

The Addis Consensus

A report on the CAADP Donor and Partners Meeting held in Addis Ababa, 7-9 September 2009

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This report is based on notes taken by the facilitation team. It has not been reviewed or endorsed by participants or the convening organisations. For a jointly agreed statement regarding the event please see annex 2.

1. Summary: "The Addis Consensus" ~ CAADP Donor and Partners meeting, Addis, 7-9 September 2009

Meeting objectives	<ol style="list-style-type: none"> 1. Deepen awareness on CAADP processes and review recent progress 2. Agree a donor approach to supporting CAADP processes at a country-level 3. Consider immediate opportunities for progress through donor backing for CAADP compacts 4. Strategise how upcoming high-level events can build on international commitment to supporting CAADP. 	
Participants	Development partners: <ul style="list-style-type: none"> • 57 in-country and regional representatives (including from 13 Agricultural Donor Working Groups) • 34 HQ representatives from 20 organisations 	African stakeholders: <ul style="list-style-type: none"> • 25 continental and regional representatives (e.g. from AUC, RECs, Pillar Institutions) • 28 government representatives from 18 countries active with CAADP
Key themes discussed...		
... on setting the context:	...on guidelines for donor support:	...on moving forwards:
<ul style="list-style-type: none"> • CAADP is progressing rapidly • International community is committed to improving global food security • Donors are responding to CAADP as the African plan for agriculture • Challenges exist at a country-level • CAADP is continually improving 	<ul style="list-style-type: none"> • Integrating with existing development planning processes • Including stakeholders, especially the poor and the private sector • Engaging key decision-makers • Improving finance mechanisms • Strengthening donor co-ordination 	<ul style="list-style-type: none"> • Catalysing immediate action • Linking to international policy dialogue • Supporting at a regional level • Ensuring accountability
Key outputs	"Guidelines for donor support to CAADP Process at a country-level" (annex 3)	"Joint statement of development partners on support for pre and post CAADP compact actions ~ 9th September 2009, Addis Ababa, Ethiopia." (annex 2)
Action points	<ol style="list-style-type: none"> 1. Get formal endorsement of the "Guidelines for donor support to CAADP at a country-level" 2. Start implementing the "Guidelines for donor support to CAADP at a country-level" 3. Strengthen donor co-ordination, and specifically the Platform's "CAADP Development Partners Task Team" 4. Develop a Mutual Accountability Framework through which commitments between donors and governments can be monitored and evaluated 5. Continue and expand support for capacity to manage CAADP processes 6. Develop mechanisms to increase and improve donor investment in CAADP-aligned plans for agricultural development 7. Develop a co-ordinated donor approach to supporting CAADP compacts at a regional level 	



2. Meeting objectives and format

CAADP – the Comprehensive Africa Agriculture Development Programme - is Africa's initiative to boost agricultural growth and productivity to reduce poverty and hunger in Africa.

African leaders (at the continental, regional and country levels) have jointly challenged development agencies to improve coordination and increase support for country level CAADP processes and strategies. In L'Aquila, Italy, in July, 2009 the global community affirmed its commitment to meet Africa's challenge. Together, Africa's development partners are mobilizing themselves and their resources to make good on that commitment.

While development partners mobilize their support, many countries across Africa are mobilizing their own efforts to accelerate the implementation of CAADP on the ground. They are developing comprehensive national strategies for agricultural growth. It is projected that, by November 2009, 20 countries will have established comprehensive national strategies and signed CAADP Compacts that set out government commitment to advance this agenda, including increased financing for agriculture and a policy environment to help achieve their national agricultural growth strategy.

In light of the above and at the request of the African Union, NEPAD, and regional economic communities, a meeting was held in Addis Ababa on Sept 7-9th in order to define the donor approach to supporting CAADP at a country level. 140 people attended with representatives from development partners (including those from HQ and Agricultural Donor Working Groups) and African national government and regional institutions.¹

The meeting's objectives were to:

- Deepen awareness on CAADP principles and processes among key donor and government actors, and review recent progress on CAADP at international and country levels.
- Discuss and agree the modalities, including principles and processes, through which donor support for CAADP aligned country plans can be mobilised and harmonised with on-going country led initiatives, including defining country processes for joint work on programme design.
- To consider the opportunities in the coming months for further significant progress, particularly at country level in terms of donor backing for CAADP compacts.
- To strategise on how upcoming high-level events (such as UN General Assembly, G20 and CAADP PP) can cement political backing for a serious and ambitious increase in action on food security and agricultural development, and build on international commitments already made to supporting CAADP as the African-led initiative to boost agricultural productivity.

The meeting was built around the following format², and was characterised by a high level of engagement, action-orientation, and a remarkable level of consensus. Richard Mkandawire, Head of CAADP at NEPAD, described the meeting as "historic" and labelled the outcomes as the "Addis Consensus".

¹ See annex 1 for a full participant list.

² For a full agenda visit <http://www.donorplatform.org/content/view/297/210>

Day	Focus	Attending
Sun 6th Sep	Pre-meeting: Review of CAADP	Reps from African gov'ts and regional institutions engaged with CAADP.
Mon 7th Sep	CAADP Progress Review at international and country level	All
Tue 8th Sep	Agreeing donor approach for supporting CAADP, and highlighting opportunities for immediate progress	All
Wed 9th Sep	Donor planning	Donor reps from ADWGs and HQs

3. Review of key themes and outputs

The section outlines key themes and outputs from the meeting. It summarises some of early presentations that set the context, then highlights the main discussion points as participants developed the "Guidelines" and finally covers topics discussed with regard to how to move forward.

3.1 SETTING THE CONTEXT

a) CAADP is progressing rapidly

The latter months of 2009 will see over 15 compacts signed. After years of policy and process development, CAADP is rolling out and generating the political momentum and technical policy improvements required to drive a systemic change for agriculture and food security in Africa. CAADP is valued as a due diligence process that ensures national strategic plans for agriculture are robust and appropriately resourced. The comprehensive approach is valued because it: includes multiple stakeholders from small holders to big business and from governments to donors; recognises the cross-sectoral nature of agriculture; integrates with regional initiatives; and simultaneously tackles the issues of food security, nutrition and poverty. Early evidence on results from Rwanda (the first country to sign a compact) provides a compelling endorsement of the CAADP process.

b) International community is committed to improving global food security

Since the food crisis of 2008, the international community has dramatically increased its political and financial commitment to improving global food security and boosting agricultural development. Last year efforts focussed on mitigating the immediate impact of rising food prices, and current efforts are focussed on tackling the mid and long term challenges. At the G8 meeting in L'Aquila, Italy, the international community made a strong statement of intent and committed to spending \$20billion over the next three years to improve food security. Now is the time to turn intent in to action, and, if the modalities can be agreed, CAADP provides a great opportunity to match governments who have good agricultural development plans, with donors and investors.

c) Donors are responding to CAADP as the African plan for agriculture

CAADP is the African Plan for Agriculture, initiated by the AU and NEPAD, and led by African governments and institutions. Donors are responding to requests for support for this plan, and are engaging because CAADP is seen as presenting a compelling African vision for agriculture and providing a strong and legitimate process. Donors are committed to not taking over the process, but instead entering in to a genuine partnership through which to ensure the potential of CAADP is fulfilled.

d) Challenges exist at a country level

As the CAADP process is moving rapidly from intent to reality at a country-level, there are inevitably challenges appearing and lessons being learned. Recognising

these provides a basis from which to consider how donors should provide support to CAADP at a country-level. These challenges include:

- CAADP process can initially disrupt existing planning processes
- CAADP-set milestones (e.g. compacts) can accelerate processes in an unhealthy way
- Difficult to engage Ministries other than Agriculture
- High turnover of champions of CAADP within government
- Sometimes can be donor-initiated
- Unsure how to include non-state actors (e.g., private sector, farmer organisations, professional associations)
- Unclear what is counted as "agricultural" spending e.g. rural roads
- Hard to obtain good statistics
- Donors cannot all operate in a fully harmonised and aligned way
- Weak institutions especially in post-conflict countries

e) CAADP is continually improving

The CAADP process is under regular refinement. The latest implementation guide provides the most up-to-date thinking. The AUC, NEPAD and Pillar Lead Institutions and knowledge networks will work with all countries to strengthen their capacity and ensure CAADP is successful. They will focus energies on those countries with the greatest level of commitment. They will focus on the primary goal of generating strong investment programmes in each country.

3.2 DEVELOPING GUIDELINES FOR DONOR SUPPORT

The primary output of the Addis meeting was agreement on "Guidelines for donor support to CAADP process at a country-level". Substantive discussions on the guidelines revolved around five important themes: a) integrating with existing development planning processes; b) including stakeholders, especially the poor and the private sector; c) engaging key decision-makers; d) improving finance mechanisms; and e) strengthening donor co-ordination.

a) Integrating with existing development planning processes

For donors and governments alike, CAADP has the potential to slow down development planning by overlaying new processes and complexity. Participants recognised that at a country-level policy-makers will only embrace CAADP if it strengthens and integrates with existing development planning processes. This is the intent of the CAADP framework, and the guidelines must reinforce this through emphasising the following:

- Donors must adapt the guidelines to their national context, building on current progress, planning cycles, and co-ordination structures.
- CAADP takes a comprehensive approach to agriculture, requiring donors to have a cross-sectoral approach to development planning (e.g. trade, infrastructure, food security, private sector, nutrition).
- The compact is just a milestone event, and donors should participate throughout the compact development process and then strongly engage post-compact to support the development of investment programmes that are robust and appropriately resourced.
- Existing programmes should be reviewed in the light of CAADP, and where possible mainstreamed in to the new agricultural strategy.

b) Including stakeholders, especially the poor and the private sector

CAADP recognises that multiple stakeholders are involved in agriculture and in addressing poverty and hunger. Compact development and implementation is intended to be a multi-stakeholder process. Donors must develop strategies for supporting non-state actors, while operating in partnership with governments. Considerations include:

- How to support the participation of groups with weak voices such as women and smallholders?
- How to support the private sector, and leverage co-investment?

c) Engaging key decision-makers

CAADP will only generate robust, well-resourced agricultural plans if it achieves a high-level of policy support across government. Donors have a supporting role to play (in partnership with the CAADP country-team, AU/ NEPAD and Pillar Institutions) in maintaining the profile of CAADP with key decision-makers. For example, ADWGs can work with country directors and other donor working groups to ensure CAADP is on their agenda and being discussed with government senior officials across relevant government ministries.

d) Financing the CAADP process

Donors have a key role to play in co-financing 1) the CAADP process and 2) the subsequent investment programmes. Discussions focussed on how to create effective financing mechanisms that were consistent with good donor practice as laid out in the various statements such as "Joint Donor Principles for Agriculture and Rural Development Programmes"³, L'Aquila statement, the Paris Declaration on Aid Effectiveness and the Accra Agenda for Action. These emphasise principles such as ownership, alignment, harmonisation, managing for results, mutual accountability, strategic co-ordination, support for country-owned processes, a comprehensive approach, use of effective multilateral mechanisms, and sustained commitment.

Donor finance for the CAADP process comes primarily from a CAADP Multi-donor Trust Fund managed by the World Bank. This is designed to provide reliable and systematic support for CAADP planning processes pre and post-compact at country, regional and continental levels. The fund has \$27.8 million for the next 5 years of which it has disbursed \$2 million. There are some institutional challenges around effective disbursement to the country-level, but these are being discussed and it is hoped that governments should be able to access the funds they need for addressing capacity needs. The governance and implementation structures are being reviewed, and donors may expand the fund if necessary.

Donor finance for investment programmes, was the subject of significant discussion. The preferred approach was for each ADWG to develop a mechanism that would coordinate predictable, multi-year donor and government financing for the respective country's CAADP investment programmes. This should:

1. Strengthen country systems so that they can be used by all donors;
2. Enable donors using different aid instruments to coordinate their financing;
3. Where possible, use existing national financing mechanisms;
4. Enhance donor accountability for financing commitments;
5. Be based on a single [unified] performance framework and joint monitoring of results; and
6. Provide government with flexibility to adapt CAADP investment programmes to changing circumstances.

³ Global Donor Platform for Rural Development (March 2009) Joint Donor Principles for Agriculture and Rural Development Programmes: Incentives for change.

There was an emphasis that investment programmes should be developed with donors as co-investors along with government and the private sector, with the intent of building long-term financial sustainability.

USAID also presented the concept of a "catalytic" fund, that would provide some additionality where there were shortfalls or gaps in donor presence at a country-level. This fund could also rapidly disburse bridging finance, where budget cycles mean that donors will be unable to immediately respond to new agricultural investment programmes. It would support country-level decision-making and have a light central governance structure. This fund is still under development.

e) Strengthening donor co-ordination

There was strong acknowledgement that, with regard to CAADP, donor communication could be improved between HQ and country offices. While HQ donors have been championing CAADP in the international arena, at the country level there has been mixed levels of engagement and yet it is here that practical support and co-ordination will need to happen. Also, international policy dialogue must be more effectively rooted in the country reality. Donors are committed to establishing mechanisms for more effective co-ordination (see final guidelines). The Global Donor Platform for Rural Development provides a helpful focus for efforts here.

There was also a recognition of the need and value of including non-traditional donors such as China and private foundations. Current donor co-ordination mechanisms are not always easily accessible for private foundations.

The Platform's CAADP Development Partners Task Team has provided a practical informal co-ordinating forum for donors. As donor engagement with CAADP expands, this task team may benefit from reviewing its structure and processes in order to improve its effectiveness and transparency.

3.3 MOVING FORWARD

Having agreed the guidelines (subject to recommended changes), the meeting then focussed on how to move forward the agenda over the coming months. Key action steps are outlined in section 4 of this report, and the joint statement (annex 2) highlights these in a formally agreed format. In depth conversations focussed on the following four opportunities for progress: a) catalysing immediate action; b) linking to international policy dialogue; c) supporting at a regional level; and d) ensuring accountability.

a) Catalysing immediate action

There was a strong emphasis on catalysing a rapid scale up of action. With the guidelines agreed, and up to 20 compacts scheduled for completion by the end of the year the key opportunity was ensuring that donors engage with CAADP at a country-level and start implementing the guidelines. Many of the ADWG representatives committed to either using the guidelines immediately or taking them back to their ADWG to encourage their use. Donors at an HQ level also committed to championing the use of the guidelines throughout their organisations. Development partners will seek formal endorsement of the guidelines from their organisations in time for a signing ceremony at the upcoming CAADP Partnership Platform meeting in Abuja.

At the donor-only meeting of September 9th, it was recognised that many bi-lateral donor HQs could not engage actively in all countries simultaneously and that for practical reasons these donor HQs would have to focus their attention in certain countries. There was some effort to co-ordinate this prioritisation to ensure that donor HQs were collectively providing leadership in as many countries

as possible. However, multilateral donors who have an equal obligation to all countries were uncomfortable with identifying countries that would benefit from additional focus. Bilateral donors may later decide if it is practically necessary to focus their HQ efforts on specific CAADP countries, but any formal co-ordination of this seems unlikely given the political sensitivities.

b) Linking to international policy dialogue

The international community is on the cusp of a significant scaling up of action on food security and agriculture, and having credible plans in place is vital. CAADP provides a key building block in the emerging international architecture through which to improve global food security. The "Addis Consensus" should build confidence that financial commitments can be productively targeted. The outputs from Addis will feed in to upcoming meetings including "The Road from L'Aquila", UNGA, G20, World Bank Annual Meeting, FAO Summit and the CAADP Partnership Platform, and all organisations attending in Addis have a role in capitalising on these opportunities to build commitment behind CAADP. CAADP also provides a model for other regions.

c) Supporting at a regional level

There was strong recognition that, as a market-based sector, agricultural development required a regional approach. CAADP embraces this and the Regional Economic Communities are developing their own compacts. Donors have not yet established a harmonised and aligned approach to supporting CAADP at a regional level. For example there is no equivalent to ADWGs at a regional level. There was strong commitment to developing a parallel set of "Guidelines for donor support to CAADP at a regional level" in response to the emerging regional compacts.

d) Ensuring accountability for performance

There is a clear need for a standardised mechanism through which to track commitments, measure performance and hold all stakeholders accountable. This mechanism should be aligned, harmonised and coherent at a national, continental and international level. Governments and donors committed to developing a "Mutual Accountability Framework" through which to achieve this. Wherever possible this should borrow from existing indicators, rather than developing new layers of complexity.

For CAADP the framework should be established and managed by African institutions, with engagement of development partners as key stakeholders. In some contexts, the technical and institutional capacity for measurement and evaluation is weak, and donors may need to provide support.

There was also recognition of the potential benefits of tracking the policy environment with regard to how enabling it is for doing agri-business. This would build on existing measures of the ease of doing business, but focus on those aspects most relevant for agricultural value chains.

4. Action points

This section highlights the main action points agreed at the Addis meeting, and outlines likely steps through which to achieve them. The Platform's CAADP DP Task Team will take overall responsibility for achieving these action points.

Action point 1 ~ Get formal endorsement of the "Guidelines for donor support to CAADP at a country-level"		
STEPS	BY WHO	BY WHEN
1. Get endorsement from attendees at "Road from L'Aquila" meeting	CAADP DP TT	Done!
2. Circulate to Platform membership asking organisations to communicate any changes required in order for them to sign and commit to implementation at ceremony at CAADP PP meeting in Abuja.	Platform Sec't	7 th Oct 09
3. Review and include requested changes to create final version	CAADP DP TT	15 th Oct 09
4. Circulate final version asking organisations to attend signing ceremony at CAADP PP meeting in Abuja in early November	Platform Sec't	22 nd Oct 09
5. Formal launch and signing at CAADP PP meeting in Abuja with supporting communications targeted at key stakeholders	CAADP DP TT & Platform Sec't	Nov 09

Action point 2 ~ Start implementing the "Guidelines for donor support to CAADP at a country-level"		
STEPS	BY WHO	BY WHEN
1. Finalise working draft based on inputs from Addis meeting	CAADP DP TT	Done
2. Post guidelines on Platform's website	Platform Sec't	Done
3. Present to ADWGs and encourage use	Lead donors from ADWGs	Oct 09
4. HQ donors to promote guidelines to country offices	Donor HQ/ Platform	Oct 09
5. NEPAD/CAADP Unit to communicate guidelines to CAADP country teams and other key stakeholders within Africa	NEPAD Sec't	Oct 09
6. Communicate key messages to donor stakeholders following formal launch	Platform Sec't	Nov 09
7. Review progress at Platform's Annual General Assembly	CAADP DP TT	Jan 10

Action point 3 ~ Strengthen global co-ordination, and specifically the Platform's "CAADP Development Partners Task Team"		
STEPS	BY WHO	BY WHEN
1. Review and revise structure, operational modality, membership and communication strategy for CAADP DP TT.	CAADP DP TT & Platform SC or Board	Oct 09
2. Communicate and implement changes	CAADP DP TT	Nov 09
3. Consider how to include private foundations in co-ordination mechanisms at a global and country level	G.Traxler, Gates & J.Hill, USAID	Oct 09

Action point 4 ~ Develop a Mutual Accountability Framework through which commitments between donors and governments can be monitored and evaluated		
STEPS	BY WHO	BY WHEN
1. Draft ToR for options paper and schedule initial meeting	Platform Sec't	Sep 09
2. Form a working group	CAADP DP TT, Platform Sec't & NEPAD Sec't	Sep 09
3. Meeting to review ToR and agree key elements of MAF	Working Group	1 st Oct 09
4. Commission options paper	Working Group	7 th Oct 09
5. Options paper presented and reviewed, and mechanism agreed	CAADP DP TT, AUC/ NEPAD, Gov'ts & ADWGs	Nov 09 (CAADP PP)
6. Implement MAF	DPs and African CAADP constituency	Nov 09
7. Report on progress of MAF implementation	Working Group	6 th PP meeting

Action point 5 ~ Continue and expand support for capacity to manage CAADP processes		
STEPS	BY WHO	BY WHEN

1. Review modalities and governance of World Bank's CAADP Multi-donor Trust Fund to ensure effective support for CAADP process pre and post compact in each country	WB	Oct 09 (WB Annual Meeting)
2. Consider further investment by donors in the trust fund	WB & donors	Nov 09

Action point 6 ~ Develop mechanisms to increase and improve donor investment in CAADP-aligned plans for agricultural development

STEPS	BY WHO	BY WHEN
1. At a country-level, develop a mechanism to coordinate predictable, multi-year donor and government financing for CAADP investment programmes. This should enable donors using different aid instruments to coordinate their financing (see guidelines for more information).	ADWGs	During phase 4 of CAADP process
2. Post information on Platform website regarding decision-making process for investments by each donor	Platform sec't with info from WB, AfDB, US, Ireland, UK, France, Spain, and Germany.	Nov '09
3. Encourage donor country offices and/ or HQs to consider increasing and improving investment	Donor HQ and Platform Board	During phase 4 of CAADP process
4. Consider development of a "Catalytic Fund" to respond rapidly to CAADP-aligned Investment Programmes by filling funding shortfalls. USAID will circulate concept note and request feedback via donor HQ.	USAID with WB and other donors	Oct 09 (at WB Annual Meeting)

Action point 7 ~ Develop a co-ordinated donor approach to supporting CAADP compacts at a regional level

STEPS	BY WHO	BY WHEN
1. Consult with RECs on timeline for compacts and develop parallel timeline for developing "Guidelines for Donor Support to CAADP at a Regional-Level"	Platform Sec't and CAADP DP TT	Oct 09
2. Attend October ECOWAS meeting as foundation	Donors	23 rd Oct 09
3. Generate input in to regional approach during upcoming meeting on Regional Economic Integration (sponsored by US & EU)	USAID/ EU	Nov 09
4. Special session with multiple stakeholders at CAADP PP to inform draft guidelines document	CAADP DP TT	Nov 09
5. Draft guidelines document	CAADP DP TT	After RECs write draft compacts
6. Meeting to review, refine and agree "Guidelines Document" and next steps for supporting regional CAADP processes.	CAADP DP TT	Before 6 th CAADP PP

5. Acknowledgements

The meeting was organised at short notice by the following organisations, and gratitude was expressed for the speed and professionalism with which it was organised. Special thanks goes to Yihenew Zewdie at the Platform Secretariat who played an important role in organising the meeting:

- Convening organisations ~ Global Donor Platform for Rural Development and the African Union Commission
- Logistics ~ The Platform Secretariat/ GTZ, AUC, USAID
- Sponsors ~ USAID, World Bank, DFID, NMFA, Irish Aid
- Venue ~ Addis Ababa UN Conference Centre
- Facilitation ~ Impact International

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Impact's Relief and Development Group is a specialist consultancy that generates leadership action to improve the lives of people in crisis.

Annex 1**Participant list****In-country and regional representatives from development partners**

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Annex 2

Joint statement of development partners on support for pre and post CAADP compact actions ~ September 9, 2009, Addis Ababa, Ethiopia.

Preamble

CAADP – the Comprehensive Africa Agriculture Development Programme - is Africa's initiative to boost agricultural growth and productivity to reduce poverty and hunger in Africa.

African leaders (at the continental, regional and country levels) have jointly challenged development agencies to improve coordination and increase support for country level CAADP processes and strategies⁴. In L'Aquila, Italy, in July, 2009 the global community affirmed its commitment to meet Africa's challenge. Together, Africa's development partners are mobilizing themselves and their resources to make good on that commitment.

While development partners mobilize their support, many countries across Africa are mobilizing their own efforts to accelerate the implementation of CAADP on the ground. They are using evidence based planning to set priorities and to develop comprehensive national strategies for agricultural growth. It is projected that, by November 2009, 20 countries will have established comprehensive national strategies and signed CAADP Compacts that set out government commitment to advance this agenda, including increased financing for agriculture and a policy environment to help achieve their national agricultural growth strategy.

In light of the above and at the request of the African Union, NEPAD, and regional economic communities eighty eight representatives from thirty development agencies, that included 55 in-country donor representatives of donor working groups and 33 headquarter officials, met in Addis Ababa, with senior country and regional officials from Africa to develop guidelines for donor support to CAADP country and regional processes at both pre and post stages of CAADP compact development.

The following reflects the outcome of the discussions and expresses the intent of the development partners to work together through common and joint approaches to scale up support for CAADP pre and post compact processes and investments.

Addis Consensus and Action Plan

We recognize the CAADP Country Process as an effective mechanism for the generation of robust and coherent strategies, investment plans, policies and programs for the development of Africa's agricultural sector. It is a process which facilitates coordination and accountability among all stakeholders, including the development partners. We recognize the CAADP Country Process as a vehicle through which actions can be taken to scale up development assistance for

⁴ During the fourth CAADP Partnership Platform meeting, held in Pretoria South Africa in February, 2009, and restated at the CAADP Day held on the margins of the AU Summit in Tripoli in July, 2009, the AU, NEPAD and African country officials recommended that development partners take steps to improve coordination in country as well as between HQ and country offices on support for CAADP country processes.

African agriculture and food security while at the same time improving aid effectiveness.

We recognize that, for those countries that have made progress in completing the CAADP Compacts and are delivering on their national commitments to implement this agenda, there is an immediate need to jointly work with these countries to establish financially, economically, socially and environmentally sustainable investment plans and programs to implement the CAADP strategy.

To address the immediate need to improve coordination and increase support for the country-led processes, we have jointly developed *Guidelines for Donor Support to CAADP Process at the Country-Level*, and will seek to jointly apply and support these through country-level agricultural donor working groups⁵.

Further, we commit to:

- support country-led efforts to establish both pre and post compact CAADP processes that help to develop comprehensive plans, facilitate strategic coordination and build sustained commitments to achieve the CAADP Goals;
- jointly work at the country-level, through agricultural donor working groups, to further improve the coordination architecture for investments in agriculture and food security;
- mobilize additional resources to assist countries to develop investment plans and programs that will translate the CAADP strategy and compact into services and results on the ground;
- establish coordination and financing architecture that combines bilateral and multilateral mechanisms, along with national funding, to jointly support the comprehensive country-led CAADP plans and programs;
- support efforts to build the capacity to lead, manage and implement processes and programs that significantly scale up assistance to agriculture and food security;
- improve communication and coordination among all stakeholders regarding ongoing support for agriculture and food security and the alignment of these efforts with national strategies and priorities;
- increase the participation of non-state actors (civil society and private sector) in the definition of priorities, investment plans and programs.
- jointly organize with the AU, NEPAD, RECs and requesting governments, visits of senior officials to review their comprehensive national strategies, investment plans, programs and performance targets;
- establish a framework and procedures for mutual accountability between African governments and development partner; and
- improve our communication and coordination with regard to CAADP at sub-regional levels and to meet and consider how to establish a joint protocol or guidelines for joint support to sub-regional strategies and programs in advance of the 5th CAADP PP meeting, with a target of having this in place by the 6th CAADP PP.

⁵ The Guidelines for Donor Support to CAADP Process at the Country-Level will be circulated for comment and review, with the target to finalize them and sign a joint commitment to support them at the fourth CAADP PP that will be held in November, 2009, in Abuja, Nigeria.

Annex 3⁶

Guidelines for donor support to CAADP process at a country-level Working draft⁷

Background

The Comprehensive Africa Agriculture Development Program (CAADP) is the Africa owned and Africa led initiative⁸, working to boost agricultural growth and productivity in Africa in order to reduce poverty and hunger. CAADP provides a policy framework and a regional context for country-led processes. This includes national roundtables that define a strategy for halving hunger and achieving increases of 6% in agricultural growth through policy reform and more and better investment; leading to national compacts between governments, their regional economic community, the private sector, civil society and development partners; and subsequent investment programmes and policy reform.

With 70% of Africa's poor depending upon the agricultural economy for their livelihoods, supporting Africa's comprehensive approach to agricultural development provides a key opportunity through which development partners can fulfill their goals of reducing poverty and hunger as defined in MDG1.

At present there are a range of initiatives at national, regional and global levels providing support agricultural development in Africa. These efforts can be made more effective by ensuring co-ordination and alignment with country-led plans and processes. CAADP provides the necessary framework through which to achieve this, as it calls for inclusive co-ordination processes, less driven by conditionality and more driven by coherence and mutual accountability.

This document lays out guidelines for joint steps through which donors will provide harmonised support for the country-led agriculture and food security planning processes and investment programmes that are CAADP aligned. CAADP processes will improve the quality of national agricultural strategies and result in plans that have the potential to significantly increase international investment in them. This improved donor support for African agricultural development will significantly contribute to fulfilling international commitments like those made in the L'Aquila Joint Declaration on Global Food Security⁹ [at the G8 2009]. This document outlines practical steps that will translate international intentions into action on improving global food security.

⁶ The version in this report's annex does not include the guidelines' own various annexes. For a complete version please visit <http://www.donorplatform.org/content/view/297/210>

⁷ This document was produced by the CAADP Development Partners Task Team of the Global Donor Platform for Rural Development in collaboration with the African Union Commission/ NEPAD. The document was reviewed, revised and endorsed by participants at the CAADP Donor and Partners meeting in Addis Ababa, 6-9 Sept 2009. This included representatives from governments and Agricultural Donor Working Groups in 18 countries actively engaged with CAADP, plus representatives from Regional Economic Communities (RECs), Pillar Institutions, AUC/ NEPAD and many development partners at an HQ level. The document is a near final draft for active use. A final version will be formally launched at the CAADP Partnership Platform meeting in Abuja in November 2009.

⁸ CAADP was established by the African Union in 2003 at its summits of heads of state and government who agreed to invest 10% of their national budgets in raising agricultural productivity growth to 6% per year.

⁹ See annex 4

Proposed donor approach

Donors will support African agriculture by aligning with the CAADP structures, principles and processes already established by AU/NEPAD and outlined in detail in the "Guide for CAADP Country Implementation"¹⁰.

Donors will engage with CAADP in accordance with the "Joint Donor Principles for Agriculture and Rural Development Programmes"¹¹, which emphasise ownership, alignment, harmonisation, managing for results, and mutual accountability; and which integrate commitments made in the Paris Declaration on Aid Effectiveness and the Accra Agenda for Action. This is also in line with commitments made in the L'Aquila statement which is based upon principles of strategic co-ordination, support for country-owned processes, a comprehensive approach, use of effective multilateral mechanisms, and sustained commitment. Annexes 1-4 provide summaries of the agreed roles, responsibilities and principles upon which this proposal is based.

This proposal sets out the steps needed to move beyond declarations of principle and put the aspirations for improved donor coordination in to action at a national and international level¹². In summary, it sets out how donors will:

- promote the country-led CAADP processes;
- work in partnership with CAADP , e.g. discussing analysis, policy reforms, investment programmes, and monitoring and evaluation, with CAADP stakeholders;
- build capacity of key stakeholders in the development and implementation of plans to achieve CAADP objectives;
- align our ongoing agricultural development efforts with the strategy and processes generated by CAADP;
- co-finance investment programmes; and
- jointly monitor and review progress

Donor roles and responsibilities at a country level

The government's CAADP country team will lead the CAADP process in their country. In response, *Agriculture Donor Working Groups* will lead and co-ordinate country-level donor support for the process, working closely with the CAADP country team and liaising with other stakeholders from government, private sector and civil society. The CAADP framework takes a comprehensive approach to agriculture and requires cross-sectoral engagement by donors. The lead donor within the ADWG will provide a focal point for day-to-day interaction with the CAADP country team, and for co-ordination with their international counterparts. ADWGs will be supported by counterparts in their respective headquarters, and together they will advocate for senior management backing for the CAADP agenda.

CAADP and agricultural planning will differ from country to country. Compacts will be at different stages of development; national capacity will vary; co-ordination structures and donor engagement will vary; and the economic, political and social

¹⁰ CAADP (March 2009) Guide to CAADP Country Implementation: Accelerating CAADP Country Implementation – A guide for practitioners. DRAFT VERSION

¹¹ Global Donor Platform for Rural Development (March 2009) Joint Donor Principles for Agriculture and Rural Development Programmes: Incentives for change.

¹² The RECS are developing regional compacts. When these are complete, donors will, in response, develop further guidelines that define a harmonised approach to supporting CAADP at a regional level.

context will vary. Therefore, in response to CAADP processes, ADWGs will need to develop a donor approach and funding mechanisms that is context-specific for their country. For example, the process will need adapting to fit with planning cycles and avoid duplicating efforts.

The following list outlines expected actions by donors at each stage of compact development. While the compact itself is a key milestone, the real value will come in working pre-compact to build multi-stakeholder buy-in to a robust plan for agriculture, and working post-compact to scale-up investment, drive action and evaluate results. If donors are joining the CAADP process at later stages, they should also consider taking the earlier (stage 1 and 2) actions to ensure their support is effective.

Stage 1: Engagement and partnership development

1. Engage in policy dialogue and consensus-building on the role and value of CAADP as a collective strategic framework for agricultural growth, poverty reduction, and food and nutrition security.
2. Support full integration and harmonisation of CAADP processes with national development planning, national budgeting and with external assistance for the agricultural sector
3. Support engagement with the African Union, Regional Economic Communities (RECs), and other relevant sub-regional institutions to ensure that the continental, regional and country-level dimensions of the CAADP agenda are all taken in to account during their respective planning and implementation processes.
4. Broaden the scope of the ADWG and link to other donor working groups to ensure that donors are able to respond effectively to the comprehensive nature of CAADP, by linking agriculture to nutrition, food security, trade, private sector development, infrastructure, finance and governance. In some contexts it may be valuable to establish a cross-sector working group for CAADP.
5. Engage country directors and heads of mission throughout the CAADP process to ensure prioritisation, and to link across to other initiatives.
6. In partnership with the CAADP country team, support the profile of CAADP and agricultural development across government, especially with the Ministry of Finance.
7. Map existing agriculture-related donor assistance and government investments in each country.
8. Seek inclusion of non-traditional donors and stakeholders throughout the development planning process.
9. Take CAADP processes and agreements (*or compacts*) into account in strategising and programming development assistance.
10. Participation in CAADP launch events and endorsement of the CAADP road map.

Stage 2: Evidence-based planning

1. Support identification of key investment priorities and policy issues for the private and public sectors.
2. Ensure necessary capacity is available to support stocktaking, investment analysis and evidence-based planning. For example: by financing

additional (to that already provided) technical expertise where needed; by reviewing terms of reference for stocktaking and analytical studies; and by commenting on technical reports.

3. Facilitate knowledge sharing for research findings to support evidence-based decision-making
4. Support realistic estimates and assessment of financing available from governments, donors and the private sector within short, medium and long-term time frames.
5. Work with HQ level donors to understand how international financial architecture and country level financing will need to be coordinated.
6. Disclose information about current agricultural financing for and programming with non-government partners, and assess how these partners can contribute to CAADP goals.

Stage 3: Building alliances for investment

1. Review and discuss results of stocktaking and investment analysis with CAADP stakeholders.
2. Review and discuss the priorities set out in the CAADP Compact.
3. In partnership with government, support the involvement of multiple stakeholders in planning processes e.g. smallholders, private sector, farmer organisations. Those stakeholders with weak voices (e.g. women and smallholders) may require additional support to effectively participate.
4. Be transparent about expectations of the quality required of the compact and its associated investment plans to access donor finance during implementation. Jointly establish clear performance criteria and milestones required for establishing and scaling up investment.
5. Participate in the CAADP Roundtable Conference and, where appropriate, endorse the process, commit to supporting implementation and sign the compact.
6. Advocate for policy coherence with CAADP priorities across related sector working groups.

Stage 4: Program implementation, M&E and peer review system

7. Establish harmonised processes to support programme design and policy reform. Support country-level structures and instruments for effective co-ordination across government agencies, among donors and among other stakeholders.
8. Identify actions and resources to help implement immediate priorities highlighted at the roundtable, and agree on a clear timeline for delivery of these.
9. Review and align current donor (and government and other investment) programmes with CAADP priorities. Identify financing gaps and additional support opportunities.
10. Work with CAADP stakeholders¹³ to support development of detailed costed investment programmes. Work should include:

13 These should include pillar lead agencies, RECS and national governments

- a. Identification of capacity needs and development of a capacity building plan;
 - b. Planning for the inclusion of multiple stakeholder interests, e.g. those of smallholders, women, and private sector actors throughout value chains;
 - c. Ensuring financial, economic, social and environmental sustainability
 - d. Development of a joint quality assurance process¹⁴;
 - e. Medium-term indications of donor finance available
 - f. Planning to build long-term financial sustainability;
 - g. Agreeing investment programmes (incl. capacity building plan) with all stakeholders.
11. Identify opportunities to use donor (public) funds to leverage private sector funding for agriculture through public private partnerships and improving the business climate.
12. Develop a mechanism to coordinate predictable, multi-year donor and government financing for CAADP investment programmes. This should:
- a. Strengthen country systems so that they can be used by all donors;
 - b. Enable donors using different aid instruments to coordinate their financing;
 - c. Where possible, use existing national financing mechanisms;
 - d. Enhance donor accountability for financing commitments;
 - e. Be based on a single [unified] performance framework and joint monitoring of results; and
 - f. Provide government with flexibility to adapt CAADP investment programmes to changing circumstances.
13. Support the CAADP peer review process to track progress:
- a. Support and strengthen monitoring and evaluation mechanisms;
 - b. Participate in the development and implementation of an annual performance review (e.g. using an annual report card to track investment, implementation, policy reform, and sector performance against commitments made by all stakeholders in the compact);
 - c. Support the involvement of multiple stakeholders in the peer review process.

¹⁴ Quality assurance should include dialogue that asks whether the plan: reflects CAADP principles of good practice; is financially and economically viable; meets social and environmental safeguards; compares well with similar investments in other countries; balances ambitiousness and realism; aligns with 10% annual budget target agreed at Maputo in 2003.

Donor roles and responsibilities at an international level

Donors based at headquarters will work with country-based donors to support the CAADP process at country level. They will coordinate their support for African agricultural development plans through the following actions that:

1. Improve the current informal coordination mechanism (the CAADP Development Partner Task Team of the Global Donor Platform for Rural Development)
2. Ensure regular communication between headquarters and country offices regarding CAADP and other global initiatives for agriculture and food security which have significance for CAADP.
3. Support and encourage staff at country offices to work proactively with national governments and other stakeholders in the CAADP process (e.g. through country visits, promoting CAADP to senior decision-makers, and communicating evidence-based results).
4. Build the capacity of country offices to engage with CAADP (e.g. providing information, best practice case studies, contacts, training, and staff resources where possible).
5. Promote cross-sector working at regional and headquarter levels to ensure policy coherence e.g. between nutrition, food security, private sector development, trade, and infrastructure programmes.
6. Advocate for increased financial support for countries with CAADP compacts and corresponding investment plans.
7. Work with country-level donors to ensure that international aid instruments designed to finance CAADP investment programmes are transparent, useful and reinforce the national governance of agriculture and food security strategies.
8. Provide financial and technical support to governments, AUC/NEPAD, pillar lead institutions and RECs to manage the CAADP process. This is primarily through the *Multi-Donor Trust Fund*, managed by the World Bank.
9. Provide financial support to continent-wide and regional CAADP programmes and projects.
10. Support the development of Regional CAADP compacts and improve donor coordination around these. Donors will agree on an approach to supporting regional CAADP compacts by November 2009.
11. Enhance links to CAADP stakeholders at the international level (international agencies, foundations, farmers organisation platforms, private sector actors etc.) as required.
12. Help raise the profile of CAADP in the international policy environment, and promote agricultural development as a key strategy to reduce poverty and hunger and improve nutrition.
13. Improve global policy coherence in support of African agriculture and food security.
14. Develop and participate in a mutual accountability framework. This would track donor commitments to CAADP country and regional plans, and review performance of agriculture and food security development assistance policies on Africa.