

# Management of the CAADP Program in Ethiopia and Rwanda: A Synthesis of Lessons Learned

## I. Introduction

This report is a synthesis of findings and lessons on the management of the Comprehensive African Agricultural Development Programme (CAADP) based on experience from Ethiopia and Rwanda. The purpose of the case studies was to document the structure and processes used by Ethiopia and Rwanda to implement their CAADP National Agricultural Investment Plans (NAIP). The case studies focused on reviewing CAADP management and coordination structures; documenting the processes and tools used to manage the NAIPs; and analysis of what has contributed to the success of the two programs.

This overview report contains brief descriptions of the structures and processes used in Ethiopia and Rwanda. This report is organized as follows: an overview of the CAADP process; an overview of the CAADP management structures in Ethiopia and Rwanda; and lessons on what structures and processes have contributed to successful program implementation. An annex -- A Presentation of the Comparative Structures and Processes Used to Manage NAIP Implementation in Ethiopia and Rwanda -- contains descriptive information on the processes used by each country. More detailed descriptions of each country's CAADP process can be found in the individual case study reports on Ethiopia and Rwanda.

This study was carried out under the USAID/Bureau for Food Security's Africa Leadership and Capacity Development Project (Africa Lead). Research involved a review of background documentation and interviews with key stakeholders during late May and early June 2012.

## II. CAADP Overview

The CAADP program was initiated by the African Union (AU) in 2002. CAADP is designed to help countries increase agricultural productivity by at least six percent per annum and achieve the United Nation's Millennium Development Goal number one, which is to cut hunger in half by 2015. Participation by African countries is voluntary; however, if countries decide to participate they agree to adhere to the program's development process and values. Key CAADP processes and values include:<sup>1</sup>

- **Sign a Country Compact:** A Country Roundtable Process is undertaken to promote the program and gain the commitment of the host country to the CAADP process. The Roundtable process leads to the signing of a country Compact, which is an agreement between the African Union and a country's Ministry of Agriculture, Ministry of Finance and select non-state actors on the priorities required to achieve increased agricultural productivity.
- **Undertake a Stocktaking Exercise:** Stocktaking involves analyzing the programs, conditions and future opportunities that will be required to achieve six percent annual growth in agricultural productivity. Part of the purpose of the stocktaking process is to foster awareness and build

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<sup>1</sup> Process steps to develop a CAADP program are taken from *Accelerating CAADP Country Implementation: A guide for Implementors*, the African Union's New Partnership for African Development, Midrand, South Africa, 2010

commitment to the CAADP process within government and among a wide variety of non-state actors.

- **Produce a Draft NAIP:** The agricultural investment plan is the centerpiece of a country's CAADP process. NAIPs are medium-term plans that identify the drivers of agricultural growth, present required policy reforms and institutional capacity requirements, and articulate food security objectives. A budget is included that aligns the plan's objectives with the required financial support – both internal and external.
- **Conduct a Technical Review of the NAIP:** Once the NAIP is complete a Technical Review is held to review the plan's programs, finances and realism. This review is organized by the relevant REC and results in a set of recommendations for strengthening the plan.
- **Finalize the NAIP and Produce an Implementation Roadmap:** Roadmaps are schedules of major actions required to manage NAIP implementation – essentially the major accomplishments that need to happen over the period of the NAIP to enable the plan to be successful.
- **Hold a Business Meeting:** The Business Meeting brings together key stakeholders to endorse a country's NAIP and line up commitments to address financing gaps. Participants typically include the African Union Commission (AUC), the New Partnership for Africa's Development (NEPAD), the host government, and development partners and donors.

Guiding principles of the CAADP program include: 1) a country commits to allocating 10 percent of its national budget to food security; 2) planning and implementation should involve the inclusive participation of a wide range of stakeholders, including the private sector and civil society organizations; and 3) decision-making should be evidenced-based.

### III. Program Overview: CAADP Country Management Structures

#### A. General Program Overviews

Rwanda and Ethiopia were selected for case study review as both countries are advanced in their experience with CAADP NAIP implementation, and both have successfully applied for and received funding to support their plans from the multi-donor Global Agricultural and Food Security Program (GAFSP). Ethiopia was the first country selected to receive funding from the GASFP and the decision to award the funds cited Ethiopia's high quality CAADP investment plan. In 2007, Rwanda was the first country to sign a CAADP Country Compact and has since been a leader in embracing the program's principles. Both countries receive donor support and make considerable national budgetary resources available to support NAIP implementation.

In regard to GAFSP, Ethiopia has received the following funds:

- Agricultural Production and Commercialization, \$31.9 million;
- Small-scale Rural Infrastructure Development and Management, \$15.9 million; and

- Technical Assistance for Sectoral Constraint Analysis and Investment Capacity Building and Project Management, \$4.2 million.

Rwanda has received the following GAFSP support:

- Funds to increase productivity and commercialization of hillside agriculture through research and extension, water and land management, stronger agricultural value chains and expanded access to finance, \$50 million.

The following table provides a summary of the two countries’ CAADP programs.

Ethiopia’s Agricultural Sector and Policy Investment Framework (PIF)	Rwanda’s Strategic Plan for the Transformation of Agriculture (PSTA II)
<ul style="list-style-type: none"> <li>• <b>Implementation period:</b> 2010-2020</li> <li>• <b>Total budget:</b> US\$15.5 billion; \$9.3 billion to be provided by the GoE (60%) and \$6.2 billion from development partners</li> <li>• <b>Management Committee:</b> Rural Economic Development and Food Security (REDFS) Sector Working Group, established April 2008</li> <li>• <b>REDFS Chair:</b> Minister of Agriculture; Co-chairs rotate among donors and current chairs are the World Bank and USAID</li> <li>• <b>Principal technical committees/program areas:</b> 1) Agricultural Growth, which includes agricultural commercialization; 2) Sustainable Land Management, and; 3) Disaster Risk Management and Food Security</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Implementation period:</b> 2009-2012</li> <li>• <b>Total budget:</b> \$848 million, with \$502 million provided by the GoR (59%)</li> <li>• <b>Management Committee:</b> The Agricultural Sector Working Group, established 2004</li> <li>• <b>ASWG Chair:</b> The ASWG is co-chaired by the Minister/Permanent Secretary (PS) of Agriculture and a representative of a lead Donor Agency, currently the World Bank</li> <li>• <b>Principal technical committees/program areas:</b> 1) Intensification and development of sustainable production systems; 2) Support to the professionalization of producers; 3) Promotion of commodity chains and agribusiness development, and; 4) Institutional development</li> </ul>

## B. Overview of CAADP Management Structures and Processes

This section provides an overview of CAADP structures and processes for Ethiopia and Rwanda. Ethiopia and Rwanda both are both using committees to manage CAADP that were established prior to the initiation of CAADP programs.

**Ethiopia:** In Ethiopia, the CAADP NAIP – known as the Agricultural Sector Policy and Investment Framework (PIF) -- is managed by Ethiopia’s Rural Economic Development and Food Security Sector Working Group (REDFS), which is organized under the multi-donor Development Assistance Group Ethiopia (DAG).<sup>2</sup> The DAG coordinates development assistance in furtherance of the Paris Declaration

<sup>2</sup> The DAG comprises 26 bilateral and multilateral development agencies providing assistance to Ethiopia. The DAG was established in 2001 initially as a forum for donors to share and exchange information. The main objective of the DAG is to ensure a more effective delivery and utilization of development assistance to Ethiopia.

on Aid Effectiveness, which places an emphasis on country-owned and led processes, harmonization and alignment of external assistance with national policies and programs, and promotion of mutual accountability for results.

The REDFS is focused on agriculture, food security and natural resources management. It was formally established in April 2008, which was a few months prior to the initiation of CAADP (the CAADP stocktaking study was launched in September 2008). The REDFS coordinates and approves all development partner food security support to Ethiopia.

The REDFS Executive Committee is composed of ten GoE officials, one representative from the Multi-Donor Trust Fund, and representatives of the donor community. DAG representation on the REDFS Executive Committee is limited to seven members from bi-lateral and multilateral development agencies. The Executive Committee is chaired by the Minister of Agriculture and two Co-Chairs rotate among donors.

The Executive Committee meets a minimum of four times per year and has defined its responsibilities as follows:

- **Program and Policy Review and Reform:** Direct, monitor and discuss implementation progress and policy reform initiatives within the sector.
- **Implementation:** Identify ways for enhancing capacity for program planning and implementation.
- **Monitoring and Evaluation:** Monitor PIF implementation and the achievement of Millennium Development Goals (MDGs).
- **Harmonization:** Align aid to GoE priorities, promote the use of national systems, and ensure government ownership and leadership within the sector.

**Rwanda:** In Rwanda, the Agriculture Sector Working Group (ASWG) serves as the CAADP Management Committee and oversees the coordination of the country' NAIP – the Strategic Plan for the Transformation of Agriculture II (PSTA II). The ASWG was established in 2004 and predates the signing of the CAADP Compact in 2007.

Under the ASWG, there is an Agriculture Sector-Wide Approach Committee (SWAp) and a number of technical sub-groups, all of which report directly to the ASWG. All stakeholders in the sector, including line ministries, development partners and other stakeholders are represented in the ASWG. The ASWG

**In Ethiopia, the CAADP NAIP is fully aligned with the structure and work of the Ministry of Agriculture.** The PIF – Ethiopia's CAADP National Agricultural Investment Plan -- is the guiding document used by the government to implement its food security program and all donor programs are directly aligned against PIF programs and objectives. The MoA is organized as per the three main program areas of the PIF.<sup>3</sup> Originally the MoA had four principal program areas but subsequent to the PIF's development the ministry was reorganized into a structure that directly parallels the PIF's three main program areas. The REDFS is responsible for soliciting development partner financing, and for reviewing and approving all funding within the food security sector – and for ensuring it is aligned with PIF programs and objectives.

<sup>3</sup> The three programs are: Agricultural Growth, Sustainable Land Management, and Disaster Risk Management and Food Security. The fourth program, Agricultural Commercialization, has been incorporated under Agricultural Growth.

is co-chaired by the Minister/ Permanent Secretary of Agriculture and a representative of a lead Donor Agency. The committee for includes representation from each line ministry, DPs and key stakeholders.

The ASWG is governed by a Terms of Reference and formal membership includes:

- One key member of each of the sector line ministries which make up the ASWG;
- One key technical representative from each of the bi-lateral and multi-lateral donor agencies active in the sector;
- One key representative of a Rwandan rural development NGO and one senior representative from one lead International NGO;
- One key representative of the Rwandan agri-business private sector;
- One key representative of a farmers' organization;
- One representative from the Ministry of Finance and Economic Planning (MINECOFIN); and
- Representatives from other institutions at the discretion and invitation of the co-chairs.

The ASWG meets monthly to share issues and discuss policy. The meeting is open and a standing invitation is distributed to approximately 150 people who are involved in the sector. Generally, 50 to 80 people attend based on relevance of the agenda.

The Agricultural SWAp, which reports to the ASWG, serves as a platform for coordinating aid, providing financial resources in support of action plans and policies aligned with PSTA-II, harmonizing M&E and performance monitoring systems, and strengthening national capacities. SWAp membership, as per its MOU, includes:

- The Minister of Economic Planning and Finance as the minister responsible for bilateral and multilateral assistance to Rwanda;
- The Minister of Agriculture, as the minister responsible for coordination of the GoR's interventions in the agricultural sector and for the PSTA; and
- Representatives from development partners (DPs), which include all major donors and multilateral agencies operating in Rwanda.

A graphic organization chart for both the Ethiopia and Rwanda CAADP management structures is presented on the following pages.

### **Technical Committees and Work Groups**

Both countries rely on the use of technical committees to implement their respective NAIPs. Ethiopia has both permanent and temporary committees, whereas Rwanda uses only temporary committees that are focused on solving specific technical and policy issues as they arise. Technical committees and task forces are used to produce particular outputs in support of NAIP implementation, including conducting sector and policy analysis, designing projects and writing proposals.

Table 1:

**CAADP/Ethiopia Management Structure:  
The DAG Sector Working Group on  
Rural Economic Development and Food Security**

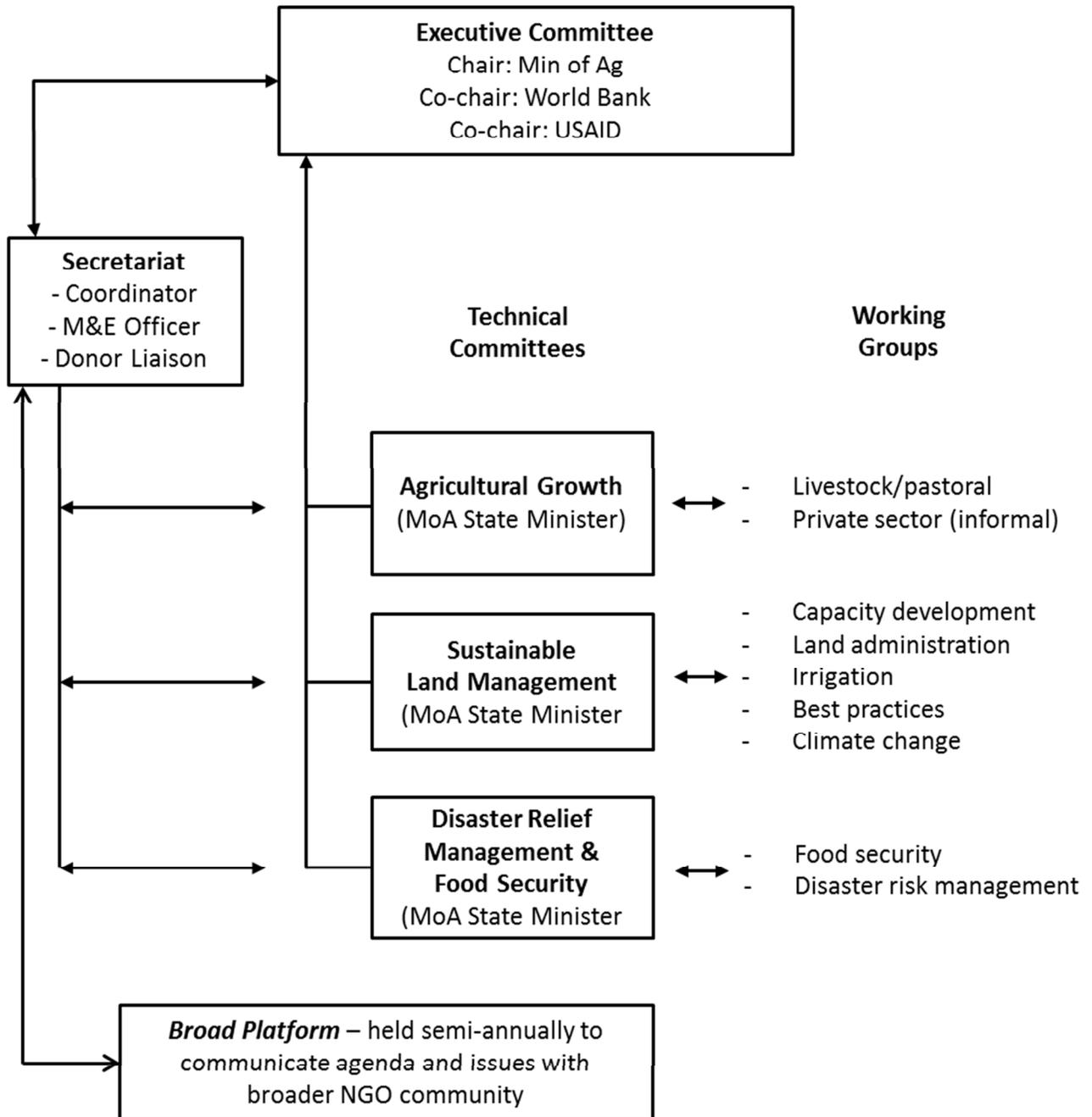
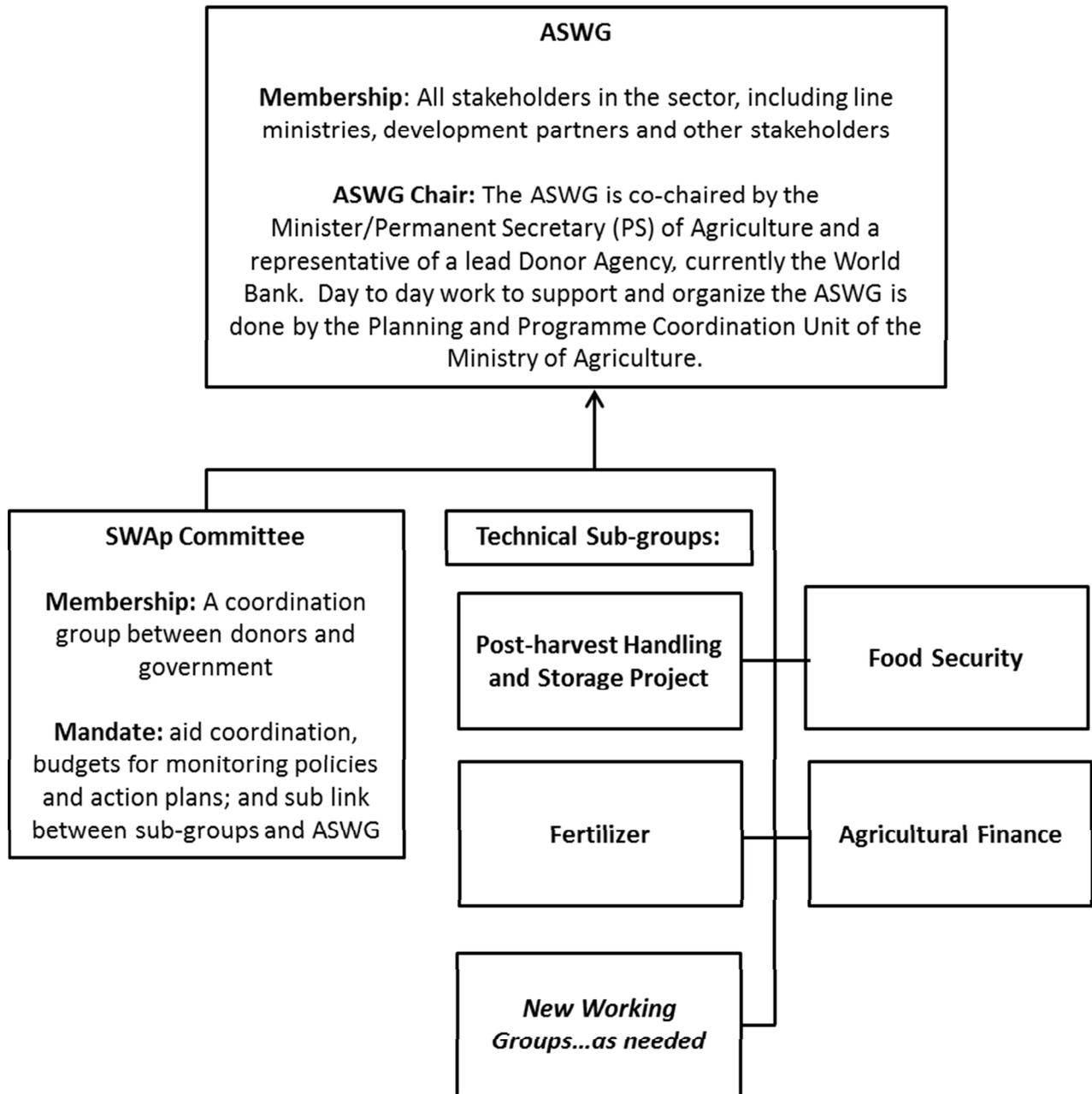


Table 2:

## CAADP/Rwanda Management Structure: The Agricultural Sector Working Group



Note: sub-groups form to address technical and policy issues as necessary, and disband once their tasks are complete.

## **IV. Lessons Learned**

Both the Ethiopia and Rwanda CAADP programs are commendable for the progress they have made in a relatively short period of time and for the effective management structures and processes they have established. NAIP management and coordination processes used effectively by both countries include a well-developed and detailed investment framework, the use of annual work plans that are fully integrated into the agricultural ministries, strong coordination committees, the use of task forces to move work forward and address challenges, and a set of well-developed management tools and procedures.

While each program is uniquely structured and managed, there are a number of lessons that have emerged that may be helpful for other countries to consider as their CAADP programs progress.

### **A. Political Leadership and Commitment**

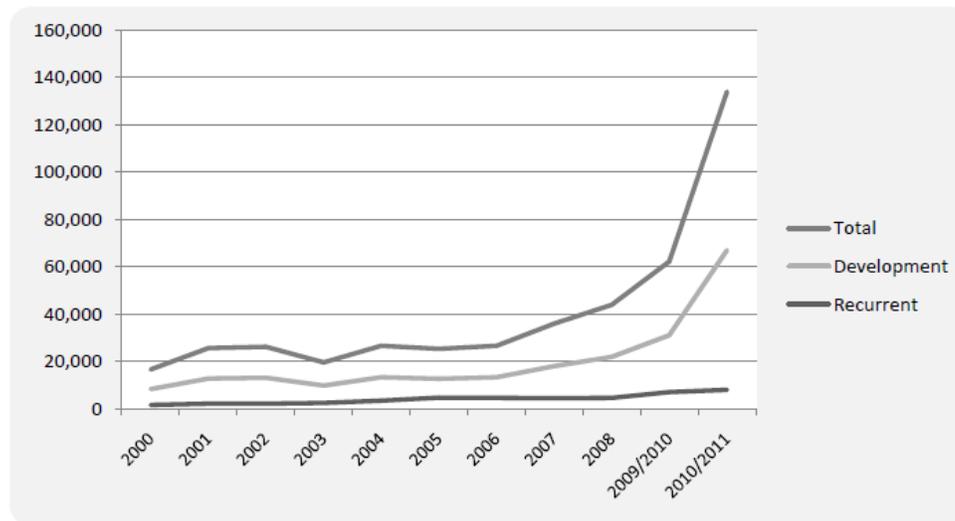
The Ethiopian and the Rwandan governments have demonstrated strong political and financial commitment towards implementing the CAADP agenda and this has been critical to the success of the programs in both countries. This leadership has come from the very top of the countries' political systems. Underlying the two countries' strong political commitments has been significant budget allocations and the adoption of detailed plans to achieve CAADP's agricultural productivity goals.

On the financial side, both countries have self-funded approximately sixty percent of the costs of the investment plans, and this has enabled them to quickly proceed with implementation without the need to first raise external funds. The GoE committed \$9 billion of the \$15 billion needed for its NAIP and the GoR has budgeted \$502 million of the total \$848 million cost of its plan. Both countries have pledged ten percent or above of their national budgets to food security. Meeting CAADP's ten percent budgetary contribution requirement sends a clear signal as to the governments' seriousness and has allowed implementation to be quickly initiated. Financing gaps are being addressed through support provided by development partners.

There has been consistent high-level political support in Ethiopia for the CAADP process, including for the program's initiation, design and implementation. CAADP support in Ethiopia begins with the Prime Minister and includes all of the MoA's most senior decision-makers. Ethiopia has made CAADP a national priority and this has been a significant contributing factor to the program's rapid and impressive implementation progress.

Similarly, in Rwanda, the CAADP program has benefitted from consistent high-level government support. The Minister of Agriculture and Permanent Secretary have been involved in the CAADP process since early on this has provided the program a clear vision and consistent message. The President has also provided consistent leadership and commitment to CAADP and the program's goals have been incorporated into the country's long-term development strategy (Vision 2020). The Minister of Agriculture works under a performance achievement contract that is fully aligned with CAADP's NAIP objectives.

**Changes in Post-CAADP Compact Rwandan Budget Levels for Agriculture (in Millions of Rwandan Francs)**



Source: Rwanda SAKSS node.

**Table 1:** Rwanda has steadily increased its budgetary contribution to agriculture since signing its CAADP Compact in 2006. Rwanda allocated 10.2% of its national budget to the agriculture sector for the fiscal year 2010/11 and achieved an agricultural sector growth of 7.4% in 2010.<sup>4</sup>

## B. Effective Management Structures

Both countries have benefitted from the existence and use of existing agricultural sector coordination committees that were working towards agriculture development goals similar to CAADP prior to CAADP's initiation. These groups provide mechanisms for government-donor coordination and high-level government planning. Ethiopia had an existing committee on Rural Economic Development and Food Security, which was chaired by the Ministry of Agriculture. This committee was then turned into the vehicle for CAADP and has become the single committee responsible for the approval of all agricultural programs and external sector support. In Rwanda, the ASWG was in place prior to CAADP and through this group the main principles of CAADP were embraced before the compact was even signed. Once the compact was signed, the government aligned its programs and donors' support with the NAIP's objectives.

In both Ethiopia and Rwanda NAIP food security plans have become the foundation for all programming and financing discussions related to food security. This has helped elicit high-level involvement from the Ethiopian and Rwandan governments around achievement of the plans' objectives.

In Ethiopia and Rwanda food security plans are managed by committees that include all of the sector's most senior government decision-makers and have significant donor participation (although coordination with the countries' full set of donors is conducted by committees a level below the CAADP

<sup>4</sup> Claude Bizimana, Felicien Usengumukiza, John Kalisa and John Rwirahira, IFPRI/ReSAKKS, Trends in Key Agricultural and Rural Development Indicators in Rwanda, July 2012

coordination committees). Committee members actively participate in management and coordination meetings; participation is not delegated to lower-level officials and thus the committees do serve as “the” decision-making forum for all high-level food security decision-making.

Elements of the management structures that have made the programs successful include the following:

- There is a single committee of high-level decision-makers who approve all food security sector programs and donor support. High-level government participation in the meetings has been consistent and the committees are viewed as the principal forum for decision-making on food security programming.
- Since the management committees include broad government and donor representation they are effective mechanisms for managing the cross-sectoral issues that are inherent to the food security sector. Management committees include extensive representation by the Ministries of Agriculture, but also include participation by other government entities having a role in food security, such as ministries of finance, trade and water resources.
- Task forces and work groups have been used to solve and address particular programmatic and policy challenges, and to produce detailed sector plans and proposals. Rwanda tends to rely a bit more on its established ministerial structure for undertaking program-related work than does Ethiopia and uses task forces on a temporary basis to solve near-term challenges, particularly those related to policy. Ethiopia uses both permanent and temporary task forces/work groups as cross-sector coordination mechanisms and to develop new programs and funding proposals. The task forces report directly to the management committees and are available to address issues as they arise.
- CAADP country investment plans (NAIPs) have been broken down into detailed work plans that guide the work of individual directorates within the ministries of agriculture. The roll-up of these plans leads to the achievement of national NAIP objectives, including the achievement of eight percent increases in annual agricultural productivity; the CAADP investment plan and the work plans of the ministries are the same plan. The detailed plans to achieve NAIP objectives are very specific in terms of programs, activities, objectives, performance indicators and budgetary requirements.
- In Ethiopia, alignment of NAIP objectives with the MoA’s structure has helped to clarify and align management responsibilities, donor support, work plans and budgets. In Ethiopian the Ministry of Agricultural was reorganized subsequent to the approval of the country’s NAIP to

**The establishment of a full-time management secretariat has been critical to enabling the PIF’s implementation to be professional, focused and efficient.** The full-time three-person Secretariat is relatively small and lean, but is able to provide an organizing, managing and coordination function that has been critical to the program’s success. The responsibilities of the Secretariat are wide-ranging and include committee agenda management; information sharing; decision and meeting documentation; PIF work plan development and monitoring; program monitoring and evaluation; and information sharing and outreach to important constituencies. To avoid overlap with implementation agencies the secretariat was intentionally designed to be lean and to limit its focus to management support and coordination.

mirror the plan's three main objectives. In both Ethiopia and Rwanda development partner programs are fully aligned with the programs and objectives of the national CAADP plans.

- The coordination and management function required to implement a CAADP program requires a dedicated group of managers who are able to focus full-time on the required coordination tasks. Deciding whether or not to set up a stand-alone secretariat or use existing ministerial structures may depend on the capacity of the existing structures, and the degree to which existing personnel and units have the time and skills to manage the required tasks. These tasks include:
  - Meeting management and coordination;
  - Communication and stakeholder outreach;
  - Work plan and reporting management on behalf of the coordination function, including with government, donors and non-state actors;
  - Identifying and addressing policy challenges; and
  - Monitoring the coordination function, and perhaps also monitoring the achievement of overall NAIP objectives.

In Ethiopia, funds from the World Bank Multi-Donor Trust Fund have been used to hire a three-person Secretariat, which focuses on program and policy review and reform; implementation and coordination; monitoring and evaluation; and donor harmonization. In Rwanda, the program is coordinated through the MoA's Directorate of Planning and Programme Coordination, with additional technical expertise provided through development partner support.

### C. Monitoring and Evaluation

Development of sector-wide monitoring systems to assess and report on the achievements of food security programs are complicated and will take time to develop. Neither Ethiopia nor Rwanda currently has an adequate NAIP monitoring and evaluation system; however, both countries are developing such

**The Rwanda Strategic Analysis and Knowledge Support System (SAKSS) node was established to provide technical assistance to implement the country's agricultural investment plan.** The Directorate of Planning of the Ministry of Agriculture and Animal Resources (MINAGRI) serves as the host of the SAKSS node but the SAKSS program is implemented as a joint partnership between several institutions. The Rwanda SAKSS node has three specific objectives for which a scope of work is organized around: 1) monitoring and evaluation (M&E) of agricultural policies and investments; 2) strategic analysis to fill key knowledge gaps; and 3) capacity strengthening and knowledge management.

systems and have implemented several processes to help increase accountability toward the achievement of results.

In Rwanda, the government has established a culture of accountability and performance verification. This has been done through its Common Performance Accountability Framework (CPAF) system of indicators and priorities, which guides the work of the ASWG. The ASWG has ten prioritized policy actions tied to five key indicators with annual targets that reach down through the Ministry. The CPAF is a matrix of selected outcome indicators used by donors to assess the government's performance. In addition, ministers have a target setting exercise with the President where they make a personal commitment to performance achievement and are

held accountable. Ministers have access to all of government to negotiate the resources necessary to achieve their performance targets -- “a target is a promise.”

In Ethiopia, the REDFS Executive Committee undertook a three-day program review retreat and the end of its CAADP plan’s first year of implementation. This retreat involved all members of the Executive Committee – government and donors -- and reviewed issues and accomplishments in relation to the achievement of the plan’s objectives. Participants viewed this meeting as an effective way to review progress toward the achievement of objectives and to set priorities for the coming year, and they plan to make this review process an annual event. The REDFS routinely monitors NAIP implementation as part of its quarterly meetings (progress reports are provided) and it periodically commissions evaluations on topics of interest.

#### **D. Policy Development and Analysis**

CAADP management committees have been an effective forum for donors and government to identify food security policy challenges; each country has developed mechanisms to help push the policy reform process forward.

In Rwanda, task forces have been used to review policy constraints and make reform recommendations. In addition, in Rwanda the Institute for Policy Analysis and Research (IPAR), a non-profit independent think-tank, participates on the ASWG and provides in-depth analysis and impact evaluations for specific agricultural policies and programs. The IPAR is a member of the ASWG and has provided decentralization implementation guidelines for reducing poverty and is conducting research on economic transformation.

In Ethiopia, the REDFS is often central to the discussion and approval of food security policies, but there are a variety of channels that are used to generate policy reform ideas and bring them to the attention of national decision-makers. An example of the use of an in-country institution to support policy research is the Ethiopian Agricultural Transformation Agency, which is a full member of the REDFS Executive Committee. The ATA’s mandate includes conducting analytic studies and identifying performance and implementation bottlenecks. In some cases agricultural productivity bottlenecks will require policy interventions.

#### **E. Non-State Actor Participation**

Neither Ethiopia nor Rwanda has developed effective mechanisms to foster meaningful non-state actor participation in CAADP, although a number of nascent initiatives are underway in Ethiopia to increase the involvement of the private sector.

In Ethiopia, the Agricultural Productivity Technical Committee has created a Private Sector Working Group but it has not yet been formalized and it is not clear if the Working Group has yet met. This issue of limited private sector involvement was identified in the annual review as requiring attention over the coming year. Over the coming year, the G8 Framework for Ethiopia is expected to lead to increased private sector investment and involvement in the country’s agricultural sector, which may create models for how others can also increase private sector investment and participation. The specific policies and directions called for in the G8 *New Alliance* document will serve as a major REDFS policy initiative over

the coming years and a major emphasis of this agenda is increased private sector participation and investment.<sup>5</sup>

The vision of CAADP is wide-ranging and ambitious, and the process of fully realizing CAADP's goals will require a process that will unfold over a period of years. As such, there needs to be a sequencing and prioritization of actions to build a foundation for implementation success. Having an initial focus on creating management committees and detailed work plans is a productive way to initiate a CAADP program; however, as programs mature, it will be useful to focus on developing effective mechanisms for increasing the involvement of non-state actors. It will be useful to treat private sector and CSOs distinctly as they have different agendas and roles to play. Increasing non-state actor participation is a principal next-level challenge for countries that have already created detailed investment plans and built effective government-donor coordination structures.

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<sup>5</sup> While the G8 Cooperation Framework is expected to be a major initiative under REDFS, the Ethiopian Government has not yet formally agreed to put this into practice and the G8 agenda is not yet a formal part of the RED&FS SWG agenda.

## Annex A: A Presentation of the Comparative Structures and Processes Used to Manage NAIP Implementation In Ethiopia and Rwanda.

### A. Working Groups/Task Forces

**Ethiopia:** The REDFS is organized into three Technical Committees (TCs) -- Agricultural Growth, Sustainable Land Management, and Disaster Relief Management and Food Security and each is led by a MoA State Minister. Subsequent to the PIF’s development, the MoA was reorganized into a structure that directly parallels the PIF’s three TCs. The main tasks of the TCs are to advance technical work within their thematic areas to achieve the objectives of the PIF. The TCs are expected to meet monthly. Each TC has its own annual work plan, which is approved and monitored by the Executive Committee. Participation in is open to broad membership among government ministries donors, and private sector.

Each Technical Committee forms and uses Working Groups/ Task Forces to produce particular technical outputs, such as studies, recommendations or project proposals. Working Groups may be permanent or short-lived depending on the issues to be addressed, and the groups may include whatever participation they feel is required to accomplish their tasks.

As of June 2010 the following Task Forces were operational under the REDFS in Ethiopia:

Agricultural Growth	Sustainable Land Management	Disaster Relief Management and Food Security
<ul style="list-style-type: none"> <li>• Livestock/pastoral (currently informal but in the process of being formalized)</li> <li>• Private Sector (informal)<sup>6</sup></li> </ul>	<ul style="list-style-type: none"> <li>• Capacity Development</li> <li>• Land Administration</li> <li>• Irrigation</li> <li>• Best Practices</li> <li>• Climate Change</li> </ul>	<ul style="list-style-type: none"> <li>• The Agricultural Task Force</li> <li>• Gender Mainstreaming</li> </ul>

**Rwanda:** No formal technical committees exist, but “task forces” are created to address specific issues central to PSTA II. Task forces are not meant to be long-term standing committees but rather are seen as a temporary way to quickly address priority issues as they arise. The task forces are by design very responsive for addressing “just in time” issues. All task forces have clearly defined TORs and deliverables, and they report directly to the ASWG. Task force work plans feed into the ASWG work plan. The task forces are composed of a small group of people assigned to map out an issue and identify and drive appropriate policy solutions. Recently formed task forces include Dairy, Horticulture, Nutrition and Private Sector.

### B. Planning Process

**Ethiopia:** The PIF is Ethiopia’s guiding food security plan. All government food security programs are based on the achievement of the PIF and by design contribute directly to PIF objectives. Each Technical

<sup>6</sup> Informal Working Groups do not have a defined Terms of Reference/Operations or set membership, but still may convene periodically to address issues as directed by TCs.

Committee develops its own annual work plan and these are aggregated into an overall REDFS/PIF work plan.

To coordinate its work the REDFS Executive Committee has developed two planning tools: a ten-year PF Road Map and an annual Action Plan:

- **Roadmap for the Implementation of Ethiopia’s Agricultural Sector Policy and Investment Framework (Roadmap):** The ten-year Roadmap outlines the key tasks for implementing the PIF and clarifies the general roles of the GoE, development partners and donors.
- **Annual Consolidated REDFS Action Plan (Action Plan):** An annual work plan that identifies the activities to be managed by the REDFS in support of PIF implementation. The Action Plan lists overall REDFS responsibilities and includes a list of key activities to be carried out in support of each of the PIF’s four strategic objectives, such as conducting an annual review of the status of Roadmap achievement and developing a structured and harmonized M&E system.

**Rwanda:** Rwanda’s ASWG produces an annual work plan that guides program implementation -- the ASWG “*Action Plan.*” In turn, individual task forces create work plans that feed into the overall ASWG work plan.

The Rwandan Ministry of Finance (MoF) serves as the central hub for the GoR in the planning, budgeting and monitoring of ministerial activities undertaken to achieve goals tied to the country’s national development strategy – the Vision 2020 strategy for 2006-2012. The MoA, in collaboration with the ASWG, has the same responsibility at the sector level, with the districts being responsible for their own planning and implementation and accountable directly to the MoF. The Ministries of Agriculture and Local Government work with the districts in setting high level targets. High level targets are currently evaluated at the district-level and results are reported through their monthly and quarterly reports.

### C. Secretariat/Coordination Function

**Ethiopia:** A full-time three-person REDFS Secretariat manages and coordinates the day-to-day work of the REDFS Executive Committee, TCs and Working Groups. The Secretariat has three full-time positions: Coordinator, Monitoring and Evaluation (M&E) Officer, and Donor Liaison Officer. Responsibilities include: knowledge management, networking and coordination, communication support, and program support.

**Rwanda:** The government manages its CAADP program through regular existing ministerial structures. The Director General of Planning and Programme Coordination for the MoA is the current CAADP Focal Point. Within the Planning and Programme Coordination Unit lies the Regional Strategy Knowledge Support System (SAKSS) Node Coordinator, who will help to collect and analyze information related to the achievement of Rwanda’s country’s agricultural objectives.

### D. Monitoring and Evaluation

**Ethiopia:** Two levels of M&E that need to be implemented in support of the PIF’s implementation: 1) monitoring of actions contained in the Roadmap and annual Action Plan (PIF process implementation);

and 2) monitoring the food security objectives and targets contained in the PIF, including all of the outcomes that are expected to lead to an annual 8% growth in agricultural productivity. The REDFS Secretariat has a full-time M&E Officer and this position is responsible for monitoring the implementation of the Roadmap and annual Action Plan (to ensure implementation and coordination actions are completed as scheduled). Monitoring of the PIF's technical programs is the responsibility of the MoA PPD; however, a comprehensive food security M&E system has not yet been developed and required positions are not yet fully staffed. As a result, the lead role for monitoring the NAIP's implementation is being taken up by the Ethiopian Agricultural Transformation Agency, who will later transfer the system to the MoA's Programme and Policy Directorate.

In January 2012, the Executive Committee held a three-day retreat to review the progress of PIF implementation and the work and structure of REDFS. This review process is expected to become an annual event.

**Rwanda:** A sector-wide Monitoring and Evaluation Management Information System is being designed To cover all agricultural sector projects and agencies. The US Department of Agriculture National Agriculture Statistics Service visited Rwanda in mid-2012 to assess the existing framework and provide recommendations for developing a knowledge management system. Recommendations from a Public Financial Management and a Functional Analysis and Change Management study will be incorporated to make sure that both financial and implementation requirements are addressed. The MoA's M&E team has recently designed an IT based M&E framework/tracking table as a single operating plan for 23 projects with outputs, indicators and targets.

The ASWG has ten prioritized policy actions tied to five key indicators with annual targets that reach down through the MoA. The MoF is the hub where annual targets, resources and accountability are managed for each sector. Cabinet members have a target setting exercise with the President where they make a personal commitment to performance achievement and are held accountable. Ministers have access to all of government to negotiate the resources necessary to achieve their performance targets -- "a target is a promise."

## E. Policy Development and Analysis

**Ethiopia:** Within the food security sector, the REDFS often plays a central role in policy-making and "policy review and reform" is one of its explicit responsibilities. The Executive Committee's role in policy development and reform may include identifying policy issues that require attention and or research, as well as commenting on and endorsing policy proposals that reach its agenda through promotion by its Executive Committee members, including from both government and donors.

The REDFS is often at the center of discussions and approval of food security policies in Ethiopia; however, there are a number of channels that have been used to generate policy reform proposals and bring them to the attention of decision-makers. Examples of particular approaches to food security policy development and reform include the G8's cooperation framework process, the work of the Ethiopian Agricultural Transformation Agency, and individual initiatives by the REDFS development partners.

**Rwanda:** Analysis to guide policy decisions and formulation is provided through the appropriate MoA DGs— Planning and Programme Coordination, Livestock Production, and Crop Production.

The Rwandan Institute for Policy Analysis and Research (IPAR) provides analysis and conducts impact evaluations for specific agricultural policies and programs at the request of the ASWG. The IPAR is a member of the ASWG and has, for example, provided decentralization implementation guidelines for reducing poverty and is conducting research on economic transformation in Rwanda.

#### **F. Non-State Actor Participation**

**Ethiopia:** In Ethiopia there has been relatively little NSA involvement in CAADP implementation, although several broad NSA consultation events were held as part of the PIF design process.

The PIF Secretariat is responsible for hosting a semi-annual NSA *Broad Platform* meeting, which to-date has been held once (March 2012). The half-day meeting included a mix of 23 NSA attendees from Ethiopian and international NGOs. The meeting principally involved the Steering Committee sharing PIF implementation information.

**Rwanda:** In Rwanda participation of NGOs and the private sector in CAADP has been limited. The private sector is invited to the ASWG meetings, but due to the perceived value (business people with limited time) participation from the private sector is low. The private sector that is involved is not strong enough to influence policy. One international and one local NGO participates on the ASWG.