

CAADP Working Group on Non State Actor participation



Guidelines for Non State Actor participation in CAADP processes

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Overview

The need to boost participation of Non State Actors in the CAADP process

The Comprehensive African Agriculture Development Programme (CAADP) is Africa's plan to boost agricultural productivity and thereby tackle poverty and hunger. As a market-based sector, agriculture includes many Non State Actors such as farmers, agribusinesses, producer organisations, and Civil Society Organisations (CSOs). CAADP recognises that to transform African agriculture in each country or region, it is imperative to build broad and inclusive coalitions committed to improving the sector's policies, programming and institutions. State and Non State Actors must work together in partnership.

Working in partnership can be a new and unfamiliar way of doing business for State and Non State Actors alike. The established structures, processes and working cultures are often not conducive to effective participation by Non State Actors. Challenges to effective participation include:

- Ensuring Non State Actor constituencies have legitimate and accountable **representation**
- Availability of **resources** for Non State Actor participation
- Variable **capacity** of all actors to jointly create and implement policy
- Limited **awareness** by Non State Actors of the CAADP process and its relevance to them
- Access to platforms for ensuring the **accountability** of State actors, including through Parliamentarians.
- Ensuring a **balance of interests**, especially for women, grassroots, consumers (food and nutritional security) and the environment.

In this light, a CAADP Working Group¹ has considered:

“What structures and processes are necessary for Non State Actors to participate and contribute fully in CAADP and the transformation of African agriculture?”

These guidelines – a reference for boosting participation

These guidelines are a key output of the working groups efforts. They propose structures and processes to maximise the contribution of Non State Actors to the CAADP process:

- Section 1 provides clarity on the **role of Non State Actors** in the CAADP process.
- Section 2 examines the **country-level**. It promotes the country team as the nexus for ensuring effective Non State Actor participation; and makes a series of practical recommendations on key issues such as choosing representative organisations and ensuring they have resources, capacity accountability to effectively represent the interests of their constituencies.
- Section 3 examines the **regional level** and highlights any functions, processes or structures that do not simply replicate the country-level.
- Section 4 examines the role of Non State Actors at the **continental level** and outlines the structures and processes for participation.

¹ See annex 3 for a description of the process whereby the “CAADP Working Group on NSA Participation” developed these guidelines; and a list of members of the working group.

How to use the guidelines

These guidelines are written for all stakeholders committed to building broad and effective coalitions to lead the transformation of African agriculture. This includes Non State Actors themselves, Government bodies, and Development Partners.

The guidelines are not prescriptive. They intend to prompt dialogue at the country, regional and continental level; so that in each context, key stakeholders can develop an appropriate plan for boosting participation. Annex 2 proposes a process whereby a country team could use the guidelines to develop such an action plan.

Case studies are included throughout the guidelines. These are intended to inspire thinking on how to adapt and apply the guidelines in practice.

The guidelines should be read with reference to existing documentation on CAADP, especially the “Guide for CAADP country implementation”. The guidelines simply add further detail to the established literature.

1. Introduction ~ The role of Non State Actors in CAADP

1.1 CAADP and the principle of partnership

The Guide to CAADP Implementation describes CAADP as, “a pan-African **framework** – a set of principles and broadly defined strategies to help countries critically review their own situations and identify investment opportunities with optimal impact and returns. CAADP is a way **to champion reform** in the **agricultural sector**, enabling governments to address immediate welfare needs (**food security** and **poverty alleviation**) while at the same time generating **growth** and providing the basis for industrial revolution. CAADP provides for an **evidence-based planning** process with knowledge as a key primary input and **human resource development** and **partnership** as a central factor. Ultimately it aims to align diverse stakeholder interests around the design of integrated programmes adapted at the local level.” (NPCA 2010). The below diagram represents the CAADP process in its most basic form. For more detail on CAADP generally refer to the guide.



“**Partnership**” is a core principle, and the Guide states that CAADP “will improve access to expertise at national, regional and continental levels by involving all stakeholders and by making better use of Africa’s human and institutional capacities. CAADP’s emphasis on **multi-stakeholder dialogue and decision making** is central to its success. National and regional ownership in agricultural development is achieved through **structured stakeholder involvement** around priority setting, matching resources to priority tasks, and collaboration at the implementation stage.” (NPCA, 2010)

This partnership approach represents a progressive new way of doing business in the sector. Translating the principle into practice is challenging, particularly in building alliances that include Non State Actors. This document offers greater clarity on how to deliver on the principle of partnership. Our starting point is defining who are the stakeholders, what are their roles, and what is successful collaboration.

1.2 Non State Actors with a stake in CAADP

There are different groupings of Non State Actors with a stake in CAADP processes

- **Consumers and producers** who are primarily the target beneficiaries
- **Organisations** engaged with food and agriculture, who have a vital role in informing and implementing the CAADP agenda. These are highly diverse ranging from farms to supermarkets to research organisations; and can be considered in terms of different **constituencies** such as:
 - Farmers/ producers
 - Private Sector (e.g. agro-processing)
 - Women
 - CSO/NGOs
 - Knowledge Institutions
- **Collective bodies** such as Farmers Organisations, CSO alliances, or Chambers of Commerce, who have a vital role in representing the interests of key constituencies, and help provide some structure to an otherwise diverse and fragmented field.

Who are the Non State Actors crucial to the CAADP agenda in your context?

1.3 The role of Non State Actors

Non State Actors have 3 vital roles to play within the CAADP process:

Planning	<ul style="list-style-type: none"> • improving the quality of strategy setting, policy development and investment planning by providing ideas, evidence, and expertise • ensuring alignment to the interests of target beneficiaries • building buy-in and understanding in readiness for implementation
Implementation	<ul style="list-style-type: none"> • aligning human and financial resources behind priorities • acting as service providers
Accountability	<ul style="list-style-type: none"> • holding CAADP partners accountable for delivery on behalf of target beneficiaries

All actors will participate differently. Collective bodies will have a direct role to play in planning and accountability, but are more likely to take a co-ordinating role during implementation. Organisations will be the focus of implementation efforts, but should also have avenues for informing and understanding planning and accountability processes. The producers and consumers themselves may at best be simply aware of the CAADP process, but their interests should heavily inform the agenda.

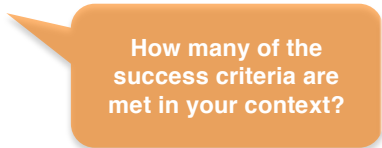
How are Non State Actors helping achieve the CAADP agenda in your context?

1.4 Success criteria

The rest of this document suggests structures and processes to ensure Non State Actors are able to fulfill their roles in the CAADP agenda. While these will manifest very differently in each context, the end remains the same - productive participation. The following list offers a set of success criteria for the participation of Non State Actors with a stake in the CAADP agenda. They provide a benchmark target for every context.

- Non State Actors are aware of the CAADP process, and understand it

- ☑ Non State Actors have clear and timely channels for input and this successfully influences decisions
- ☑ A balance of interests informs decisions through representation of less powerful voices including women, the grassroots (e.g. smallholders), consumers (food and nutritional security) and the environment.
- ☑ Non State Actors contribute to ensuring decisions and reporting are evidence-based
- ☑ Non State Actors receive clear communication on progress
- ☑ Non State Actors understand their role in implementation and align behind the strategy
- ☑ Non State Actors participate in review processes, are able to hold CAADP partners accountable, and be held accountable themselves.
- ☑ Non State Actors have the capacity to participate as needed
- ☑ Non State Actors generate adequate resources to fulfill their role
- ☑ Non State Actors feel a joint sense of ownership for CAADP along with their government partners



How many of the success criteria are met in your context?

2. Country-level guidelines

2.1 The country team as the key platform

CAADP calls for genuine partnership across State and Non State Actors in transforming agriculture. However, the field of Non State Actors is diverse and only loosely structured. “Overlapping, competition, lack of coherency and misinformation” is common between the many groups.² In such a context, how can meaningful dialogue, joint planning, aligned programmes and mutual accountability be nurtured between the myriad actors?

The CAADP country team provides a pragmatic solution because it is the core coalition formed to drive the transformation of the sector. It is intended to be government led but not government owned. As such, it provides a nexus through which to structure and co-ordinate Non State Actor participation, and the Non State Actor representatives on the country team are the entry point for efforts to boost participation by Non State Actor constituencies.

The CAADP Guide (NPCA 2010) provides more detail on the role of the country team in general, including stating that *“it will ideally consist of middle to higher level staff from the ministry of agriculture, other ministries, the private sector, farmer organisations, NGOs and other committed actors, forming an effective coalition to make CAADP move forward.”*

How strong is the partnership within your CAADP country team?

However, there have been many challenges to harnessing the country team as the nexus for co-ordinating Non State Actor participation in CAADP. These include:

- Ensuring Non State Actor constituencies have legitimate and accountable **representation**
- Availability of **resources** for Non State Actor participation
- Variable **capacity** of all actors to jointly create and implement policy
- Limited **awareness** by Non State Actors of the CAADP process and its relevance to them
- Access to platforms for ensuring the **accountability** of State actors, including through Parliamentarians.
- Ensuring a **balance of interests**, especially for women, grassroots, consumers (food and nutritional security) and the environment.

The following country-level guidelines provide additional detail on how to address each of these challenges.

² Melief & van Wijk (2008)

2.2 Choosing Non State Actor representative organisations

The challenge ~ representatives not perceived as legitimate or accountable

With time and resources limited, and facing complex field of actors, the government has a difficult choice when inviting Non State Actor participation in the CAADP country team. If they select any representatives at all, these are often the more articulate and well-known stakeholder organisations based in the capital city. Hence the representative organisations gain their influence by government patronage, rather than through any genuine accountability to the broader community of Non State Actors. As such, these representatives lack the legitimacy they need to be respected and heard; they lack incentives to really communicate and consult with their constituencies; and Non State Actor participation in CAADP ends up a ritual rather than a substantive exercise.

How were Non State Actor representatives selected to join your CAADP country team

Recommendation ~ a transparent selection process

These guidelines recommend establishing an open and transparent process whereby the broader Non State Actor community in each country selects organisations to represent their interests. Representative organisations for each constituency (e.g. farmers, women, consumers, private sector) join the country team for 3-year terms. Once chosen they would receive support from resources and capacity development to help them serve their constituency by:

- Representing the interests of their constituency as members of the CAADP Country Team
- Disseminating information to their constituencies
- Consulting their constituency on policy proposals
- Substantiating M&E data through direct reports from their constituents
- Holding CAADP partners accountable

The government has a vital role in convening and supporting the selection process without influencing its outcome. By actively supporting the selection process, the resulting bodies are founded on a basis of partnership and trust between government and Non State Actors.³

The following diagram illustrates how the interests of State and Non State Actors are channelled through the various collective bodies, into the country team as the heart of the CAADP country process. Ideally the country team would be about 50% constituted by Non State Actors. Similarly, with women as the majority of African agricultural workers, women would ideally make up 50% of active members of the CAADP country team.

³ Such partnership is cited in research a key factor for Non-State Actors to influence policy ~ Perkin & Court (2005)

CITIZENS	Consumers and producers			
CONSTITUENCIES	Non State Actors CBOs FBOs Academia CSO/NGOs Media Agri-businesses INGOs Commodity Associations Women's Orgs Farms SMEs Ag Workers Unions Co-operatives	Parliament	Government Multiple ministries	Dev't Partners
COLLECTIVE BODIES	Alliances Producer Orgs Networks	Technical Committee	Ministry of Agriculture	Ag Donor Working Group
CAADP COUNTRY TEAM	Representative organisations for: Farmers/ producers Private Sector Women CSO/NGOs Knowledge Institutions Others?	No rep ⁴	CAADP Focal Point plus others	ADWG Chair plus others

Step-by-step guide

Step 1: Inventory key Non State Actor organisations with a stake in CAADP

- Include all Non State Actors that meet minimal criteria (e.g. broadly engaged in agriculture or food security; legally registered; independent of government; have an annual budget of over \$50,000).
- Organisations on the inventory to review the list for completeness.

Step 2: Define the seats on the country team available to Non State Actors

- Include at minimum seats for representative organisations for farmers/ producers, private sector, CSO/ NGO, women and knowledge institutions.
- Consider further seats for additional constituencies e.g. media, INGOs, agricultural workers unions.
- Non State Actor seats should make up approximately 50% of the country team.

Step 3: Each constituency chooses representative organisation for their seat

- Call general meeting of all inventoried Non State Actors, to brief on CAADP, the country team, and the role of Non State Actors; and to provide terms of reference for Non State Actor representative organisations. The terms of reference should set the expectation that when combined they should cover all constituencies; be able represent interests of women and grassroots; and have expertise across all pillars.
- Non State Actors to self-manage choice of representative organisations.
- Where constituency struggles to chose a representative then invite external people to facilitate the process e.g. RECs, regional representative organisations, resource

⁴ No representative in order to maintain separation of executive and legislative arms of government

group members. (The government cannot easily facilitate this process and maintain impartiality.)

- Where two organisations cut across a constituency consider creating two seats e.g. for a peasant farmers' organisation, and a commercial farmers' union. If multiple organisations exist, consider facilitating formation of umbrella body.

Step 4: Ensure gender equity on country team

- Each representative organisation proposes a woman and a man to sit on the team on their behalf.
- The country team then agrees actual representatives to ensure an equal number of men and women are on the team.

Step 4: Repeat process in 3 years

Case Study: XXXX

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2.3 Working in partnership

The challenge ~ working in partnership is a new way of doing business

The country team's success depends on State and Non State Actors working in partnership together. However they have historically distanced themselves from each other, with governments focussed on policy development and Non State Actors focussed on implementation. At worst, relationships are characterised by distrust, misunderstanding and antagonism. The co-creation and implementation of policy is a new way of doing business in which neither side is experienced.

Recommendation ~ agree practices for working together

As early as possible the country team should establish a culture of partnership, agree practices for working together, and define common goals. Recommended practices include:

- Create an annual plan for implementation of the CAADP process with clear priorities, timeline, and roles and responsibilities for each member.
- Ensure the plan (and its delivery) allows adequate time for representative organisations to inform and consult with their constituencies throughout the process.
- Individual representative organisations create and share their own action plans for delivery of their responsibilities
- Meet regularly (monthly) to review progress and address emerging issues
- Ensure equal and equitable participation by women and men on the country team

Does your country team have a clear shared plan and established ways of working?

Case Study: XXXX

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2.4 Financing Non State Actor representative organisations

Challenge ~ inadequate resources

Many Non State Actors lack the financial resources to participate in CAADP effectively, especially those who represent the interests of poor or less powerful constituencies.

They require finance for:

- Staff time
- Travel expenses to attend meetings
- Awareness campaigns for their constituencies
- Policy research so they can present evidence-based positions during policy dialogue
- Consultation exercises

How much finance for Non State Actor participation would represent a good investment for the CAADP process in your context?

Without such resources, their participation is inconsistent, reactive, lacking in confidence and not based on meaningful consultation. Financial support is often only available for travel expenses to meetings where the government or development partners want Non State Actor participation. This takes power away from Non State Actors, undermines their efforts to organise a consistent engagement strategy, and reinforces the perception of government tokenism and donor patronage.

Recommendation ~ grants for Non State Actors chosen to represent their constituencies

This paper recommends establishing a fund to distribute grants in support of Non State Actor representative organisations participating in a CAADP country team on behalf of a key constituency. Upon joining the country team, each organisation would prepare a plan and budget for their engagement with CAADP over the upcoming 2 to 3 years, which would then be submitted to the fund. Their plans would be tailored to the specific context, constituency and priorities.⁵ The level of financial support required will vary significantly across organisations depending on the scale of their role, and their available finance.

With selection by a constituency as the primary eligibility criteria, the fund would promote accountability to their constituency rather than orienting organisations towards serving the interests of donors. This in turn lays the foundation for increased self-financing and the ultimate goal of eliminating donor finance.

Is financing for Non State Actor representatives structured to reinforce their accountability to their constituencies?

Step-by-step guide

Step 1: **Establish a national basket fund**

- Purpose: Primary source of additional finance for country-level Non State Actor representatives
- Financed by national government, donors, REC, INGOs and private sector
- Established and administered in partnership between country team and financiers
- Eligibility criteria ~ Available to Non State Actor representative organisations who have:
 - Undergone a transparent selection process for joining the country team
 - Created a shared action plan for the country team
 - Have prepared plans and budgets for CAADP work
 - Are providing some self-finance

⁵ Research that shows programmes to support Non State Actors must build in flexibility to support adaptation to the specific political, cultural and economic contexts. Foresti (2007)

Step 2: **Each representative organisation prepares a budget** (simultaneous to step 1)

- Based on action plan for delivery of their responsibilities within the CAADP Country Team plan
- To include staff costs, travel expenses, communication and consultation work, policy research etc.
- Proportion is self-financed

Step 3: **Annual financing round**

- Budgets of representative organisations submitted together
- Available finance allocated across organisations as appropriate

Step 4: **Reporting and due diligence**

- Delivery of previous year's action plan is a pre-condition for further financing
- Repeat selection by constituency as their representative organisation is pre-condition for membership of country team and therefore finance

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2.5 Capacity development

Challenge ~ partners lack skills for jointly creating and implementing policy and programmes

As previously mentioned, CAADP’s co-creation and implementation of policy and programmes is a new way of doing business and represents a step change in the scale and quality of agricultural development. Hence it demands new capacity for process management, and places greater demands on technical capacity.

Representatives of Non State Actors may be unfamiliar with advocacy, policy-making, negotiation, consultation, and budget tracking and analysis. They may also have limited knowledge on technical aspects of agricultural policy, and struggle to access the latest evidence from which to formulate an informed position.

Government representatives may be unfamiliar with multi-stakeholder participation and not have the facilitation skills to manage it effectively.⁶

Recommendation ~ targeted capacity development programme

Strengthening capacities is fundamental to the whole CAADP agenda and an overarching Capacity Development Strategy is available from NPCA. This provides detail on how to establish a targeted capacity development programme that is consistent with the purpose and principles of CAADP.

A capacity development programme should have a broader agenda than simply Non State Actor participation. Nonetheless there are some specific capacities that are vital to Non State Actor participation that should be taken into account, especially for the Non State Actor representative organisations and the government representatives on the country team.

What are the capacity gaps for CAADP’s key stakeholders in your context?

Priority capacities to boost Non State Actor participation		
For Non State Actor rep orgs:		For Government reps:
<ul style="list-style-type: none"> • Knowledge of the CAADP process • Communication and sensitisation • Advocacy • Negotiation • Consultation • Policy-making processes • Budget analysis and tracking • Presentation skills 	<ul style="list-style-type: none"> • Understanding of comprehensive approach to agriculture and food security • Gender awareness • Technical knowledge of policy issues e.g. climate change • Analysis of M&E data • Understanding of “right to food” and legal frameworks 	<ul style="list-style-type: none"> • The value and methods of participatory policy-making • Effective management of meetings and processes • Gender awareness

Step by step guide

Refer to the CAADP capacity development strategy for more detailed guidance

Step 1 ~ Identify capacity development needs

⁶ McKeon (2010)

- Identify the individuals and organisations who will be vital to the success of CAADP over the short and long term
- Inventory the process and technical capacity that is needed and that exists, in order to highlight gaps and priority areas for capacity development

Step 2 ~ **Review opportunities for capacity development**

- Review the capacity development initiatives currently available in country, regionally and continentally.
- NPCA should have information at the continental level. The RECs and regional organisations should have information at the regional level. Regional or continental initiatives may benefit from economies of scale, and have potential for lesson learning across countries.

Step 3 ~ **Create capacity development programme**

- Match the capacity needs to the available support to create a capacity development programme
- Consider identifying short-term sources of support to fill gaps until in-country capacity is established. Any such support should be delivered in an empowering way that promotes skills transfer.
- Promote joint participation in capacity initiatives by State and Non State Actors so as to strengthen relationships and build mutual understanding.

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2.6 Communication and consulting with Non State Actor constituencies

Challenge ~ Limited awareness of CAADP and avenues for input

Participation in the CAADP process struggles to extend beyond a relatively narrow group of stakeholders ~ generally those who are well educated and based in the capital. Rural stakeholders for whom CAADP is often most significant, are excluded by distance, cost of travel, education, and a simple lack of accessible information.

Recommendation ~ Communication and consultation efforts targeting marginalised stakeholders

Pragmatically, all stakeholders do not need to be aware of or input into every aspect of the CAADP process. Nonetheless, CAADP's success depends upon communication and consultation efforts that, at a minimum, ensure:

- A balance of interests informs decision-making
- Stakeholders are able to influence the decisions that will affect them
- Stakeholders are informed of decisions and opportunities that will affect them
- The Country Team feels accountable for their performance.

The country team should have a general strategy in place for communication and consultation. For the sake of Non State Actor inclusion, this should emphasise deliberate efforts to reach out to marginalised groups such as rural farmers, smallholders and women, especially on decisions that will affect them.

How are you building the awareness and buy-in necessary for a systemic transformation?

Strategies for communication and consultation

NPCA is developing an overarching communications strategy for CAADP, and there are proposals to develop communication resources to support country teams. In the meantime, country teams should develop their own context-appropriate approaches. Likely strategies include:

- Leveraging the networks and outreach work of Non State Actor representative organisations e.g. presentations at local chapters of the National Farmers Organisation.
- Briefing the media on CAADP, and providing them press releases on significant decisions, opportunities and progress. Radio is especially valuable for informing rural areas with lower literacy levels.
- Convening regional consultation meetings on key issues
- Leveraging INGOs to reach out to their local implementing partners for consultation exercises
- Asking parliamentarians to consult with their rural constituencies
- Working through traditional fora

Case Study: XXXX

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2.7 Mutual Accountability

Challenge ~ Limited opportunities to hold CAADP partners accountable

Non State Actors have a key role in holding CAADP partners accountable on their commitments – on finance, actions, and results. However, to date, the architecture for accountability has been ambiguous. If commitments are unclear, data on performance is unavailable, and there are few platforms for debate, then Non State Actors cannot fulfil their watchdog role on behalf of their constituencies. Equally Non State Actors themselves may lack the reputational incentives to deliver.

Recommendation ~ Establish clear architecture for mutual accountability

The recently validated CAADP Mutual Accountability Framework (AUC/ NPCA 2010) proposes architecture to boost accountability and thereby increase the incentives for delivery. At country, regional and continental levels, it proposes that annual M&E reports are interrogated by a coalition of stakeholders to produce a Mutual Accountability report that reviews the performance of CAADP partners against their commitments. At country-level the stakeholder coalition should be the CAADP country team, assuming the selection of Non State Actor representatives has been inclusive and transparent. Each member of the stakeholder coalition will be responsible to consult and represent their constituency.

Where are the reputational incentives for partners to deliver on their commitments in your context?

While the Mutual Accountability Framework provides a simple model (see below), the actual architecture should build on and reinforce any existing systems, processes and platforms for accountability within national development efforts.

Proposed country-level architecture for Mutual Accountability			
Core elements	M&E System Generating objective data under CAADP M&E framework on progress against targets and delivery of commitments	Review and Dialogue Platforms M&E reports reviewed by key CAADP partners in consultation with their constituencies. Conclusions drawn on performance, strengths, weaknesses, follow-up actions, and responsibilities.	Recognition platforms MA reports presented at technical and political fora for endorsement, including of follow-up actions
Outputs Presented in	Evidence <i>M&E Report</i>	Debate <i>Mutual Accountability report</i>	Commitments <i>Endorsed MA report</i>
Managed by	SAKSS Node	Country Team (with independent facilitation)	Inter-ministerial meeting

Step by step guide

Step 1 ~ Record commitments publicly

- Establish a simple public record of any commitments by CAADP partners (e.g. on a website). Record who will do what by when. These commitments may be regarding finance, actions or results and can be found in communiqués, a compact, action plans or pledges. Maintaining public records helps increase incentives for delivery and makes a review possible later.

Step 2 ~ Generate M&E report

- Ensure your national M&E systems are recording the data required to track performance of the agricultural sector. If necessary, ReSAKSS⁷ should be able to offer help in developing a strong M&E framework⁸ for CAADP in a country and building national capacity.
- Request annual M&E reports on the sector's performance including regarding inputs, outputs and outcomes.

Step 3 ~ **Generate Mutual Accountability report**

- Commission an independent body to facilitate the review process (NPCA may be able to help with this).
- CAADP country team representatives to each review the M&E report, consider performance of the various partners against commitments, consult their constituency and prepare conclusions.
- Dialogue and debate within country team regarding the performance, strengths, weaknesses, follow-up actions, and responsibilities for each constituency within CAADP.
- Conclusions are written up as a Mutual Accountability report.

Step 4 ~ **Present at recognition platforms**

- Present the Mutual Accountability report at relevant political platforms e.g. Parliament's Technical Committee and Inter-ministerial meeting.
- Generate politically endorsed plan of action to improve performance
- Share report and follow-up actions publicly through the media

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⁷ www.resakss.org

⁸ See the CAADP M&E Framework (ReSAKSS 2010) that has defined a core set of indicators at the continental and regional level, and that offers a basis for national M&E.

2.8 Engaging parliamentarians

Challenge ~ How to connect parliamentarians in to CAADP

Finally, parliamentarians warrant a special note. They are not Non State Actors, but they can act as a vital bridge between civil society and the government. If fully engaged they can hold the government accountable to the people in addressing their needs for livelihoods and food security. Also, they will be critical to legislating for policy reforms and increased public investment.

However, good governance practice recommends that the executive and legislative arms of government should be kept separate in order to limit the politicisation of day-to-day decision-making. Hence parliamentarians should not have a full role on the country team. Instead they require some additional measures to ensure their effective participation.

Are parliamentarians actively supporting CAADP in your context?

Recommendation ~ Active engagement with the Parliament's technical committee

In some form or another, the Parliament is likely to have a technical committee on agriculture and food security. The country team, led by the government focal point, should actively engage this group:

- provide regular updates on progress, and presenting the Mutual Accountability report annually
- consult the committee on key issues
- ask parliamentarians to reach out to their constituencies especially in rural areas
- include parliamentarians in awareness raising and capacity building efforts
- support the technical committee in maintaining the political commitment to the CAADP agenda within parliament e.g. on the 6% growth target
- promote field visits for parliamentarians to witness impact of improved policies, programmes and investments. NSA could proactively organise these.
- Non State Actors may wish lobby parliamentarians regarding policy positions

Case Study: XXXX

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3. Regional-level guidelines

At the regional-level, there are two types of functions that CAADP serves:

1. Improving regional-level policies, investments and capacities e.g. on regional trade issues or management of natural resources
2. Generating support for country-level processes from regional organisations

The Regional Economic Communities have a leading role in each region. They are co-ordinating the development of compacts, investment plans and programming on regional issues (function 1); and providing support to their member states (function 2).

Non State Actors also have an important contribution to make in both functions, and the following regional guidelines suggest how to maximise the quality of their participation.

3.1 Representing Non State Actor interests in regional processes

The regional CAADP process mostly mirrors the country-level process but focuses entirely on issues that can only be resolved at the regional level. Hence the REC should convene a regional team that provides the core coalition to drive improvements to the sector; and as at the country-level this provides the nexus for efforts to ensure Non State Actor participation.

The country guidelines in section 2 are equally relevant for the regional process and should be the primary source of guidance on how to achieve effective Non State Actor participation. There are a few exceptions worth noting:

- The **choice of representative organisations** would ideally be made at a regional conference of country-level Non State Actor representatives, thereby reinforcing subsidiarity, accountability and interconnectedness between regional and country levels. However this may not be possible if all countries have not transparently chosen Non State Actor representatives for the country team. In this case, it will be necessary to mirror the country process of undertaking an inventory and then convening Non State Actors to select representatives.
- There is a proposal that a Continental Basket Fund is established to provide **financial support** Non State Actor participation at the regional-level, rather than having a basket fund for each region. This addresses three problems: 1) transaction costs; 2) duplication across overlapping REC memberships; and 3) how to support Non State Actor participation in regions where the REC is not engaged (a problem discussed below). Contact NPCA to ask the latest status on whether this fund will go ahead. If not, then consider establishing regional basket funds.

3.2. Supporting country-level participation

Regional Non State Actor organisations have a vital role in supporting country level participation and processes, especially for their own constituencies. For example the regional Farmer's Organisations can provide invaluable assistance to their member organisations in each country. Support functions include:

- Communicating with national level constituency to ensure their awareness and understanding of the CAADP process in their country.

- Delivering value for money by addressing issues common across countries e.g. policy positions, capacity development, sharing best practice
- General advocacy for quality Non State Actor participation at country-level
- Raising issues at REC level if irreconcilable at country-level
- Representing constituencies at continental level fora (see next section)
- Ensuring policy coherence between country and regional-levels
- Monitoring country-level performance through reviewing Mutual Accountability reports

3.3. How to structure if REC has not formed regional team

In some regions, the REC has not initiated the CAADP process but individual countries are moving ahead regardless. In this context regional Non State Actors still have a vital role in supporting their country-level constituencies. The challenge is how to structure this engagement until the REC forms a regional team and formally leads a regional CAADP process.

These guidelines propose that in such a situation NPCA facilitates the formation of a “**regional Non State Actor support group**”:

- Constituted by regional organisations representing key Non State Actor constituencies.
- Co-ordinates efforts to support country-level Non State Actor participation.
- Members are able to apply for proposed Continental Basket Fund
- Provides foundation for regional team once REC engages.

Case Study: XXXX

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4. Continental-level guidelines

There are three important functions to promote quality participation of Non State Actors at the continental-level: representing Non State Actor interests; supporting regional and country participation; and linking in to global processes.

The main emphasis of CAADP is making country level policies, programmes and capacities more effective, and secondarily those at the regional level. Hence, at the continental-level, these guidelines for Non State Actor participation have less emphasis and detail. Nonetheless there are several recommendations on how to ensure each function is fulfilled, listed in the below table.

Function	How?
1. Representing Non State Actor interests in continental processes	<p>At the Partnership Platform</p> <ul style="list-style-type: none"> Regional representative organisations participate in general and business sessions Regional representatives nominate reps to participate in Mutual Accountability Report process Regional representatives nominate Non State Actor reps for the PP Steering Committee which oversees planning <p>On CAADP Multi-Donor Trust Fund Partnership Committee</p> <ul style="list-style-type: none"> Regional representatives nominate representatives for Non State Actors <p>At other decision-making fora as required</p>
2. Supporting regional and country-level participation	<ul style="list-style-type: none"> NPCA to provide supporting function to regional and country teams e.g. inventory of NSA organisations; pool of policy expertise; communication tools; sharing best practice Regional organisations to organise umbrella fora for their constituencies. These are to share best practice, discuss issues, develop common advocacy positions, and lobby at the continental level. E.g. Pan African Farmers Federation, Pan-African Parliament Agriculture Committee
3. Linking to global-level processes and platforms	<ul style="list-style-type: none"> Representing African Non State Actors on the global stage e.g. feeding in to the Committee on Food Security

Financing for several of the above functions is already provided by the CAADP Multi-Donor Trust Fund. If the proposed “Continental Basket Fund for Non State Actor participation in CAADP” is established, then a window could be made available to support the work of any “umbrella fora” established for each constituency.

Case Study: XXXX

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Annex 1 ~ Tasks to ensure Non State Actor participation during each component of the CAADP process

	General	Component 1: Engagement with stakeholders and public	Component 2: Evidence-based analysis	Component 3: Development of investment programmes, partnerships and alliances	Component 4: Assessment and learning from process and practice
CAADP Milestones		<ul style="list-style-type: none"> Launch Country team formed Roadmap 	<ul style="list-style-type: none"> Stocktaking 	<ul style="list-style-type: none"> Roundtable & compact Investment plan Detailed programme design Implementation 	<ul style="list-style-type: none"> M&E reports Mutual review Adapt and replan
All Non State Actors	<ul style="list-style-type: none"> Seek awareness Input to process via rep orgs Share policy expertise Improve capacity 	<ul style="list-style-type: none"> Choose rep orgs 	<ul style="list-style-type: none"> <i>See general</i> 	<ul style="list-style-type: none"> Align to new opportunities Increase investment in priority areas Provide implementation capability 	<ul style="list-style-type: none"> Share best practice and performance data Engage media
Ministry of Agriculture	<ul style="list-style-type: none"> Inclusive facilitation of the overall CAADP process Support country team with joint planning and decision-making Ensuring NSA input informs outcomes 	<ul style="list-style-type: none"> Manage formation of the country team, incl. supporting NSA in choosing reps Brief relevant technical committee in parliament Raise awareness of CAADP process with relevant NSA Engage media 	<ul style="list-style-type: none"> <i>See general</i> 	<ul style="list-style-type: none"> Communication campaign to highlight opportunities and promote alignment by NSA Outsource programmes to NSA as appropriate 	<ul style="list-style-type: none"> Generate accurate performance data for M&E reports Convene platforms for mutual review Report to technical committee
NSA Rep Orgs	<ul style="list-style-type: none"> Support and represent the interests of key constituencies Maintain constituency's awareness of CAADP process Consult constituency on key issues and advocate on their behalf 	<ul style="list-style-type: none"> Create work plans and budgets for outreach and representation of their constituency Secure finance Engage with parliamentarians 	<ul style="list-style-type: none"> Make expert input and commission policy research 	<ul style="list-style-type: none"> Communicate to constituency to highlight opportunities and promote alignment Watchdog function 	<ul style="list-style-type: none"> Check M&E data reflects grassroots reality Represent during mutual review process Report outcomes to parliamentarians Report on own impact to constituency
Parliament technical committee	<ul style="list-style-type: none"> Hold government accountable on behalf of citizens 	<ul style="list-style-type: none"> Liaise with rural constituencies 		<ul style="list-style-type: none"> Support any legislation necessary for policy reform and investments 	<ul style="list-style-type: none"> Meet twice per year to review progress Receive M&E and Mutual Accountability reports, and respond.
Ag Donor Working Group	<ul style="list-style-type: none"> Financial and technical support for NSA representative organisations once chosen Support for NSA 	<ul style="list-style-type: none"> Ensure parliamentarians are engaged 	<ul style="list-style-type: none"> <i>See general</i> 	<ul style="list-style-type: none"> Align donor-financed programmes involving NSA to CAADP agenda 	<ul style="list-style-type: none"> <i>See general</i>

	capacity building				
INGOs	<ul style="list-style-type: none"> Financial and technical support for NSA Capacity building 	<ul style="list-style-type: none"> <i>See general</i> 	<ul style="list-style-type: none"> <i>See general</i> 	<ul style="list-style-type: none"> Provide finance and implementation capability Align programmes 	<ul style="list-style-type: none"> Hold donors accountable
Media	<ul style="list-style-type: none"> Public scrutiny 	<ul style="list-style-type: none"> Promote awareness 	<ul style="list-style-type: none"> <i>See general</i> 	<ul style="list-style-type: none"> Outreach 	<ul style="list-style-type: none"> Report on performance Celebrate success

Annex 2 ~ Using the guidelines to develop an action plan for boosting Non State Actor participation in a country process.

These guidelines are primarily intended to prompt dialogue and planning at the country-level, so that steps are taken to boost the quality of Non State Actor participation. The guidelines are not prescriptive and any action plans will need to be context-specific. This annex suggests a simple process for using the guidelines to develop such an action plan

Step 1: **Initiation**

- The country team, with leadership from the government's CAADP focal point, will need to own the process for boosting Non State Actor participation. Hence, ideally they will also initiate the process.
- Alternatively Non State Actors in country may advocate to the government focal point and the existing country team to initiate such a process.
- If Non State Actors in country feel unable to directly influence the country team, then they could ask for help from parliamentarians, their REC, regional organisations such as Farmers Organisations, or from NPCA.

Step 2: **Preparation**

- The CAADP focal point may wish to secure an external facilitator to manage the action planning process in an open and inclusive manner. NPCA may be able to provide such support from their network of consultants.
- Invite representatives from significant Non State Actors to join the country team for an action-planning workshop. Ensure the workshop participants will represent a balance of interests from the various constituencies, rural/urban, women/men etc.
- Distribute a clear agenda, along with these guidelines, the CAADP implementation guide, and a short briefing on current progress with CAADP in country.

Step 3: **An action-planning workshop**

- Objective: Key stakeholders leave committed to delivering on an action plan to strengthen the CAADP process through more effective Non State Actor participation
- 1. Briefing: Introduction the CAADP process and the role of Non State Actors, plus a briefing on current progress with CAADP in country.
- 2. Review: Consider current strengths and weaknesses of Non State Actor participation in the CAADP agenda. Use the success criteria in section 1.4.
- 3. Goal set: Create a clear shared vision of the desired state. What structures, processes and culture needs to be in place to ensure Non State Actors are fulfilling their potential contribution to the CAADP agenda? Consider the following aspects:
 - Representation
 - Working in partnership
 - Finance
 - Capacity
 - Communication and consultation
 - Mutual accountability
 - Parliamentarians
- 4. Action plan: Agree a set of priority interventions to strengthen participation. Define who, will do what, when, to deliver on these?

Step 4: **Follow-up**

- Write up the action plan and ensure it integrates with any other roadmap or plans that exist
- Establish a task team of people who have taken responsibility to deliver on the action plan. Meet or teleconference regularly enough to review and maintain progress.
- Provide a positive press release to the media on the joint ambitions

Annex 3 ~ The process for developing these guidelines

The 6th Partnership Platform recognised that CAADP has not consistently achieved high quality inclusion of Non State Actors at national, regional and continental levels. While there are success stories, the Partnership Platform asked how to improve the quality of inclusion, particularly for poor or marginalised constituencies.

In response, CAADP partners formed a joint working group to undertake stocktaking and develop recommendations⁹. One key recommendation that emerged was to establish a clear set of guidelines on how to achieve quality Non State Actor participation.

The below timeline shows the key activities that led to the development of the guidelines, plus proposed next steps. The process was highly participatory and involved gathering input from stakeholders from multiple constituencies and across all regions.

Key activities for development of guidelines	
1. Joint Working Group formed <i>Jun 2010</i>	<ul style="list-style-type: none"> • 20+ members from all constituencies (see below) • Inaugural meeting at NPCA offices, Jo-burg • Regular monthly teleconferences
2. Stocktaking exercises <i>Jul-Sep 2010</i>	<ul style="list-style-type: none"> • surveys sent to Non State Actors, CAADP focal points and donor working groups across Africa (in English and French) • interviews of 8 expert stakeholders from across constituencies and regions • consultation workshops at FANRPAN AGM and by Action Aid • desk research on best practice
3. Online consultation group established <i>Aug 2010</i>	<ul style="list-style-type: none"> • Over 250 members now enrolled • Regular communications on progress and seeking input (in English and French) • Basis for future inventory of CAADP Non State Actors
4. Options paper circulated <i>Sep- Oct 2010</i>	<ul style="list-style-type: none"> • Presented concrete ideas to prompt debate, based on stocktaking. • Circulated to consultation group and to Africa Forum participants (in English and French). • Input from options paper - compiled by constituency representatives within working group • Presentation and consultation workshop - CAADP Africa Forum, Oct 7th, Burkina Faso • Regular communications on progress and seeking input
4. Action planning workshop <i>Oct 2010</i>	<ul style="list-style-type: none"> • Working group plus expert stakeholders agree draft content for guidelines and recommends interventions to boost participation (based on options paper feedback). • Guidelines later written up and circulated to working group for final input and revisions

⁹ For more background refer to the group's concept note "Plan for developing proposals to improve participation of Non-State Actors in the CAADP agenda"

Next steps	
1. Circulate working draft Jan 2011	<ul style="list-style-type: none"> • Circulate in English and French for active use and reference
2. Pilot implementation Feb - May 2010	<ul style="list-style-type: none"> • NPCA consultants to visit 4 country teams (upon invitation) to undertake workshops on how to strengthen the country process including using guidelines to develop action plans for boosting Non State Actor participation. • Review of pilot • Training of trainers ready for wider roll-out
3. Formal endorsement Mar 2010	<ul style="list-style-type: none"> • Guidelines and recommendations to be presented at Partnership Platform for formal endorsement

CAADP Working Group on Non State Actor participation ~ members

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Regional NSA	Lindiwe Sibanda - FANRPAN Fungayi Simbi – FANRPAN Lucy Muchoki – PANAAC Stephen Muchiri – EAFF
Development Partners	Alangeh Romanus Che - PROPAC Sonja Palm - GTZ Ellen Hagerman – CIDA Susan Bradley – USAID Neil McPherson – UNHLTF
INGOs	Unami Mpofi - InWent Buba Khan – Action Aid Nancy Kachingwe – Action Aid
Consultant	Daniel Sinnathamby – Oxfam Ian Randall – Wasafiri Consulting

Additional expert stakeholders who joined action planning meeting

Cynthia Clapp-Wincek -Partnership to Cut Hunger and Poverty in Africa
Elijah Agnew Mbwavi Muhati- Regiodev
Frank Mlotchwa - Qondisa Consultants
Kafui Adjamagbo-Johnson - WILDAF
Laura Turner - WFP
Lynette Chen - NEPAD Business Foundation
Victoria Adongo - Peasant Farmers Association of Ghana
Astrid Agostini - FAO
Monique Vanes - ACORD

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