

Mutual Accountability and Joint Sector Reviews in the Implementation of CAADP

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What is Mutual Accountability?

- **Mutual accountability is a process by which two or more parties hold one another accountable for the commitments they have voluntarily made to one another**
- **Mutual accountability (MA) is a core principle of the Comprehensive Africa Agriculture Development Program (CAADP)**
- **A mutual accountability framework (MAF) for CAADP was developed by NCPA in 2011 to guide mutual accountability processes at continental, regional and country levels**

Principles of Mutual Accountability

- **A share vision or agenda among the cooperating parties**
- **Common objectives and strategies aimed at achieving the vision**
- **Jointly agreed performance indicators based on mutually agreed performance criteria**
- **Genuine dialogue and debate process based on consent, common values and trust**

Elements of an Effective Mutual Accountability Process

- **Evidence-based: need technical credibility to minimize biases**
- **Ownership: all concerned stakeholders need to be involved from the start**
- **Debate: open and transparent discussions**
- **Behavior change – towards better performance outcomes based on evidence, ownership and debate**

What is a Joint Sector Review (JSR)?

- **A joint sector review (JSR) is one way of operationalizing the mutual accountability framework at country level**
- **The JSR process creates a platform to:**
 - » **assess the performance and results of the agriculture sector**
 - » **assist governments in setting sector policy and priorities**
 - » **assess how well state and non state actors have implemented pledges and commitments (laid out in NAIPs, and other agreements)**

Principles of a Joint Sector Review

- **National ownership and leadership**
- **Relevance to NAIP or cooperation agreement**
- **Inclusive participation**
- **Commitment to results by all participants**
- **Impartiality and evidence-based**
- **Enhance national planning**
- **Sensitivity to gender**
- **Learning experience**

Purpose and benefits of the Joint Sector Review

- **The primary purpose of a JSR is to determine and evaluate observed results of sector performance and their comparison with the intended results or targets**
- **Therefore, the JSR:**
 - » **allows diverse stakeholders to get insights into and influence overall policies and priorities of the sector**
 - » **serves as a management and policy support tool for inclusive stakeholder planning, programming, budget preparation and execution, monitoring and evaluation, and overall development of the sector**
- **Existing country JSRs need strengthening in terms of design, stakeholder inclusion, data analysis, dialogue and improved quality of implementation.**

What does the JSR process do for a country?

- Describe and analyze the structure, conduct and performance (SCP) of the sector against mutually-agreed milestones and targets
- Identify strengths, weaknesses, opportunities and threats (SWOT) in the sector
- Based on the results and findings in the above, make recommendations for improving performance in the sector.

What to monitor in a Joint Sector Review?

- **Development results e.g. income growth, poverty and hunger reduction, food and nutrition security, etc**
- **Overall agricultural sector growth target, with specific subsector and commodity targets**
- **Required financial and non-financial resources to effectively implement the plan**
- **Policies, programs, institutions, and implementation processes**
- **Linkages (including pathways to achieve the development results), enabling environment and assumptions**

Roadmap for undertaking a Joint Sector Review

- **Set up a JSR steering committee chaired by Ministry of Agriculture**
- **Establish JSR secretariat**
- **Develop terms of reference for the JSR**
- **Mobilize resources**
- **Constitute review team**
- **Undertake the review and dialogue**
- **Draw implementation and follow-up plan for the recommendations from the JSR**

CAADP-relevant “cooperation agreements”

CAADP Compact
(e.g. Burkina Faso)

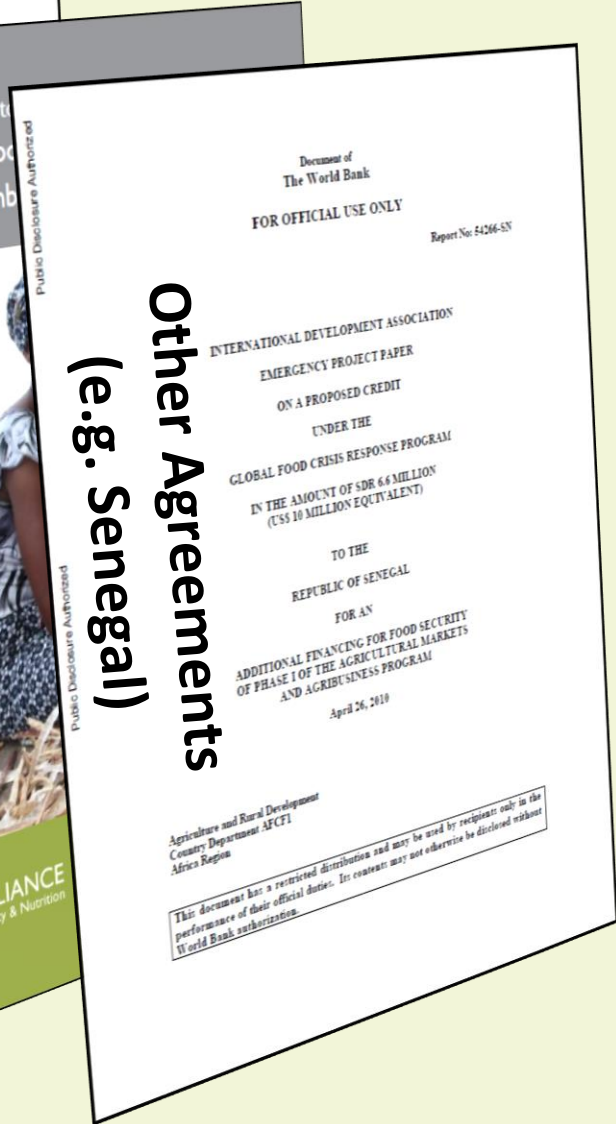
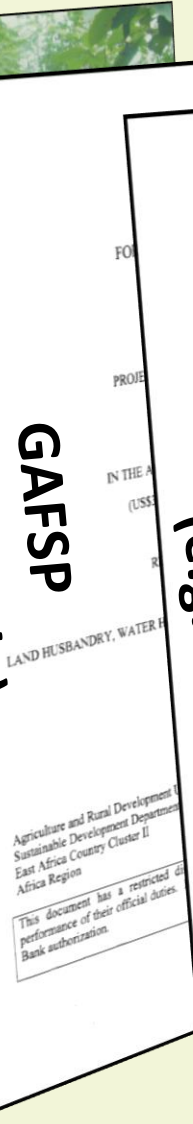
CAADP Country NAIP
(e.g. Ghana METASIP)

GAFFSP
(e.g. Rwanda)

Country Strategy Papers
(e.g. Tanzania)

New Alliance Coop Framework
(e.g. Mozambique)

Other Agreements
(e.g. Senegal)



What to monitor? five main areas

- **Development results e.g. income growth, poverty and hunger reduction, food and nutrition security, etc.**
- **Overall agricultural sector growth targets, with specific subsector and commodity targets**
- **Required financial and non-financial resources to effectively implement the cooperation agreement**
- **Policies, programs, institutions, and implementation processes**
- **Linkages (pathways to achieve the development results), enabling environment, and assumptions**

Development results: targets and questions

➤ Stated targets

- » **METASIP Ghana:** 85% food self sufficiency annually
- » **GAFSP Rwanda:** raise productivity in target areas from \$1,000/ha to \$1,700 in four years
- » **New Alliance (NA), Mozambique:** help 3.1 million people emerge from poverty and hunger
- » **Agricultural Markets and Agribusiness Program (AMAP) Senegal:** raise non-traditional ag exports in target areas from 3,052 to 12,000 tons in three years

➤ Key questions to ask in JSR

- » Is country on track to achieve these results?
- » What are the achievements (a) in different parts of the country and (b) across different socio-economic groups?

Development results: data, methods, and outputs

➤ Data

- » Fairly straightforward indicators
- » Sources: food balance sheets, CWIQ, DHS, HIES, etc.
- » Main challenges: lack of annual data; handling large micro-level datasets; applying weighted sampling techniques

➤ Methods

- » Simulations to obtain inter-survey measures
- » Decomposition analysis for subnational measures

➤ Main output (in addition to reports and data)

Indicator and measurement	Baseline	End Target	Current Status
			Value*
Indicator 1			
...			
Indicator n			

* include color coding

$$\% \text{ Difference (D)} = \frac{\text{Current-Target}}{\text{Target}} \times 100$$

> 100%
 = 100%
 < 100%

$D \geq 100\%$

Target achieved or surpassed

$\alpha < D \leq 100\%$

On track

$D \leq \alpha$

Not on track or deteriorated

No data

(explain why not)

CAADP M&E framework has details indicators, etc.

ReSAKSS monitors and reports on 30+ indicators



ReSAKSS Working Paper No. 6

March 2010

Monitoring and Evaluation (M&E) Framework for the Comprehensive Africa Agriculture Development Programme (CAADP)

- Technical Working Group Leaders:
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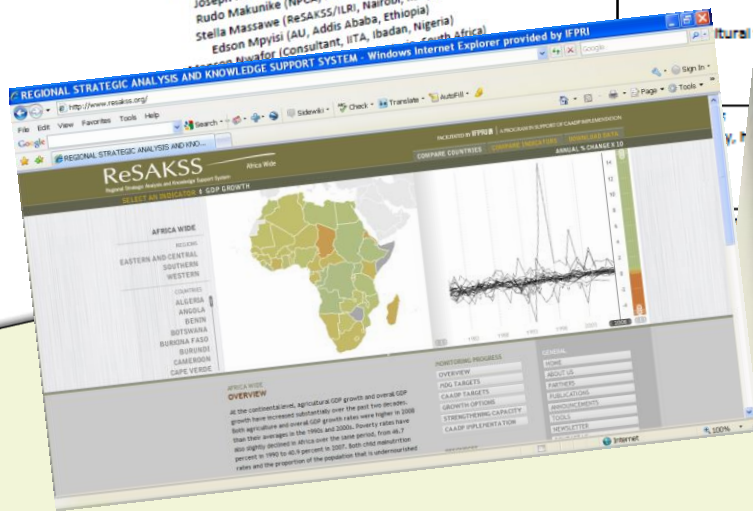


Table 1. CAADP M&E Minimum Core Set of Indicators

Process, policy or intervention area	Indicator/Definition
Enabling environment	
1. Political and economic governance	1a. Percent of population satisfied with political governance by: (1) gender; (2) rural/urban; (3) age group; (4) sector 1b. Macroeconomic management: (1) deficit to GDP; (2) revenue to GDP; (3) inflation rate; (4) debt to GDP
2. Policies for private sector development	2a. Percent of population with access to agricultural and rural finance and credit 2b. Value of commercial loans for agricultural sector as percent of: (1) value of total loans; (2) AgGDP
CAADP Country implementation process	
3. Stage in county roundtable process and quality of participation	3a. Number of countries at major stages of the process 3b. Composition (e.g., institution, gender, expertise) of participants
Commitments and financing	
4. Donor commitments and disbursements	4a. Total ODA commitments as percent of AgGDP 4b. Share of ODA disbursed for (1) agricultural R&D; (2) value chains; (3) emergency food aid
5. Government spending and investment in Agricultural research and development	5a. Expenditures on the agricultural sector as percent of: (1) total government spending; (2) AgGDP 5b. Expenditures on agricultural R&D as percent of AgGDP
6. Private sector investments	6a. Total investment in agricultural sector as percent of AgGDP 6b. Total investment in agricultural value chains as percent of AgGDP
Agricultural sector performance	
7. Capacity	7a. Number of professionals as per 1000 farmers 7b. Composition of professionals as percent by: (1) gender; (2) education attainment (PhD, MS, BS, Diploma, etc.)
8. Agricultural growth and sources of growth	8a. Percent of area or output under improved technologies: (1) improved genetic material; (2) fertilizer; (3) irrigation 8b. Productivity of major commodities (tone-equivalent per unit factor) 8c. Real AgGDP growth rate (percent) 8d. % contribution to AgGDP growth of: (1) subsectors (crops, livestock, forestry, fishery); (2) major commodities 8e. Value of total agricultural exports by: (1) as percent of AgGDP; (2) share of total exports; (3) ratio to value of total agricultural imports;



Agricultural sector performance: targets and questions

➤ Stated targets

- » **METASIP Ghana:** raise agGDP growth from 5.1 to 6% per year
- » **GAFSP Rwanda:** area developed for irrigation = 900 hectares
- » **PNISA Mozambique:** $\geq 7\%$ agGDP growth rate per year
- » **AMAP Senegal:** raise annual production of rice paddy from 500,000 tons to 552,000 tons in target areas
- » Each has different specific *area*, *yield*, and *production* targets in food crops, cash crops, fishery, livestock, and forestry

➤ Key questions to ask in JSR

- » To what extent have the targets been achieved?
- » How have the subsector/commodity achievements contributed to overall sector performance?
- » What are achievements: (a) in different agroecologies, (b) by different technologies, and (c) to different types of farmers?

Ag sector performance review: data, methods, outputs

➤ Data

- » Sources: national accounts, agricultural surveys/census, etc.
- » Main challenges: data lag of one, two or more years

➤ Methods

- » Social Accounting Matrices (SAMs) (Diao et al. 2012 on CAADP)
- » Decomposition analysis: subsectors and commodities
- » IFPRI's Spatial Production Allocation Model (SPAM) for subnational measures

➤ Main output (in addition to reports and data)

Indicator and measurement	Baseline	End Target	Current Status
			Value*
Indicator 1			
...			
Indicator n			

* include color coding

$$\% \text{ Difference (D)} = \frac{\text{Current-Target}}{\text{Target}} \times 100 = 100\%$$

> 100%

< 100%

$D \geq 100\%$	Target achieved or surpassed
$\beta < D \leq 100\%$	On track
$D \leq \beta$	Not on track or deteriorated
	No data (explain why not)

Financial & non-financial commitments and questions

➤ **Commitments in the case of Mozambique**

» **Government (in PNISA)**

- Total required is 111.96 billion Meticaís. 22% is guaranteed by the cooperation partners (i.e. 78% financing gap)
- Budget allocated across 5 components, 21 programmes, and 61 sub-programmes from 2013 to 2017

» **Donors (in New Alliance)**

- Specific commitment by different DPs and alignment to PNISA

» **Private sector (in New Alliance)**

- Letters of intent for specific investments, job creation, etc.

➤ **Key questions to ask in JSR**

- » To what extent have the different partners been able to meet their overall financial and non-financial commitments?
- » What is the composition and quality of investments and how have these been allocated across the different (a) components, programmes, and sub-programmes, and (e) socio-economic groups in different parts of the country?

Expenditure reviews: data, methods, and outputs (I)

➤ Different indicators for the different partners

- » **Government:** e.g. actual expenditures expressed as a percentage of budgeted amounts
- » **Donors:** actual disbursements expressed as a percentage of the pledged or committed amounts, in line with the Paris Declaration on Aid Effectiveness principles of alignment and harmonization
- » **Private sector:** mostly non-monetary indicators, e.g. number of contracts executed, number of people employed, number of processing plants established (against planned levels)
- » **NGOs, CSOs, and FBOs** many of private sector indicators, number of farmers mobilized, amount of co-funding mobilized, etc. (against planned levels)

➤ Data sources

- » Must primarily come from partners (depend on their willingness and ability to provide the data timely)
- » Publicly available data may be too general to measure up against what is mutually-agreed upon in the cooperation agreements

Expenditure reviews: data, methods, and outputs (II)

- **Rates of return on investment** for big or critical investments (e.g. R&D, irrigation, farm subsidies)
- **Main outputs:** consider progress against long-term targets versus annual (in addition to reports and data)

Government	Long term				Annual			
	Units	Planned or Targeted (a)	Incremental Amount Achieved (b)	R = (b)/(a) *	Units	Planned or Targeted (d)	Achieved (e)	R = (e)/(d) *
Total PAE								
Disaggregated								
Indicator 1								
...								
Indicator n								

* ≥ 1 Target achieved or surpassed

$\delta < R < 1$ On track

$\leq \delta$ Not on track or deteriorated, more effort needed

No data (explain why not)

Expenditure reviews: data, methods, and outputs (II)

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		Long term				Annual			
G	Donors	Units	Planned or Targeted (a)	Incremental Amount Achieved (b)	R = (b)/(a) *	Units	Planned or Targeted (d)	Achieved (e)	R = (e)/(d) *
		T	Total						
D	Donor 1								
	...								
	Donor n								

* ≥ 1 Target achieved or surpassed

$\tau < R < 1$ On track

$\leq \tau$ Not on track or deteriorated, more effort needed

No data (explain why not)

Expenditure reviews: data, methods, and outputs (II)

- **Rates of return on investment** for big or critical investments (e.g. R&D, irrigation, farm subsidies)
- **Main outputs:** consider progress against long-term targets versus annual (in addition to reports and data)

		Long term				Annual			
G D	Private Sector, NGOs, CSOs	Long term				Annual			
		Units	Planned or Targeted (a)	Incremental Amount Achieved (b)	R = (b)/(a) *	Units	Planned or Targeted (d)	Achieved (e)	R = (e)/(d) *
T D	Total								
	Indicator 1								
	...								
	Indicator n								

* ≥ 1 Target achieved or surpassed

$\lambda < R < 1$ On track

$\leq \lambda$ Not on track or deteriorated, more effort needed

No data (explain why not)

Policies, programs, institutions (PPIs): targets

➤ **Definitions**

- » Policies: land, seed, producer price, trade, etc.
- » Programs: extension, irrigation, fertilizer subsidy, etc.
- » Institutions: pesticide laws, water use rights, grades and standards, etc.

➤ **Policy Actions (e.g. in case of New Alliance, Mozambique)**

- » Seed law passed and seed/fertilizer regulatory frameworks adopted
- » Rural land use rights and transfer regulations adopted
- » Eliminate specified internal and non-tariff barriers to trade
- » Enact food fortification regulations; define institutional coherence
- » Enact mobile finance regulations
- » Approve decree for private credit information bureaus

Review of PPIs: questions, data and methods

➤ Key questions to ask in JSR

- » What progress has been made in making and implementing these?
How have different stakeholders contributed to the progress made?
- » What progress has been made in building or strengthening the capacity of policymakers and different agencies and organizations involved in making and implementing these policy actions?
- » How can relevant institutions, processes, and mechanisms be strengthened to achieve higher value for money?

➤ Data

- » Sources: public records, expert opinion surveys, capacity assessment surveys (e.g. ReSAKSS/SAKSS surveys)
- » Main challenge: policy process is complex

➤ Methods

- » Mapping of key state and non-state actors and their roles, responsibilities, and performance in implementing PPIs
- » Descriptive analysis and narratives

Review of PPIs: outputs—scorecards (plus reports and data)

Table 1: Progress in implementing PPIs









		Current Status*
Indicator 1	*  Target achieved or surpassed  On track  Not on track or deteriorated  No data (explain why not)	narratives...
...		
Indicator n		

Table 2: Progress in strengthening capacity of different actors

	Baseline	End Target	Current Status
			Value*
Indicator 1	$\% \text{ Difference (D)} = \frac{\text{Current-Target}}{\text{Target}} \times 100$		$> 100\%$ $= 100\%$ $< 100\%$
...	 $D \geq 100\%$ Target achieved or surpassed  $\eta < D \leq 100\%$ On track  $D \leq \eta$ Not on track or deteriorated  No data (explain why not)		
Indicator n			

Linkages, enabling environment, and assumptions

- Main thing here is understanding how any progress made in meeting the *financial and non-financial commitments* as well as progress made in implementing the *policies, programs and institutions* have contributed to:
 - » **Agricultural sector performance**
 - » **Performance in other sectors**
 - » **Overall development results; and**
- how other factors have influenced performance and results
- This is critical for:
 - » **making adjustments in implementation and informing subsequent planning cycles**
 - » **raising profile of agriculture in the economy**
 - » **informing future cooperation agreements (in terms of e.g. what can be achieved with committed resources)**

Review of linkages, etc.: data and methods

➤ Main challenge and issues

- » Attribution
- » Outcomes take time to materialize through different pathways and over different time lags

➤ Data

- » Detail data on different variables identified in pathways of impact, measured at different levels and over many years
- » Expert opinion surveys to gain insights on important but unobservable/measurable factors

➤ Methods

- » Fundamentals situated in the project evaluation literature
- » Different methods (econometrics, economic modeling, CGPE, growth decomposition, narratives, etc.)

Output 1: effect of progress in implementing agreement

Y =	Ag Sector		Non-Ag Sectors		Dev't Results	
Progress in X:	Indicator 1	...	Indicator 1	...	Indicator 1	...
Financial/non-financial						
Indicator 1	e11		elasticity			
...						
PPIs						
Indicator 1						
...						
Capacity building						
Indicator 1						
...						
Processes						
Indicator 1						
...						
Ag Sector performance	Not Applicable	...				
Indicator 1	Not Applicable	...				
...	Not Applicable	...				

$$\text{elasticity} = \frac{\% \text{ Change in Y}}{\text{Progress in X}}$$

compare this to some standard (\hat{e})

- > \hat{e} Above average
- = \hat{e} Average
- < \hat{e} Below average
- No data (explain why not)

Output 2: effect of change in risk and assumptions

Risk Factor or Parameter	Initial/Baseline assessment	Current assessment or change from baseline*	Effect of change on implementation of the cooperation agreement**	Effect of change in achieving results**
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Indicator 1		narrative ...	narrative ...	narrative ...
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...	* increased a lot (-2), increased a little (-1), no change (0), decreased a little (+1), decreased a lot (+2)			
Indicator n	** retarded it a lot (-2), retarded it a little (-1), no significant effect (0), enhanced it a little (+1), enhanced it a lot (+2)			

+1 or +2	Risk decreased; Enhanced implementation of agreement or achievement of results
0	No change in risk; Insignificant effect on implementation of agreement or achievement of results
-1 or -2	Risk increased; Retarded implementation of agreement or achievement of results
	No data (explain why not)

Conclusions (content, scope, data and methods)

- Content of JSR and scope depends on cooperation agreement
- Cooperation agreements (CAADP compact, NAIP, GAFSP agreements, New Alliance Framework, etc.)
- Five main areas to review:
 - » **development results**
 - » **agricultural sector performance**
 - » **financial and non-financial resources**
 - » **policies, programs, institutions, and implementation processes**
 - » **linkages, enabling environment, and assumptions**
- Detail data on different variables, measured at different levels and over many years
- Multiple methods based on: SCP against mutually-agreed actions, targets and milestones; and analysis of SWOTs

Conclusions (components and outputs)

- **Public Expenditure Review—government commitments, expenditures and alignment**
- **Donor Expenditure Review—commitments, disbursements, and alignment**
- **Civil Society Scorecard—commitments and alignment**
- **Private Sector Scorecard—commitments and investments**
- **Policy Progress Assessment—state and non-state actors’**
- **Agriculture Sector Performance Review**
- **Impact Scorecard—progress and impact on poverty and hunger reduction, food and nutrition security**

Merci!

Thank You!

Obrigado!

Danke!

Support available from IFPRI/ReSAKSS to countries

- **Immediately: train key country people – CAADP focal person and JSR contact person (Dakar JSR technical meeting April 18-19). Mozambique invited.**

- **Medium term:**
 - » **Establish 12 country SAKSS, including Mozambique, in 2013 – platforms for policy analysis, review and dialogue to support country JSRs**
 - » **Country level capacity building by training teams on various IFPRI analytical tools**

SAKSS Countries by Node

SA	WA	ECA
Mozambique (N)	Togo (IF)	Rwanda (N)
Malawi	Ghana (N/IF)	Uganda (N)
Zambia	Senegal (IF)	<i>Ethiopia (N)</i>
Zimbabwe	<i>Burkina Faso (IF)</i>	<i>Kenya (N)</i>
South Africa	<i>Benin (N/IF)</i>	<i>DRC (IF)</i>
	Niger	<i>Tanzania</i>
	Cameroon (IF)	
Red = countries covered by SAKSS project		
Green = countries for CNA study but not in SAKSS project		
Bold = first 6 countries		
Italics = second 6 countries		

 **Thank You!**