

# CAADP



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**Comprehensive Africa  
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## NEPAD

A PROGRAMME OF THE AFRICAN UNION



## Agriculture and CAADP: a new vision for Africa

The 1980s leading up to the 1990s and 2000s were decisive and compelling to Africa to re-look at its development strategies and thrust. Deep and highly strategic thinking at both technical and political levels led to the evolution of the New Partnership for Africa's Development (NEPAD) as the first ever Africa level coherent policy framework aimed at stimulating and supporting systematic and harmonised thrust to change and drive the course of Africa's economic growth and sustainable development. The call to action was profound and urgent as at stake was some of the basic needs of Africa's populations including food and nutrition security. Therefore, one unique element in the NEPAD was its features to draw attention to some fundamental aspects of development models and initiatives. It has become even clearer that the issue was more than just a question of "more money", but a systemic transformation in the "way-business-is-done"

NEPAD identified a number of thematic areas as central to this reform agenda - especially as regards tangible results underlining a comprehensive and integrated economic growth and sustainable development agenda. Agriculture is one of these. Reflecting the trends and local socio-economic circumstances in NEPAD identified agriculture as, indeed, a central organising sector. Even in countries that had minerals or petroleum industries, empirical analysis (IFPRI, 2010) indicted that agriculture presented the best possible avenue to attain best return on investments in realising especially the people centred sustainable development. Therefore, it was clear that agriculture was going to be central to addressing what, at the time, was a growing and depressing problem of poverty as well as food and nutrition insecurity.

The Comprehensive Africa Agriculture Development Programme (CAADP), endorsed in 2003 (Maputo Decision, 2003) was specially formulated to stimulate the necessary reforms in the agriculture sector and bring agriculture to bear

**Box 1:** Over the period 1960 to 2010, while average yields more than doubled from 0.9 tons per ha to 1.9 tons per ha and arable land expanded by 61% (some 100 million hectares), Africa's agriculture production per capita remained below and in fact declined as compared to world average – just below 0.4 tons as compared to the just below 0.5 tons world average in 1960 to just above 0.5 tons as compared to 0.75 tons in 2010.

This performance was mostly on the decline in the 1970-80s also embracing the year 1981 when Africa moved from a net exporter to a net importer of agriculture products and have remained like that to date. African Futures Project (Institute for Security Studies, 2012), highlights that Africa is importing 45% of its rice and 85% of its wheat needs. It further indicates that in monetary terms, agriculture imports have soared, growing from US\$13.8 billion in 1981 (5.1% of GDP) to US\$114 billion (nearly 13% of GDP) by 2010

on the socio-economic growth and sustainable development. CAADP is Africa's policy framework for agriculture and agriculture-led development. It is an integral part of the NEPAD. It is within the NEPAD context, that CAADP is able to link and align with development objectives in other sectors, thereby providing for comprehensive and harmonised development policies, strategies and programmes. In CAADP, Africa believes that agriculture and the food industry can be the engine for growth in Africa's largely agrarian economies, with tangible and sustainable impact on improving food security and nutrition, contributing to wealth and job creation, empowering women and enabling the expansion of exports.

## Understanding CAADP Core Values and Principles - 10 Years On

Nearly ten years since the endorsement of CAADP by Africa's Heads of State and Government and even as looking forward into another decade, the profound nature and relevance of the CAADP values and principles could have not been any better in terms of central organising principles to stimulate and champion systemic transformation in policies, institutions and way-business-is-done, thereby strengthening and aligning capacity and ability to raise performance of the agriculture sector and its contribution of economic growth and sustainable development.

### Box 2. The roots of NEPAD

#### The NEPAD Vision:

The New Partnership for Africa's Development (NEPAD) is an initiative based on a pledge by African leaders recognising their pressing duty to eradicate poverty and place their countries, both individually and collectively, on a path of sustainable growth and development while at the same time participating actively in the world economy and body politic. NEPAD is anchored on the determination of Africans to extricate themselves and the continent from the malaise of underdevelopment and exclusion in a globalising world.

NEPAD arose from a mandate given by the OAU to the Heads of State of Algeria, Egypt, Nigeria, Senegal and South Africa to develop an integrated socio-economic development framework for Africa. The resultant framework was adopted by the OAU in July 2001.

#### Overall NEPAD objectives:

1. Establish conditions for sustainable development (peace and security; democracy and good political, economic and corporate governance; regional cooperation and integration; Capacity-building)
2. Encourage policy reforms and increased investments in priority sectors (Agriculture; Human

development, Infrastructure, Environment, etc...)

3. Mobilise resources (Increasing domestic savings and investments; management of public revenue and expenditure; Africa's share of global trade; foreign direct investment)

**NEPAD principles:**

- African collective ownership and leadership around a shared vision
- Good governance and accountability
- Anchoring the development of Africa on its resources and resourcefulness of its people;
- Partnership between and amongst African peoples;
- Acceleration of regional and continental integration;
- Building the competitiveness of African countries and the continent;
- Forging a new international partnership between Africa and the rest of the world; and
- Decisive commitment to achieving the MDGs.

**The CAADP Vision and Goal:**

CAADP's vision is to maximise the contribution of Agriculture to achieving the ambition of a self-reliant and productive Africa and delivering economic growth and sustainable development for its people as well as playing its full part on the world stage. The goal for the sector is an agricultural-led development that eliminate hunger, reduces poverty and food insecurity thereby opening the way for an expansion for exports and put the continent on a higher economic growth path within an overall strategy of sustainable development and preservation of the natural resource base.

CAADP was also a practical instrument and framework by which Africa was going to drive the efforts to achieve the Millennium Development Goals.

**The two main overarching "targets" of CAADP:**

CAADP sets two core targets in pursuit of its vision. The two targets profoundly reflect both tangible measure of what needs to be achieved and intangible value related to transformational objectives. To interpret and assess performance and progress on these two targets, it is important to be clear and relate to the rationale and related principles on which the targets were based.

The two targets are:

1. Countries commit to raise the annual agricultural productivity to a minimum of six per cent by 2015.

Whiles this target reflects change/improvements and increased/expanded used of improved technological innovations, from machinery through to improved crop and animal

varieties and breeds, it also relates to attaining the 6% with and from improved and strengthen capacity for effective and efficient execution and delivery.

2. Countries commit to increase public investments in agriculture to at least 10 per cent of their annual national budgets by 2008 and this has since been revised to 2015 (AU Summit Decision, 2009).

While acknowledging and reflecting in this target the need for increased investment financing for agriculture – if the at least 6% annual productivity target is to be achieved – this target was developed to also reflect two fundamental principles, namely that Africa's development overall and specifically agriculture development, especially so in its transformational objectives, could only be championed with ultimate shift in behavioural action and change with regard to local responsibility and with direct link to deployment of own resources. In this way, the target goes beyond just "more finances" but also covering underlining issues of responsibility, accountable and inclusiveness. Over the ten years, this target continue to also bring to the fore issues of (a) power of the public budget in leveraging private sector financing and (b) "value for money" along questions" such as "what in Agriculture could provide best return on public investment financing.

The vision for agriculture is that the continent should, by the year 2015:

- Attain food security (in terms of both availability and affordability and ensuring access of the poor to adequate food and nutrition);
- Improve the productivity of agriculture to attain an average annual growth rate of 6 per cent, with particular attention to small-scale farmers, especially focusing on women;
- Have dynamic agricultural markets among nations and between regions;
- Have integrated farmers into the market economy including better access to markets, with Africa to become a net exporter of agricultural products;
- Achieve more equitable distribution of wealth;
- Be a strategic player in agricultural science and technology development; and
- Practice environmentally sound production methods and have a culture of sustainable management of the natural resource base (including biological resources for food and agriculture) to avoid their degradation

**Chart 1: What is unique about CAADP**

- Driven by a collective desire & vision/determination to deliver results-impact from Africa's agriculture development agenda:
  - Unprecedented political will and leadership
  - Ownership meaning responsibility
  - Shift in "mind set" on development & partnerships

- Not just about mobilising (foreign) resources/monies
  - Local institutional reforms & capacity strengthening
  - Partnerships and collaboration; inclusiveness
  - Internalisation and ownership at all levels
- An underlining framework for coordinated thrust and identifying options with potential for best return on investment/highest possibility for impact
- CAADP is not just about tackling issues, but provides the first comprehensive effort to address them in an integrated and comprehensive manner

- Policy environment to provide desired incentives for both state and non-state players (Security, investments, Governance, etc...). The results are reflected in both the quality of the policies (effectiveness, appropriateness, etc...) as well as in the quality of the policy design processes (e.g. inclusiveness, link to evidence-based analysis and ability to track progress and performance), and
- Institutional arrangements and capacity for effective and efficient implementation. This is critical element in building systemic capacity and ability to deliver on national and continental development programmes. Strengthening and aligning organizational strategies to national priorities, strengthening operational efficiency including tracking organization ability to implement and deliver results, ensuring accountability and development of associated human competencies are all elements in this thrust.

### Key principles and values underlining the CAADP

CAADP is one of the priority areas of NEPAD in which the NEPAD principles and values are expected to be translated into and guide action. The following NEPAD principles and values are central to embracing and achieving both short to medium and long term objectives within the CAADP vision:

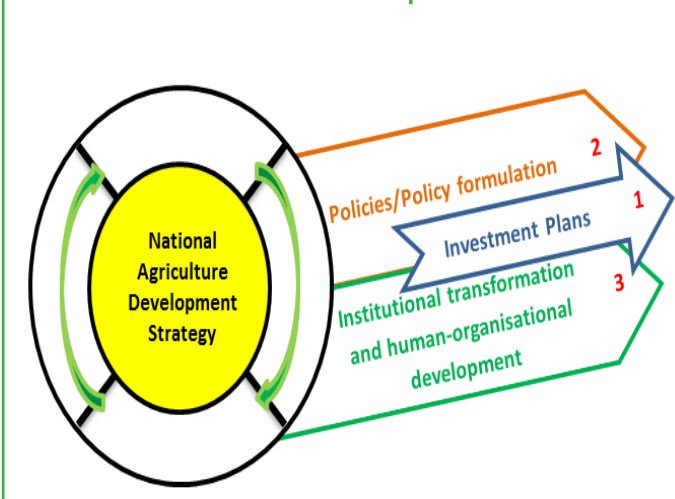
- **Transparency and accountability** driven by peer-pressure based on shared vision and collective responsibility to the greater good in enabling Africa to realise sustainable development and economic growth
- Local **ownership and responsibility**
- **Partnerships and collective responsibility** including respect for mutual value and commitment to mutually rewarding partnership principles. This including collaborating at optimal levels in synergies and complementarities as well as clean and responsible multi-sectorialism
- **Inclusiveness** also relating to multi-sectorialism, synergies and complementarities as well as subsidiarity appreciating that advancing an agriculture agenda is more than a single-sector issue.

### Primary CAADP impact areas

The last ten years of CAADP have also shed light on a clearer and concrete understanding of the main primary areas which should demonstrate the results and change from implementing CAADP and thereby advancements in realising the CAADP vision and attaining its objectives. Both in short and long term perspective, in more tangible agriculture productivity as well as transformational objectives, three mutually reinforcing results areas are critical in assessing or demonstrating the unique CAADP value addition. These are (see also Chart 2):

- Level and quality of productivity able to position agriculture an engine for GROWTH. This result centres on the quality of the Investment Plans as well as planning processes.

Chart 2: CAADP reform result-impact areas



### CAADP's four foundation pillars

In pursuing the CAADP vision and its objectives, including transformational objectives, CAADP identifies four mutually inter-dependent thematic priorities (commonly referred to as the CAADP Pillars) – See Chart 3. The four pillars are developed to reflect and embrace all forms of agriculture, i.e. arable, forestry, fisheries and livestock sub-sector systems. These are:

- **Extending the area under sustainable land management and reliable water control systems.** This priority area aimed to address some of the basic (natural) resource use aspects of agriculture. Primarily the focus is on soil fertility management, sustainable land use and enhanced land productivity; sustainable use and productivity of agriculture water in both rain-fed and irrigated systems and land administration and land policy

Over the last decade, other key issues that have come to the fore within the context of this pillar include climate change (especially in the context of the agriculture-climate change inter-dependences – climate smart agriculture)

- **Rural Infrastructure and Trade-related Capacities for Improved Market access:** Focusing on complementary investments in rural infrastructure, particularly rural roads, storage, processing and market facilities required to stimulate growth in agricultural production and improve competitiveness of production, processing and trade in crop, livestock, forestry or fishery sub-sectors. This Pillar also aimed to bring necessary attention and action on the measures to prop-up Africa's share of overall world trade, which at the time, i.e. in the 1990s-2000s was insignificant and declining. Then, Africa's exports accounted for only 1.6 per cent of global trade despite Africa having 13 per cent of the population and in agriculture, the share of Africa in world exports dropped from 8 per cent in 1971 -1980 to some 3.4 per cent in 1991-2000 (G8 Report, Kananaskis Summit, Canada 26-27 June, 2002). This is as much about competitive production systems as it is about adequate legal and regulatory institutional frameworks as well as sufficient transport, storage and marketing infrastructure, and supportive trade and macro-economic policies. To boost exports, the Pillar also aimed to facilitate strengthening agro-processing to turn around export of what was largely unprocessed products to more high value processed products as well as draw attention to enhancing local capacity to meet technical standards for export products, in the context of the WTO Sanitary and Phytosanitary Measures (SPS) and on Technical Barriers to Trade (TBT).

Over the last ten years, focus under this pillar has been on private sector development including building basis for mutual public-private sector collaboration and partnerships, entrepreneurship development and strengthening domestic private sector into a formidable player in Africa's development agenda (i.e. NEPAD) in general and CAADP – Agriculture development, in particular. However, other issues within the pillar have increasingly come to the fore and will certainly be part of the key drivers for change in the context of this pillar. These include boosting intra-Africa trade in particular, strengthening capacity and policy environment to address constraints such as inadequate physical infrastructure, unstable market opportunities related to production variability, relatively small markets, and lack of current market information and trading skills and rapidly changing trade regulations. Through work on the national and regional (CAADP) Agriculture and food security investment plans (NAIPs), Africa is emerging clearer and determined that regional integration is an

important component to the winning formula for Africa's agriculture and agriculture-led development.

Forward will also need to bring renewed efforts to expand significantly and rapidly investments in agriculture related infrastructure and energy – specially targeted to boost defined components of the agriculture value chain, i.e. production, agro-process, storage and markets, trade and commerce.

The Pillar has also paid considerable attention to issues of investments – from the 10% Maputo decision through development assistance in form of both bilateral and multilateral financing partnerships as well as initiatives such as the G8 L'Aquila fund. More recently, with a focusing on private sector investment financing under initiatives such as the AUC-NPCA-WEF led Grow Africa Partnerships and the G8 New Alliance. While these efforts need to translate into significant new funds, it is clear that equally critical in these efforts is issues around financing instruments and policies relating to responsible investments with clear measures that such investments are contributing to sustainable development. Urgent and critical for Africa is the positioning of agriculture as a wealth creation industry (e.g. just like mining) and within it ensure appropriate policies and measures for wealth retention including contribution to stable job creation, incomes and poverty alleviation and food security. Alignment of financing partnerships and initiatives including private sector financing partnerships as well as development aid financing within the CAADP framework is meant to ensure such financing is aligned to and consistent with national agriculture development priorities, strategies and programmes.

- **Increasing food supply and reducing hunger across the region by increasing smallholder productivity and improving responses to food emergencies;** the intensity and magnitude of sections of Africa's population hungry, malnourished and food insecure makes this a development issue in as much as it is a socio-economic issue. Hunger undermines people's health and their ability to study and work. It leaches away enterprise, intelligence and energy. Malnourishment devastates children, stunting their potential as adults and making it more likely that their own offspring will live the same cycle of deprivation and poverty. Tackling the problem of hunger, by improving food security and rural incomes, is therefore crucial to eradicating poverty in Africa.

In Africa as elsewhere, the poorest and the most hungry tend to be one and the same people, living on the margin of survival and highly vulnerable to any shock. The pillar, hence, draws attention to strategies and efforts for preferential support to increase and build own capacity to sustain

access to food and nutrition. As significant number of those food insecure and malnourished being in rural and peri-urban areas and mostly subsisting through some form of “subsistence farming” and/or selling of their labour, short term efforts will require decisive interventions to empower such communities through, e.g. access to some means of production, training and systematic capacity development as well as possible circumstance-specific protection and/or incentives.

There is also an even expanded group far too often caught up, far too often, in emergency-related food security situations. The number, scale and intensity of emergencies in Africa have all been increasing due to both natural disasters (especially droughts and floods) and human-caused calamities including civil strife and conflict. The globalisation of the food systems and as can be seen from the hikes, volatility and uncertainty in food prices in 2008-09, such situations also come as emergencies to many countries and communities throwing even more people in food insecure situations. This calls for specific policies and strategies on well targeted safety nets and food reserves.

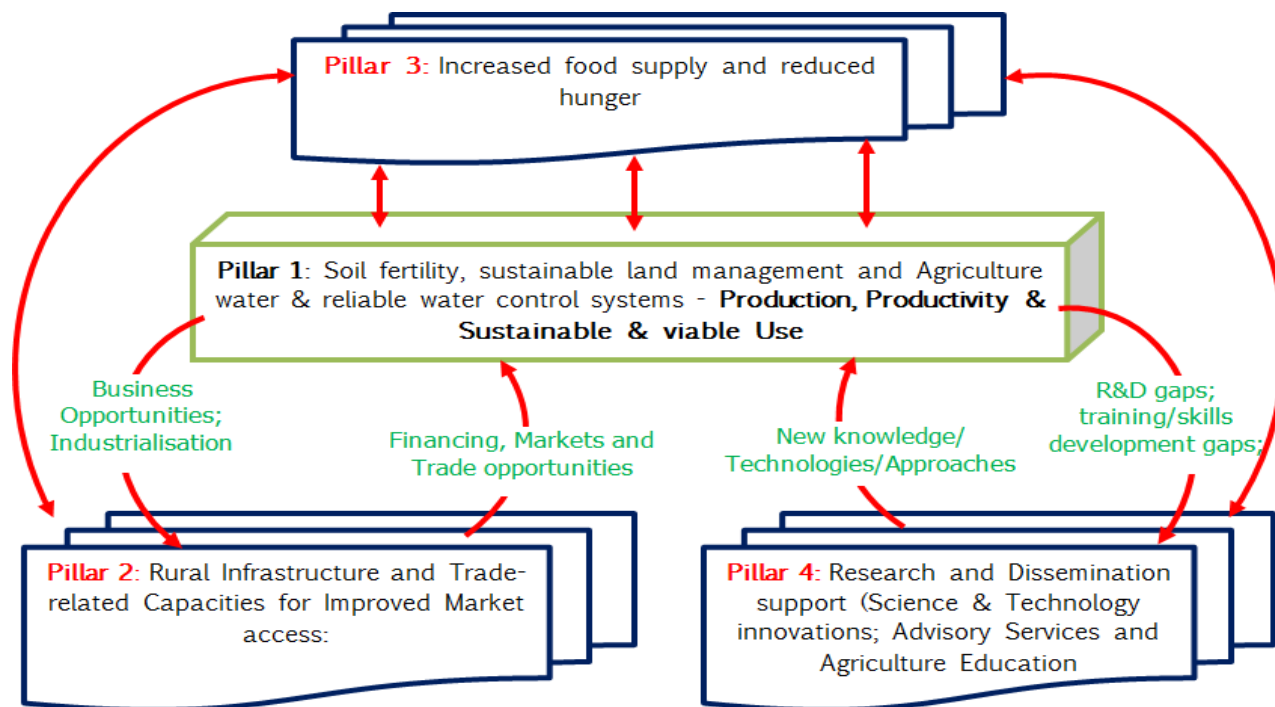
Also coming more up-front within the context of this pillar is Africa’s population growth rate and the urbanisation rates as compared to rate at which Africa is growing its capacity to feed itself – will Africa manage to feed its growing urban population and associated emerging middle class. It is estimated that by 2025, 60% of Africa’s population will be living in urban towns.

Such issues, together with the global food systems which appear highly sensitive to global food and energy prices, has reignited the discussion on food sovereignty in some African capitals. CAADP will have to help countries to objectively reflect on this and facilitate appropriate policy and investment options.

The CAADP process have also emphatically exposed the multifaceted nature of the food and nutrition security agenda – including that this is more than an agriculture issue – even though agriculture is and will be an important window to initiate pursuance of the food and nutrition security agenda. Collaboration and partnerships on food and nutrition security are required across the sectors, across government ministries and departments, across regions involving public, private and civil society communities. This is an important feature CAADP is driving in the efforts to stimulate and support stable and enhanced capacity of countries and regions to ensure food and nutrition security for their peoples.

- **Improving agricultural research and systems to disseminate appropriate new technologies, and increasing the support given to help farmers to adopt them:** This pillar aims to provide African agriculture the desired scientific and technological underpinning for it to be effective, efficient and appropriate thereby remaining competitive and sustain productivity gains. While additional/new research, science and technology are key elements in this pillar, there is, than ever before, special focus on strengthening and aligning

The CAADP thematic priority areas (the CAADP Pillars)



Africa's capacity (policies and institutional) to do research as well as ensure the research agenda is consistent with pressing needs to support advances highlighted in the other three pillars.

Without technological upgrading and adoption, even large-scale investment would soon perform sub-optimally and fail to gain for Africa the success it needs.

The pillar aims to galvanise political and technical resolve and set of actions to (a) accelerate adoption of most promising technologies so as to support immediate improvements of African production systems; (b) technology delivery systems that quickly bring innovations to farmers and agribusinesses so making increased and expanded adoption possible, including through an appropriate use of new information and communication technologies; (c) renewing the ability of agricultural research systems to efficiently and effectively generate and adapt to Africa new knowledge and technologies, including biotechnology, climate change, etc... as well as social and systems research needed to increase output and productivity while conserving the environment; and (d) mechanisms that reduce the costs and risks of adopting new technologies. To do this, the pillar identifies several lines of action, of which the following may be highlighted:

- Increasing investment in research and technology development;
- Increasing the share of private sector funding of agricultural research;
- Institutional and financial reforms aimed at making national agricultural research systems more sustainable

The goal is to double the current annual spending on agricultural research in Africa within 10 years. In essence, this would amount to annual investments of some US\$1.6 billion for the period till 2015.

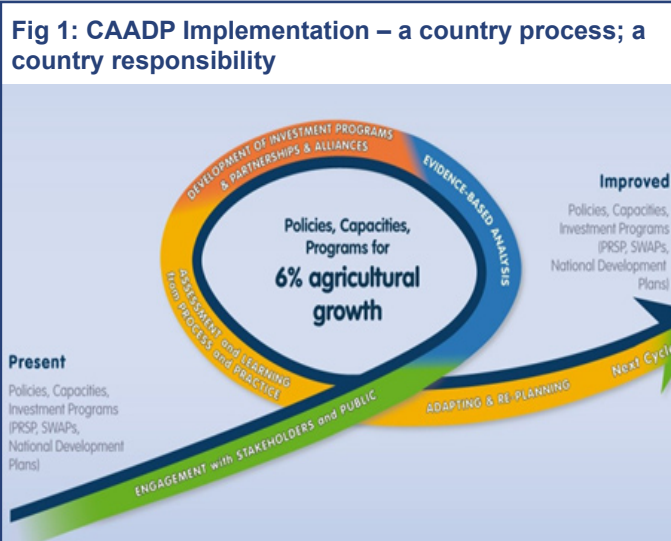
Within this Pillar, CAADP have also driven efforts to address in an integrated manner policies and strategies related to agriculture advisory services and extension as well as agriculture education. There is growing efforts going into defining within the CAADP context policies and strategies which will build and align Africa's capacity to train and develop skills and competencies for its labour force for industry and commerce.

Underlying the inclusion of the chapter on research is the key message that in pursuing immediate responses to its agricultural crisis, Africa cannot afford to be short-sighted: it must keep an eye on factors essential for its continuing long-term competitiveness and productivity. CAADP is

in this regard advancing efforts on historical and foresight/perspective analysis and studies.

**What does implementing CAADP imply and how does the country go about to implement CAADP**

CAADP implementation is a country process. Everything related to decisions, actions and implementation is within the responsibility and custodianship of country systems with Governments taking special leadership roles. So CAADP in this way also represent a clear country led initiative and the thrust for in-situ evidence-based analysis and prioritisation also ensure the agenda is local and reflects needs and aspirations of the local communities.



It is in this context that CAADP has defined “CAADP implementation” as distinguished from “CAADP Implementation support”. Figure 1 presents what has emerged as the country CAADP implementation process. The CAADP Guide (weblink) provides the detailed description of the process along the four highly iterative and systematically inter-linked and inter-dependent. One critical unique feature of this process is that it not linear and ultimately constitutes the process by which the country delivers reform in its policy and institutional capacity and systems. So the process translates in “how-business-is-done” as opposed to a one-off exercise. The last ten years have been unambiguous in bring out CAADP as first-and-foremost a transformation agenda. In marking out CAADP uniqueness and value addition, the transformational elements and objectives have come to the fore underling that in as much as it is about achieving the “at least 6% annual productivity target”, it just as much about enhancing capacity and ability of the continent to sustainably and competitively deliver the “at least 6% annual productivity target”.

Figure 2 adds to the “Country CAADP implementation process” (i.e. to fig 1), elements on CAADP implementation support – which is the numerous undertakings led by the African Union Commission (AUC), the NEPAD Agency and Regional Economic Communities (RECs) in supporting members states on CAADP implementation. The AUC, NEPAD

and RECs are working with various players and stakeholders – local, regional and international, bilateral and multi-lateral, private, public and civil society – in rallying coordinated and coherent programmes and initiatives to support countries (and regions in terms of the regional agriculture development programmes) along the four specific segments of the country CAADP implementation process. At country level, the support is organised and coordinated through the offices of the Permanent Secretary (Principal Secretary) in the Ministry of Agriculture. The Country CAADP Team is a multi-partner team coordinated within the office and powers of the Permanent Secretary and is responsible for the leg-work in coordination and championing CAADP implementation in the country.

**CAADP's regional thrust**

CAADP has defined a clear and integral regional segment. Development and alignment of regional and inter-regional markets and trade opportunities is one of the priority aspects of CAADP's winning formula. Success at regional level in terms of functioning markets, trade institutions and policies and associated regulatory frameworks is critical to sustaining success in national agriculture development initiatives. The national investment plans are, in this regard, providing the never-before achieved in terms of evidence-based national priorities as solid basis for regional priorities and programming.

In this context, the RECs have a double role in CAADP, namely (a) advancing regional integration objectives as is central to their mandates and core functions and (b) key players, working with AUC and NEPAD Agency to provide and facilitate the CAADP implementation support.

**Box 3: African agriculture and sustainable development**

In Africa, agriculture accounts for about 40 per cent of GDP, 15 per cent of exports and 60-80 per cent of employment on the continent. It is therefore clear that improvements in the agricultural sector are fundamental to achieving the transformation of African societies and economies that is still needed to be able to deliver growth, opportunities for its young population, food stability and improved resilience.

The RECs regional CAADP compacts and regional agriculture and food security investment plans will be key CAADP instruments in championing systematic and coherent thrust to achieve, expand and up-scale regional agriculture business – markets, commerce and trade.

**Box 2: CAADP is not just about tackling issues, but provides the first comprehensive effort to address them as an integrated and comprehensive process. This framework, with common objectives and targets, should enable lessons to be shared and successes to be scaled up more effectively than before.” CAADP's coordinating role “will help to ensure coherence and coordinated action on important regional policies such as trade, food safety standards and the control of trans-boundary pests and diseases”.**

**Contact CAADP**

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