Question 4: Has CAADP engagement promoted more inter-African technical assistance and professional linkages?

CAADP's emphasis on African ownership rests upon two things: stronger national roles in preparing development projects and policies and greater use of African expertise continent-wide. This is of considerable long-term importance because one of the features of agricultural policy analysis and strategic investment planning in Africa has been the substantial role played by expatriate consultants and academics. Many of them have benefited from serving in various African countries and, as a result, valuable experience has been accumulated by a large number of people from outside the continent.

If CAADP's emphasis on African ownership is to be fully realised, there need to be more opportunities for African scientists, economists and others to exchange experience and build professional contacts.

The Pool of Experts initiative has already made progress, and there is some evidence of the important contribution being made by the CAADP-instigated engagement of African technical expertise in the three study countries through the technical reviews. The overall assessment is that the answer to this question is therefore positive, and evidence is provided in Section 4.3.

Question 5: Has CAADP engagement (in policy development particularly) encouraged more donor coordination behind government programmes?
Informed opinion has for some time believed that donor support to agriculture in Africa has been characterised by duplication of effort, over-emphasis on donor priorities at the expense of collective action and, perhaps most damagingly, an unwillingness to integrate donor programmes into government expenditure priorities, or even into government policy objectives.

It is also the case that these weaknesses have been recognised by donors and, in many countries, there are long-established agricultural sector working groups, as well as technical assistance, set up to improve government management of donor programmes.

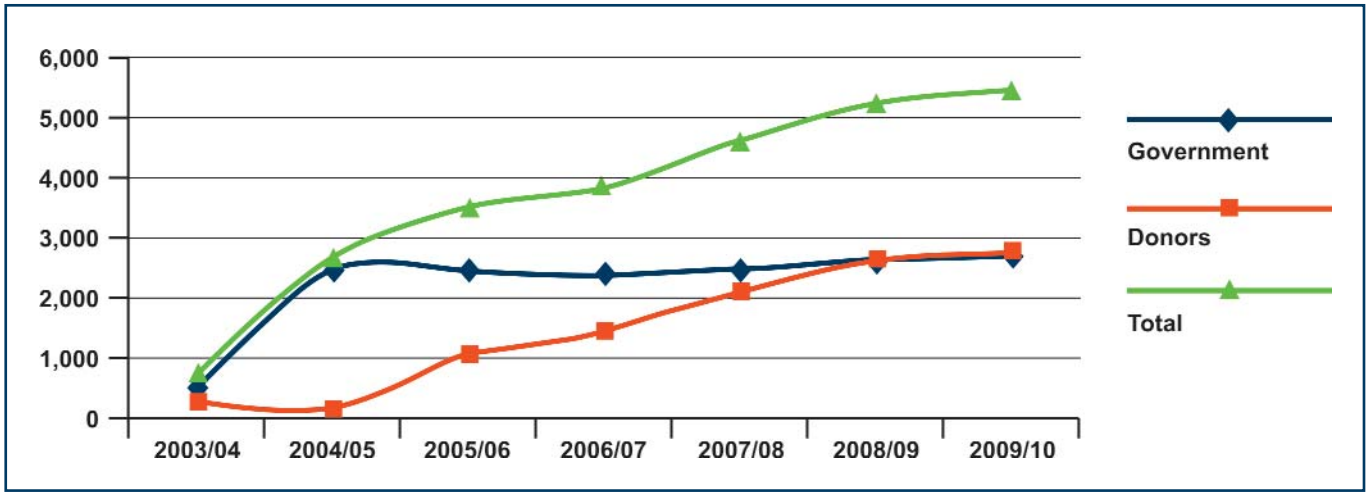
Nonetheless, much donor coordination has often consisted of little more than information exchange and occasional joint-funding arrangements by groups of two or three bilateral donors. CAADP is designed to introduce a step change in donor coordination, with much stronger direction given to donors and accepted by them. This is a long process, but some progress is being made, as discussed in Section 4.4.

Question 6: Has regional co-operation been increased as a result of CAADP engagement?
There is an important distinction to be made here. On the one hand, the regional economic communities have been tasked with promoting CAADP at the national level in their member states. On the other hand, there is the issue of whether CAADP Compact countries have - as a result of CAADP engagement - adopted policies that explicitly recognise the importance of regional co-operation in agriculture. This co-operation can take many forms, often related to market liberalisation, such as harmonisation of agricultural duties and subsidy payments, standardisation of sanitary and phyto-sanitary regulations (to control plant diseases) and common seed release procedures.

There is, as yet, no clear sign of a strong CAADP impact on regional co-operation, despite some important sub-sector advances in, for example, fertiliser trade regulation in West Africa and research coordination in most regions. Overall, therefore, this remains a question that cannot yet be satisfactorily answered.

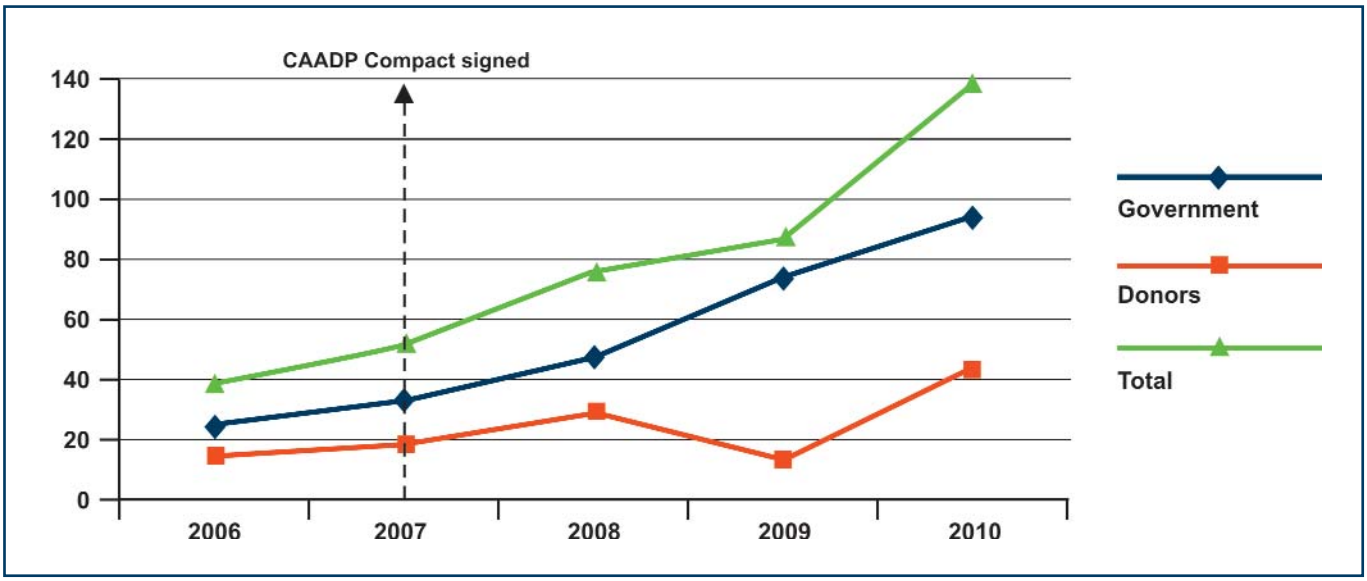
Question 7: Has CAADP engagement changed and raised the profile of agriculture in domestic politics?
There is some evidence of generally positive improvements in intra-governmental policy processes for the agricultural sector, particularly in coordination and information-sharing. In Ghana, the Ministry of Finance and Economic Planning has been stimulated to work more closely with the Ministry of Food and Agriculture as part of the planning and budgeting process.

Figure 3: Government and donor financing of investments in agriculture in Ethiopia, 2003-2010 (million Birr)



Source: Computed based on data from the Ministry of Finance and Economic Development.

Figure 4: Government and donor resource allocations to agriculture in Rwanda, 2006-2010 (million Rwandan Francs)



Source: Computed based on data from the Ministry of Finance and Economic Planning.

There is anecdotal evidence that some agricultural ministries in Africa are, since CAADP, better placed to secure support from their treasuries, partly because budget submissions are more thoroughly prepared and with a stronger strategic focus. Our informants suggest, for example, that in countries such as Kenya, Malawi and Zambia, there are signs of the agricultural sector benefiting from changing public expenditure priorities.

However, in all three countries in this study – Ethiopia, Ghana and Rwanda – such improvements preceded CAADP engagement, so the study cannot yet say that improvements in the performance of these policy development and monitoring mechanisms represent a CAADP success.

On the broader aspect of agriculture's profile, political leadership in all three countries has, since 2003, adopted CAADP and supported its programmes. Without that initial leadership, CAADP's profile would have remained low and the commitments to increased expenditure would not have been made. But whether agriculture's higher profile is permanent, this study cannot yet judge. A longer-term and more detailed analysis of, for example, parliamentary business, national editorials and party manifestos is required before a definite conclusion can be reached.

That said, it is evident that, at the global and continental levels, agriculture enjoys a much higher level of attention than before the formation of CAADP. But while this level of attention could be said to have been facilitated by CAADP, it might just as well have been the other way round; that agriculture's higher profile raised CAADP's importance. Either way, this remains a difficult question that cannot yet be firmly answered with confidence.

Question 8: Has the improved policy environment elicited any significant supply response?

The study has been provided with positive evidence from Rwanda, described in Section 4.5. However, in both Ghana and Ethiopia, even where the study can attribute some role in providing stronger incentives to CAADP, it is too early to identify any supply response at all, especially as there are any number of non-policy factors that influence output from one season to the next.

In summary, what the study has done in this section is to set out the principal questions to be asked of CAADP in determining whether or not there are successes to report. There are, of course, major problems of attribution, especially in the case of all three countries studied where, even prior to CAADP, the respective governments were switching their spending priorities towards agriculture and, in general, receiving a positive response from some major donors.

There is also the problem of timing as, despite CAADP's genesis in 2003, it has only been with the establishment of relatively significant funding streams (especially the Multi-Donor Trust Fund in 2008) that CAADP has had the resources to lay the foundations for stronger policies, institutions and external African technical assistance. Yet even taking those

considerations into account, there are four distinct areas where it can be said that the evidence affirms the importance of CAADP's role (in Rwanda, there is also evidence of a positive outcome in terms of producer responses).

This study now turns to these four areas – four success stories – that constitute its main contribution to understanding where CAADP is making progress.

4.0 Emerging success stories

4.1. CAADP in the policy process

There are two main areas in which the importance of CAADP in the formulation of domestic agricultural policies can be assessed: strategy and policy instruments. At the broad strategic level, the guidelines produced by the four pillar institutions, in consultation with governments, the private sector and farmers' organisations, are reflected in the documents produced by the regional economic communities and ministries of agriculture.

The comprehensiveness of such documents is clearly an advance on many national agricultural strategy documents of the past. There is an emphasis on the importance of technological advance, but this is clearly linked to ensuring that conditions are met for successful production. Thus the importance of infrastructure development and market access is stressed, together with the sustainability of land and water use. Equity and vulnerability are also linked to ensure that increases in production have an impact on poverty and the incomes of smaller producers, especially women producers.

Apart from the guidelines, CAADP has also provided a framework for national responses to food price volatility. Its close engagement with the High Food Prices Action Plan (2008) has helped to ensure that individual country programmes are sensitive to the need for coordinated regional actions to ensure food availability.

However, the importance of this broad strategic influence is difficult to assess: most governments committed to CAADP were already subscribing to the types of strategy advocated by CAADP, so there is more of a consensus-building element than a direct policy link. In fact, much of the policy content of CAADP derives from the more successful initiatives in agriculture taken by several African governments before 2003.

To examine the impact of CAADP on policies, therefore, it is necessary to consider the experience of each country in this study – Rwanda, Ethiopia and Ghana – in formulating its policy details and planning its investments in agriculture since the signing of Compacts. CAADP's role is thus described at different stages, with an emphasis on its contribution to a stronger empirical base for decision-making, leading to more focused programmes that address identified constraints and opportunities.

Rwanda

Of the three countries, it is in Rwanda that CAADP is seen at its most influential. Before the signing of the CAADP Compact in 2007, the importance of agriculture to both economic growth and poverty reduction was strongly recognised in the Economic Development and Poverty Reduction Strategy (2008-12) and the Vision 2020 document of 2002. However, the Plan for the Strategic Transformation of Agriculture (PSTA), which had been prepared in 2004, was considered insufficiently detailed to provide direction for policy and insufficiently rooted in an analysis of growth potential in the sector, taking into account different agro-ecological conditions across the country.

The preparation of PSTA II was undertaken in collaboration with external technical assistance engaged by the International Food Policy Research Institute (IFPRI) as part of USAID's support to CAADP. The IFPRI research programme focused particularly on identifying the potential returns on investment in staple food crop varieties and the necessary policy support to achieve such returns.

For the Rwanda Ministry of Agriculture, the important task was to align its priorities to the CAADP Pillars to demonstrate its adherence to the 2007 Compact. The outcome is a programme that is strongly geared towards incentivising producers to adopt new technologies. In the case of crop production, particular emphasis is given to maize, wheat and Irish potato, plus rice in irrigated areas. Seed distribution and fertiliser availability are related priorities. In livestock, intensive production is encouraged through support to nutrition and stall feeding and, for poor families without livestock, a heifer distribution programme.

To support these production incentives, there are several other programmes designed to address constraints on increased on-farm investment and on the adoption of new technologies involving purchased inputs. These support programmes include improving agricultural extension and promoting agri-business development, but possibly of longer-term importance is a land-consolidation programme to survey and

demarcate holdings and provide security to people with registered titles.

PSTA II formed the basis of the Investment Plan that was required as part of the process of securing donor support programme-wide, as advocated by CAADP. The CAADP Secretariat (together with the UN Food and Agriculture Organization) provided technical assistance to identify and cost the four main PSTA II programmes, which each had between three and six sub-programmes. This work gives an account of Government-planned allocations across the programmes and sub-programmes, and also gives a figure for the funding gap, to which donors can respond.

This work has permitted discussions with donors (at Business Meetings, as prescribed by CAADP for the post-Investment Plan stage) and offered opportunities to amend spending priorities; one example is that more resources have been devoted to the intensification of sustainable production systems and, within that, more priority has been given to food staples than to traditional export beverage crops.

There have been substantial donor pledges as a result of this process in Rwanda (with 80% of PSTA II funding now in place), but the more important point for this study has been the importance of CAADP in encouraging Government agricultural planning and in securing broad donor engagement in that process.

Ethiopia

In Ethiopia, there is no equivalent of a PSTA II initiative that focused government action and donor interest. This is because, prior to the CAADP Compact, there was already a substantial level of agreement on the way forward for agriculture and rural development, and donor support was already secured or under consideration.

As in Rwanda, agriculture has a high priority in overall development strategy, as detailed in the Plan for Accelerated and Sustainable Development to Eradicate Poverty 2005-10 (PASDEP). But within this plan, there are detailed programmes covering the introduction of higher-yielding varieties, extending rural financial markets, building farm roads and irrigation systems, security of tenure etc.

Perhaps more to the point, agricultural performance seems to be responding to government programmes, with per-capita grain production increasing by 50% between 2003 and 2008 period and a substantial growth in livestock exports in recent years.

One of the lessons of PASDEP is that the emphasis on poverty reduction in Ethiopia may now need re-addressing. Under preparation since before the CAADP Compact was signed in 2009, the Agricultural Growth Programme (AGP) focuses on the higher-rainfall areas in the higher altitudes, which may have been neglected because of the focus on vulnerable and drought-prone semi-arid regions.

The AGP draws in large part upon analytical work undertaken in 2008 by IFPRI, an important partner to CAADP in Ethiopia. The proposals for an intensification of crop and livestock production, improved research and extension services and small business development are, of course, strongly aligned to CAADP pillar strategies. The intention, therefore, is to align the AGP to Ethiopia's CAADP implementation framework.

Work on the framework itself is still to be completed. CAADP provided technical assistance in 2010 to help prepare the Policy and Investment Framework (PIF) for Ethiopia. Apart from its overview of sector policies and expenditure plans, the PIF's principal policy recommendation relates to creating a more favourable environment for the trade in seasonal agricultural inputs. The next stage will be a review of the PIF, mainly to ensure consistency with CAADP.

In short, CAADP has had only a minor role to date in the policy process in Ethiopia, but it has helped to focus attention on some critical strategic issues, and there is clearly some potential for a larger role, especially in engaging with the donor group.

Ghana

In respect of policy formation and CAADP, Ghana has more similarities with Ethiopia than Rwanda. The proportion of public expenditure going to promote agriculture and reduce rural poverty has been increasing over the past decade and, as in Ethiopia, there has been a supply response, particularly in food staples.

However, like Rwanda, there was a sector strategy document in place – the Food and Agriculture Sector Development Policy (FASDEP) – which was due for review at the time of engagement with CAADP. By the time Ghana was ready to sign its CAADP Compact in 2009, there had already been CAADP support in the preparation of FASDEP II. The support was provided principally through ECOWAS and IFPRI and included some detailed work on the opportunities for increased productivity in cereal production and marketing in the more marginal northern areas. However, no significant policy shifts were recommended as FASDEP was found to be already broadly in line with CAADP.

Attention therefore now shifts to the Investment Plan stage, where CAADP's involvement is central. In Ghana, this is called the Medium Term Agriculture Sector Investment Plan (METASIP). Because Ghana is relatively well endowed with professional planning staff (possibly because METASIP was being prepared with the Global Agriculture and Food Security Program in mind), the preparation of METASIP was principally undertaken by the Ministry of Food and Agriculture and the National Development Planning Commission.

The technical review is being conducted by AUC/NEPAD Agency-engaged experts. It is far too early, therefore, to attribute to CAADP any specific policy contribution to Ghana's agriculture sector, although, as in Ethiopia, the opportunity has been created and the respective governments are open to the level of advice and influence already witnessed in Rwanda.

4.2. Towards more inclusive policy processes

Inclusive participation of all relevant sector players – from within and outside the state and down to the grassroots level – in developing, implementing and monitoring agricultural policy is one of CAADP's foundation principles. This pursuit of inclusiveness is tightly linked to the aim of developing collective responsibility for agricultural growth and development. In practice, there has been a distinct effort to make the implementation of CAADP a participatory process, at country level and beyond.

The participation of non-state actors in putting CAADP into operation is noticeable at the continental level. The CAADP Partnership Platform (PP) is a continent-wide forum for policy dialogue and review which, twice a year, links CAADP core institutions with farmers. organisations, the private sector and development partner agencies. The CAADP Africa Forum, another annual platform for African agricultural stakeholders, is increasingly focused on giving voice to African farmers and helping their organisations take part in agricultural policy debates. For example, regional farmers' organisations took the lead in organising the 2010 Africa Forum, which centred on smallholder strategies for income growth and food security.

At the country level, inclusive participation has been achieved by consulting with and inviting a range of state and non-state actors, including farmers' organisations and private sector representatives, to engage with CAADP implementation, from signing the Compact to debating and approving investment plans.

In Ethiopia, a CAADP National Steering Committee was formed, comprising various government ministries (including the Ministry of Agriculture, the Ministry of Trade and Industry and the Ministry of Finance and Economic Development), the Ethiopian Agricultural Professionals' Association, the Ethiopian Horticulture Producers' and Exporters' Association and one farmers' cooperative. Many more actors were invited to participate in the Compact signing event, including the policy and planning section of Ethiopia's NGO/CSO umbrella organisation, the Christian Relief and Development Association.

In Ghana, the CAADP process has allowed farmers' associations and private sector federations to make formal contributions to policy making. CAADP has also strengthened government participation beyond the Ministry of Agriculture with the engagement of the Ministry of Finance, thus stimulating a closer interaction with agriculture on budget planning.

The same pattern is reportedly present in other countries. In the Central African Republic, for example, CAADP has led to the inclusion of representatives from civil society organisations (CSOs) in the agriculture working group, a multi-stakeholder group for dialogue, exchange and coordination on agricultural policy and development activities.

Before concluding that CAADP has successfully promoted more inclusive agricultural policy processes, however, it needs to be established that efforts to increase participation – manifested mainly through consultations and invitations to CAADP events and meetings – have been sufficient to ensure an adequate representation of relevant stakeholder groups.[11]

There is only limited evidence that stakeholder participation in CAADP implementation is generating the required representativeness and the desired substantive contributions to policy design and implementation, particularly from non-state actors.

In Ethiopia, despite the presence of various stakeholder representatives at the key CAADP events, there is a widespread perception that participation by the private sector, CSOs and academia has not been adequate. There is concern about whether constituencies are legitimately represented in terms of their capacity for making substantive contributions and, perhaps more importantly, in terms of government willingness to accept their inputs. The culture of popular participation in policy formulation and strategy

[11] Relevant representation should be considered in reference to the CAADP goals of sustainable agricultural growth and poverty reduction.

design, especially by non-state actors, has still a long way to go in Ethiopia.

The 6th CAADP PP meeting recognised that CAADP had not yet consistently achieved high-quality inclusion of non-state actors at national, regional and continental levels. In response, CAADP set up a working group to undertake a stocktaking exercise on non-state actor participation.

The exercise, recently concluded, notes that CAADP has created exceptional opportunities for participation in agricultural policy, but identifies a number of systemic challenges that inhibit the quality of participation. These include the questionable legitimacy and accountability of the organisations representing certain constituencies; limited resources, knowledge and skills for effective participation, particularly by those representing poor or disadvantaged constituencies; and a lack of agreed standards on the quality of participation (CAADP Joint Working Group on Non-State Actors Participation 2010).

Despite the challenges, there is some evidence of successful participation in CAADP-driven policy processes. In Ghana, CAADP has led to an unprecedented involvement of the commercial private sector and farmer-based organisations in agricultural policy debates.

Evidence from the country case study suggests that private sector engagement, at the national and regional level, has strengthened the policy process. The private sector's participation in the CAADP Country Team overseeing the implementation of Ghana's investment plan, the METASIP, has reportedly enhanced the quality of investment planning. More specifically, it has helped to deepen discussion about private sector involvement in the importing and distribution of agricultural sector inputs (fertiliser, tractors etc).

To take this policy engagement further, private sector representatives are building their capacity to better position themselves in the policy debate. Through their representation in the CAADP Country Team, they have the opportunity to contribute to the preparation of the agricultural budget, including demands for better targeting of priority policy issues. A Private Sector Liaison Office has been created to ensure a broad-based and transparent platform for private sector involvement in policy research and debate and in coordinating the activities of development partners (see Box 3).

The CAADP Joint Working Group has compiled other examples of good practice regarding the involvement of non-state actors: see Box 4.

Box 3: Strengthening private sector engagement in Ghana

CAADP has stimulated the private sector to establish a CAADP Private Sector Liaison Office, as well as a Consultative Group for a Competitive Ghana. The Liaison Office is under the general coordination of the Private Enterprise Foundation, representing all key private sector stakeholders across agricultural value chains: input/seeds, agricultural equipment, farmers/farmer groups, financial sector, transport, aggregators, processors, retailers and end-market users (restaurants, end consumers etc).

The concept note outlining the Liaison Office suggests "a mechanism to facilitate greater and more effective dialogue, responsiveness and accountability between the Government of Ghana, through the Ministry of Food and Agriculture (MoFA), around CAADP and FASDEP II goals and objectives". The resulting mechanism is the Private Sector Liaison Office in MoFA that functions as a clearing house for private-public concerns. There is also a Private Sector Consultative Group that ensures a broad-based and transparent platform for including the private sector in policy, policy research and development partner coordination.

There is also a draft Constitution of the West African CAADP Private Sector Association, whose mission is to forge strong relationships between private-sector actors in the region. Its aim is to accelerate CAADP implementation, based on a strong private sector dedicated to the promotion of the agricultural value chain in West Africa.

Source: Ghana case-study

4.3. Harnessing African expertise

As indicated in Section 3, one of the critical challenges in ensuring effective African ownership of agricultural policy, both at the national level and continent-wide, is the development of African expertise at the individual and institutional level. For CAADP, this is not simply a matter of conventional human resource development and institution-building. It is also about providing opportunities for professional contacts within Africa and, more particularly, the deployment of African professionals in support of their colleagues in other countries. This, of course, is not new in itself, but the scale of the initiative and the specific policy purposes associated with it are largely due to CAADP.

Developing African expertise has not been an easy process. The initial intention was that the different pillar institutions would play a central role in building

Box 4: Additional examples of best practice in non-state actor participation in CAADP

- **Influence:** In Tanzania, the Agricultural Non State Actor Forum was specifically organised to contribute to policy making on behalf of civil society and the private sector. The Forum has actively engaged with the CAADP process and is reported to have successfully strengthened the emerging strategy and investment plan.
- **Capacity building:** In Burkina Faso, development partners recently funded a training programme to brief CSOs and farmer organisations on the CAADP approach and help them define their strategy and role as they engage with the CAADP process and government partners.
- **Capacity support from International NGOs:** ActionAid is actively supporting networks of local CSOs to help them understand CAADP and influence government in Ghana and other countries.
- **Partnership:** As part of the CAADP process in Kenya, the Government has convened thematic working groups. One, on the private sector, is chaired by an agri-business alliance, which fosters a strong sense of ownership and partnership in the private sector.
- **Sensitisation:** In Liberia, radio stations were commissioned to broadcast information on the CAADP process, thereby raising awareness in distant rural areas.

Source: CAADP Joint Working Group on Non-State Actor Participation (2010)

professional networks and deploying specialist staff in their respective fields.

In practice, however, most of the institutions lacked the financial and management resources to make a major impression on national and regional policies. The exception was the Forum for Agricultural Research in Africa (FARA). FARA was established in 1997 as a forum for agricultural science and policy development linking scientists and officials, but also for engaging with farmer organisations, agro-industry, non-government bodies engaged in agricultural support and international research institutions. When CAADP was established, FARA became its pillar institution for research and technology. This involved both strengthening agricultural research institutions and helping to develop stronger links between research and the delivery of technology.

FARA's role in CAADP consists of five network support functions: advocacy and resource mobilisation; access to knowledge and technologies; regional policies and markets; capacity strengthening; and partnerships and strategic alliances. In terms of practical support, these five functions have resolved themselves into assistance in preparing and disseminating various programmes (by teams engaged by FARA, and consisting principally of Africans drawn from several countries) and investment proposals to improve the productivity of land and labour in crop production (livestock receiving rather less attention than at present).

As with all the pillar institutions, FARA has a founding document – the Framework for African Agricultural Productivity (FAAP). By engaging with four sub-regional research organisations, it has been possible to move the FAAP forward by developing what are called multi-country programmes, then ensuring that the programmes are subject to technical review, not least to ensure that CAADP principles and FAAP guidelines are being followed. Taken as a whole, these multi-country programmes represent a significant engagement of African expertise and, regardless of whether they have been put immediately into operation, they represent an important stage in institutionalising CAADP.

The Pool was only established in 2010, so any evaluation would be premature. Furthermore, the deployment of Pool members has so far only been on the design and review of national agricultural investment planning. Nonetheless, there has been progress in establishing procedures, and 50 experts have now been deployed.

As a first stage, recruitment has been based on selection from the relatively large number of names submitted by agencies, universities and ministries already in contact with the NEPAD Planning and Coordinating Agency (NEPAD Agency). This NEPAD Agency has elicited a good spread of disciplinary skills (apart from budgeting and financial management as yet) and a satisfactory geographical and linguistic balance.

Currently, natural resources (agriculture, fisheries, forestry), together with food security and market development, dominate the Pool, but efforts are under way to engage African expertise in fields such as bio-energy and climate-change adaptation.

Teams of five to seven persons have been sent to 15 different countries following an orientation exercise run by NEPAD Agency. Team leadership is viewed as especially important, with the team leader responsible for a final assessment of the performance of each team member. Selection, briefing and standards procedures are broadly in place and there are intentions to provide longer-term support so that

contacts are maintained and the institutions from which the Pool is recruited receive some benefit.

4.4. Aid coordination

This section examines the evidence that CAADP initiatives are leading to improved aid coordination under government-led programmes and, particularly, that CAADP engagement, by both governments and donors, is contributing to further donor alignment and harmonisation.

The five principles established in the 2005 Paris Declaration on Aid Effectiveness – recipients' ownership, donor alignment, donor harmonisation, mutual accountability and results focus – are fully embraced by the CAADP framework. *The Guide for CAADP Country Implementation* states, for example, that "the CAADP framework is increasingly recognised as providing for coordinated and coherent engagement with development partners at various levels, and hence taking up, on the African side, efforts on aid effectiveness" (AU/NEPAD Agency 2010a: 36).

In practice, the evidence suggests that CAADP is being instrumental in the development of a more structured and integrated interaction between the donor community and agricultural state and non-state actors, particularly at the continental level.

At the continental level, the Multi-Donor Trust Fund is a direct means for coordinating donor support to the CAADP process, although for the moment, it comprises only a few aid agencies. More broadly, the creation of the CAADP Development Partners Task Team is reported to be a significant continent-wide contribution to donor harmonisation and alignment on agriculture support.

The Task Team was formed as an ad hoc sub-group of the Global Donor Platform for Rural Development (GDPRD)[12] to follow through on commitments made by the GDPRD to strengthen coordinated donor support for CAADP.[13] Its main attributions include:

- Dialogue and harmonisation, leading to enhanced awareness and engagement in the CAADP agenda
- Shared learning among development partners and between African institutions and development partners
- Support to African processes and institutions
- Technical assistance related to donor harmonisation within the CAADP agenda.

The Task Team has played an active role in the organisation of CAADP Partnership Platform meetings which, according to the 2009-10 CAADP review, demonstrates the impact CAADP has had in bringing donors together to harmonise their positions on supporting agriculture in Africa (AU/NEPAD 2010b).

The Task Team has also promoted donor harmonisation and alignment with CAADP at the national level. In September 2009, it brought together 13 national agricultural donor working groups, alongside other African stakeholders, to deepen awareness of CAADP, strengthen donor coordination and discuss how to support it at country level. The resulting joint statement on support for pre- and post-CAADP Compact actions reaffirmed donor support to CAADP and issued specific *Guidelines for Donor Support to CAADP at a Country Level* (AUC & GDPRD 2009).

The *Guidelines* are expected to be a tool to support country-level coordination among donors and with government to achieve the CAADP goals and deliver on the aid effectiveness agenda, as established by the Paris Declaration and the 2008 Accra Agenda for Action.

A quick survey by the donors' Task Team on uptake of the *Guidelines* suggests that national donor working groups are actively discussing CAADP and have shared the *Guidelines*, but the picture is varied with regards to changing donor behaviour (DFID 2010b). This is not surprising, as some of the changes proposed in the *Guidelines* (such as co-financing of investment programmes, jointly monitoring and reviewing progress and engaging non-traditional donors in the CAADP process) will inevitably take time to materialise.

Country evidence suggests, however, that most longstanding donors in agriculture are determined to align with the CAADP process and, alongside other sector players, have been playing an active role in debates about national compacts and investment plans. So although alignment and harmonisation principles have been part of government and donor aid management policies (or at least policy intentions) for some time, country evidence indicates that CAADP has given an impetus to the aid effectiveness agenda in agriculture.

[12] It comprises the UK Department for International Development (DFID), the European Commission, the Food and Agriculture Organisation (FAO), the French Ministry of Foreign Affairs, GTZ, IFPRI, the Netherlands Ministry of Foreign Affairs, the Swedish International Development Agency (Sida), USAID, the World Bank and the GDPRD Secretariat.

[13] In 2006, following a two-day meeting in Geneva focused on finding ways to strengthen coordinated donor support for CAADP, the Platform formalised its support for CAADP implementation by issuing a statement outlining proposed actions to support CAADP and accelerate agricultural development in the countries of the AU (GDPRD 2006).

In Ethiopia, CAADP has to some extent helped reinforce the Rural Economic Development and Food Security Platform (RED&FS) as a forum for agriculture policy debate and coordination. The Platform is a group that brings together donor and government agencies under the chairmanship of the Ministry of Agriculture. CAADP has helped focus policy discussions and donor support around common policies, such as the CAADP-aligned Agricultural Growth Programme (AGP), thereby creating the conditions for improved aid management by government. A basket fund has been established to pool donor support for the AGP and, although the fund is managed externally (as a World Bank multi-donor trust fund), it is seen as an improvement on the customary fragmentation of donor support to agriculture.

Across a number of countries, CAADP is reported to be contributing to the emergence or consolidation of sector-wide approaches (SWAps), which are believed to be a means for improved planning and financial management under government leadership.[14] This is particularly noticeable in Ghana, where government and donors had been trying to develop a SWAp in agriculture for some years. CAADP, and the agricultural investment plan (METASIP) in particular, has created the basis for a common mechanism to be put in place, as both government and donors are now showing greater willingness to move quickly towards a common framework supportive of CAADP, and of METASIP in particular.

Likewise, Burkina Faso has been trying to develop a SWAp since 2006, but only recently have some donor agencies come together to develop a common framework to support agriculture. As a possible intermediate step, a basket fund is being created to finance agricultural investments identified through the CAADP process. Although CAADP did not create the basket fund, it will be used to support the investment plan CAADP has helped to put in place.

The development of an agricultural SWAp in Rwanda is also linked to the CAADP process. A Memorandum of Understanding (MoU) has been signed between the government of Rwanda and donors to support the implementation of the CAADP-aligned common policy framework, the PSTA II. The MoU contains several commitments on donor alignment and coordination, including providing timely information on aid flows to government and putting the Agriculture Sector Working Group into operation as the principal forum for dialogue, consultation, monitoring and evaluation.

This apparent reinvigoration of agricultural SWAps may be signalling donors' increased confidence in government policies and systems and their willingness to work together and to be collectively led by government. Although efforts to strengthen donor harmonisation and alignment pre-date CAADP, country evidence suggests that CAADP has given the aid-effectiveness agenda an added impetus in the agriculture sector. If this is confirmed in the course of events, CAADP will have made an important contribution to the management of a sector which still faces significant aid fragmentation and all the problems of policy incoherence and cost inefficiency that derive from it.

4.5. Initial production and productivity responses to CAADP

All three countries have a recent record of improvement in agricultural performance. Since 2001, Ghana has achieved agricultural annual growth rates of at least 4%, rising to 6.2% in 2009. Growth rates in Ethiopia are even higher, averaging 8% since 2003.

The pattern in Rwanda is much less even. From a very low base, its agricultural growth rates were averaging 10% in the late 1990s, only to fall below 5% in the period to 2006, then declining to under 1% in 2007 – the year Rwanda signed the CAADP Compact.

It would probably be stretching credulity to attribute the major turnaround in agricultural growth in one year – from under 1% in 2007 to over 10% in 2008 – solely to the impact of CAADP. But nor can such a turnaround be dismissed as a natural fluctuation in output with policy factors unproven.

The Rwanda case is important because it is only there that enough time has elapsed to allow the production response to policy adjustments made in concert with CAADP to be quantified. The Rwanda case also allows the tracking of specific policy initiatives designed to incentivise investment and production in specific areas for specific crops.

In Section 4.1, the Crop Intensification Programme (CIP) and the land consolidation programme under PSTA II were described as part of a big push to transform agriculture. If figures are taken from areas under land consolidation, the impact of the programmes is very clear. First, there has been a

[14] SWAp is the term often used to refer to an aid management framework, at sector level, sharing a number of principles, which include: (i) government ownership/leadership; (ii) comprehensive and coherent policy and expenditure framework; (iii) involvement of all relevant stakeholders; (iv) use of common planning and management procedures across the sector, and (v) alignment with domestic planning and financial management systems.

major shift into maize, Irish potato, rice and wheat production, as Table 6 indicates by the calculation of land under cultivation in the September-January growing season. Some of this increase can be attributed to a switch from cassava, but rather more can be attributed to more land coming under cultivation, in part assisted by the mechanisation programme.

Table 6: CIP land use consolidation area (ha), Rwanda

Crop	2007/08	2008/09	2009/10
Maize	17,808	35,000	83,427
Irish potato	160	5,000	36,420
Wheat	600	10,000	7,340
Rice	0	6,000	6,703
Cassava	9,448	10,000	5,748

Source: Progress Report 2010, Crop Intensification Programme Co-ordination Unit, Ministry of Agriculture and Animal Resources

Table 7: Yields increase for maize and wheat, Rwanda

Yield (kg/ha)	2006/07	2007/08	2008/09
Maize	780	1,480	2,556
Wheat	939	2,209	2,563

Source: Progress Report 2009, Crop Intensification Programme Co-ordination Unit, Ministry of Agriculture and Animal Resources

In other areas covered by the CIP, there has been a similar pattern of adopting new planting materials and using fertiliser, resulting in an appreciable increase in yield for all crops. The pre-CIP maize yields were around 1.5 tonne per hectare (t/ha), but in the areas visited during the study, hybrid varieties brought from Tanzania and Kenya were yielding 6.0-7.0 t/ha, although an average of 5.0 t/ha in the CIP areas as a whole is reported by the official Rwanda Agricultural Development Authority (RADA).

In Mukunguli and Cyili districts, wheat yields have risen from 2.0 t/ha to 5.0 t/ha with the adoption of Mwamba wheat varieties from Kenya. Rice yields have also risen from 4.0 t/ha to 7.2 t/ha with the adoption of new varieties. These yields are lower than the RADA estimates of 3.0 t/ha for wheat and 5.5 t/ha for improved rice yields, but the overall trend is clearly positive. RADA also estimates Irish potato yields at 20.0 t/ha in the land-consolidation areas, but the baseline is less reliable.

Given the importance of fertiliser application to the improved yield figures, calculations have also been made about the profitability of using NPK (nitrogen, phosphorus and potassium) and urea treatments. Employing value-to-cost ratios (VCRs) for selected crops and recommended treatments in different districts, it has been demonstrated that, while the adoption of a single package of improved technology is not invariably justified, in most cases it provides a very strong incentive to producers (Table 8).

Taken together, these results indicate that the policy incentives and field level actions instigated under PSTA II, itself a programme strongly influenced by engagement with CAADP, have been a substantial success.

Table 8: Estimated VCRs by crop and district, Rwanda (2008)

District	Crop	Treatment	VCR
Gicumbi	Potato	NPK (300 kg/ha) + urea (100 kg/ha)	6.62
	Wheat	NPK (230 kg/ha) + urea (100 kg/ha)	3.41
Nyamagabe	Wheat	NPK (200 kg/ha) + urea (100 kg/ha)	2.35
Rusizi	Maize	NPK (250 kg/ha) + urea (100 kg/ha)	-0.13
	Potato	NPK (300 kg/ha) + urea (100 kg/ha)	-0.99
Musanze	Potato	NPK (300 kg/ha) + urea (100 kg/ha)	6.47
Nyabihu	Potato	NPK (300 kg/ha) + urea (100 kg/ha)	13.02

Source: International Centre for Soil Fertility and Agricultural Development (2008)

5.0 Conclusion

This report documents the initial successes in implementing the CAADP framework. It offers evidence of a positive impact on agricultural analysis, policy-making and sector performance, within and across African countries, that has inspired further moves towards developing sound policies and plans. CAADP successes are still relatively modest, but, given the level of ambition and the short period of time that has elapsed since the CAADP support infrastructure was established, it would be unreasonable to expect a major transformation.

CAADP has set out to reconfigure the way agricultural development issues are formulated, policies are generated and debated, investment decisions are implemented and interventions are scrutinised. The focus of CAADP's work is at the national level, where agricultural investments and productive activities take place, yet time is needed to allow each country to assimilate the CAADP framework without undermining the legitimacy of existing political, institutional and production systems.

The engagement of countries with the CAADP process has only recently started; it is just three years since the first CAADP Compact was signed in Rwanda, and little more than one year since the second Compact was endorsed by Togo, followed, in the same year, by 12 other countries. There are limitations to what can be accomplished in such a short time.

This study has nonetheless found five areas where CAADP's impact is already noticeable.

1. Added value

This relates to influence, support or value added to the formulation of national agricultural policies. Collected evidence suggests that, at least in some countries, CAADP is contributing to more informed, more purposeful and more incentive-oriented policy strategies.

2. Policy and inclusiveness

Agricultural policies are being generated through increasingly participatory and inclusive policy processes. Although the emphasis on participation has been around for a long time, CAADP is reportedly championing the engagement of private sector representatives in the policy debate. There is also, despite the challenges, a deliberate effort to bring on board other non-state agricultural actors.

3. Harnessing African expertise

Linked to the pursuit of inclusiveness is a CAADP-led effort to harness Africa's own agricultural expertise at the individual and institutional level. The emphasis is on providing opportunities for professional contacts within Africa and, more particularly, the deployment of African professionals in support of their peers in other countries. This is illustrated by the establishment of a Pool of Experts, a CAADP initiative to institutionalise Africa's own technical assistance, which complements the currently weak pillar-lead institution framework.

4. Better donor support and coordination

As a result of these efforts and achievements, donors are more willing to back CAADP at both continental and country level. They also seem more willing to work together and to be collectively led by government, as suggested by the apparent reinvigoration of agricultural SWAps. Although attempts to strengthen donor harmonisation and alignment preceded CAADP, country evidence suggests that CAADP has given the aid effectiveness agenda an added impetus in the agriculture sector.

5. Real benefits for Rwanda

Finally, this study cannot disregard claims that CAADP has played a role in Rwanda's current agricultural performance. It is only in Rwanda that sufficient time has passed to allow an investigation of supply responses to policy adjustments made in line with CAADP. Upward trends in production and productivity have been linked with the Crop Intensification Programme and the Land Consolidation Programme of the Rwandan Government's PSTA II, which in turn is tightly linked to the CAADP framework and process of review.

There are limitations to this study (especially in country coverage), but it has usefulness beyond its results in that it helps devise a framework for tracking change brought about by CAADP. The study formulates questions (or hypotheses) for a replicable and low-cost assessment that goes beyond listing process outputs to considering ways of measuring outcomes. It is important to bear in mind that this is not a study of whether there have been agricultural policy improvements with successful outcomes. It is a study of whether any such improvements can be attributed to the influence of CAADP and the services it provides.

If this study can be replicated over time and in more countries, it will provide deeper answers than it has been able to offer so far. Such answers would be helpful to those who manage and support CAADP. First, the answers would indicate whether resources allocated to the CAADP initiative overall were worthwhile, and second, suggest areas where specific CAADP initiatives had proved most beneficial and warranted further support.

On the evidence of this study, CAADP resources have been successfully deployed to achieve most of its objectives, but there are areas (on financial leverage and regional co-operation, for example) where more evidence is needed to form a judgement on whether CAADP is yet providing the leadership for change for which it was established.

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Annex I

Summaries of country findings

This annex summarises findings from the three country case studies: Ethiopia, Ghana and Rwanda. The information included here draws from the corresponding country working papers produced in the course of the study.

Ethiopia case-study

1. The CAADP process in Ethiopia
Although the CAADP framework was endorsed by African Heads of State in 2003, it took Ethiopia four years to take concrete steps in the process. While the Ministry of Agriculture and Rural Development began to appoint CAADP focal persons soon after 2003, it was only from 2007-8 that the country actively engaged with the CAADP process by conducting roundtables, forming a CAADP Steering Committee with government and private sector representation, undertaking preparatory studies and eventually signing the CAADP Compact in September 2009.

As one of the post-Compact processes, the national agricultural development road map for 2010-20 (the Policy and Investment Framework, or PIF) was prepared with support from experts engaged through CAADP. The Government of Ethiopia took the opportunity offered by preparation of the PIF to align its agriculture and rural development policy with the CAADP framework and requirements. A Business Meeting on the PIF is planned for December 2010.

2. Policy Development
Because of the short period of serious engagement with CAADP in national policy processes, there is little evidence that CAADP has influenced or changed agricultural policy in Ethiopia. One major recent initiative, the Agricultural Growth Programme, which has attracted GAFSP support, benefited from earlier analysis undertaken with CAADP-linked IFPRI assistance, but the official opinion is that engagement with CAADP has rather confirmed the Government's existing policy directions. It is, however, evident that the preparation of the PIF led to recommendations for policy adjustment, particularly for enhanced private sector participation in the agricultural input trade. The PIF document considers that the two strategic agricultural inputs – fertiliser and seed – need proper policy treatment for enhanced agricultural sector performance in Ethiopia. However, these policy adjustment requirements recommended by PIF are not yet approved as the document remains at the review stage.

Furthermore, there is the perception that CAADP has added value in that, unlike many previous initiatives in African countries, it is much more internalised and owned.

3. Policy-making processes and inclusiveness
The policy-making process in Ethiopia is centralised around government institutions. Some level of consultation in the processes of policy-making is now practised, with the involvement of the lower hierarchies in the government structure. The process of preparing the PIF, as a follow-up to the national CAADP Compact, has involved extensive consultation with stakeholders at various levels, including regional, through data collection and interviews. However, the perception is that not all relevant stakeholders have been involved and the engagement by CSOs and the private sector has been somewhat limited.

4. Policy-making structures
In terms of operationalising CAADP, there is no change envisaged in the structure of the Ministry of Agriculture in Ethiopia. The Ministry intends to accommodate CAADP in the existing structure, although some changes in the policy-making process are noticeable, at least with regards to stakeholder consultation. Nether has there been any change in staffing in the Ministry of Agriculture and Rural Development (and none is envisaged) that can be attributed to the engagement with CAADP.

5. Financial support to CAADP and agriculture
Although Ethiopia has prepared the CAADP national document and signed the Compact in 2009, the official data on agricultural sector spending shows that it was already above the CAADP minimum requirement of 10%, so CAADP has had no influence on any increased budget allocation for agriculture.

As far as CAADP's influence on private sector investment is concerned, any judgement would be premature as it is only a year since Ethiopia signed the CAADP Compact.

6. Technical support
Overall, CAADP seems to have instigated some technical assistance initiatives and development programme partnerships with regional institutions in Africa. A notable example is the East African Agricultural Productivity Project (EAAPP) initiated among the four eastern African countries – Ethiopia, Kenya, Uganda and Tanzania. EAAP is regarded as being aligned to the CAADP framework on agricultural productivity.

7. Donor coordination
Ethiopia has a long history of donor involvement in the

development process and donors have for some time been working towards coordinating their support. An example in the agricultural sector is the establishment, under the leadership of the Ministry of Agriculture, of a platform for government-donor coordination called Rural Economic Development and Food Security (RED&FS).

However, engagement with CAADP has reinforced donor support of agriculture. There are still important gaps in aid alignment and harmonisation in Ethiopia, but the CAADP process has driven some improvements. One benefit has been that, in the process of donor alignment, understanding of government policies has improved.

8. Regional engagement
Ethiopia is one of the leading countries in promoting NEPAD, which gave rise to CAADP. The country is also engaging in sub-regional and continent wide development matters. These engagements may be directly or indirectly related to CAADP and enhanced by CAADP.

9. Political support
Although there was a delay of several years after the Maputo Declaration, Ethiopia has recently made fast progress in engaging with the CAADP framework and signing its Compact. As Ethiopia's overarching development strategy is the Agricultural Development-Led Industrialization (ADLI), the country gives top priority and political support to agriculture, so it is logical that it also gives the implementation and success of the CAADP framework a high priority. The fact that the Rural Development Standing Committee of Ethiopia's parliament is aware of the CAADP and its process also illustrates the high level of political commitment accorded to CAADP.

10. Supply responses
CAADP's engagement with Ethiopia is fairly recent, so although the country is often cited as one of those sub-Saharan Africa nations that have registered remarkable growth in recent years, it is not because of CAADP. In fact, it is consecutive years of favourable weather, in contrast to previous weather uncertainties and frequent droughts, that have helped produce positive outcomes in agriculture.

Ghana case-study

1. The CAADP process in Ghana
The roundtable on Ghana's agricultural policy was organised under the auspices of the ECOWAS Agricultural Policy Development Programme and led to Ghana's CAADP Compact being signed in October 2009. The signatories of the Compact were: the Ministers of Food and Agriculture (MoFA) and Finance and Economic Planning (MoFEP) on behalf of the Government of Ghana; the AU/NEPAD; ECOWAS; representatives of the development partners; FoodSPAN (a coalition of NGOs in food security) on behalf of civil society; Farmer/Agricultural Associations; the private sector; Parliament (the Agricultural Select Committee) and traditional rulers.

An investment plan, the Medium Term Agriculture Sector Investment Plan 2009-2015 (METASIP) was prepared, reflecting the agricultural performance targets of Ghana's National Development Planning Commission (NDPC), the ECOWAS Common Agricultural Policy (ECOWAP) and CAADP.

In June 2010, a panel of technical experts led by the African Union Commission, the NEPAD Planning and Coordinating Agency (NEPAD Agency), regional economic community and CAADP Pillar Institutions began a technical review of METASIP. The review is thought to have enhanced the quality of the investment plan and its ability to deliver Ghana's agricultural development objectives. The technical review has also reportedly enabled Ghana to revise its investment plan to meet GAFSP conditions for accessing further financial resources.

2. Policy development
The first realisation of CAADP ideas in Ghana was in 2007, coinciding with the review of the food and agriculture sector strategy, FASDEP I. Most of the ideas and principles in FASDEP I were similar to the CAADP Pillars, so it was relatively simple to align the subsequent FASDEP II with CAADP.

CAADP provided technical support to help formulate FASDEP II. Its inputs included modelling the agricultural economy (by IFPRI), a monitoring and evaluation framework and ECOWAS support.

3. Policy-making processes and inclusiveness
In line with the decentralisation process, the Ministry of Food and Agriculture consults with all the regions and districts on policy matters and includes all agricultural stakeholders. These stakeholders include district assemblies, the private sector, NGOs, academics, workers, traditional authorities, CSOs, FBOs and national farmer associations.

The representatives of these stakeholders are invited to take part in discussions about the Ministry's plans and programmes. The farmers' organisations, for example, usually advocate easy access to farm inputs (such as subsidised fertilisers) and markets for their produce. The stakeholders have direct and full involvement through their participation in policy-making and have fully committed themselves to the CAADP process.

The Federation of Associations of Ghanaian Exporters (FAGE), which represents the private sector, became involved with CAADP activities in 2009. FAGE notes that this is the first time government has taken the private sector seriously in agricultural policy-making. Private-sector engagement is built on confidence that the CAADP process has established a mechanism for relations with the Government and an arbitration point in their new-found dealings with it and its development partners.

The CAADP process has also strengthened inter-ministerial coordination between the MoFA and MoFEP. As a co-signatory of the Compact, MoFEP's proposals for budget allocation are more focused than those of MoFA, but compared to the previous budgeting process, the two ministries are working more closely together to enhance agricultural expenditure.

4. Policy-making structures
The CAADP policy-making structure is located in MoFA's policy planning, monitoring and evaluation directorate (PPMED). CAADP is headed by a Deputy Director in charge of policy who accounts to the Director of the PPMED. Overall responsibility lies with the Minister. In the future, a Country Team will replace the focal/contact person for CAADP and oversee the coordination of activities in METASIP. The Country Team, comprising non-state and state actors, will function as the Ministry Advisory Board, chaired by the Minister and overseeing the activities of the Ministry.

5. Financial support to CAADP and agriculture
In nominal terms, Government expenditure in the agricultural sector has generally increased since 2005. In that year, agricultural expenditure was at about 42.4 million Ghanaian Cedi (GHC) and rose steadily to GHC393.7 million in 2007. In 2008, expenditure fell slightly to GHC392.2 million, then increased twofold in 2009.

Similarly, the share of agricultural expenditure in total government spending followed a generally increasing trend between 2005 and 2009 to meet the conditions of the 2003 Maputo Declaration. Agriculture's share of government spending reached a high of 10.3% in 2006 and 10.2% in 2008, but had fallen to 9% by 2009.

In line with the long-standing support for the Government and its activities, donors provide it and the agricultural sector, through MoFA, with loans, grants technical assistance and budgetary support. In 2005, donors' aid to agriculture as a proportion of total aid was 9.9 %, rising to 12.7% in 2007. The figure for 2008 indicates a fall in agricultural aid as a proportion of total aid to the economy.

6. Technical support
IFPRI and the Forum for Agricultural Research in Africa (FARA) are two leading organisations that provide technical inputs to the CAADP process in Ghana. IFPRI, mandated through ECOWAS to provide modelling support, helped making Ghana's policy more evidence-based. MoFA provided data for IFPRI to analyse and to run simulations that would inform investment proposals for the Compact.

FARA has led initiatives to implement CAADP's Pillar IV at the sub-regional and national levels. In particular, FARA participated actively in the Joint Sector Review of Ghana's Ministry of Agriculture in May 2010 and engaged experts to lead the technical review of its agricultural sector investment plan in June 2010.

7. Donor coordination
There is an Agriculture Sector Working Group (ASWG), co-Chaired by the Chief Director of MoFA and a representative of donors, which coordinates support to the agricultural sector. The participation and commitment of ASWG members are high; for instance, the 2010 Joint Sector Review was a collaborative effort of the MoFA and donors in support of the harmonisation and alignment of development aid and the Sector Wide Approach (SWAp) for agriculture.

The development of METASIP is seen by donors as an opportunity to engage with a joint investment-planning process, which was lacking before. Developing the CAADP Country Team (from the signatories of the Compact) is intended to serve as a clearing-house for coordination of the investment plan.

8. Regional engagement
The Economic Community of West African States (ECOWAS) was mandated to coordinate and monitor the implementation of NEPAD and its sectoral programmes in West Africa. In early 2005, the ECOWAS Common Agricultural Policy (ECOWAP) was adopted and a West Africa Regional Implementation Planning (RIP) meeting was convened to remedy the lack of integration between the frameworks of ECOWAP and CAADP.

9. Political support
The Chair of the Parliamentary Select Committee and other legislators were part of the Ghana CAADP delegation that presented the Investment Plan. The Chair of the Parliamentary Select Committee on Agriculture also attends ASWG meetings.

In 2009, Members of Parliament looked at cooperation on MDGs and decentralisation with a view to improving its ability to monitor and provide oversight at the district level. Parliament also worked with the

Canadian International Development Agency (CIDA) and the Sector Working Group (SWG) to lay the foundations for a parliamentary platform to engage with development partners and other stakeholders. The platform was to focus on good governance, national development, Multilateral Development Banks (MDBs) and aid effectiveness, as well as agreeing to provide regular updates on bills that are laid before Parliament.

10. Supply responses
In 2009, the growth rate of Ghana's GDP fell to 4.7% from a ten year high of 7.3% in 2008. The growth rate of agriculture, however, rose to 6.2%, the highest since the 7.5% achieved in 2004. In 2000, agriculture's growth was 2.1%, so the general trend over the period has been gradual improvement, with no discernible CAADP impact as yet.

Production data for 2009 has shown increases in food production, although these gains were made mainly through the expansion of areas under cultivation rather than improvements in yield. During 2009, production of the major staples increased – maize by 5%, rice (paddy) by 30%, groundnuts and cowpea by 3% each and sorghum and millet by 20% each. These increases were attributed to interventions such as the block farm concept, by which more land was brought under cultivation.

Rwanda case-study

1. The CAADP process at country level
The CAADP roundtable process in Rwanda was one of the first to be instigated and led to the Compact being signed in 2007. Subsequently, the Investment Plan was prepared and external review processes were conducted, including diagnostic work led by IFPRI. This led to both validation of the Plan and revisions to the existing Strategic Plan to Transform Agriculture (PSTA), which was reformulated as PSTA II.

The main objective of the CAADP-led Business Meeting in 2009 was to align financial support with the policy and strategy defined in PSTA II. As well as securing more government support, the meeting also received donor pledges of US$260 million.

2. Policy development
CAADP support was influential in the development of PSTA II, which is the centrepiece of agricultural policy. The main component of PSTA II is technological improvement, with irrigation and crop intensification absorbing 84% of the Ministry of Agriculture and Animal Resources' expenditure. The main role of CAADP was to support an IFPRI exercise that showed the economic importance of prioritising wheat, maize and Irish potato and the need to develop seed and fertiliser supply systems. Further important policy developments have been the livestock programme to supply heifers to low-income households and the start of land consolidation to give security of tenure.

3. Policy-making processes and inclusiveness
The role of CAADP through the roundtable process has been to define a framework under which stakeholders, such as the private and public sectors, civil society and NGOs, meet in a forum to assess progress and gaps in the implementation process.

The Rwandan Ministries of Agriculture and Animal Resources and of Finance and Economic Planning have consulted widely with stakeholders since 2006 and established peer review and mutual accountability systems. PSTA II is a joint initiative of the Ministries of Agriculture and Finance and there are monthly meetings to review progress on implementation. For the Government as a whole, there is a Rural Development Cluster on which five ministries are represented: Agriculture, Local Government, Commerce, Finance and Gender.

Outside government, a Development Partners Assessment Framework (DPAF) has been established to help development partners review their performance and contribute to the Joint Review. There is a citizen report card so farmers can give their evaluation of service provision, and farmers' organisations were involved in formulating the Investment Plan and taking part in the Joint Sector Review.

4. Policy-making structures
The Ministry of Finance is responsible for financial planning and the management of domestic and external funding, while the President's Office is responsible for overall development policy. However, the implementation of agricultural strategy and its alignment with CAADP are the responsibility of the Ministry of Agriculture, which signed the CAADP Compact with development partners.

Inter-governmental arrangements have contributed to an easy mobilisation of human and financial resources for the agricultural strategy. They have also helped raise awareness among policymakers of the role of agriculture in reducing poverty.

5. Financial performance
The Government has increased its funding for agriculture year by year and significantly, since the signing of the CAADP Compact in 2007, the proportion of public spending devoted to agriculture rose from 3% in 2006 to almost 7% in 2010. For donors, there has

been a less steady increase in aid to agriculture, although a sharp increase is evident in 2010 – an 88% increase over the 2006 figure (compared to a 53% increase in government funding).

6. Technical support
CAADP provided a technical contribution to the design of PSTA II and the CAADP Secretariat worked closely with the Ministry of Agriculture and donors to set the schedule of the Business Meeting. The Secretariat also played a facilitating role between the Ministry of Agriculture and donors in identifying and addressing any financing gaps in the Investment Plan.

7. Donor coordination
Institutional arrangements have been put in place to coordinate aid to the agriculture sector. The annual Joint Sector Review is an example of this, bringing together the Ministry of Agriculture, the Ministry of Finance and Economic Planning, donors and other stakeholders. There are also agriculture working groups and sub-working groups, which are more technical and meet to assess progress in the implementation of strategies and policies. The Permanent Secretary leads the sector working group and the World Bank the donors' group.

8. Regional engagement
Before the CAADP roundtable held November 2009, COMESA sent an adviser to help prepare the meeting, and new attention was given to the regional dimension of CAADP. In October 2010, there was a further assessment of progress on CAADP, in which COMESA was represented.

9. Political support
In his recent election campaign, the President of Rwanda said the agriculture sector would continue to be the top priority in his next term of office. He also gave strong support to the implementation of the 'one cow per poor household' policy, targeting milk production to improve nutrition and income and manure production to increase soil productivity.

10. Supply responses
Several pieces of evidence suggest that there has been a positive supply response to the measures introduced under PSTA II. From 2007 to 2009, nationwide yields of maize and wheat increased significantly, by 228% and 173%, respectively. This was particularly due to the full package of fertiliser, improved seed and extension services provided in the consolidated land-use areas.

In some targeted areas, the Crop Intensification Programme has managed, partly through the introduction of new varieties, to increase yields of maize, wheat, Irish potato and rice. The maize yield increased from 1.5 tonne per hectare (t/ha) to 4.0-4.5 t/ha for open-pollinated varieties and to 6.0-7.0 t/ha for hybrid varieties. The wheat yield rose from 2.0 t/ha to 5.0 t/ha for improved varieties, while the rice yield increased from 4.0 t/ha to 7.2 t/ha, also for introduced varieties.

Annex II

List of people contacted

This annex summarises findings from the three country case studies: Ethiopia, Ghana and Rwanda. The information included here draws from the corresponding country working papers produced in the course of the study.

Supra-national level

Name	Institution	Position
Babatunde Omilola	IFPRI	ReSAKSS Coordinator
David Nielson	World Bank	CAADP Focal Point
Desirée Dietvorst	Freelance consultant	
Elijah Phiri		Land and Water Pillar Lead
Jeff Hill	USAID	CAADP Focal Point
Joel Beasem	ECCAS	CAADP Focal Point
Joseph Sam Sesay	Ministry of Agriculture, Sierra Leone	Minister
Martin Bwalya	NEPAD Agency	Head
Michael Wales	Freelance consultant	
Monty Jones	FARA	Executive Director and Agricultural Research Pillar Lead
Ousmane Badiane	IFPRI	Director for Africa and CAADP Focal Point
Ousmane Djibo	NEPAD Agency (seconded from GIZ)	Adviser
Sheryl Hendriks	Formerly at Kwazulu-Natal University	Former-Food Security Pillar Lead
Simon Kisira	NEPAD Agency	M&E Specialist
Sonja Palm	GIZ	Co-Chair of CAADP Development Partners Task Team
Terri Sarch	DFID	Former Chair of CAADP Development Partners Task Team
Yihenew Zewdie	Freelance consultant	
Anne Andersen	Embassy of Denmark	Chair of Agricultural Donor Working Group in Burkina Faso

Ethiopia

Name	Institution	Position
H.E. Abera Deressa	Ministry of Agriculture and Rural Development (MoARD)	State Minister, Chair Person of CAADP Steering Committee
Wondirad Mandefro	MoARD	Extension Director, former CAADP Focal Person
Techane Adugna	MoARD	Planning and Program Director, CAADP Focal Person
Taye Tessema	EARI/MoARD	Manager Rural Capacity and EAAP
Melaku Jirata	MoARD	Expert, Production and Marketing Specialist
Getachew Adugna	MoARD	Staff, CAADP Secretariat Technical Assistant
Sorssa Nataa	MoARD	Staff, RED&FS Secretariat
Debebe H. Wold	Ministry of Finance and Economic Development (MoFED)	Staff, Credit Administration

Ethiopia *Continued...*

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Ababi Demise	Parliament	Chairman of Standing Committee for Rural Development
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Demise Chanyalew	Private consult	Team leader in the Ethiopian CAADP study
Solomon Belete	Ethiopian Association of Agricultural Professionals	President, member of CAADP Steering Committee
Teklu Tesfaye	World Bank	Agricultural Growth Program (AGP)
Achim Foke	World Bank	Senior Economist, RED&FS, PIF Steering Committee member
Florence Rolle	FAO, seconded to the World Bank	RED&FS Donor Coordinator

Ghana

Name	Institution	Position
Ramatu Al-Hassan	Ministry of Food and Agriculture (MoFA)	UG/SASH Facilitator
Ram Ebo Bhavnani	MoFA	Director (PPMED-MoFA)
Samuel Quartey (Mr. Hutchful/ Doris Yeboah)	MoFA	Director (Fisheries-MoFA) Deputy Director
Lena Otoo	MoFA	Deputy Director (MoFA)/CAADP Focal Person
F. Kwarteng- Amaning	Ministry of Finance and Economic Planning (MoFEP)	Principal Economic Officer
Joseph Antwi	MoFEP	Budget analyst
Clement Kofi Humado	Parliamentary Group on Agriculture	Member of Parliament
Kenneth Owusu	National Development Planning Commission	Assistant to Director-General
Shashi Kollavalli	IFPRI	Senior Research Fellow/Director
Guyslain Ngeleza	IFPRI	Post-doctoral Fellow
John Awuku Dziwornu	Ghana National Association of Farmers and Fishermen	National Secretary
Phillip Abayori	National Farmers and Fishermen Award Winners Association	President/Farmer
Kofi Atta Agyepong	KfW	Programme Manager/Co-Chair, ASWG
Robert Myhara	CIDA	Senior Food and Agricultural Policy Advisor/ Chair, Agricultural Sector Working Group (ASWG)
Marjorie Abdin	Federation of Associations of Ghanaian Exporters	1st Vice President

Rwanda

Name	Institution	Position
Ruzindaza Ernest	Ministry of Agriculture	Permanent Secretary and CAADP Focal Point
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Nkubili Alfred	Enterprise Nkubili and Sons (ENAS)	Director General
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