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**FAO SUPPORT TO THE ACCELERATED IMPLEMENTATION OF  
COMPREHENSIVE AFRICA AGRICULTURE DEVELOPMENT PROGRAMME  
(CAADP)**

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ANNEX: List of Acronyms

## **1. FAO INPUTS IN THE LAUNCHING OF NEPAD AGRICULTURE SECTOR PROGRAMME**

### ***1.1 Background and origin of FAO involvement in NEPAD***

1. The New Partnership for Africa's Development (NEPAD) was born at the Summit of African Heads of State and Government (HSG) that was held in Lusaka, Zambia in July 2001, as a vision and strategic framework for Africa's renewal. It is a merged product of two continental development initiatives: the "*Millennium Partnership for the African Recovery Programme (MAP)*" proposed in 2000 by Presidents Abdelaziz Bouteflika of Algeria, Olusegun Obasanjo of Nigeria, and Thabo Mbeki of South Africa; and "*the Omega Plan*" proposed by President Abdoulaye Wade of Senegal. The need to merge the two initiatives was decided at the Summit of African leaders in Sirte, Libya, in March 2001 and reiterated at the Joint Conference of African Ministers of Finance and Ministers of Economic Development and Planning, held in Algiers, Algeria, in May 2001. NEPAD was a pledge by African leaders, based on a common vision and a firm and shared conviction, to eradicate poverty and to place their countries, both individually and collectively, on a path of sustainable growth and development. It was to foster Africa-owned and Africa-led developmental initiatives based on a number of priority sectoral areas of action, including in infrastructure, science and technology and agriculture and food security.

2. At the first meeting of the NEPAD Heads of State and Government Implementation Committee (HSGIC) held in Abuja, Nigeria on 23 October 2001, the Director-General of FAO was invited to make a presentation on the status of food security and agriculture development in the continent, and the actions required to address them in the context of the NEPAD agricultural development programme. At that meeting, he offered the Organization's assistance in the formulation of NEPAD's agriculture and food security development programme. This offer heralded the beginning of the ongoing strong collaboration between FAO, the African Union Commission and the NEPAD Secretariat.

### ***1.2 Defining the NEPAD food security and agriculture development agenda***

3. Following the October HSGIC meeting in Abuja in December 2001, FAO convened a meeting in Rome of African experts on water and agriculture from the 15 member countries comprising the NEPAD Implementation Committee to brainstorm on the priority areas for the NEPAD agriculture programme. FAO also associated itself with all key discussions that helped to feed agricultural inputs into the NEPAD Agenda. One such forum was the Work-in-Progress Workshop, in Benoni, South Africa, in January 2002, convened by the NEPAD Steering Committee to chart the way forward for all NEPAD sectors.

4. A week after the Benoni workshop, the 22<sup>nd</sup> FAO Regional Conference for Africa was held in Cairo, Egypt (February 4-8, 2002), which provided a forum for senior African officials and Ministers to discuss NEPAD ideas, increase their awareness of the new initiative, and define their roles. The Conference adopted a resolution which, *inter alia*, recommended FAO/NEPAD co-operation and endorsed the National and Regional Programmes for Food Security, developed with FAO assistance as inputs to the NEPAD agricultural programme.

5. FAO support had been directed at identifying areas of strategic thrust and, in March 2002, FAO and the NEPAD HSGIC reached agreement on the broad lines of what came later to be called the "*Comprehensive Africa Agriculture Development Programme*" (CAADP). Subsequently in April 2002, FAO, at the request of the HSGIC, started drafting three chapters and a synthesis paper that eventually formed the CAADP document. Successive drafts of the four documents were submitted for comments to all African Ministers for Agriculture and for African Integration as well as the

Heads of African Regional Economic Communities (RECs); the Chairman and members of the NEPAD Steering Committee; the Heads of the African Development Bank, East African Development Bank, Development Bank of Southern Africa and other selected African sub-regional development banks; the Head of UN Economic Commission for Africa; International Fund for Agricultural Development; World Food Programme; World Bank; Forum for Agricultural Research in Africa (FARA); with information copies to the then Organization of African Unity.

6. By mid-May 2002, a consolidated draft was considered by the NEPAD Steering Committee at its meeting in Maputo. In June 2002, a revised draft was discussed at a set of meetings at FAO headquarters in Rome, culminating in its endorsement on 9 June 2002 by African Ministers of Agriculture. It was then adopted, one year later in July 2003, by African Heads of State and Government at their Summit in Maputo, Mozambique with investment estimates, till 2015, of some USD251 billion under four “pillars” of action: These are:

- *Pillar1: Extending the area under sustainable land management and reliable water control systems.* This pillar recognizes the inherent risk with Africa’s rainfed agriculture and the cardinal importance of water resource management in raising agricultural productivity and ensuring sustainable and predictable outputs. The Pillar also underpins the importance of improving the fertility and the moisture holding capacity of agricultural soils. The investment requirements was estimated at USD37 billion with an additional USD31 billion to cover maintenance and operation.
- *Pillar2: Improving rural infrastructure and trade-related capacities for improved market access.* Under this pillar, a major focus will be put on complementary investments in rural infrastructure particularly rural roads, storage, processing and marketing facilities to support the anticipated growth in agricultural production and thereby improve the competitiveness of the agricultural sector. The estimated investment level was in the range of USD92 billion, of which USD62 billion was for rural infrastructure and USD2.8 billion for trade related capacity building. An additional expenditure of USD37 billion was also envisaged for operation and maintenance.
- *Pillar3: Increasing food supply and reducing hunger.* Under this pillar, a two-pronged approach is deemed necessary in order to make an immediate impact on farmers’ livelihoods: (a) provision of safety nets; and (b) increasing food supply through agricultural production enhancement. The specific target was to raise the productivity of some 15 million smallholder farmers through improved technology, services and policies at a cost of USD7.5 billion. In addition the Pillar envisages USD42 billion for emergency and safety nets.
- *Pillar4: Agricultural research, technology dissemination and adoption.* Under this pillar, several lines of action are envisaged. These include: (a) increasing investments in research and technology development; (b) increasing the share of private sector funding of agricultural research; and (c) institutional and financial reforms for greater research sustainability. The investment estimate in support of this pillar was USD4.6 billion.

7. The Maputo decision was reinforced by the declaration of the Assembly of African Union during its Second-Extraordinary Session that was held a year later in, Sirte, Libya, in February 2004 under the theme “... the Challenges of Implementing Integrated and Sustainable Development on Agriculture and Water in Africa”. The commitments made at this Extraordinary Summit were to: (i) support the African Ministerial Council on Water (AMCOW) in its role of preparing plans and

policies related to water resources management on the continent; (ii) encourage bilateral agreements on shared resources and enjoin the RECs in developing; (iii) strengthen existing river and lake water basins organizations where they exist and establish new ones wherever appropriate; and (iv) adopt the African Water Facility and acknowledge the African Water Vision 2025 for comprehensive integrated development of the water sector.

### ***1.3 Preparation of CAADP Companion Document***

8. In Maputo, African Leaders and Ministers for Agriculture in regards to the CAADP document observed that CAADP should make explicit reference to Livestock, Fisheries and Forestry.. The Summit, therefore, called upon the NEPAD Secretariat to prepare a Companion Document (CAADP/CD), in collaboration with FAO, to expand the scope of CAADP to include the investment requirements for sustainable Livestock, Fisheries and Forestry development.

9. The three chapters of the CD, each on one of the three subsectors, were completed by mid-2005 through an extensive consultative process, and approved at meetings organized by the NEPAD Secretariat and the African Union Commission for sub-sectoral experts and Ministers responsible for livestock, fisheries and forestry. Subsequently, FAO integrated them into a single Companion Document, which was published in four African Union languages and distributed to various continental and regional institutions, and development partners.

10. The preparation and integration of the CD into CAADP brought the combined total investment requirements for food security and agricultural development in Africa in the context of NEPAD to USD354 billion; an increase of USD103 billion.

## **2. ESTABLISHING THE BASIS FOR ACCELERATING CAADP IMPLEMENTATION**

### ***2.1 Early initiatives to implement CAADP***

11. Since the earliest years of the NEPAD implementation process, FAO has seized every opportunity, and at all levels, to promote interest in, and commitment to, agriculture and food security. Accordingly, it has called for all investments in whatever sector - infrastructure, transport and communications, health or education - to be supportive of, or at least compatible with, agriculture as the only way to uplift Africa's people out of poverty and food insecurity on a massive scale. FAO has kept reiterating the fact that most of Africa's economic opportunities, given its limited financial and human capital at both household and national level will have to come from agriculture. In this context, in addition to providing direct and continuous technical support to the NEPAD Secretariat, FAO also supported the eight Regional Economic Communities (CEMAC, CEN-SAD, COMESA, ECCAS, ECOWAS, SADC, UEMOA, and UMA) to prepare regional programmes for food security for possible funding by bilateral and multilateral donors.

**Box 1: Attributes of FAO support to NEPAD agriculture**

The support of FAO to the NEPAD agriculture has had a number of attributes. They include:

- *Continuity*: FAO was the earliest organization to provide a resident adviser to the NEPAD Secretariat and continued to maintain the presence of at least one Senior Policy Advisor ever since the launching of CAADP;
- *Provision of a forum for awareness-raising about NEPAD*: FAO has promoted discussions of issues related to CAADP in order for countries and their Regional Economic Communities to agree on collective commitment to action;
- *Action Oriented*: FAO assistance is directed at converting intentions and commitment into practical investment and technical assistance project proposals for funding from domestic and/or external partnership resources; and
- *Implementing food security projects and programmes* in the spirit of NEPAD, particularly under national and regional programmes for food security.

12. FAO further attempted to fast track CAADP implementation as soon as the Programme was cleared by the African Ministers for Agriculture in Rome in June 2002. In December 2002, the African Development Bank (AfDB) and FAO co-sponsored a meeting in Abuja, Nigeria, for Regional Economic Communities and selected countries with a view to transforming the CAADP concept into operational initiatives. The meeting decided on: (a) preparation of CAADP implementation Action Plan; (b) identification of proposals for key National NEPAD programmes; and (c) identification of NEPAD flagship programmes profiles for Regional Economic Communities (RECs). The flagships included priority crops and products of particular importance for each sub-region (Rice in West Africa, Maize in East and Southern Africa, and Cassava in the humid zone etc).

13. The Abuja meeting was followed by a workshop organized by NEPAD, in collaboration with FAO and other partners, in Johannesburg, South Africa at the end of March 2003. The workshop was attended by representatives of RECs, FARA, World Bank, WFP, UNICEF, and a number of other bilateral and multilateral development partners. With the contribution of FAO experts, the following NEPAD Action Plans and profiles covering the period 2003-2015 were prepared: (i) SADC programmes on Strategic Food Reserve Facility, Irrigation Development and Water Management, and Agriculture Trade and Harmonization; (ii) COMESA Irrigation Project Profile; (iii) Intensification and Diversification and Seed Multiplication Programmes for ECCAS, (iv) Development of Oncho-free zone in the ECOWAS region; (v) Action Plan for Food Security in IGAD; and (vi) NEPAD continental programmes covering cassava, banana tissue, institutional strengthening targeted at community based organizations, FARA, centres of excellence and emergency responses. Although some, such as the Cassava programme, have been funded, most of the early actions remained shelved due to lack of interest from development partners.

14. Furthermore, in support to the CAADP implementation, FAO assisted the African Union Commission to develop the African Seed and Biotechnology Program (ASBP). The implementation strategy of the programme was developed with the assistance of FAO and a Secretariat is being established.

## **2.2 Preparation of Prioritised National Investment Programmes and Bankable Projects**

15. Following the adoption of the Maputo Declaration, FAO, at the request of the NEPAD Secretariat, embarked on immediate follow-up actions to translate the commitments made into concrete action. In this connection, it convened a meeting in Rome on 17 September 2003, for representatives of 19 African Ministers for Agriculture - from the member countries of the NEPAD Implementation Committee and the NEPAD Steering Committee -, AfDB, the World Bank (WB), the International Fund for Agricultural Development (IFAD), the World Food Programme (WFP), the African Union, and Civil Society. The meeting deliberated and agreed on reviewing and updating national long-term food security and agricultural development strategies, and the preparation of "National Medium-Term Investment Programmes – NMTIPs" and related "Bankable Investment Project Profiles (BIPPs)".

16. Consequently, with funding from its own sources, supplemented by contribution from the Government of Italy, FAO in collaboration with national experts assisted 51 African countries to prepare NMTIPs and BIPPs. By 2006, the preparation of NMTIPs has been completed in all the 51 countries with a total investment portfolio of USD26.7 billion (2004-2008) and around 200 BIPPs, with a total budget of over USD 10 billion. Some 47% (USD4.8 billion) of the projects identified were in support of CAADP "Pillar 1", and a similar number of projects accounting, for 27% (USD2.7 billion) were identified targeting CAADP Pillar 2. Some of the BIPPs and sub-regional CAADP related investment programmes attracted interest from International Financial Institutions - the AfDB and WB in particular - as well as from some bilateral donors.

17. In some countries the BIPPs were further developed into investment projects, and financed for implementation from national resources and at times under a combination of domestic and/or external funding. Angola is an example of where most of the BIPPs were developed and implemented.

18. An FAO assessment report on the implementation of the BIPPs at the end of 2005 states: "... *most Governments ... do attach importance to the BIPPs but not enough to include them in their National Development Plans. Hence they [the BIPPs] largely remain outside the actual list of projects considered for funding from national and external resources*". Governments had apparently expected FAO to mobilize the resources for their implementation outside their standard financing government with development partners. However, most donors have made it clear that their support to agricultural development in the context of NEPAD would be largely at country level, and they would only fund projects and programmes that governments have included in their National Medium Term Expenditure Frameworks (NMTEFs). Bridging this gap between government thinking and donor orientation is, therefore, critical and remains a major challenge in the implementation of the CAADP.

## **2.3 CAADP Regional Implementation Meetings**

19. By early 2004, the NEPAD Secretariat was already feeling a strong sense of urgency from its constituencies to take the CAADP process beyond the stages of political commitment and programme framework development into concrete implementation of CAADP on the ground. In this regard, the Secretariat developed a roadmap which it presented to the various Regional Economic Communities (RECs) and their member countries. The roadmap reflected the respective roles of: (a) the NEPAD Secretariat as a facilitator and mobilizer of resources and expertise; and (b) the RECs and member countries as primary implementers of CAADP at regional and national levels respectively.

20. The roadmap also attempted to define an action-oriented process that would produce investment options and institutional arrangements to allow: (i) RECs and member countries to prepare investment projects; and (ii) development partners to plan for long term financial assistance. In this

context, in 2005 four regional implementation planning meetings (RIP) – Eastern and Central (25-28 January, Dar es Salaam-Tanzania), Southern (15-18 January, Maputo), West Africa (15-18 March, Bamako), North Africa, (12-13 April, Cairo) – were convened and culminated in the CAADP Implementation Launch Meeting held on 21-22 April 2005 in Accra, Ghana. FAO made technical contribution to all the meetings and co-funded the first two RIPs in collaboration with G8 member countries, notably the United States of America.

21. In December 2005, the NEPAD and the African Union Commission convened a Retreat in Pretoria, South Africa with the participation of representatives of the various RECs, African civil society, and bilateral and multilateral development partners to discuss follow-up actions on the decisions reached at the various RIP meetings as well as the concluding Summit in Accra. The objective was to identify priority action areas for each REC for implementation during the next 12 months. Although FAO assisted the RECs in articulating their priority short-term action areas, none of them were funded for the same reasons as for the CAADP flagship projects, i.e. failure by donors to meet up to their commitments.

22. During the Retreat, FAO volunteered to assist ECOWAS and ECCAS in articulating further their Regional Agriculture Investment Programmes. In the case of ECOWAS the FAO assistance was to consolidate the 25 thematic areas identified in the context of its Common Agricultural Policy, the ECOWAP, which was developed with technical support from FAO, into a maximum of six themes. In the case of ECCAS the support sought was to develop the REC's Regional Programme for Food Security (RPFS), which it has adopted as its Regional CAADP Programme. In this context, the support provided to ECOWAS included preparation of a consolidated Regional Agricultural Investment Programme (RAIP) Concept Note, and preparation of detailed terms of reference and indicative cost for the formulation of the six RAIP components. Unfortunately, despite FAO initiative, the formulation of the RPFS for ECCAS could not be finalized due to the lack of funding.

#### **2.4 FAO in the field**

23. Although, as explained above, the success of the early initiatives to advancing CAADP implementation on the ground has been marginal, FAO tried to push the NEPAD/CAADP agenda forward, with tangible success, in the context of the Special, National and Regional Programmes for Food Security (SPFS, NPFS and RPFS). Since 1995, some USD305.8 million has been committed for the implementation of the SPFS in the Africa region. Funds have been committed by FAO itself (USD57.1 million), by host governments through Unilateral Trust Fund (UTF) arrangements (USD77.5 million) and by donors (USD171.1 million). Funding sources include bilateral (e.g. Belgium, France, Italy, Japan, Libya, Monaco, Spain and the Netherlands), multilateral (e.g. the AfDB, the Islamic Development Bank, the Arab Bank for Economic Development in Africa, the West African Bank, IFAD, UNDP and the UN Human Security Fund), as well as the private sector funding (International Olympic Committee-IOC, International Fertilizer Industry Association, the New Holland Machinery Company). South-South Cooperation (SSC) is also an integral feature of the NPFS/RPFS, and is a cost effective mechanism based on solidarity among developing countries. Under it, 29 SSC agreements have been signed for recipient countries in Africa, involving ten cooperating countries (including three from Africa; Egypt, Morocco and Tunisia). Some 1,200 experts and technicians have been fielded under these agreements in the Africa region.

### **3. THEMES AND STRATEGY FOR CURRENT/FUTURE FAO SUPPORT TO CAADP**

24. By around Mid-2006, the NEPAD Secretariat and the African Union Commission, with the support of some key bilateral and multilateral donors, WB and IFPRI, embarked on a Roadmap for CAADP implementation through regional and national country roundtable processes. This roadmap has been defined as an engagement that entails “... a logical process that starts by engaging key

*players and determining entry points, then moves on to planning based on evidence and discussion, building alliances with investors at all levels, developing a country compact and, finally, advancing to implementation, monitoring and peer review.”* The key features of the Compact, which is the central reference point of the process, are: (i) local ownership and leadership in which a government, at the highest level, is committed to the CAADP agenda and all national stakeholders are engaged; (ii) priority agricultural investment areas are identified based on analytical studies and critical reviews of constraints and growth drivers; (iii) policy gaps and weaknesses to be addressed are identified; and (iv) support and buy-ins from development partners are assured.

25. Initially FAO did not fully embrace the roundtable process, as this was considered as a long drawn process that might not necessarily lead to immediate action on the ground. It also gave the notion that it would not build on the work that has already been done in the context of CAADP or other national and regional agricultural development programmes and initiatives. These include the national and regional agriculture development programmes, which include the National and Regional Programme of Food Security and the National Medium Term Investment Programmes and the Bankable Project Profiles. However, since 2008 FAO has put its full weight behind the process, and as will be discussed below, it is actively engaged in supporting countries in its implementation.

### ***3.1 Thematic areas of current and future FAO support to accelerated CAADP Implementation***

26. Since late 2008, FAO support to CAADP implementation at national and regional level have been, and will continue to be in the foreseeable future, under the following four thematic areas:

- (i) support to the preparation of country and regional roundtables;
- (ii) assistance to RECs and countries in their Post-Compact activities;
- (iii) institutional Capacity Strengthening; and
- (iv) advocacy and resource mobilization.

#### ***3.1.1 Support to the CAADP Roundtable Process***

27. In line with the CAADP principles of African ownership and leadership, FAO has received request from, and assisted, only few countries in the preparation of the technical background documents underpinning the Compact. The Organization's most extensive and direct involvement has so far been in Sierra Leone, where it has assisted, in collaboration with IFPRI, ECOWAS and other development partners, in the preparation of the background documents and organization of the roundtable meeting. FAO technical input was financed under the FAO TCP facility; a funding instrument which is at the disposal of FAO national, sub-regional and regional representatives.

28. FAO intends to collaborate in the coming years with more national governments and RECs in the preparation and organization of their roundtables. Indeed, as more countries buy-into the CAADP/Compact process, FAO support is increasingly being sought. For example, recently the NEPAD Planning and Coordinating Agency (NPCA), and FAO, with the participation of representatives of SADC and two Pillar Institutions – FARA and University of Kwazulu Natal, visited the United Republic of Tanzania to discuss the launching of the CAADP round table process. The aim is to sign, by the end of June 2010, a Compact that builds on the ongoing Agricultural Sector Development Programme (ASDP), which is supported by some development partners under a basket funding arrangement. The FAO support will be delivered in close collaboration with other development partners who are within and outside the basket fund arrangement.

29. Furthermore, the Government of Uganda has requested FAO's support in the finalization of its CAADP Compact. In the Central African Republic FAO has been working with IFAD and WB to support the development of a Government-led and ECAAS supported CAADP national Compact. A joint FAO, IFAD, WB and IFPRI Mission, under the leadership of NPCA, visited the country in mid-March 2010 to launch the CAADP country roundtable process. FAO had also received a request from the Government of Mauritania for assistance in the formulation of a food security strategy to provide a framework for the CAADP country roundtable process that will lead into signing a Compact. In this regard, An FAO mission visited the country in February 2010 and an Aide Mémoire detailing the scope and nature of the assistance required was prepared.

### *3.1.2 Assistance in the operationalization of CAADP Compacts*

30. Supporting governments and RECs in transforming the CAADP compacts into operational agricultural investment programmes and policy realignments will be the primary focus of FAO support to CAADP implementation in the near future. As of March 2010, 15 countries have signed the Compacts, 14 ECOWAS (Benin, Cape Verde, Gambia, Ghana, Liberia, Mali, Niger, Nigeria, Senegal, Sierra Leone and Togo) and 5 COMESA (Burundi, Ethiopia, Rwanda, Swaziland and Uganda) member countries. Rwanda was the first to sign the Compact in March 2007, while the rest have signed between July 2009 and March 2010.

31. Currently FAO, in collaboration with interested Development Partners (DPs), in particular WB, AfDB Bank and IFAD, is engaged in assisting some countries in implementing the compacts. An FAO Technical Support Mission visited Rwanda in February 2010 to assist the Government in reviewing the costing of its Agriculture Sector Investment Programme (ASIP) and to assist the Ministry of Agriculture and Animal Resources (MINAGRI) in clarifying the ASIP costing process to the –DPs and the Agricultural Sector Working Group (ASWG). The specific objective of the mission was to provide an objective clarification, to Government and DPs, of the cost differences that prevailed between different versions of the ASIP on one hand, and between the ASIP and the Second Strategic Plan for the Transformation of Agriculture (PSTA-II), on the other. The mission successfully identified and rectified the costing discrepancies. With this, it is hoped DPs will fully support the swift implementation of CAADP in Rwanda.

32. FAO is also collaborating with IFAD and the World Bank in assisting the Government of Togo in elaborating its Compact into investment programme for implementation with the support of development partners. The investment programme is envisaged to be jointly funded by IFAD, WB, the West African Development Bank, the ECOWAS Investment and Development Bank, and the Government of Togo. FAO also participated in the CAADP pledging meeting that was held on 4 February 2010.

33. As of mid-March 2010, FAO has been awaiting a request from the Minister of Agriculture of Benin for post CAADP Compact investment programming support. An FAO mission will visit the country in April 2010, subject to further agreements between the country donor team and the Government concerning aspects of the CAADP Compact. Similarly FAO, at the request of the Government of Burundi, is reviewing the Compact with the objective of preparing a roadmap for the development of an investment programme. FAO is also deeply involved in supporting the Government of Sierra Leone in developing a CAADP operational plan and refining the investment programmes proposed under the National Sustainable Agricultural Development Plan (NSADP); the national CAADP Programme.

34. Regarding the focus of FAO support in the coming couple of years, the objective, as far as post-Compact support is concerned, is to assist 11 countries and at least two RECs to operationalize their Compacts. Benefiting countries will be identified in consultation with the NEPAD Planning and

Coordinating Agency (NPCA), and the concerned RECs and national governments. The support will be provided on the principle of “first-come first-served”, and will also depend on governments’ capacity to mobilize development partners to participate in the development and eventual financing of the CAADP Programme. Naturally, the scope of the assistance will entail elaboration of the priority investment areas, already identified in the Compacts, into operational and integrating them into ongoing national agriculture programmes, where they exist, under one integrated national/regional agriculture development programme which will be the CAADP. Furthermore, FAO will assist these countries, in revisiting their policies with the view to making some adjustments to support the successful implementation of CAADP with the view to guaranteeing the achievement of growth and poverty reduction targets.

### ***3.2 Institutional Capacity Strengthening***

35. One of FAO strategies for advancing CAADP implementation was institutional strengthening of the continental and regional institutions responsible for providing policy and operational guidance in the formulation of the national and regional CAADP agenda, its implementation and monitoring and evaluation. This support strategy will continue in the context of the CAADP round table processes leading to the signing of the Compact and beyond at regional and national levels.

36. The first FAO technical assistance to the NEPAD Secretariat, now NEPAD Planning and Coordinating Agency (NPCA), was provided in January 2002, when a senior agricultural adviser was seconded for six months to the NEPAD Steering Committee’s Secretariat, which at the time was based at the South African National Department of Agriculture. Since then FAO institutional support to NPCA continued through the secondment of successive FAO experts under different funding arrangements and backstopping support from the FAO Headquarter, Regional and Subregional offices with project and regular programme funding.

37. The primary role of the FAO provided advisors has been to enhance the Agency’s capacity in policy and advocacy work in support of CAADP implementation, monitoring and reporting. This assistance will continue, and it will be further strengthened during the coming three years when two FAO experts will be seconded to the Agency – a Senior Agriculture Policy and Investment Expert and a Food Security Information Analyst – under Italian Government and European Union funded projects. In addition, these projects make considerable provision for hiring international and national consultants, sub-contracting academic and research institutions and engaging the services of experts in the context of the Technical Cooperation among Developing Countries (TCDC) scheme.

38. The orientation and depth of FAO institutional support to NPCA will be subjected to periodic reviews during high-level FAO/NPCA consultative meetings that will be held twice a year and other ad-hoc consultative meetings. The first of such FAO/NPCA consultative meeting was held in September 2009, in Midrand South Africa, when a high-level FAO delegation, led by the Assistant Director-General (ADG)/Regional Representative for Africa (RR), held discussion with the management of NPCA, at the time still the NEPAD Secretariat. The meeting agreed on a number of priority areas for cooperation, and on the modalities for mutual reporting and accountability. This was followed by a visit of the NPCA Chief Executive Officer (CEO), accompanied by some of his senior aides, to Rome from 14 to 15 October 2009 to discuss with FAO Senior Management the nature and scope of support his Agency would expect from the Organization.

39. FAO’s capacity building efforts are also directed at the Department of Rural Economy and Agriculture (DREA) of the African Union Commission. The assistance is primarily targeted at strengthening its capacity to implement the Agriculture and Food Security decisions of African Ministers for Agriculture and Heads of State and Government in close collaboration with NPCA, the RECs and Africa’s DPs. This assistance has, in the past, been provided in the context of various TCP

projects and will continue to be provided in the future under different funding arrangements. This include the Italian funded project, which makes provision for the deployment of a Senior Agricultural Officer to work closely with the FAO Sub-Regional Representative in Addis Ababa in supporting the AUC directly and indirectly through ensuring a coordinated UN support in the context of the Agriculture, Food Security and Rural Development Cluster of the Regional Coordination Mechanism.

40. FAO has also been assisting various RECs in the formulation of their Common Agriculture Policy (ECOWAS and SADC) and Regional Programmes for Food Security (UMEOA, COMESA, ECOWAS, ECCAS, IGAD and SADC), which as of 2002 have been declared an integral part of CAADP in Africa. Furthermore, FAO provided assistance to ECOWAS in defining the themes for its CAADP Regional Agriculture Investment Programme. The Assistance to ECOWAS will continue under a project that will be funded by Spain that will make provision for a long term Expert and short-term international, regional and national consultants to assist primarily in operationalizing national and its regional Compacts.

41. Institutional strengthening at country level will also be provided under future FAO capacity strengthening initiatives in the context of the pre- and post CAADP activities. This support will be delivered through a combination of on-the-job training of national staff involved in the preparation of Compacts, and formulation of investment programmes and sector policies for effective CAADP implementation working closely with FAO experts.

### ***3.3 Strategy of FAO Technical Support***

42. The strategy for ensuring the depth and width of FAO Technical support towards advancing the implementation of CAADP will be anchored on four mutually reinforcing pillars. These are:

- mobilizing FAO's technical resources;
- alignment of FAO field programme with the CAADP agenda;
- building Partnership and alliances with development partners; and
- advocacy work and resource mobilization.

#### *3.3.1 Mobilizing FAO's Internal Technical Resources*

43. One of the weaknesses identified with regards to FAO's support in the past to CAADP has been the lack of a coherent and consistent corporate approach - Headquarter, regional, sub-regional and country levels - in supporting the CAADP process resulting in inconsistencies and missed opportunities. As a move to addressing this weakness, in 2009, the Director-General gave directives to all FAO units in the field and at headquarters to ensure that FAO country support in Africa is coordinated, synergetic, and aligned with the country CAADP process. As a result, there is strong evidence that today more and more FAORs are increasingly involved in the roundtable processes in countries of their responsibilities.

44. In the same vein as the above, the FAO Technical Cooperation Department, which is the Focal Point in FAO for NEPAD and AU matters, established an Extended and Core CAADP Task Teams (FAO CAADP/TT) to guarantee coordinated FAO support to the CAADP process. The Extended CAADP/TT consists of representatives of all FAO technical divisions in Headquarters, the FAO Regional Representative for Africa (ADG/RAF) and the SRC for East Africa, who is also FAO Representative to the African Union, ECA and Ethiopia. While the Core CAADP/TT comprises representatives of the Policy Assistance Support Service (TCSP), the Investment Centre Division (TCI), the Integrated Food Security Support Service (TCSF), the Regional Representative for Africa

and the SRC for East Africa. The Core Team meets regularly, at times weekly - to review initiatives and progress of FAO support to the CAADP process - and the Extended Team meets about once in three months.

45. The FAO CAADP/TT approach has already proven to be an effective instrument for mobilizing and coordinating FAO support to the CAADP continental, sub-regional and national agenda.

### *3.3.2 Alignment of FAO field programme with the CAADP agenda*

46. Following up to the Director-General's directive that led to the establishment of the FAO CAADP/TT, the Policy and Programme Development Support Division (TCS), undertook a mapping exercise to assess the nature and magnitude of FAO technical assistance programme in Africa, and how it relates to the four CAADP Pillars. The generalized picture that emerged from the survey was as follows:

- various FAO units are providing technical assistance in Africa to significantly different extents in terms of number of projects, size and the geographical spread. This ranges from Units with one project covering only one country, to Units with a maximum of 64 projects covering the entire continent: in terms of budget, the divisional project portfolio ranged from USD2.3 million to USD860 million;
- the FAO National and Regional Programmes for Food Security, which is a declared component of the CAADP agenda, boasts of USD780 million envelop of which two national programmes (Tanzania and Nigeria) are each over USD260 million;
- most, except two, Units stated that their projects are in support of one or more of the four CAADP pillars, albeit only few of them indicated to have direct contact with NPCA or attempted to synchronise their activities with the CAADP priorities; and
- there seemed to be some areas of overlap in project activities supported by different FAO Units, that calls for further analysis, discussion and sharing of information among the Units concerned in order to establish the nature, reason and extent of the overlaps and improve synergy.

### *3.3.3 Building Partnership and alliances in support of CAADP implementation*

47. FAO has continuously strived to build partnership and alliance with the view of ensuring maximum, coordinated and synergetic support to CAADP implementation in line with the Paris Declaration of Aid Effectiveness and the Accra Agenda for Action. This goal is being achieved by becoming actively engaged, at times playing a leading role, in four partnership building mechanisms.

48. **First:** FAO is a convenor of the Agriculture, Food Security and Rural Development Cluster (AFSRDC) of the UN Regional Coordination Mechanism (RCM), for which the overall UNECA. AFSRDC's specific mandate is to ensure a robust and harmonized UN system-wide support to the AU and NEPAD food security and agriculture development agenda. The Cluster meets at least twice a year to prepare Cluster Work Plans, review developments and prepare progress and annual report for presentation at the annual RCM meeting.

49. **Second:** FAO is an active member of the CAADP Task Team (CAADP/TT) of the Global Donor Platform for Rural Development (GDPRD). The CAADP/TT-GDPRD meets weekly via

video-telephone conferences and physically either on the margins of important events or in meetings that are exclusively organized to discuss ways and means of supporting CAADP implementation. In this context, the CAADP/TT prepares and adopts road maps and operational guidelines, such as the “*Guideline for Donor Support to CAADP Process at a Country-Level*” that was adopted at the CAADP/Partnership Platform meeting held in Abuja from 9-10, November 2009. FAO is represented in these fora by the Investment Centre (TCI) and TCS. It has so far been the most active and productive forum for partnership building.

50. **Third:** This MDG Initiative, which was launched by the UN Secretary-General to identify effective mechanisms for implementing MDG commitments, is yet another partnership in which FAO is active. The initiative has a three-tier management structure: a Steering Group, a Working Group and support Thematic Working Groups. FAO and the AU coordinate the Thematic Group on Agriculture and Food Security with support from AfDB and WB. This could have been an important vehicle for coordinated and synergetic support to agriculture development in Africa, and specifically to CAADP. However, the Thematic Group meets rarely, but in its first meeting that was held in Rome in February 2008, it unanimously recommended to support the accelerated implementation of CAADP. The meeting further recommended for a massive increase in funding for agriculture and food security, using existing funding mechanisms and, if deemed necessary, through establishing new financing mechanisms, whose operational modalities would be guided by the Paris Declaration on Aid Effectiveness.

51. **Fourth:** The fourth platform for partnership building is the FAO Initiative on Soaring Food Prices (ISFP), which was launched by the FAO Director-General in December 2007 to address the impact of rising food prices on the most vulnerable groups in the most affected countries. The main objective of the initiative was to support access to production inputs by small farmers, especially those who are net food buyers, and who, for reasons of market failure or poverty, use inputs such as seed and fertilizer in suboptimal amounts. In Africa, ISFP was implemented within the framework of CAADP-Pillar III and with active involvement and support of AU, NEPAD and the RECs. The main FAO partners in the implementation of ISFP have been WFP, IFAD WB, AfDB and other multilateral agencies.

### *3.3.4 Advocacy and resource mobilization*

52. As a global Organization, achieving food security for all is at the heart of FAO's efforts in supporting CAADP implementation. In this context, FAO organizes Summits, Conferences and High-level meetings to mobilize political and financial support to combat hunger and poverty globally and in Africa. FAO also supports and participates in, and avails its expertise and technical skills to, global meetings organized to address food security and agriculture development issues.

53. FAO will also support the AU initiatives to foster South-South Cooperation with non-traditional development partners such as Brazil, China, India, Turkey and Venezuela and others. It will assist NEPAD and the AU, in collaboration with other development partners, to monitor progress in the disbursement of the USD20 billion pledged in the context of the L'Aquila Food Security Initiative (AFSI) by donors, and specifically how far Africa has benefited from these funds in the context of the Global Agriculture and Food Security Program (GAFSP). The GASFP was established as a multilateral mechanism to assist in the implementation of the L'Aquila commitments.

54. FAO has already mobilized and will continue to mobilize internal and external resources to finance technical assistance to countries and RECs in advancing CAADP implementation. The first source of financing for these efforts is the Country and Sub-Regional FAO Representatives. They are empowered to approve TCP facility projects, albeit the amount involved is limited. FAO also mobilizes funding from development partners, and in this regard Italy, Spain and the European Union

have been generous. The resources mobilized from donors will particularly be targeted for post-Compact support and institutional capacity building. While the resources under possible TCP projects could be utilized in support of preparatory work for the CAADP roundtable meetings.

### ***3.4 Challenges on the way forward***

55. There has been significant progress in the CAADP implementation process over the last couple of years. However, a number of challenges remain to be addressed for a successful and effective take-off CAADP implementation both at national and regional levels. Unless these challenges are addressed the principles of NEPAD could be compromised and FAO technical assistance could be ineffective.

56. The first challenge is ensuring Government commitment and ownership of the NEPAD/CAADP initiative. As of end of 2008, more than five years since the approval of CAADP, only seven countries have achieved the ten percent Maputo budget target. Governments cannot claim ownership unless they live up to their commitments. There is therefore a risk that NEPAD and CAADP, like many previous initiatives, will end up becoming donor driven as long as donors lead the process of its formulation and foot the lion share of the programme funding.

57. The second challenge is lack of awareness by local stakeholders on the principles, objectives and targets of CAADP. In a meeting that was convened by NEPAD and the Association of European Parliamentarians in Cape Town in March 2007 for African members of parliament and regional civil society organizations, it was revealed that almost all African parliamentarians had no knowledge of the Maputo ten percent budgetary commitment. There is also evidence of lack of alignment and coordination between the CAADP roundtable process and other ongoing and pipeline agriculture development programmes. These may lead to a multiple and fragmented national agriculture programmes that will result in duplications with resultant wastage of precious human and financial resources. In this regard an effective government ownership and leadership, combined with good understanding and buy-ins by all national stakeholders, is imperative for successful and coordinated CAADP implementation.

58. Thirdly, FAO assistance is provided on demand driven basis. As such, in order for FAO to be involved in one or more aspects of the CAADP implementation process – preparation for Compact signing, formulation of investment programmes and policy adjustments, and monitoring and evaluation – it requires receiving formal and timely request from governments, RECs and NPCA. As previously stated the current plan is to assist 11 countries in operationalizing their Compacts, but where and when this assistance will be provided depends on the number and timing of requests received from countries, which as stated above will be met following the principle of “first-come first-served”. However, if timely request is not received, the targeted number of countries which FAO is set to assist might not be reached.

**Annex: LIST OF ACRONYMS**

AMCOW	African Ministerial Conference on Water
ADG	Assistant Director-General
AfDB	African Development Bank
AFSRDC	Agriculture, Food Security and Rural Development Cluster
ASDP	Agricultural Sector Development Programme
AU	African Union
AUC	African Union Commission
BIPPs	Bankable Investment Project Profiles
CAADP	Comprehensive Africa Agriculture Development Programme
CAADP/TT	CAADP Task Team
CEMAC	Communauté Economique et Monétaire de l'Afrique Centrale
CEN-SAD	Community of Sahel-Saharan States
CEO	Chief Executive Officer
COMESA	Common Market for Eastern and Southern Africa
DREA	Department for Rural Economy and Agriculture
ECA	Economic Commission for Africa
ECCAS	Economic Community of Central African States
ECOWAS	Economic Community Of West African States
FAO	Food and Agriculture Organization
FAORs	FAO Country Representatives
FARA	Forum for Agricultural Research in Africa
GAfsp	Global Agriculture and Food Security Programme
GDPRD	Global Donor Platform for Rural Development
HSG	Heads of State and Government
HSGIC	NEPAD Heads of State and Government Implementation Committee
IFAD	International Fund for Agricultural Development
IFPRI	International Food Policy Research Institute
IGAD	Intergovernmental Authority on Development
IOC	International Olympic Committee
ISFP	Initiative on Soaring Food Prices
MAP	Millennium Partnership for the African Recovery Programme
MDG	Millennium Development goal
NEPAD	New Partnership for Africa's Development
NMTEFs	National Medium-Term Expenditure Frameworks

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NMTIPs	National Medium-Term Investment Programmes
NPCA	NEPAD Planning and Coordinating Agency
NPFS	National Programme for Food Security
NSADP	National Sustainable Agriculture Development Plan
RAIP	Regional Agricultural Investment Programme
RCM	Regional Coordination Mechanism
RECs	Regional Economic Communities
RIP	Regional Implementation Plan
RPFS	Regional Programme for Food Security
RRA	Regional Representative for Africa
SADC	Southern African Development Community
SPFS	Special Programme for Food Security
SRCs	Sub-Regional Coordinators
SSC	South-South Cooperation
TCDC	Technical Cooperation among Developing Countries
TCI	Investment Centre Division
TCP	Technical Cooperation Programme
TCS	Policy and Programme Development Support Division
TCSF	Integrated Food Security Support Service
UEMOA	Union Economique et Monétaire Ouest-Africaine
UMA	Union du Maghreb Arabe
UN	United Nations
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UTF	Unilateral Trust Fund
WB	World Bank
WFP	World Food Programme



