

A Review of Governance and Coordination of Country Cooperation Agreements (CCAs) under the auspices of New Alliance and Grow Africa Initiatives

Background

The New Alliance (NA) Secretariat was established at the African Union Commission (AUC) to lead and coordinate the work of the New Alliance for Food Security and Nutrition in the ten (10) participating New Alliance countries. Three professional staff were seconded to the African Union Commission in the Department of Rural Economy and Agriculture (DREA) as commencing 1st November 2015, with the support of USAID, to assist in facilitating implementation of the New Alliance Country Cooperation Agreements (CCAs). This is with a view to ensuring that the CCAs contribute effectively to Africa's vision on accelerated agricultural transformation. The purpose of this NA Secretariat is to augment the capacity of the African Union Commission's Department of Rural Economy and Agriculture (AUC-DREA) to oversee implementation of the New Alliance for Food Security and Nutrition, in support of the Comprehensive Africa Agriculture Development Programme (CAADP) and the 2014 Malabo Declaration. The Secretariat is expected to increase the sustainability and effectiveness of the NA by providing administrative, managerial, technical and operational support to the NA and the Leadership Council, and to manage engagement with key partners and stakeholders..

Furthermore, Grow Africa (GA) was founded jointly by the African Union Commission (AUC), the New Partnership for Africa's Development (NEPAD) and the World Economic Forum in 2011 to increase private sector investment in agriculture, and accelerate the execution and impact of investment commitments. In support of CAADP, the objective of the partnership is to enable countries to realise the potential of the agriculture sector for economic growth and job creation. Grow Africa Secretariat was established in 2013 and is now transitioning from the World Economic Forum to the NEPAD Planning and Coordinating Agency (NPCA). GA has a role within the NA processes to mobilize, support and track progress made by the private sector in implementing responsible investment in 12 African countries.

Since February 2016, the NA Secretariat team undertook official missions to seven (7) NA countries: Côte d'Ivoire, Ethiopia, Ghana, Malawi, Mozambique Nigeria and Tanzania. The objectives of the country missions included the following:

1. Familiarize with NA and GA processes at country level;
2. Meet with the country CAADP Teams to promote the NA and GA agendas;
3. Assess linkages between CAADP/Malabo and NA - GA processes at country level;
4. Introduce the NA Secretariat Team to country NA stakeholders including NA Country Leads, Development Partners supporting NA at country level, farmers' organisations and, civil society members that are involved in the agenda;

5. Strengthen the mandate of GA and the Regional Strategic Analysis Knowledge Support System as key partners in the implementation, monitoring and evaluation, mutual accountability and reporting, on CCA processes
6. Discuss linking the Annual Joint New Alliance-Grow Africa (NA-GA) Review process with country CAADP Joint Sector Review process; and
7. Meet with other related key stakeholders involved in the NA-GA processes.

As a result of missions undertaken to the six member states by the NA Secretariat, various lessons, experiences and good practices have been documented across the three geographic regions - west, east and southern Africa.

The section below summarizes the lessons learnt and experiences, under the following categories:

- NA Governance Structures at country level;
- Coordination between CAADP and CCA implementation;
- Role of Non-State Actors (NSA);
- Current status of the CCAs;
- Status of the Grow Africa Letters of Intent (LOIs); and
- Approaches to mainstreaming the annual joint NA-GA reporting into the agriculture sector joint sector reviews (JSR).

Progress made in CCA implementation

1. Accelerating Government Policy Reforms in support of private investment

Countries have illustrated the ability to make significant progress in terms of accelerating changes in policy as a result of implementation of the CCAs. Information from the countries visited so far indicates that the CCA tool supports the prioritization and streamlining of policy areas affecting investment in agriculture. Discussions held with government officials and experts reveals progress made in advancing/accelerating policy reforms in areas including: land, inputs, trade and markets and resilience and risk management. Some countries have advanced in the area of nutrition although much still remains to be done under this theme.

2. Mobilizing investment pledges from the private sector

More than 200 domestic and international private sector companies pledged to invest US\$ 10 billion in the 10 NA countries and the two (2) Grow Africa (non-NA countries). Two thirds of these companies pledging to invest responsibly in Letters of Intent to invest are domestic African companies. Recent update shared during the Grow Africa Investment Forum (GAIF) revealed that US\$ 0.5 billion of investment has been implemented during the 2015 reporting period, with now US\$ 2.3 billion being implemented to date.

3. Facilitation of Catalytic Funding Support from Development Partners

It is known that the NA and GA partnerships bring together capacities and interests of diverse stakeholders. These include the Development Partners (DPs), who have committed to predictable funding levels directly aligned with country National Agriculture and Food Security Investment Plans (NAIPs) under the CAADP and Malabo agendas. Recent evidence shows that DPs have disbursed 3.2 Billion USD by 2015 to catalyze policy reforms focused on realizing private sector investment in African agriculture. This has assisted in improving the performance of the agriculture sector in the recipient countries through various interventions including training, capacity building, and promotion of market oriented agribusiness. This support also strengthened the public sector including the lead ministry in-charge of agriculture in NA, to improve their performance vis a vis CCA implementation.

4. Promoting Multi-Sector Coordination Platforms for Agribusiness

Most of the CCA policy commitments traverse across sectors. Although the agriculture sector plays a lead role in CCA leadership, progress in accelerating policy reforms cannot be accomplished through efforts of the one Ministry. In most of the countries visited, NA coordination is led by the Ministry of Agriculture and in two cases, the Prime Minister's Office. A focal point within the Ministry is responsible for coordinating the NA agenda in at least two of the countries visited. Some countries have NA governance and coordination structures that are multi-stakeholder in nature, bringing on board participation from different institutions and sectors that have private sector investment interests. The Partnership Accountability Platform in Tanzania, the Private Sector Development Task Force (PSDTF) in Ethiopia, the High Level Task Force (HLTF) in Malawi are some examples of CCA implementation structures promoting multi-sector dialogue in implementing policy commitments in the CCAs.

5. Fostering linkages with Country CAADP/Malabo Process

The Comprehensive Africa Agriculture Development Programme (CAADP) presents a holistic framework to transform African agriculture. The New Alliance and Grow Africa CCAs directly contribute to and catalyze implementation of CAADP's overarching goals to end hunger and halve poverty in Africa by 2025. Furthermore, the CCAs support implementation of NAIPs in countries that are performing well within CAADP and that have shown a commitment to address difficult policy constraints.

Against this background it is observed that there exists clear linkages between country CAADP processes and NA processes and that they, to a large extent, deal with the same stakeholders in almost all the countries visited. For example, in Ethiopia, the PSDTF responsible for the NA

coordination is situated under the Rural Economic Development and Food Security Working Group RED&FS responsible for Ethiopia's NAIP which is also called the Policy Investment Framework (PIF). Stakeholders in the RED&FS are also part of the PSDTF dialogue which tracks progress of NA Policy commitments. In Ghana, despite having two separate Directorates responsible for CAADP and NA tracking, they are strong linkages through the Agriculture Sector Working Group (ASWG) coordination mechanism. In Cote d'Ivoire, the NA is considered part and parcel of the process for implementation of the NAIP. NA and CAADP are coordinated by the same focal person in the Ministry of Agriculture and Rural Development at Director level.

6. Strengthening Mutual accountability through Joint Sector Reviews

To manifest CAADP's commitment to mutual accountability, in line with the 2014 Malabo Declaration, each NA country is expected to conduct an annual review of progress against commitments made by each of the three parties in the CCAs. Annual reviews are the primary accountability mechanism for all CCAs. The purpose of the annual review process is to bring together inclusive groups representing Government, domestic and international private sector, development partners, farmers and civil society to transparently review, share and discuss progress and challenges against all CCAs. Annual reviews include two components - a country level progress report against all CCA commitments, and a facilitated stakeholder meeting to discuss the progress report and other issues related to progress and challenges in implementing NA and GA commitments. The African Union Commission is coordinating efforts to harmonize the CCA annual review process with broader mutual accountability processes in the agriculture sector, where possible. In particular, all annual reviews should draw information from, be linked to, and align with, the CAADP JSRs. The African Union perceives JSRs to be a key instrument for supporting mutual accountability and implementing the CAADP Results Framework. Countries with JSRs should attempt to integrate NA-GA annual reviews into the JSR process by generally considering the interim data reports as key input for review and convening a stakeholder meeting to discuss progress against NA Commitments in time to finalize a country progress report.

7. Promoting responsible investment through inclusive engagement

Multi-stakeholder coordination platforms created to govern and coordinate the NA and GA efforts were found to be inclusive of different stakeholders in the CCA and others. Most of the coordination platforms include participation from Government, domestic and international private sector, related apex organizations, farmers' and civil society organizations representing the interests of smallholders along the value chain. The role of the Non-State Actors (NSA) in accelerating implementation of the CCA was not well defined based on the discussions the NA Team had with the respective apex bodies representing NSA interests. However, it was made clear that NSAs in some of the NA and GA countries lack proper coordination amongst themselves to make meaningful contribution to the policy dialogue processes. Moreover, their capacity, in terms of resources and technical strength, to engage in policy dialogue is

inadequate. In some countries, it was revealed that input from the NSA during the annual NA-GA joint reporting process is a challenge. This is related in part due to the fact that the NSAs are not part of the annual review planning process which calls the need for joint planning. Some of the NA countries are making efforts to put in place a more inclusive multi-stakeholder platform where the NSA can play a better role in tracking the implementation of the CCAs. This reporting year 2015-2016, the CAADP Non-State Actors' Coalition played a role in identifying stakeholders at country level to participate in the validation workshops under the mutual accountability component of the NA and GA processes.

Once validated through country level review, the data report could be included as an annex or special topic report as part of the larger Country Report. The JSR country report would then double as the NA-GA country level progress report. During the JSR stakeholder meetings, a special session could take place organized by the NA country leads to review progress against NA with NA stakeholders.

Challenges in the Implementation of CCAs

This section summarizes some of the challenges encountered and the way forward towards strengthening CCAs as a tool for unlocking private sector investment in support of agricultural transformation in the AU Member States.

1. Outdated CCAs

Most stakeholders in CCA implementing countries including Governments, private sector and development partners, are of the view that most of the Country Cooperation Agreements are out of date and do not reflect the current context/reality of issues affecting private sector investment in the agricultural sector. In this regard, the AUC Team found that some countries including Ethiopia and Malawi have taken steps to refresh the policy commitments contained in their CCAs through an inclusive broad based participatory process. Ethiopia has streamlined the policy commitments from 16 commitments made in 2012 to 8 policy commitments, endorsed by the Government in 2016. The country is in the process of identifying specific investment case studies in place of the previous LOIs, and is also undertaking a donor mapping exercise in support of institutional capacity to implement the newly identified policy commitments. The multi-stakeholder task force (PSDTF), in Ethiopia, led the process of reviewing the original NA policy commitments through a consultative process in which all stakeholders including the private sector represented through Apex bodies were part of the process. Malawi has also reprioritized from 35+ policy commitments contained in the original CCA to 15 policy commitments. This was a demanding process, which involved 15 months of consultation and finalization to generate a revised CCA. Similar sentiments on the need to revise the existing NA and GA CCAs were reflected by stakeholders in Cote d'Ivoire, Mozambique, Ghana, Nigeria and Tanzania. It should be noted that the existing CCAs were developed in 2012 and subsequent years do not reflect emerging realities affecting the private sector enabling

environment in the AU member states. Besides, various commitments in the CCAs have been implemented and are no longer relevant yet, they continue to be accounted for in the reporting processes.

2. Lack of Mainstreaming of CCA Annual Reviews in Country Joint Sector Reviews (JSRs)

In most of the New Alliance countries, the annual reviews are undertaken separately from the JSRs. Note that the JSRs involve/include the wider agricultural sector. In some countries, departments responsible for leading the NA annual review process within the Ministry of Agriculture are different from those responsible for coordination of the sectorial JSRs. In general, it was found that the JSRs do not necessarily take place at specified time periods in a year. This is due to resource constraints at country level. In some countries, it was explained that the timeline for the NA - GA processes is predictable due to the support received from ReSAKSS (technical) and Africa Lead (logistical). While there was a call for alignment of the annual review timeline of NA-GA with the respective country JSR dates to avoid separate reviews happening every year, the feasibility of this requires better joint planning efforts by all pertinent bodies. Higher level sectorial working groups such as the Agriculture Sector Working Groups in Malawi and Ghana and the CCSA in Mozambique could play a crucial role in the process of aligning and mainstreaming the current standalone NA-GA reporting with, CAADP annual agricultural JSRs in the countries where CCAs are used to unlock private sector investment in support of the NAIP implementation in respective countries.

3. Inadequate Engagement with Civil Society

Civil society represents a diverse group of stakeholders in most of the NA and GA countries. CSOs have voiced a need to enhance their participation in the entire processes and not only during the annual review process. They believe that their participation in the formulation of country cooperation agreements from the onset, and implementation, in monitoring and evaluation, and ultimately reporting, is crucial. Currently civil society are part of the mutual accountability process. They are invited annually to the NA and GA stakeholder validation workshops. These workshops are aimed at validating progress in the implementation of the CCAs based on self reported data from Government, development partners and, domestic and international private sector LOI companies. This implies that the CSOs are requested to be part of a mutual accountability process to which they may not have participated in at inception stage. The African Union Commission as an institution spearheading the annual review process is keen to ensure that the legitimate representative apex bodies from civil society, in support of CAADP implementation, are part of the task force coordinating the annual review process. In this regard, the CAADP Non-State Actors Coalition (CNC) is mandated by the African Union Commission. The CNC has been taking part in coordination efforts aimed at promoting mutual accountability efforts around the CCAs.

Way forward and Priorities for 2016- 2017

1. Scaling up CCAs is essential - strengthening the framework/tool for better implementation

New Alliance and Grow Africa Country Cooperation Agreements have proven to be a useful tool available in the African continent to unlock the much needed private sector investment in the agricultural sector. While key lessons, thoughts and alterations emerged including: the need to better integrate CCAs with the CAADP process and Malabo Declaration; other CAADP related platforms calling for increased agribusiness investment; New Alliance and Grow Africa transitioning to AUC and NPCA, an opportunity is emerging to strengthen the CCA as a CAADP tool to mobilize the private sector behind Malabo implementation in AU member States.

Based on lessons learnt in the implementation of CCAs, the tool is well positioned to contribute to achievement of the Malabo Declaration targets which include boosting intra-African trade in Agriculture, halving poverty, through inclusive agricultural growth, promoting zero hunger, increasing investment finance in agriculture and mutual accountability to actions and results. It is essential to note that the 12th CAADP Platform recommended a strong focus on enhancing the effectiveness of finance and private sector investment in supporting implementation of NAIPs. CCAs complement the NAIPs - NAIPs which are, to a larger extent, public sector instruments that may not necessarily, on their own, offer adequate dynamism, focus and active collaboration required to attract private sector engagement.

2. Value chain focus

In line with the AU Malabo Commitments to invest in selected priority value chains, the AU and NEPAD and their partners, through the NA and GA, would exert effort to support countries as they embark on the task of selecting priority and promising agricultural commodity value chains. These are value chains that have potential to raise incomes of millions of smallholder farmers including, the youth and women farmers. In this regard, deliberate efforts will be made to deliver on commitments in the revised/next generation of CCAs that are more specific to prioritized value chains in the Member States.

3. Promoting the implementation of guidelines on responsible investment

We all know that CSOs/Non Governmental Organisations (NGOs) on several occasions have presented grievances against companies investing in African agriculture. The content/expression of these grievances have lacked detail and context. This limits the ability to pursue a defined and constructive resolution process. Given this, neither NA, GA nor its partners could determine whether the companies involved had acted responsibly/irresponsibly in the absence of concrete guidelines on how to deal with grievances. Guidance on a clear and

standardized grievance process, would allow NA and GA, and more importantly national-level equivalents, to support companies and communities to manage such issues better, and to make a clear decisions on whether the company should continue to benefit from NA and GA support .

In collaboration with their partners (the AUC Land Policy Initiative [LPI] and Landesa), NA and GA are developing guidance on grievance processes for land based investments in Africa. This is being done through support from DFID to support responsible investment under CCAs.

4. Enhancing the role of Civil Society in CCA Processes

The NA Secretariat at the AUC has been engaging with Civil Society Organisations through the CAADP Non- State Actors Coalition in order to share information on the NA and GA, and to strengthen participation of CSOs in the NA-GA processes. It is crucial as indicated earlier for CSOs to participate in the planning, implementation, review and reporting processes. For this reason, a concept note has been drafted by the CNC at the request of the AUC to enable a meeting of stakeholders including AUC, NPCA, NA, GA, CNC etc with a view to clarify issues and share information that would enable better participation of CSOs in the NA and GA agenda. The date for this meeting is yet to be determined, but suffice to say that good progress is hitherto, made.

Annex

Table 1: Summary of New Alliance governance and coordination structures in selected New Alliance Countries

Country	Name of NA Governance Platform responsible for implementation of CCA	Leadership of NA Governance	Host Institution	Overarching structure
Ethiopia	Private Sector Development Task Force (PSDTF)	Co-chaired by ATA and Development Partner's NA Lead in Ethiopia (USAID)	Agricultural Transformation Agency	Rural Economy Development and Food Security (RED&FS). RED&FS is responsible for

				CAADP coordination
Tanzania	Partnership Accountability Committee (PAC)	Chaired by the Prime Minister's Office	Prime Minister Office	-
Malawi	New Alliance Core Team & NA Coordinator	Office of the Principal Secretary in the MINAGRI	Ministry of Agriculture, Irrigation, and Water Development	The High Level Task Force (HLTF)
Mozambique	Ministry of Agriculture with support from USAID SPEED Project	Director of Policy and Planning, MINAGRI	Ministry of Agriculture	Agriculture Sector Coordination Council (CCSA)
Côte d'Ivoire	Planning, Programming and Finance Directorate of the Ministry of Agriculture	Director of PPF, Ministry of Agriculture	Ministry of Agriculture	Cabinet Minister's Office
Ghana	Planning, Program and Budget Directorate (PPBD) of the Ministry of Agriculture	Deputy Director is the focal point for NA.	Ministry of Food and Agriculture (MoFA)	The Agriculture Sector Working Group (ASWG)
Nigeria	Department of Policy Planning and Coordination	Director of Policy Planning and Coordination	Ministry of Agriculture and Rural Development	The Agriculture Sector Working Group (ASWG)

Source: New Alliance Team, AUC-DREA