

CAADP

CAADP Pillar III Implementation Guide for Country Round Tables

The Comprehensive Africa Agriculture Development Programme (CAADP)

The Comprehensive Africa Agriculture Development Programme (CAADP) has been endorsed by African Heads of State and Governments as a vision for the restoration of agricultural growth, food security, and rural development in Africa. A specific goal of CAADP is to attain an average annual growth rate of 6 percent in agriculture. To achieve this goal, CAADP aims to stimulate *agriculture-led development that eliminates hunger and reduces poverty and food insecurity*. More specifically, the NEPAD vision for Africa holds that, by 2015, Africa should:

- Attain food security;
- Improve agricultural productivity to attain a 6 percent annual growth rate;
- Develop dynamic regional and sub-regional agricultural markets;
- Integrate farmers into a market economy; and
- Achieve a more equitable distribution of wealth.

CAADP is a strategic framework to guide country development efforts and partnerships in the agricultural sector¹. CAADP directs investment to four mutually reinforcing and interlinked pillars:

- *Pillar I:* Extending the area under sustainable land management and reliable water control systems;
- *Pillar II:* Improving rural infrastructure and trade-related capacities for market access;
- *Pillar III:* Increasing food supply, reducing hunger and improving responses to food emergency crises; and
- *Pillar IV:* Improving agriculture research, technology dissemination and adoption.

¹ 'Agriculture' refers here to the entire value chain and includes crop staples, vegetables, fruits, fish, legumes and livestock products. Agricultural growth includes agricultural activities and the up and down stream activities that support growth, including non-farm activities and related services.

CAADP Pillar III's Framework for African Food Security

Despite the gains that have been made in agriculture, health care, and education across the continent, more than 40% of the population in sub-Saharan Africa lives on less than a dollar a day. Included in this group are three quarters of the world's poorest people—those who live on less than 50 US cents a day. Although urban populations are growing, most of Africa's poor live in rural areas and depend on agriculture for food and livelihoods. The fact that the number of people affected by poverty and hunger in Africa is increasing means that agriculture is not meeting its potential as a driver for economic growth, and more and more people are "falling out" of the growth process.

Pillar III focuses on the challenge of ensuring that vulnerable populations have the opportunity to both contribute to, and benefit from agricultural growth—a focus that operationalizes CAADP's commitment to broad-based agricultural growth as the best way of achieving sustainable food security in Africa. CAADP Pillar III also recognizes the need to reduce the vulnerability² of poor households to economic and climatic shocks, because of the clear linkages between repeated exposure to shocks, the erosion of household assets and coping mechanisms, and deepening poverty. Finally, Pillar III highlights the linkages between poverty, hunger, and malnutrition—and the enormous threat posed by chronic hunger and malnutrition to the current and future productivity of Africa.

The framework for the implementation of activities under CAADP Pillar III is the *Framework for African Food Security* (Pillar III/FAFS). This framework sets out ***Pillar III's vision to increase resilience by decreasing food insecurity and linking vulnerable people into opportunities for agricultural growth***, its relationship to the overall CAADP agenda and suggests actions at regional and country level. ***Pillar III therefore seeks to***

² Vulnerability to food insecurity refers to an inability to cope with shocks, stresses and threats that affect availability, access and/or utilisation of food. Vulnerability to food insecurity implies a probability of necessary adjustments to consumption as households or individuals struggle to meet adequate consumption requirements.

increase the resilience vulnerable populations in Africa by reducing risks of food insecurity and creating linkages for participation in agricultural growth.

Food insecurity in Africa is a systemic problem. It is not acceptable that the occurrence of a single flood or drought creates a crisis in African food security. Nor is it acceptable that predictable year-on-year food assistance is required to fill the consumption gap of populations in Africa. African governments must have a plan of action to build resilience in order to address chronic food insecurity and mobilize community and national systems to deal with crises. Resilience is the ability for households, communities and countries to anticipate and mitigate risk by providing buffers and insurances to draw on and action plans to respond efficiently and quickly to shocks and crises in order to ensure rapid recovery post shock or crisis.

Pillar III/FAFS Target Groups: Although a number of issues addressed under Pillar III may overlap with the objectives and activities reflected in other CAADP pillars, a key difference is that activities carried out under Pillar III are targeted directly to vulnerable populations in order to both accelerate access to the benefits and impacts of agricultural growth, and to accelerate ability to contribute to that growth. It is important to note that Pillar III does not attempt to address all sources and types of vulnerability and food insecurity; rather, Pillar III activities target vulnerable populations most likely to be able to contribute to and directly benefit from increased agricultural growth.

Framework Objectives: The framework identifies 4 key objectives that contribute to the goal of increasing resilience in vulnerable populations:

- **Improved risk management:** at the household, community, national and regional levels to inform decisions that ultimately impact the building and protection of assets and investments, and to strengthen national, regional, and community responses to climatic and economic shocks that risk and undermine the coping mechanisms of vulnerable populations.
- **Increased supply of affordable commodities through increased production and improved market linkages:** Increasing the supply of food through increased production and improved market linkages will increase the food available to households and communities. Strategies to increase the production of staple commodities are also more likely to impact poor small farm holders, increasing their incomes and extending the geographic reach of markets to underserved areas.
- **Increased economic opportunities for the vulnerable:** Identifying potential opportunities for diversification of livelihoods—particularly in support of adding value to agricultural production (through local processing, handling, transport, etc.) will both build resiliency and contribute to rural growth. Close coordination with strategies undertaken under other pillars will improve outcomes under this objective, as will pro-active attempts to link safety-net interventions

to access to agricultural inputs, credit, training, and other interventions capable of providing opportunities for the poor to accumulate, diversify, and invest in assets.

- **Increased quality of diets through diversification of food among the target groups.** While investment in increasing the production of staple foods will have an immediate, significant, impact on the poor, increasing the ability of the poor to access sufficient protein and micronutrients through varied, nutritious diets is necessary to ensure sustainable gains in the battle against poverty, hunger and malnutrition.

Linking results to the overall goals of CAADP and MDGs for poverty and hunger.

Progress made through Pillar III will contribute directly to the overall CAADP objective of achieving a growth rate sufficient to reach the MDG goals of reducing poverty and hunger by half by 2015. Progress will be measured through:

- Improvement in food security and nutrition indicators
- Improvement in the household asset and/or income levels of targeted vulnerable populations.

Once vulnerable populations targeted under Pillar are identified and quantified, establishing the levels and rates of change in these indicators required to contribute to CAADP and MDG goals is a critical component of the implementation of Pillar III/FAFS at the country level.

Developing an Operational Plan for Pillar III

Developing a regional or country-level Pillar III strategy entails the following 6 steps:

1. Identify the chronically food insecure and those vulnerable to chronic food insecurity, characterize the vulnerable and the causes of food insecurity;
2. Estimate the magnitude of change required to achieve the Pillar III vision and objectives of CAADP;
3. Create an inventory and identify options to achieve the objectives of the vision;
4. Prioritize interventions and costing options to focus on the best returns for an investment plan and addressing the necessary conditions to meet objectives;
5. Review of implementation options, roles, responsibilities and coordination; and
6. Finalize and package an integrated programme that includes an investment and operational plan and arrangements.

Step 1. Identify the chronically food insecure and those vulnerable to chronic food insecurity.

characterize the vulnerable and the causes of food insecurity

- Who are the chronically food insecure populations?
- How many people are chronically food insecure or vulnerable to food insecurity?
- What are their characteristics and location?
- Why are they vulnerable? What are the sources and types of vulnerability?
- Who of these target groups are more likely to participate in or benefit directly from agricultural growth?

Step 2: Estimate the magnitude of change required to achieve the Pillar III vision and objectives of CAADP?

This will require estimation of the rate and level of change (in these target groups) required to meet the overall CAADP objective of achieving a growth rate sufficient to achieve the MDG goal of reducing hunger and poverty by half by 2015³.

Step 3: Create an inventory and identify options to achieve the objectives of the vision

For each the four objectives identified in Pillar III (improved risk management; increased supply through increased production and improved market linkages; increased economic opportunities for the vulnerable; and increased quality of diets through diversification of food among the target groups).

- For each above, explain how it contributes to the Pillar vision/objectives;
- What type of change is expected²;
- How it helps the vulnerable;
- Who could be engaged/participate in implementation.

Stocktaking at various levels is necessary. This will include an inventory of programmes, policies and institutions; implementers; stakeholders; and partners related to Pillar III. Stocktaking will also include establishing a baseline to assist in identifying and evaluating the impact of various options to achieve the objectives above. Stocktaking will require answering the following questions relating to the 4 key objectives of FAFS in consultation with stakeholders, including the target groups themselves.

Improved risk management

- Do you have an operational Early Warning System (EWS⁴) that allows you to measure, monitor and track groups who are vulnerable to food insecurity and shocks (e.g. droughts, floods, market and other shocks), their characteristics and where they live?
- Do you have a sufficiently resourced and functioning programme (including time-bound targets and indicators of progress) to reduce vulnerability to droughts, floods, market and

other shocks and are you making progress towards the targets?

- Do you have a crisis response system in place including mechanisms, triggers, teams/actors and emergency resources at national and community levels?
- Do the Government and Development Partners have a framework and commitment that are supportive of the risk management items outlined above?
- Are there constraints to achieving this objective that must be addressed through another CAADP Pillar?

Increased food supply through improved production and market linkages

- What are the primary sources of food for the chronically food insecure or those vulnerable to chronic food insecurity? ie. Are they net purchasers of food?
- What is their current production and consumption (amount and types of foods)?
- What are appropriate and sustainable options for increasing production of food?
- Do they have access to the services that will allow them to exploit their food production potential?
- What are the options to improve market access and operations in the areas where the vulnerable are located to improve food availability?
- What are the policy constraints to increasing production and improving markets for the target groups?
- Are there constraints which must be addressed under other CAADP pillars?

Increased economic opportunities for the vulnerable

- Are the current sources and levels of incomes and assets of these targeted groups increasing sufficiently to sustainably achieve/improve their food security status?
- Do other opportunities exist to improve their food security status, resilience and contribution to growth beyond what is possible under their current activities?
- Do environmental, institutional and policy constraints prevent them from effectively protecting, using and expanding their assets, incomes and livelihood opportunities to sustainably improve their food security status?
- Are these constraints addressed through interventions undertaken under another pillar? If not, how will they be addressed?

Increased quality of diets through diversification of food

- What are the levels of micro-nutrient deficiencies among the vulnerable groups (e.g. iron, vitamin A, iodine)?
- What are the viable options and actions to increase the access by vulnerable groups to diversified food production and supply to improve micro-nutrient intake?

³ Specific tools are being developed for use at county level to assist with this step.

⁴ EWS include indicators related to production, exchange, and consumption at national, regional and community levels for the analysis, monitoring, prediction of potential food crises and estimation of emergency food requirements.

- To what extent are bio-fortification, fortification, food processing and safety technologies being applied at all levels of the food chain to improve dietary quality of the target groups?
- What are the environmental, institutional and policy constraints to food fortification?
- Do mechanisms exist to address these constraints under CAADP? If not, what is the appropriate forum to raise these issues?

Step 4: Prioritizing and costing options to focus on the best returns for an investment plan and addressing the necessary conditions to meet objectives

In consultation with various stakeholders, the options identified need to be prioritized in terms of what is the best way to increase assets and incomes and improve food security and nutrition against the following criteria. Does the action:

- Build resilience to food insecurity of the target groups;
- Reduce food insecurity AND build assets for the target group;
- Help achieve the rate and level of growth required to meet MDG goal 1;
- Have a direct impact on agricultural growth;
- Have a scale that leads to a significant and widespread impacts on the targeted groups;
- Build and/or strengthen Africa's capacity for sustainability of development actions; and
- Provide a cost-effective investment to achieve the objective.

Step 5: Review of implementation options, roles, responsibilities and coordination

In implementation there are various roles of different players. Implementation recognizes there are key players including government, private sector, development partners, technical agencies, NGOs, CBOs, research institutions, producers and organizations, civil society that are involved in implementation. Leadership and coordination is required to ensure all activities contribute to a common agenda, there is accountability, progress is measured and lessons shared. At regional and country levels, the leadership and coordination structure will vary depending on existing capacities and established roles. Once the components of a Pillar III/FAFS strategy or action plan is agreed to, regional or country-level stakeholders will review options for governance, and identify issues and responsibilities for implementation, monitoring and evaluation of the prioritized Pillar III activities as follows:

- What is going on now?
- Are there mechanisms to facilitate coordination and communication?
- Are there systems for inter-ministerial actions?
- Who are the best implementing agencies?
- What are the existing/appropriate institutions for implementation, monitoring, and evaluation?
- Who are the best partners/implementers in terms of synergies and complementarities?

The implementation, monitoring and evaluation processes for Pillar III (as well as the other pillars) should be clearly defined as part of the regional or country-level CAADP Compact that is being established.

Step 6: Finalizing a Pillar III strategy and action plan for inclusion in a CAADP Country or Regional Compact.

After prioritizing actions, developing a resourcing plan, identifying the policy and institutional arrangements, roles and responsibilities of stakeholders, and highlighting actions to be undertaken under other pillars, Pillar III stakeholders will present and advocate Pillar III actions through the CAADP Round Table discussions for inclusion in the final design of the regional or country-level CAADP Compact.

To summarize, elements to be captured in the integrated package include the following:

- Identification of the vulnerable populations targeted for assistance through Pillar III
- Identification of the levels and rates of change in key food security, nutrition, and asset/income indicators required to contribute to country/region specific CAADP and MDG goals
- Actions to be taken at local, national, regional and continental level, with justification for their selection as priority actions.
- The clearly defined roles and responsibilities of various players and partners and mechanisms for coordination and accountability.
- Governance and institutional arrangements required for implementation and sustainability of the actions. Attention should be given to the inter-ministerial coordination requirements.
- The investment plan indicating who can finance what elements, the level of investment and time frames
- Policy alignment or change required to implement the plan of action or areas. It needs to be recognised that in some areas, wider policy and investment debate is required that falls beyond Pillar III (for example land ownership issues) and need to be discussed in the wider CAADP Round Table discussions.
- Establishment or re-alignment of monitoring and evaluation systems to monitor progress, report on progress and prepare for peer review related to achievement of the objectives of the Pillar vision.
- Identified additional capacities and capabilities are required for implementation and how will these be secured or developed.
- What assistance is required in implementation including support from the REC, CAADP lead institutions and their networks.
- At this stage too, countries must identify value-adding action at regional level that will support the country efforts.