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Comprehensive Africa Agriculture Development Program
(CAADP)

SIERRA LEONE

Strategic Analyses and Knowledge Support Systems to Inform and Guide the CAADP Implementation Process

The New Partnership for Africa's Development (NEPAD) has made political and economic governance a cornerstone of its strategy, as illustrated by its adoption of and commitment to the African Peer Review Mechanism (APRM). At the sectoral level, this philosophy translates into recognition of the need to improve policy and strategy planning and implementation. This in turn calls for tools to help generate the necessary knowledge to inform and guide sector policies and strategies in order to facilitate a successful implementation of the Comprehensive Africa Agriculture Development Programme (CAADP).

CAADP AS A STRATEGIC FRAMEWORK

CAADP is a strategic framework by which to guide country development efforts and partnerships in the agricultural sector. Similar to the broader NEPAD agenda, it embodies the principles of peer review and dialogue, which, when adequately followed and applied, will stimulate and broaden the adoption of best practices, facilitate benchmarking and mutual learning and, ultimately, raise the quality and consistency of country policies and strategies in the agricultural sector. The following are some of the most important CAADP principles and targets: Designating agriculture-led growth as a main strategy to achieve the Millennium Development Goal of halving the proportion of people living on less than a dollar a day (MDGI).

1. Designating agriculture-led growth as a main strategy to achieve the Millennium Development Goal of halving the proportion of people living on less than a dollar a day (MDGI);
2. Pursuing a 6% average annual sector growth rate at the national level;
3. Allocating 10% of national budgets to the agricultural sector;
4. Exploiting regional complementarities and cooperation to boost growth;
5. Adopting the principles of policy efficiency, dialogue, review, and accountability, shared by all NEPAD programs;
6. Strengthening and expanding partnerships and alliances to include farmers, agribusiness, and civil-society communities;
7. Assigning programme implementation to individual countries, coordination to designated Regional Economic Communities (RECs), and facilitation to the NEPAD Secretariat.

The successful application of these principles and the broad realisation of the targets require knowledge tools to encourage and support: (a) the move toward evidence-based and outcome-oriented programme design and implementation; (b) the practice of inclusive policy review and dialogue within and across countries; and (c) effective coordination and advocacy at the regional and continental levels.

REVIEW AND KNOWLEDGE PROCESSES FOR A SUCCESSFUL IMPLEMENTATION OF CAADP

Achieving the CAADP objective of broad-based agricultural sector growth across Africa cannot happen without greater efficiency and consistency in the planning and execution of sector policies and programmes, increased effectiveness in translating government expenditures into public goods and services, an adequate level of these expenditures to sustain an annual sector growth rate of 6%, and the expertise and mechanisms to regularly and transparently measure performance against targets and keep policies and programmes on track.

The review and dialogue processes under the CAADP agenda operate at three different levels:

1. **Mutual Review at the Continental Level:** There are two main mechanisms for review and dialogue at the continental level. The first is the African Partnership Forum (APF), which targets African leaders and their G8 partners and is supported by a technical secretariat at the Organisation for Economic Co-operation and Development (OECD). It is a forum for dialogue and review, at the highest level, with respect to programme performance and progress across the broad NEPAD agenda. The second mechanism, the CAADP Partnership Platform, focuses more specifically on the CAADP agenda. It brings together representatives of the leading RECs and other regional organisations dealing with agriculture, major bilateral and multilateral development agencies, and private-sector and farmers' organisations.
2. **Peer Review at the Regional Level:** The leading RECs facilitate dialogue on and review of the CAADP implementation agenda through two distinct processes. The first regroups country representatives at the level of permanent secretaries and directors of planning. It focuses primarily on a collective review of implementation performance in individual countries and mutual learning to spread and accelerate progress toward CAADP goals and targets. The second process allows the leadership of the RECs and representatives from the private sector, farmers' organisations, and development agencies to track program progress and performance at the regional level and align development assistance and country policies and strategies with the CAADP targets and principles.

3. Progress Review at the National Level: Country-level implementation requires an inclusive dialogue and review process to ensure that policies and programmes, including budgetary policies and development assistance, are aligned with CAADP principles and are on track to meet CAADP objectives.

The choice of mechanisms to facilitate this process depends on individual countries' institutional and technical realities, but each country must carry out a transparent, broad, and inclusive dialogue that ensures the effective participation of the agribusiness sector and farmers' organisations. The identification of the appropriate mechanisms takes place during the country roundtable process.

The review and dialogue processes described above add real value to current and future development outcomes to the extent that they are well informed and are supported through accurate and intelligent data derived from rigorous analysis of: (i) the strategic and operational challenges of implementing the CAADP agenda at the regional and country levels; (ii) the adequacy of the conception and execution of the programmes and policy measures adopted to address these challenges; and (iii) the outcome of such programmes as well as their impact in terms of realising the growth, poverty, and food-security objectives of CAADP. This requires human capacities, technical infrastructure, analytical tools, and communications instruments to gather the relevant data and information and analyse to generate credible, high-quality knowledge products, which can be stored and accessed as needed to inform and guide the debate associated with the review and dialogue processes.

The above capacities, tools, and instruments are needed both at the regional and country level and can be acquired by building upon and strengthening existing institutions and expert networks. In addition, these institutions and networks can be linked within and across countries at the regional level to create the necessary critical masses and exploit technical complementarities. To this end, three Regional Strategy Analysis and Knowledge Support Systems (ReSAKSS) have been established. The following sections describe the operation and key tasks of the ReSAKSS and provide an outline of the country-level knowledge system to be established to support the implementation of the CAADP agenda in Sierra Leone, as defined through the National Sustainable Development Programme (NSADP) under the Agenda for Change, Sierra Leone's second generation Poverty Reduction Strategy.

The Regional Strategy Analysis and Knowledge Support Systems (ReSAKSS)

As part of the CAADP implementation process, three of the leading RECs—the **Common Market of Eastern**

and Southern Africa (COMESA), the **Economic Community of West African States (ECOWAS)**, and the **Southern African Development Community (SADC)**—have established the ReSAKSS in collaboration with the four Africa-based centres of the **Consultative Group on International Agricultural Research (CGIAR): the International Institute of Tropical Agriculture (IITA)** in Ibadan, Nigeria; the **International Livestock Research Institute (ILRI)**, in Nairobi, Kenya; the **International Crop Research Institute for the Semi-Arid Tropics (ICRISAT)**, in Bulawayo, Zimbabwe; and the **International Water Management Institute (IWMI)**, in Pretoria, South Africa.

The objective of the three ReSAKSS nodes, which have been established in Ibadan, Nairobi, and Pretoria and are being coordinated by the International Food Policy Research Institute (IFPRI), is to facilitate access by the RECs and their member states to policy-relevant analyses of the highest quality in order to generate the necessary knowledge to improve policymaking, track progress, document success, and derive lessons that can feed into the review and learning processes associated with the implementation of the CAADP agenda. They operate under coordination and governance structures chaired by the RECs. Although facilitated by the CGIAR centres, the ReSAKSS are not research entities or projects within these centres. The main tasks of the ReSAKSS can be summarised as follows:

Knowledge Management: to mobilise existing networks and centres of expertise at the international, regional, and national levels to assemble the needed capacities and knowledge and provide first-rate analytical and advisory services to countries and RECs in the design, implementation, and evaluation of CAADP programs.

Building Country-Level Knowledge Management Capacity: to provide assistance to countries in the establishment of national knowledge system nodes, and to promote cooperation with respect to generating, disseminating, and accessing knowledge products to support CAADP implementation, particularly shared standards and protocols for the collection, storage, and exchange of data as well as cutting-edge methodologies for policy and strategy analysis.

Support to Review and Dialogue Processes: to work with the national nodes to provide relevant and timely information to guide mutual review at the continental level, peer review at the regional level, and progress review at the country level. The corresponding support forums are the African Partnership Forum and the

CAADP Partnership Platform at the continental level, the REC-specific coordination and governance structures at the regional level, and the review and dialogue mechanisms to be established at the country level as part of the CAADP implementation process.

The ReSAKSS also provides assistance to country nodes and helps foster collaboration and exchange among the various nodes in the region.

In West Africa, the regional node (ReSAKSS WA) is hosted by IITA-Ibadan and operates under a coordination and governance structure chaired by ECOWAS which is implementing CAADP in its region in tandem with the Common Agricultural Policy of Economic Community of West African States (ECOWAP).

National SAKSS

At national level, it is foreseen that ReSAKSS WA support the establishment of a national node aimed at adding value to the process of design and implementation of agricultural strategies and programs. It will ensure the mobilisation and coordination of knowledge generating and dissemination networks for the promotion of strategic analysis and global mechanism for review and dialogue in the context of CAADP implementation. This node will also play the role of a national focal team of ReSAKSS WA and promote information and experience exchange with the regional bodies and other countries in the region.

The ultimate goal of a national SAKSS node is to improve the quality of policy and strategy design and implementation through the facilitation of well-informed planning, review, and dialogue processes. When it is established and fully functional, its main functions will be to:

1. Generate, compile, and share analyses and data relevant to agricultural and rural development in line with the national objectives;
2. Perform strategic investment analyses for the agricultural sector, especially for the different subsectors, providing practical policy and investment options;
3. Undertake monitoring and evaluation of the Agriculture Sector Plan programs to facilitate evidence-based planning and implementation;
4. Produce knowledge products for dissemination and outreach through a combination of real (stakeholder forums) and virtual (interactive multimedia services) mechanisms;
5. Contribute to fostering constructive, cross-sectoral policy debates on future agricultural and rural development alternatives;
6. Encourage dialogue and the exchange of data and knowledge among the different stakeholders at

national, regional, and international levels;

7. Facilitate access to a growing analytical and visualisation toolkit using information and communication technologies (ICTs); and
8. Strengthen local capacity to conduct objective, timely, and relevant policy research and analysis through a variety of short- and long-term training processes.

The national SAKSS will build strongly upon existing resources and capacities at national, regional and international level in order to avoid duplication and ensure synergy. It will at least comprise:

- An analytical node bringing together national agricultural research institutes, universities, statistics offices, the technical arms of professional organisations, and other relevant research entities;
- A framework for review, dialogue and advocacy coordinated at a high level (Permanent Secretary or Director), including all stakeholders: government institutions, professional associations, civil society, technical and financial partners, etc.

The Country Strategy Analysis and Knowledge Support System in Sierra Leone

The aim of the knowledge-management component of the CAADP agenda is to add value to the efforts of individual countries, where necessary, to ensure that they have an information and knowledge system that aids dialogue and evidence-based decision making. As a complement to and an extension of the ReSAKSS described above, Sierra Leone will establish a Country Strategy Analysis and Knowledge Support System (Sierra Leone -SAKSS) as a technical component of an inclusive review and dialogue mechanism to facilitate better policy design and implementation and thus ensure successful implementation of the NSADP.

The NSADP recognized the past poor performance, weak management and little financial accountability in most of the agricultural programmes and state owned agro- industries have been major sources of financial vulnerability. Successive governments have felt compelled to bail out these enterprises through implicit subsidies and credits below market rates. Hence fiscal sustainability for NSADP/ECOWAP/CAADP must eliminate this potential source of fiscal vulnerability by focusing on sound financial and corporate governance mechanisms including transparency and accountability.

Against this setting, expenditure rationalization, including reprioritization from consumption to productive spending, reduction in wasteful spending, and ensuring

judicious use of natural resources represents the most promising path of wealth creation. A pooled basket Fund approach is recommended for the implementation of NSADP/ECOWAP/CAADP so that financial resources will be allocated as per the prioritised growth driver sectors. This approach may use external development partners or a special national account to allow contributors to track their own funds and allow tagging funds for specific purposes. The exact nature of the basket is still to be developed.

The overall coordination of the NSADP/ECOWAP/CAADP Agriculture Sector Investment Programme is proposed to be undertaken by a Coordination Unit (CU) that will be set up for that purpose under the supervision of the MAFFS with representation from MFMR and Ministry of Trade and Industry. The Unit will be responsible to coordinate, monitor, evaluate and report on all sector activities, the NSADP and its sub-programmes and fine-tune them as and when necessary.

At national level, the Coordination Unit will comprise of an overall Programme Advisor who will be working closely with a National Coordinator. In order to ensure efficient use of the resources within the Basket Fund arrangements, Financial, Procurement and M&E Specialists will be attached as short-term Technical Assistants to the CU. They will also be working with government counterparts. Each of the four sub-programmes will be managed by a Programme Manager.

The Commodity Groups will work closely in tandem with the CU, which will report to the Director-General who will review all the proposals, give feedback and report to the AAG (give the extended name) which is co-chaired by the Minister of Agriculture and FAO. The AAG includes key stakeholders in the sector that regularly discuss policy issues, strategies, programmes and progress made in the sector. The AAG will review all the recommendations and proposals of the Commodity Groups, take decisions and then recommend to the Presidential Task Force on Agriculture (PTFAg) which is chaired by the President of the Republic of Sierra Leone. The PTFAg's comprised all relevant MDAs (at ministerial level), key development partners in agriculture and fisheries (at Country Representation level), representatives of the private sector and farmers. The terms of reference of the PTFAg among other things are:

- Serving as the highest policy decision making body with regards agricultural development in the country
- Providing the strategic direction of the agriculture and fisheries sector in line with the government's development agenda
- Mobilizing resources for the successful implementation of the NSADP

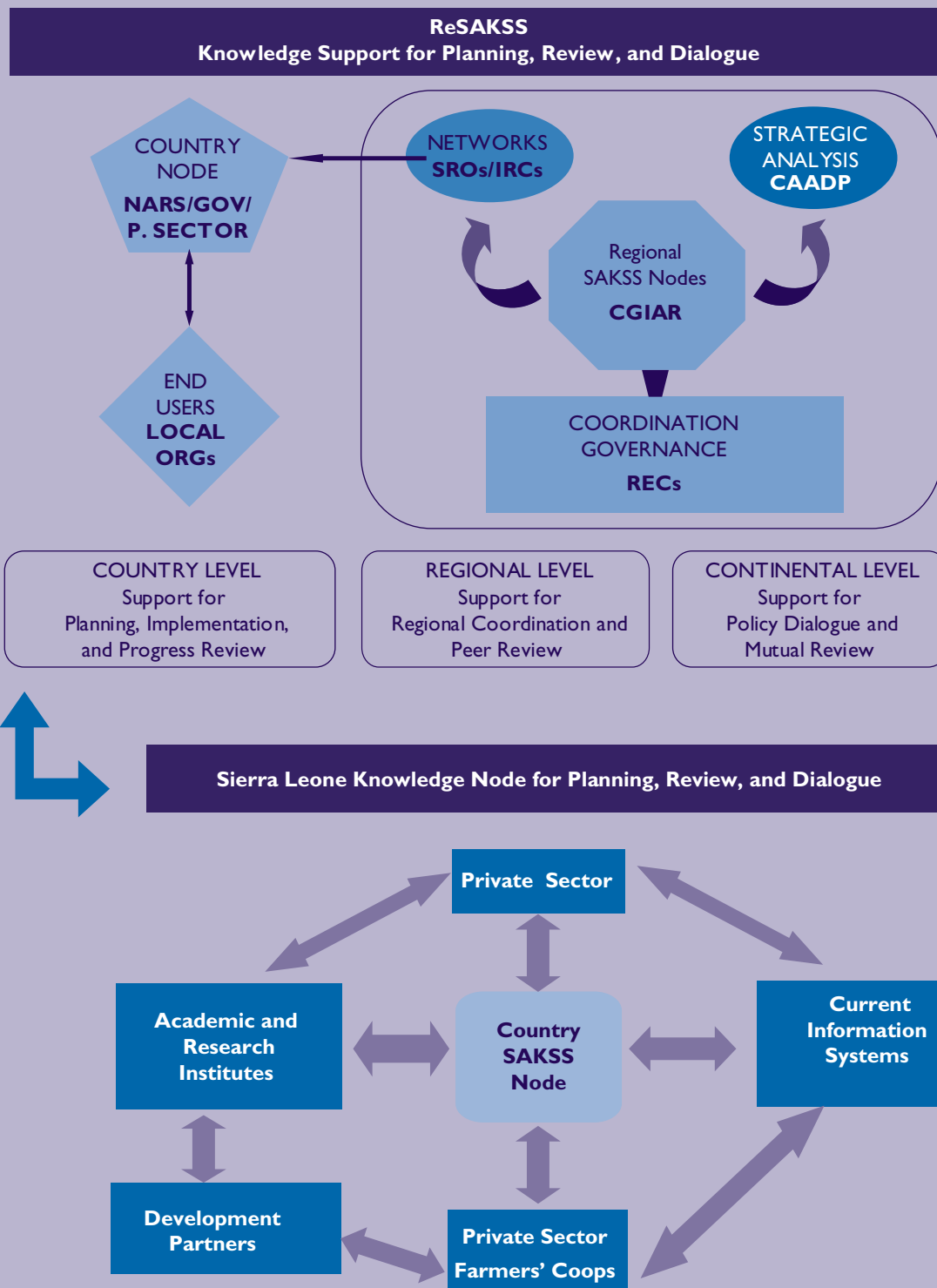
- Ensuring that all relevant MDAs effectively play their role in order to achieve the government's vision of agriculture
- Responsible for the overall monitoring of the performance of the sector
- Review recommendations of the AAG forwarded to the Task Force and feedback to the AAG through the Minister of Agriculture.
- At District Level, the Agriculture Committees of the Local Councils will be the policy making body, while the District Agric. Officers, and their deputies will handle the operational issues.

The capacity of the MAFFS, Ministry of Fisheries and Marine Resources (MFMR), and other related government Ministries, Departments and Agencies (MDAs), universities, National Farmers Federation and farmer based organization, Chamber of Agriculture and other related institutions will be built in terms of expertise and logistics.

Strategic Government Ministries, Departments and Agencies (MDAs) in the Implementation of the NSADP

- **The Sierra Leone Export and Investment Promotion Agency (SLEIPA), Standards Bureau and the Private Sector Development in the Ministry of Trade and Industry** will be key strategic partners in the commercialization of commodities
- The **Ministry of Lands and Environment** will work with the Ministry of Agriculture to harmonize land laws and develop common land policies for investors to access land for agriculture and agro-processing
- The **Ministry of Finance and Economic Development** will be key in the mobilization of resources, monitoring of progress and reporting to donor bodies. The Ministry through its specialized agencies such as Bank of Sierra Leone, Statistics Sierra Leone, Economic Policy Research Unit will over the years assess the contribution of the agriculture sector to the GDP.
- The Ministry of Agriculture will work with the **Ministry of Local Government and Rural Development** through the **Decentralization Secretariat** to build the capacity of the councils to be able to implement their agricultural programmes within the NSADP framework.

Figure 1 – System for coordination, monitoring and evaluation of ECOWAP/CAADP at the national and regional level



- The **Ministry of Energy and Water Resources** is very much important on issues pertaining to sustainable water management systems. Also, the NSADP envisage a lot of processing activities that require energy. Since agriculture is both a source and user of energy, the collaboration of the two ministries in formulating strategies for low-cost energy sources is very much necessary.
- With regard to **feeder roads and other infrastructure**, the Ministry of Works and Infrastructure, Sierra Leone Roads Authority, NaCSA, Ministry of Fisheries and Marine Resources, Ministry of Foreign Affairs, Ministry of Justice, etc. are all players in the NSADP

Monitoring and Evaluation of the NSADP

The monitoring of the NSADP will focus on efficiency and effectiveness of resource use while the evaluation will lay emphasis on results, outcomes and impact of the programme on the GDP and equitable distribution of growth. Result Framework Matrix, Impact studies, food security surveys, National Accounts and district level data collection will be the key tools used for monitoring.

The Planning, Evaluation, Monitoring and Statistics Division (PEMSD) of the Ministry of Agriculture in collaboration with the CU will be responsible for the coordination of the monitoring and evaluation of the programme. This division shall chair the analytical node and will spearhead the policy review. The other key institutions responsible for the M&E of the programme include the Presidential task force on agriculture (PTFag), Agriculture Advisory Group (AAG) chaired by the Minister of Agriculture, Ministry of Finance and Economic Development (MOFED), Local Councils and civil society.

Quarterly, semi-annual and annual reports will be prepared at programme and sub-programme levels and at district and national levels.

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