



Guidelines

CAADP Country Implementation under the Malabo Declaration

April 2016

Table of Contents

1	Introduction	3
2	Using these guidelines	5
2.1	Implementing for results	6
2.2	Components of CAADP Country Implementation.....	7
3	Domesticating the Malabo Declaration Commitments	9
4	NAIP Formulation and Appraisal.....	10
4.1	Purpose and scope of the NAIP	11
4.2	Policy & Planning	11
4.3	Finance & Investment	13
4.4	Coordination & Cooperation.....	15
4.5	Monitoring & Accountability.....	17
4.6	Internalising the CAADP Results Framework.....	19
4.7	Milestone and Deliverables	20
5	NAIP Implementation	22
5.1	Policy & Planning	22
5.2	Finance & Investment	23
5.3	Coordination & Cooperation.....	24
5.4	Monitoring & Accountability.....	24
5.5	Milestone and Deliverables	25
6	Monitoring progress against Malabo Declaration targets.....	26
6.1	Biennial Review	26
6.2	Milestone and Deliverables	26
Annex 1	CAADP Results Framework	27
Annex 2	Overview of the Malabo Declaration Commitments.....	27
Annex 3	NAIPs by Countries.....	28
Annex 4	NAIP Appraisal Checklist	28
Annex 5	The Agriculture SWAP versus the NAIP	28
Annex 6	NAIP as bridge between public expenditure & private investment	28
Annex 7	Designing CD Strategies based on outcomes	28
Annex 8	Supporting public - private sector linkages.....	28
Annex 9	Agriculture Public Expenditure Review.....	28

1 Introduction

Since its launch in 2003, the Comprehensive African Agriculture Development Programme (CAADP) has matured. The 2nd Africa Union Assembly held in Maputo, Mozambique of July 2003, signed a declaration on Agriculture and Food Security. This **Maputo Declaration** returned agriculture to the centre of the agenda. The Declaration called for the implementation of the new pan-African flagship programme of the New Partnership for Africa's Development (NEPAD): the Comprehensive African Agriculture Development Programme (CAADP). The CAADP was seen as the vehicle to stimulate production and bring about food security among the populations of the continent. Today, the Maputo Declaration is remembered mostly for its commitment to allocating at least 10% of national budgetary resources to agriculture, to achieve 6% growth of the agriculture economy.

In 2013, NEPAD conducted an exercise (*Sustaining the Momentum of CAADP*) looking back at ten years of CAADP implementation. Many achievements could be reported; agriculture had risen to the top of the political agenda, in Africa but also amongst its development partners; 40 countries had signed a CAADP Compact and two thirds of those had formulated a National Agriculture Investment Plan (NAIP) or a National Agriculture and Food Security Investment Plan (NAFSIP)¹.

However, although a positive trend towards achieving the 10% of public funds to agriculture could be noted, there remained a lot of scope for improvement under this indicator, even after ten years. Similarly, progress was made towards achieving an agriculture growth rate of 6%, but there was a lot of variation between countries, while growth was often not equitable, as persistent food insecurity and poverty levels indicated. To what extent ten years of CAADP resulted in increased private investment in agriculture, was maybe the most difficult to establish. Information on private investment is often scant and scattered, especially concerning investments by small & medium (domestic) enterprises, the kind of investment needed for equitable growth. Even if the NAIPs did not meaningfully stimulate private investments in agriculture for the last decade, it has at least been shown that these investments are needed to sustain agriculture growth in Africa.

A conclusion drawn from the 10 years of CAADP implementation was that agriculture growth was achieved mainly by an increase in area under cultivation rather than by an increase in productivity per unit of land. On the other hand, clear plans that focused on domestic growth potential (informed by the CAADP stocktaking studies) did lead to increased investments to the sector, even if, in many countries, these have not yet reached the 10% as was pledged in Maputo.

Another realisation from the Maputo decade was that not all that is needed for agriculture growth to happen takes place in the agriculture sector or is within the mandate of the Ministry of Agriculture. Implementation made it clear that Ministries of Agriculture cannot force Ministries of Finance to commit 10% of public funds to agriculture; and for investment to happen, a right business environment needs to be put in place including attractive interest rates and favourable import and export regulations, but these conditions cannot be created by the Ministry of Agriculture, or for the agriculture sector alone. Thus, when Heads of State came together for the 23rd AU Assembly in June 2014, in Malabo, Equatorial Guinea, they reiterated that agriculture and food security was still at the top of their agenda. However, this time around, they cast their view also to beyond the sector, in the hope of more effectively addressing the obstacles that continue to beset agriculture growth.

¹ These guidelines use the abbreviation NAIP, as a collective term for NAIP and NAFSIPs

The **Malabo Declaration** on *Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods* reaffirms the central commitment of the Maputo era, namely to allocate 10% of public resources to agriculture. It also specifies more clearly a range of commitments in agriculture, such as increased irrigation and mechanisation or curtailing post-harvest losses among others. So, in contrast to the Maputo Declaration, it contains many more commitments in areas like infrastructure, natural resources, land tenure, trade and nutrition. These areas are important to agriculture, but they are not (or not completely) under the mandate of the Ministry of Agriculture.

Thus, the Malabo Declaration is wider than its predecessor; at the same time though, it continues to view CAADP as the main vehicle for implementation of its commitments, as was the case in Maputo. A Malabo Declaration that is wider than that of Maputo changes the scope of the CAADP agenda, which can now be divided into the following two phases:

- Single-sectoral **Maputo** CAADP
- Multi-sectoral **Malabo** CAADP

Key changes introduced by the Malabo-based CAADP Agenda are:

- CAADP continues to focus on the agriculture sector, but now also needs to take account of areas in related sectors that are required for agriculture growth;
- More inter-sectoral cooperation and coordination is necessary and should be fostered through suitable and effective coordination mechanisms;
- The need for inter-sectoral cooperation under CAADP increases the role of central government agencies in CAADP country implementation, in particular that of Ministries of Finance and Planning, or National Planning Commissions;
- The NAIP remains the key vehicle towards achieving the Malabo Declaration targets, but the NAIP can no longer be regarded as the *only* vehicle for achieving these targets, depending as it does on other implementation frameworks to deliver;
- The emphasis on implementation, results and impact is increased: while the Maputo-CAADP era was still about setting up the architecture of the process and its milestones (compact, NAIP, business meeting), the Malabo-CAADP era must now build on that foundation and ensure that it delivers against Malabo targets as well as against the other national development targets.

To ensure that the emphasis on delivery does not remain an empty promise, Heads of State have agreed to a Biennial Review, at which progress of each individual country is measured in alternating years and against all that the Malabo Declaration is committed to achieve.

To reflect these changes in the agenda these new CAADP Implementation Guidelines incorporate:

- A perspective beyond agriculture
- An emphasis on implementation, delivery and results
- A renewed look at how to stimulate private investment and private sector growth

The guidelines have been prepared on the basis of and informed by the following studies and events:

- Sustaining the CAADP Momentum (2013): summarizing ten years of CAADP implementation
- NEPAD Workshop in April 2014 on how to review the CAADP Implementation Guidelines

- CAADP and Country Systems (2015): A study in selected countries on how CAADP is embedded in domestic systems, especially planning and budgeting procedures
- A NAIP Appraisal (2015): Taking a closer look at NAIPs in selected countries, especially with respect to how successful these have been in attracting private investment as well as the technical quality of the NAIP formulation
- The AUC organized Agriculture Permanent Secretary Retreat in Accra in March 2016

The guidelines also take account of the following core CAADP instruments:

- The CAADP Results Framework (CAADP RF)
- The Malabo Declaration Implementation Strategy and Roadmap (IS&R)
- The Malabo Programme of Work (PoW)

2 Using these guidelines

These guidelines are not prescriptive. The challenges in agriculture are different for every country; and in each country responsibilities are allocated in a different way: Ministries of Agriculture are at times responsible also for livestock & fisheries, for water & irrigation, for natural resources, for rural development, for forestry – and sometimes these responsibilities are allocated to other technical ministries. Very importantly, there are wide variations between countries with respect to the strength and level of organisation of the private sector: There can be an absolute dominance by big businesses with scattered small investors struggling to get a foothold; or some value chains can be strongly organised with other value chains just being loosely connected; non-state can be aware, alert and articulate, or they can be poorly informed and silent.

This extreme heterogeneity of the agriculture sector is what makes development of this sector so challenging, but at the same time so interesting. The agriculture sector cannot be developed in a supply-driven manner, as may be the case for health or education sectors. The building and staffing of schools and hospitals goes a long way to ensure education and health. But agricultural growth cannot be bought; public funding alone cannot ensure agriculture growth in a sustainable manner, unless that public funding is of a kind that supports (and not stifles) the private sector and of a quality that stimulates and catalyse equitable and inclusive agriculture growth.

CAADP has added most value where it was used in a flexible manner to strengthen institutional and systemic capacity. The principles of CAADP, such as evidence based planning and inclusive planning processes, can be applied to all systems; and the CAADP purpose of stimulating private sector driven and equitable agriculture growth, can be adopted by all countries. Therefore, these guidelines are about harnessing and sharing good practice principles to help the customization of CAADP in Country plans. These guidelines can be used:

- In countries are in the course of NAIP in implementation;
- In countries that are about to formulate a new NAIP phase;
- In countries that are planning their first NAIP ever.

The guidelines were written mostly for those responsible for CAADP implementation at country level, such as CAADP Focal Points and CAADP Country Teams, Ministries of Agriculture, other agriculture relevant ministries, Ministries of Finance and Planning. Of course, the guide is useful for the wider group of CAADP stakeholders including:

- Non State Actors such as farmer organisations, commodity associations, civil society organisations, lobby and watchdog groups
- Commercial private sector interested to invest in agriculture
- Development Partners supporting CAADP country process at country level
- RECs implementing the CAADP process at regional level, and supporting the CAADP process at country level
- NPCA and AUC-DREA coordinating the CAADP process from the continental level
- Development Partners supporting CAADP at regional and continental levels

2.1 Implementing for results

As mentioned in the introduction, the Malabo Declaration introduced a much stronger and clearer focus on delivery and results. Even during the ‘Maputo-era’ individual NAIPs have been successful, but across the continent as a whole, delivery and results have been below expectations. Several studies have looked at the reasons for more or less successful implementation of NAIPs, and these guidelines were built around those findings. Today, the CAADP process is no longer ‘just’ about implementing a NAIP, it is about successfully implementing a NAIP in the context of other programmes relevant to agriculture, all coordinated and aligned to the Malabo commitments translated into national policy and planning instruments. This is a tall order but one that has to be taken seriously if the Malabo commitments are to be reached.

CAADP Results Framework

The CAADP Results Framework is the overarching framework for the CAADP Agenda under the Malabo Declaration (annex 1). The CAADP Results Framework distinguishes three levels of objectives:

	Results aimed for	Type of indicator
Level 1	Impact to which agriculture contributes reflects the ultimate impact objectives aimed for by the successful implementation of CAADP in the context of the Malabo Declaration	Impact
Level 2	Changes in agriculture from CAADP implementation: refers to outcomes as a result of the successful delivery by National Agriculture Investment Programmes and other programme frameworks relevant to Malabo. These are strategic and policy actions areas where transformation must materialise.	Outcome
Level 3	Added value of CAADP refers to the outputs needed, in terms of systemic capacity, to create the policy, financial and institutional environment that enables successful, coordinated implementation of the NAIPs and other relevant programmes	Output

These Guidelines offer advice regards strengthening the institutional, systemic and transformational capacities that are the foundation of successful CAADP implementation. Thus, these guidelines relate most to **Level 3** of the CAADP Results Framework, the added value of CAADP to the country’s national efforts to transform its agriculture sector.

Successful implementation of NAIPs in coordination with and other agriculture relevant programmes should lead to the results aimed for in levels 2 and 1 of the CAADP Results Framework (CAADP RF).

Monitoring whether this is the case is the responsibility of the country with regard to national levels. Countries will have their own instruments for monitoring agriculture programmes to serve the sector’s planning and management needs. Under the Malabo Declaration, some of this information needs to be fed upwards to continental level for use in the Biennial Review process.

Regional Economic Communities (RECs) are responsible for monitoring progress against Malabo targets at regional level. The Biennial Review will provide an overview of results (Level 2) and impact (Level 1). The Biennial Review will thus use data provided by countries and RECs (see chapter 6).

2.2 Components of CAADP Country Implementation

The Malabo Declaration must become more than a signed piece of paper. The declaration has the potential to accelerate agriculture transformation, as well as change the way it is pursued, with its commitment to partnerships with farmers, producers and civil society and its emphasis on private investment, agri-business and agro-industries.

To what extent these promises are turned into practice, depends on country’s leadership to drive implementation. To help ensure that it happens, two phases are added to the core of country CAADP implementation:

At the start, the Malabo declaration commitments have to be adopted and mainstreamed by countries, to ensure that the basis for action at country level is given. At the end, progress against these overarching targets has to be measured. In between these two phases, the NAIPs continue to be at the core of implementation, but in its entirety the CAADP process must ensure that:

- NAIPs are formulated and implemented in coordination with other programmes and activities that together can fulfil the Malabo Declaration commitments
- NAIPs and other relevant programmes are aligned not only to the national overall development goals but also to the Malabo Declaration
- Progress is monitored with respect to national goals and against Malabo Declaration targets

Thus, CAADP implementation at country level can now be divided into four phases or components:

New	1	Domesticating the Malabo Declaration commitments: Countries are required to design a strategy for translating the Malabo commitments into action.
Core	2	NAIP Appraisal (or Formulation): The appraisal is an analysis of the on-going NAIP, its strengths and weaknesses, including an action plan to overcome weaknesses in implementation. For countries that are about to formulate a second phase of their NAIP, the subsequent NAIP offers an opportunity to do things differently. Countries that are yet to formulate their first NAIP will use this component to ensure that the NAIP content is relevant to stimulate private investment and to create an enabling environment for NAIP implementation.

	3	NAIP Implementation: This is the core component, where delivery against a plan and towards overarching objectives has to be ensured to produce the expected results and impact.
New	4	Monitoring progress against Malabo Declaration targets: this is the component that delivers information to the Biennial Review whereby countries are held accountable with regard to their progress against Malabo commitments.

These four components form the basic structure in consecutive chapters of the guidelines. Each chapter opens with a table listing milestone (that is to be reached at the end of the phase) and the main ‘deliverables’ or products, which reinforce this component.

Milestones (e.g. government endorsement of the Malabo Declaration) are mandatory steps in the process, but the deliverables that underpin the reaching of that milestone (e.g. Sector Performance Review) to some extent depend on country contexts and country instruments. The list of deliverables that have proven to be very helpful is provided as a guide.

3 Domesticating the Malabo Declaration Commitments

Milestone	Government endorsement of the Malabo Declaration
Deliverables	<i>A popular Malabo Declaration leaflet</i> (in local language) explaining what the declaration means, especially for its ultimate beneficiaries farmers, producers, entrepreneurs, women and youth
	<i>A Country Profile</i> that lists frameworks for implementation (plans and programmes) against the Malabo Declaration commitments, assesses existing resources/assets and identifies major gaps to fulfil alignment
	<i>A Malabo Implementation Road Map</i> as a strategy towards closing the gaps, ironing out conflicts and improving coordination across programmes

The Malabo Declaration commitments were drawn up after a participatory consultation process and were signed by signed by Heads of State (annex 2). In the declaration, Heads of State agree to be held accountable and the mechanism they chose is that of a Biennial Review. NPCA is responsible for the technical coordination of that review; reporting is to the Africa Union Commission (AUC). Reporting back by individual countries to the Biennial Review starts January 2018, and will continue until 2025. This should give momentum to a tangible delivery against targets.

It is worth to note that the Malabo targets are in total alignment with global agriculture related targets highlighted in the Sustainable Development Goals (SDGs), with a more ambitious Malabo horizon of 2025 while SDGs are set for 2030.

However for country-level agriculture frameworks to be aligned to Malabo, its commitments first have to be enshrined in national instruments, to which sector instruments can officially be aligned. Translating the Malabo commitments into country level action requires the following steps:

1. **Formal adoption:** The commitments and targets have to be formally and legally adopted by Government and made widely known to agricultural stakeholders across the country;
2. **Assessment of coverage:** To what extent these commitments are addressed by already existing frameworks has to be assessed. Such frameworks will consist of a range of policy, strategy and programme frameworks such as Country Vision documents, National Development Plans, Agriculture Sector Strategy and its Investment Plans (NAIPs) and other agriculture-related programmes;
3. **Identification of gaps:** This step assesses which Malabo Development commitments are not yet, or not sufficiently, covered by ongoing programmes.
4. **Drawing up of a new country Investment Plan:** Finally, based on all of the above, the action required to fill the gaps identified should be spelled out.

What exactly the formal adoption of commitments effectively consists of depends on the country's procedures. Important for implementation is that this government's commitment is widely known. This is why it is wise that the press (and civil society) covers such a process, reports it on the radio and that a short simply written version of the meaning of the declaration is disseminated widely.

The Country Profile should also identify gaps, overlaps or potential conflicts, for example in the case of implementation frameworks that follow conflicting objectives, such as the issuing of mineral exploitation licenses by the Ministry of Mines versus a securing of land tenure (of the same land!) by the Ministry of Lands or Agriculture, etc.

The Malabo Implementation Strategy and Implementation Road Map stands most chance of being successfully implemented when it is designed in a participatory manner, through a constructive stakeholder dialogue possibly moderated by a professional facilitator.

4 NAIP Formulation and Appraisal

Milestone	NAIP Appraisal
Deliverables	<i>Stocktaking</i> as a basis for the formulation of a NAIP (as well as other agriculture relevant programmes) offering an analysis of agriculture growth options and suggesting areas for public and private investment
	<i>Private sector dedicated process for NAIP: Public-Private Platform</i> where farmers, producers and agro-business meets policy and decision makers to explore growth potential, discuss key obstacles and identify priority actions to unlock private investment in Agriculture
	<i>Independent Technical Review</i> as a critical and external assessment of a planned NAIP (or other agriculture relevant programme)
	<i>NAIP Appraisal</i> either as a self-appraisal or an external appraisal of ongoing NAIPs
	<i>Constructive Stakeholder dialogue</i> to identify bottlenecks in the implementation of ongoing NAIPs, to create a consensus and prioritisation around next steps
	<i>Country Plan of Action</i> usually as an output of a stakeholder dialogue (above) outlining an incremental strategy for improving the delivery of ongoing NAIPs (or other agriculture related programmes)

Countries are at different stages with respect to CAADP implementation; those who were among the first group who signed their CAADP Compact (before 2009) are in some cases already implementing a second phase of a NAIP; those who signed later (e.g. by the end of 2011) tend to be nearing the end of their first NAIP phase, other (e.g. compacts signed by end of 2014) have yet to start implementing or are still formulating a NAIP (annex 3).

As highlighted earlier, these guidelines are meant for all countries, regardless of their stage of CAADP implementation: During the planning phase these guidelines help to create a strong foundation on which to build a NAIP (and other agriculture related programmes); during the implementation phase they can help assess ongoing NAIPs (and help identify scope for improvement for a new NAIP phase).

Experience shows that where country systems are robust and where NAIPs are firmly rooted in these systems, their impact has been greatest. Therefore, this chapter looks particularly at how to ensure that the NAIP is thoroughly embedded in the country’s systems and processes and how to assess if these are of a quality that enables successful implementation of the NAIP.

The chapter starts with a look at the purpose and scope of the NAIP and then discusses four areas of appraisal and their key ingredients of success: Policy & Planning; Finance & Investment; Coordination & Cooperation; Monitoring & Accountability. Annex 4 presents checklists for each of these four areas: The questions presented there can be used as part of a ‘self-assessment’ e.g. during formulation (in countries designing a NAIP) or as part of M&E (in countries with ongoing NAIPs) for example during a Mid Term or Joint Sector Reviews.

The chapter ends with a discussion of the milestone and deliverables under this phase.

4.1 Purpose and scope of the NAIP

The purpose of the NAIP is in its name: It is a National Agriculture *Investment* Plan, whereby it is assumed that a major component of the investment is in the form of *private* investment, as it is ultimately the investment by the private sector that will stimulate growth. This focus on identifying the opportunities (through the Stocktaking) and creating the conditions (through the NAIP) and working with the private sector to encourage them to invest (at the Business Meeting) has run like a red thread through the CAADP process and was the connecting fibre of its milestones. The Malabo Declaration has emphasised and even uplifted this with its commitment to triple, by the year 2025, intra-African trade in agricultural commodities and services.

This focus on leveraging private investment is an important value-added of the NAIP and in cases where there are more national agriculture programmes, this emphasis on private investment can set the NAIP apart from other frameworks such as Agriculture Sector Wide Approaches (SWAPs).

Whether the NAIP is an Agriculture SWAP or not, is an issue that has raised a lot of questions:

The NAIP as a sector-wide instrument can be called a SWAP and in some countries the NAIP has replaced already existing SWAPs (such as was the case in Rwanda). However, the NAIP can also complement a SWAP. In countries where both exist side-by-side (e.g. in Tanzania), their roles must be clearly delineated. This delineation can be based on the origin of these instruments (annex 5): The SWAP tends to be more about public administration and the provision of inputs and services; the NAIP tends to be more about stimulating private investment and private sector growth. So where the NAIP looks at public services, it should do so through the lens of improving the quality and relevance of these services to ‘trigger’ or ‘leverage in’ private investment.

The scope of the NAIP depends on whether it is the only framework in the sector or whether it is one of several. Important is to always ensuring that the NAIP is a bridge between public expenditure (investment) and private investment (annex 6).

With respect to NAIP implementation and the achieving progress under the Malabo Declaration, the sections below highlight the key determinants of success divided into four areas. Checklists of questions under each of these areas are attached in annex 4. These can be used for self-assessment exercises, or can be an input in a NAIP Appraisal consultancy.

4.2 Policy & Planning

Clear articulation of agriculture policy priorities from the top

Most countries have a policy architecture that starts with a Vision “20-something” document that is translated into a sequence of medium term National Development Plans, usually of 5-year duration. In the current situation, where reaching the Malabo targets depends not only on the successful implementation of the NAIP, but also of other agriculture-related programmes by different ministries, the importance of the National Development Plan can

hardly be overestimated: Where this plan is weak on agriculture, it becomes near impossible to effectively coordinate activity in agriculture lower down and at implementation levels. Where this plan is strong on agriculture an especially where its agriculture chapter is aligned to Malabo, coordination towards achieving the Malabo goals becomes feasible even if this depends on actors outside the ministry of Agriculture and on activity beyond the NAIP.

Complementarity of policies at the agriculture sector level

The agricultural sector is nearly always characterised by a plethora of policies, laws and legislation. Some are rather clearly demarcated (Livestock Policy, Fisheries Policy), others harbour internal conflict of interest, such as is often the case in water related policies where an Irrigation Policy (under Ministry of Agriculture) promotes the productive use of water, which may be contradicted by a Water Conservation Policy (under Ministry of Environment). Situations like these can jeopardise implementation of programmes.

It is important to get an overview of relevant policies and to identify to what extent these are aligned, or in conflict. The scope of that overview now has to be increased to include all policies relevant for the implementation of the Malabo Commitments. This exercise can be outsourced to a consultant, but a participative process remains necessary within the administration. Also it should be remembered that policies are not changed overnight, so key policy conflicts should be prioritised and addressed in consecutive order.

Agriculture Sector Strategy

Experience has shown that a sector-wide strategy for agriculture can be very useful. What is meant here is not a strategy for the Ministry of Agriculture, but a strategy that is below a National Development Plan and above implementation programmes. The strategy should be truly sector wide and offer guidance to all programmes relevant to agriculture regardless of to which ministry's mandate these belong. In fact, a strategy like this, if aligned to Malabo, could be the nearest to a country-level translation of the Malabo Declaration commitments.

Quality and clarity of policy

A lot of research has gone into answering the question "*what is good agriculture policy?*" and it must be said that not every agriculture policy is good, neither is it easy to write a good (or good enough) policy². A minimum requirement is that the policy is clear on goals and on roles: Does the policy lean towards private sector driven growth? or is it more about public sector controlled production?

Of course, from the CAADP and Malabo point of view the policy must be clear on the twin-purposes of (i) private sector driven agricultural growth and (ii) growth that is inclusive and equitable. In pursuit of that goal, the policy must be unambiguously clear on the roles of the public sector vis-à-vis the role of the private sector. Where does the public sector's role stop and where does that of the private sector start? Nothing is so damaging for agriculture growth as situations where certain tasks are first handed-over to the private sector (like the distribution and sale of fertiliser) for them to be reclaimed by the government at a later point in time. A good agriculture policy must prevent this from happening.

² A good resource document is *Agriculture Development Policy: A Contemporary Agenda* (June, 2015)

Inclusive policy and planning processes

CAADP promoted inclusive and participatory processes to deliver the Country Compact and to formulate the NAIP. This was successful and has made agricultural plans better and more widely owned. These inclusive planning processes should continue and be extended to include also other actors that matter in the achievement of the Malabo Declaration targets. To avoid that such inclusive planning meetings become too large however, one can split the process, for example by sub-sectors. Important though is that it is not just the Ministry of Agriculture plus non-state actors, but that it also includes other ministries responsible for programmes that are to be implemented in coordination with NAIPs.

Incremental strategy and plan

An Agriculture Policy, as a long-term vision, can be bold and about the big picture. A strategy has to be realistic in the medium term and a plan must be feasible within its time frame. This is where, so far, NAIPs tend to have overshoot expectations, by trying to cover everything at the same time while overestimating the financial resources that will be committed to it. Best is to design an incremental and ambitious strategy, whereby priorities can be financed and addressed in sequence, rather than spreading available resource wide and thinly.

4.3 Finance & Investment

Agriculture Sector MTEF

Many countries have a medium-term expenditure framework (MTEF) as part of their domestic budget process. The MTEF is meant to be strategic planning tool that allows for financial planning with medium-term horizon (usually 3 to 5 years). This allows a financial forecast of future recurrent costs of investment made today: For example, roads built in the current annual budget year have to be maintained in subsequent budget years. For agriculture, this medium-term planning horizon is very important as investments in agriculture may take many years to (literally) bear fruit: Investment in irrigation infrastructure in year-0 will see returns maybe in year-3. Usually, countries have an overall MTEF, divided into what are called sector MTEFs. However, the scope of these differs widely. An Agriculture MTEF may be as narrow as the budget of the Ministry of Agriculture; and it may be as wide as the sector as a whole and include all agriculture related expenditure regardless of the ministry that spends it. Countries that have a true agriculture sector wide MTEF usually also have ministerial-based MTEFs, because a ministry is a Budget Holder and must be held accountable for a distinct budget. Where an Agriculture sector-wide MTEF exists, this is an excellent coordination instrument of all that needs to be done towards agriculture growth. Where its resource envelop is based on a plan (e.g. the NDP) aligned to the Malabo Declaration, then the Agriculture Sector MTEF could effectively be seen as the strategic resource envelop for the translation of the Malabo promises into practice.

Link between the NAIP and the MTEF

The NAIP is financed from public expenditure as well as from private investment. The public funds that go into NAIP implementation should be part and parcel of the national budgeting process as is the case for all public funds. That means, all of the public government funding to the NAIP should also be reflected in the MTEF, as well as be part of the regular Annual Budget and Work Plan (AB&WP) process. Vice-versa, the MTEF and the Agriculture MTEF (be it at the level of the sector and/or at the level of the ministry) should reflect the NAIP. In

other words, there must be clear references in the MTEF to the NAIP. This might sound obvious to most countries, but the CAADP and Country Systems Study found that the linkage between the NAIP and the MTEF is not standard, with a lot of scope for improvement.

Public expenditure ratio of Investment/Recurrent

The Maputo-CAADP decade asked for 10% of total public expenditure to be committed to the agriculture sector. The idea was that these funds would be core-funds in the NAIP, to be complemented by private investment (pledged in part at the Business Meeting). However, this requires that the public expenditure must be of a kind that actually can attract private investment. In fact, it was assumed that the 10% would be public *investment*; however, in practice most public agriculture expenditure has continued to be in the form of *recurrent* expenditure, i.e. funds spent for example on salaries, rent, fuel, electricity and telecommunication; and not in the form of investments, or funds spent on, e.g. harvest storage, market and irrigation infrastructure. In order to create conditions necessary for the private sector to invest in agriculture, the quality of public expenditure is of critical importance. One ratio that is telling is that of the proportion of recurrent to investment expenditure in the budget. In allocating more public funds to agriculture (many countries still are below 10%) countries should aim to make the increase be more *investment*.

Leadership by Ministry of Finance

The role of the Ministry of Finance in CAADP implementation has always been crucial, even if it were because only the Ministry of Finance can push for the Maputo commitment of 10% of public funds to agriculture. However, after Malabo, this role has increased even more. To achieve the Malabo targets, not only the Ministry of Agriculture must do its job, but also ministries like Health (improving nutrition), Trade (tripling intra-regional trade, common tariffs), Environment (protecting vulnerable ecosystems), Labour/Gender (creating rural jobs for women and youth) will have to do their job in relation to these Malabo targets.

Once the Malabo Declaration has been 'domesticated' (chapter 1) this should provide the legal and policy frameworks for all these actors to work under and be accountable against. However, the Ministry of Finance then has the task of ensuring that activities implementing Malabo under different ministries and programmes are funded in a coherent manner. This is where an Agriculture Sector MTEF would be practical, but even in the absence of that, the Ministry of Finance can maintain an overview and prevent in-year budget cuts to these activities (for example by ring-fencing Malabo related expenditure in different ministries; this would involve labelling these expenditures and excluding them from budget cuts).

Results-oriented budgeting

Presenting the annual budget in a way that links allocations to outputs and targeted results, has been introduced in many countries as a way to improve the quality and effectiveness of public expenditure. Often this is one form in which the annual budget is presented, along the Budget Estimates that are presented by budget line items or the Budget Vote presented by programmes and sub-programmes. Where the budget is presented in a results-oriented or output-based budget, it must be assured that reporting the usage of the budget by (front-line) service providers can also be based on outputs. When expenditures under an output-based budget can be reported on only by budget line item, then not much is gained.

Synchronised planning and financial frameworks

The planning cycle of national agriculture plans, such as the NAIP, tends to be between 4 to 6 years. Hopefully, these plans are closely linked to the annual budget process to the extent that the plan is at the basis of the agriculture budget. Even better would be if the medium term Plan would be of the exact same duration as the MTEF, which is also of medium-term (usually 5 year) duration. If this were the case, then this would allow a forward financial planning in year-0 of the plan for its entire duration. The MTEF developed at the start of the agricultural plan would become the basis of the financial forecast for its budget. Even if the MTEF, as is likely, contains more components than the programme (depending on whether it is ministerial or sector wide), a synchronisation of planning and financial frameworks would lead to much more predictable and reliable public funding of the plan, e.g. the NAIP.

Budget accountability

All the work on getting the budget right will be useful only if budgets tend to be spent as per plan. Where the going practice is to draw up a budget, but to subsequently spend funds completely differently, then the confidence in the budget process quickly evaporates and the basis for monitoring and accountability is seriously eroded. There are many mechanisms to foster budget accountability: Ministries of Finance can begin by being transparent; clear budget statements at the beginning of the financial year that are widely reported on in the press; a clear and user friendly website (many Ministries of Finance now have one). The budget process can create space (in time and opportunity) for watchdog functions to be performed, such as the scrutiny of the budget by Parliamentary Committees (nearly every country has a Parliamentary Committee on Agriculture); and stakeholders in the agriculture sector can ensure that a regular Agriculture Public Expenditure Review (AgPER) is held; for example prior to programme (e.g. NAIP) formulation, mid-way programme implementation and as the programme comes to a close.

4.4 Coordination & Cooperation

Inter-Ministerial cooperation

Cooperation between ministries was important even in the Maputo-CAADP decade. However, as Malabo is even more ambitious with respect to targets that contribute to overall growth but whose achievement is not (completely) under the control of the Ministry of Agriculture, inter-ministerial cooperation has become even more crucial. The role of the Ministry of Planning (or the National Planning Commission) as well as that of the Ministry of Finance is central and crucial in this regard. This inter-ministerial cooperation has to be based on a strategy above the NAIP, and best would be the National Development Plan. This mid-term strategic plan is usually under the responsibility of Ministries of Finance & Planning. Sometimes, the structure of the plan offers a foundation for coordination: Where an NDP has components on Governance, Social Welfare and Economic Growth (as is a common 3-way division of such plans) then the Economic Growth component should offer a basis for inter-ministerial coordination, especially in agriculture based economies. Sometimes, ministries responsible for certain components are organisationally linked in 'Clusters'. In other countries, like Tanzania, different agriculture-relevant line ministries are organised in so-called Agriculture Sector Lead Ministries (ASLMs). If none of such organisational structures exist, a new Inter-Ministerial coordination mechanism has to be set up and must be (preferably) coordinated by the Ministry of Planning and/or Finance.

Clear division of roles and responsibilities

At the basis of every effective coordination mechanism is a clear definition and division of roles, tasks and responsibilities. This must be clarified between ministries (with the Ministry of Agriculture not trying to be responsible for everything), between national and sub-national levels (following the subsidiarity principle) and, especially, between the public and the private sector. Too many agriculture sectors have been burdened for too long under a government that believes it should do everything everywhere. This has stifled agriculture growth and must stop if the Malabo targets are to become a reality.

Results-oriented coordination

Whereas results-oriented planning and results-oriented budgeting have become mainstream concepts, coordination activity still often suffers from a degree of aimlessness. Too much of coordination is simply for coordination purposes and about information dissemination rather than action. Coordination has to be about addressing and solving problems, it has to be a means to an end, not an end in itself. At the basis of coordination mechanisms, and at the start of coordination meetings, the question “coordination to achieve what?” must be asked and answered.

Capacity development of sub-national levels and non-state actors

Capacity development (CD) efforts are often part of national agriculture plans, and they should be (as long as these too are results-oriented: “Capacity for what?”). In general, there is a tendency for CD funds to be spent at national levels and on government actors. For agriculture sectors to be driven by private small/medium scale producers and entrepreneurs, this group has to become informed, aware and articulate. Developing a capacity development framework (or strategy) that is truly sector-wide is advisable. When the design of such a framework or strategy takes as its point of departure the outcomes that are to be achieved at sector level, it cannot fail to include a wide range of non-state actors (annex 7).

Effective donor coordination

Effective and government driven coordination is possible; and even ensuring that donors reflect their contribution in the budget papers (i.e. are ‘on-budget’) is feasible (Rwanda manages to do both). Experience has shown that effective donor coordination is necessary. Situations where NAIPs are not implemented because donors prefer other frameworks should be avoided. Donors’ needs should be taken seriously and any concerns they have vis-à-vis existing NAIPs should be discussed. But too much fragmentation and too many plans do not help implementation of a NAIP. The Malabo Declaration requires even more effective coordination amongst development partners, as it does for domestic actors. Strengthening Agriculture Sector Working Groups is a means towards improved coordination of donor support and Joint Sector Review are a means to increase accountability against sector plans and budget implementation.

Organisation of the private sector

One factor that determines the speed and feasibility of agriculture growth is that of the level of organisation of the private sector. More attention should be given to this aspect. By fostering organisation at country level, by creating partnerships with national (and regional) farmer organisations, by creating space for value chain platforms at national and regional (REC) levels, and by learning from other countries (annex 8). Organising and holding regular

Public Private Sector Dialogues in agriculture will help to unlock the bottlenecks that hamper private sector investments and constitute an accountability for both the private sector as well as governments.

4.5 Monitoring & Accountability

Linking public investment to sector performance

Monitoring in programmes such as the NAIP, often focuses on indicators like production and productivity or rural income and food security. These indicators are valid at the sector level. However, at the level of the *programme*, it is necessary to be able to link public investment to achievements that support this sector performance: Such as quality improvements in service delivery, land tenure security for smallholders, protection of fragile ecosystems, property rights for women.

Performance monitoring systems in agriculture often risk suffering from a ‘missing middle’, when a focus on outcomes (like agriculture growth) causes the in-between steps to be overlooked, such as the link between public investment and public service delivery; or the link between service delivery and sector outcome. Too strong a focus on outcomes may lead to undesirable policy actions as governments, in pursuit of higher goals, are tempted to take unsustainable short cuts; e.g. when fertilizer markets need time to develop, the answer is not for government to reclaim the distribution of fertilizer.

Agriculture policies that often have a long-term horizon need attention to mid-way goals and to avoid a permanent policy pendulum between government withdrawal and monopoly.

Measuring the ‘enabling environment’

If the NAIP is to be the instrument that stimulates private investment in agriculture, then those responsible have to be serious about whether this is done and ask the following questions (among others): “Where are public funds spent best in order to attract private investments? What is the rate of return of every 100 dollars of public money in terms of the amount of private money it attracts?”

To increase private investments, planners have to become more business-minded when spending their public funds. This means that not only should sector performance be measured (e.g. production, productivity, growth) but also indicators that measure the enabling environment, such as: “Are the laws that regulate private investment clear and transparent? Can people get and register land titles? Can farmer associations be registered efficiently? How many licences do agro-businesses need to operate effectively? What are trade-levies on agricultural produce? Are quality standards established and enforced?”

The NAIP, as the tool meant to create an enabling environment in agriculture, should mainstream information on the strength of the enabling environment in its M&E. Use should be made of international databases as much as possible as these are not only neutral but also collect information at no cost to the country³.

³ The *Doing Business* database of the World Bank Group measures the general business environment in most African countries. A new database *Enabling the Business of Agriculture* was developed and will gradually be expanded. So far, African countries that are measured by this database are: Burkina Faso, Burundi, Côte d’Ivoire, Ethiopia, Ghana, Kenya, Mali, Mozambique, Niger, Rwanda, Sudan, Tanzania, Uganda and Zambia.

Joint monitoring frameworks

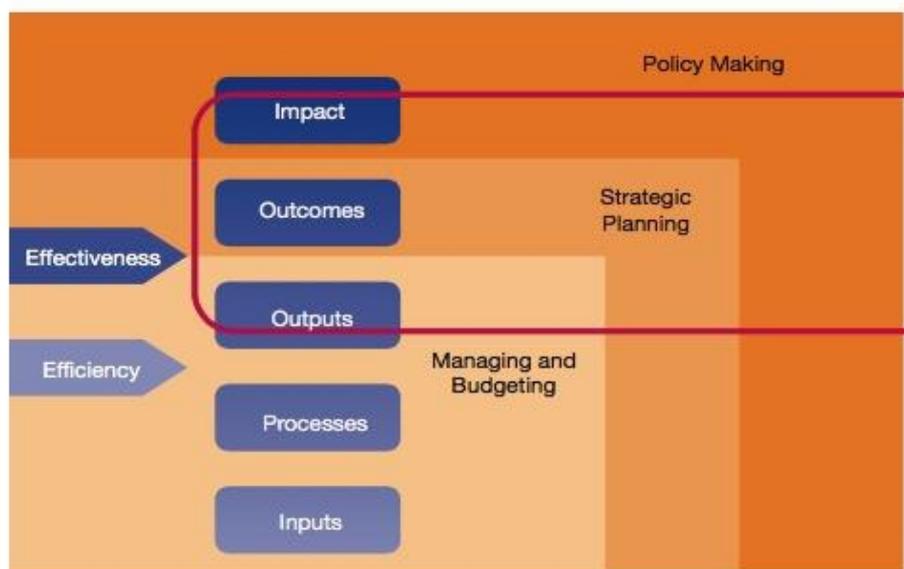
In selecting the indicators for M&E a few rules have to be kept in mind: There is need for indicators at programme, enabling environment and at sector level (see above); indicators have to be well spaced (so that two indicators do not measure the same thing); and the measuring of indicators must not be too costly (annual changes in food security and poverty indicators are so small as to need very large populations to still be significantly measurable).

Most important of all, the total number of indicators must be kept to a reasonable level. Adopting sector-wide and joint (government and donor) monitoring frameworks, such as a common Performance Assessment Framework (PAF), can help achieve this.

The PAF usually consists of a 'pyramid' (or log-frame) of indicators, output indicators at the bottom, outcome indicators in the middle and impact indicators at the top. Development partners must be encouraged to buy into this PAF also for their own monitoring purposes. Only in this way, can the country and the sector ensure continuity in the indicator measured (important for long-term trends), can domestic statistical capacity be built over time and can the resources (time, cost) for regular M&E of a programme be kept to an acceptable level.

Link indicators to purpose

Much as the concern is often with outcome and impact, emphasised again by the Malabo Declaration's emphasis on results, it would be a mistake to translate this into measuring only (or even mainly) outcome and impact indicators. Input indicators (such as number and capacity of staff available or amount of funds pledged) and output indicators (such as funds disbursed on time and as per plan) give important information for management. Generally it can be said that indicators need to be collected at all levels, but they need to be clearly linked to purpose (see graph below⁴).



⁴ Source: Sector Approaches in Agriculture and Rural Development (2008), EC Reference Document No. 5

Act on monitoring findings

One of the reasons national M&E Systems have muddled through at low capacity for so long, is that the incentives for doing a better job are eroded by the fact that there is hardly any follow up: M&E findings are not taken on board in planning; budget disbursements are not improved; ‘business as usual’ perseveres. M&E systems will improve only when those collecting the data believe it matters. Only a clear focus on delivery, and a real desire to achieve results, will ensure that monitoring systems can enter an upwards spiral of gaining strength, by being needed and used. Thus, to act visibly on monitoring findings is a must.

Accountability to domestic stakeholders

Strengthening domestic processes of accountability is crucially important, as policies that are widely known and wanted, will be ‘pulled into action’ by stakeholders demanding delivery. For this to happen, preconditions are needed such as freedom of the press and opinion, which are not only beyond the Ministry of Agriculture, but also above the sector. Nevertheless, at a programme level much can be done, such as: Making the programme’s promises to its beneficiaries widely known; inviting representatives and spokespersons to planning meetings; and ensuring that Parliamentary Committees on Agriculture are regularly updated and receive budget information on time for them to comment.

4.6 Internalising the CAADP Results Framework

The advice above refers to level 3 of the CAADP Results Framework (CAADP RF) ‘*Strengthening Systemic Capacity to Deliver Results*’. At this level, the CAADP RF distinguishes six sub-categories relating to the four assessment areas discussed above as follows:

Level 3	Strengthening Systemic Capacity to Deliver Results			
Added value of CAADP to institutional, transformation & systemic capacities	Policy & Planning	Finance & Investment	Coordination & Cooperation	Monitoring & Accountability
3.1 Effective and inclusive policy design and implementation processes				
3.2 Effective and accountable institutions assessing implementation of policies & plans				
3.3 Strengthened capacity for evidence based planning, implementation & review				
3.4 Improved multi-sectoral coordination, partnerships and mutual accountability				
3.5 Increased public and private investments to agriculture				
3.6 Increased capacity to generate, analyse and use data, knowledge and innovations				

4.7 Milestone and Deliverables

The milestone under this component is the actual NAIP Appraisal. This appraisal can be done:

1. *At formulation phase of the first NAIP:* The appraisal then is concerned with the agriculture sector; and the strengths and weaknesses in its systems of planning, budgeting, coordination and monitoring. If other agriculture programmes exist, or have preceded the formulation of the NAIP, these can be assessed in terms of their linkages to country systems and lessons can be incorporated in the new NAIP.
2. *During NAIP Implementation:* Especially when on-going NAIPs struggle, a mid-term appraisal might make a lot of sense. It helps to get an overview of the NAIP in the context of the sector as a whole and in relation to other programmes and to assess to what extent the NAIP is firmly embedded in domestic systems and processes.
3. *At final evaluation of a NAIP* and prior to the formulation of a next NAIP phase. The appraisal then focuses on the NAIP that is nearing conclusion and lessons are incorporated in the design and set-up of the successor NAIP.

The NAIP Appraisal can be in the form of:

- *A self-appraisal* whereby these guidelines can be used to inform the process. The self-appraisal should be as participatory as possible, platforms for this could be the Agriculture Sector Working Group or an Inter-Ministerial Committee for Agriculture.
- *An appraisal by a team of consultants:* Not to be confused with the Independent Technical Review, as the latter focussed mostly on the technical agricultural and financial content of a NAIP. This kind of a NAIP Appraisal would focus more on the design and implementation processes of the NAIP in the context of the sector and in relation to other agricultural plans.

The deliverables under this component are optional, depending on the purpose of the NAIP Appraisal, and they can include the following (the list is not exhaustive):

Stocktaking

This exercise was introduced in the first CAADP decade and was much valued by countries; it has made planning more evidence-based and different computer generated growth scenarios helped countries design their strategies. Stocktaking and projections continue to be useful instruments during NAIP formulation, possibly even mid-term implementation.

Public-Private Platforms

From the start, efforts were made under CAADP to involve and include the private sector: The private sector was made a partner in the CAADP Country Team and an important milestone was the Business Meeting, at which the private sector was presented with the final NAIP and encouraged to pledge investments towards it. This time around, it is advised to not wait to ask the private sector for its contributions until after the planning is finalised; rather, to have engagements with them from onset and more importantly before finalising the NAIP, to ensure that the NAIP can more effectively address some of the bottlenecks to investment and growth. These meetings can be in the form of value-chain or commodity meetings; in the form of Investment Facility Platforms⁵ or a meeting with existing platforms such as

⁵ Investment Facility Platforms have been held in several countries, but so far still independently from the NAIP process.

Agriculture Chambers of Commerce, or existing organisations such as Regional Farmer Organisations. Important is to have comprehensive and constructive dialogue with the private sector before the final NAIP is enacted so that private sector needs are fully taken on board of the programme. After all, NAIPs should be less about “business as usual” and more about “How can private investment in agriculture be stimulated and sustained? How can market forces be mobilised through high quality public investment?”

Independent Technical Review

The Independent Technical Review proved useful in the first CAADP era as an assessment of the quality of the draft NAIP, with the final NAIP a product of the integration of Review’s recommendations. The external and independent character of this review was appreciated and it will continue its use as a support instrument. The scope of the Independent Technical Review in the Malabo- era will change somewhat: More attention will be given to the link between public expenditure and private investment and to the tracking private investment inflow as a result of public goods created by an enabling environment.

NAIP Appraisal

This is the systematic analysis of the NAIP (or the foundation for the NAIP) against the four areas of appraisal: Policy & Planning; Finance & Investment; Coordination & Cooperation; and Monitoring & Accountability. The deliverables here are the report and attending documents (such as a stakeholder mapping or a results-matrix). This is a study based on secondary sources (policy and programme documents, evaluation reports, annual budgets and MTEF) as well as primary sources in the form of interviews with government representatives (Agriculture, Finance and agriculture-related ministries and agencies), non-state actors (farmers, farmer organisations, entrepreneurs, commodity associations, women and youth groups) including parliamentarians, academia and traditional leaders. The output of this appraisal is an overview of constraints and opportunities translated into recommendations and proposals for a way forward.

Constructive Stakeholder Dialogue

The output of a NAIP Appraisal can be an input to a stakeholder dialogue. It is possible to start such a dialogue from scratch, but experience shows that when stakeholders are presented with an analysis, it is easier and quicker for this dialogue to become productive. Especially in countries with an ongoing but struggling NAIP, it is useful to get stakeholders take a step back, look at the big picture, and identify prime obstacles; and on the basis of that to reach a consensus around a way forward. Usually this is in the form of a 2-3 day workshop, moderated by facilitators. This dialogue ends with a Country Plan of Action.

Country Plan of Action

This is a country-owned plan, built on a consensus of agriculture stakeholders around priority areas and next steps. Through a participatory process (ranking and voting), next steps are divided into three agendas for action: short term (urgent steps, or those that are easy), medium term (necessary steps, or not so easy) and long term (optional steps and those most difficult). This plan of action is presented to senior decision makers (Directors and upwards) for their comments, endorsement and action. Facilitators can moderate this meeting.

5 NAIP Implementation

Milestone	Successful NAIP
Deliverables	<i>NAIP Reviews</i> such as Mid Term Programme Review, Joint Sector Review, Sector Performance Assessment
	<i>Budget Reviews</i> including Budget Statement, Annual Audit, Agriculture Public Expenditure Review (AgPER), Public Expenditure and Financial Accountability (PEFA) Review
	<i>Analyses of private investment trends</i> at national level and as comparison to the at regional average, where possible for different value chains
	<i>Reports on 'Enabling the business of agriculture'</i> for the 14 African countries that are covered by this online database of the World Bank Group
	<i>Media and Press reports</i> on agriculture, agricultural budget and programmes, support to agriculture development
	<i>Stakeholder satisfaction surveys</i> not so much as questionnaires but rather as any kind of mechanism that captures the view of ultimate beneficiaries on a regular basis and with respect to programme aims (e.g. improved service delivery)

Even carefully planned and meticulously designed NAIPs experience problems in implementation. No NAIP is perfect and even if the plan itself were perfect, factors in its environment can cause it to stumble; experience has shown that this is a fact. Therefore, there is no cause for shame and blame for NAIPs that perform below expectations, as this is the fate of most. However, some countries have been more successful in finding solutions to problems than have others. Naturally, a solution that works in one country may not work in the next. Nevertheless, this chapter presents common problems in each of the four appraisal areas (of chapter 4), and some 'best practices' found in countries that have overcome such hindrances.

The chapter ends with a discussion of the milestone and the deliverables listed in the table above.

5.1 Policy & Planning

Common problem	Best practice
The agriculture sector suffers from too many policies and plans, with implementation being the main problem	Clearly delineate the role of different frameworks ('policy mapping') along a sliding scale with the policy hierarchy along the Y-axis (from policy to strategy, plan, sector programme, sub-sector programme and finally local project) and the programme purpose along the X-axis (from a focus on the public mandate to supporting a private role). Then identify which frameworks can be joined or linked (in future) 'Unpack' the reasons for poor implementation: irrelevant plan, limited resources, lack of political will, poor capacity, monitoring weaknesses, low accountability etc. – and identify a way forward for each of the contributing causes
The (multi-sector) National Development Plan is not sufficiently clear on agriculture; it does not offer an adequate basis for the NAIP and other programmes relevant to	Complete a Country Profile outlining which existing implementation frameworks contribute to which Malabo targets; use this as the basis for a MD Implementation Roadmap (chapter 3) as an 'interim' guiding framework until the end of the current cycle of the NDP Improve formulation of the next NDP programme cycle based on the

agriculture	Country Profile exercise above
Coordination between the NAIP and other relevant sector and sub-sector programmes under the NDP is a problem	<p>Strengthen role of the Ministry of Finance and/or Planning in agriculture sector coordination mechanisms (make them a chair if possible, with Ministry of Agriculture as the secretariat)</p> <p>Synchronise time-frames of NDP and all sector programmes that are derived from it (i.e. each sector programme has the same time-frame as the NDP) and ensure that the NDP with its sector programmes is also synchronised to the time-frame of budget frameworks (annual, MTEF)</p> <p>Formulate (or use, when existing) an Agriculture Policy or Agriculture Sector Strategy as a coordination mechanism from which sector and sub-sector programmes should take guidance</p>
The leap from the NDP to the NAIP is a long one; this is especially true when the NDP has higher level objectives (as it mostly does) while the scope of the NAIP is quite limited, e.g. does not go much beyond the mandate of the Ministry of Agriculture	<p>Use the (existing or newly formulated) Agriculture Strategy as a 'docking station' for the NAIP, as well as other agriculture related frameworks – look at what the role (coverage) of the NAIP and other frameworks is vis-à-vis this strategy</p> <p>Identify and exploit synergies between different programme frameworks under this strategy (within sector or sector plus other relevant sectors)</p> <p>Consider for a next NAIP phase which scenario is better (i) a wider cope of the NAIP to bring it nearer to the NDP's section on agriculture; or (ii) a better cooperation between NAIP and other frameworks to come to a more complete coverage of the NDP's section on agriculture</p>

5.2 Finance & Investment

Common problem	Best practice
Weak overall Public Finance Management systems	<p>Organise for an assessment along PEFA indicators – and contribute to a plan for strengthening PFM</p> <p>Use donor lobby, especially of Budget Support donors</p>
NAIPs do not receive sufficient and timely resources; the budget outturn (i.e. is the budget being spent as per plan?) is low and unpredictable	<p>Organise for an Agriculture Public Expenditure Review (AgPER) to identify specific weaknesses. Disseminate the AgPER findings widely and ensure that recommendations are followed up</p> <p>Strengthen accountability mechanisms such as the Parliamentary Committee on Agriculture and watchdog organisations</p> <p>Develop capacity and disseminate information especially amongst non-state actors to enable them hold the government accountable for budget execution; contract consultants to do a 'flash-analysis' of the Agriculture Budget soon after it is released</p>
The NAIP is not linked to the MTEF	<p>In countries where the NAIP is the only national public agriculture programme, the entire NAIP budget should be reflected in the MTEF</p> <p>In the case of more programmes in the sector (e.g. a SWAP) at least most of the <i>investment</i> component of the public agricultural budget should be reflected in the NAIP (the <i>recurrent</i> component of the public agricultural budget may be more appropriately allocated to the SWAP, depending on the scope and purpose of these programmes)</p>
It is difficult to follow resources from budget to programme to activities and finally down to results	<p>Ensure synchronisation of plans and budget in terms of (i) timeline and (ii) budget coding. This means that plans should have the same cycle and duration as budgets (especially the MTEF); and that the codes used for programmes in sub-programmes should be the same for the budget and the programme (i.e. a particular sub-programme has the same name - and code - in the MTEF, the annual budget and in the plan)</p>
Government funding to the NAIP is	<p>Ensure that Development Partner funding balances out the skewed</p>

highly skewed towards a limited number of sub-programmes	<p>government funding by directing DP funds to sub-programmes that are poorly covered by the government. This works only if government displays strong leadership and is able to coordinate donors</p> <p>Where DP funds determine the agenda, donor coordination is a must</p> <p>Work towards a prioritisation within the NAIP as the basis for an incremental strategy to balance attention to different NAIP sub-components over time</p>
The Parliamentary Committee on Agriculture cannot do its job of oversight	<p>Improve the timely dissemination of budget information</p> <p>Build capacity of the Parliamentary Committee (e.g. ensure that the Committee understands the budget)</p>

5.3 Coordination & Cooperation

Common problem	Best practice
The Ministry of Agriculture is unable to coordinate agriculture relevant ministries	Strengthen role of the Ministry of Finance and/or Planning in agriculture sector coordination mechanisms (make them a chair if possible, with Ministry of Agriculture as the secretariat)
NAIPs depend on DP funds, but DPs do not follow a common (country owned) agenda	Make better use of coordination and harmonisation tools: Aid Policy, Memorandum of Understandings and Codes of Conduct, Joint Assistance Strategy (JAS), joint Performance Assessment Frameworks
DP funding is not 'on budget' – most of it is not captured in the budget papers and domestic accountability is compromised	<p>Create awareness that 'on-budget' does not necessarily mean through the government's Public Finance Management system, but only means 'reflected in the budget papers'</p> <p>Force donors to be transparent about their support (use MoU, CoC)</p> <p>Ensure that data on DP funds that are available are reflected in the budget papers, make use also of in-country DP instruments such as such as web-based Aid Platforms</p>
The private sector is not interested to participate in coordination mechanisms	Organise the private sector around specific tasks or value chains (not general programme management) and make sure their recommendations are followed by action

5.4 Monitoring & Accountability

Common problem	Best practice
Too many indicators	<p>Limit indicators, use a limited set of 'golden' indicators</p> <p>Use proxy indicators that are being collected regularly, even by other ministries or in other sectors (e.g. weight at birth by Rural Health Centres is a good proxy indicator for the food security status of rural women)</p>
Too high a turnover of indicators (difficult to monitor long-term trends)	<p>Introduce a joint government-development partner Performance Assessment Framework (PAF) for the sector as a whole</p> <p>Ensure that DPs buy into the common PAF (stipulate this request in Memorandum of Understandings and Codes of Conduct)</p>
M&E findings are not followed up	<p>Ensure that M&E findings are disseminated widely; support awareness about what they mean</p> <p>Invite the media to meetings where reviews and evaluations are presented</p>

5.5 Milestone and Deliverables

A NAIP that is successfully implemented is the milestone that this CAADP Country Implementation component aims to achieve. To what extent the NAIP can truly be said to be successful is measured and expressed by the deliverables under this component. These include (but are not limited to):

NAIP Reviews

The carrying out of programme reviews will be part and parcel of the implementation process. Important is to assure quality of these reviews and the widespread dissemination of their findings especially below the national level and beyond the government. In as far as possible make sure that development partners do joint reviews with the government, and if they need separate reviews, let that total number be limited to just one per sector or programme. This to avoid that government's staff-time is permanently high jacked by donor missions need for information. Reviews can include Mid Term Programme Review, Joint Sector Review and Sector Performance Assessments.

Budget Reviews

These reviews tend to be less frequently carried out than they should; their findings are often known only to a small circle of budget planners, and following up on these findings tends to leave much to be desired. A first assessment of the internal audit report's recommendations and the extent to which these were implemented is a good indicator of how serious these reviews are taken. Especially Agriculture Public Expenditure Reviews can be useful; also as they can help the Ministry of Agriculture hold Ministry of Finance accountable (see annex 9).

Analyses of private investment trends

It appears that Ministries of Agriculture do not collect sufficient information on volume and trends of private investment in agriculture. Either because this is more a task of the Ministry of Trade, or because they have not done so in the past. Mechanisms should be developed at country level and by the Ministry of Agriculture to collect this information regularly in a manner that it influences (NAIP) planning. A comparison with data from countries in the region or the regional average, can point a scope for improvement or can confirm a strategy to attract private investment as having been successful.

Reports on 'Enabling the business of agriculture'

Currently, the World Bank Group makes these reports for 14 African countries and numbers will increase as the database expands. They are downloadable from the website.

Media and Press reports and Stakeholder satisfaction surveys

Efforts must be made to capture the view of the ultimate beneficiaries of the NAIP and other agriculture programmes on a regular basis. This does not need to be as a questionnaire (too costly to compile and analyse), but it has to be in the form of public meetings at which government presents its plans and achievements for discussion by the public; or in the form of dial-in radio broadcasts, where stakeholders can give their opinion. The government must try and keep 'a finger on the pulse' if it is to succeed in its ventures.

6 Monitoring progress against Malabo Declaration targets

Chapter still under construction

Milestone	Biennial Review
Deliverables	<i>Country Malabo M&E mechanism</i> : which will contain key indicators against the seven commitments and 11 strategic areas of the IS&RM to be measured and compiled at country level
	<i>Contribution of data to the Biennial Review</i> : Timely delivery of quality data to the Biennial Review process

6.1 Biennial Review

- What is it?
- Generic time-line: With the Biennial Review a point X on a timescale and then to the left of it the activities that need to be completed prior to (-12 months, -9 months, -6 months etc) and to the right of it follow up activities (+ One month, +3 months etc)
- There will be a separate set of guidelines on the Biennial Review

6.2 Milestone and Deliverables

- Even if implementation under the Malabo commitments is via different programme frameworks and by different institutions (ministries) part of the *Malabo Implementation Road Map* made under chapter 1 has to be about how to measure overall progress under Malabo.

Annex 1 CAADP Results Framework

Annex 2 Overview of the Malabo Declaration Commitments

Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods, Malabo, Equatorial Guinea, from 26-27 June 2014

1. Recommitment to the Principles and Values of the CAADP Process
 2. Recommitment to enhance investment finance in Agriculture
 - Uphold 10% public spending target
 - Operationalization of Africa Investment Bank
 3. Commitment to Zero hunger – Ending Hunger by 2025
 - At least double productivity (focusing on Inputs, irrigation, mechanization)
 - Reduce PHL at least by half
 - Nutrition: reduce stunting to 10%
 4. Commitment to Halving Poverty, by 2025, through inclusive Agricultural Growth and Transformation
 - Sustain Annual sector growth in Agricultural GDP at least 6%
 - Establish and/or strengthen inclusive public-private partnerships for at least five (5) priority agricultural commodity value chains with strong linkage to smallholder agriculture.
 - Create job opportunities for at least 30% of the youth in agricultural value chains.
 - Preferential entry & participation by women and youth in gainful and attractive agribusiness
 5. Commitment to Boosting Intra-African Trade in Agricultural Commodities & Services
 - Triple intra-Africa trade in agricultural commodities
 - Fast track continental free trade area & transition to a continental Common External tariff scheme
 6. Commitment to Enhancing Resilience of Livelihoods & Production Systems to Climate Variability and Other Shocks
 - Ensure that by 2025, at least 30% of farm/pastoral households are resilient to shocks
 7. Commitment to Mutual Accountability to Actions and Results
 - Through the CAADP Result Framework, conduct a Biennial Agricultural Review
-

- Annex 3 NAIPs by Countries
- Annex 4 NAIP Appraisal Checklist
- Annex 5 The Agriculture SWAP versus the NAIP
- Annex 6 NAIP as bridge between public expenditure & private investment
- Annex 7 Designing CD Strategies based on outcomes
- Annex 8 Supporting public - private sector linkages
- Annex 9 Agriculture Public Expenditure Review