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Mutual Accountability Framework for the Comprehensive Africa Agriculture Development Programme

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Acronyms

AAA	Accra Agenda for Action
APF	African Partnership Forum (APF)
APRM	African Peer Review Mechanism
AU	Africa Union
AUC	Africa Union Commission
CAADP	Comprehensive Africa Agriculture Development Programme
CPAF	Common Performance Assessment Framework
CPAM	Common Performance Assessment Matrix
CSO	Civil Society Organization
DAC	Development Assistance Committee
DP	Development Partners
DPAF	Donor Performance Assessment Framework
DPAM	Donor Performance Assessment Matrix
EDPRS	Economic Development and Poverty Reduction Strategy
GoR	Government of Rwanda
HSGIC	Heads of State and Government Implementation Committee
IFSN	International Food Security Network
MA	Mutual Accountability
MAF	Mutual Accountability Framework
MDG	Millennium Development Goal
M&E	Monitoring and Evaluation
MDTF	Multi-Donor Trust Fund
NEPAD	New Partnership for Africa's Development
NGO	Non Governmental Organization
NPCA	NEPAD Planning and Coordination Agency
NPoA	National Program of Action
ODA	Official Development Assistance
OECD	Organisation for Economic Cooperation and Development
PD	Paris Declaration
PDCM	Paris Declaration Compliance Matrix
REC	Regional Economic Community
Re-SAKKS	Regional Strategic Analysis and Knowledge Support Systems
UNDP	United Nations Development Programme

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Executive Summary

CAADP is the Africa-owned plan for agriculture-led development in Africa to eliminate hunger and reduce food insecurity. Following a slow start after the signing of the first CAADP country compact in Rwanda, significant momentum has been achieved. By 2009, the CAADP agenda was generating increasing commitments from African governments and Development Partners. The challenge of translating pledges and commitments into tangible actions was the main trigger for the CAADP Mutual Accountability Framework (CAADP-MAF). The primary objective of the CAADP mutual accountability process is therefore to provide ongoing incentives to CAADP Partners to effectively deliver on their commitments and thereby achieve substantive impact on poverty and hunger.

Following the agreement on mutual accountability as an area for joint working, a task team was constituted during the 5th Partnership Platform to develop the CAADP MAF. The process of developing the CAADP-MAF entailed the following; 1) a desk review of literature on accountability mechanisms in general and mutual accountability in particular; 2) an on-line and face to face stakeholder consultation process and; 3) a validation of the proposed CAADP-MAF through a stakeholder workshop.

As opposed to other forms of accountability, Mutual Accountability is the process by which two or more parties hold one another accountable for the commitments they have voluntarily made to one another. Accordingly, the commitment of diverse stakeholders to the process is maintained, largely, through positive incentives and the desire to protect reputation as opposed to sanctions. The following conditions should obtain in a mutual accountability process.

- A shared agenda and objectives that brings together all the partners as a basis of cooperative action
- Existence of performance information based on mutually agreed performance criteria
- Genuine dialogue and debate process based on mutual consent, common values and trust

Since accountability mechanisms and relationships exist at global, regional and national levels, efforts should focus on steering some of these towards mutual accountability. Also, while all partners should participate in any mutual accountability process, most will be sovereign governments and therefore, the framework will necessarily be non-binding and collaborative in nature.

At country level the existing accountability mechanisms such as the Joint Agricultural Sector Review should serve as mutual accountability platform. At the REC level, there is need to create space for additional stakeholders in the existing accountability platforms. For example, in preparation for the Council of Ministers Meeting, a stakeholder mutual accountability session should generate a report for endorsement. At the continental level, the CAADP partnership Platform is an ideal mutual accountability mechanism.

The monitoring and evaluation systems at country and REC level should capture data on common performance indicators, including custom indicators for specific partners such as donors. In order to facilitate genuine dialogue and debate, non state actors, especially beneficiary target groups should play a more active role in the interrogation of the performance report. At continental level, the Mutual Accountability Session of the CAADP Partnership Platform should be facilitated by a coalition of non-

state actors. An independent CAADP mutual accountability report should guide the deliberations and an endorsed CAADP Mutual Accountability Report prepared.

The validated CAADP Mutual Accountability Report should be taken to higher level fora, such as the African Platform, APRM on the African side, while Development partners could use it to feed into higher political fora like the G8 group. Coordination of the CAADP Mutual Accountability is the responsibility of NPCA.

1. The Concept and Practice of Mutual Accountability

In the classical sense, accountability is a process through which people entrusted with responsibilities are kept under check to carry out the tasks assigned to them. In a review of typology of accountability models, Droop et al. (2008) draw a distinction between other forms of accountability and mutual accountability. At the end of the spectrum is the Principal-Agent model. In this model, fiduciary responsibilities are left to management as an agent. In some cases, the stewardship and oversight function is delegated to a Board of Directors and the emerging best practice for corporate governance, the Board is also held accountable to the shareholders.

The second model is the representative accountability. As observed by Droop et al (2008) this model applies to public sector. Implementing agencies are responsible to the elected representatives of the citizens. Accordingly, institutions such as parliament and the judiciary provide legislative oversight and judicial checks respectively.

According to Droop et al. (2008), both representative and principal- agent models have two non-separable elements; strong answerability and enforceability. Answerability requires the executing agencies to justify their decisions and actions. Accordingly, information on performance is gathered and analysed based on a pre-determined criteria. In addition, there are clear incentives for improving performance. By the same token, enforceability is the process and framework for penalising non-compliance or poor performance and rewarding full compliance or good performance.

The third model is the Cooperative Model. Whereas clear avenues for sanction and tools for compliance exist in both representative and principal-agent accountability models, the cooperative model is a more collaborative framework that relies on voluntary compliance arising from social norms such as codes of conduct to define standards of behavior. It is therefore incumbent upon members with a shared goal and objective to set up the rules and regulations that govern this behavior.

Mutual accountability is the process by which two or more parties hold one another accountable for the commitments they have voluntarily made to one another. As one of the six principles of the Paris Declaration (PD) on improving aid effectiveness, mutual, accountability aims to increase the incentives and collective responsibility for governments and development partners to achieve their development goals. However, given the existing power in aid relationships, mutual accountability is perhaps the most difficult to put into practice since it requires that both donors and partner countries who are recipients of development assistance should be accountable to each other, in the achievement of development results. It recognizes that in a true development partnership, each of the partners must come good on their commitments for the shared goals to be realized.

As observed earlier on, the concept of mutual accountability is difficult to put into practice. This difficulty stems in part from the conventional construct of enforceability and answerability within the principal-agent model of accountability. In the past, the donors viewed themselves as principals, providing resources to governments as agents to deliver development results. However, given the characteristics of development aid market, mechanisms for enforceability and answerability proved

difficult to establish¹. In the case of mutual accountability, the commitment of diverse stakeholders to the process is maintained, largely, through positive incentives and the desire to protect reputation as opposed to sanctions.

The following should obtain in a Mutual Accountability process.

- A shared agenda and objectives that brings together all the partners as a basis of cooperative action
- Existence of performance information based on mutually agreed performance criteria
- Genuine dialogue and debate process based on mutual consent, common values and trust

Box 1: Elements of an effective mutual accountability mechanism

Evidence: A measure of technical credibility based on definition, quality, clarity, lack of bias, and availability of performance information (which is the 'currency' of accountability).

Ownership: A key dimension in a cooperative framework reflecting the importance of building and sustaining consent, commitment, credibility, trust and common values.

Debate: This concerns the extent to which mechanisms stimulate informed debate and ensure parties provide clear reasoning for performance – through informal or formal mechanisms.

Behavior change: The accountability impact of mechanisms – which follows from levels of evidence, ownership, and debate.

Recent reviews of best practice on establishing mutual accountability mechanisms highlight some key lessons. Since accountability mechanisms and relationships exist at global, regional and national levels, efforts should focus on steering some of these towards mutual accountability. Also, while all partners should participate in any mutual accountability process, most will be sovereign governments and therefore, the framework will necessarily be non-binding and collaborative in nature. The framework should focus on providing reputational incentives at a technical and a political level. Finally, mutual accountability mechanisms build upon M&E frameworks to ensure the data drives positive behavior change. They normally involve tracking commitments, generating evidence against these, fostering debate by stakeholders, and ultimately providing the incentives to reward good performance.

¹ Donors only weakly enforced the conditions of the contract due to pressures on agency staff to disburse funds. Recipient governments only partially implemented agreed reforms because they felt little sense of ownership over them

2. The Justification for a mutual accountability framework for the Comprehensive Africa Agriculture Development Programme

2.1 The Comprehensive Africa Agriculture Development Programme

It is estimated that at least 75% of Africa's population lives in rural areas and that over 80% of the rural population derive their livelihood from agriculture. Agriculture contributes directly to economic growth through export earnings, providing industrial raw materials, as well as giving employment to 70-80% of the population. It is the sector which offers the greatest opportunities to reduce poverty and hunger. This notwithstanding, the agriculture sector in Africa has faced decades of neglect by African governments and development partners. As a result, the continent is unable to feed itself and expends around US\$20 billion each year on food imports. The number of chronically undernourished people is rising and food insecurity is greatest in Sub-Saharan Africa. The sector has seen stagnation, and in some cases recession in crop production and productivity among segments of its population. Moreover, natural calamities and global food, energy and financial crises have impaired African economies, and specifically further crippled the growth of African agriculture.

In response to the low performance of the agriculture sector in Africa and recognizing the importance of the sector in boosting Africa's development, the Comprehensive Africa Agriculture Development Programme (CAADP) was developed. This programme was endorsed by African Heads of State and Government in July, 2003 in Maputo, Mozambique as an Africa-owned framework for the restoration of agricultural growth in Africa. The overall objective of CAADP is to improve livelihoods, food security, and environmental resilience in Africa. Specifically, CAADP supports country-driven agricultural development strategies and programmes, thereby providing a strategic framework for harmonizing investments that would generate the 6% annual growth in agricultural output. These investments are organized around four mutually reinforcing pillars namely:

Pillar 1 - Extending the area under sustainable land management;

Pillar 2 - Improving rural infrastructure and trade-related capacities for market access;

Pillar 3 - Increasing food supply and reducing hunger;

Pillar 4 - Agricultural research, technology dissemination and adoption;

2.2 Accountability mechanisms in the CAADP process

The design and implementation of CAADP is focused on addressing shared goals and objectives; priority setting approach based on objective analysis; inclusive consultation and consensus building and; coordinated support from development partners and governments². Undeniably therefore, the principles and concepts of mutual accountability are intrinsic to the CAADP agenda.

² In future, it is envisaged that the private sector and civil society organizations will also invest in the CAADP agenda

2.2.1 Shared goals and objectives

The CAADP process clearly defines a country engagement strategy that aims to build widespread and sustainable commitment and support to the implementation at the country level. Through a systematic engagement among all CAADP stakeholders, a country owned agricultural development strategy and implementation agenda emerges. This agenda has formal government buy-in and commitment; political support at the highest level is assured; and Public interest and commitment to engage as a result of genuine consultation of all stakeholders.

The national CAADP Compact is signed by key stakeholders in the country to demonstrate commitment around a shared vision and emerging strategies to collectively address the country' agriculture development agenda. It defines roles and responsibilities of key stakeholders and outlines key agreements/issues on policies, strategies and priority areas. Specifically; the compact sets the parameters for long term partnership in the agricultural sector, specifies key commitments on the part of government and development partners and clarifies expectations across all stakeholders.

2.2.2 Monitoring and reporting performance

One of the key principles of CAADP is the use of objective, credible and up-date information in planning monitoring and evaluation. At the outset therefore, a detailed stock-taking process generates adequate information that informs objective priority setting and investment analysis. The diagnostic and stocktaking studies support the identification of main bottlenecks, challenges and opportunities/drivers for agricultural growth. In addition, the analytical work reviews the existing programmes and resources, drawing from experiences and lessons from past initiatives. The investment planning process delves into greater detail of identifying best-bet investment options capable of generating the desired level of growth.

The CAADP Monitoring and evaluation Framework was reviewed and validated in early March 2010. The framework has a set of input, output, outcome and process indicators for tracking the implementation of CAADP and the associated outcomes at continental level. The overarching CAADP M&E system is managed by the Strategic Analysis and Knowledge Support Systems (Re-SAKSS). Periodically, Re-SAKSS is expected to provide a continental level analytical report on performance against a given set of indicators for discussion by the stakeholders. This analytical provides the objective evidence of performance with analytical insights that explain the observed trends.³

2.2.3 Review dialogue and debate

The CAADP process places a premium on consultation, dialogue, debate and consensus building. At every stage therefore, there are multi-stakeholder platforms for validating proposed activities and key outcomes. The CAADP Roundtable is a gathering of stakeholders that reviews individual country or regional agricultural development strategies. It is a culmination of a stakeholder consultation and

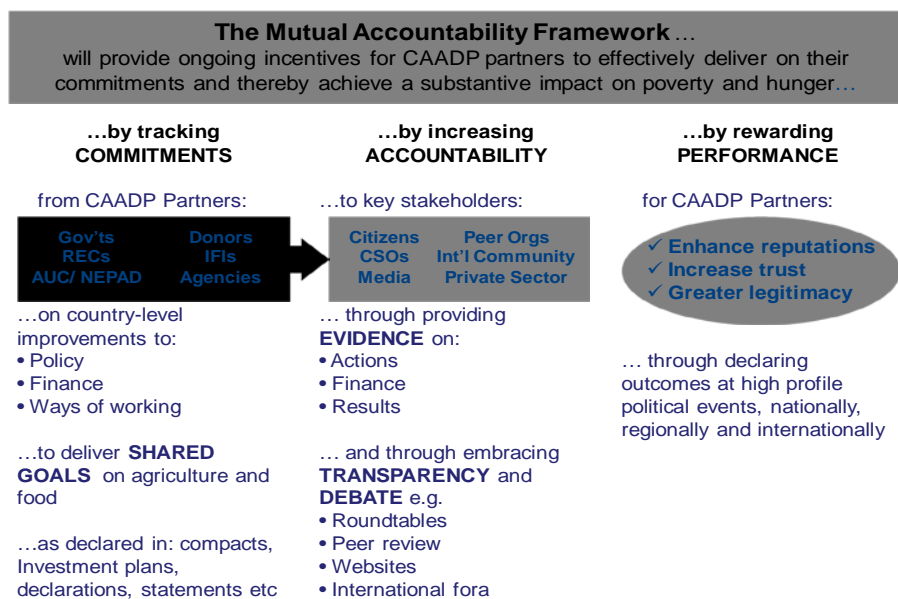
³ A cascade of SAKSS nodes at country, REC and continental level is expected to generate performance data and information

objective analytical process. It is the second major multi-stakeholder gathering after the CAADP Launch Meeting. Through dialogue and debate, the stakeholders review the strategic areas for intervention and sign the CAADP Compact. By signing the compact, the development partners and the governments commit to a set of shared goals and objectives. At post-compact stage, the Business Meeting also serves as a review dialogue and debate session.

3. Development of the CAADP Mutual Accountability Framework

As indicated earlier, CAADP is the Africa-owned plan for agriculture-led development in Africa to eliminate hunger and reduce food insecurity. Following a slow start after the signing of the first CAADP country compact in Rwanda, significant momentum has been achieved. By 2009, the CAADP agenda was generating increasing commitments from African governments and Development Partners. The challenge of translating pledges and commitments into tangible actions was the main trigger for the CAADP Mutual Accountability Framework (CAADP-MAF). The primary objective of the CAADP mutual accountability process is therefore to provide ongoing incentives to CAADP Partners to effectively deliver on their commitments and thereby achieve substantive impact on poverty and hunger (Fig. 1). Following the agreement on mutual accountability as an area for joint working, a task team was constituted during the 5th Partnership Platform to develop the CAADP MAF. The process of developing the CAADP-MAF entailed the following; 1) a desk review of literature on accountability mechanisms in general and mutual accountability in particular; 2) an on-line and face to face stakeholder consultation process and; 3) a validation of the proposed CAADP-MAF through a stakeholder workshop an country visits to assess the existing accountability systems for CAADP.

Figure 1: Objectives of CAADP mutual accountability process



3.1 Accountability Landscape

A review and analysis of the existing accountability landscape revealed the following: accountability mechanisms exist at continental, regional and country level; there are monitoring and evaluation systems for generating performance information; there is a variety of forums that bring together key stakeholders to review and discuss performance; and to lesser extent and primarily at global level, there is an agreed framework for recognizing and lauding good performance.

3.1.1 Systems for generating performance information

As indicated earlier, CAADP specific monitoring and evaluation framework has been developed and validated. This framework generates performance information at continental level, based on availability of data and information on certain indicators. At country level, the economic development and poverty reduction strategies provide the overarching frameworks upon which development planning is based. In Keeping with Paris Declaration principles, most of the development plans have common performance assessment frameworks. These frameworks have indicators for tracking inputs, processes, outputs, outcomes and impacts as well. The tracking and reporting against these indicators are implemented within some form of nationally integrated monitoring and evaluation system.

Although the common performance assessment frameworks exist, most countries do not have reliable data collection and management systems. Evidence abound that in the majority of cases, the data are either incomplete or inconsistent. Notably though, a number of countries keep reliable and consistent data on input and process indicators. In sum, the quality, currency and validity of performance information in most countries is not sufficient to facilitate mutual accountability.

It is also evident that the reporting against some of the standard indicators in the CAADP M&E framework does not reflect the level of responsibility and the actual contribution to a given result. The CAADP M&E strategy proposes to strengthen the data collection, analysis and reporting at country, REC and continental levels. Part of this process should include the development of a harmonized performance framework with clear custom indicators on performance of at national, RECs and continental level.

3.1.2 Platforms for review debate and recognition

A platform for deepening dialogue, debate and negotiation is one of the key elements of a mutual accountability mechanism. Accordingly, beyond the ritualistic information sharing and assessment of progress, there is need for a more open dialogue, increased transparency and an enhanced level of understanding of the interests of all CAADP partners.

Most countries have adopted the sector-wide approaches to the implementation of national development plans⁴. Accordingly, joint sector reviews involving all the stakeholders in a given sector are conducted periodically. In most countries, a joint agricultural sector review is conducted once a year, in

⁴ This is another indicator of Harmonization Principle of Paris Declaration

addition to other stakeholder platforms such as the meetings of the agricultural sector working group and the donor group on agriculture. With the advent of CAADP, there is enhanced participation of non-state actors these platforms.

At continental level, the CAADP Partnership Platform (CAAD-PP) provides a 6 monthly gathering for reviewing plans, achievements and recommendations for improving the implementation of the CAADP agenda. In its present configuration, the platform brings together representatives of all CAAP stakeholders to review progress and learn lessons. Undeniably, the proceedings of the 5th and 6th CAADP-PP suggest that the original design was informed by the principles of mutual accountability and, to a large degree, there is movement towards a mutual accountability platform. Presently, the CAADP-PP deliberations are structured in a way that provides opportunity for open dialogue and debate. However, our observation is that a congested programme sometimes compromises the level of stakeholder participation and quality of debate. As a consequence, although the recommendations in the communiqué from the previous platform are reviewed with a toothcomb, the M&E/performance report tends to receive a passive attention. There is therefore need to assess the current and potential “space” that the CAADP-PP provides for dialogue and negotiation as opposed to a typical reporting forum.

At a higher political level, the African Partnership Forum (APF) provides a platform for dialogue and review by African leaders and their development partners, focusing on the broad NPCA agenda. The APF could therefore serve as the high level political forum for recognition of good performance.

The African Peer Review Mechanism (APRM) is a mechanism which was established by the Heads of State and Government Implementation Committee (HSGIC) of the NEPAD Secretariat in March 2003 as a self-monitoring instrument voluntarily acceded to by member states of the African Union for good governance. The mandate of the APRM is to ensure that the policies and practices of participating countries conform to the values, principles, codes and standards of “good governance” as enshrined/laid out in the Declaration on Democracy, Political, Economic and Corporate Governance.

The key expected outcome is the deepening of democratic practices, the strengthening of achievements, the dissemination of best practices, and the rectification of underlying deficiencies in governance and socio-economic development processes among AU member states. The goal is to encourage and build responsible leadership through a self-assessment process, constructive peer dialogue, and sharing of information and common experiences in order to reinforce successful and exemplary governance practices among African countries. The APRM is open to all AU member states. As of 2009, 28 countries have voluntarily acceded to it representing about three-quarters of the African population. Accession entails undertaking to submit to periodic peer reviews and to facilitate such reviews. It includes commitment to implementing the National Program of Action (NPOA) arising from the peer review and operationalizing the agreed parameters for good governance across the four thematic areas (1) Democracy and Political Governance; 2) Economic Governance; 3) Corporate Governance; 4) Socio-Economic Development. To date the APR Panel has launched reviews in 14 countries and of these six, reviews have been completed and peer reviewed by the APR Forum.

In July 2009, the APRM Secretariat informed partners and stakeholders that it was embarking on a project to revise the APRM methodologies and processes and the APRM Assessment Questionnaires in order to streamline and fast-track the implementation of the APRM. This communication was received at a time when the NEPAD Agency Agriculture Unit had reached a decision to define and elaborate an agriculture peer review mechanism that would cover African agriculture in general and the CAADP in particular to facilitate cooperation, benchmarking, and mutual learning among countries which could then be used to improve implementation and performance. Consequently, a series of consultations ensued between the two organizations regarding the possibility of assessing agriculture as part of the APRM processes given its key role in economic development on the one hand, and the centrality of good governance for a robust agricultural sector growth on the other. Discussions are still underway on the possible modalities for cooperation on peer review between the two organizations.

3.3 Example of good practice in mutual accountability at country level

Rwanda provides a particularly strong and robust example of accountability mechanisms within the development architecture. Assessment frameworks are in place for the government and for development partners. Their results are publicly reviewed by a wide spectrum of stakeholders including farmers and civil society organizations. Good performance is rewarded by positive publicity, plus recognition or reprimand at the highest political level.

The Government of Rwanda has developed a comprehensive Economic Development and Poverty Reduction Strategy (EDPRS) with an elaborate results framework. The EDPRS monitoring framework is summarized in the National Results and Policy Matrix (NRPM) which is used by domestic stakeholders to track progress towards the achievement of EDPRS goals. Monitoring and evaluation system enhances accountability in two areas namely: political accountability of the government to the citizens and mutual accountability of government and donors.

Political accountability of the government to the electorate is enhanced through regular publication of outputs and outcomes achieved during the EDPRS period. This process enables political leaders to hold senior civil servants to account for delivering the government's programme. Mutual accountability of government and donors is achieved through both the Common Performance Assessment Framework and the (CPAF) and Donor Performance Assessment Framework (DPAF). CPAF is derived from the EDPRS monitoring system of linked indicator matrices. The CPAF therefore contains the key performance indicators to be used by the government and all donors in assessing the government's performance. The CPAF indicators are selected jointly by development partners in consultation with the Government of Rwanda as a subset of the National Results and Policy Matrix. The CPAF provides the basis for development partners to hold the GoR accountable for the use of development assistance.

Even though the CPAF provides a mechanism for assessing government performance, mutual accountability between the GoR and development partners would be incomplete until a mechanism is established for both parties to assess donor performance. The introduction of Donor Performance Assessment Matrix (DPAM) which is based on Paris Declaration Compliance Matrix (PDCM) provides such a mechanism. The indicators that are included in the DPAM are discussed exhaustively by both the

GoR and development partners. The DPAM matrix applies to all providers of Official Development Assistance (ODA) to Rwanda.

A wide spectrum of stakeholders including farmers and civil society organizations are invited to the review of both DPAF and CPAF where a score-card type report is presented. Good performance is therefore recognized and rewarded by positive publicity. The unique attribute of the Rwanda case is the political buy-in at the highest level. The Head of State holds an annual retreat where all heads of implementing agencies report progress and achievements. The high performers are rewarded for their effort while lack of performance attracts a reprimand and in some cases, dismissal.

3.4 Weaknesses of the accountability landscape

The mapping and analysis of existing accountability mechanisms also highlights some key weaknesses. These gaps in the accountability landscape limit the effectiveness of the mechanisms that are in place. For example, the proposed CAADP M&E system will not fulfil its potential for accountability unless the evidence it generates reviewed and translated into reputational rewards that incentivise improved performance.

3.4.1 Holding Development Partners accountable

The capacity of governments and other African partners to deliver on agricultural development plans is significantly dependent on efficient and coordinated financial support from donors. The reputational risks for non delivery on commitments by Development Partners are low since: 1) there are often no agreed upon set of performance criteria applicable to them; and 2) their primary accountability lies elsewhere with their own politicians and citizens. If African partners were assured that robust accountability mechanisms existed for donors, then they could plan their own delivery with greater confidence.

The input indicators in the CAADP M&E framework emphasize tracking of individual government budgetary allocation to agriculture, with no specific reference to individual donors. Arguably, through direct budget support and individual projects, these figures are reflected in the overall government expenditure. However, as observed in Rwanda⁵, mutual accountability will remain incomplete until a mechanism is established for both parties to assess donor performance.

Ideally, any efforts to improve accountability of donors need to scale up to the continental and global level where donors experience greater reputational incentives than at the country level.

3.4.2 Accountability to the poor

The actions of CAADP partners should improve the lives of target beneficiaries such as poor farmers, small-scale agribusiness entrepreneurs and consumers. Despite best intentions, these stakeholders often have weak voices in holding CAADP partners to account, and there are limited opportunities for them to have meaningful influence. Their limited power relative to other interests, poses the risk of

⁵ See exhibit 2

distorting the focus of efforts away from interventions that will genuinely impact on poverty and hunger. If these stakeholders are given a strong platform to hold CAADP partners accountable, then there is an opportunity to boost the spirit of collective responsibility between all CAADP partners.

3.4.3 Variable accountability mechanisms at country and Regional Economic Community level

Each country and REC has its own development architecture through which governments and development partners are held accountable. The quality and comprehensiveness of accountability mechanisms varies considerably. Where mechanisms do exist, capacity issues often limit their effectiveness. In countries or RECs where accountability mechanisms are weak, CAADP cannot assume the incentives exist for effective delivery. In parallel to developing CAADP investment plans, there should be value in reviewing accountability mechanisms and considering steps to strengthen these.

Box 2: Feedback from stakeholder consultation

We strongly feel that the major weakness is ensuring practical follow-up to the shortcomings and recommendations arising from the review process. Our experience is that some of these reports end at documentation without any legal obligation or political commitment to address the concerns raised. Reports therefore often end up being ritualized cut and paste versions of previous reports. Likewise, donors find many ways to evade their commitments to ensure that lack of resources does not slow or block the implementation of country plans, undermining the 'mutuality' of the process.

4. Recommendations for boosting Mutual Accountability in CAADP

4.1 Monitoring and evaluation for performance improvement

Common frameworks for tracking the performance of both the implementing agencies should be developed at all levels: this is a requirement of the Paris Declaration especially at national level⁶. Although the CAADP M&E framework contains a comprehensive set of indicators that include those for tracking donor performance, additional indicators are required. To this end, it is recommended that a CAADP Donor Performance Assessment Matrix (CAADP-DPAM) and a Common Performance Assessment Matrix (CAADP-CPAM) should be developed from the CAADP M&E framework following the inclusion of relevant additional performance indicators. Specifically for the CAADP-CPAM, both additional custom indicators reflecting the contributions of implementing partners to the CAADP process should be selected and included. The following are some of the additional indicators for tracking the performance of donors, RECS and countries suggested during the CAADP-MAF validation workshop.

Additional indicators for donors

- % of ODA for food and agriculture that is aligned to CAADP Investment Plans
- % of ODA disbursed in support of CAADP investment plans according to agreed schedules in annual or multi-year frameworks
- Share of DPs using the CAADP M&E framework, the CAADP M&E report, and the MAF report to assess and report on assistance for agricultural development and food security

Additional indicators for RECS

- Coordination and active engagement of countries, DPs, UN agencies in MAF
- Clear targets set for each partner
- Progress towards targets on various programmes (programme specific but aligned with the national priorities)
- Level of coordination and facilitation of harmonized policies, strategies, protocols and regulations

Additional indicators for countries

- Absorptive and institutional capacities for managing funds
- Active engagement and accountability of domestic stakeholders
- Functional Structures/platforms for regular stakeholder engagement – including civil society, private sector, DPs (state and non-state actors)

The complete list of indicators is provided on page 14 of the CAADP MAF validation Report (Annex 1). These additional indicators should simply be added to the CAADP M&E Framework. Monitoring and evaluation systems at a country, regional and continental levels are best positioned to gather and present this data.

⁶ Indicator 11 of the PD on the principle of Managing for Results

Agreement on the exact indicators of donor performance will require a dedicated meeting of development partners with their African partners. Fortunately, there are guidelines for harmonized donor support to CAADP process at country level; donor roles and responsibilities at international level and; joint donor principles on agriculture and rural development programmes. There is also an opportunity to ensure alignment and integration with indicators under development by the Committee on Food Security to map global action on hunger. Data for CAADP would feed in to this global accountability effort linked to the L'Aquila Food Security Initiative.

4.2 Mutual accountability platforms and mechanisms

All CAADP stakeholders need to align their initiatives to national priorities. In the case of Development partners this recommendation speaks to indicators 3 and 4 of the Paris Declaration, assuming national governments have addressed their systems to speak to indicator 2⁷. At sector level, the Country CAADP agricultural and food security investment plans spell out these priorities.

A review of accountability mechanisms at both country and REC levels should be integrated to the post-compact investment planning process; primarily to establish whether pre-conditions for mutual accountability such as the functioning of domestic accountability systems exist. This review should be undertaken by the CAADP country team during investment planning process. Specifically, this would entail an assessment of the degree to which sector-wide existence of accountability mechanisms should be included as a criterion within the peer technical review process. Furthermore, processes such as joint agricultural sector reviews, meetings of the agricultural sector working group and the donor working group on agriculture should include mutual accountability principles and practice in the conduct of their business⁸. Following the above, existence of accountability mechanisms should be included as a criterion within the peer technical review process.

Once the processes for mutual accountability have been established at country level, at least once in a year, a National Stakeholders' Forum should be held either as part of or soon after the Joint Agricultural Sector Review. A CAADP Mutual Accountability brief validating the entries in the CAADP-DPAM and CAADP-CPAM is prepared as a companion document to the monitoring and evaluation report. The performance of donors and implementing partners are reviewed based on the mutually agreed indicators and targets in the CAADP-DPAM and CAADP-CPAM. It is suggested that this companion document is prepared by a coalition of partners comprising largely the target beneficiaries of CAADP. As a mutual accountability platform, the National Stakeholders Forum should be facilitated based on the following principles:

- Deliberations are carried out in the spirit of mutual trust; open dialogue and debate; and mutual ownership of the process, reported achievements and failures.

⁷ See the second PD principle on alignment

⁸ Active participation of non-state actors such as the private sector, farmers' organizations and civil society organizations should be encouraged

- Support and encouragement to non-performing partners, recognition and where possible, reward to good performers.

This process should provide ongoing incentives to all partners to improve performance. More importantly, the joint ownership of the **big positive result**, a significant dent on food insecurity and poverty provides the ultimate incentive for maintaining a shared vision.

Accountability platforms and REC levels should be organized following the principles outlined above. A review dialogues and debate session should precede the REC Inter-Ministerial Meetings preceded, with participation of leading regional stakeholder groups. As indicated earlier, the CAADP Partnership Platform should evolve into a continental mutual accountability mechanism.

Prior to the partnership platform meeting, a stakeholder coalition, including some international non-governmental organizations that have significant lobbying power with development partners should review the CAADP-M&E report and prepare a draft mutual accountability report. This coalition should include 5-8 representatives from the following organizations:

- A network of civil society organizations involved in food security such as the International Food Security Network (IFSN)
- A network of African Farmers Unions
- A pan-African Women's Organization
- An International NGOS who lobby on food security such as Oxfam, Action Contre La Faim or Action Aid International
- A network of private sector organizations with a stated interest in tackling poverty and hunger such as Agricord

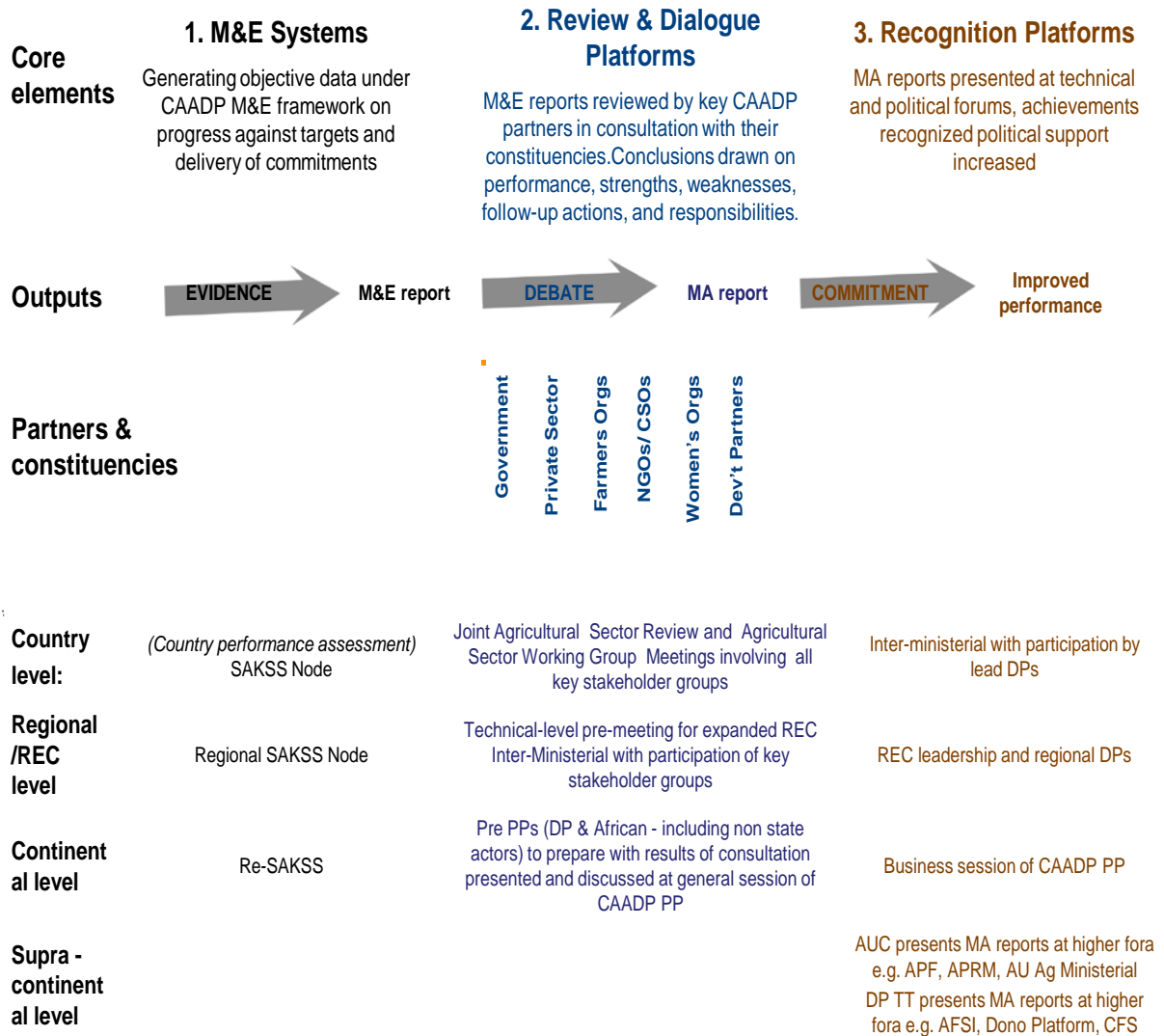
The Draft Mutual Accountability report will provide the following information:

- An opinion on achievements against outcome and impact indicators, for example, the perception of target beneficiaries on reported poverty and growth impacts
- An opinion on implementation status for example, the perception of target beneficiaries on the reported achievements against input, process and output indicators
- Recommendations from the beneficiaries on how to improve implementation and impact of CAADP

This report should guide the review, dialogue and debate at the CAADP Partnership Platform. The final CAADP Mutual Accountability report will be prepared after the deliberations at the Business Meeting of the CAADP partnership Platform.

The validated CAADP Mutual accountability Report should be taken to the reports to higher fora, such as the African Platform, APRM on the African side, while Development Partners could use it to feed in higher political fora like the G8 group.

Fig 2: The Validated CAADP Mutual Accountability Framework



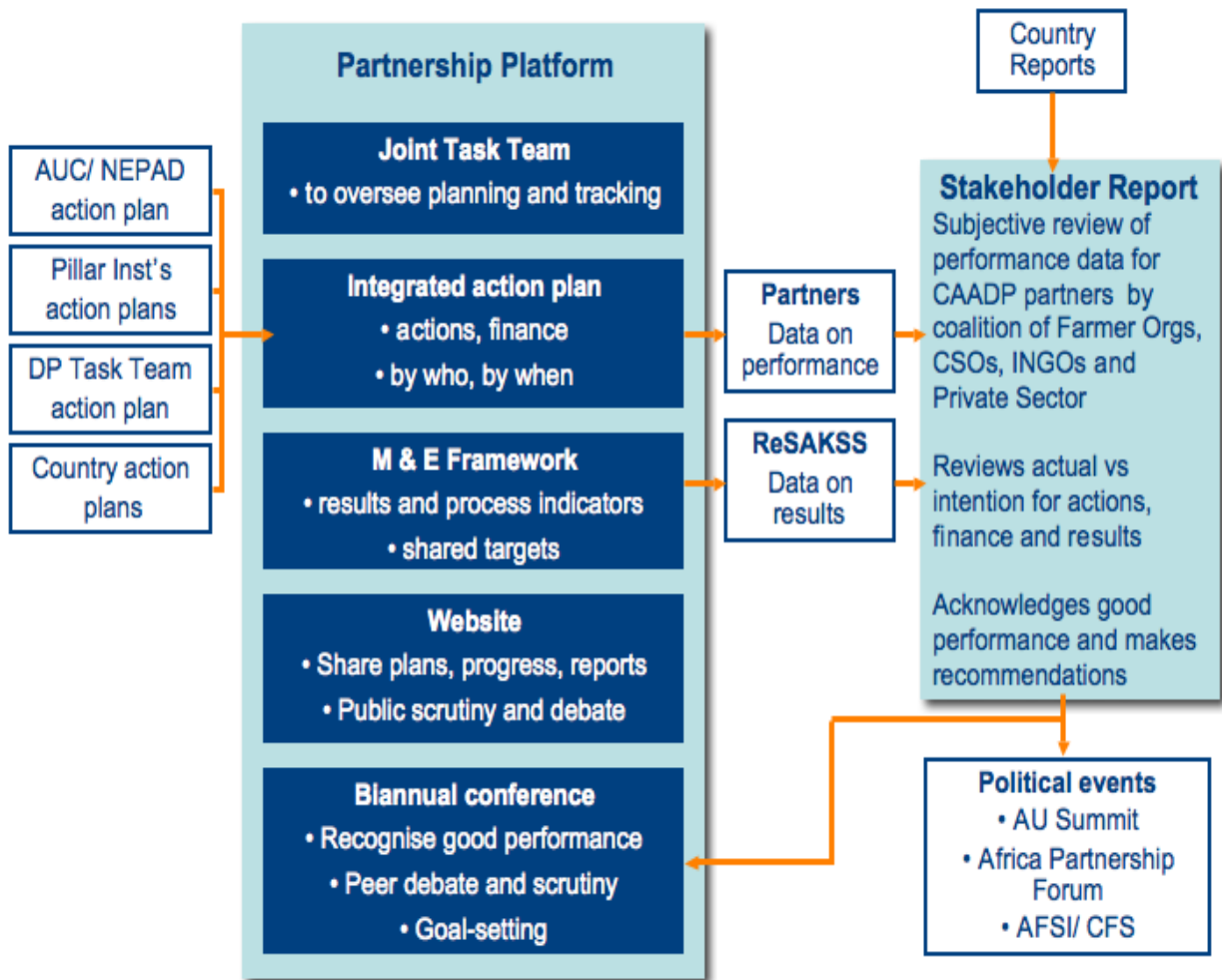
4.3 Management of the CAADP mutual accountability process

At country level, the example from Rwanda provides a practical approach to managing the CAADP Mutual Accountability Process. Recognizing the diversity of governance systems and processes in the countries, we recommend that each country domesticates some of the good practices observed in Rwanda, based on their circumstances. Accordingly, the equivalent of the Sector Working Group on Agriculture/Agricultural Sector Working Group should coordinate the activities leading to the preparation of the draft country mutual accountability report. During the Joint Agricultural Sector Review, a special session on mutual accountability should be facilitated by an independent entity, contracted by the Sector working Group on Agriculture.

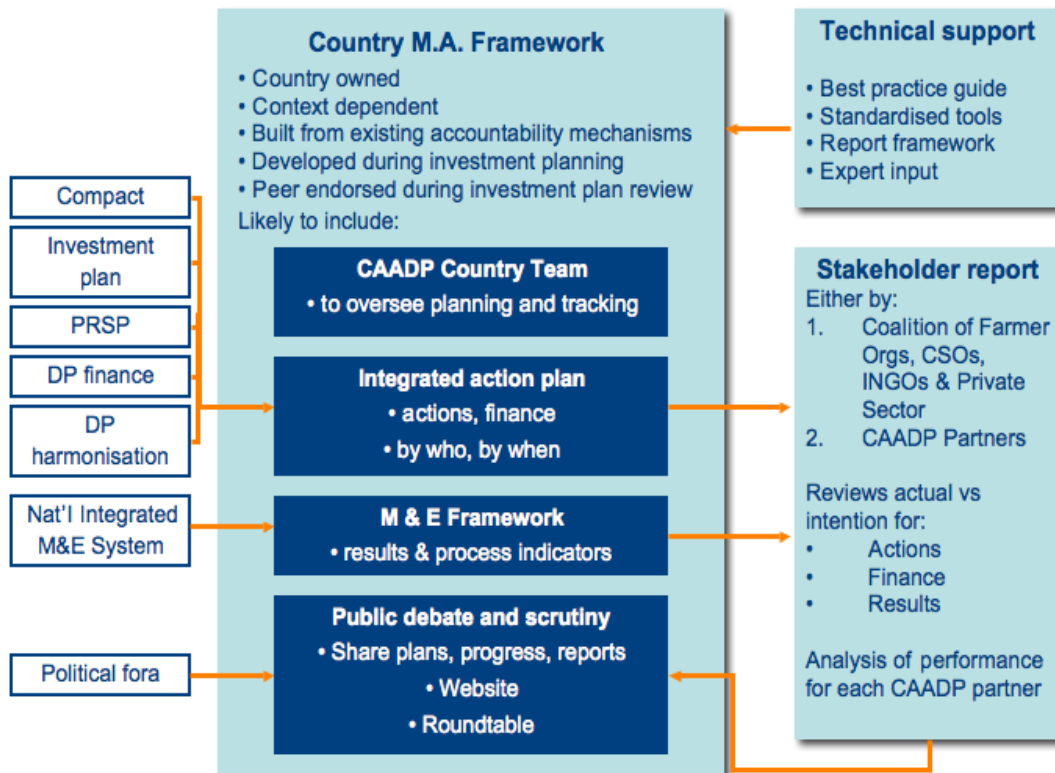
At Continental level, the Partnership Platform Joint Task Team provides a representative body of CAADP Partners who can provide strategic oversight of implementation the Mutual Accountability Framework. The implementation of the process should be outsourced to a third party entity to work under the supervision of a dedicated Mutual Accountability Task Team to be established under an expanded CAADP PP Joint Standing Committee (constituted by representatives of DPs, RECs, pillar institutions, Re-SAKSS, CSO, AUC / NPCA). The NEPAD Planning and Coordination agency should provide the secretariat as well as playing a greater coordinating role.

Exhibit 1: The model CAADP mutual accountability framework

Continental level



Country/ REC level



Links to global level

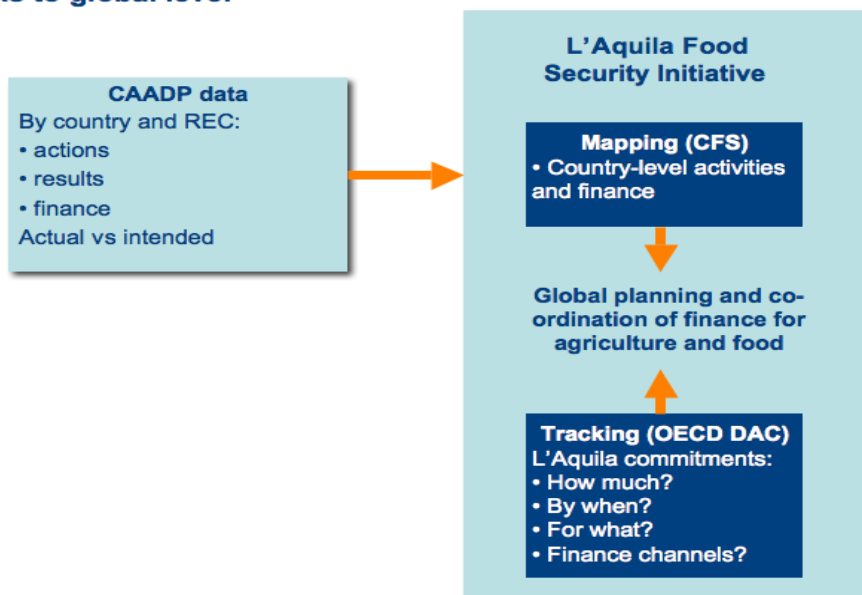


Exhibit 2: Rwanda – Case study of a functioning accountability framework

Example for Rwanda

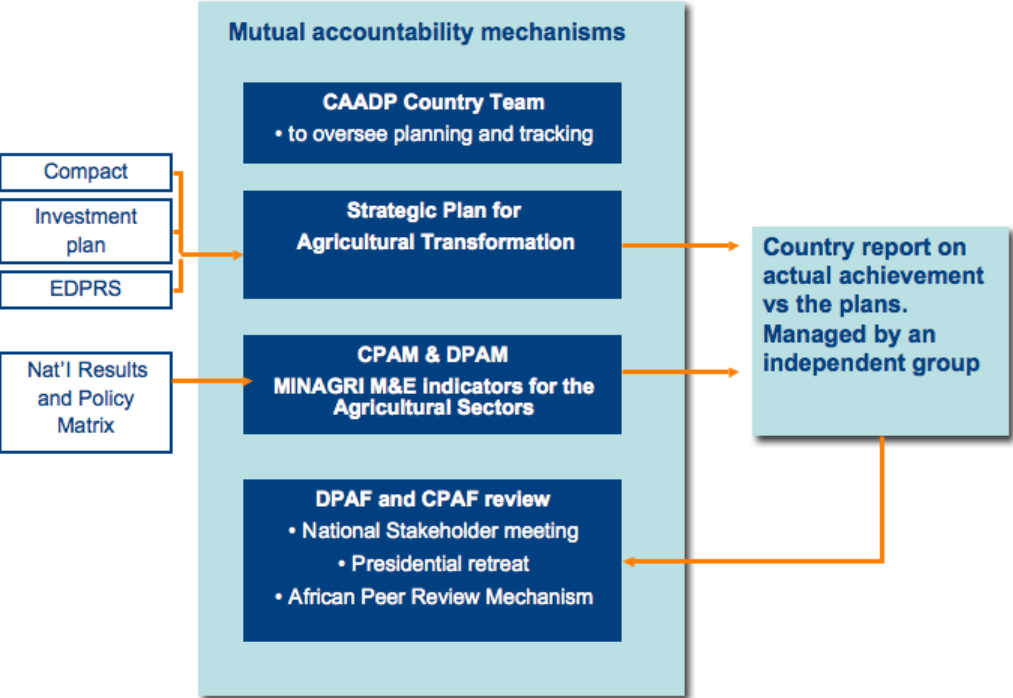


Exhibit 3: The CAADP mutual accountability framework design and consultation process

Background

In September 2009, at the Addis Meeting between donors and partners, it was agreed to: “develop a Mutual Accountability Framework through which commitments between donors and governments can be monitored and evaluated”. Since then African stakeholders and development partners have held separate discussions regarding the Mutual Accountability Framework (MAF). On Nov 8th, at a side-event at the CAADP Partnership Platform in Abuja, the various stakeholders came to together to share their thinking and establish a shared view on the MAF. This included:

- Establishing a shared view on basic principles
- Brainstorming possible building blocks of the MAF
- Agreeing a plan for design and implementation

These outputs were written up in a joint concept note and provided a foundation for more detailed design work. The primary objective was for the MAF to provide **ongoing incentives** for CAADP partners to **effectively deliver** on their commitments and thereby achieve substantive impact on poverty and hunger.

Design process objectives

By the 6th Partnership Platform the ToR for the design process stated the following objectives:

- Design a MAF for CAADP that meets the basic principles defined in the joint concept note
- Create and initiate an implementation plan for the MAF
- Ensure key stakeholders understand and support the MAF

Management of the design process

A 3-person **working group** will undertake the design and consultation exercise and report in to the PP Joint Task Force.

Collectively the task force and working group will include representatives of AUC/NEPAD, RECs, Pillar Institutions, Country-level and Development Partners. It brings expertise in M&E, organisational change, governance and accountability. Where some of these institutions or expertise are unavailable then the working group will ensure their input through the consultation exercise.

<p>MAF Working Group</p> <p>Leonard Oruko (Lead) – FARA</p> <p>Maria Wanzala – NEPAD</p> <p>Ian Randall - DFID</p>	<p>CAADP PP Joint Task Force</p> <p>AUC: Janet Edeme - support from Boaz B. Keizire</p> <p>NEPAD: Martin Bwalya - support by Andrew Kanyegirire</p> <p>RECs: Yamar Mbodj (ECOWAS) - support by Sam Kanyarukiga (COMESA)</p> <p>Pillar Institutions: Sheryl Hendriks (University of KwaZulu Natal) - support by Elijah Phiri (University of Zambia)</p> <p>Development Partners: Yihenew Zewdie (GDPRD), Terri Sarch (DFID), and Ousmane Badiane (IFPRI)</p>
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