

**Mid Term Review  
of the  
Multi Donor Trust Fund  
supporting the  
Comprehensive Africa Agriculture  
Development Programme**

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## Executive Summary and Recommendations

- i. The Comprehensive Africa Agriculture Development Programme (CAADP) is the Africa Union (AU) New Partnership for Africa's Development (NEPAD) vision and strategy for the development of African agriculture. The goal of CAADP is to help African countries reach and sustain a higher path of economic growth through agriculture-led development that reduces hunger and poverty and enables food and nutrition security and growth in exports. CAADP provides the basis for and a framework around which development partners can structure their support at national, regional and continental levels. Implementation of programs under the CAADP umbrella takes place primarily at the national level under the leadership of national governments and their partners.
- ii. The CAADP Multi-Donor Trust Fund (MDTF) was established at the World Bank in 2008 in response to a request from the Africa Union in 2007 to support the efforts of African agencies engaged in CAADP processes. It was envisaged as a time-bound, transitional instrument. The World Bank had the administrative capacity and proven management systems to manage the Fund, the capacity to provide technical leadership, and was delivering significant levels of financial support in many areas of the CAADP. The initial agencies identified for support through Child Trust Funds (CTFs) were: the AUC and NEPAD; four Regional Economic Communities (RECs) - COMESA, ECOWAS, ECCAS and SADC; and the lead agencies for each of CAADP's four Pillars. The MDTF is supported by the Dutch, EU, French, Irish, UK, and US. At the end of August 2011 donors had committed US\$48m to the Fund, US\$17m had been committed to the support of the RECs and the AUC and NPCA, of which US\$4.5m had been transferred to them, and a total of \$11m had been disbursed directly by the Bank.
- iii. The purpose of the Mid Term Review (MTR) is to provide an independent assessment of the relevance, progress and effectiveness of the CAADP MDTF. It is being undertaken at the midpoint of the implementation period of the MDTF, 2008-13, when implementation of the substantive components has only just begun. However, given existing commitments, the headroom to support new activities is severely constrained and so now is a good time to consider the future of the Fund, which in turn means looking at the future of CAADP. The Review is intended to be both backward and forward looking. The Terms of Reference are at Annex 1. The Review was undertaken by a team of three independent consultants and involved about 13 person weeks input. It complements other work being undertaken by the NPCA and World Bank.
- iv. Our conclusions revolve around three main themes:
  - First, there is a consensus that experience now suggests that, at a practical level, the governance of the MDTF can and should be improved, and we make recommendations for strengthening current arrangements and also offer an alternative option.
  - Second, there is also a consensus that stronger results frameworks are now needed for the parent and child trust funds. At the moment the results frameworks do not explicitly include objectives for, and achievements in, institutional strengthening, although implicitly this has been a major focus. The frameworks for

the CTFs focus on public investment planning *processes* but do not link to improved levels of, or efficiency and effectiveness of public expenditure. A ‘line of sight’ (or chain of argument and set of assumptions) is needed between the activities supported by the MDTF and the eventual objective of increasing output and productivity. The frameworks do not address the strengthening policy capabilities.

- Third, there is broad understanding that, at the end of its first decade, there is a need for CAADP to generate a renewed vision for the future, which process the MDTF should support if necessary. A success of the MDTF has been that its objectives have been indivisible with those of CAADP itself. This means any review of the MDTF cannot exclude consideration of the impact of CAADP. There have been two recent reviews of CAADP, both on the CAADP website, and they take different perspectives. The NPCA is starting work on charting a future course. We suggest that there is a need for a stronger emphasis on the ‘critical constraints’ or ‘key blockages’ to increasing agricultural output: such analysis would offer the potential of developing stronger links between programmes and results. It would include policy constraints as well as institutional and investment requirements.
- v. It is important to set the context: growth in agricultural output across the continent has been highly variable but in general has been about half the level sought by CAADP, even in recent years. Trends for labour and land productivity have also been highly variable: overall they show only marginal increases and remain at levels significantly below those in other parts of the world. Cereal yields have stagnated. Agricultural trade balances have fallen continuously and Africa has become a net food importer. Poverty has declined only moderately, and no region in Africa is set to halve hunger. There remains a fundamental question for all stakeholders (according to the 2010 ReSAKSS annual report) as to how to raise and maintain agricultural productivity in a manner that accelerates poverty and hunger reduction.
- vi. Whilst the MTR is not a review of CAADP, as noted above the Trust Fund can only be as effective as CAADP itself. This Review takes into account the conclusions of the two recent reviews of CAADP. We recommend that both reports be tabled for discussion at a CAADP Partnership Platform meeting or Business Meeting. Both studies, in their own ways, assess the impact of the CAADP framework. We suggest that the MDTF stakeholders should put in place a process to collect substantive evidence on the impact of the framework on a continuing basis and use it to inform the CAADP processes.
- vii. We take from these reviews, and from our own casual empiricism, that CAADP has been highly relevant and effective in the following terms:
  - it has been, and continues to be, an African owned initiative and agenda
  - it provides an African platform for advocacy for agriculture and rural development
  - it offers a broad strategic framework for policy development, and potentially opens up policy processes for greater participation
  - it represents an opportunity to strengthen capacity of key institutions, and has defined roles for and linkages between key institutions
  - it represents an opportunity to strengthen African knowledge communities
  - it focuses on resource mobilisation, and has provided comprehensive guidelines on investment planning processes

- it provides processes for dialogue and coordination with the many development partners engaged in the sector at various levels (at its initiation it was ahead of the Paris Framework and Accra Agenda)
- importantly, it has started to include the private sector and other NSAs
- it is about accountability, and marks a shift from a project approach with project implementation units to a sector wide approach and institutional development.

viii. The MDTF has been relevant in supporting these processes. The instruments deployed by the MDTF, the so called 'Child' Trust Funds and the Bank-executed Technical Assistance (TA) window, have been effective. The Bank was able to mobilise support quickly and flexibly through the TA window to fill the urgent gaps while the CTFs were being designed.

ix. The MDTF has supported: the preparation of framework papers for each of the 4 pillars of CAADP; roundtables and the development of country 'compacts'; the subsequent development of investment plans, including external reviews of those plans; and business meetings which aim to gain endorsement of plans and secure financial commitments from a wide range of stakeholders. As at November 2010 it had supported directly or indirectly the preparation of:

- Pillar Framework documents for each of the 4 Pillars
- Compacts in 22 countries
- Investment Plans in 18 countries
- Technical Reviews in 17 countries
- Business Meetings in 12 countries
- An ECOWAS regional compact, developed and reviewed

x. As such, the MDTF has supported the 'readiness' of the continent to absorb additional donor resources from, for example, GAFSP. Indeed, 6 countries have been awarded GASFP funding totalling \$270m. However the magnitude of donor resources made available has not reflected earlier commitments made, notably at the L'Aquila 2009 G8 Summit. Most of the expected funding in investment plans depends on contributions from development partners and in many countries the funding gap is large and in many cases prioritization is weak. (For example, the funding gap is over 50% in Ethiopia, the Gambia, Ghana, Liberia, Mali, Nigeria, Senegal, and Sierra Leone.) Too often, it is reported, national strategies have chronically failed to make explicit choices. The external technical review process should be strengthened to better tackle these issues. Management of expectations needs explicit attention now: part of the answer to this is to have a proper discussion about the drivers of productivity. (We believe that an annual report on African agriculture could make a real contribution to debate and dialogue and knowledge dissemination.)

xi. The CAADP community has recently begun to react to the challenge represented by the new emphasis on 'development effectiveness' and the 'results agenda'. Value for money is increasingly demanded in a time of severe austerity in Europe and America. NPCA has been looking again at the need to complement the emphasis on investment programming with the need to generate effective policies and institutions, which would provide a stronger handle on attribution and results and also contribute to the development of a renewal of CAADP.

xii. Although absolute levels of agricultural spending by governments have increased substantially, in many cases the amounts spent relative to total national expenditure have

declined since the 1990s but there is increasing recognition that the CAADP target of 10% has only heuristic value, and that it is inappropriate in many countries.

- xiii. In the majority of instances investment plan formulation has developed long lists of enabling investments, often requiring significant institutional capacity and external financing, both of which are severely constrained. We advocate the development of much shorter lists of problems where public policy and programming can be effective and where political space exists - or can be created - to implement reforms. We advocate more use of 'problem driven policy processes'. These would feed into the 'results agendas' that are increasingly required, and allow alignment behind substantive agendas. We also recommend that more attention is given to political economy, and that the review of Pillar Institutions should look at where links can be developed to deepen understanding of how technical policies and political reality can be matched. We advocate that more attention is given to gender issues.
- xiv. There is danger in the complexity of the current investment planning processes and there is an issue of their sustainability. It is important that Public Expenditure Review processes, which consider both investment and recurrent budgets, should continue to be supported. We recommend that the CAADP investment planning procedures be radically simplified. And where it is not already done so, integrated into broader public expenditure management processes.
- xv. We believe that the CTFs have been highly appropriate instruments, and have supported the priority institutions. There seems to be a case for modest support to IGAD and the EAC for regional planning and coordination (but not via their own CTFs) . We would like to see the AfDB and UNECA more actively involved in this community of interest. Support to non-state actors (eg farmers associations) should continue to be investigated. A new approach is needed for working with commercial farmers and agro-industry. The emerging economies and foundations are likely to continue to increase in importance but at the moment are not included centrally in CAADP processes. There is potential to draw more on the expertise and knowledge and links of the African Diaspora.
- xvi. The concept of Pillar Institutions has proven problematic and it will be reviewed by a separate study. The framework papers that were developed have been helpful and appreciated. There is broad agreement that the concept of individual centers of excellence for each pillar will be inadequate and that support should be delivered to create research and knowledge networks across the continent, pulling in external expertise too, to meet individual country and regional demands. The potential for enhanced south-south collaboration is significant. ( The recent reforms of the CGIAR system may offer some ideas for commissioning proposals for pillar support.)
- xvii. We recommend that the CTFs should establish a 'line of sight' to the achievement of the substantive objectives of reduction of poverty and hunger through increases in agricultural output and productivity, and each should develop a 'dashboard' for its own use and the use of its clients so that agricultural productivity and output is kept in sight at all times.
- xviii. Although there was an intention to build capacity through the CTFs there was limited formal institutional appraisal or diagnosis of existing capacity, and the planned activities did not include staff development or strengthening of management systems and processes. (There was no detail in the documentation about the institutional development programmes of other partners.) To the extent that capacity was defined as a constraint in the CTFs, the TF has been used to buy-in significant additional staff time but the sustainability of the approach is a bit problematic. It would have been helpful if the process of project design had

included the development of (say) five to ten year institutional development strategies for each institution, which would have provided exit strategies from donor support.

- xix. All the institutions supported by CTFs are expected to be catalysts for change and facilitators: they need to be supported to equip themselves with staff and skills for this challenging role. The results framework and M&E should reflect these needs.
- xx. We recommend that the CTF results frameworks, which currently focus on low-level investment planning activities, should be revisited to reflect a more substantive agenda in terms of (a) quality of investment plans and quality of technical review processes, and also recurrent budget planning, (b) policy analysis, review, development and dialogue, (c) capacity building, including the capacity to act as catalysts for change, and (d) lesson learning. Capacity building should specifically include developing skills for working on the difficult and complex policy agenda. This approach would allow the attribution of more substantive results to the MDTF. (A 'balanced score card' could be developed to encompass these elements.) The CAADP 'Process and Outcome Logic' provides a useful framework for thinking about how to strengthen the results chains and frameworks. The assumptions required to deliver the results should be set out and discussed.
- xxi. One of the strengths of the MDTF and CTF mechanism is that it has been possible to use WB management systems (eg for project design and documentation and for 'implementation support'). But the Bank has not provided monitoring reports on Bank executed TA. The CTFs should have helped the institutions to put in place management information systems including their own for monitoring of effectiveness and efficiency. There would be merit in tabling substantive implementation support reports of the CTFs at the PC meetings, especially after an inception period and then at mid-term in each case.
- xxii. The Operations Manual for the MDTF (version 2, April 2010) was drafted to encompass approval processes for CTF grants but does not focus significantly on management of implementation or the requirements for monitoring and evaluation. It needs updating.
- xxiii. None of the stakeholders we talked to are content with governance of the MDTF. Arrangements are set out in the MDTF Operations Manual, which is out of date in some important respects, and not always observed. We recommend that the PC adopts a more formal approach to the conduct of its business. A timetable for meetings should be set out on an annual basis with agreed deadlines for circulation of papers, which would allow representatives of constituencies time to seek advice from constituents. Papers should contain clear issues, options and recommendations, and the financial implications should be highlighted. We recommend that an annual work plan for the MDTF be prepared, including for non-CTF components (for the CTFs, these would be abstracts of the plans they do prepare). We have recommended a financial reporting template to provide improved management information to stakeholders. We recommend that all stakeholders should be allowed to attend meetings as observers.
- xxiv. The donors (and RECs) might consider the establishment of their own forums that could meet formally ahead of PC meetings to decide on their line to take. MDTF contributors need to send unambiguous and consistent signals about the accountability they expect, including to other stakeholders.
- xxv. In order to be able to transact business between meetings the PC needs ground rules for day-to-day engagement and we make recommendations accordingly.

- xxvi. The PC needs a professional secretariat and at present the NPCA lacks the resources to execute this function properly. With CTF resources the NPCA will be able to strengthen the function but an interim solution is needed. We recommend that a consultancy be implemented in South Africa to provide the necessary support. The World Bank should agree with the NPCA the competencies it needs to manifest, and a timetable, for the Bank to be able to transfer greater management responsibility
- xxvii. We recommend that consideration be given to the re-establishment of the Partnership Committee as a Technical Committee reporting to a Stakeholders Council, which would be a subset of the Business Meeting membership. The Technical Committee could include membership of the AUC (in the Chair), the NPCA (as both a member and as Secretary), and additional (African) members to provide necessary expertise on (1) knowledge management, (2) development effectiveness and results management, and (3) M&E. These members would be identified as acknowledged leaders in their disciplines.
- xxviii. Although the MDTF is only half way through its implementation period, given existing commitment levels - formal and informal - the headroom for new activities is severely constrained and it is timely to consider now whether and how to generate additional support.

## Acronyms

AfDB	African Development Bank
ATOR	African-wide Annual Trends and Outlook Report
AUC	Africa Union Commission
CAADP	Comprehensive African Agriculture Development Programme
CGIAR	Consultative Group for International Agricultural Research
CMA	Conference of Ministers of Agriculture
COMESA	Common Market for Eastern and Southern Africa
CTF	Child Trust Fund
DAC	Development Assistance Committee
DFID	Department for International Development
ECCAS	Economic Community of Central African States
ECOWAS	Economic Community for West African States
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
GAFSP	Global Agriculture and Food Security Program
GDPRD	Global Donor Platform for Rural Development
GIZ	<i>The Deutsche Gesellschaft für Internationale Zusammenarbeit</i>
IFPRI	International Food Policy Research Institute
IGAD	Inter governmental Authority on Development
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MDTF	Multi-Donor Trust Fund
MOU	Memorandum of Understanding
MTR	Mid-Term Review
NEPAD	New Partnership for African Development
NPCA	NEPAD Planning and Coordinating Agency
NSA	Non-state Actors
OECD	Organization for Economic Cooperation and Development
PC	Partnership Committee
PP	Partnership Platform
RECS	Regional Economic Communities
ResAKSS	Regional Strategic Analysis and Knowledge Support System
SADC	Southern Africa Development Community
TA	Technical Assistance
TF	Trust Fund
UNECA	United Nations Economic Commission for Africa
WB	World Bank

## Introduction

1. Following a request from the Africa Union in late 2007, a Multi Donor Trust Fund (MDTF) was established in 2008 to support the implementation of the Comprehensive Africa Agriculture Development Programme (CAADP). The MDTF was intended to be, 'a time-bound mechanism to overcome challenges and weaknesses in the CAADP process'<sup>1</sup>. It was envisaged as, 'a transitional instrument that aims to strengthen key institutions, empowering them to become true facilitators CAADP<sup>2</sup>'. By pulling together development partner resources it was expected that it would be possible to provide support that could be both more systematically reliable and more flexible than previous, relatively uncoordinated donor support.

### What is CAADP?

CAADP's strategy has three components:

- improvements in policies and investments at the country level;
- greater coordination and purpose from development partners;
- enhanced learning and collaboration between African countries.

This strategy targets an increase in public agricultural investment to 10% of annual national budgets and a 6% increase in annual agricultural growth across the continent.

The mechanism linking the strategy and the achievement of the targets is what is termed the 'core strategic functions' of CAADP, and various stakeholders in Africa are associated with it (e.g. NEPAD Agency, AUC, RECs, Pillar Institutions etc). The core strategic functions are:

- Advocacy for agriculture, with the aim of restoring African agriculture as a major development driver
- Strengthening country processes for better investment programmes
- Mobilising partnerships for investment at the national, regional and international levels
- Pushing for commitments and holding governments and partners accountable for their promises
- Harnessing African strategic thinking, positions and scenarios for the future.

2. This Mid Term Review (MTR) is being undertaken at the mid-point of the implementation period of the MDTF, 2008-2013, but at time when implementation of the substantive components has only just begun. The review is not an evaluation. It is not a review of CAADP itself. It was undertaken by a team of three consultants who between them devoted about 13 weeks to the exercise. This means that the review has depended heavily on a limited number of interviews with individuals in a position to understand the progress of CAADP and the MDTF: with people in the AUC and NPCA; with the staff of the Regional Economic Communities(RECs), including COMESA, ECOWAS, and SADC; with government officials (in Ethiopia, Nigeria, Zambia); with development partners (DFID, the EU, GIZ, Ireland, the Netherlands, USAID); and with international agencies including CGIAR, FAO, GAFSP, IFRPI, GDPRD, and the World Bank. Annex 9 provides a list of people met. The team also undertook a review of documents. There are

<sup>1</sup> CAADP MDTF: Operations Manual Version 2, April 2010

<sup>2</sup> ibid

limitations to such an approach but we are nonetheless reasonably confident about the robustness of our findings and recommendations.

3. CAADP has by now a long, rich history and is continuously evolving. CAADP has undertaken two recent, excellent, comprehensive assessments: 'CAADP In Practice: Highlighting the Successes', November 2010, and 'CAADP Review: Renewing the Commitment to African Agriculture', March 2010. These reviews provide the history and context, and a description of CAADP processes which we will not duplicate. These reviews have not been tabled for discussion at CAADP's Partnership Platform or Business Meetings and it is not clear to what extent the conclusions have been accepted or will be acted upon. An excellent paper prepared by the Global Donor Platform for Rural Development for the 4th High level Forum on Aid Effectiveness on Agriculture and Rural Development<sup>3</sup> has also informed our review.
4. But the effectiveness of the MDTF depends fundamentally on CAADP's own clarity in moving forward. Some of the recommendations of this review of the MDTF necessarily overlap with the recommendations of the Review of CAADP.

## The Context: African Agriculture and Rural Development, MDG 1

5. The most recent report on African agricultural performance for 2010 provides a sombre picture.<sup>4</sup> The Regional Strategic Analysis and Knowledge Support System (ReSAKSS), facilitated by IFPRI, was established in 2005 to support CAADP and the Partnership Platform (PP) by reviewing progress on CAADP components, assessing agriculture sector trends and performance, and providing recommendations for accelerating the process. ReSAKSS produces and annual flagship publication, and African-wide Annual Trends and Outlook Report (ATOR). Thus data is available country by country, region by region, and for continent as a whole, which can contextualise CAADP performance.
6. In Sub Saharan Africa overall growth in agricultural output has been erratic with significant variation, but on average has hovered around about 3% since 1990, about half the level sought by CAADP. Trends for land and labour productivity and yields have been highly variable: overall they show marginal increases across the continent but to levels far below those in other parts of the world, and north Africa. (Only in west Africa has labour productivity increased above 3% in the latest period. In central Africa labour productivity declined: DRC is primarily responsible but Burundi had negative growth too.) With the growth of other sectors, the agricultural sector as a share of the economy is declining (14.5% for Africa as a whole in 2003-09): it remains largest in eastern Africa (31%).
7. Cereal yields have been stagnant over the past two decades at around one tonne per hectare with annual growth rates of 1 to 2 percent. Output increases that have occurred have derived more from area expansion than from technological advancement. Agricultural trade balances have fallen continuously (ie deficits have increased). Central Africa deepened its status as a net importer and the other three regions of Sub Saharan Africa became net importers after 2003 (data to 2007 only).

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<sup>3</sup> 4<sup>th</sup> High level Forum on Aid Effectiveness: Evidence Paper on Agriculture and Rural Development, GDPRP, April 2011

<sup>4</sup> Monitoring African Agricultural Development Processes and Performance - A Comparative Analysis, ReSAKSS, 2010

8. Africa as a whole has experienced only a moderate decline in the rate of poverty, falling from an average rate of 47% in 1990-95 to 44% in 2003-09. East and central Africa have achieved significant reductions (with declines from 63% to 39%, and from 73% to 69% respectively). Poverty rates in southern Africa have stagnated. There have been upward trends in west Africa (from 53% to 62%).
9. The impact of this rather dismal performance is reflected in the Global Hunger Index, which shows only a slight reduction in hunger across the continent, decreasing by an annual average rate of 0.9% over the 20 year period from 1990 to 2010. No region in Sub Saharan Africa is set to halve hunger (and only East Africa is set to halve poverty). The only country set to halve the proportion of people living in poverty and hunger is Ghana. The ATOR suggests that, 'a fundamental question for all stakeholders is how to raise and maintain agricultural productivity in a manner that accelerates poverty and hunger reduction.'
10. Our sense is that the econometric modelling which ReSAKSS undertakes provides only a part of the answer to this fundamental question. One major drawback of the analysis is that it is not problem orientated. The sector would benefit from some crisp and concise 'problem analysis'. Many of the investment plans provide long inventories of desirable investment but are weak on diagnosing the 'key constraints' or 'blockages' standing in the way of increased output and productivity, and the ReSAKSS analysis doesn't help them.
11. Another problem with the ReSAKKS analysis is that it is essentially gender blind, which is indeed a criticism that can be made of the CAADP process more generally. Given women are thought to produce up to 80% of food in Africa this is a serious deficiency that needs to be addressed.
12. A further major drawback is that the analysis does not try to encompass political economy perspectives. This may be a tall order. But somewhere in the constellation of CAADPs research and knowledge institutions there needs to be some serious analysis and reflection at a very practical level about how to bring technical recommendations into the realms of political possibility, and bring political and technical militates much closer together. The political economy of agricultural reform and development is a subject that is especially sensitive at a national level but is a subject on which regional and continental institutions could be expected to develop a comparative advantage. Working out how to match efficient technical policies with political reality and expediency would benefit from a comparative approach and from continental-wide learning and experience sharing.
13. Agriculture should be a uniquely powerful tool for achieving MDG1. And with CAADP, there has been more recognition than in other sectors that ownership, harmonization and alignment are essential. One conclusion that seems inescapable is that there needs to be more attention to alignment and harmonization in support of a specific 'results' agenda. The Global Donor Platform for Rural Development (GDPD) has pointed out<sup>5</sup> that applying aid effectiveness principles to agriculture and rural development is challenging because agriculture is overwhelmingly a private sector activity and public policy, planning and investment tend to have indirect impacts. Private investment, both domestic and foreign, will dominate the sector and policy needs to reflect this. Outcomes are the result of complex interactions between the public and private sectors. So we are not suggesting that this is easy.

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<sup>5</sup> 4<sup>th</sup> High level Forum on Aid Effectiveness: Evidence Paper on Agriculture and Rural Development, GDPD, April 2011

14. Given the extent of the challenges facing the sector, policy and investment plan formulation should move on from developing ever longer lists of enabling actions, often requiring significant institutional capacity and external financing, to a much shorter list of problems where public policy and programming can be effective and where political space exists - or can be created - to implement reforms. We advocate more use of 'problem driven policy processes': to quote a TV advert for a certain pharmaceutical, "the right relief for the right problem". Annex 2 provides a highly simplified diagram of a problem driven policy process. This approach sees the government budget and government funded programs as one instrument to deliver policy. Other instruments include reform of institutions, reform of rules and regulations, eg on pricing or subsidies, or tax incentives, or trade reforms. (A recent review by GDPRD of Technical Review Reports suggests that institutional reforms are still urgently needed especially to create an enabling environment for the private sector and foreign direct investment.)
15. The CAADP community has recently begun to react to the challenge represented by the new emphasis on 'development effectiveness' and the 'results agenda'. Value for money is increasingly demanded in a time of austerity in Europe and America. NPCA has been looking again at the need to complement the emphasis on investment programming with the need to generate effective policies and institutions, which will provide a stronger handle on attribution and results. The Bank has just commissioned a consultancy that will be able to contribute substantively to the development of results agenda further. This demonstrates that the MDTF has the flexibility to be able to contribute to these discourses. There will be no quick or easy answers, and there will be a need for substantial dialogue over a considerable period of time with a large number of continental partners on this agenda. In part a change of mind set is required. CAADP and the MDTF do provide a platform to do this.
16. In the meantime, we think it is essential that each major MDTF programme - each CTF - should establish a 'line of sight' to the achievement of the substantive objectives of reduction of poverty and hunger through increases in agricultural output and productivity, and each should develop a 'dashboard' for its own use and the use of its clients so that agricultural performance is kept in sight at all times. (In logical framework terminology we are suggesting that a 'super goal' should be inserted into the framework.) We provide at Annex 11 an analysis of the current results frameworks. It notes that vocabulary is used inconsistently, that objectives are not set out in a clear hierarchy, and that indicators do not relate meaningfully to objectives.

## CAADP Processes

17. After Rwanda signed its compact in 2007, it was not until 2009 and the first half of 2010 that major momentum was achieved. For example, COMESA rapidly scaled up its work, see Box 1 below. As of early 2011, 25 countries and one REC had completed round tables and signed compacts. 17 countries have developed investment plans, 6 have been awarded GAFSP funding totaling \$270m (they are Ethiopia, Liberia, Niger, Rwanda, Sierra Leone, and Togo).

### Box 1: Common Market for Eastern and Southern Africa (COMESA)

**Background:** COMESA was formed in December 1994 to replace the Preferential Trade Area (PTA) that had existed since 1981. It has 19 countries under it that have agreed to “develop their natural and human resources for the good of all their peoples...”<sup>6</sup>. With a total population of more than 400 million, COMESA has a total Gross Domestic Product (GDP) of over US\$ 360 Billion. The COMESA CTF became operational following an agreement signed with the World Bank (WB) in August 2010. The agreement was for a total of US\$ 4.5 million over a period of 3 years. The first disbursement was \$1.7 million that was to cover activities for the first six months.

**Relevance:** The CTF has significantly improved COMESA’s catalytic function towards accelerating the implementation of the CAADP agenda at country level in its member states as demonstrated below.

**Efficiency and effectiveness:** Significant progress has been made particularly in the following four major areas:

- (i) Due to the CTF, COMESA was able to facilitate 10 countries to sign their compacts within one year, from the previous 3 countries before the Fund. Two more are expected to sign their compacts before the end of 2011
- (ii) There has been flexibility by the Bank in letting COMESA use the CTF within the agreed broad results and work-plan which has impacted positively on the speed by which the various country level CAADP processes have been facilitated
- (iii) From a total of 19 member countries, 16 have benefited directly from the Fund through the following 6 major areas: (a) general facilitation of country visits by COMESA staff; (b) country support through launching CAADP; (c) facilitating the process leading to compact signing; (d) supporting the formulation of national agricultural investment plans, their technical reviews as well as the organization of business meetings; (e) sponsoring countries to participate in capacity building, and; (f) sponsoring countries to participate in international fora for peer learning with an additional value of forging collaboration and networking.
- (iv) The World Bank Task Team has successfully undertaken the following: (a) provision of guidance to COMESA in the preparation and approval of work plans; (b) timely issuance of ‘no objections’ when required; (c) two important implementation support missions with useful advice to improve implementation performance. The Bank has expressed concern at the slow implementation of CAADP country level processes as well as the regional compact.

**Governance:** The CTF is managed according to COMESA’s own financial management procedures while respecting and conforming to the general WB rules and procedures. To the satisfaction of COMESA, the Bank (Task Team Manager; Task Team Leader and other Team members) have reportedly consistently provided guidance on the Fund’s utilization in compliance with the WB procedures and rules. Robust monitoring and evaluation of the CAADP country processes by COMESA have been a challenge partly due to the insufficiently developed CTF results framework.

**Lessons learning:** The Bank’s decision to give COMESA more authority in deciding the eligibility of activities to fund as well as flexibility in procurement arrangements have gone a long way in improving the effectiveness of the CTF. The pace at which CAADP processes are implemented is determined by countries themselves as this is demand driven. However, partners (including the World Bank) have not always appreciated this point.

<sup>6</sup> See [www.comesa](http://www.comesa) for details. The 19 member states are: Burundi, Comoros, DR Congo, Djibouti, Egypt, Eritrea, Ethiopia, Kenya, Libya, Seychelles, Madagascar, Malawi, Mauritius, Rwanda, Sudan, Swaziland, Uganda, Zambia and Zimbabwe.

**Future of MDTF:** Adequate capacity for COMESA to sufficiently provide catalytic function to the CAADP processes at country level still remains a challenge. An extension of the CTF by at least 5 more years would go a long way in facilitating COMESA to develop adequate capacity in terms of financial resource mobilization and strengthening its human resources.

18. Considerable momentum was built up by the potential availability of GAFSP resources (for which there should be a further round), and also by the insistence of some development partners (eg the US) that implementing the CAADP process would be a prior requirement for access to certain programmes.
19. CAADP can certainly claim that it contributed significantly to the continental 'readiness' to invest additional resources. But perversely, the impact of these incentives for implementation may have been to reduce the quality of the processes and products. (This is a concern that has been expressed by GAFSP management.)
20. Although absolute levels of agricultural spending by governments have increased substantially, in many cases the amounts spent relative to total national expenditure have declined since the 1990s, although recently that decline has been partially reversed in a few countries. In fact, six countries have reached the 10% target: Burkina Faso, Guinea, Mali, Niger, Senegal, and Ethiopia. But there is increasing recognition that this target has only heuristic value.
21. Most of the expected funding in investment plans depends on contributions from development partners and in many countries the funding gap is large (it is over 50% in for example, Ethiopia, the Gambia, Ghana, Liberia, Mali, Nigeria, Senegal and sierra Leone), and in many cases prioritization is reportedly weak. It is reported that too often, national strategies chronically fail to make explicit choices. It has been suggested that the technical review process should be strengthened to tackle these issues, and we include this in our recommendations.
22. We should acknowledge that in some cases investment programming has probably improved, is probably more results oriented, and better coordinated. (It is not so clear that the recurrent budget has been subject to the same scrutiny or benefitted from these processes.) But the process has raised expectations unduly about potential resource availability from donors and governments. Management of expectations needs explicit attention now: not doing so would represent a major risk to CAADP and the MDTF. Part of the answer to this is to have a proper discussion about the drivers of productivity.
23. CAADP has created a complex and managerially intensive set of working practices described in a Guide for Implementers. The Guide sets out:
  - The framework
  - The NEPAD vision with 3 objectives and 9 principles
  - Process and Outcome Logic
  - Specific Objectives (8 in total)
  - Strategic Core Functions (5 in total)
  - Strategies for Implementation (5 in total)
  - Core values and principles (3 in total)
  - Litmus tests (4 in total)

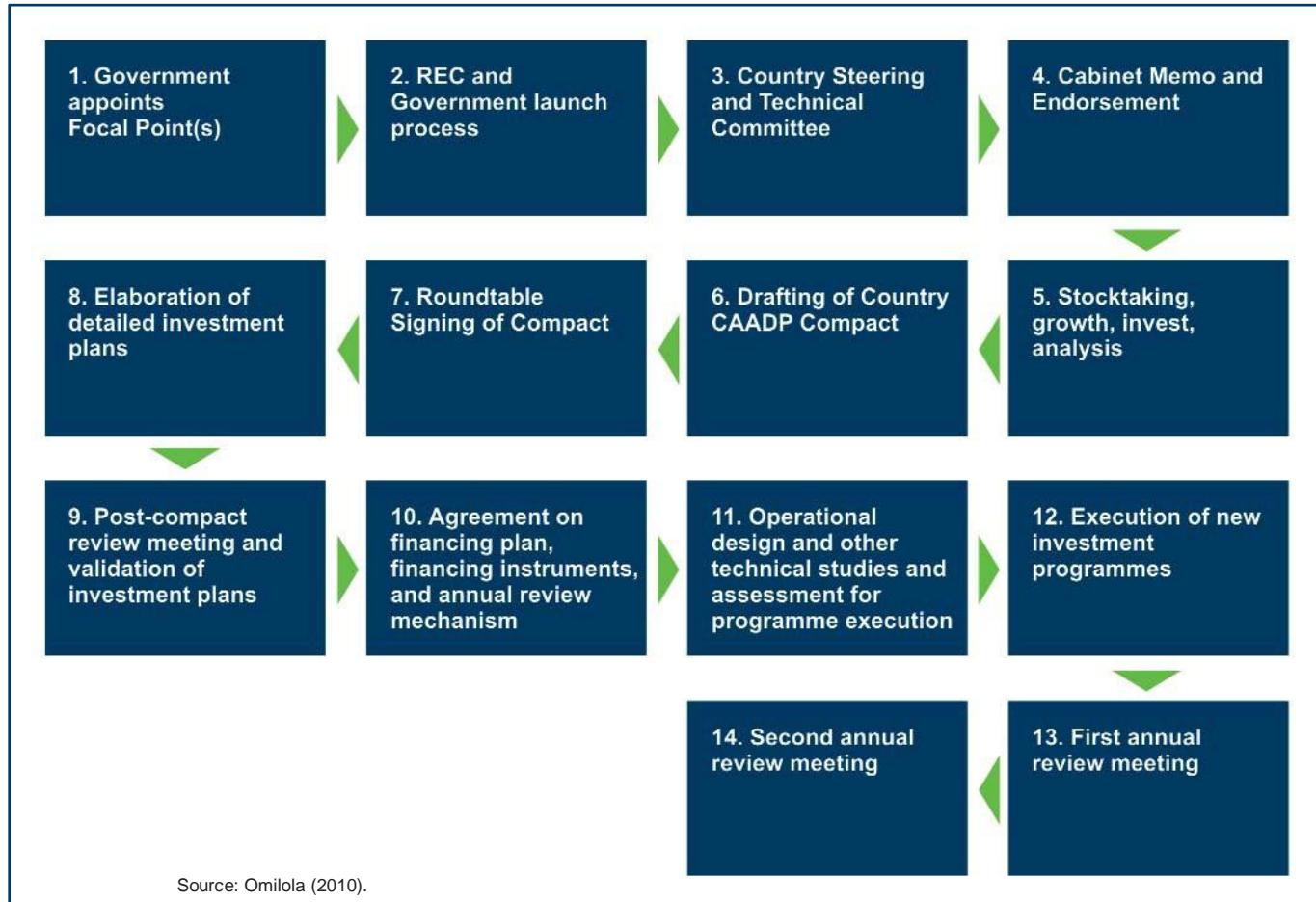
This can be bewildering and the hierarchy is not always clear and there is some overlap between categories. However the Process and Outcome Logic is admirably succinct and substantive. It is reproduced below:

The CAADP Process and Outcome Logic		
Process Inputs	Process Outcomes	Impacts
Present investment programmes SWAPS and projects	Improved agricultural sector development strategies and programmes	6% annual growth in agricultural domestic product
Facilitation, coaching and process management	Increased investment in agriculture	Reduction in poverty and malnutrition
Knowledge input/analytical services	Improved infrastructure and markets	Improved sustainability of agricultural production and natural resource use
Partnerships and coalition building	Better policies for agricultural growth	
Capacity development, including organisational development and change management	More effective agricultural services Improved regional integration Changes in values and institutional practice	

From: Accelerating CAADP Country Implementation - A Guide for Implementers, NEPAD 2010

24. This process and outcome logic provides a framework for thinking about how to strengthen the CTFs, referred to below, and should be used to develop more meaningful results chains and frameworks.
25. However, the relationship between the logic above and the timeline and sequence of activities described in the Guide is not well defined. The sequence of activities is well set out in 'Highlighting the Successes', and is shown below:

**Stages of the CAADP implementation process**



26. These are the processes that the MDTF has been supporting directly and indirectly, rather than those implied by the process logic.

27. There is danger in such complexity of processes and there is an issue of their sustainability. All governments have reasonably well established systems for medium term public expenditure budgeting and management (for capital and recurrent budgets) and CAADP processes should synchronize and work within these systems. It will be important to ensure that Public Expenditure Review processes, which consider both investment and recurrent budgets, should continue to be supported.

28. We recommend that the CAADP investment planning procedures be radically simplified and, where necessary, integrated in broader public expenditure management processes.

## The MDTF Program

29. According to the Program Document<sup>7</sup>, the MDTF was established to provide stronger support to African institutions to drive the CAADP agenda, to provide more flexible and accessible finance, and a more comprehensive and less fragmented mechanism. The TF was intended to be a transitional instrument that strengthened the institutional capabilities of the drivers of the CAADP process and empowered them to become true facilitators. The TF was expected to foster a joint analysis of the challenges and prepare action plans to overcome them. It suggested that there would be an emphasis on facilitation and knowledge generation and management as a prerequisite for attracting investment. The World Bank was seen as an attractive option to manage the fund by virtue of its administrative capacity to manage such a fund efficiently and its ability to provide technical leadership. The US contributed to a single-donor TF and other development partners contributed to the MDTF: both funds are governed by the same program document.

30. The key results sought by the fund were:

- African agricultural institutions at the national, regional, and continental levels strengthened to lead, plan, and implement agricultural development and investment programs through access to: technical guidance, policy and financial support;
- CAADP Country Roundtable processes completed in all interested countries in Africa and the outcomes of the Country Roundtable processes reflected in national budgets and strategies;
- Regional CAADP Roundtable processes completed in each major region of Africa and the outcomes of the Regional Roundtable processes reflected in budgets and strategies for COMESA, ECOWAS, ECCAS and SADC;
- National agricultural strategies, institutions, and programs supported by and consistent with the pillar frameworks for each of the four pillars of CAADP; and
- Framework papers for each of CAADP's four pillars adopted by the AU.

31. These results may be desirable in contributing to the over-arching or super goal of reducing poverty and hunger through agricultural development, and they may be a good 'point of entry' or starting point, but they are clearly not sufficient. We have not located a discussion of the assumptions that are required for these results to contribute efficiently and effectively to the goal. The assumptions should be set out and discussed. As noted above, the indicators set out in the results frameworks do not reflect the substantive objectives.

32. The project was divided into components as follows:

Component 1 (US\$ 17.5 million over five years): CAADP Support Platforms. Under this component, support was to be provided to carry out CAADP processes – particularly the activities involved in carrying out country roundtable processes and regional roundtable processes; and also the activities related to the CAADP Partnership Platform.

Subcomponent 1a: The continental level. This subcomponent was to consist of activities, in most cases implemented by the NEPAD secretariat and the AU, to: build and strengthen the common vision of CAADP; develop an overarching synthesis document on CAADP taking into account the contents of the different Pillar Framework documents, support RECs and Pillar

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<sup>7</sup> The CAADP Trust fund Program Document, A Multi-Donor Trust Fund to Support CAADP, November 2008

Institutions in development and delivery of common policy frameworks for the pillars; support specialized technical agencies of AU; establish monitoring and evaluation and peer review mechanisms; develop an effective and informative web-based communication, promote learning networks and platforms on agricultural development in Africa; support partnership and coalition building efforts including supporting donors' efforts to work together. This sub-component was also include capacity building for the agricultural directorates of NEPAD and the AU.

**Subcomponent 1b: The Sub-regional Level.** This subcomponent was to consist of capacity building for the agricultural directorates of at least four RECs : ECOWAS, SADC, COMESA, and ECCAS and activities undertaken by these RECs to develop and implement CAADP processes in their respective regions.

**Subcomponent 1c: The National Level.** This subcomponent was to finance regional support measures for national governments in areas related to strategic sector analysis, institutional reform, evidence-based policy review and reform, program design and costing, etc. Funds for activities under this subcomponent would in some cases be channelled through the relevant REC, and in some cases be channelled directly to the country. Support would focus on activities that will accelerate the CAADP country roundtable processes.

**Component 2 (US\$ 20 million over five years): CAADP Pillar Frameworks.** This component was to support the development of continental and regional frameworks for each of the CAADP Pillars. It also included strengthening the capacity of the institutions charged with each Pillar to facilitate the implementation of these frameworks at every level (national, regional, and continental).

**Component 3 (US\$12.5 million over five-years): Technical Assistance and Trust Fund Management.** This Component was to be World Bank-executed. Under this component, the Trust Fund would support the World Bank's management of the Trust Fund as well as technical assistance in support of the CAADP processes.

**Subcomponent 3a: Technical Assistance (\$10.0 million).** This subcomponent was to be executed by the World Bank to finance technical assistance for specific activities related to CAADP which included: economic and sector work and/or analytical and advisory activities such as public expenditure reviews, rural development assessments, and other agricultural or rural studies. All substantial proposals to be funded under this sub-component (those requiring more than US\$50,000 in resources) were to be vetted by the Partnership Committee and the recommendations of the Partnership Committee would be provided to the World Bank. In practice, virtually all proposals have been discussed explicitly and agreed with AUC and NPCA (even small proposals) and decisions for some larger proposals have been delayed until the next PC meeting. Some proposals originally thought to require less than US\$50,000 have proceeded without review by the PC, and later ended up requiring more than \$50,000. Such proposals and the related activities have been discussed with the PC at subsequent meetings.

**Subcomponent 3b: Trust Fund Management, Administration and Supervision (\$2.5 million).** This subcomponent would finance costs related to technical, managerial, and administrative supervision of the MDTF, including development of detailed proposal formats, appraisal and supervision of individual grants, fiduciary assessment reviews for individual grants, advice on the Bank's policy requirements for TF recipients, and reporting to and consultation with contributing donors, the Steering Committee, and the CAADP PP.

33. The original project document provides a description of activities that may be undertaken under each component. Although there was an intention to build capacity there was no discussion of the need for institutional appraisal or diagnosis of existing capacity, and the planned activities did not include staff development or strengthening of management systems and processes. There is no reassurance in the document that other development partners had this agenda comprehensively covered.
34. To the extent that capacity was defined as a constraint in the CTFs, the TF has been used to buy-in significant additional staff time but the sustainability of such an approach is problematic.
35. The project document has separately (as Annexes) a results framework (which is a critical document as it is normally used within the Bank for assessment of programme effectiveness) and an optional results chain. The framework relates to process deliverables only and contains no assessment of quality. The chain is more like a logical framework and includes the following goals:
  - Reduction of poverty and improvement of livelihood especially in rural areas in Sub-Saharan Africa
  - Contribution to sustainable pro-poor growth that is socially acceptable and ecologically sound
  - Improvement of capacities and capabilities of actors in governmental institutions and social structures
  - Contribution to MDGs
36. The impact sought is defined as:

Political decision makers recognize agriculture and rural development as key sectors for economic growth and development and therefore follow the guiding principles of the CAADP framework especially:

  - Agriculture-led growth as a main strategy to achieve the MDG of poverty reduction
  - A 6-percent average annual agricultural growth rate at the national level
  - An allocation of 10 percent of national budgets to the agricultural sector (compared with the current 4 percent)
37. However, outputs and activities were left to be defined by each organisation or component. A review of the CTF results frameworks suggests that they have reinterpreted goals and impacts and situated them at the activity or output level. Thus for the NCPA, the overall goal becomes enabling the development agricultural investment programmes and mobilizing increased investment (although a revised framework is under preparation now). For other CTFs an overall CAADP goal is quoted as 'African agricultural programs and institutions at the national, regional and continental level are scaled up and more effective'. The results monitoring proposed, however, is all at activity level and not sufficiently linked with the objectives and impact sought.
38. We recommend below that the results frameworks should be revisited to reflect a more substantive agenda and provide a the possibility of attribution for that more ambitious agenda.

39. The Operations Manual for the MDTF (version 2, April 2010) was drafted to encompass approval processes for CTF grants but does not focus significantly on management of implementation or the requirement for monitoring and evaluation. It needs updating.

## Relevance

40. The relevance of the MDTF depends on the relevance of CAADP. There is no doubt that CAADP has been relevant and important:

- it has been, and continues to be, an African owned initiative and agenda
- it provides an African platform for advocacy for agriculture and rural development
- it offers a broad strategic framework for policy development, and potentially opens up policy processes for greater participation
- it represents an opportunity to strengthen capacity of key institutions
- it represents an opportunity to strengthen African knowledge communities
- it focuses on resource mobilisation
- it provides processes for dialogue and coordination with development partners (it was ahead of the Paris Framework and Accra Agenda)
- importantly, it has started to include the private sector and other NSAs
- it is about accountability, and marks a shift from projects and PIUs to a sector wide approach and institutional development.

41. The MDTF has undoubtedly been relevant in these terms, although it has necessarily had limited impact because in many ways it has only just begun. But the current 'results agenda' is challenging for the sector, for CAADP and the MDTF. Attribution in the agriculture sector and for rural development is difficult to establish. Technical and policy solutions are often contested. This represents a major risk for CAADP and the MDTF.

42. We believe that the AUC, NPCA and RECs were correctly identified as major partners. They are among the continental and regional institutions with long term legitimacy. The use of a CTF as a vehicle for support seems appropriate. The main alternative would have been Bank executed TA but that would not support ownership or develop institutional capacity. (Bilateral resources are generally more flexible and agile but make management demands on donors and recipients alike.)

43. The MDTF has helped clarify division of labour between the institutions. The majority of RECs had limited capacity to work on agriculture and rural development, and had differing mandates. ECOWAS was one of the most mature and developed RECs (see Box 2 below). It is too early to judge the absorptive capacity of each institution.

## Box 2: ECOWAS

**Background:** Founded in 1975, the Economic Community of West African States (ECOWAS)<sup>8</sup> is a regional group of 15 countries<sup>9</sup> whose mission is to promote economic integration in all fields of economic activity particularly industry, transport, telecommunications, energy, agriculture, natural resources, commerce, monetary and financial questions, social and cultural matters. Ensuring free movement of people/labor is also key objective. ECOWAS was initially established as a Secretariat whose autonomy was very limited. In 2006 it was transformed to a Commission leading to a diversification of its mandate including agriculture and rural development.

**Engagement with CAADP:** ECOWAS was given the mandate to lead/facilitate regional CAADP Process by NEPAD in 2003 together with the other RECs. Its mandate was strengthened by Council of Heads of States of member states in 2005. However, the REC began taking concrete steps after the 2007/08 “Food Crisis Ministerial Meeting”. The Ministers renewed ECOWAS’s mandate to provide technical and financial support to member states to develop a comprehensive plans that address the food crisis. ECOWAS did not wait for the CTF to be established. It allocated US\$6 million (US\$ 400,000 for each member state) from its own resources to begin the process. ECOWAS has been working with CAADP in a variety of ways, including guiding countries in how best to implement CAADP; providing funds to support the roll-out of CAADP in regions and countries; and monitoring and evaluation to check progress towards CAADP targets in the region. ECOWAS has developed its own regional compact and regional agricultural development plan with the following pillars: (i) food sovereignty; (ii) creating an enabling environment for agri-business; (iii) ensuring access to food for the most vulnerable groups; and (iv) governance, M&E and coordination.

**Financial Independence:** The most conventional way to finance RECs or any other group is through donor and/or member state contribution. This arrangement often puts the group at mercy of the contributors – waiting or begging for money to flow in – which reduces efficiency, effectiveness and ultimately leads to disempowerment. ECOWAS foresaw this situation and proposed to member states to agree to a levy of 0.05% on all imports to raise funds for its operation. This has been agreed and ECOWAS generates US\$70-US\$80 million a year to support its HQ, ECOWAS country mission situated at the Ministry of Foreign Affairs and to implement country level activities. It is this financial independence that enabled ECOWAS to finance the CAADP process without waiting for the establishment of the CTF. The long term sustainability of this mechanism needs serious consideration as countries adopt import substitution strategies, and there is the possibility that donors may seek the removal of the import levy.

**Investment Plans – Realism Vs Ambition:** The investment plans prepared as part of the CAADP process are generally regarded as too ambitious or unrealistic with respect to resource availability. ECOWAS recognizes this situation and has advised member states to develop realistic plans that can be financed given the present economic environment. But countries came back saying they have been told to be realistic and lacked ambition for generations and it got them nowhere. It is time to identify the real development needs that should be met if national and global goals are to be achieved. ECOWAS, or anybody else for that matter, has no mandate to force member states to reduce their ambition but can advise them to prioritize and phase into implementable chunks (e.g. 1<sup>st</sup> five years, 2<sup>nd</sup> five years, etc). This has been achieved, partially or wholly, through business meetings.

**Governance:** The relationship between ECOWAS and NPCA is an important variable for smooth implementation of the CAADP process. ECOWAS received its initial mandate from NPCA (formerly NEPAD Secretariat) and the latter has appreciated and encouraged the initiative taken by ECOWAS to accelerate the CAADP process in the region from its own resources. ECOWAS recognizes that NPCA is accountable to individual countries and has the mandate to communicate with directly. However, for the two agencies to speak the same language at country level, it is important that NPCA consults with or informs ECOWAS when it engages with individual member states and vice versa. The relationship between ECOWAS and the sectoral institutions in member states (e.g. MoA) is important for smooth implementation of the CAADP process and by implication effective use of the funds.

<sup>8</sup> In addition to interviews with ECOWAS staff, some background information about the REC was found from [www.comm.ecowas.int](http://www.comm.ecowas.int)

<sup>9</sup> These are the Republic of Benin, the Republic of Burkina Faso, the Republic of Cape Verde, the Republic of Cote D'Ivoire (Ivory Coast), the Republic of Gambia, the Republic of Ghana, the Republic of Guinea, the Republic of Guinea-Bissau, the Republic of Liberia, the Republic of Mali, the Republic of Niger, the Federal Republic of Nigeria the Republic of Senegal; the Republic of Sierra Leone, and Togolese Republic.

ECOWAS acknowledges that initially the existence of its missions in member countries created some tension because the latter felt it was their mandate to implement the CAADP process. However it is now understood that the MoA has the mandate to implement the process and ECOWAS channels funds through the CAADP secretariats in the member states.

**The Future:** ECOWAS is presently preparing its CTF and expects approval soon. Since the CAADP process as originally envisaged is complete (save one country), ECOWAS plans to use the CTF for M&E, documentation and lesson learning. This is expected to strengthen its knowledge base and may contribute further diversification of its mandate (perhaps into research, training and consultancy). This will also diversify sources of income and reduce reliance on import levy which may be controversial in the future.

44. There seems to be a case for modest support to IGAD and the EAC for regional planning and coordination. This would not require in either case a CTF. The current distribution appears to reflect needs but it is very early to make this judgment. We would have expected NPCA to have received support at an earlier stage. The case has not been put to us that there is a need for new CTFs.
45. The AfDB and UNECA should also be an active part of this community of interest, as is IFPRI already, and contribute centrally to the CAADP agenda but they are not likely to need financial support from the MDTF.
46. The design of the CTFs should have taken into account support to the institutions from other agencies, and mapped out a coherent strategy. (We are aware that GIZ and the EU are both supporting the NPCA and AUC in agriculture, and that USAID is now undertaking institutional assessments of some institutions prior to providing support under its LEAD program).
47. The MDTF could have been even more relevant if it had tackled institutional strengthening and capacity building as an explicit medium to long term objective, as was implied in the original program document. The process of developing and implementing work plans with CTF recipients was in itself a good contribution to institutional development. But it would also have been helpful to generate a vision for the next ten years: a ten year time horizon for capacity building would not be unrealistic. And such a vision would have allowed the Bank and donors to develop exit strategies. Following consultation with other development partners engaged with the respective institutions, the CTFs should be retro-fitted to support institutional development, including a vision for the next ten years. And as argued above, some retro-fitting would also be desirable to strengthen policy development capacity. Good practice for capacity building activities has been set out by the OECD DAC.<sup>10</sup>
48. A 'balanced score card' for results for CTFs which includes (i) some measure of institutional strengthening, (ii) contribution to policy dialogue and reform, as well as (iii) improvements in investment and recurrent budget design, could be explored.
49. All the institutions supported by CTFs are expected to be catalysts for change and facilitators: they need to be supported to equip themselves with staff and skills for this challenging role. The results framework and M&E should have reflected these needs.
50. First and foremost the CTFs should have helped the institutions to put in place basic but meaningful results frameworks with delivery systems, and mechanisms for monitoring effectiveness and efficiency. These should have moved beyond the basic activity level.

<sup>10</sup> See the OECD/DAC paper 'The Challenge of Capacity Development: Working Towards Good Practice', 2006

## Efficiency and Effectiveness

51. Evidence on effectiveness is mixed. A judgment on the effectiveness and efficiency of the MDTF depends in large part on a judgment of the effectiveness and efficiency of the processes described above. The 'Highlighting the Successes' review finds benefits of these processes in some countries in four domains: improved policy; improved policy making processes that is more participatory and inclusive; increased harnessing of African expertise; and better donor coordination. The 'Renewing the Commitment' review is much more hesitant. In these four domains specifically it suggests: there is little evidence that CAADP has had more than minimal influence on national strategies and policies; there has been little interaction between CAADP and the private sector at country level; that CAADP has not been able to add to skills in the sector and skills do not appear to have been transferred to African institutions. It does conclude that CAADP has succeeded in bringing development partners, RECs and country representatives together and the capacity of governments to engage with development partners has been strengthened.
52. Our own evidence suggests a wide range of experience across countries. We have found evidence that CAADP can be influential on strategy and policy, and can build skills on the continent. SADC is case where policy has been moved forward, and although a CTF has not yet been approved, the WB has been able to support the process through the TA window. See Box 3 below.

### Box 3: Southern Africa Development Community (SADC)

**Background:** The Southern African Development Community (SADC) was established in 1992 and has currently a membership of 15 countries.<sup>11</sup> SADC has four Directorates including the Food, Agriculture and Natural Resources (FANR), formed in 2001. FANR will house the Multi-Donor Child Trust Fund (CTF) activities whose project document was finalized in August 2011 and was submitted in September 2011 to the World Bank. The total budget for SADC CTF over a four year period is US\$7.5 million envisaged to support 11 priority areas, including: (i) Advocacy for the CAADP agenda at country, regional and continental levels; (ii) Initiating the CAADP processes with member states; (iii) Coordinating and participating in M&E and peer reviews of the member countries, and; (iv) Mobilizing think tanks on emerging issues.

**Relevance:** First, FANR is an established Directorate under SADC whose overall objective is similar to CAADP's mandate. FANR's **overall objective** is to: "develop, promote, coordinate and facilitate harmonization of policies and programmes meant to increase agricultural and natural resources production and productivity and to promote trade, ensure food security and sustainable economic development in the region".<sup>12</sup> Second, the MDTF has given itself to facilitating FANR/SADC to streamline CAADP processes into its already existing strategic regional development frameworks, namely:(i) the Regional Indicative Strategic Development Programme (RISDP, 2003) and (ii) the Dar es Salaam Declaration (2004) whose main mandate is to operationalize the RISDP. Third, SADC's Regional Agricultural Policy (RAP) whose development started in 2008 will become the Regional CAADP Compact under SADC.

<sup>11</sup> SADC was started as *Frontline States* in 1979 whose political objective was liberation of Southern Africa. It then became *Southern Africa Development and Coordination Conference (SADCC)* in 1980. Current members are: Angola; Botswana (where it is housed); Democratic Republic of Congo (DRC); Lesotho; Madagascar; Malawi; Mauritius; Mozambique; Namibia; Seychelles; South Africa; Swaziland; United Republic of Tanzania; Zambia and Zimbabwe.

<sup>12</sup> Mainstreaming of CAADP into FANR activities and provision of support to SADC membership states (2012-2015), Food, Agriculture and Natural Resources Directorate, SADC Secretariat, August 2011.

**Efficiency and effectiveness:** It is currently not possible to measure efficiency and effectiveness, given that the CTF SADC is yet to be operationalized. In this respect, efficiency and effectiveness may only be discussed in the context of support provided by MDTF (the World Bank) in the development of the SADC CTF document as well as the Fund's future potential: (i) the streamlining of CAADP into the RAP formulation process has promoted efficiency due to the use of already existing human resource (including the RAP consultant engaged in 2008) as well as building on what has been going on; (ii) support by MDTF to the RAP formulation process and the Bank's backstopping of the overall mainstreaming of the CAADP processes into SADC/FANR development frameworks have shortened the total period for the development of the SADC CTF project document; (iii) The MDTF's support to convert RAP into a Regional SADC CAADP Compact and its operationalization, as well as the planned simultaneous support to SADC/FANR for the promotion of the CAADP agenda at country level are expected to potentially reduce the total time for CAADP processes to be embraced, entrenched and accelerated in the SADC region.

**Governance:** Two issues are worth highlighting: (i) The *Mainstreaming of CAADP into FANR Activities and Provision of Support to SADC Member States* The CTF document has made an attempt to develop a "Medium Term Plan Results Framework and Monitoring (2012-2015)"<sup>13</sup> which includes some risk assessment as well as a schedule showing: outcome indicators; baseline values; frequency for data collection and reporting; data collection instruments and responsibility for data collection. Although the framework needs improvement, it will go a long way in facilitating the assessment of implementation performance; (ii) FANR has six (6) major priority intervention areas<sup>14</sup> through which its mandate is fulfilled, including the last area "strengthening institutional frameworks and capacity building" under which CTF will be placed. The Directorate has twelve full time professional staff (four based at the SADC Plant and Genetic Resource Centre-SPGRC in Lusaka, Zambia and the rest at the SADC Secretariat in Gaborone Botswana). The structure includes a Director; 3 Senior Programme Officers and 4 Programme Officers, all professional staff.<sup>15</sup>

**Lessons learning:** The MDTF's ability to identify CAADP principles in SADC's RAP, RISP and the Dar es Salaam Declaration and to facilitate the mainstreaming of CAADP processes into these strategic development frameworks has been well appreciated and has shown the Fund's flexibility, innovation and passion to strengthen the continent's key institutions that are critical to promoting the CAADP agenda.

**Future of MDTF:** given that SADC CTF is planned for a four-year period and is yet to become operational, the extension of the MTDF for at least 5 years needs to be given serious consideration if efforts and resources spent by the World Bank so far in facilitating the CTF are to be sufficiently justified.

53. Policy and strategy achievements are hard to secure and cannot be assumed from ritual adherence to the processes mapped out. From anecdotal evidence engagement with the private sector has only just begun. Coordination with development partners has improved. But our approach can at best be described as 'casual empiricism'.
54. We have seen no analysis of the efficiency or value for money of CAADP processes. They are intensive in their use of scarce skilled human resources. There would be merit in documenting the full resource costs implied by the process in one or two particular instances. However, we also note the potential for very significant returns to investment in these processes if output and productivity can be increased.

<sup>13</sup> Annex 2, page 81, of the Mainstreaming (CTF) document.

<sup>14</sup> The first 5 intervention areas are: (a) ensuring food availability; (b) ensuring food accessibility; (c) promoting improved safety and nutritional value for food; (d) ensuring disaster preparedness and awareness for food security; and (e) ensuring equitable and sustainable use of the environment and natural resources.

<sup>15</sup> Priorities, programmes, achievements; Food, Agriculture and Natural Resources Directorate, SADC, May 2010.

55. It would have been helpful if the results frameworks of the CTFs had gone beyond the low level indicators provided. We recommend that the MDTF stakeholders set in train a work stream to collect substantive evidence on the impact of the framework, and use it to inform the CAADP processes. The external technical reviews could perform this role if their terms of reference are extended. The risks to the MDTF of not being able to address these issues are significant.
56. To the extent that the MDTF is directly supporting CAADP processes it should be able to generate some evidence itself, but the M&E process for Bank executed TA is unclear. We attach at Annex 4 a list of Bank executed TA. For each category we asked to see, for one or two projects, a paper trail showing: how the assignment was identified and ToRs finalized; how the consultant was identified; and how monitoring and evaluation was undertaken. It was not possible in the time available for the Bank to compile this information. (The processes deployed for management of Bank-executed TA are the same as those deployed by the Bank for management of consultancy support using its own administrative budget.)
57. The concept of Pillar Institutions has proven problematic and it will be reviewed by an MDTF consultancy outside the MTR. The framework papers that were developed have been helpful and appreciated. But there seems to be broad agreement that the concept of individual centers of excellence for each pillar will be inadequate and that support should be delivered to create research and knowledge networks across the continent, pulling in external expertise too, to meet individual country and regional demands. In this context, the potential for enhanced south-south collaboration should be explored. The recent reforms of the CGIAR system may offer some ideas for commissioning proposals for pillar support.
58. Support to non-state actors (eg farmers associations) should continue to be investigated: one option would be to establish a 'challenge fund' under the MDTF to which NSAs could apply, to support work at a regional or continental level. The AUC signed an MOU with Action Aid in July. Action Aid, Oxfam and Acord are convening a Pan African Policy dialogue on CAADP and Agricultural Investment in Africa in Abuja in mid October.
59. We believe that the role of the private sector is now better understood by governments but this remains 'work in progress'. The private sector is not only farmers, large and small, but also traders, input suppliers, and agro-industries. Relationships with new players – with China, Brazil and Korea, as well as the foundations – will be important for the future. They often operate outside the aid effectiveness framework but are becoming much more important than traditional development partners and they offer new approaches. A step change is required in seeking to ensure that CAADP is relevant to these players.
60. There is potential to draw on the expertise and knowledge and links of the African Diaspora, and this should be further explored.

## Monitoring and Evaluation

61. One of the strengths of the MDTF and CTF mechanism is that it has been possible to use well established, robust and respected WB management systems, for example for project design and documentation, and for 'implementation support' (which used to be referred to as 'supervision'). But this has also been identified by some voices as a weakness and contributed to delays and excessive bureaucracy. Bilateral donor procedures are generally 'lighter'. The Bank has not applied its routine process of preparing 'Implementation Status Reports' for the CTFs

and should consider whether this would be appropriate. More importantly, the Bank has not provided monitoring reports on Bank-executed TA.

62. As recorded above, the CTFs should have helped the institutions to put in place basic but meaningful results frameworks with delivery systems, and mechanisms of their own for monitoring effectiveness and efficiency. These should have moved beyond the basic activity level.
63. There would be merit in tabling substantive implementation support reports of the CTFs at the PC meetings, especially after an inception period and then at mid-term review in each case. There is a certain clumsiness created by the fact that the AUC and NPCA are Chair and Secretariat of the PC respectively and also both recipients of CTFs: this complicates accountabilities. However, this is a problem that can be managed.
64. We were asked to consider whether it would be useful to have a planning and monitoring system which integrated the MDTF with other initiatives such as support to ReSAKSS and the GIZ capacity building initiative. Our view is that planning and monitoring be undertaken primarily by governments at country level, by RECs at regional level, and by NPCA and AUC at their level. If necessary support should be provided to them. Centralized planning and monitoring is not likely to be efficient or effective. However, we believe that an Annual Report on African Agriculture could make a real contribution to debate and dialogue and knowledge dissemination. This would not be principally a statistical or econometric publication (like the ReSAKSS ATOR) but could be thematic (like the WDR and Human Development Report). AfDB and ECA could be partners in such an endeavour.

## Governance

65. The absence of an overall work plan for the MDTF, and individual work plans and budgets for individual non CTF components, limits the potential for stakeholders - recipients and development partners - to guide strategic decision making. (On the other hand, the absence of a rigid plan has allowed the Bank to respond flexibly and quickly to emerging priorities.) The absence of an overall plan can be seen to be disempowering and to reduce ownership. It limits the effectiveness of the Partnership Committee. Financial reporting across the whole programme should be more regular and comprehensive and a proposed template for reporting is attached at Annex 7. We believe that this contains appropriate management information.
66. The physical separation of the secretariat and fund management reduces functionality and ownership, especially because the necessary management information resides with the fund manager. This separation, combined with limited planning, means that the NPCA and AUC do not feel sufficiently accountable for the MDTF. We do not have a firm recommendation to address this 'dislocation'. In the short term, moving some key TF management functions to the World Bank office in Pretoria is an option that should be explored. In the medium term, agreeing with the NPCA the competencies it needs to manifest for the Bank to be able to transfer greater management responsibility could be a constructive measure. This could be part of a process of generating a vision for the next ten years, which we have argued above could have been an integral part of developing an institutional development strategy.
67. The Partnership Committee has operated informally. Business practices have been evolving (it has met only three times). All new committees take time to become effective, and they can

benefit from coaching. Papers are not necessarily circulated much in advance and formal proposals for decision making are not routinely tabled. The rotation of representative members reduces the effectiveness of the committee, and dissatisfaction with the process has been expressed by representatives for the RECs and the pillar institutions and by some donors. The current representational approach does not necessarily provide technical skills needed for an 'executive board', which was the role foreseen for the PC.

68. The role of the committee will change in the future: it is unlikely to be required to take many decisions on funding new CTFs. But there will be a need to monitor and evaluate existing programmes and to provide guidance on redirection over time. (The Operations Manual needs to be updated to reflect this.) The committee will also need to deliberate on the recommendations of the pillar review and be able to oversee implementation of the new programme. This further reinforces the argument that consideration should be given to the skills needed for the committee to operate effectively. It needs to be able to provide guidance on development effectiveness and results management, on knowledge management, and on monitoring and evaluation.
69. As a base case, we recommend that the PC adopts a more formal approach to the conduct of its business. A timetable for meetings should be set out on an annual basis with agreed deadlines for circulation of papers, which would allow representatives of constituencies time to seek advice from constituents. Papers should contain clear issues, options and recommendations, and the financial implications should be highlighted. We also recommend that all stakeholders should be allowed to attend meetings as observers. The donors (and RECs) might consider the establishment of their own forums that could meet formally ahead of PC meetings to decide on their line to take.
70. The PC needs a professional secretariat and at present the NPCA lacks the resources to execute this function properly. With CTF resources the NPCA will be able to strengthen the function but an interim solution is needed. We recommend that a consultancy be implemented in South Africa to provide the necessary support. We were asked to consider whether there is a sufficiently clear division of labour between the PC and the Secretariat. Our view is that there is a clear division of labour, and in this respect the CAADP MDTF Operations Manual<sup>16</sup> is helpful (although we have noted elsewhere that it is need on updating). As noted above, there is some ambiguity in roles in that the NPCA is a CTF recipient (as is the AUC): this is probably inescapable and can be managed.
71. As an alternative to the base case, we recommend consideration of the re-establishment of the Partnership Committee as a Technical Committee reporting perhaps to a Stakeholders Council, which could be a subset of the Business Meeting membership. The Technical Committee could include membership of the AUC (in the Chair), the NPCA (as both a member and as Secretary), and additional (African) members to provide necessary expertise on (1) knowledge management, (2) development effectiveness and results management, and (3) M&E. These members would be recruited as acknowledged leaders in their disciplines. Their membership would be endorsed by the Business Meeting/Stakeholders Council, which could arrange for votes if there is a superfluity of candidates. The World Bank should be an observer. Meetings would be held on a regular timetable and be open to all stakeholders to observe. The Business Meeting/Stakeholders Council would endorse annual work plans and receive reports from the Technical Committee.

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<sup>16</sup> Version 2, April 2010

72. As in the case of the CGIAR, there could be a separate funders forum. In any event, MDTF contributors need to send unambiguous and consistent signals about the accountability they expect, including to other stakeholders.
73. The PC needs ground rules for day-to-day engagement: we recommend a weekly or fortnightly business meeting between the WB, NPCA and AUC by phone or video, with an agenda and minutes documented.
74. It was suggested to the Review Team that the Bank needs to communicate its vision as 'trustee'. We believe that this reflects the fact that, in its desire to see CAADP make progress and deliver results, there is a danger for the Bank of appearing to drive the process. We believe that a more formal and businesslike approach to the use of PC would mitigate the risk substantially. It would also be appropriate for the Bank to develop and start to implement an exit strategy in line with the Operational Guidelines, although that exit would probably not be during the duration of the current MDTF.

## Financial Management

75. The World Bank has well tested financial control and risk management systems. The two MDTFs are essentially managed as one resource, although the USAID-funded SDTF closes on September 30, 2012 and the MDTF closes on June 30, 2014, which offers different opportunities for funding particular elements of the programme.
76. The Tables below show (1) the original allocations foreseen in the project document, (2) the current commitments made to the RECs and continental organisations (which are resources that the Bank needs to hold in its account until they are disbursed) and actual disbursements to date to the recipients, (3) the current allocations to and disbursement by Bank administered channels, and (4) donor commitments.

**Table 1: Costs by Component in Project Document**

Component	US\$m	% Total
CAADP Processes	22.5	39.4
CAADP Pillar Programs	25.0	40.3
TA and Trust Management and Administration	12.5	20.3
<b>Total</b>	<b>54.6</b>	<b>100</b>

**Table 2: Recipient -Executed Commitments and Disbursements (August, 2011)**

Recipient-Executed CTFs	Commitments US\$	Funds Transferred to Recipient US\$
CMA/WCA	1,100,000	720,905.24
COMESA	4,500,000	1,720,852.00
ECCAS	3,900,000	286,141.01
AU	4,000,000	729,199.00
NPCA	3,500,000	1,076,471.00
<b>Total</b>	<b>17,000,000</b>	<b>4,533,568</b>

**Table 3: Bank-Executed Commitments and Disbursements (August 2011)**

Bank Executed CTFs	Amount Budgeted US\$	Commitments & Disbursements US\$
Technical Assistance	10,000,000	7,313,156
Supervision	7,990,359	3,444,116
Admin/Management	581,850	232,316
<b>Total</b>	<b>17,990,359</b>	<b>10,989,590</b>

**Table 4: Donor Funds Committed (August 2011)**

Donor	Agreement Effectiveness Date	Transaction Currency	Amount Committed	Commitment Amount (USD)
USAID	09/30/08	USD	15,000,000	15,000,000
Dutch	12/10/08	USD	6,500,000	6,500,000
EC	12/15/08	EUR	5,000,000	6,710,288
Irish Aid	11/27/09	EUR	2,110,000	3,030,933
French	12/11/09	EUR	988,836	1,329,696
DfID	08/05/10	GBP	10,000,000	15,559,854
<b>Total</b>				<b>48,130,771</b>

77. As will be noted, the Bank executed TA allocation was increased, recognising the need for rapid support for CAADP processes ahead of the approval of the CTFs.
78. The EC has reportedly approved an additional contribution of €10 million (approximately \$13.6 million) which is expected to be available in early 2012. Thus the MDTF currently has headroom of approximately \$27m, but from this an allocation needs to be made for eventual support to pillar institutions/networks. And the Bank is currently estimating that the existing CTFs will need an additional US\$8m, and that the Bank itself will require a further US\$5m for technical assistance, as well as an increase in the sum for supervision. So in reality the headroom for new activities is severely constrained.
79. Procedures for approval, management and M&E of Bank executed TA (i.e. the internal control environment) are described at Annex 3. The procedures are the same as those deployed by the Bank for procurement of consultants to support work programmes funded by the Bank's administrative budget. They appear similar to bilateral donor procedures for small contracts. The relative informality of the process may represent a reputational risk for the Bank. The establishment of a service agency may help but the modus operandi of the agency, yet to be determined, needs to be transparent and agreed with NPCA and AUC. The WB will be undertaking an internal audit of the MDTF.
80. As previously noted World Bank financial management systems should deliver better reporting (more detailed, timely and functional) to facilitate the role of the Partnership Committee and develop a stronger sense of ownership by continental institutions.

81. The Bank has well established procedures for performing its 'due diligence' functions. The Bank undertakes financial management and procurement assessments prior to the award of grants and requires compliance with any recommendations made.

## Lesson Learning

82. There is a lesson learning culture and within CAADP and its stakeholders, and they have mandates to encourage and support lesson learning, but this is not emphasized in CTF results frameworks. The MDTF could do more to promote lesson learning. We have recommended that each institution should be responsible in the first instance for M&E, but the AUC and NPCA should be enabled to secure lesson learning across the intuitions in this respect. The MDTF operational guidelines need to be overhauled. They focus more on approval processes and less on results and M&E and learning.

## The Future

83. The future of the MDTF depends on renewing the vision for the future of CAADP, which is just beginning to be developed: the need is urgent. The initial focus of CAADP on mobilization of domestic public financial resources and donor investment is inadequate. It is critical to find a way of developing a vision for the next ten years which centers on increasing agricultural output and productivity through: enabling the domestic and foreign private sectors, including through public-private partnerships; facilitating knowledge creation, acquisition and networking; and delivering robust policies and strengthened institutions which facilitate this. Issues such as gender, biotechnology, climate change and the use of ICT need to be incorporated into the pillars.
84. The most significant risks for the MDTF are: (i) institutional strengthening will not be effective or sustained in the absence of more robust institutional development plans; (ii) investment plans will be unrealistic, unprioritised and unfunded; and (iii) investment plans – to the extent implemented – will not raise output and productivity because they do not reflect high priorities or because of other constraints facing the sector, particularly policy constraints. There is also the risks that as the role of emerging economies increases, and that of the foundations too, and as agro-industry and commercial agriculture gain greater economic and political clout, CAADP and its MDTF begin to become much less relevant.
85. The mitigating actions could include: (a) the development of a renewed vision for the next ten years; (b) the development and implementation of institutional development plans; (b) more intensive external review of investment plans, with a pre-planning discussion between the planners and the reviewers to discuss ground rules; (c) extension of the external investment reviews to cover the policy environment; and (d) a more significant set of work streams to be undertaken by CTF recipients to look at problem-based policy making processes. It is also critical that CAADP and the MDTF find a modus operandi for working with the emerging economies, the foundations and agro-industry and commercial agriculture.

## **Annexes**

## Annex 1: Terms of Reference

### Terms of Reference for the Mid-Term Review of the Comprehensive Africa Agriculture Development Programme Multi-donor Trust Fund (CAADP-MDTF)

#### 1. Introduction

The Comprehensive Africa Agriculture Development Programme (CAADP) is the African Union's (AU) vision and strategy for the development of African agriculture. It is a framework for advocacy and action crafted through extensive consultation with a broad range of stakeholders. The goal of CAADP is to help African countries reach and sustain a higher path of economic growth through agricultural-led development that reduces hunger and poverty and enables food and nutrition security and growth in exports through better strategic planning and increased investment in the sector. As a program of the AU, it emanates from and is fully owned and led by African governments and enjoys a broad consensus world-wide on objectives, implementation processes, and partnership principles. The AU's New Partnership for Africa's Development Planning and Coordinating Agency (NPCA, or NEPAD), provides technical leadership to the overall CAADP process. As a NEPAD initiative, it fully reflects NEPAD's broad principles of mutual review and dialogue, accountability, and partnership.

At the October 2007 meeting of the CAADP Partnership Platform (CAADP PP) in Addis Ababa, the AU called for the establishment of a multi-donor trust fund (MDTF) to be managed by the World Bank as a mechanism through which financial support for these processes would be channelled. This call was reiterated at the November 2007 meeting of the Africa Partnership Forum in Algiers and the CAADP MDTF was formally established in September 2008.

The CAADP MDTF finances activities supporting the development and use of the CAADP Framework at national and regional levels. It will not, however, supplant any of the existing arrangements for supporting CAADP processes at all levels. In the short term it addresses unmet needs of core CAADP institutions in their efforts to carry out their respective roles and responsibilities under CAADP (as outlined in the CAADP Guide). The CAADP MDTF also supports pre- and post-Compact activities at the country and regional levels and the efforts of Regional Economic Communities (RECs), Pillar Agencies, and the AU Commission (AUC) and NPCA in supporting these activities.

In the medium term (five years), the CAADP MDTF will support capacity-building and activities of African institutions to lead the adoption and utilization of CAADP across the continent. It will also facilitate enhanced donor coordination in their support to activities under CAADP and to African agriculture more broadly. The Trust Fund will not (except on a limited and pilot level) finance agricultural investment programs at any level. These are expected to be financed under national agricultural development budgets and similar arrangements at the regional and continental levels. Where these budgets have been developed through CAADP (or CAADP-like) processes, it is anticipated that they would be backed with increased levels of support through a variety of instruments from DPs.

The CAADP MDTF is managed by the World Bank and is structured as a programmatic trust fund with a parent and associated child trust funds (CTFs).<sup>17</sup> The parent MDTF collects the contributions of development partners (DPs) at the World Bank. Most of the funds from the parent trust fund will be channelled directly to recipients through the establishment of a CTF for each recipient<sup>18</sup>. In addition, a World Bank-executed technical assistance CTF has been established (November 2008) to serve as an agile mechanism to finance activities and services (especially technical assistance) needed from time to time to ensure effective development and implementation of the CAADP processes. This World Bank-executed CTF has been particularly active in supporting activities in the period prior to the establishment of recipient-executed CTFs (further detail is provided below with respect to the activities which have been supported through this World Bank-executed CTF).

### Governance and Management

The CAADP MDTF governance structure involves a number of organs and stakeholders. At the centre of it is the CAADP MDTF Partnership Committee (PC), which is responsible for: assessing eligible applications, making funding recommendations, reviewing the outcomes of financing allocated to grantee institutions, and reporting on the MDTF to the CAADP PP.

The PC is composed of seven members and three observers. The key CAADP constituencies, namely the AUC, NEPAD, RECs, Pillar Institutions, civil society, the private sector and development partners are represented.

The operations of the PC are assisted by the Fund Administrator, run by the World Bank, and the Secretariat, run by NEPAD. The World Bank administers the MDTF and coordinates reporting to the PC. The NEPAD Secretariat provides support to funding applicants in the proposal process as well as logistics and technical review support to the PC during CTF allocation and general management.

### State of play

The CAADP MDTF financed so far activities supporting the development and use of the CAADP Framework at national and regional levels. It has addressed unmet needs of core CAADP institutions in their efforts to carry out their respective roles and responsibilities under CAADP and supported pre- and post-Compact activities at the country and regional levels and the efforts of Regional Economic Communities (RECs), Pillar Agencies, and the AU Commission (AUC) and NPCA in supporting these activities. As of end March, 2011, donors committed US\$48,203,564 to the fund, disbursed a total of US\$30,875,694. A total of US\$11,999,232 was spent as of end of March 2011.

## 2. Objectives and methodology

### 2.1 Scope and Purpose

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<sup>17</sup> There are two parent trust funds for the CAADP MDTF. One is a single-donor Trust Fund to receive contributions from USAID. The second is a multi-donor trust fund to receive contributions from other DPs. This was done to accommodate differences in the requirements of USAID and those of other contributing donors as regards the specific terms of each Administration Agreement with the World Bank. The two are essentially identical, and will be managed in virtually all respects as a single parent trust fund, although differences in reporting and other aspects of administration will be necessary. It should also be noted that the closing date for the USAID TF is September 30, 2012, whereas the MDTF for all other donors is June 30, 2014.

<sup>18</sup> Initial plans were to establish CTFs with: AUC, NPCA, COMESA, ECOWAS, ECCAS, SADC, and with lead CAADP Pillar agencies, with the possible exception of Pillar IV. The establishment of CTFs with institutions beyond this initial list remains a possibility.

This Review is being carried out to provide an independent assessment of the relevance, progress and effectiveness of the CAADP MDTF as an instrument to support the CAADP agenda. The Review will be both backward and forward looking, i.e. it will assess achievements to date and make recommendations with respect to the future course of the MDTF including the interactions and performance of the various stakeholders and structures set up for the fund. Moreover, it will place the MDTF in the context of the evolving CAADP framework and other ways of donor assistance to CAADP.

The Review will assess whether the MDTF objectives and results framework is still relevant, whether adequate progress has been made to meet objective and results, whether funding has been used to best effect, and whether adjustments need to be made in view of the evolving CAADP agenda. It will pay due attention to governance and organizational questions, and to choices (to be) made in the manner key CAADP organizations are/will be supported by the MDTF.

## 2.2 Objectives

Overall objective:

The overall objective is to obtain an independent assessment on whether the MDTF is an effective support instrument in the development of the CAADP agenda.

The specific objectives of the review are to:

- Assess the relevance of the MDTF in an evolving environment
- Assess the efficiency and effectiveness to date of the MDTF
- Review and comment upon the governance structures of the MDTF
- Draw lessons on the usefulness of the MDTF
- Map out the anticipated role, function and financing needs of the MDTF for the next period

## 2.3 Assessment areas/tasks

The following indicative questions are guiding this review:::

Relevance

- Are the MDTF objectives still relevant both for the African partners and the donors contributing to the fund in the context of the evolving CAADP agenda, taking into consideration other donor's support and instruments.
- How relevant are the original and the current distribution of the financial resources to the different Trust Fund Components?
- How relevant are the child trust funds - in relation to them making effective contributions to the programme's objective and outputs/outcomes.
- Is the focus on the original beneficiary organizations (central organizations, RECs, pillar organizations) still relevant? Would setting up new CTFs be relevant?
- Review the MDTF's parent and CTF result frameworks and assess whether milestone, targets and assumptions are relevant and realistic (and: are they well-defined and can they be reported on by the different stakeholders).

Efficiency and Effectiveness

- To what extent have the expected results been achieved so far by the MDTF?

- What are the objectives outcomes/outputs, milestones and targets and assumptions expected to be reached?
- How efficiently and effectively is MDTF implemented by the WB and Child Trust Fund Owners?
- How well have the child trust funds been designed in relation to the project purpose and outputs?
- In view of MDTF characteristics, how can –in general- available MDTF funding best be used to support CAADP
- What procedures, if any, should be taken to make best use of allocated but un-utilised funding?

#### Governance

#### M&E; reporting

- Are the monitoring and reporting systems robust and meeting the needs of the stakeholders? Are there any strategic or policy issues that require specific attention? Is there evidence that reports produced are being used and are useful?
- Is the quality and scope of the M&E activities by the WB sufficient?
- How well aligned is the overall M&E framework with the Results Framework and how robust is the methodology for collecting evidence?
- Are the reporting systems (both financial and technical) sound and unambiguous between the different steps of operation?
- To what extent are the lines of reporting clear? What are the differences in reporting/management between the various components of the trust fund?
- Would it be useful to have a planning and monitoring system which integrates the MDTF and other initiatives such as the support to ReSAKSS and the GIZ capacity building initiative?

#### Governance

- Are reports acted upon effectively by the WB and Partnership Committee?
- How efficient and effective is the Partnership Committee, including its decision making process?
- How efficient and effective is the MDTF Secretariat?
- Is there a sufficiently clear division of labour between the Partnership Committee, the Secretariat and the WB? Are roles and responsibilities clear?
- How well has the Partnership Committee been able to exercise an oversight role?
- What role have donors played in governing the MDTF?

#### Financial management

- How robust are the WB financial control and risk management systems, including adequateness of procedures in the potential case of corruption and fraud by child trust fund owners.
- What is the due diligence procedure in place for the CTFs?
- Have financial reports been adequate, complete and correct, including reports on cash flow, and budgeted versus actual income and expenditure and forecasts?
- How adequate has the WB support function been in terms of financial management and administration?

- How are funds from the various components of the trust fund allocated to specific activities?. Is the MDTF managed as a single trust fund?
- How effective is the MDTF's risk management and internal control environment

#### Lessons learning

- What are the pro's and con's of managing the programme through different child trust funds? What alternatives could be envisaged?
- What are the most significant risks that could prevent MDTF from achieving its objectives? What mitigating measures can/should be taken?

#### Future of MDTF

- Looking ahead to the next 2-3 years of the MDTF we would like the team's suggestions on how the MDTF can best respond to the future challenges in CAADP process such as
- greater allocations of national budgets to agriculture;
- greater investment from the private sector;
- improved quality of plans and policies at all levels, and more effective programs;
- greater capacity to implement;
- establishment of mechanisms in place for learning on agricultural planning and policy making across the continent.
- climate change and agriculture
- The MDTF is a short/medium term initiative to support CAADP. What is the longer term perspective on funding , operations and capacity building within the recipient institutions.
- Are there any new activities that could be supported by MDTF to facilitate CAADP implementation

#### 2.4 Scope of work

The review will involve a desk study of all relevant document related to the MDTF and visits to Washington, the NPCA Secretariat, 2 Regional Economic Communities , and 1 Pillar institute. During the visits a wide spectrum of questions will be discussed with the appropriate stakeholders.

Data sources to be consulted include among others reports of pre approval visits, CTF launch visits, CTF support visits, back to office reports, the MDTF Operational manual, support visits for technical reviews, business meetings, compact meetings etc., meeting minutes (including from PC meetings), reports, the NEPAD CAADP review, IFPRI Ghana's Case study, Evaluations of African Agriculture, and specific documents prepared by the MDTF team for this review.

### 3. Planning of the Review

The review will include (i) an inception phase, (ii) a main phase with in depth studies and (iii) a debriefing and reporting phase.

#### 3.1 Inception phase

The review team will be briefed by a reference group at the start of the assignment on 16 September. It will commence its work by the examination of relevant background materials and documentation, followed by a visit to Washington for supplementary study of documentation and discussions with staff of the World Bank and USAID.

At the end of the inception phase (5 days) the consultants are expected to submit an inception report, which will contain:

- An assessment of the TOR
- Detailed proposal how the review will be undertaken (methodology, including a final list of review questions);
- Detailed schedule of work, including case studies in and proposed CTF to be reviewed, and list of main persons to be interviewed;
- Any further data requirements (from the WB and/or others) in order to fulfil the assignment;
- Proposed table of contents for a draft version of the final report, including a brief overview of suggested structure and contents of each chapter.

The inception report will be discussed with the reference group.

### 3.2 Main Phase

During the main phase the team will further examine relevant documents and conduct interviews with relevant stakeholders. It will include visits to the NPCA secretariat, 2 RECs and a pillar lead institution.. Interviews are expected to be organized among the CTF managers as well as the CAADP focal points in key organisations, regarding the effectiveness, efficiency and relevance of the MDTF.

### 3.3 Feedback and Reporting

The recommendations from the review will be made available to the stakeholders (AU, NPCA, RECs, Pillar institutions and others) for feedback before the draft final report will be submitted

The team will present its draft final report for comments to the reference group on 15 October. The reference group will discuss the draft report not later than two weeks after receipt. The final review report, incorporating comments from the reference group, will be submitted ten (10) working days after the team will have received the comments of the reference group.

### 3.4. MTR Event

The mid-term external assessment of the CAADP MDTF will be an important input in a Mid-Term Review Event that will bring together main stakeholders in CAADP and the CAADP MDTF. The team leader will be expected to participate in this event that is tentatively scheduled to take place in November for a duration of up to 3 days.

## 4. Reference Group

The review will be managed by a reference group, consisting of all participating donors and the Africa Union Commission. The Fund Manager will act as a resource person to the Reference Group and will participate in all reference group meetings and consultations. The reference group will have consultations with the consultant during the launch of the review, the presentation of the inception report, the presentation of the aide memoire and the presentation of the draft report. The Reference Group will review and comment on all relevant reports.

## 5. Reporting

The reporting must be done according to the following requirements:

Inception report (electronic version );

Draft final report (electronic version and 10 hard copies);

## Mid Term Review of the CAADP Multi Donor Trust Fund, November 2011

Final report (electronic version in Word/Excel and PDF format, CD ROM and 20 hard copies).

All reports will be written in English. The draft final report and final report must contain an executive summary not exceeding 5 pages, a main report with the main findings (30 pages) and annexes including data per project that has been visited as well as summary tables.

The detailed time schedule of the review is presented below:

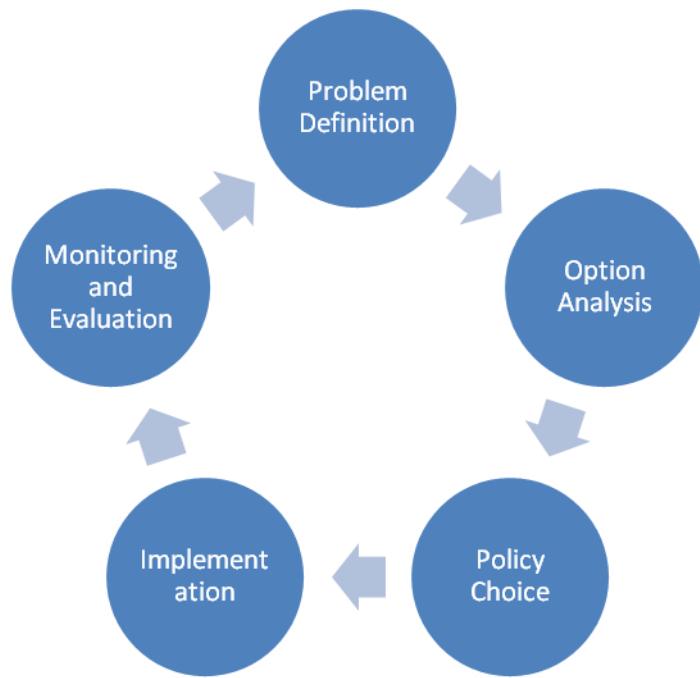
## 6. Indicative Time Schedule

Action	Time Line
Start of mission and briefing by Reference Group in London	16 September
Submission inception report	21 September
Discussion inception report with Reference Group	22 September
Submission Aid Memoire	6 October
Discussion draft Memoire with Stakeholders and reference group	7 October
Draft report presented	12 October
Discussion draft final report with Reference Group	14 October
Final report	18 October
Inception phase: Desk study; Review correspondence related to launch of programme, different project agreements, progress reports (FM and CTF Manager), Operations Manual, policy papers, minutes of meetings PC	4 days
Main phase: FM and NPCA offices, field visits; looking at technical and financial information at operational level, assess cost structures, interview with key staff,	11 days
Reporting: Draft and final report,	6 days

## 7. Expertise required

The Team (3 consultants) will have solid experience of the CAADP process at continental regional and country level, monitoring and evaluation experience, planning of and budgeting of agricultural programme. The team members will be provided by the Netherlands Ministry of Foreign Affairs and the Department for International Development. The funders of the external assessment will identify the team leader based on agreed criteria.

## Annex 2: The Problem Driven Policy Cycle



Policy options may include reform of rules and regulations, fiscal or tax incentives, redirected or refocused service delivery, or investment in infrastructure, etc.

### Annex 3: CAADP MDTF TA Fund Processes

#### Initiation of request

Requests are initiated at the national, regional and continental level and are filtered through AU/NPCA. In cases where the World Bank receives direct requests, they are directed to AU/NPCA for further discussion.

For requests below \$50,000, discussion takes place (primarily over email) between NPCA and the Bank with a focus primarily on whether the request falls within the scope of CAADP and whether there are sufficient funds available.

For requests above \$50,000, the decision should fall to the PC. In practice, requests between \$50,000 - \$100,000 have sometimes gone to the PC for a decision but in some cases, due to infrequent PC meetings or pressing need, requests have sometimes been approved by AU/NPCA and the Bank. In general requests in excess of \$100,000 have been rare. Examples of TA requests in excess of \$100,000 have included support to:

- CAADP related events at national and regional level including compact signing events, technical peer reviews and business meetings
- Service agency contract
- Pillar review consultancy
- Support for pillar related events and work (finalization of the frameworks and preparation, recent climate smart agriculture support)

In some cases there has been consensus on the need to fund activities but the final budget was unknown at the time of approval. This has been the case with regard to several events.

#### Implementation of request

**Event support:** Meeting and logistical support follows Bank procurement guidelines. The contracting of venues, travel and operational support is handled by the Bank HQ or country offices. Wherever feasible, Bank staff are on the ground during the event. Payment of the contract is based on vendor invoicing and is subject to approval by the task team leader (TTL).

**Technical support:** Consultants identified to provide technical assistance are hired by the Bank, and follow Bank operational guidelines, using the Bank hiring system, e-consult. The following steps are followed

1. Terms of reference and resumes of potential consultants are provided to the Bank or jointly developed with the institution receiving the request
2. TORs and resumes are entered and evaluated by the MDTF task team leader, the Sector Manager and the unit transactions processor.
3. Payment rates and deliverables are established
4. The Bank procurement unit provides another level of evaluation before the contract is approved

5. The TTL approves consultant payment based on TORs and deliverables.

*Sole source vs. competitive contracting.* Bank rules allow for competitive or sole source procurement. Cases where sole source procurement has been used include where TA was provided for the development of strategic or operational plans or specific studies where consultants had Bank experience, and judged to have the necessary expertise; and in cases where the TA fund was used to bridge contracts for staff of CTF recipient institutions.

*Evaluation of consultant outputs.* Informal feedback on the quality of consultant deliverables is generally sought from the institutions that requested support.

**Annex 4: MDTF-Supported CAADP TA and Events**

	REQUESTS FOR URGENT FUNDING	AMOUNT (USD)	STATUS
<b>TA SUPPORT (AUC/NPCA)</b>			
1	Translation of CAADP Program Document	4,454	Completed
2	Translation of CAADP Review	5,963	Completed
1	NPCA - CAADP 5yr Review Exercise	130,944	Ongoing Contract
2	NPCA – Support for Events Management	123,359	Ongoing Contract
3	AUC/NPCA – Food Security	59,940	Completed
4	NPCA – M&E support	63,000	Completed
5	AUC/DREA TA Support	56,790	Completed
6	AUC /DREA - Translation	3,300	Completed
7	NPCA - Event Mgmt	113,719	Ongoing Contract
8	AUC/NPCA - MDTF Governance	65,000	Completed
9	Support to the Partnership Committee and NEPAD Secretariat	83,171	Ongoing Contract
5	CAADP Post-Compact Support – Pillar experts (~40) for technical reviews and business meetings (Sep-Oct 2010)**	347,920	Ongoing Contract
6	Support for NPCA Pillar Review	14,250	Approved
<b>MEETINGS AND EVENTS</b>			
13	4th CAADP Partnership Platform Meeting (Midrand, South Africa)	45,269	Completed
14	Joint Ministers of Agriculture Meeting (Addis Ababa, Ethiopia)	152,166	Completed
15	Sub-theme A Workshop (Nairobi, Kenya)	3,244	Completed
16	Private Sector on CAADP Implementation (Dakar, Senegal)	39,504	Completed
17	CAADP Day and Heads of State Summit (Tripoli/Sirte, Libya)	251,793	Completed
18	DONOR MEETING (Addis Ababa, Ethiopia)	19,176	Completed
19	Pillar 1 Stakeholder Validation Workshop, Bamako (Feb 2010)	30,910	Completed
20	Planning Meeting for CAADP PP (Abuja, Nov 5-6)	373,360	Completed
21	5TH CAADP Partnership Platform Meeting (Abuja, Nov 9-10)		Completed
22	ECOWAS/ECOWAP FINANCING (Abuja, Nov 12-13)		Completed
23	13th Africa Forum (Nairobi, Nov 30 - Dec 4)	29,074	Completed
24	6th CAADP PP - Johannesburg, April 21-23	230,511	Completed
25	Orientation workshop for the CAADP Resource Group –	6,195	Completed

**Mid Term Review of the CAADP Multi Donor Trust Fund, November 2011**

	<b>REQUESTS FOR URGENT FUNDING</b>	<b>AMOUNT (USD)</b>	<b>STATUS</b>
	Kampala, 24th – 25th May 2010		
26	AU-IBAR conference, Entebbe, May 13 to 14, 2010		
27	CAADP Day, Ouagadougou, 21st of July 2010	10,167	Completed
28	Africa Food and Nutrition Day, Kampala	69,580	Completed
29	CAADP ReSAKSS SC meeting in Johannesburg, South Africa, August 2-3, 2010	28,843	Completed
7	AUC-NPCA-RECs Planning Accra, Ghana	21,695	February 3-5 2011
8	CAADP Stakeholder Strategic Planning Meeting, Pretoria	-	January 10-11 2011
9	Conference of Agriculture Ministers responsible for Agriculture(CAMA, Lilongwe	77,342	October 25-30 2010
10	2010 CAADP Africa Forum in Ouagadougou, Burkina	-	4 to 8 October 2010
11	CAADP Meetings, Zurich (Lessons Learned, Capacity Building, Donor support to Pillar 4 initiatives)	6,900	Jan-Feb 2011
12	Meeting on Agriculture Education, London	10,477	Mar 2011
	7th Partnership Platform Meeting in Cameroon		
	MAF and Country SAKSS Planning Meeting in Dar Es Salaam		
	Workshop for CAADP Pillar 4 Institutions and Development Partners in Zurich		
	FAO Council Meeting for African Ministers on the integration of climate change into the CAADP process in Rome		
30	ISC Meeting, Washington, D.C. - February 2009	3,711	Completed
31	ISC Meeting, Dakar - June 2009	-	Completed
32	ISC Meeting, Washington, D.C. - August 2009	3,097	Completed
33	ISC Meeting, Johannesburg, April 16-17, 2010	-	Completed
<b>COMESA</b>			
34	TA Support - Strategic/Operational Plans (Consultant contract)	40,376	Completed
35	CAADP Implementation Support (Consultant contract)	53,550	Completed
36	Burundi Roundtable	40,971	Completed
37	Ethiopia Roundtable	9,105	Completed
38	Uganda Roundtable, October 29, 2010		Pending Budget Details
39	Zambia Roundtable, Mar. 12, 2010	33,870	Pending Budget Details
40	Kenya Compact Signing		Pending Budget Details

**Mid Term Review of the CAADP Multi Donor Trust Fund, November 2011**

	<b>REQUESTS FOR URGENT FUNDING</b>	<b>AMOUNT (USD)</b>	<b>STATUS</b>
41	CAADP Pre Planning Meeting, Inter-Pillar Agreement, and Pillar 3 Review, Lusaka, Mar15 -19, 2010	23,748	Completed
42	Swaziland Roundtable, Mar. 10, 2010	20,980	Completed
43	Rwanda Post Compact Review	58,987	Completed
44	Uganda Compact signing (Entebbe, March 29-30, 2010)	4,180	Completed
13	Kenya Technical Review/Business Meeting – Nairobi	50,236	Sept 5-27, 2010
14	Uganda Technical Review/Business Meeting – Kampala	51,874	Sept 1-17, 2010
15	Malawi Technical Review/Business Meeting – Lilongwe	12,270	Sept 5-27, 2010
16	Ethiopia Technical Review	-	Sept 22-23, 2010
17	Zambia Business Meeting, Lusaka	-	January 18 2011
18	Ethiopia Business meeting, Addis	4,458	Dec 6-7, 2010
19	COMESA review meeting Lusaka CAADP Experts-Pillar meeting in Nairobi.	8,336	Feb22-25 2011 Feb 28- Mar 1 2011
<b>ECOWAS</b>			
50	Capacity Building for Resource Groups/Experts Tech. Review & ECOWAS Business Meeting – Dakar (May June 2010)	360,165	Completed
53	Pillar Experts in-country Support to CAADP Implementation May-June 2010	33,375	Completed
20	Orientation Workshop - Dakar, Sept 13-14 (Benin, Cape Verde, Mali, Niger, Guinea, Gambia)	24,371	Sept 2010
21	Technical Reviews - Dakar, (Benin, Cape Verde, Mali, Niger, Guinea, Gambia)	32,445	Sept 24-29, 2010
22	Niger Business Meeting, Niamey	27,260	December 14-15,2010
23	Cape Verde Business Meeting, Praia	21,530	Nov 8-9 2010
24	Mali business meeting, Bamako	15,670	Nov 4-5 2010
25	Gambia business meeting, Banjul	13,742	Nov 4-5 2010
26	Benin Business Meeting, Cotonou	3,182	Nov 4-5 2010
27	ECOWAS Technical Steering Team Meeting, Dakar	14,724	24-29 Sept 2010
28	ECOWAS Pillar Support and Technical Reviews (Mali)	-	Sept 2010
29	CAADP MDTF child trust fund proposal Retreat, Cotonou	-	Nov 2010
<b>SADC</b>			
30	Regional Agricultural Policy (Consultant contract)	35,000	Approved
<b>CMA/WCA (Pillar 2)</b>			
59	Preparation of Strategic/Operational Plans (Consulting firm)	78,475	Completed
61	CMA – Value Chain and Finance Support (Consultant contract)	31,750	Completed

	REQUESTS FOR URGENT FUNDING	AMOUNT (USD)	STATUS
<b>UKZN/CILSS (Pillar 3)</b>			
62	Preparation of Strategic and Operational Plans (Consultant contract)	17,500	Completed
63	CAADP FAFS Direct support to countries and RECs (Consultant contracts)	16,760	Completed
64	Implementation of Pillar 3 Activities		
<b>Pillar4</b>			
65	Development of Strategic and Operational Plan for AFAAS (Consulting firm)	65,000	Completed
<b>ADDITIONAL REQUESTS</b>			
32	BENIN ESW - Finalization of Ag. Sector Strategy (TA)	50,000	Approved
33	CAR - In country TA support for CAADP Compact development		Pending
<b>WORLD BANK-IDENTIFIED TA SUPPORT</b>			
	Preparation of Strategic and Operational Plans (Consultant contracts)	323,596	Ongoing
34	Support to Agricultural Education in Africa	11,280	Ongoing
	Workshop for CAADP Pillar 4 Institutions and Development Partners in Zurich		
	FAO Council Meeting for African Ministers on the integration of climate change into the CAADP process in Rome		
	African Carbon Forum in Marrakech		

## Annex 5: Country Case Study - Ethiopia

**Background/Country Profile:** Ethiopia is the second most populous country in Africa with a population of over 80 million of whom 83% are rural and depend on agriculture and related activities. In view of its important to the national economy, Ethiopia adopted 'Agricultural Development Led Industrialization' (ADLI) from the mid 90s.

After decades of a stagnant and often declining economy, it is now widely acknowledged that Ethiopia has made considerable progress both in economic growth and social development over the last 10 years. As stated in the United Nations Development Assistance Framework (2012 to 2015):

"With an undisputed double digit growth rate [of] over 11%, declining poverty and food insecurity, Ethiopia is in the ascendance (UNCT 2011:13).

Encouraged by this trend, the Government of Ethiopia (GoE) has embarked on the most ambitious plan yet, known as Growth and Transformation Plan (GTP). The plan calls for doubling of domestic production and eliminating the need for food aid by 2015. The government recognized that such an ambitious plan could not be implemented by the existing institutions alone and has established a special agency known as Agricultural Transformation Agency (ATA).

**The CAADP Process:** Ethiopia was one of the first countries to endorse CAADP in 2003. However, it was only in 2007/08 that the country began taking concrete steps to engage with the CAADP process. Ethiopia launched CAADP in September 2008 and by September 2009 a CAADP Compact was signed. The preparation of Policy and Investment Framework (PIF) was completed in July 2010 and Business Meeting held in December 2010. This was by far the most accelerated process, demonstrating government ownership and leadership.

**The Relevance of CAADP and MDTF:** Ethiopia had surpassed the CAADP targets of 10% national budget allocation to agriculture and 6% average annual agricultural growth rate. Furthermore, it adopted agriculture-led growth well before CAADP. Therefore, what was the relevance of CAADP (and by implication the relevance MDTF) to Ethiopia? In Ethiopia, like all other countries that embraced CAADP, the framework and the MDTF helped Ethiopia in a number of ways. For example, (i) it helped bring relevant stakeholders together to look at the agriculture sector; (ii) it enabled stakeholders question that although ADLI has been declared long ago, real investment in agriculture has not been significant; (iii) although Ethiopia has met the two important CAADP targets, the targets have concentrated/focused the mind and allowed stakeholders to question how the allocated budget is spent. Some also believe that the development the Agriculture Growth Programme (AGP) was inspired by the CAADP process.

**Efficiency and Effectiveness:** The Ethiopia CAADP process described above indicates that it has been driven more by efficiency criteria than effectiveness. The key CAADP processes (launch, stocktaking and compact signing) were completed within 12 months (Sept 2008-Augst 2009). This is a clear indication of government ownership and there are lessons to be learned from it. However, such an accelerated process has a tendency to compromise effectiveness as measured by the quality of participation and dialogue. Taking signatories of the CAADP Compact as a proxy indicator, for example, it can be seen that compared to countries like Ghana, the Ethiopia signatories did not

include representatives of farmer organizations, the parliamentary committee for agriculture and pastoral affairs, representatives of pastoral development commission and traditional leaders. This has reduced CAADP Ethiopia's inclusiveness and therefore its effectiveness.<sup>19</sup>

**Governance:** Ethiopia has an elaborate structure of donor/government coordination mechanism. The overall coordination mechanism is through the Development Assistance Group (DAG) which has a number of working groups one of which is the RED&FS<sup>20</sup> working group. RED&FS has a secretariat which also handles CAADP affairs. The secretariat is financed by rotation from donors which has led to considerable uncertainty. Mainstreaming CAADP into an existing RED&FS working group has advantages and disadvantages. The advantage is that it eliminates the need for parallel structure which can be expensive to run. The disadvantage is that as indicated earlier, since RED&FS is primarily a platform for government and donors (they account for 90% of participants at any given meeting), it reduces the inclusiveness of CAADP, thereby reducing its effectiveness.

**Financial Management/Arrangements:** Ethiopia belongs to the COMESA region that is mandated to support CAADP process in member countries. MDTF resources, channelled through COMESA, financed the key CAADP processes (launch, stocktaking, roundtable and compact signing). However, COMESA has been criticized for being insufficiently responsive in the manner that the process required. This led to the establishment of Ethiopian trust funds by the donors for implementing CAADP processes after the investment plan.

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<sup>19</sup> For example, a list of participants at a RED&FS meeting held on 10 December 2009 where CAADP is also discussed showed that out of 60 participants, 31.7% were from government (mainly various departments of MoA); donors accounted for 58.3%; NGO/CSO for 3.3% and private sector 6.7%.

<sup>20</sup> Rural Economic Development & Food Security.

## Annex 6: Country Case Study – Zambia

**Background:** Zambia has a total population of just over 12 million<sup>21</sup> of whom about 70% depend on agriculture. Out of the country's total land of 752,000 square kilometres, 58% is suitable for arable use, but only 14% of this is currently under cultivation. Zambia signed the CAADP Compact in January 2011 following a lengthy stakeholder consultative process facilitated by COMESA which lasted nearly two years. Government fertilizer subsidies<sup>22</sup> and maize marketing were the two sticky policy issues that dominated the lengthy policy debate. The debate resulted in consensus on the way forward regarding these two, as well as other, policies. The Investment Plan (IP) is currently being developed. A consultant has been engaged and is working on preparatory activities including development of ToRs for IP consultants. US \$ 620,000 has been pledged by CPs (7 including COMESA) for the development of IP of which US\$ 60,000 is from COMESA (CTF).

**Relevance:** the relevance of the CTF is closely linked to the country level CAADP facilitation undertaken by COMESA. The country CAADP team found the following facilitation by COMESA particularly relevant and timely: (i) renewing the vision for an agricultural-led economic development, given that 70% of the country's population depend on it; government has also identified agriculture as a priority area for poverty reduction, employment and wealth creation; (ii) the preparation of the Sixth National Development Plan (SNDP 2011-2015) benefited from the CAADP process, particularly as it related to policy formulation and other programming considerations.

**Efficiency and effectiveness:** the space created by CAADP for dialogue, coordination and networking has potential to minimize duplication of efforts, and to streamline agricultural planning, implementation, monitoring and evaluation. Such processes will take some time to deliver their desired results, nonetheless they have began to be realized. The CAADP team and stakeholders benefited from COMESA's facilitation of the following: (i) planning of implementation of CAADP processes and other sector interventions and activities, including bench-marking/mile-stoning; (ii) technical guidance (including policy issues); (iii) CAADP awareness creation for critical country stakeholders including; Members of Parliament and Ministers, and; (iv) creation of space for key stakeholders drawn from government, private sector, civil society and farmer organizations to engage in constructive dialogue resulting in improved: cross pollination of ideas; ownership of sector development agenda; networking; collaboration, and; mutual accountability. In addition, though direct attribution to CAADP/MDTF is a challenge, good progress has been made towards the CAADP target of allocating 10% of the national budget to the sector and the 6% growth rate: (i) in the period 2000-2005, government's average expenditure on the sector averaged 6.5% but rose to 9.4% in 2006-2010;<sup>23</sup> (ii) in 2009, the agricultural sector grew by 12.3% compared to 2.8% in 2005.<sup>24</sup> Another result area is the development and inclusion of 8 policy statements from the CAADP Compact into the Agriculture Chapter of the SNDP. The policy statements relate to: increased productivity;

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<sup>21</sup> 2010 Population Census, Central Statistical Office, Lusaka Zambia.

<sup>22</sup> More than 90% of maize, the country's staple food is produced by small scale farmers. Currently, government subsidy on fertilizer meets 75% of the cost of a 50 kg bag. Each of the estimated 1,000,000 beneficiaries of the subsidy accesses 4X50 kg bags costing about US\$ 40 per bag. Based on these statistics, government spends about US\$ 120 million per annum on fertilizer subsidies.

<sup>23</sup> 2000-2010 Government of the Republic of Zambia (GRZ) actual expenditure, Ministry of Agriculture and Cooperatives.

<sup>24</sup> Country Evaluation of the Implementation of the Paris Declaration, Phase II Final Report, Republic of Zambia, Ministry of Finance and National Planning, January 2010.

equitable access to land; public-private coordination and dialogue; infrastructure development; private sector participation; appropriate extension; social protection for vulnerable groups, and; research and extension linkages.

**Governance:** A more refined monitoring and evaluation structure based on a results framework approach has been included in the SNDP with 4 clearly identified Key Performance Indicators for tracking overall sector performance.

**Lessons learning:** The active facilitation of the country CAADP processes by COMESA using the MDTF appears to have resulted in renewed stakeholder confidence in investing in agriculture: the US\$60,000 COMESA pledge towards the IP formulation seems to have triggered CP pledges amounting to almost 10 times what COMESA pledged; the private sector has made considerable strides in terms of participation in CAADP processes and have already began to spend money (contributed towards the cost of Compact signing last January).

**Future of MDTF:** in the remaining half of the life of MDTF, the CAADP country team would like to see “greater accountability” from COMESA with respect to: information dissemination on the MDTF including; possible activities on which the facility could be used, possible thresholds and related ground rules. The country team appears to have made a good start in mobilizing funds from other sources to promote CAADP related agenda. This could be built on and broadened with regards to mobilizing resources for the implementation of the IP once formulated and appraised.

**Annex 7: Financial Reporting Template**

Component	2008/ 09	2009/ 10	2010/ 11	2011/ 12	2012/ 13
<b>1 CAADP Support Platforms \$17.5m</b>					
	Commitment				
	Planned disbursement				
	Actual disbursement				
	Further planned commitments				
1a(i)AUC					
	Commitment				
	Planned disbursement				
	Actual disbursement				
	Further planned commitments				
1a(ii) NPCA					
	Commitment				
	Planned disbursement				
	Actual disbursement				
	Further planned commitments				
1a (iii) Other					
	Commitment				
	Planned disbursement				
	Actual disbursement				
	Further planned commitments				
<b>2 CAADP Pillar Frameworks \$20m</b>					
	Commitment				
	Planned disbursement				
	Actual disbursement				
	Further planned commitments				
2a Pillar 1					
	Commitment				
	Planned disbursement				
	Actual disbursement				
	Further planned commitments				
2b Pillar 2					
	Commitment				
	Planned disbursement				
	Actual disbursement				
	Further planned commitments				

2c Pillar 3	Commitment				
	Planned disbursement				
	Actual disbursement				
	Further planned commitments				
2d Pillar 4	Commitment				
	Planned disbursement				
	Actual disbursement				
	Further planned commitments				
2e Cross-cutting themes	Commitment				
	Planned disbursement				
	Actual disbursement				
	Further planned commitments				
<b>3 TA and Trust Fund Management \$12.5 m</b>					
	Commitment				
	Planned disbursement				
	Actual disbursement				
	Further planned commitments				
3a TA	Commitment				
	Planned disbursement				
	Actual disbursement				
	Further planned commitments				
3b Trust Fund Management	Commitment				
	Planned disbursement				
	Actual disbursement				
	Further planned commitments				

**Annex 8: Key Questions (from Terms of Reference)**

Relevance	
Are the MDTF objectives still relevant both for the African partners and the donors contributing to the fund in the context of the evolving CAADP agenda, taking into consideration other donor's support and instruments?	The MDTF objectives remain relevant. The MDTF provides <i>the potential</i> to be able to support African led policies and programmes to achieve high levels agricultural output and productivity and reduce poverty and hunger. The <i>potential</i> benefits of an MDTF, rather than individual bilateral initiatives, remain substantial. But to realize the potentialities probably requires a more rigorous results culture, a stronger, explicit focus on institutional strengthening, and a stronger capacity to deal with policy problems.
How relevant are the child trust funds - in relation to them making effective contributions to the programme's objective and outputs/outcomes?	The CTFs are a flexible and appropriate instrument. But the results they seek can become too process driven and will not necessarily contribute to the 'Process Outcomes and Impacts' <sup>25</sup> sought by CAADP.
How well do the original and the current distribution of the financial resources to the different Trust Fund Components reflect the needs?	It is too early to judge absorptive capacity, but the distribution to continental and regional intuitions and to Bank executed TA, seems broadly correct. (Pillar institutions are the subject of a separate review.)
Is the focus on the original beneficiary organizations (central organizations, RECs, pillar organizations) still relevant?	Yes. But it may be helpful to be able to provide resources for NSA's to support work at regional or continental level, possibly through a challenge fund. (Pillar institutions are the subject of a separate review.)
Would setting up new CTFs be relevant?	The case has not been put to us that there is a need for new CTFs. Modest support can be provided to priority organizations through the Bank administered window. (We assume that the proposals for support for SADC and ECOWAS will be approved shortly.)
Review the MDTF's parent and CTF result frameworks and assess whether milestone, targets and assumptions are relevant and realistic (and: are they well-defined and can they be reported on by the different stakeholders).	The results frameworks and the targets focus on process, and this can be at the expense of substance. It would be desirable to inject an assessment of the relevance and quality of outputs of the processes have supported. The external technical reviews of investment plans play a key role, and more

<sup>25</sup> As set out in Accelerating CAADP Country Implementation - A Guide for Implementers, NEPAD 2010

	<p>use could be made of them to assess results. There is also a need to assess progress in capacity building (which itself needs to be more explicitly addressed). Assumptions have not been well defined. The results frameworks are 'policy lite'.</p>
Efficiency and Effectiveness	
To what extent have the expected results been achieved so far by the MDTF?	Investment planning processes have been rolled-out quickly across a significant number of countries, and thus on one level there is very good progress in achieving results.
How likely is it that the outcomes/outputs, milestones and targets and assumptions will be met? Are the assumptions realistic?	Because the results are modest in terms of substance they can probably be met. But there is a risk that scepticism will be generated because the processes by themselves are unlikely to generate investment on the scale sought, and will not necessarily deliver improved agricultural output and poverty reduction. Assumptions regarding the achievement of substantive results have not been clearly articulated but are many and, implicitly, demanding.
How does the MDTF compare to other instruments that support the same CAADP processes and institutions?	There are a number of bilateral and multilateral donors supporting CAADP process and institutions. We have not been able to begin to assess their impact. There remains a challenge to ensure alignment and harmonization. We are not aware of competing approaches that are demonstrating better results potential, although GIZ has been providing support for institutional strengthening, and we are aware that recently USAID has begun focusing explicitly on the institutional capacity of certain regional institutions through the Africa Lead program.
How well have the child trust funds been designed in relation to the project purpose and outputs?	The CTFs lack an explicit focus on capacity building although the development of work plans in themselves was a valuable contribution. To the extent capacity is considered, the CTFs are financing a temporary increase in staffing which may not be sustainable. The CTFs tend to be strong on process and weak on substance.

In view of MDTF characteristics, how can - in general - available MDTF funding best be used to support CAADP?	The current mix of support, through CTFs in support of medium term objectives, and through the Bank executed TA for short term gap filling and analytical support, seems appropriate. The CTFs can be strengthened.
What procedures should be followed to make the best decisions on allocated unutilised funding? What actions should be taken to improve and accelerate the inclusiveness of the process?	We have recommended an improved financial management template to allow informed decisions to be made on the availability of resources for commitment. The major unutilised funding relates to the Pillar institutions that are the subject of a separate review. However, the Bank is currently estimating that the REC and Regional CTFs will need additional resources (\$8m) and that Bank executed TA should be increased (\$5m). Bank supervision is costing more than originally envisaged. In short: there is not necessarily much headroom for new activities.
<b>M&amp;E: Reporting</b>	
Are the monitoring and reporting systems robust and meeting the needs of the stakeholders? Are there any amendments needed to make result oriented reporting more effective? Is there evidence that reports produced are being used and are useful?	Well established World Bank systems are deployed (although Implementation Status Reports, ISRs, are not prepared and possibly should be). Systems are robust but content needs reconsideration. The results frameworks and the targets contained in them focus on process, and this can be at the expense of substance. There is a need to inject an assessment of the relevance and quality of outputs of the processes have supported.
Is the quality and scope of the M&E activities by the WB sufficient?	Yes, within the boundaries presently set.
How well aligned is the M&E framework with the Results Framework and how robust is the methodology for collecting evidence? And - if advisable - how can it be modified to make it more results oriented?	The Results Framework is critical for Bank M&E purposes so it is important to strengthen the frameworks for the CTFs, and consider at the same time the data requirements and the means of validation of data. The retro-fitting of CTFs would require resourcing.
Are the reporting systems (both financial and technical) sound and unambiguous? Is there full coherence between the reporting to the WB and to the donors?	We are recommending improvements in financial reporting that will enhance clarity and improve the ability of the Partnership Committee to provide strategic direction.

	Technical reporting seems sound.
To what extent are the lines of reporting clear? What are the differences in reporting/management between the various components of the trust fund?	Lines of reporting from CTFs to the Bank are clear, although we have commented on the 'deliverables'. The lines of responsibility to the PC are less clear. The fact the Chair and Secretariat institutions are CTF recipients (as are the REC and Pillar representatives) complicates accountabilities. The World Bank reporting on Bank executed TA has been slim.
Would it be useful to have a planning and monitoring system which integrates the MDTF and other initiatives such as the support to ReSAKSS and the GIZ capacity building initiative?	We recommend that planning and monitoring be undertaken primarily by governments at country level, by RECs at regional level, and by NPCA and AUC at their level. If necessary support should be provided to them. Centralized planning and monitoring is not likely to be efficient or effective.
Governance	
Are reports acted upon effectively by the WB and Partnership Committee?	WB reporting to the PC can be improved. The Committee can and should improve transaction of business.
How efficient and effective is the Partnership Committee, including its decision making process?	The PC is a new institution and evolving. Its decision making processes are not yet crisp and clear. (It takes time for new committees to become effective and they can benefit from coaching.) Rapid turnover of membership can be damaging. In our main report we recommend changes to the governance structure of the MDTF and the composition of the PC.
How efficient and effective is the PC secretariat ?	The PC needs a professional secretariat and at present the NPCA lacks the resources to execute this function properly. Much of the necessary management information resides in the World Bank, and presentation of this information can be improved. With CTF resources the NPCA will be able to strengthen the function but in the short term an interim solution is needed. We recommend that a consultancy be implemented in South Africa.

Is there a sufficiently clear division of labour between the Partnership Committee and the Secretariat? Are roles and responsibilities clear?	There is a clear division of labour, and in this respect the CAADP MDTF Operations Manual <sup>26</sup> is helpful. The resources of NPCA are currently stretched. There is some ambiguity in roles in that the NPCA is a CTF recipient (as is the AUC): this is probably inescapable and can be managed but it is clumsy.
How well has the Partnership Committee been able to exercise an oversight role?	With improved financial management information, oversight will be improved. But the committee's role in the future should focus more on M&E and results and less on approval processes. The CAADP MDTF Operations Manual needs updating and augmenting to support this transition.
What role have donors played in governing the MDTF?	Donors seem to have been conscientious members of the PC. To the extent that they speak with one voice they are likely to have more impact.
Financial Management	
How robust are the WB financial control and risk management systems, including adequateness of procedures in the potential case of corruption and fraud by child trust fund owners? How effective is the MDTF's risk management and internal control environment both at the WB and the recipient organization?	The WB has well tested control and risk management systems, and by agreement with the Reference Group for this Review we have not investigated them.
What is the due diligence procedure in place for the CTFs?	The WB undertakes financial management and procurement assessments prior to the award of grants and requires compliance with any recommendations made.
Have financial reports been adequate, complete and correct, including reports on cash flow, and budgeted versus actual income and expenditure and forecasts?	By agreement with the Reference Group, we have not tested the correctness or completeness of financial reporting. Bank managed Trust Funds are audited regularly and comprehensively. We do make recommendations for improving financial management information.

<sup>26</sup> Version 2, April 2010

How adequate has the WB support function been in terms of financial management and administration?	We believe the Bank has worked hard to provide appropriate financial management and administrative support. We believe that the provision of management information can be improved.
How are funds from the various components of the trust fund allocated to specific activities? Is the MDTF managed as a single trust fund?	The two funds are essentially managed as one, the only exception to this being that there are some time limits on availability US funding.
Lesson learning	
What are the pro's and con's of managing the programme through the mechanism of child trust funds? What alternatives could be envisaged?	We believe that the decision to use CTFs was sound. The main alternative would be Bank administered TA but that would not support ownership or develop institutional capacity. Bilateral resources are generally more flexible and agile but make management demands on donors and recipients alike.
What are the most significant risks that could prevent the MDTF from achieving its objectives? What mitigating measures can/should be taken?	The most significant risks are (i) institutional strengthening will not be effective or sustained in the absence of more robust institutional development plans, (ii) investment plans will be unrealistic, unprioritised and unfunded, (iii) investment plans – to the extent implemented – will not raise output and productivity because they do not reflect high priorities or because of other constraints facing the sector, particularly policy constraints. The mitigating actions could include (a) the development and implementation of institutional development plans, (b) more intensive external review of investment plans, with a pre-planning discussion between the planners and the reviewers to discuss ground rules, (c) extension of the external investment reviews to cover the policy environment and (d) a more significant set of work streams to be undertaken by CTF recipients to look at problem-based policy making processes.

Future of MDTF	
<p>Looking ahead to the next 2-3 years of the MDTF we would like the team's suggestions on how the MDTF can best respond to the future challenges in CAADP process such as</p> <ul style="list-style-type: none"> <li>• greater allocations of national budgets to agriculture;</li> <li>• greater investment from the private sector;</li> <li>• improved quality of plans and policies at all levels, and more effective programs;</li> <li>• greater capacity to implement;</li> <li>• establishment of mechanisms in place for learning on agricultural planning and policy making across the continent</li> <li>• climate change and agriculture</li> </ul>	<p>The targeting of a greater allocation of government budgets is now generally understood to be heuristic exercise (i.e. the target is to be taken seriously but not literally). Targeting needs to be considered case by case.</p> <p>A good start has been made in bringing the private sector into CAADP processes but more needs to be done to bring commercial agriculture and agro-industry, as well as small scale and family farmers, into CAADP. The emerging economies and foundations are only going to increase in importance and need to be engaged.</p> <p>The CTF recipients need to build their capacity to work on the complex and difficult policy agendas in the sector, and need explicit institutional strengthening.</p> <p>The learning culture in the CTF recipients is strong but could probably be supported more explicitly.</p> <p>Climate change and agriculture can be embraced within the current pillar structure. Other issues, such as gender, use of biotechnology, and use of ICT need to be given appropriate attention.</p>

<p>The MDTF is a short/medium term initiative to support CAADP. What is the longer term perspective on funding , operations and capacity building within the recipient institutions.</p>	<p>Capacity building is understood by all parties to be a medium to long term objective requiring sustained support. It seems likely that 10 years will be needed to build institutional fabric, and achieve the substantive objectives of CAADP. Agriculture and rural development will remain central to tackling poverty and hunger in Africa for the foreseeable future. But development partners and recipient institutions need to demonstrate real progress towards achieving significant results and need to construct a narrative about the key relationships.</p>
<p>Are there any new activities that could be supported by MDTF to facilitate CAADP implementation</p>	<p>Apart from the recommendations above, an Annual Report on African Agriculture could make a real contribution to debate and dialogue and knowledge dissemination. This would not be principally a statistical or econometric publication but could be thematic (like the WDR and Human Development Report). AfDB and ECA could be partners in such an endeavour.</p>

**Annex 9: People Met**

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Sonja Palm	GIZ South Africa
Dil Peeling	Livestock Policy Initiative IGAD Ethiopia
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HE Rhoda Tumusiime	Commissioner for Rural Economy and Agriculture African Union
Sunday Uhiene	CAADP Secretariat Nigeria
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## Annex 11: MDTF and Child Trust Fund Results Frameworks Review

### Introduction

A results framework is a tool for logical analysis and structured thinking in project/ programme planning and implementation (see **Appendix 1** for vertical and horizontal logic). It is designed to maximize programme benefits accruing to the primary target group or the major players for which an intervention is implemented. Ordinarily, the results framework approach has 9 steps<sup>27</sup> which together, are critical for effective programme planning and implementation. The 9 steps are the basis for programme's **relevance** (steps 1 to 4: context; stakeholder; problem and objective analysis); **feasibility** (steps 5 to 7: activities; resources; indicators); and **sustainability** (steps 8 and 9: risk analysis and assumptions). These three factors - relevance, feasibility and sustainability - are critical to the success of any development programme.

The CAADP MDTF MTR Team reviewed six Results Frameworks for six different TFs, namely: (i) the parent MDTF; (ii) AUC; (iii) COMESA; (iv) ECCAS; (v) NPCA and; (vi) SADC.

### 1. Key Findings

Key findings of this review may be categorized into three: (a) general; (b) those related to objectives; and (c) findings related to indicators. These are briefly discussed below, ending with proposed specific recommendations.

#### 1.1 General Findings

*First*, an effort was made to develop a results framework for each TF. This is desirable as potentially it helped to provide a basis for clearer identification of key issues for tracking during implementation. In addition, an attempt was made to relate the CTF results frameworks to that of the parent MDTF. In this regard, the CTF results frameworks had the same development objective as that of the parent TF, namely: "*African agricultural programs and institutions at the national, regional, and continental levels are scaled up and more effective through improved access to: (a) Technical guidance and support; (b) Political support, and; (c) Financial support.*" This is important if a link is to exist between the parent and child TFs, as these all have one convergence point, that of facilitating CAADP implementation.

*Second*, three major challenges were identified regarding the TF results frameworks (RFs): (i) They were formulated at a time when no one was sufficiently clear about CAADP. Given the complexity of CAADP and its evolving nature, it was not easy to identify on what exactly to focus. Although the situation has now remarkably improved, clarity of CAADP still remains an issue. (ii) The results frameworks do not start with definition of terms, and several formats that exist and used by different partner institutions and stakeholders. For instance,

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<sup>27</sup> (i) Context analysis; (ii) stakeholder analysis; (iii) problem analysis; (iv) objective analysis; (v) plan of activities; (vi) plan of resources; (vii) indicators; (viii) risk analysis and risk management, and; (ix) assumptions (Sida 2006).

the two higher levels of the results framework (i.e. goal and purpose) are known by different terms. Goal is known by two other terms (overall objective; development objective) and purpose is known by one other term (project development objective). Even the title of the vertical logic column is described variously, eg: objective hierarchy; narrative summary; or intervention logic (see **Appendix 1**). (iii) It appears limited time was made available for the development of the results frameworks thereby making it difficult to achieve sufficient stakeholder participation/input. Stakeholder participation in such a process is time-consuming as it is usually multi-staged.

## **1.2 Findings related to objectives and their measurement**

*First*, the objectives are not always arranged in a hierarchy, which makes it difficult to follow how the various levels of objectives are linked. For instance, only the parent TF had a results framework that showed logic flow that linked four levels, ie: (i) development goal; (ii) intermediate outcomes; (iii) outputs and, (iv) activities. It also shows the link between the above four levels and inputs (human, financial and material resources). The rest of the 5 frameworks (AUC; COMESA; ECCAS; NPCA and SADC) present only three levels; ie (i) overall CAADP-MDTF objectives; (ii) project development objectives, and; (iii) intermediate outcomes.

*Second*, the indicators don't always relate to objectives resulting in the inclusion of a number of indicators that are inappropriate to measure the stated objectives. For instance, all the five (5) indicators<sup>28</sup> for the project development objective "*Improved strategic planning and implementation of agricultural investments at national and regional levels*" for COMESA and ECCAS results frameworks are not appropriate for measuring the second part of the objective relating to "*implementation of agricultural investments at national and regional levels*".

In case of the CAADP MDTF (ie the parent TF) results framework, the indicator: "*Funds allocated according to competitive review of proposals from each agency*" will not necessarily measure the intermediate outcome "*CAADP leading institutions can efficiently and effectively initiate and manage all CAADP processes (especially the CAADP PP, regional Round Tables processes, Country Round Tables processes)*" for component 1.

For SADC CTF results framework, the strategic goal of: "*contributing to achieving sustainable agricultural growth and food security in the SADC region*" cannot be appropriately measured by the indicator "*number of countries achieving at least 10% public expenditure in agriculture*" as the issue is the nature of investment such budgeted resources are going to be spent on. It is possible to have an agriculture expenditure that does not propel growth.

## **1.3 Findings Related to Indicators**

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<sup>28</sup> Namely: (i) Number of national CAADP Compacts signed by the end of 2012; (ii) Number of countries whose investment plans have been designed, reviewed and adopted by 2013; (iii) Regional Compact signed by the end of 2011; (iv) Regional investment plan adopted by 2012; (v) Number of countries where CAADP Compacts are reflected in national budgets and strategies.

First, in a number of cases, indicators are too many and have not been prioritized. This is expensive in terms of the time and resources spent on the actual data collection process as well as data synthesis, analysis and interpretation. For instance, in case of SADC CTF, the development outcome interventions: (i) *“improved strategic planning, budgeting and implementation at national and regional levels”*; (ii) *“frameworks and protocols are developed for improved utilization of the region’s environment and natural resources”* and (iii) *“FANR’s institutional capacity improved”* have 9 to 11 indicators each.

For the other two RECs, the situation is better as the maximum number of indicators for measuring a single objective is limited to 5 (ie *“Improved strategic planning and implementation of agricultural investments at national and regional levels”*). On the other hand, NPCA and AUC CTF results frameworks had the most optimum number of indicators, ie 2 to 3, while the parent TF had between 2 to 4 indicators measuring one objective.

Second, in all cases, indicators lack specificity. They are not SMART.<sup>29</sup> For instance, in terms of the timeframe, all the 6 TFs reviewed have between 40% to 100% of indicators that do not specify the timeframe. The situation is worst in case of NPCA and AUC results frameworks where all (100%) of the indicators from the project development objective level and below have no indication of time frame. The parent TF has about 80% and ECCAS and SADC have about 40% and 60% respectively of indicators that don’t specify timeframe. Furthermore, at least 30% of indicators across the board do not explain the nature of change envisaged.

## 2. Specific Recommendations

These are discussed according to the above three categories of findings.

### 2.1 General Findings

1. Given the reasonable growth in CAADP knowledge, particularly with respect to what ought to be the major drivers of its accelerated growth, it would be beneficial to have a refinement of the results frameworks of all TFs. This should be preceded by a forum/fora involving all stakeholders whose major purposes should include: (i) agreeing on common terms and format; (ii) identifying areas that could improve networking with the view to ensuring that they are given the necessary prominence in the respective TF frameworks to allow the tracking of such, and; (iii) development of a roadmap with specific mile stones. It will be needful for all CFs to aim to finish this undertaking by a given period.
2. Refinement of results frameworks for TFs should be a major motivating factor regarding the need for a second phase of the TFs. For that phase, development of results frameworks that take into account all the above issues should be given priority.

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<sup>29</sup> This is to say that the recommended Specific, Measurable, Attainable, Reliable, Time-bound criteria to which good indicators must conform to have not always been sufficiently realized.

## **2.2 Objectives and their Measurement**

3. Results frameworks need to show a clear causal-effect relationship emanating from resource use with regards to: activities; outputs; outcomes, and; impacts. Each of these levels should have its own set of indicators. There should be a clear logical link between all these elements.
4. The indicators formulated/adapted, should reflect the level of the “objective hierarchy” and hence should have the logic flow as well.

## **2.3 Indicators**

5. There is need to target 2 to 3 key indicators (Key Performance Indicators-KPI). This will make it easier to collect, analyze, interpret and report on such indicator data.
6. Indicators should be specific if they are to be used to measure intervention progress. This assumes that results frameworks should clearly include issues of baseline values as a basis to measure implementation performance

## Appendix 1: Results Framework Template/ Objectives Analysis



Objective Hierarchy (Narrative Summary; Intervention logic)	Performance Questions and Indicators (Objectively verifiable indicators, indicators, targets)	Monitoring Mechanisms (Means of verification, sources of information)	Assumptions and Risks
<b>Goal</b> (Overall objective, development objective) <i>The long-term objective, change of state or improved situation towards which the project is making a contribution</i>	Performance questions and indicators at goal level-high level impacts	How necessary information will be gathered	For long term sustainability of the project
<b>Purpose</b> (Project development objective) <i>The immediate project objective, the overall observable changes in performance, behaviour or resource status that should occur as a result of the project</i>	Performance questions and indicators for each purpose (component) – lower-level impact and outcome indicators	How necessary information will be gathered	Assumptions in moving from purposes to goal
<b>Outputs</b> (Results) <i>The products, services or results that must be delivered by the project for the component objectives and purpose to be achieved</i>	Performance questions and indicators for each output – output indicators	How necessary information will be gathered	Assumptions in moving from output to purposes
<b>Activities</b> <i>The actions taken by the project that are required for delivery of the outputs</i>	Note: the needed inputs go here, not indicators for activities		Assumptions in moving from activities to outputs