

# CAADP:

A toolkit for civil society, organisation,  
engagement and advocacy





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# A. Introduction

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## **African agriculture, development and CAADP**

African agriculture is at a crossroads. It is widely recognised as the most important sector in the continent with the potential to lift millions out of chronic poverty, food insecurity and hunger. Yet, for decades agriculture has stagnated, suffering from underinvestment, poor policies and incoherent strategies. Meanwhile, more than 250 million Africans remain food insecure. Governments in Africa spend less than 7% of their national budgets on agriculture despite the fact that 75% of poor people live in rural areas. Women farmers and smallholder farmers remain particularly under-supported.

CAADP is a recently-ignited process dating back to 2003. It is an attempt to do something about agricultural productivity and growth, and aims to transform policy and practice, as to improve, coordination, knowledge and ways of working. But without the know-how, critical analysis and scrutiny of civil society groups and farmers' organisations, CAADP may end up reinforcing existing trends and fall short of expectations.

## **About this toolkit**

CAADP rhetoric prioritises African ownership, inclusiveness and civil society. ActionAid has developed this toolkit for civil society organisations such as women's groups, farmers' organisations and NGOs at the national and below-national (district and local) level. CAADP is an increasingly important driver of change in the African continent, and although progress is patchy it has wide and growing political backing, including from donors.

The toolkit is not intended to be a comprehensive assessment of opportunity to influence CAADP processes in every country. Neither is it intended for ActionAid staff or partners specifically (although it will hopefully be helpful to these groups). Rather, it is intended as generic guide to help organisations and groups understand the basics of CAADP processes and help them think through their response and potential engagement.

The toolkit is intended to be relatively simple in terms of language and terminology, but inevitably when unpacking this kind of framework, there is some trade-off between brevity and unpacking technical terms.

## B. CAADP: The basics

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### 1. What does CAADP stand for?

CAADP stands for the **Comprehensive Africa Agriculture Development Programme**.

### 2. What are the origins of CAADP?

CAADP was established as part of NEPAD (New Partnership for Africa's Development - the economic development program of the African Union) in 2003, but it was first endorsed by African ministers of agriculture at a special NEPAD-focused session of the UN Food and Agriculture Organization (FAO) in 2002. It was developed as a **response to the failure** of previous development programmes and paradigms. For the first five years or so, not much progress was made. But in the last three years, many more countries have moved through CAADP implementation processes.

### 3. Where does CAADP operate?

CAADP works at continental, regional and national levels but it is really operationalised and realised at the **national level**.

### 4. What does CAADP aim to do?

CAADP aims to help African countries reach a **higher path of economic growth** through **agriculture-led development**.

Overall, CAADP's goal is to eliminate hunger and reduce poverty through agriculture. To do this, African governments have agreed to increase public investment in agriculture by a **minimum of 10 per cent** of their national budgets and to raise agricultural productivity by at least 6%. Practically, this means it **changing the way business is done** by:

- Improving co-ordination
- Sharing knowledge, successes and failures
- Getting actors to encourage one another
- Promoting joint and separate efforts to achieve the CAADP goals

**CAADP's** goal is to eliminate hunger and reduce poverty through agriculture. African governments have 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% a year.

CAADP provides a policy framework and a regional context for **country-led processes**. This includes national roundtables that define a strategy for halving hunger and achieving increases in agricultural growth through policy reform and more and better investment. This aims to lead to **national compacts**

between governments, their regional economic community, the private sector, civil society and development partners, and subsequently to **investment programmes and policy reform.**

## 5. What kind of process is CAADP?

Foremost, CAADP is a **change process**, with meaningful manifestation at the level of convening governments, donors and others and giving them a structure to work within to forge partnerships for change. CAADP also has a **policy framework** broken down into four 'pillars' (see below).

CAADP is (or claims to be) a "non-linear" and "multi-dimensional" process, with a central aim of increasing investment and productivity in agriculture through improving coordination, collaboration and synchronisation of agricultural development. It calls for a critical review and transformation of institutional arrangements, related policies, human capacities and competencies and indeed the principles and values that guide and motivate work relationships. CAADP is said to be a different **way of doing business**. Importantly for its proponents, CAADP is an **African owned and managed process**.

**"The litmus test for CAADP's success will be how strongly it influences the formulation and implementation of development and agricultural investment plan", CAADP Implementation Plan, 2008.**

## 6. What CAADP is not

CAADP is **not a 'one size fits all' plan**. It is not a blueprint for agricultural development and does not come with a set of implementable actions or an overarching programme to put into practice. It does not (or should not) seek to impose a set of conditions. CAADP does not come with large quantities of donor money attached, although many existing programme will be supported by donors through specific funds. It is not supposed to produce a rash of new projects and initiatives, although some new efforts will inevitably be born out of CAADP.

CAADP is not a structure or body with power to change things by itself. It does not, or is supposed not to, come with an ideological or political stance, although ideology and politics inevitably enter at the country level, when governments get involved.

## 7. Who coordinates and administrates CAADP?

CAADP is a program of the New Partnership for Africa's Development (NEPAD). The 14th Ordinary Session of the Assembly of the African Union (AU) held in Addis Ababa, Ethiopia, in February 2010 adopted the Decision on the Integration of the New Partnership for Africa's Development (NEPAD) into the structures and processes of the AU. This included the establishment of the **NEPAD Planning and Coordinating Agency (NPCA)** as a technical body of the AU to replace the NEPAD Secretariat. The Assembly mandated NPCA to facilitate and coordinate the implementation of continental and regional priority programmes and projects and to mobilise resources and partners in support of their implementation. It also directed the NPCA to conduct and coordinate research and knowledge management, monitor and evaluate the implementation of programmes and advocate on the AU and NEPAD vision, mission and core values.

## **8. Which countries have made progress under CAADP?**

To date 23 countries - 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, Uganda and Zambia - have completed the CAADP Roundtable process and signed their CAADP 'compacts'. ECOWAS has also signed a regional compact. Several other countries are still at various stages of the Roundtable process.

**To find out the status of CAADP implementation in your country, go to [www.resakss.org](http://www.resakss.org)**

## C. Core functions, structures and processes

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### 1. Core functions of the CAADP<sup>1</sup>

#### Country processes for better investment programmes

The country process is the core of the whole CAADP intervention, as it 'grounds' the CAADP values and principles in each country's own processes and systems. (This is explained more fully below in 3.)

#### Mobilising partnerships for investment

This core strategic function operates at different levels from national to global, and CAADP has been successful in mobilising resources and new partnerships.

#### Pushing for commitments

CAADP has a number of instruments for use at different levels to hold governments and partners accountable for their promises.

#### Strategic thinking, positions and scenarios for the future

CAADP aims to provide clear African positions on agricultural development issues, including monitoring of the 10% budget commitment, the 6% annual productivity target and peer review system between countries.

#### Advocating for change

CAADP has a major thrust on 'putting agriculture back on the agenda' and uses advocacy, lobbying and communication as major instruments.

### What are the key CAADP processes?



<sup>1</sup>Adapted from NEPAD, 2009.

## 2. Strategies for implementing CAADP<sup>2</sup>

Building on the core strategic functions, a set of strategies for CAADP implementation describes the intervention in more detail. These strategies are:

1. CAADP aims to institutionalise the analysis of strategies by key players. Its aim is to lead to a continuous improvement of policies, institutions and organisational capacities to deliver. This will be achieved by **implementing systems of evidence-based planning and policy-making**, and analytical support systems that allow for strategic and scenario-based planning that builds on learning from the successes and failures of the past.
2. Creating commitment to deliver on broadly agreed common **targets for impacts and performance**, rather than targets for inputs and spending. This will be achieved through top-down advocacy and analysis of previous investments, and common target setting, performance assessment and review across all levels.
3. CAADP attempts to foster change in values to **create mutual responsibility and accountability** across sectors and actors, for results that strengthen the agricultural system as a whole. This implies agreement on a **common vision and agreed targets**, then holding one another accountable for performance and for continuous improvement. This will be achieved through joint analysis and ownership of problems across sectors, an institutionalised **peer review system**, and the nurturing of commitments from the Heads of State level down through advocacy at all levels.
4. It also aims to **align development efforts and strategies** towards achieving results and targets within national systems, at the inter-ministerial level and through the support strategies of development partners. This will be achieved through **jointly agreed agendas and priorities**, with joint responsibility for the agreed results, and mutual engagement and commitment in the development process from public, private and CSO sectors and development partners moving together in a constructive and accountable manner.
5. CAADP tries to **lever synergies** through **regional integration and collaboration** to reach economies of scale around the use of common resources, systems and infrastructure. This will be achieved through continuous exploration of mutual regional benefits from country and regional levels, and pursuing them through joint investment initiatives and programmes.

## 3. The four Pillars of CAADP

CAADP advocates for agricultural investment around for key areas, or Pillars. The four key Pillars are Land and Water Management, Market Access, Food Supply and Hunger and Agricultural Research. These are further complimented by two cross-cutting themes.

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<sup>2</sup>Adapted from NEPAD, 2009.

### **Pillar 1: Extending the area under sustainable land management and reliable water control systems**

Includes soil fertility management and conservation, agricultural water use and irrigation, and land policy and administration.

**Lead institutions:** Dr Elijah Phiri, University of Zambia ([ephiri@unza.zm](mailto:ephiri@unza.zm), [soil@unza.zm](mailto:soil@unza.zm)); Permanent Interstate Committee for Drought Control in the Sahel ([CILSS@fasonet.bf](mailto:CILSS@fasonet.bf))

**NEPAD contact person:** Mr Martin Bwalya ([bwalyam@nepad.org](mailto:bwalyam@nepad.org))

### **Pillar 2: Increasing market access through improved rural infrastructure and other trade related interventions**

Includes supply chain development, quality control and management system development, export infrastructure, and global trade policies and agreements.

**Lead institution:** Mr Baba Dioum, Conference of Ministers of Agriculture of West and Central Africa (CMA/AOC) ([bdioum@cmaoc.org](mailto:bdioum@cmaoc.org)).

**NEPAD contact person:** Dr Maria Wanzala ([mariaw@nepad.org](mailto:mariaw@nepad.org)).

### **Pillar 3: Increasing food supply and reducing hunger across the region by increasing smallholder productivity and improving responses to food emergencies**

Includes emergency food supply management, nutrition, school feeding schemes, HIV/AIDS support strategies, and attention to priority livelihood sectors.

**Lead institutions:** Prof. Sheryl Hendricks, University of KwaZulu Natal - African Centre for Food Security ([hendriks@ukzn.ac.za](mailto:hendriks@ukzn.ac.za)); Permanent Interstate Committee for Drought Control in the Sahel ([CILSS@fasonet.bf](mailto:CILSS@fasonet.bf)).

**NEPAD contact person:** Ms Bibi Boitshepo Giyose ([bibig@nepad.org](mailto:bibig@nepad.org)).

### **Pillar 4: Improving agricultural research and systems to disseminate appropriate new technologies and increasing the support given to help farmers adopt them**

Includes technology development, access and dissemination, innovation systems platforms, and building research capacity and training.

**Lead institution:** Dr Monty Jones, Forum for Agricultural Research in Africa (FARA) ([mjones@fara.africa.org](mailto:mjones@fara.africa.org), <http://www.fara-africa.org>).

**NEPAD contact person:** Dr Sloans Chimatiro ([sloansc@nepad.org](mailto:sloansc@nepad.org)).

### **Cross cutting themes and the fifth 'pillar'**

A fifth pillar, sometimes referred to as CAADP 2, which addressed the development of livestock, fisheries, and forestry resources, was added on the recommendation of the AU heads of state in July 2003.

Additionally, two cross-cutting areas thought to be essential for the implementation of the Pillars are:

- 1. Academic and professional training in agriculture.**
- 2. Knowledge systems, peer review, and policy dialogue.**

### **The role of Regional Economic Communities**

Each Regional Economic Community (REC) establishes its own priorities based on the continent-wide pillars. They are supposed to lead CAADP from a political point of view. Increasingly, the RECs are drivers of change in the continent.

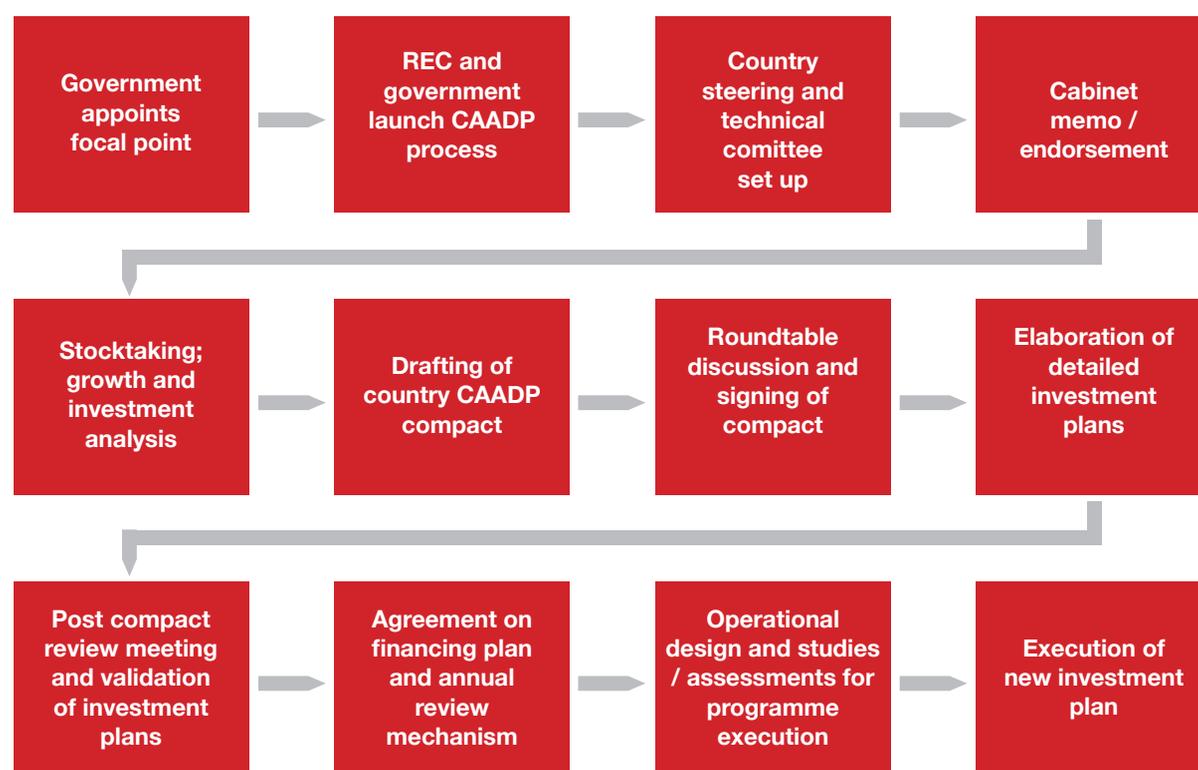
Indeed, there has been much progress and engagement by the RECs. By June 2008, all RECs were working at various levels towards the CAADP Round Table processes. By December 2008, at least a dozen countries will have signed their CAADP Compacts. However, the most notable engagement has been realised by COMESA and ECOWAS. The types of support that ECA have contributed include:

- Guiding countries in how best to implement CAADP
- Providing funds to support the roll-out of CAADP in regions and countries
- Monitoring and evaluation to check progress towards CAADP targets in the region
- Providing technical and financial support to help member states to produce CAADP compacts
- Coordinating the regional implementation of the CAADP framework
- Designing and implementing the CAADP Compact in the region
- Ensuring that the CAADP principles of inclusiveness, peer review and policy efficiency are adhered to.

## **4. The Country Implementation Process (previously called the 'Roundtable Process').**

The centrepiece of CAADP is the Country Implementation Process, which is a learning process including the analysis, design, implementation and evaluation of agricultural investment programmes. The Country Implementation Process aims to improve the quality and effectiveness of agricultural sector programmes by integrating the principles and values of CAADP into national systems of development planning and implementation. It does not seek to prescribe how a country should do this, but it does outline **four key components** that need to be adopted or implemented in some way.

## CAADP implementation steps



### Component 1: Engagement with stakeholders and public common - understanding of opportunities for agricultural growth

This component focuses on the critical ‘entry points’ for stimulating and facilitating the informed buy-in, awareness and agreement on CAADP’s added value to country development and agriculture programmes, such as the PRSPs and national agriculture development strategies. It also aims to initiate and strengthen inter-sectoral partnerships around a common vision with clear mutual and shared responsibilities among the public, private and the civil society institutions.

Other elements under this component include:

- Public awareness and education on CAADP and agriculture
- Fostering the commitment and political will needed to achieve the CAADP vision
- Mainstreaming functions and responsibilities to drive CAADP implementation in both government and other organisations
- Ensuring the subsequent plan on CAADP implementation is a response to real country needs and issues and is clear in its value addition.

### Component 2: Evidence-based analysis – deepening understanding around common priorities

This component entails stocktaking and analysis – assessing the status quo and future opportunities,

based on hard data and the negotiation of concerns and priorities among stakeholder groups. Through various 'tools', the main thrust here is a broad-based understanding of the situation in a comprehensive and integrated form – i.e. technical, ecosystems, social and culture, resources and capacities. Even more so, it relates to understanding how all these forms relate and interact to one another and why they have succeeded or failed previously.

### **Component 3: Development of investment programmes, partnerships and alliances**

This component relates to cultivating and negotiating partnerships to attract and leverage investments into the agriculture sector. This is more than just attracting new funds; it is also about relationships and commitments aimed at defining and strengthening capacities and systems including policy frameworks for quality investments, best returns on investment, accountability, etc. and aid effectiveness in the case of donor funds. This component attempts to engage investors in developing and committing to a financial plan on specific priorities and drivers coming out of the CAADP roundtable process.

### **Component 4: Assessment & learning from process and practice - and adapting and re-planning**

This component covers:

- Designing strategy and investment programmes around the identified priority/growth areas;
- Determining the best possible implementation arrangements and mechanisms
- Identifying modalities for follow-up monitoring and evaluation to assess performance, while at the same time, supporting learning and adaptation, as well as peer reviews.

## **Key platforms and processes explained**

### **The Compact**

During the CAADP country roundtables, key players come together to assess the realities of their own particular situation and develop a road map for going forward. This process leads to the identification of priority areas for investment through a 'CAADP Compact' agreement that is signed by all key partners.

### **Investment Plans**

Investment plans are the centrepiece of CAADP and present the key financing plans as part of the road map going forwards. They are, in some ways, the output of the CAADP process. Investment plans are sometimes called Agricultural Investment Plans.

### **The Partnership Platform**

The Partnership Platform is a voluntary forum open to all interest groups, players and stakeholders. Its objective is to foster mutual and collective responsibility, alignment and harmonisation of efforts in supporting implementation of the CAADP agenda.

### **CAADP-Africa Forum**

The CAADP-Africa Forum is a sharing and learning platform, which aims to facilitate the exchange of experience on best practices in agriculture (including innovations in agricultural programming), advance the agricultural agenda on the basis of Africa's best practices and enhance sharing among practitioners including traders, CSO, etc.

## D. Engaging with CAADP

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CAADP itself is an opportunity for non-state actor engagement. CAADP actively encourages CSO and other NSAs to get involved with country processes. It is important to realise that CAADP is a continental framework, but also that it is operationalised at the national level. CAADP's added value comes from helping countries to think through agricultural development strategies and programmes that have been formulated under other processes, including those led by donors such as the World Bank. CAADP aims to add value to existing initiatives by helping countries to develop better investment programmes and to put in place appropriate implementation mechanisms and capacities.

### 1. Non-State Actors

CAADP has, more than most development processes, a strong stated focus on 'Non State Actors'. Non state actors in this context include the following groups:

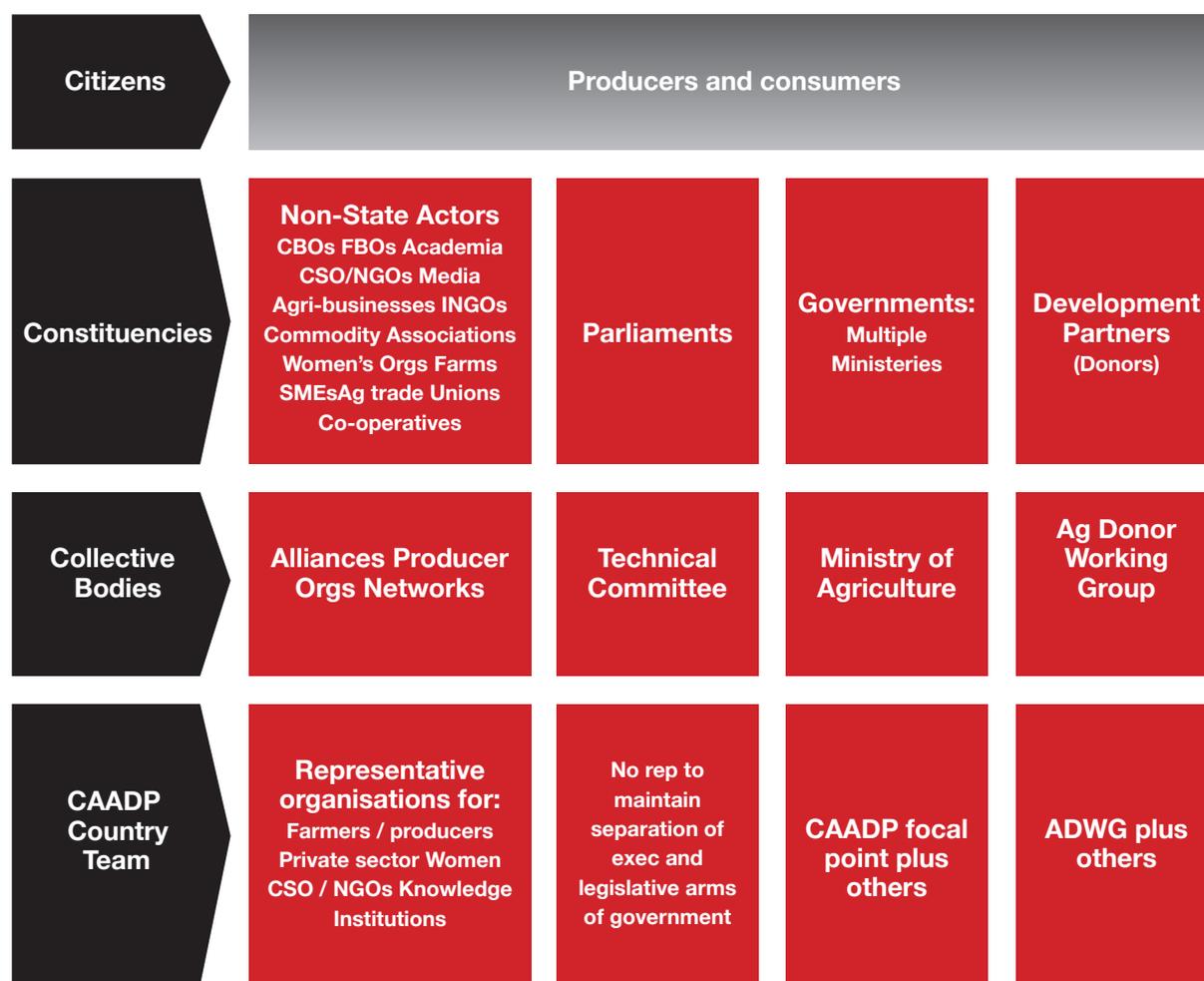
- Civil society organisations , such as NGOs, community organisations and trade unions
- Farmer and producer organisations
- Parliamentarians
- The private sector

The increased direct participation of in-country partners (CSO, NGO, private sector, faith institutions etc.) in the development and implementation of agriculture and rural development investment programmes is an **expected outcome** of CAADP. But CAADP has been criticised recently for lack of real participation of non-state actors, in particular rural people's organisations in CAADP processes. So far, the most organised representation of NSAs has come from the Regional Farmers Organisations (RFOs) such as EAFF, PROPAC, ROPPA and SACAU.

#### Civil society advocacy and influencing roles

- **Agenda setting:** change public opinion with regard to a given issue.
- **Watching:** measure both progress towards commitment.
- **Research:** research issues, which are important to the CSO, often linked to an advocacy function
- **Networking:** coordinating other CSOs that work in a particular sector.
- **Serve as umbrella CSO:** perform a coordinating and representative function.
- **Federations, coalitions and strategic alliances:** CSOs in one area or sector federate together for goals they can best achieve through greater numbers.
- CSOs interested in a particular issue also federate together with specific joint objectives.

## CAADP implementation steps



## 2. Types of engagement of non-state actors

Officially, and in general terms, CAADP is meant to involve non-state actors in several ways:<sup>3</sup>

- **Policy dialogue and planning:** the voice of sector stakeholders such as the poor, farmers, or agri-businesses should enhance the quality of decision-making, helping ensure alignment to the interests of target beneficiaries and building buy-in and understanding in readiness for implementation
- **Implementation:** the country and regional strategies will require a broad alliance of sector stakeholders to engage in implementation and aligning human and financial resources behind priorities in order to achieve results at scale

<sup>3</sup>This is adapted from Working Group on Non-State Actor Participation, 2010.

- **Accountability:** sector stakeholders have a vital role in holding CAADP partners to account for delivering on their commitments

Additionally and crucially, representatives of Non State Actors are expected to be members of the **CAADP country team**, to participate in the **roundtable**, to sign the **compact**, and input in to the development and technical review of the **investment plan**. Although there is no official accreditation process, actors are encouraged to work together and self-organise their representation (see below).

### **3. Entry points for CSOs**

There are not really any 'official' CAADP processes which relate to non-state actors or civil society. For instance, there is not any official accreditation for NGOs, although the Secretariat does sometimes sign MOUs (Memoranda of Understanding) on technical issues with key groups and actors. The Secretariat has limited capacity and is unlikely to be open to lobbying or advocacy from CSO working on national or local agendas. Contact can also be made with the regional economic communities whose focal persons are listed at the end of the document. Therefore, the most meaningful entry point for CAADP engagement is at the national level. At the national level, there are multiple entry points, both formal and informal.

#### **The Working Group on Non-State Actors**

The 6th CAADP Partnership Platform in April 2010 recognised that the quality of non-state actor participation had been inconsistent and that more inclusion of non-state actors, especially poor and marginalised communities, at national, regional and continental levels is needed. The Platform asked how to improve the quality of inclusion, and in response, CAADP partners have formed a joint working group to undertake a stocktaking exercise and develop recommendations for better participation of NSAs.

The working group is chaired by PROPAC (Sub-Regional Platform of Peasant Organizations of Central Africa), with PANAAC (Pan African Agribusiness & Agro-Industry Consortium) as vice chair, and includes other RFOs, The FAO (UN Food and Agriculture Organisation), some donors, and INGOs such as ActionAid and US NGO-grouping Interaction.

#### **National Focal Points**

Each country has at least one National Focal Point for CAADP (see section 6 for a list of these and their contact details), whom CSOs and other NSAs can contact. National Focal Points are the main point of contact within the national government, and are often based at the Ministry of Agriculture.

#### **Country Implementation Teams**

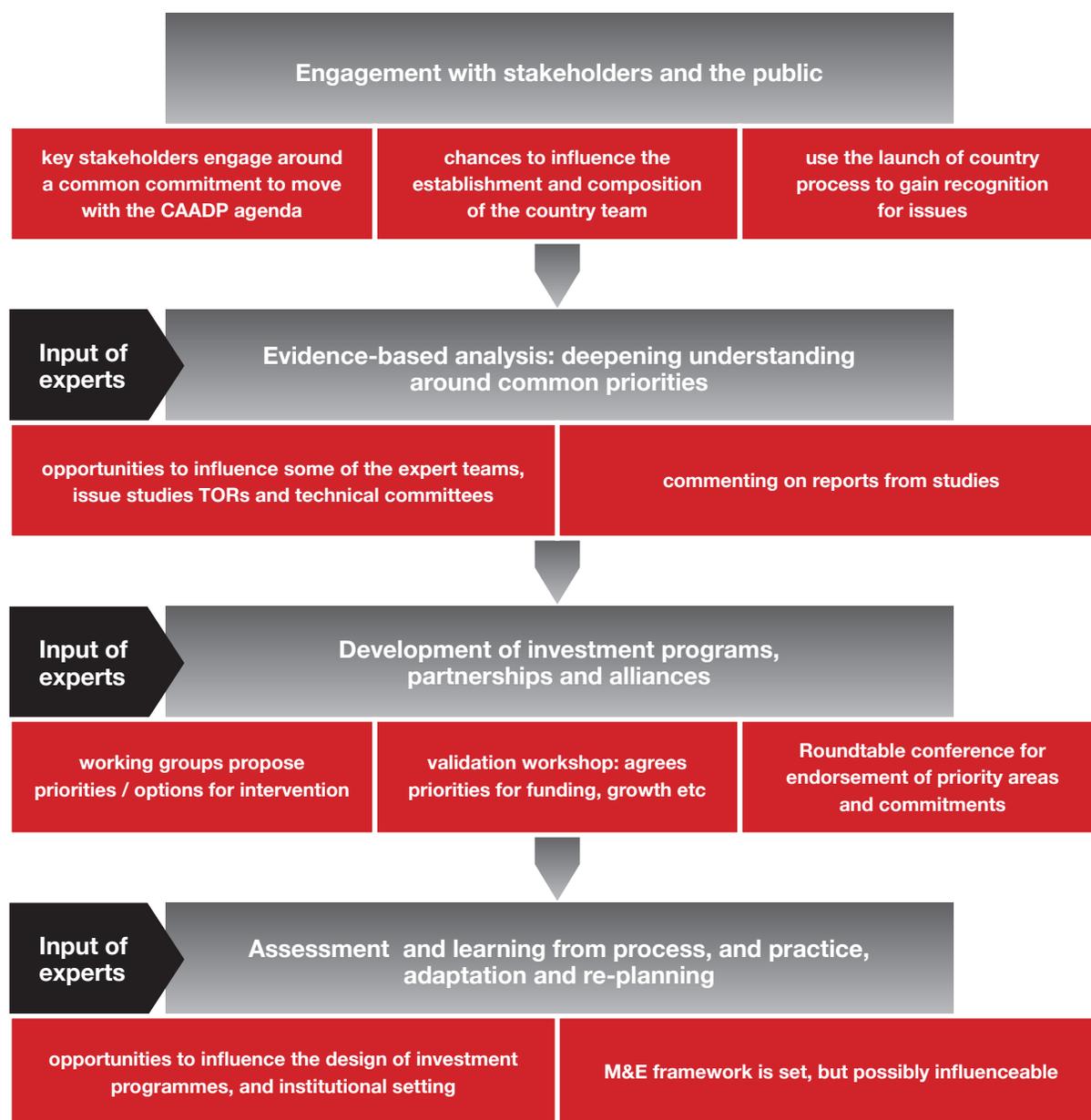
The Country Team is the key driver of the CAADP process at the national level. Country Teams are meant to be comprised of representatives from all stakeholder groups, including the private sector, farmer and civil society organisations, universities and research organisations and donors. The effectiveness and strength of the Country Team depends on the ability to form an effective coalition, and to coordinate and facilitate various tasks to advance the CAADP agenda. These tasks should include:

- The implementation of the CAADP process drawing on a variety of sources to provide technical and political support as needed
- Provision of feedback to constituents

- Management of the work programme
- Engagement and involvement of various partners and stakeholders
- Coordination of CAADP related knowledge management operations

The size of the Country Team depends on several factors, including the presence of RFO, REC and Pillar representatives in the country, and can vary from two to about 10-12 people. Country Teams are technically supported by “Expert Teams”, who provide specialized technical backstopping, particularly to the analytical work.

### Potential Entry points for CSOs in ‘Roundtable’ Country Implementation Processes



## 4. Informal routes of engagement

### Get organised

The key to engagement with CAADP (and any governmental or intergovernmental process) is organisation. The CSO sector needs to independently organise on a national level in order to engage with CAADP processes. CAADP is a relatively complex process with an underfunded secretariat. Although it is making an effort to engage CSOs and other non-state actors, the secretariat is unlikely to facilitate and organise civil society participation.

Each country will have a different context, and hence, organising cannot be prescribed in a pro-forma way. However, common entry points for civil society groups in the agriculture and rural development sector are:

- NGO agriculture or food security platforms or networks
- Farmers' groups, federations and confederations
- Women's, youth and landless groups
- Parliamentary sub-committees on agriculture, rural development and food security

### Advocacy and influencing

There are many toolkits and advocacy guides available that will help you navigate the world of policy influencing. This toolkit is designed specifically to guide you through CAADP processes, but there is some basic advice that will help you think through what you should and should not do.

- **Be realistic** about what you want: Can CAADP help deliver what you want?
- **Be clear** about your objectives: What is that you want out of the CAADP engagement? Is it policy change, greater resources or is it about setting the agenda and long term change?
- **Don't spread yourself too thinly:** Be targeted and focussed in your objectives and approach.
- Remember that CAADP is a country-led and country-owned process; the framework itself is less 'lobby-able' than its implementation at country level.
- **Critical engagement:** It is best to engage on an analytical basis, where constructive criticism is based on your constituency's views and experiences.
- **Technical arguments can work:** It might be possible to influence through the presentation of expert studies and technical analysis
- **Be prepared to organise and mobilise:** Sometimes governments need political pressure to make them listen
- **Build alliances:** Key agendas are more likely to be furthered if you work with others, rather than ploughing your own furrow.

It is important to note that working alone rarely works in advocacy terms. It is best - especially if you are a small group and not already part of a larger federation or network – to try to work with others or join networks, although this may mean that your group will have to compromise on positions or make common cause with others. You may in the end need to mobilise your constituency, and undertake campaigns, protests and apply political pressure, in order to make your voice heard.

### **Through parliamentarians**

Parliamentarians have a unique space within CAADP. Although they are not supposed to be part of country team they do have a crucial role in the CAADP process as partners and in agenda setting. They are often engaged with CAADP through a parliamentary sub-committee (usually agriculture). Parliamentarians are also perhaps (as argued by CAADP, but in reality depending on context) the most legitimate link between civil society and government. They are often also the most accessible entry points in the legislative process for civil society to engage with.

### **Creating debate**

The deal time to engage with CAADP is earlier in the process. By using a mix of the media, academic channels, expert seminars and lobbying techniques you can create a debate at a national level. Locally, at community level, it might be possible to hold group discussions with local officials and to connect with the ministry of agriculture. Make sure your issue is on the agenda is clear, and that officials are aware of its importance and prominence.

## **5. What is ‘influence-able’ and what are the opportunities?**

It is important to note that CAADP itself is not likely to change significantly as a framework. From the perspective of key actors and bureaucrats, CAADP is a carefully negotiated and (relatively inclusive) process, and it is fruitless, at least in the short and medium term, to lobby and change the framework in any significant way.

### **Monitoring government commitments**

Governments are the key policymaking actors within the CAADP framework. In fact, CAADP is really only a way of rationalising and enhancing government policy, within some broad parameters. The CAADP Investment Plans set out promises and intentions of governments, backed by donors, about what priorities are in the medium term. NGOs and other CSOs have a major role to play in tracking these commitments, making sure that resources are getting through to the ground and ensuring that marginalised groups are able to access the benefits of the investments.

### **Monitoring donor commitments**

Many donors are committed to funding agricultural and rural programmes, and many of them are highly engaged in the CAADP process. Buy-in to CAADP is relatively high and most donors are keen to see CAADP work. However, it might sometime be necessary to ensure that key donors are keeping to their commitments and, in some areas, are encouraged to provide additional funding. Donors also play a part on policy formulation, so it is also important that donors do not impose unreasonable policy conditions to aid to certain sectors or areas for political or ideological reasons.

## Donors and CAADP

Donors are key to supporting CAADP processes. The Donor Platform for Rural Development is key donor platform engaged with CAADP. The Platform created the CAADP Task Team, in which the CAADP Task Leader creates a dedicated, full-time link between donors and the CAADP process. The CAADP Task Team consists mainly of representatives from DFID, the European Commission (DG Dev), FAO, French Ministry of Foreign Affairs, GTZ, IFPRI, Netherlands Ministry of Foreign Affairs, Sida, USAID, and the World Bank. Among interested and engaged donors are:

- World Bank – runs the CAADP Multi-donor Trust Fund, channelling financial support to CAADP processes and investment
- GTZ (Germany - GTZ is now the GIZ - Deutsche Gesellschaft für Internationale Zusammenarbeit)
- USAID – Mainly through the Feed The Future Initiative
- DFID (UK) - degree of engagement depends on the country office
- Food and Agriculture Organisation (UN) - involved in supporting the development of Investment Plans
- CIDA (Canada)
- Afd (France) - in West Africa
- AECI (Spanish Agency for International Cooperation) - in West Africa
- European Commission
- African Development Bank

## Setting the policy agenda

Perhaps the key way in which CSOs and other non-state actors can realise their potential for influence is to set the agenda for agricultural development and thus influence the way that agricultural investment is scaled up or directed. Opportunities for this are best captured really early in the process, even before the Compact is signed. Once the investment plans are signed off, setting the agenda and setting priorities for investment in agriculture is difficult.

Some areas that might be considered weak spots in the CAADP framework are:

- **Women farmers/Gender:** Women's empowerment is key to development and in agriculture, a disproportionate level of the burden falls on women. Although this is an area that CAADP claims that it is trying to address, it has been considered a weak spot.<sup>4</sup>
- **Smallholder farmers:** African agriculture is based on small scale family farms but the focus of donors and government is often on larger farmers and agri-business. These groups tend to be better organised than small farmer groups and better able to lobby at a national and supranational level.
- **Climate change:** The CAADP system is arguably not fully set up for a proactive response to the threat of climate change.
- **The Landless/Youth:** The groups are not well represented in most national contexts, let alone the

<sup>4</sup>See ActionAid, 2010.

regional and sub-regional contexts.

- **Nutrition:** Arguably in some contexts, nutrition has been ignored or undervalued in the CAADP compacts and plans.

### **Showcasing what works**

One way in which the framework can be made to reflect the type of agricultural development that you want to see is by providing case studies or demonstration models to the country team and through the working groups and expert committees. It adds considerable value to the CAADP process by giving real examples of what works and what does not to government and development partners. This is the type of input that governments and donors say that they appreciate the most.

### **Technical arguments and research**

CAADP aims to be politically and ideologically neutral, meaning that the process puts a lot of store by technical expertise, evidence and academic rigour. Although this is a laudable aim, in practice, most research institutes and experts are driven by one agenda or another. They are also often open to the presentation of alternative research and expertise. As above, research grounded in real in-the-ground experience, rather than purely academic study will count for more, but research must be seen to be open to scrutiny, peer review and be of a high standard. Experts themselves are often keen to receive representations from groups with firsthand knowledge of technical application and new research findings.

### **More and better civil society participation**

Governments, supported by donors, should facilitate the participation of CSOs in CAADP. INGOs may also have a facilitative role to play. As political processes go, CAADP is, at least on paper, relatively open to CSO participation and is in fact actively seeking for more. But some government have proved reluctant to support the involvement of CSOs and other legitimate non-stat actors in the country processes. CSOs should highlight their legitimate role in the CAADP process.

Before launching a call for more and better participation, it might be worth checking with your partners and peers whether there is representation. If there are blockages to or gaps in CSO participation, this may be because the national government has sought to block CSO participation or because civil society has not organised itself.

In some cases, it may be that those involved are not really representative or legitimate groups (see below). Often donors, governments and the CAADP secretariat are ill-equipped to judge who is a legitimate representative of civil society.

## **6. Constraining factors and other considerations**

The Working Group on Non-state Actors has outlined a number of issues that have constrained civil society engagement in CAADP:

- Weak representation, legitimacy and accountability of Non-State Actors
- Limited resources and capacity for effective participation
- No agreed standards for quality participation

- Low prioritisation of Non-State Actors by the institutions leading CAADP
- Culture of distrust rather than collaboration
- Lack of knowledge or understanding of CAADP amongst Non-State Actors

### **Resources and funding**

Smaller groups may find it hard to engage with CAADP, especially physically attending meetings. While CAADP itself does not have much money and it is unlikely to fund significant engagement of platforms and individual groups at country level for the foreseeable future, donors (Development Partners in CAADP parlance) do have resources and may be able to facilitate participation of CSOs in some countries. INGOs can also help with funding and, importantly, are often gateways to the donors themselves, holding funding relationships with donors as well as political, intelligence and research links.

### **Legitimacy, credibility, accountability and competition**

A key consideration when thinking about engaging with CAADP processes is the legitimacy and representivity of particular groups. For CSOs, who are used to dealing with these issues, this may not seem like a particular problem. However, there are large and organised groups of farmers and agribusiness who sometimes claim greater legitimacy over the CAADP space.

In gauging their legitimacy and credibility, CSOs should consider the following:

- Where does your legitimacy come from?
- What is your appropriate role be in the process?
- What are your strengths, how can you link up with other players?
- Are you representative enough?
- On whose behalf are you speaking?

### **Technical knowledge**

Agricultural development can be a highly technical area and some CSOs do not have the technical knowledge or links to keep pace with debates and policy proposals. This can be somewhat mitigated by partnering with others and building joint and shared resources amongst CSOs, as well as accessing training and information provided by INGO, research institutes and governments.

## E. Key CAADP resources and contacts

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### 1. Online resources

- The **CAADP website**, <http://www.nepad-caadp.net/> is fairly comprehensive and can be used to access key information about CAADP, including the progress and status of CAADP in each country. It may also be worth signing up to receive CAADP newsletters:  
<http://www.nepad-caadp.net/newsletters.php>.
- To check the status of a particular country's progress within CAADP, you can look at this web page:  
<http://www.nepad-caadp.net/library-country-status-updates.php>
- The **ReSAKSS website** is a good source of information on CAADP implementation by country:  
<http://www.resakss.org/> as is the ReSAKSS newsletter <http://resakss.wordpress.com>
- Download country compacts from **The Donor Platform for Rural Development**  
<http://www.donorplatform.org/content/view/371/2651/>
- The **Feed the Future** website has information on the US President's food security plan  
<http://www.feedthefuture.gov>
- ActionAid's **HungerFREE Scorecard** shows performance and progress across countries and takes a closer look at each country  
[http://www.actionaid.org.uk/100234/aid\\_and\\_debt\\_research.html](http://www.actionaid.org.uk/100234/aid_and_debt_research.html)
- The Africa Forum on Rural Development (AFORD) <http://www.africaforum.info/index.php> connects experts working with programmes in agriculture or rural development based in Africa.

### 2. Key texts

ActionAid, 2010, *Is CAADP the panacea framework for women and other small holder farmers in Africa? A critique*, Prepared by Kristin Sampson (Draft).

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CAADP, 2010, *CAADP Roundtable Process Summary of progress on CAADP roundtables and implementation*, January 2010.

CAADP Working Group on Non-State Actor Participation, 2010, *Options paper: How to boost Non-State Actor Participation in CAADP*, Prepared for the working group by Ian Randal of Wasafiri Consulting.

CAADP Working Group on Non-State Actor Participation, 2011 (a), *Guidelines for Non State Actor participation in CAADP processes*, Prepared for the working group by Ian Randall of Wasafiri Consulting.

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McKeon, Nora, 2010, *Promoting Involvement of Producer Organizations in the Design and Formulation of Agricultural Investment Programmes in Africa*, TCI Discussion Paper.

NEPAD, 2009, *Accelerating CAADP country implementation: a guide for practitioners*.

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