



## Agricultural Reform Works

The Comprehensive Africa Agriculture Development Programme and national reforms – the case studies of Burkina Faso und Kenya.

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## Summary

After decades of stagnation and neglect of the agricultural sector, by both African governments and donors, the number of undernourished people in sub-Saharan Africa rose from 169 million in 1992 to 206 million and 239 million in 2006 and 2010, respectively (FAO/WFP: 2011). In order to counter this negative trend, in 2003 the African Union established the Comprehensive Africa Agriculture Development Programme (CAADP) as a pan-African vision and strategy for agricultural development. CAADP's objective is to establish coherent agricultural policy frameworks at national, regional and continental level, which create new impetus for investment.

The case studies of Burkina Faso and Kenya show that — after initial difficulties — within only two years it has been possible, with the involvement of the private sector, civil society, as well as all donors and governmental stakeholders, to develop an extensive and consistent strategy for reforming the agricultural sector and to reach agreement on investment plans for its implementation. Moreover, through the capacity development of important governmental and private actors, their coordination abilities have been improved and thus also the preconditions for the subsequent implementation of plans and strategies. The cooperation of GIZ at national and pan-African level within the scope of the CAADP process has made a significant contribution to these successes. GIZ understood the importance of using the dynamics arising from the pan-African process and of encouraging the partners' volition for reform through specific advisory services. The cooperation of GIZ advisers in the NEPAD Planning and Coordinating Agency and AU Commission also helped strengthen CAADP. This horizontal dovetailing enabled the work at political level (AU Commission), technical level (NEPAD Agency) and operational level (CAADP) to be coordinated and safeguarded. With the support of the bilateral GIZ agricultural programmes, it was possible to expedite the CAADP process in the countries with the necessary sensitivity, and implement the Programme in conjunction with national governments, the private sector, non-state actors and other donors.

The reform of the agricultural sector and preparation of investment plans are vital steps towards achieving production and productivity increases in African agriculture, generating rural incomes and improving food security.

## The role of agriculture in Africa

Poverty in Africa primarily has a rural face. Three quarters of the poor live in rural areas, often in extreme poverty and in a highly insecure situation as far as food supply is concerned. After decades of stagnation and negligence of the agricultural sector by both African governments and donors, the number of undernourished people in sub-Saharan Africa rose from 169 million in 1992 to 206 million and 239 million in 2006 and 2010, respectively. This number is likely to increase dramatically with the predicted tripling of the population in sub-Saharan Africa to 1.95 billion people by the year 2050. Since 2008, prices for energy, fertiliser and food have risen considerably, further aggravating the situation. Added to this, vast areas of Africa are particularly threatened by the consequences of climate change in the form of droughts and floods, inter alia, which affect African agriculture in a negative way.

# The Comprehensive Africa Agriculture Development Programme of the African Union

In order to counter this negative trend and contribute to achieving Millennium Development Goal 1, the African Union (AU) established the Comprehensive Africa Agriculture Development Programme (CAADP) in 2003 as a pan-African vision and strategy for agricultural development in Africa. A CAADP Secretariat was set up at the NEPAD Planning and Coordinating Agency (NPCA). All AU member states committed themselves to using ten per cent of their annual budgets for agricultural and rural development in order to achieve a growth rate of six per cent in the agricultural sector. This growth should generate food security and income for the poorer population strata.

CAADP represents a continental, regional and national reform framework for better strategic planning, more coherent agricultural policies, and increased and reasonably allocated investments in the agricultural sector. The national level is the central impact area to be addressed by CAADP. Participation of the African countries in CAADP is voluntary. The basis of the cooperation and the official CAADP launch at country level are so-called ‘compacts’ — politically binding agreements on poverty reduction and growth targets signed by national key stakeholders. With the involvement of farmers’ associations, agribusinesses and non-governmental organisations (NGOs), priority measures for reaching the targets are developed in collaboration with the country’s government.

Although CAADP progressed sluggishly at first and was only known to a handful of politicians and experts by 2006, this pan-African vision gained new significance and staggering momentum not least of all due to the food and energy price crisis. Since 2007, 30 countries have signed a compact with CAADP. CAADP investment plans are being developed on the basis of these cooperation agreements, and so far 22 countries are implementing their investment plans with the assistance of African CAADP expert teams.



# The case studies of Burkina Faso and Kenya

At first sight these two African countries could not be more different:



**Burkina Faso**, a small country in West Africa with around 16 million inhabitants, is among the poorest countries in the world with a Gross Domestic Product (GDP) of EUR 435 per capita and per annum. The United Nations Human Development Index ranks Burkina Faso 181st out of 187 evaluated states (HDI 2011). Owing to its unfortunate landlocked location, high transport and energy costs prevail. Low levels of education and productivity further hamper economic development.



**Kenya** is one of the most populous and economically important countries in East Africa with 41 million inhabitants. The average per-capita income is EUR 615 per annum (estimated in 2011). Kenya occupies rank 143 of the HDI. With a GDP of around USD 36 billion (estimated in 2011), Kenya's national economy is as large as the economies of all the remaining members of the East African Community (EAC) — Tanzania, Uganda, Burundi and Rwanda — combined. It possesses a liberal economic system with a well-developed private sector. The private sector accounts for a substantial proportion of total employment, the better part of export revenues, as well as around 80 per cent of the GDP.

Nonetheless, there are many parallels:

- In both countries, more than 45 per cent of the population lives in poverty; in Burkina Faso approx. 40 per cent and in Kenya approx. 25 per cent below the absolute poverty threshold of USD 1/day.
- About 80 per cent of the population lives in rural areas and directly or indirectly off agriculture. Economically, agriculture is the most important sector in both countries.
- With an annual population growth of 3.1 per cent and 2.4 per cent in Burkina Faso and Kenya, respectively, it is highly unlikely that agricultural production will be able to keep up with the growing demand for food.
- Both countries are exposed to the risk of droughts, which are occurring more frequently and more intensely in the course of climate change.

## Agricultural reforms before CAADP

In both countries, efforts to reform the agricultural sector already existed prior to the CAADP process:



In **Burkina Faso**, a reform process of the agricultural sector (Rural Development Strategy, in French *Stratégie de Développement Rural* or SDR) was envisaged from 2004 onwards, at first with a variety of strategies of the different donors and three corresponding ministries (Agriculture, the Environment, and Livestock) as well as with various initiatives by the president. Since 2007, attempts have been made to combine these strategies into one national sector programme and plan their implementation. As a result of the particular interests of the international donors, the three responsible ministries and the president, this reform process had a slow start and by the end of 2008, it was threatened to come to a complete halt. Furthermore, it was confronted with contradictory (parallel-financed) strategies. In the narrow agricultural domain of rural development alone, there were over 100 projects and programmes at the time.



In **Kenya**, the process had initially been at a more advanced stage. Firstly, beginning in 1994, an attempt was made to establish a 'sector investment programme' (Agricultural Sector Investment Programme, ASIP) led by the World Bank. Despite the one joint situation evaluation by the donors in 1998, ASIP was never given the go-ahead. Ownership on the part of the partner could not be established. This was further complicated by frequent staff changes at ministerial level. The programme was thus blocked by the powerful national bureaucracy and finally abandoned in 2001. By the end of 2003, there was neither successful sector coordination nor a sector strategy (the process for the participatory harmonisation of the Kenya Rural Development Strategy, KRDS, which was initiated in 2001/2002 and which promised to be a success, foundered after the 2003 elections). The donors worked side by side, and on the government's end, the responsibilities regarding the agricultural sector were divided among up to ten ministries, such as the Ministry of Cooperatives, Agriculture, Livestock, Fishing, Water Management, Forestry, and the Environment, etc.

In 2004, USAID initiated a 'Strategy for Revitalising Agriculture' (SRA) containing all the essential elements of a modern agricultural policy (involving civil society and the private sector, value chain promotion, etc.). This strategy triggered a dialogue process among the partners and donors with regard to its implementation. This dialogue was also driven forward by GIZ. A result of all this was the founding of the 'Agricultural Sector Coordination Unit' (ASCU), based at the Ministry of Agriculture, which was now tasked with coordinating the work of the ten ministries and the donors in line with the strategy. Approximately 300 projects and programmes of all donors and NGOs were active in the sector — no easy task. The SRA was later refined into an 'Agricultural Sector Development Strategy' (ASDS), which incorporated aspects of food and nutrition security, among others, and is now carried jointly by all ten ministries.



### At the beginning there was scepticism: the view of the CAADP



CAADP was introduced to **Burkina Faso** in 2007. Many stakeholders, particularly the donors, were largely unfamiliar with the reform programme. The process was explained to national and international stakeholders at round tables, and a large sum of money was demanded from the donors, which was roughly equivalent to twenty times the budget actually spent by the Ministry of Agriculture. Initially, this caused the donors to withdraw from the process.



When COMESA brought CAADP to **Kenya** in 2007, both donors and a majority of the national partners were critical and sceptical of it. Worries arose that the new CAADP process would torpedo the process of strategy-building and coordination achieved previously. This impression was particularly reinforced because at first, COMESA introduced its approach with few options for participation and with inadequate communication. The first CAADP Round Table was thus not attended by most of the relevant stakeholders both on the side of the partners and that of the donors.

## Political pressure is utilised creatively – the CAADP dynamic

In both countries, however, political pressure built up over time. Outside of the difficult economic situation within the agricultural sector, this political pressure was increased by the AU Commission at political level, by NEPAD and COMESA in Kenya at technical level, by the head offices of the donors and CAADP itself, as well as by the presidents of the countries. CAADP became the most popular reform process internationally.



In order to resolve the boycott of the reform of the agricultural sector in **Burkina Faso**, the leading donors in the agricultural sector DANIDA (Denmark) and GIZ, on behalf of the Federal Ministry for Economic Cooperation and Development (BMZ), worked on a strategy together with the Ministry of Agriculture. Within the relevant GIZ agricultural programme, this collaboration gave rise to the idea of drawing up a framework document (note de cadrage), the intention of which was to bundle all strategies together.



In **Kenya**, GIZ took advantage of the first CAADP Africa Forum in 2009, which was conducted by CAADP and the GIZ Sector Network for Rural Development in Nairobi in order to heighten acceptance of CAADP in the country. It was also there that the Secretary of State of the Kenyan Ministry of Agriculture and the Secretary-General of CAADP started a dialogue with each other. In addition, the World Bank established a well-stocked trust fund for financing CAADP activities, which evoked interest on the part of the Kenyans. This led to the elaboration of the 'Medium-Term Investment Plan: 2010–2015', which further substantiated the implementation of the ASDS. The investment plan was subjected to an external technical review by African CAADP experts in autumn 2010.





## Harmonising strategies and achieving transparency

 The *note de cadrage* was strongly supported by the Minister of Agriculture in **Burkina Faso**. It was finally compiled jointly by all three responsible ministries and ratified by the cabinet, thus becoming a purely national paper. It combines the principles of the previous national agricultural strategy with those of CAADP: drafting of an agricultural investment plan (in French *Programme National d'Investissements Agricoles*, PNIA) involving the private sector and civil society at local, regional and national level.

Funding for the implementation plan of the national agricultural sector strategy was secured by a basket which DANIDA, BMZ/GIZ paid into, followed by OEZA (Austria) and NEPAD/CAADP. Later, this was accepted and supported by the World Bank and AfDB. Through this basket funding, all possibilities for the parallel financing of other strategies were prevented at the outset and transparency during the development of the investment plan was guaranteed. From 2013 onwards, budgeting will be carried out in line with programme budgets, following the current guidelines of ECOWAS. This will further improve both the transparency and efficiency of the allocation of resources.

 In **Kenya**, criticism put forward by CAADP experts with regard to the investment plan was met with a positive spirit. In the end, this plan was largely accepted because on the one hand, it was formulated by means of a participatory process (for example through business meetings) with the involvement of relevant stakeholders and because on the other, it succeeded in harmonising the 'Agricultural Sector Development Strategy' with the principles of CAADP, or, to put it differently, in 'Kenyanising' the CAADP process.

At the end of 2010, all participants drew up a road map in order to complete the revision of the investment plan by the end of 2011. Pending issues were, among others, improved consideration of gender issues, identification/prioritisation of value chains, and implementation of a sector-wide monitoring and evaluation (M&E) system.

## The interaction of the national and pan-African levels



Support by CAADP increased the political pressure in **Burkina Faso** and brought into being the volition for reform which, in turn, drastically accelerated the drafting of the national sector programme. This had only been made possible with the assistance of the supraregional CAADP–GIZ support programme in the CAADP Secretariat (set up at the NEPAD Planning and Coordinating Agency, NPCA) in South Africa. In this way, the GIZ–CAADP Office organised joint missions of the AU Commission, NPCA and GIZ in Burkina Faso, and evoked trust and understanding through discussions that took place locally. GIZ’s multilevel approach played a major role in the dovetailing of the continental and national processes, and contributed to strengthening autonomy at national level.



In **Kenya**, assistance by the supraregional CAADP–GIZ support programme was also very helpful. Reports from other countries and best-practice examples relating to individual steps of the CAADP process and the pan-African process as a whole made it possible to convince donors and partners of the approach and advance the drafting of the ‘Medium-Term Investment Plan: 2010–2015’. The African CAADP experts played a large part in this: widely accepted in Kenya, they knew how to bring up painful subjects while striking the right chord. At the same time, they were able to involve and inspire people.

Consolidation of CAADP was also aided by the cooperation of GIZ advisers at the NPCA and the AU Commission’s Directorate for Rural Development. This horizontal alignment enabled the work at political level (AUC), technical level (NPCA & CAADP Secretariat) and operational level (national implementers of CAADP) to be coordinated and safeguarded.



## „Building capacities, using local know-how, and creating forums“



The *Secrétariat Permanent de Coordination des Politiques Sectorielles Agricoles* (SPCPSA) is the authority in **Burkina Faso** responsible for coordinating the three ministries in charge of the agricultural sector. At first, the SPCPSA was overburdened with tasks, poorly equipped and given an unclear mandate. This is why before CAADP, rather than focus on greater plans and strategies, the authority would only take into account ad-hoc demands from ministers and donor-specific strategies. Apart from technical office equipment, GIZ also provided support in the form of training, workshops and consultations, all of which improved both internal and external communication procedures. The SPCSA is now clearly aligned with the national agricultural sector strategy.

Burkina Faso took another important step towards internalising the CAADP reform approach and implementing it independently. Capacity development improved staff members' ability to identify core areas and growth possibilities of the national agricultural sector and analyse their utilisation. This important evidence-based analysis by trained local experts encouraged acceptance of the process by national partners to a great extent, and ultimately enabled the reopening of the round-table talks.

The inclusive process from provincial to national level, with the involvement of all important governmental as well as private stakeholders (farmers' associations, civil society, the private sector), also contributed to the development of capacities. The private sector is now better able to articulate its interests in the development of investment plans. By way of example, national action plans for the value chains of sesame seed material and manioc were drafted with the support of the still-informal sector associations. These advocacy groups are increasingly finding their political voice, however. This is indispensable for the preparation of the national sector programme and also establishes more investment-friendly framework conditions.



In **Kenya**, the 'Agricultural Sector Coordination Unit' (ASCU) became an accepted and powerful organisation through a mixture of basket and bilateral donor funding on the basis of annual work plans. These plans enabled capacity development measures to be implemented and equipment to be provided. This, in turn, led to a high degree of coordination on the donor and government sides, which is now making a considerable contribution to the success of the 'Agricultural Sector Development Strategy' (ASDS) and the realisation of the 'Medium-Term Investment Plan' (MTIP). The donors are aligning with this strategy and are following a uniform approach with the involvement of the private sector and civil society. The private sector, universities, NGOs, farmers' associations, etc. are involved in 'Thematic Task Forces' set up at ASCU. They contribute to all central topics of the strategy — irrigation and water management, food and nutrition security, gender, value chains, agroindustry, markets and trade, for example — through the collecting and analysing of best practices, and translate these into concrete implementation recommendations and measures.

## Results

Some achievements have been possible within a relatively short period of time through the cooperation between GIZ programmes at national and pan-African level in the context of the CAADP process. GIZ understood the importance of using the dynamics arising from the pan-African process and of encouraging the partners' volition for reform through specific advisory services.

- That is the reason why there is now only ONE sector strategy in both countries, ONE generally accepted and binding implementation plan, and ONE transparent funding mechanism supported by all important stakeholders.
- Whereas the reform process progressed extremely slowly previously, and even more or less stagnated for almost six years in Burkina Faso, both countries now managed to complete the planning for the implementation of the new strategy, including the relevant budgeting, within two years.
- Donors are aligning with the strategy and driving a holistic approach with the involvement of the private sector and civil society. As a result, the quality of agricultural reform has improved and is supported by a broad population stratum.
- Moreover, through the capacity development of important governmental and private stakeholders, the prerequisites for subsequent implementation were improved.
- In Kenya, it was possible, for the first time, to compile a comprehensive overview of the activities in the sector by mapping the roughly 300 projects and programmes of all donors and NGOs and demonstrating how they are distributed across regions and subsectors. This is a prerequisite for avoiding future duplication, prioritising investments, and if need be, rearranging them in order to bring about an improved alignment of activities and funding efficiency.

The establishment of consistent national agricultural sector strategies as well as CAADP investment plans, and the implementation of the latter in line with CAADP principles, is a vital step towards achieving production and productivity increases in African agriculture, generating rural incomes and improving food security. Other countries have already proved this, Rwanda being a case in point. From 2007 until 2010, Rwanda — one of the first countries to cooperate with CAADP — was able to more than quadruple its agricultural production of maize, potatoes and rice. Burkina Faso and Kenya will proceed with implementation in the course of this year.

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