



### RECOMMENDATIONS

- Many African governments still lack adequate capacity to lead the policy process and implement the appropriate agricultural research and development policies and programmes. Capacity to co-ordinate policies and manage the division of labour within complex aid architectures is also limited. Thus, there is an urgent need to strengthen the capacities of policy experts along the CAADP policy processes value chain in order to take full advantage of this increasing support.
- In spite of the increased funding for CAADP, African agricultural productivity is still relatively low, implying that the utilisation of the increased funding to stimulate agricultural productivity and improve the choices made by African smallholder farmers remains a key issue. Optimisation of the increased funding could be enhanced through a more co-ordinated collaboration between the individual CAADP pillar monitoring and evaluation systems, the African Peer Review Mechanism and the Mutual Accountability Framework.

## Optimising Policy Space in the Context of Increasing International Support for CAADP

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### EXECUTIVE SUMMARY

The Comprehensive Africa Agriculture Development Programme (CAADP) is a pan-African vehicle that translates the vision<sup>2</sup> of the NEPAD Planning and Co-ordinating Agency (NPCA)<sup>3</sup> into an operational framework to guide agriculture-led development. CAADP's overall goal is to improve livelihoods, food security and environmental resilience in Africa's largely agrarian economies. Against this background, the unprecedented rise in international support for CAADP is an indicator of the new focus on global agricultural development, which is also reflected in the increasing relevance of meeting the first UN Millennium Development Goal ('eradicate extreme poverty and hunger'). The opportunities for greater inclusiveness inherent in CAADP augur well for the African Union–NPCA in the sense that this will result in fairer and greater ownership among stakeholders (including civil society, non-governmental and farmers' organisations). Although there has been increasing support for CAADP, strong leadership has been in short supply across the continent, thereby restricting the policy space available to optimise such rising support. This briefing identifies the urgent need to strengthen the capacities of policy experts along the CAADP policy processes value chain in order for Africa to take full advantage of this increasing support.

### INTRODUCTION AND BACKGROUND

African heads of state and government have recognised the need for a vibrant agricultural sector as the foundation for economic growth and development. In July 2003 in Maputo, Mozambique, they endorsed the CAADP as an Africa-owned and -led blueprint for the restoration of agriculture on the continent. CAADP's overall goal is to improve rural development, livelihoods, food security

and environmental resilience in Africa. Its specific objective is to support sub-regional and country-driven agricultural development strategies and programmes by ‘establishing clear commitment to deliver on specific targets, including investing 10% of national budgets in the agricultural sector and achieving a 6% growth in agricultural domestic product’. CAADP therefore responds to Africa’s critical need for positive, sustainable growth in agriculture and represents the continent’s framework for bringing about the required institutional and policy reforms and greater levels of investment that will drive the agricultural sector towards its productivity growth targets. It also presents a set of principles and guidelines for guiding country strategies and investment programmes, promoting regional peer learning and review, and facilitating greater alignment and harmonisation of development efforts.

CAADP is globally perceived as the first regional plan to drive agricultural development on the continent. It translates the vision of the NPCA into an operational framework that guides agriculture-led development through four interrelated but mutually reinforcing ‘pillars’, namely:

*Pillar I:* extending the area under sustainable land management and reliable water control systems ();

*Pillar II:* improving rural infrastructure and trade-related capacities for improved market access;

*Pillar III:* increasing food supply and reducing hunger; and

*Pillar IV:* increasing agricultural research, and technology dissemination and adoption.

Each of these pillars incorporates policy, institutional reform and capacity building as cross-cutting themes. In fact, CAADP pillar lead institutions<sup>4</sup> are currently working with development partners to help countries develop their investment and food security programmes, design CAADP compacts<sup>5</sup> and develop national agricultural investment plans.<sup>6</sup> For example, the Forum for Agricultural Research in Africa (FARA) is currently supporting the various sub-regional organisations (SROs) and regional economic communities (RECs) to develop regional agricultural productivity programmes that are in compliance with the Framework for African Agricultural Productivity. Further, as

part of the CAADP agenda at the sub-regional level, the Economic Community of West African States (ECOWAS) Agricultural Productivity Programme has been finalised; the Association for Strengthening Agricultural Research in Eastern and Central Africa and the Common Market for Eastern and Southern Africa (COMESA) are in the process of finalising the East African Agricultural Productivity Programme; while the Centre for the Co-ordination of Agricultural Research and Development in Southern Africa and the Southern African Development Community Food, Agriculture and National Resources Directorate are in the process of completing the Multi-Country Agricultural Productivity Programme.

#### INCREASING MOMENTUM OF INTERNATIONAL SUPPORT FOR CAADP

During the first few years CAADP did not record much progress, partly due to the lack of investment in agriculture by both African governments and global development partners. Agriculture became a crucial component of the global development agenda as international interest in agriculture gathered momentum around the 2008–10 food, fuel and financial crises, the global economic recession, and climate change. Among the most striking developments in recent times are the increasing global recognition of CAADP as a continental agricultural development strategy and the 21 CAADP compacts signed at the sub-regional and national levels.

The increasing international support for CAADP is an indicator of the new focus on global agricultural development, which is also reflected in the increasing relevance of meeting the first UN Millennium Development Goal. One of the strongest global political sources of support is the UN’s High-Level Task Force on the Global Food Security Crisis, while the 2009 G8 Summit in L’Aquila made generous financial commitments.<sup>7</sup>

In September 2009 the African Union (AU) and global rural development donors organised a meeting to bring donors and CAADP institutions together to advance CAADP implementation. A number of donors established a \$50 million multilateral trust administered by the World Bank, with the US Agency

for International Development contributing \$15 million, the European Community \$6 million, the Netherlands \$5 million and Ireland \$2 million. This trust finances the processes that lead to a compact agreement, while another trust fund was established to finance CAADP's actual implementation. This latter fund, amounting to about \$1 billion, will be supported by the US, Spain and Canada, and possibly other donors at a later stage. The fund is intended for country-level investments once a compact has been signed and investment planning has led to solid investment programmes.

More specifically, the G8 members are supporting CAADP to reinforce NPCA peer reviews of African agricultural programmes and provide technical assistance to develop investment plans in order to stimulate agricultural growth. The G8 leaders' statement on global food security recognised the need for a wide range of medium to long-term measures to reverse the overall decline of aid and investment in the agricultural sector and to achieve significant increases in support of the full and effective implementation of CAADP; support CAADP's goal of 6% annual growth in agricultural productivity; and work toward the goal of doubling production of key food staples in African countries meeting CAADP criteria in five to ten years in a sustainable manner, with particular emphasis on fostering smallholder agriculture and inclusive rural growth.

The AU and European Union (EU) have placed food security high on their development agendas, as well as intensified co-operation within the CAADP framework. Although it is recognised that the EU is committed to achieving the international goal of halving the number of people suffering from hunger by 2015, notably via support to African national and regional CAADP compacts, special attention will be given to ensuring effective participation of farmers and farmers' organisations.

Basically, development partners aim to utilise CAADP to promote country-led agricultural planning processes, build the capacity of key stakeholders, align with the strategy and processes generated by CAADP, co-finance investment programmes, and jointly monitor and review progress. Due to the renewed focus on agriculture, CAADP is gaining increasing attention. At the

moment, 21 countries have signed compacts agreements, mainly in the ECOWAS and COMESA sub-regions, since the July 2009 AU summit, with more countries soon to follow suit.

In view of the increased momentum towards supporting CAADP against the background of reduced global investment in food and agricultural development, it is perhaps also worth noting that ongoing initiatives in developing countries have also shown some responsiveness to the importance of CAADP. For example, CAADP is being used as a prototype for agricultural research and development (ARD) initiatives in other less-developed non-African countries.

### OPPORTUNITIES FOR GREATER INCLUSIVENESS

One of the crucial problems with other ARD programmes is that they do not reflect the existing African representation, thereby reducing the efficiency and legitimacy of their decision-making processes. CAADP's willingness to evolve with the changing times helps it to avoid some of these problems, while the increasing momentum of support for ARD in Africa through the CAADP framework offers several benefits and opportunities. The first is that CAADP presents a much more accurate reflection of the continental power structures than most other formal ARD programmes in Africa and beyond. The decisions arrived at in CAADP are thus supported by the political powers-that-be in the continent and are therefore likely to achieve greater efficacy and durability than those emerging from smaller programmes. A necessary (though not sufficient) condition for any properly functioning governance system is that the major players buy into it by being given a bigger say in decision-making; CAADP fulfils this need.

Another indicator of the growing international support for CAADP in the global ARD system, as well as the opportunities for greater inclusiveness, is the extent to which the NPCA decision-making processes have been adapted and reformed to accommodate more development partners. The various sub-regional and national compacts being signed represent the high tables of decision-making, where the first steps are taken towards building

consensus, and development partners are now invited to all of them. The number of donors has increased since CAADP's inception in 2005. The increasing global support for CAADP will help to provide co-ordinated leadership to resolve African ARD problems and strengthen Africa's capacity to absorb shocks like the food and economic crises.

Insofar as the CAADP has the support of the AU Commission, NPCA, RECs, SROs, national agricultural research systems and the other ARD stakeholders, its increasing prominence is due to its fair representation. Overall, the increasing weight and voice of all African countries in CAADP have given development concerns unprecedented importance in ARD deliberations. Thus, the benefits that can follow from CAADP are both efficient and fair.

## CONCLUSION

ARD programmes are seldom easy, and the increasing recognition of CAADP has also thrown up unanticipated challenges for the programme. The opportunities for greater inclusiveness nonetheless suggest that the increasing importance of CAADP augurs well for the AU–NPCA because it makes room for more efficiency, fairness, plurality and development-friendliness among African ARD stakeholders.

In summary, although CAADP holds much promise, it still has to prove itself as a catalyst for agricultural development. Its role has evolved over time, while its influence is still moderate. The pace of CAADP activities has been accelerating since 2009, however, and a series of country roundtables to develop national and sub-regional 'compacts' could contribute to optimising the policy space presented by the increasing global support for CAADP.

## ENDNOTES

- 1 Monty Jones, Emmanuel Tambi and Gbadebo Odularu are, respectively, the executive director, regional policies and markets director, and regional policies and markets analyst at the Forum for Agricultural Research in Africa (FARA), Accra, Ghana.
- 2 The NEPAD NPCA's vision for agriculture is to attain and sustain a 6% annual growth of agriculture; develop dynamic markets that integrate farmers into the market economy; ensure equitable distribution of wealth; position Africa as a strategic player in agricultural science and technology development; and ensure sustainable environmental and natural resource management.
- 3 The NEPAD Planning and Co-ordinating Agency was formerly known as the New Partnership for Africa's Development (NEPAD) until January 2010.
- 4 Pillar I: University of Zambia, and Permanent Interstate Committee for Drought Control in the Sahel; Pillar II: Conference of Ministers of Agriculture of West and Central Africa; Pillar III: University of KwaZulu-Natal; Pillar IV: Forum for Agricultural Research in Africa.
- 5 CAADP compacts are high-level agreements among governments, regional representatives and development partners for a focused implementation within a given country (or region, if it is a regional compact). They are meant to detail programmes and projects addressing national priorities to which the various partners can commit resources.
- 6 Recently, ECOWAS, in collaboration with technical and financial partners and CAADP lead pillar institutions organised the ECOWAS Business Meeting in Dakar, Senegal to present a comprehensive CAADP/ECOWAS Agricultural Productivity Programme and finalise country investment plans for the first set of nine countries (Benin, Burkina Faso, Ghana, Liberia, Mali, Nigeria, Senegal, Sierra Leone and Togo) to enable the G8/G20 members to make concrete commitments to financing the investment plans.
- 7 Other examples are the EUR 1 billion the EU has committed over three years through the EU Food Facility; the World Bank doubling funding for agriculture in 2009; and the US providing \$770 million of supplementary funding in 2008/09 to address the food crisis.

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