CONCEPT NOTE AND GUIDELINES

COUNTRY AGRIBUSINESS PARTNERSHIPS **FRAMEWORK** (CAP-F)

Recalibrating policies, resources and capabilities for accelerated CAADP implementation

CAADP

NEPAD
TRANSFORMING AFRICA

Contents

Executive summary

Agribusiness plays an important role in the agricultural transformation process by providing forward and backward linkages to other economic sectors of development. Apart from a rapidly growing local and regional market demand, the recent improvement in agriculture growth performance opens new opportunities on the supply and competitiveness of agriculture commodities on the continent. There is also a growing recognition on the importance of private sector investments in developing agribusiness value chains in African countries, as underlined by the African Union Agenda 2063, the Malabo Declaration and the UN 2030 Agenda for Sustainable Development.

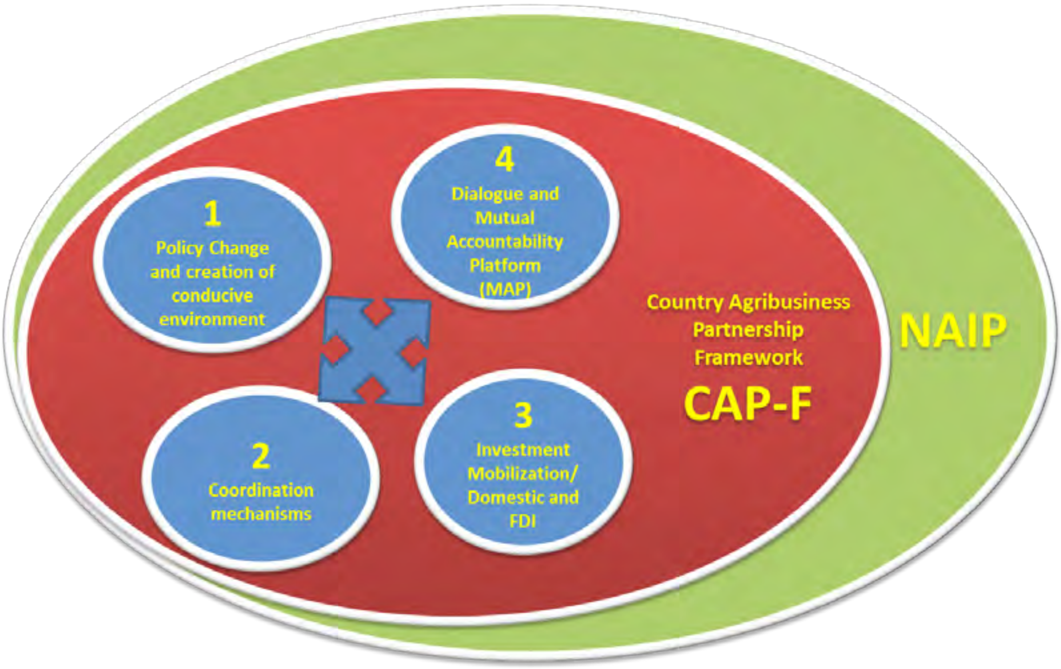
The Comprehensive Africa Agriculture Development Programme (CAADP), which provides a framework for the National Agriculture Investment Plan (NAIP) during its first decade, largely focused on public investments in strategic value chain segments and priority commodities. The Country Agribusiness Partnerships Framework (CAP-F) outlined in this document aims to supplement the country CAADP investment plans by stimulating private investments. As one of the CAADP instruments, the CAP-F will (i) identify and set enabling policy reforms in motion through multi-stakeholder engagements and institutional support systems, and (ii) establish collaborations that will allow the sharing of resources and capabilities for improving the efficiency of priority agribusiness value chains.

The transparent inclusion of all stakeholders, including the smallholder farmers, national and international investors, governments, development partners, civil societies and other non-state actors, is an important guiding principle in planning and governing the implementation and adaptation of the CAP-F. In partnership with the stakeholders, key systemic policy agendas that can enable private investments in agribusiness value chains will be identified by the stakeholders, and reforms will be expedited through institutional support systems.

Partnerships will also be built by recombining resources and capabilities of the different stakeholders along the priority agribusiness value chains, as envisaged by the country CAADP investment plans. According to the core competencies of the different partners and the potential joint values they could create, the CAP-F envisages multiple partnerships for different geographical areas and commodities, thus creating a network of relationships in the countries and regions.

Led by a group of ministers under the head of state/government, the implementation of CAP-F will be coordinated through a specially formed unit, the CAP-F Secretariat, under the country CAADP team or Agriculture Sector Working Group (ASWG). The partnership processes under the CAP-F will be guided and supported by a steering committee comprised of the representatives of the multi-stakeholder group. Accountability of the partners under the CAP-F will be reinforced by facilitating transparent disclosures of commitments directly to those on whom the partner has an impact and who have an impact on the partner and by engaging the stakeholders in joint reviews of partnerships biannually.

Progress of the partnerships on enabling policy actions and the sharing of resources and capabilities will be monitored and evaluated by the stakeholders and specialists on an annual basis against specific sets of indicators agreed upon by the partners at the beginning of each partnership cycle. The outputs, outcomes and impacts of the CAP-F will be reported to Agriculture Sector Working Group every year, and will contribute to the biennial review process under the Malabo Declaration and country CAADP commitments.



1. Introduction

The transformation of agricultural sector underpins the national policies of poverty reduction and economic development in Africa. Transformational opportunities, however, are often not readily present, but rather require to be additively built from often thinly spread foundational investments. The Comprehensive Africa Agriculture Development Programme (CAADP), which aims to eliminate hunger and reduce poverty through agriculture, provides a policy framework for agricultural growth and development in African countries. Through the Maputo Declaration[1], the heads of state and government of the African Union (AU) recommitted to allocate 10% of their national annual budgets to agriculture through CAADP implementation to achieve the envisaged 6% annual growth in agricultural gross domestic products (GDP). AU member countries have subsequently evolved national agricultural investment plans (NAIP) by reflecting on their own country-specific strategies on the CAADP framework.

[1] AU Summit Declaration on Agriculture and Food Security in Africa, Maputo, July 2003.

During the first generation of NAIPs, investment outlays were built around the following four synergistic pillars of CAADP:

- Extending the area under sustainable land management (Pillar 1)
- Improving rural infrastructure and trade-related capacities for market access (Pillar 2)
- Increasing food supply and reducing hunger (Pillar 3)
- Agricultural research, technology dissemination and adoption (Pillar 4)

Thus, as a key CAADP instrument, the NAIPs focused on returns on "public" investments in land, labour, water, infrastructure and technologies that could augment poverty reduction through agricultural transformation in Africa. Results indicate that the average agricultural expenditure share at continental level increased from 3.1% during 1995-2003 to 3.4% during 2003-2013, while the annual average agricultural GDP growth rate stood at 5.1% during 2003-2012[2]. Although highly variable across countries and regions, the bearing of such increased public investments and growth on the pace of poverty reduction has been slow[3].

With the advent of the Malabo Declaration in June 2014, the focus shifted to the main results areas of the key commitments. These are used to guide countries to come up with new/refreshed NAIPs that are Malabo-compliant.

The need to sustain increments in investments has therefore become far more critical in meeting the confounding challenges of accelerating poverty reduction through agricultural transformation. Given the current headwinds to the global economy, there is an urgent need for evolving **supplementary investment paradigms** that will stimulate private investments in agribusiness by enabling the policy environments and recombining the resources and capabilities of public and private stakeholders along the priority commodity chains. Moreover, agricultural transformation calls for the efficient translation of the increase in farm production into socio-economic benefits, which requires improved market competitiveness, increased market access and trade, resilience to external shocks, access to food and nutrition, and improved management of natural resources and the environment. Orienting agribusiness investments in such activities could also lead to increased value addition and employment along the value chains on the continent.

Recognising the potential roles of complementary private investments in driving the continental agribusiness and agricultural transformation agenda, the Heads of State and Government have called for the creation and enhancement of the necessary appropriate policy and institutional conditions and support systems for facilitating private investments in agriculture at the AU Summit held in Malabo[4]. Building on similar calls encapsulated in Agenda 2063 of the African Union on "The Africa we Want", the UN Agenda on Sustainable Development Goals (SDG) also urge partnerships for mobilising, redirecting and unlocking the transformative power of private resources to deliver on sustainable development objectives of local and national governments[5].

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[2] Regional Strategic Analysis and Knowledge Support System (ReSAKSS): http://www.resakss.org/region/africa-wide/growth-options (accessed on 19/09/2016).
[3] World Bank. 2013. Africa's Pulse, Vol. 8.
[4] Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods, AU Summit in Malabo, June 2014.
[5] United Nations. 2016. Transforming our world: The 2030 Agenda for Sustainable Development

Recent evidence-based estimates also suggest that good policies and strategic support from governments can help Africa's farmers and agribusinesses create a trillion-dollar food market by 2030[6]. The burgeoning urbanisation and a strong growth in market demand in Africa, which is further expected to increase fourfold by 2030, provide unprecedented market opportunities for African agriculture. However, the poor competitiveness of agribusiness value chains in African countries has been constantly raising the food import bills from outside the continent 6. Such adverse trends can be reversed by stimulating private investments and partnerships that are supported by implementing transparent and effective policies along the various agribusiness value chains. The purpose of this document is to establish a set of guidelines for designing a country agribusiness partnership framework (CAP-F), involving government, the private sector, development partners, farmer associations and civil societies, as a tool/ instrument to support CAADP implementation. Taking cues from existing initiatives, such as Grow Africa and the New Alliance for Food Security and Nutrition, this document proposes an outline for recombining and repurposing resources and capabilities through country-driven processes.

2. A decade of initiatives on integrating private stakeholders

Alliance with private stakeholders in the agricultural sector is not entirely new in Africa. Several business collaborations have long been taking place along the different value chains. For instance, country governments often enter into supply agreements for farm inputs such as seeds, fertilisers and equipment. Even small-scale rice millers in rural areas often seek arrangements with farmers to process their production. However, such collaborations represent arm's-length agreements and are merely transactional in nature, which means the relevant parties trade, sell or buy under specific terms of reference for a relatively shorter period and often on an ad hoc basis. What has not been fully recognised is how to use such passing collaborations to coherently and sustainably advance the implementation of the overarching national agricultural development strategies while being systematic.

More recently, large-scale public-private partnerships (PPPs) have also been emerging in building strategic infrastructure, such as rural roads, and agro-processing and storage facilities around large fertile land tracts in many countries. In countries such as Burkina Faso, Ethiopia, Ghana, Nigeria, Tanzania, Malawi, Mozambique and Zambia, such land areas are also partly shared with large private stakeholders through long-term lease arrangements. However, a lack of wider consultations with the relevant stakeholders and transparency in decision-making processes have often slowed the pace of such processes. Such controversies reiterate the need for countries to evolve investment approaches that cohesively integrate financial, environmental, social, governance and ethical issues into decision-making. A clear reflection on these issues is also paramount for the investors themselves with regard to their investment decision-making and ownership practices.

Responsible private sector investments in the agricultural sector have hence been promoted by various development partners and institutions in the form of several continental,

[6] World Bank. 2013. Growing Africa: Unlocking the potential of agribusiness.

regional and national programmes/projects and initiatives in the recent years. Grow Africa (Box 1) and the New Alliance (Box 2) represent two such continental initiatives that support the establishment and implementation of shared commitments from the government, private investors and development partners. While an extensive assessment of the weaknesses and strengths of these initiatives is not within the scope of this document, an attempt is made to briefly look at the key gaps and strengths of these initiatives - from the perspective of establishing an effective agribusiness blueprint as part of the country CAADP investment plans (NAIPs). The purpose is to draw key improvements from their experience and apply these to the design of a comprehensive framework for country-based agribusiness partnerships.

Box 1
Grow Africa is a regional platform that was co-founded by the AU, NEPAD and the World Economic Forum in 2011. It promotes private investments in agribusiness in order to realise economic growth and job creation through multi-stakeholder consultations. It has mobilised over $10 billion in private sector investment, of which $1.6 billion has already been realised in 12 countries (Ref: https://www.growafrica.com/content/loi-process-and-benefits

Box 2
The New Alliance for Food Security and Nutrition (New Alliance) was initiated by G8 members in 2012. It has established the Country Cooperation Agreement (CCA) as a tool to mobilise commitments and implement policy reforms and investments by private investors, governments and development partners in Benin, Burkina Faso, Cote d'Ivoire, Ethiopia, Ghana, Malawi, Mozambique, Nigeria, Senegal and Tanzania.

2.1. Strengths

Cooperation as a core value
The New Alliance (NA) and Grow Africa (GA) provide a clear focus on mobilising private investments as a "shared commitment" between country governments, donors, private investors and non-state actors.

Visibility
Strategic oversight is provided by a Leadership Council consisting of representatives from African country governments, G8 countries, African and global private sectors, civil society and farmers' organizations. It increases the visibility of the initiatives and their causes in promoting private sector engagements in the agricultural sector.

Consultations
The initiatives effectively employ dialogue forums as engagement mechanisms, providing an inclusive space for generating policy advocacies where representations from non-farm sector ministries and stakeholders are also involved.

Well-defined commitments
Country cooperation agreements (CCAs) are used as a framework for defining country-specific commitments and actions by the stakeholders. The following pool of undertakings have been committed in a total of 12 countries:

- Investments worth more than $10 billion have been committed by more than 200 private companies (both local and international) through 300 letters of intent (LOIs).

- Country governments have committed over 200 policy reforms and actions that would make the environment conducive to responsible private investments.
- Over $6.2 billion have been committed by the donors to support private investment processes.

Monitoring and evaluation

Despite several challenges in verifying the statistics on investments, the outputs in relation to commitments are effectively tracked in each country and are jointly reported by the NA and GA. The evaluation has recently been linked to countries' joint sector review (JSR) process.

Accountability

Annual reviews by the stakeholders are the primary accountability mechanism for the commitments, and enabling actions made under the CCAs. In addition, validation is done by the Regional Strategic Analysis and Knowledge Support System (ReSAKSS), which collects information from the government, donors and private sector in each country.

2.2. Shortcomings

Exclusive turf

The NA and GA initiatives cover only those countries that had readily agreed to commit to policy changes, such as strengthening intellectual property rights, supporting seed investments and opening up trade opportunities[7]. However, in several African countries such readiness would require time-consuming in-country political and technical consensuses, and in some cases preceding legislative measures or regional policy alignments.

Sudden heating and gradual cooling

The dynamics of momentum has gone through a substantial deceleration since the launch. For instance, the NA was put into operation with a sense of urgency, following calls from a critical mass of world leaders and high-level representatives from global institutions to end hunger and malnutrition. However, the subsequent actions have not adequately seized the initial momentum by reassuring the participating countries through monumental private capital footprints.

Collage

In the absence of a mapping exercise that would exclusively identify the required resource combinations under the CAADP framework at the start, the initiatives have rather attracted a wider spectrum of private stakeholders in the agriculture sector. This has resulted in a collection of assorted LOIs, which were subsequently patched onto the CAADP agenda. Hence, the alignments are not comprehensive enough to address the resource and capacity constraints in the CAADP-based NAIP framework.

Short-fuse exits

The initiatives settled the choices of private stakeholder relationship spectrum too soon by assigning the willing partners and their LOIs without taking them through an entire set of assessment and/or decision sequences. Furthermore, the LOIs could not substitute typical business proposals that are backed up with investment analyses. Hence, some of the initial commitments and engagements quickly discontinued when hidden expectations had not been met.

[7] https://new-alliance.org/faq

Weak policy support process

Despite their pivotal role in catalysing investments, the required policy reforms were identified, based on the generic understanding of global practices by the potential investors. Further support for generating comparative analytical evidence, institutional capacities for these policy considerations and trust among smallholders and civil societies have largely remained as passive elements under the initiatives.

Trust deficit

In the absence of traceable statistics and benchmarks for the impacts of the investments and the implementation of policy reforms, there is a growing uneasiness over the impacts on smallholder farmers and micro- and small enterprises. Disparities between the annual reports and ground reality further aggravate such mistrust among some stakeholders. The recent institutional transitions of the NA to the AU and the GA to NEPAD are seen by some stakeholders as a renouncement by the original founders.

2.3. Lessons learnt

Private sector engagements need to be well embedded in the CAADP agenda

While the importance of private sector development and its contribution to agriculture is broadly acknowledged, there is a need to elucidate some aspects:

(i) How these ventures are going to support the country priorities on food security and nutrition

(ii) What specific values will be added to the partners

(iii) How will they create such values

(iv) How the values will be captured in the context of the agricultural transformation and poverty reduction that African countries are pursuing under the CAADP framework.

Non-exclusive continent-wide support for private sector-led agriculture growth should be mobilised

With a strong re-endorsement of the CAADP principles and values and a renewed thrust for the facilitation of private investment in agriculture, agri-business and agro-industries, the AU has urged the nations, through the Malabo Declaration4, to adopt these priorities. This requires that all member countries develop frameworks for creating and enhancing the necessary policy and institutional support systems that can facilitate private investments.

Establish a country-driven process in evolving partnerships along agribusiness value chains in cooperation with the NA and the GA

An inclusive process aimed at maximising the involvement of all relevant actors in planning and implementation will be more effective in each country. Adequate attention will be paid to the participation of small, medium-sized and large local entrepreneurs and smallholder farmers. To gain from the momentum and capacities that are already generated by the NA and GA, it is important to continue to engage the NA, GA and other development partners and initiatives engaged in advancing food security and sustainable agricultural development through partnerships.

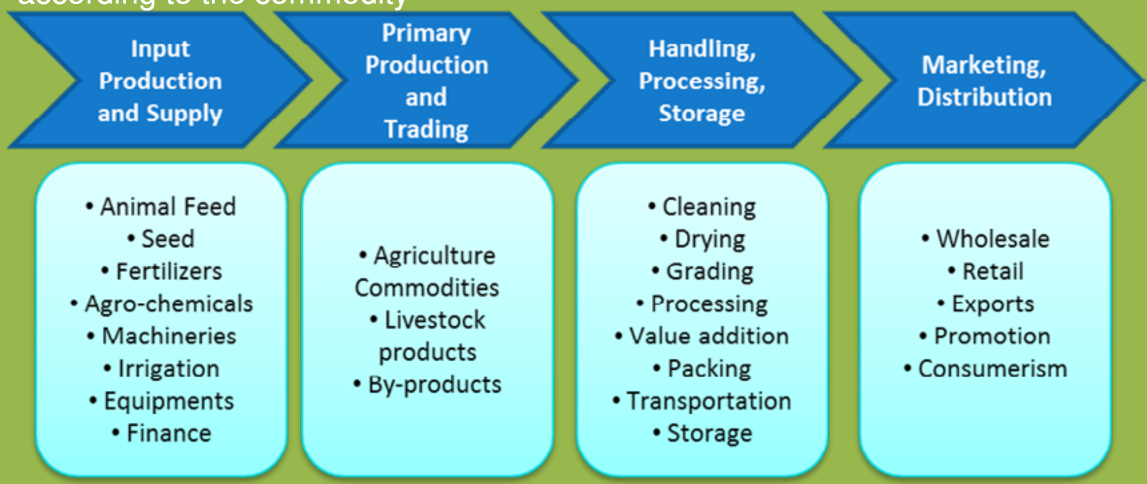
Institutionalise the facilitation process

The processes and systems of planning and coordination, and the accountability of collaborations with the private sector will be institutionalised and capacitated in the country. Monitoring and evaluation mechanisms will be directly supervised by the multi-stakeholder group that coordinates agricultural policy and development activities, and will be harmonised with the implementation of the overarching CAADP agenda.

3. Establishing a Country Agribusiness Partnerships Framework (CAP-F)

By providing the much-needed linkages between agriculture and the industrial and service sectors, agribusiness plays an important role in economic growth models. Agribusiness refers to a chain of business activities covering the supply of agricultural inputs, the production and transformation of agricultural products and their distribution to final consumers. Agribusiness value chains thus generally consist of four main segments: (i) input production and supply, (ii) primary production/farming, (iii) post-harvest and processing (agro-industry), and (iv) marketing and distribution.

Box 3: Components of agribusiness value chain segments will vary according to the commodity



"Partnerships" are defined as "voluntary and collaborative relationships between stakeholders in which the participants mutually agree to work together to achieve a common goal by undertaking a specific set of activities". Partnerships will include many different forms of collaboration, from facilitating the business environment to sharing resources and capabilities, but they will not necessarily involve equity or capital sharing. Partnerships will instead be built upon a shared vision and a set of core principles among the different players. The partners will include, but are not restricted to, the private

Box 5: Why the private sector ?
An efficient private sector will:

- complement the gaps in resources and capabilities
- improve returns on investments (infrastructure, research, extension, financial, social)
- widen market access
- create more jobs
- increase economic activities

sector, development partners, government, civil societies and farmers' organizations. It should, however, be noted that while partnerships drive a collective effort that can generate greater impacts than individual players alone, partnerships may in some cases require relatively longer time frames to generate results. Hence, partnership may not be a viable choice when quicker results are required. However, partnerships will be employed to render systemic transformation in order to resolve complex issues that cut across several sectors, geographies and players

Box 4: Why partnerships ?

Partnerships among stakeholders can add value by:

- providing an effective "lens" for understanding policy beliefs and changes
- increasing financial, human and technical resources, resulting in greater impact on the ground
- sharing costs and responsibilities
- rendering focus and greater understanding of the beneficiaries and stakeholders
- providing mutual support and motivation in problem-solving
- contributing new ideas, resources and capabilities from outside the traditional circle(s)

3.1. CAP-F value proposition

Box 8: Malabo commitments and goals that CAP-F will serve to achieve

Malabo Commitment	Goals
Enhancing Investment Finance (public and private)	Policy and institutional support systems for private investment in agriculture, agri-business and agro-industries
Ending Hunger by 2025	Doubling current agricultural productivity levels
Halving Poverty by the year 2025	Public-private partnerships for 5 priority agricultural commodity value chains with strong linkage to smallholders
Boosting Intra-African Trade in Agricultural commodities and services	Promote and strengthen platforms for multi-actors interactions

CAP-F aims to reinforce the linkages between the agribusiness value chain players and the CAADP-based NAIP agenda in African countries.

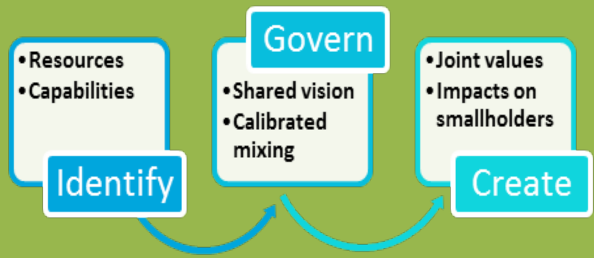
While NAIPs generally serve as multi-year public CAADP investment plans for agricultural sector development, CAP-F can serve as a dynamic registry for an annual inventory for partnerships and a registry for private investments that support the NAIP. Each country will generate its own CAP-F and deliberate on the pertinent agribusiness investment elements of the country's CAADP investment plan (NAIP). Since the efficient use of resources in a given country will substantially improve its competitiveness in agricultural commodity chains, resulting in regional and global comparative advantages, CAP-F can also help boost intra-African trade. It is hence envisaged that the CAP-F will also serve as one of the country CAADP tools for implementing the Malabo Declaration (Box 8). The technical focus of CAP-F is set on meeting the following two specific objectives:

(i) **Setting the policy agenda in motion:** Through collaborative consultations, the multi-stakeholder group will identify systemic policy issues and actions that could stimulate the private agribusiness environment (systemic agenda) from a pool of general policy issues of the agricultural sector (universal agenda). In collaboration with the ministry of agriculture and other line ministries, the multi-stakeholder group will jointly evaluate the evidence and its potential impacts and "elevate" a specific set of policy options (institutional agenda), and lobby for its enactment through decision-making processes (see Box 6 for the decision agenda).

Box 6: Partnerships among the stakeholders catalyse the process of the enactment of enabling policy actions

(ii) **Collaborations:** By combining the resources, assets and capabilities of organizations (including private), CAP-F will address the gaps and limitations of NAIPs in strengthening agribusiness commodity value chains. In such collaborations, the emphasis will be put on the distinctive and complementing competencies of partners in creating a joint value that can be shared among the smallholder farmers through economies of scale and economies of scope.

Box 7: Partnerships among the stakeholders will create additional values through a shared vision



The purpose of the CAP-F design proposed in the sections below is to provide guidelines for country teams to establish a CAP-F. Given the diversity in the current contexts (challenges and strategies) of agriculture development in the different African countries, the CAP-F design will not be universal and prescriptive. The CAP-F design will hence be flexibly modified over time by local and global partners according to the country aspirations for agricultural transformation and economic development. Countries that are currently engaging CCAs with assistance from NA and GA initiatives will either continue the CCAs as an alternative to CAP-F, or revise them to reflect some of the additional components described here.

3.2. Guiding principles for CAP-F

1. **Owned and embedded in the CAADP-based NAIP agenda**

CAP-F will be built on the results areas of country specific CAADP framework which is broadly reflected in the NAIP. The process of CAP-F planning, execution and adaptation will be upheld by the stakeholders of agriculture and its related sectors; and will be led by local country leaders who have hefty stakes in the agricultural transformation and economic growth.

2. **Transparent and inclusive engagement of the relevant stakeholder groups at all stages**

CAP-F will engage the relevant stakeholder groups through the entire set of processes (planning, implementation and adaptation). The engagement process should be inclusive and will encompass the key actors who have the critical resources (government ministries, the private sector (including local and international investors) and development partners), the primary stakeholders, who may be positively or negatively affected by the decisions (including smallholder farmers, pastoralists, fishers and local micro- and small entrepreneurs), and the intermediaries who have an influence on the implementation of decisions (including civil societies and other non-state actors).

3. **Combination of resources and capabilities that will be designed and managed so as to create and realise joint value(s) for the players**

Through a systematic matching of core competencies of private stakeholders with the gaps in resources and capabilities of countries' CAADP implementation frameworks, the partnerships under the CAP-F will create joint value(s) that will reinforce economies of scale and economies of scope, while ensuring mutual accountability through improved coordination. Through mutual consensus between the players, the partnerships will flexibly adapt and evolve to meet changing needs over time, and will be phased out once the purpose(s) has been fulfilled.

3.3. Designing a CAP-F

The key strategic questions that need to be answered before establishing country agribusiness partnerships are as follows:

- What specific policy actions are needed to stimulate private investments in the context of the country's aspirations for agriculture-led growth?
- What are the areas in which partnerships are needed to strengthen the commodity value chains?
- What are the existing resources and capabilities?
- What external resources are needed?
- How do they need to be combined to create partnerships?
- Will the results justify the strategic goals and investments of the CAADP-based agricultural transformation agenda under NAIPs?

Although most countries have captured approaches for engaging the private sector in their CAADP planning processes, a national agribusiness strategy could be a starting point. However, even in the absence of such a strategic outline, the planning steps (described below) for drawing up a country-specific CAP-F should assist in making these decisions.

3.3.1. Stocktaking

To identify the critical agribusiness policy agenda and collaborations, CAP-F needs to engage a broader spectrum of actors and supporters from across the agribusiness value chains, including government, the private sector, development partners, farmers' organisations, civil society and other non-state actors. The multi-stakeholder group, which also serves as the public-private dialogue forum for agribusiness value chain development, should consist of role models (see Box 9 for the archetypes).

Box 9: Archetypes of the multi-stakeholder group

Catalyst: Generally a ministry official who initiates the partnerships and plays the leadership role

Champions: Visionary private stakeholders who are committed to engage in the country's agricultural transformation

Facilitator: A representative from a neutral organisation (e.g. the NA, GA, civil society, a university/academic leader) who convenes and facilitates group discussions, providing neutral space in policy dialogues

Driver: An influential, passionate member(s) of an institution or a ministry who leads and drives actions taken by the champions

Enablers: Members who collaborate and contribute to the activities of the partnership

Since the policy agendas need to be based on country-specific evidence and policy processes; the stakeholders need to examine and prioritise according to each of the following elements during the stocktaking process:

- Identification of systemic policy agendas: Given the basic attributes of the agenda (collection of problems, understanding of causes, symbols and other elements of private investors that come to the attention) and the systemic events (agricultural developmental context, socioeconomic conditions, available resources and constraints) and evidence, the stakeholders will discuss and identify the critical systemic policy agenda that could stimulate private investments in agribusiness value chains in the context of national goals and strategies.
- Mapping the resources (including financial commitments from development partners), capabilities and combinations that currently exist for effecting policy change to stimulate private sector investments and for supporting the development of agribusiness commodity chains.
- Identification of needs for new resource combinations (collaborations) that might be required to supplement the country's CAADP investment plan (NAIP).

With adequate attention on the potential impacts on smallholder farmers, local entrepreneurs and environmental sustainability, the prime objectives of these discussions are to determine how to nurture private sector development over time, and how CAP-F should guide and manage their integration.

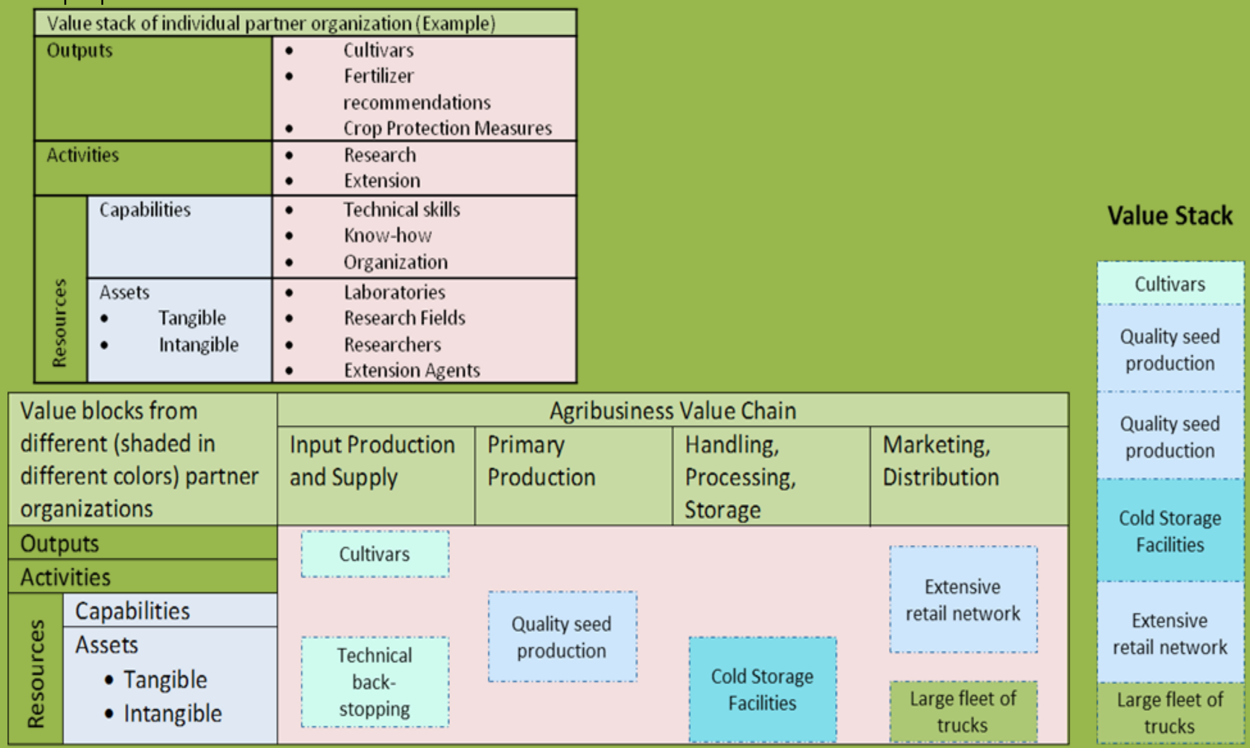
3.3.2. Assessment of partnership opportunities

The next step is to examine how the initially identified policy measures and collaborations will create value in line with the national CAADP investment objectives articulated in the NAIP. The focus should be on the accumulation of evidence and impact analyses. While engaging stakeholders in this key step is paramount, institutional efforts in critically appraising the technical options also become important in elevating the systemic agendas to institutional agendas. Wherever possible, scientific and cultural information has to be generated on the policy options and partnerships for promoting agribusiness activities along the priority commodity chains. In addition, assessing the socioeconomic reasoning for cross-sector policy actions such as investment finance, infrastructure and import/export tariffs requires analyses at administrative level.

When assessing partnerships with regard to resources and capabilities, it is imperative to assess in which way the complementarities of the core competencies of individual partners can be leveraged and how individual partners might fit together in creating a "joint value". To appraise the suitability of individual partners in a partnership, a "value stack" method[8] will be used. Every partner organisation's resources and capabilities work together to generate and support activities (Box 10). If one could recombine the blocks of the desired value(s) of each willing partner of the intended partnership, a joint value can be stacked (Box 10).

Box 10: Assessment of the potential for partnerships through the value stack method

As an example, a partnership for emergency seed delivery using the value stack of an imaginative individual and the value blocks of multiple partners is shown below:

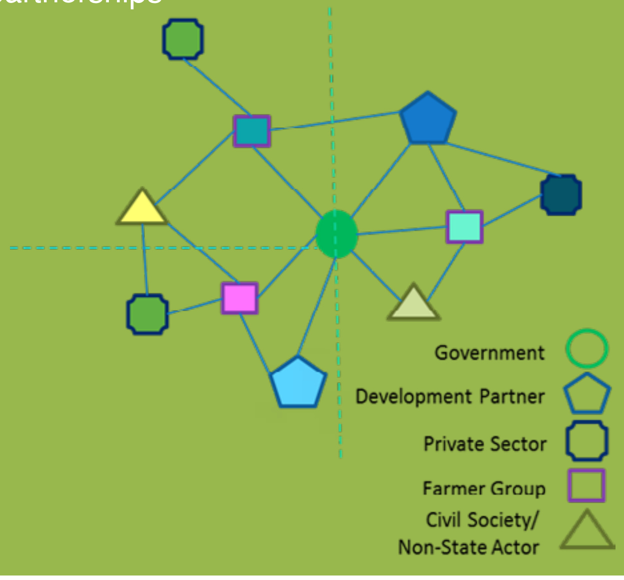


[8] Gomes-Casseres, B. 2015. Remix Strategy: The three laws of business combinations. Harvard Business Review Press.

The joint value of a partnership will be measured by virtue of the potential for improved services and products, reduced costs, economies of scale and economies of scope. However, civil societies and not-for-profit partners may weigh the environmental and philanthropic implications of the partnerships as a joint value. In-country agribusiness partnerships for priority commodity chains should also be aligned with regional partnership efforts, if any. For instance, the country CAP-F will be tailored to gain synergistic benefits from the entrepreneurial partnerships for the dairy value chain and fertiliser supply chains of the Regional Agriculture Investment Plan (RAIP) of the Common Market for Eastern and Southern Africa (COMESA).

When several individual partnerships of resources and capabilities (in different geographical regions, for example) are considered, it needs to be understood whether the collaborations stand on their own or whether they are interdependent on each other. Depending on whether the activities and outputs of one partnership influence the other, a "network effect" (Box 11) may be envisaged, where one partner can establish multiple partnerships. In such cases, one should keep in mind how coherently the impacts can contribute to advancing the national objectives. A network of partnerships can create an ecosystem of relationship between partners (relational footprints) and promote competitiveness for quality products and services.

Box 11: A network of partnerships can motivate competitive entrepreneurships and partnerships

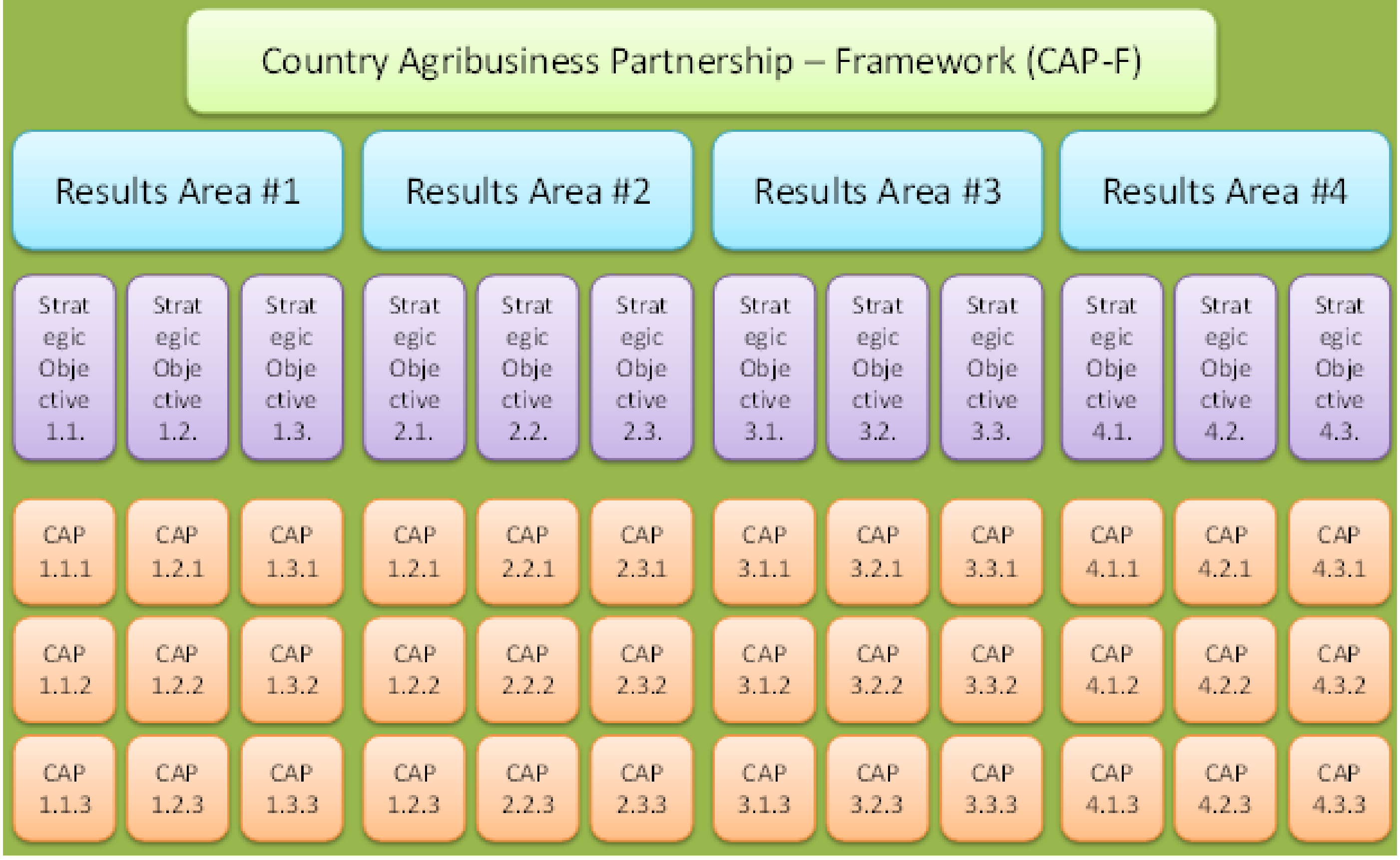


3.3.3. Engagement and alignment

After assessing the opportunities for partnerships on policy actions and collaborations, stakeholders should be consulted to determine (i) consensus on setting institutional agendas on policy and collaborations, and (ii) alignment of policy actions and collaborations with national CAADP strategies. While the multi-stakeholder group will be expected to share the same beliefs on some of the policy reforms and collaborations, it is also possible that disagreements among stakeholders could arise on sensitive issues. In such cases, resolutions need to be made via policy-oriented information, credentials of resources and capabilities, scientific details on policy impacts, a shared vision, and impact analyses. Since such discussions serve the ultimate purpose and advantages of advocacy from a coalition of stakeholders, uncompromising attention needs to be paid in facilitating such processes.

To enable consensus among the relevant partners, the initially identified combinations of resources and capabilities will be leveraged and segmented according to the national CAADP-NAIP strategic objectives (Box 12). During such discussions, newer opportunities on networking in partnerships (Box 9) may also arise and need to be agreed upon.

Box 12: Alignment of CAP-F with CAADP and national agriculture development strategy (Numbers are shown as examples



Once the collaborations and institutional policy agendas are agreed upon by the relevant partners and stakeholders, the following needs to be established for each activity, and should be captured in terms of CAP-F through a formal agreement between the partners:

- Shared vision
- Specific goals, targets, methods and approaches
- Design of collaboration (model)
- Approaches and methods
- Required resources and capabilities
- Commitments/contributions by each partner (Table 1)
- Action plans with timeline
- Expected outputs, outcomes and impacts
- Key progress indicators (for monitoring and evaluation)

Table 1: Commitments of partners of each partnership activity

Partner	Pubic sector participant(s)	Private sector participant(s)	Development partner(s)	Farmer Organisation(s)	Civil Society	Other non-state actors
Contributions: Resources Capabilities						
Value provided to the partnership						

3.4. Implementation of CAP-F

Given the diversity in administrative and institutional structures and variability in capacity limitations in African countries, a single implementation approach may not be effective in all the countries. Hence, implementation may require changes specific to country experience and scope. Nevertheless, since CAP-F is a supporting instrument for CAADP and Malabo implementation[9]; assigning the implementation of CAP-F to the same department or unit that developed CAADP-based NAIP could provide more synergies. The unit, which is explicitly assigned with CAP-F-related responsibilities, will be referred to as the CAP-F Secretariat. However, if human capacity is found to be a severe constraint, then a CAP-F Secretariat will be newly created with an exclusive allocation of financial and human resources. The CAP-F Secretariat will work in liaison with the country CAADP team and will be led by the national CAADP focal point.

3.4.1. In-country coordination and communications

Partnerships involving multiple stakeholders with divergent beliefs and interests often need collaborative governance, which requires a diverse range of institutional arrangements between government, business, development partners, and civil society. In terms of CAP-F, the stakeholder forum will be organised once every six months (biannual) to discuss the various policy actions and partnerships, and appraise the progress against commitments of resources and actions. The implementation plan of CAP-F will be flexibly upgraded on an annual basis and should coincide with the cyclical periods of the country's CAADP investment plan (NAIP). If uncertainties arise with the outer years of the existing NAIP, the CAP-F will still be designed and updated along with the next phase of the NAIP. Given the complex challenges in promoting policies for private sector investments in agribusiness, and the sharing of resources and capabilities, a three-tiered structure will be required for the coordination (Box 13).

Box 13: Coordination structures for CAP-F implementation

[9] New Partnership for Africa's Development. 2016. Country CAADP Implementation Guidelines under the Malabo Declaration.

Group of Ministers

At the higher level, a conclave of ministers (governing the agriculture, finance, industry, trade and commerce portfolios), led by the country's head of state/government, will lead the country's CAP-F process on partnership efforts in line with the country commitments under the Malabo Declaration and the CAADP process.

CAP-F Steering Committee

A group of stakeholder representatives (from the public sector, private sector, development partners, civil society, farmers' associations, fishers, pastoralists and other non-state actors) will:

- manage the scope of CAP-F
- meet once every four months (quarterly) to review the progress in implementing commitments by the stakeholders
- guide the multi-stakeholder group in identifying the challenges, defining solutions, resolving problems, and prioritising actions
- report commitments and progress to the Agriculture Sector Working Group (SWG) through the Joint Sector Review on an annual basis

CAP-F Secretariat

Serving as a key nodal point for the country, the secretariat will be responsible for:

- communicating with, and engaging the stakeholders
- persuading policy decisions (policy acceleration)
- mobilising investments from private sector and development partners
- mobilising new partnerships
- managing the various partnerships under CAP-F
- upgrading CAP-F on an annual basis
- setting targets
- overseeing implementation
- monitoring progress
- compiling an annual report

The CAP-F Secretariat will also serve as a contact point for all the stakeholders, including the various ministries, private sector partners, development partners, farmers' organisations, and civil society and public at large. Given the range of stakeholders involved in evolving partnerships and the importance of ensuring the alignment of activities and outputs of CAP-F to the CAADP framework, communication has a critical role in the implementation of CAP-F. Information flows between the CAP-F Secretariat and stakeholders, line ministries, policy-makers, development partners and partnership units need to be streamlined and structured using tools such as electronic newsletters, web portals and social media.

3.4.2. Mutual accountability

Accountability in a partnership framework requires all the partners to account for their commitments and activities, accept responsibility for them, and to disclose the results in a transparent manner. It involves acknowledging, assuming responsibility for, and being transparent about the commitments, decisions, actions and impacts. In the context of CAP-F, accountability will involve two levels:

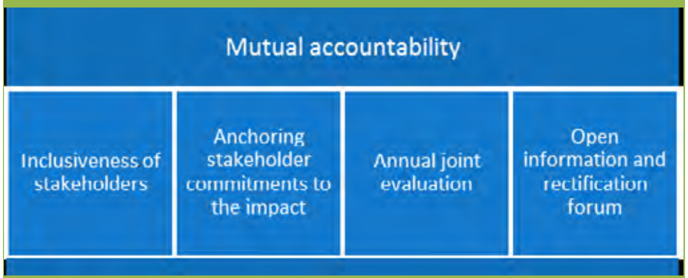
- accountability of partners to each other under the partnership (external)
- accountability of partners to their own stakeholders (internal)

Since the two layers are often interconnected, it is likely that if the partners are not accountable to each other, they will not be able to be accountable to their own local stakeholders, negatively affecting the partnership theme. To improve the accountability skills of the stakeholders engaged in partnerships on sharing resources and capabilities, the CAP-F will regularly organise formal training sessions on key attributes such as self-disclosure, ability to trust, comfort with change and interdependence. CAP-F will embrace the following mechanisms (Box 14) to guide and govern the accountability of its stakeholders:

1. **Inclusivity:**
While developing commitments on resources and actions, the participation of all the stakeholders will be ensured to increase the transparency and responsibility of stakeholders.
2. **Pegging:**
CAP-F will facilitate the disclosure of commitments by the stakeholder and the accountability directly to those on whom the stakeholder has an impact and who have an impact on the stakeholder.
3. **Joint evaluation by stakeholders:**
The CAP-F will review progress against the committed resources and actions under the partnerships in the presence of all the stakeholders on a biannual basis.
4. **Open information and rectification mechanism:**
CAP-F will establish channels through which the stakeholders will access information on commitments and express grievances and receive appropriate responses.

In consistence with the CAADP mutual accountability framework (MAF)[10,11], the CAP-F will use similar review mechanisms as those with which the ReSAKSS provides analytical and technical support for country assessments of mutually agreed annual targets. Such review mechanisms will provide synergies between the mutual accountability processes of CAP-F, CAADP and the Malabo commitments.

Box 14: Mechanisms for improving accountability under CAP-F



3.4.3. Monitoring and evaluation

Progress under CAP-F will be tracked on an annual basis and reported to the Agriculture SWG. The outputs of the CAP-F review will be integrated with the joint sector review process of the country CAADP implementation plan. It is envisaged that each partner will earn a sufficient return to justify its participation, and the values earned by the partners should motivate them to further contribute to the partnerships. Hence, CAP-F will be engaged in tracking the:

(i) values of the partnerships, by tracking specific sets of key indicators of outputs, outcomes and impacts, as agreed upon by the partners at the beginning of the partnership
(ii) quality of the partnerships, by tracking the satisfaction of stakeholders using comparative analytical tools (site visits, qualitative interviews, ongoing comments and standardised feedback) and quantitative tools (data on financial and non-financial contributions)

[10] Oruko, L. et al. 2011. Mutual Accountability Framework for the Comprehensive Africa Agriculture Development Programme.
[11] Regional Strategic Analysis and Knowledge Support System. 2014. Implementing the CAADP Joint Sector Review Guidelines: What should be Reviewed?

Since the realisation of the outcomes and impacts of policy reforms and joint values of resource partnerships on smallholders and micro- and small entrepreneurs often takes longer and are difficult to gauge, CAP-F will engage in a two-pronged approach in monitoring and evaluation:

(i) Participatory monitoring and evaluation by stakeholders: Stakeholders will be engaged in establishing initial baselines of key social, economic and cultural indicators at the beginning of the partnerships. During monitoring and evaluation, stakeholders will also be engaged in the collection of social data, satisfaction surveys, and so on, during monitoring and evaluation.

(ii) Technical assessment: Specialists will be engaged in the monitoring and evaluation of progress by the different partnerships, using key priority indicators that will best demonstrate the relevance and efficiency of policy actions and resource collaborations in attaining the outputs, outcomes and impacts.

Box 15: Basic indicators for monitoring and evaluation of CAP-F

Input indicators	Level of efforts invested through the partnerships (stakeholder processes, institutions, investments)
Output indicators	Level of provision, coverage, and utilisation of services under the partnerships (access to products, services and infrastructure, adoption of technologies, policies, private investments, jobs created)
Outcome indicators	Effect of outputs on achieving the goals (productivity, yields, wages, prices, trade volumes)
Impact indicators	Observable changes due to the outcomes (farm revenues, poverty, food security, hunger)

Besides the monitoring and evaluation of the different partnerships under the CAP-F, an overarching monitoring and evaluation process for the CAP-F as a CAADP instrument will also be necessary. In line with CAADP monitoring and evaluation framework[12]; the CAP-F will be evaluated for its contribution to economic growth and inclusive development (level 1), agricultural transformation and sustained inclusive agricultural growth (level 2), and strengthening systemic capacity to deliver results (level 3). Although setting common indicators for policy actions and partnerships that are standardised, consistent and measurable across different countries may become prohibitive due to the variable efficiency levels of agribusiness value chains, a basic set of indicators (Box 15) will be used to evaluate the CAP-F at the regional and continental levels.

[12] The CAADP Results Framework 2015-2025: Going for results and impacts - Sustaining CAADP momentum. AU-NEPAD.

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