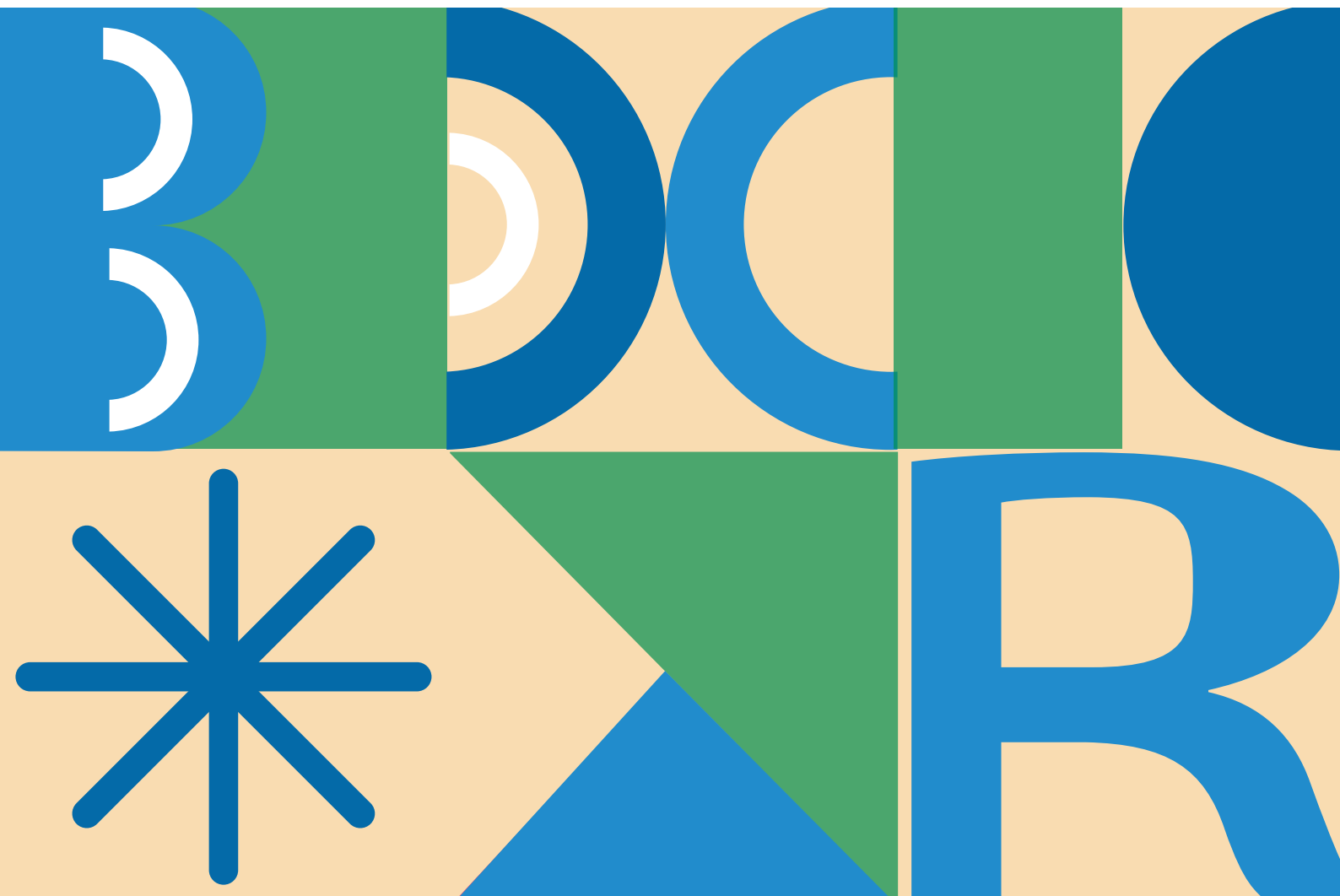


2019 CAADP
BIENNIAL REVIEW
BRIEF
EAC



**Africa Agriculture
Transformation Scorecard:
Performance and Lessons**

Africa Agriculture Transformation Scorecard: Performance and Lessons

2019 CAADP Biennial Review Brief: East African Community (EAC)

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About ReSAKSS

Established in 2006 under the Comprehensive Africa Agriculture Development Programme (CAADP), the Regional Strategic Analysis and Knowledge Support System (ReSAKSS) supports efforts to promote evidence- and outcome-based policy planning and implementation. In particular, ReSAKSS provides data and related analytical and knowledge products to facilitate CAADP benchmarking, review, and mutual learning processes. AKADEMIYA2063 leads the work of ReSAKSS in partnership with the African Union Commission, the African Union Development Agency-NEPAD (AUDA-NEPAD), and leading regional economic communities (RECs).

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1. Introduction

The 2014 Malabo Declaration outlines Africa's vision for accelerating agricultural growth and transformation on the African continent through seven broad commitments from 2015 to 2025. The commitments include: (1) upholding the principles and values of the Comprehensive Africa Agriculture Development Programme (CAADP), (2) enhancing investment finance in agriculture, (3) ending hunger in Africa by 2025, (4) reducing poverty by half by 2025 through inclusive agricultural growth and transformation, (5) boosting intra-African trade in agricultural commodities and services, (6) enhancing the resilience of livelihoods and production systems to climate variability and other related risks, and (7) ensuring mutual accountability to actions and results by conducting a continent-wide biennial review (BR) to monitor progress in achieving the seven commitments. As part of fulfilling commitment 7 to mutual accountability, the second (2019) BR report and Africa Agriculture Transformation Scorecard (AATS) were launched at the 33rd African Union (AU) Summit in February 2020. This brief highlights the performance of partner states from the East African Community (EAC) region in the second BR and assesses challenges faced and lessons learned by the region. The brief also reviews policy and programmatic changes in the EAC region induced by the first BR and concludes by highlighting required policy actions for the region to meet the Malabo commitments by 2025.

Objectives

The objectives of the brief are to:

- i. Assess performance of EAC region partner states in second BR compared to first BR;
- ii. Discuss challenges and lessons from second BR;
- iii. Review policy changes resulting from the BR process;
- iv. Highlight required policy measures for the region to meet Malabo commitments by 2025

2. Progress in Achieving Commitments

In the second BR, the EAC region achieved an overall average score of 5.56 against a benchmark score of 6.66 (minimum score for a region to be on track in implementing the Malabo Declaration commitments), indicating the region was not on track to achieve the Malabo commitments by 2025. In the first BR, the region achieved an overall average score of 4.62 against a benchmark score of 3.94, and therefore was on track to meet the Malabo commitments. The overall performance of the region and across thematic areas are summarized in Table 1. The performance of individual EAC partner states shows that only Rwanda, with a score of 7.24, was on track to meet the Malabo commitments. Rwanda emerged again as the best performing country on the continent in the second BR with the highest score and with an improvement of 19 percentage points from the first BR. All the other countries in the region were not on track to meet the Malabo commitments in the second BR, although some countries made reasonable improvements from their performance in the first BR. As shown in Table 2, these countries and improvements made to their scores are as follows: Burundi (5.82 compared to 4.7 in the first BR with an increase of 24 percent); Uganda (5.08 from 4.35 signifying an increase of 17 percent); Tanzania (5.68 from 3.08 with an increase of 84 percent); and Kenya (4.88 from 4.77 with an increase of 2 percent); and South Sudan (with a score of 2.89 in the second BR).

In the first BR, four countries were on track to meet the Malabo commitments—Rwanda, Kenya, Burundi, and Uganda. Only Tanzania was not on track, while South Sudan did not report any data. All the countries in the EAC region reported their data in the second BR. South Sudan's performance was poor in all the thematic areas and its inclusion in the computation of the region's average performance marginally contributed to the decline in the regional score (5.56) compared to 5.75 without South Sudan. Across the thematic areas, however, the exclusion of South Sudan in the computation did not change whether the region was on track or not as shown in Table 1.



Table 1: EAC summary BR scores by theme

Theme	Country						EAC Region	EAC Region (excl. South Sudan)	Second BR Benchmarks	EAC Region Progress
	Burundi	Kenya	Rwanda	Uganda	Tanzania	South Sudan				
Recommitment to CAADP	10.00	9.15	10.00	10.00	10.00	5.70	9.14	9.83	10.00	Not on track
Enhancing Agriculture Finance	4.25	6.95	5.00	4.86	3.26	6.34	5.11	4.48	10.00	Not on Track
Ending Hunger by 2025	3.45	4.04	4.87	5.10	4.92	0.40	3.80	4.48	5.04	Not on Track
Halving Poverty through Agriculture	4.72	0.38	6.79	2.10	3.13	0.00	3.42	3.42	3.94	Not on Track
Intra-African Trade in Agriculture commodities and services	3.70	4.77	4.70	4.63	1.58	0.57	3.33	3.88	3.00	On track
Enhancing resilience to climate variability	8.88	4.23	9.33	7.39	4.68	0.00	7.00	7.00	7.00	On Track
Mutual Accountability for Actions and Results	6.84	4.65	9.95	6.61	7.96	6.66	7.11	7.20	7.67	Not on Track
Overall Score	5.82	4.88	7.24	5.68	5.08	2.89	5.56	5.75	6.66	Not on track

Source: Authors' computation based on 2020 BR Country scores Legend: not on track on track

Table 2: EAC BR scores by theme (first and second BRs)

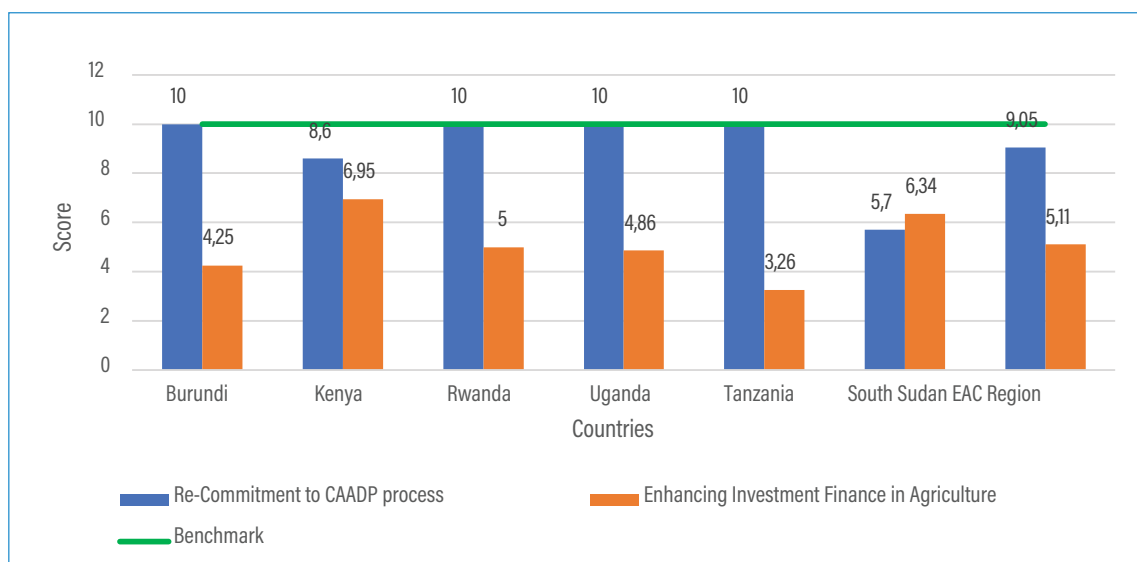
Countries	2017 overall scores	Progress against 2017/3.94 benchmark	2019 overall scores	Progress against 2019/6.66 benchmark	Change in overall performance between 2019 and 2017
Burundi	4.70	On track	5.82	Not on track	+24%
Kenya	4.77	On track	4.88	Not on track	+2%
Rwanda	6.09	On track	7.24	On-track	+19%
Tanzania	3.08	Not-on-track	5.68	Not on track	+84%
Uganda	4.35	On track	5.08	Not on track	+17%
South Sudan	-	Not-on-track	2.89	Not on track	-

Source: Authors' computation based on 2020 BR Country scores Legend: not on track on track

Furthermore, the region was not on track in five out of the seven performance themes. These themes are:

- 1) **Re-commitment to the CAADP process.** The EAC region fell short of the benchmark score in this thematic area because South Sudan and Kenya did not achieve all of the performance requirements (Figure 1). South Sudan did not have a Malabo-compliant monitoring and evaluation (M&E) system and nor a progress report on the implementation of the Malabo commitments. Kenya also did not have a Malabo-compliant M&E system.

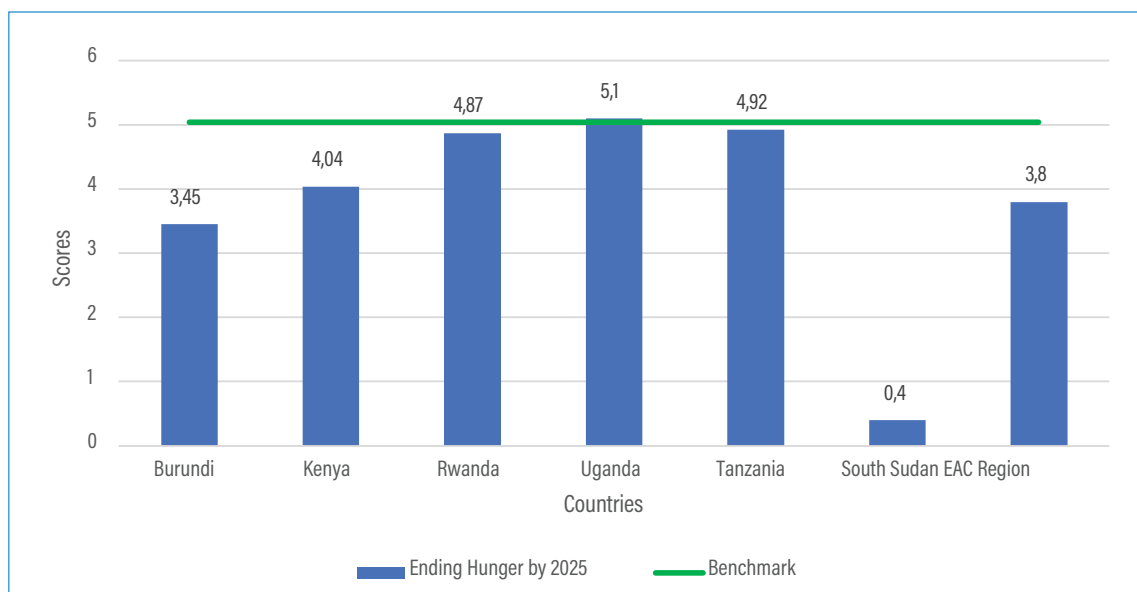
Figure 1: EAC Performance on Recommitment to CAADP Process



Source: Authors' computation based on 2020 BR Country scores

- 2) **Enhancing investment finance in agriculture.** None of the countries in the EAC region met the requirements for enhanced finance to agriculture as shown in figure 1.
- 3) **Ending hunger by 2025,** only Uganda achieved the benchmark score in this thematic area (Figure 2).

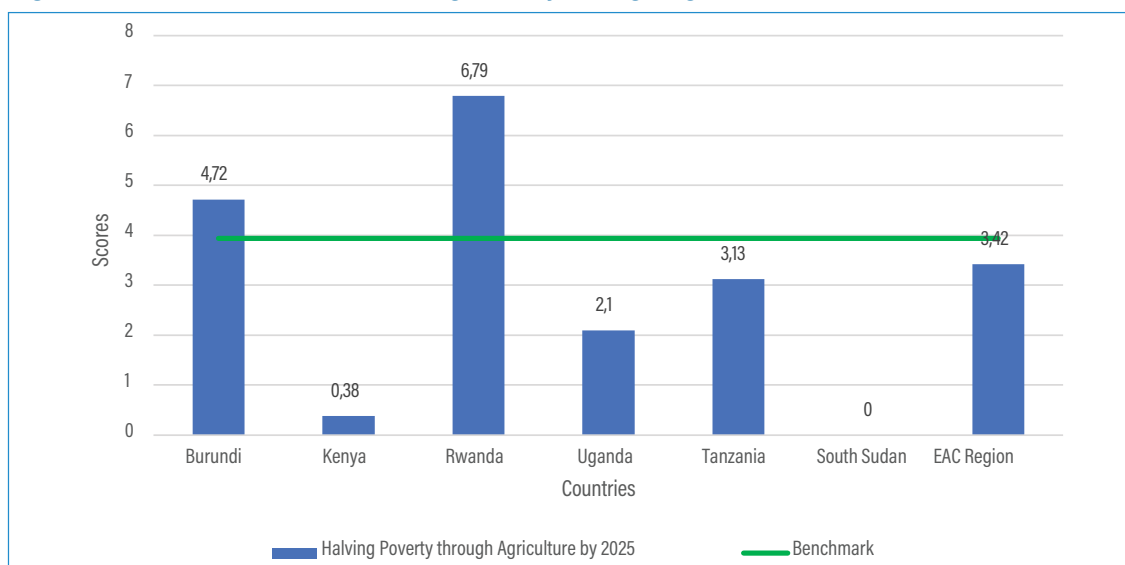
Figure 2: EAC Performance on Ending Hunger



Source: Authors' computation based on 2020 BR Country scores

- 4) **Halving poverty through agriculture** only Rwanda and Burundi met the benchmark score in this thematic area (Figure 3).

Figure 3: EAC Performance on Halving Poverty through Agriculture



Source: Authors' computation based on 2020 BR Country scores

- 5) **Mutual accountability for actions and results.** The region as a whole did not meet the benchmark score in this thematic area. At the country level, only Rwanda and Tanzania met the benchmark score, while the other four countries did not (Figure 4).

Figure 4: EAC Performance on Mutual Accountability for Results



Source: Authors' computation based on 2020 BR Country scores

3. Challenges and Lessons Learned from Second BR

Process challenges and lessons

There was a notable improvement in the rate and timeliness of reporting in the second BR compared to the first BR. For example, in the first BR, South Sudan submitted its report to the EAC secretariat very late, hence it was not included in the final BR report. For the second BR reporting, all countries in the EAC region submitted their reports within the stipulated timelines.

Data challenges and lessons

There was notable improvement in the data reporting rate for most countries, however serious

challenges remain in terms of sources of verification and diversity of sources. The existence of data gaps is mainly attributed to uncoordinated data management systems between government departments and agencies. Another challenge in data collection and compilation was the use of estimates to compute some indicators. Yet, data needed for analysis of progress and impact should be measured, covering primary production and productivity at a minimum. In some instances, the data used to compute some indicators, such as on social protection, were obtained from national censuses or surveys which are only carried out after five years or a decade.

Support provided by the Bill & Melinda Gates Foundation to improve BR data collection in pilot countries, including Kenya resulted in improved data reporting and better coordination (Benin et al. 2020). Overall, the region scored 7.11 in mutual accountability for actions and results (Theme 7) against a benchmark score of 7.67. Rwanda and Tanzania with scores of 9.95 and 7.96 met the benchmark score and were on track to meeting the Malabo commitments. In the sub-thematic area on biennial agriculture review process, none of the EAC partner states met the benchmark score of 10—Kenya (9.79), Rwanda (9.84), Uganda (9.83), Burundi (8.14), Tanzania (9.63), and South Sudan (7.57)—hence the region was not on track to meet the Malabo commitments. The inability of EAC countries to meet the benchmark score under this sub-theme and other sub-themes is largely due to their failure to report on all the required BR data parameters because of data unavailability and their inability to satisfactorily respond to all data queries raised by the regional economic community (REC).

4. Policy and Programmatic Changes Following First and Second BR

The EAC region was the first REC to present findings of the first BR to its Sectoral Council on Agriculture and Food Security on 15th June 2018. This is a policy group that brings together senior officials, permanent or principal secretaries and ministers responsible for agriculture drawn from the six partner states. They are responsible for the provision of strategic direction and policy guidance on matters pertaining to the development of the agricultural sector and attainment of food security.

After deliberations around the findings of the report, the ministers urged partner states to prioritize implementation of the BR report recommendations including the need to increase resources to improve data systems in order to adequately capture all Malabo indicators. They also encouraged EAC partner states to synchronize and institutionalize data capture systems on agriculture processes and wherever possible organize benchmarking visits to the Republic of Rwanda. Furthermore, partner states were urged to give special attention to these thematic areas: commitments on enhancing investment finance in agriculture, ending hunger by 2025, and enhancing resilience to climate variability.

The EAC secretariat with support from partners—Regional Strategic Analysis and Knowledge Support System (ReSAKSS) and the Alliance for a Green Revolution in Africa (AGRA)—undertook an assessment of its agriculture joint sector review (JSR) mechanisms in 2019. The region is in the process of developing an implementation plan for the recommendations of the assessment.

Partner states have taken steps to implement some of the recommendations of the first BR. In Rwanda, for example, the government has enhanced the targeting of programs to fight stunting. The recommendation for improving data management seems to have been taken up by most countries (Benin et al. 2020). There are, however, important recommendations such as increasing agriculture spending to 10 percent of national budgets that have not been implemented. Evidence from countries which managed to increase their budget allocation to agriculture showed that these countries also witnessed an improvement in halving poverty and ending hunger. An example is Burundi where the percentage difference from the first BR on investment finance almost 200 percent, which in turn can be attributed to the improvement in ending hunger (16 percentage difference from the first BR) and halving poverty (21.69 percentage difference from the first BR).



In other countries like Tanzania, a 7-percentage difference from the first BR in investment finance in agriculture can be linked to improvement in ending hunger (321 percent percentage difference from the first BR). Generally, all the countries in the region witnessed a rise in investment finance in agriculture and consequently an improvement in the commitment toward halving poverty. The lack of sufficient resources to implement BR recommendations and indeed develop and implement sound national agriculture investment plans (NAIPs) will have profound implications for the achievement of the Malabo commitments in the EAC region.

5. Recommendations for Ensuring Achievement of Malabo Commitments by 2025

Based on the EAC region's performance in the second BR, the following issues require attention for the region to return on track to achieve the Malabo commitments by 2025:

- 1) Countries that have not completed the process of recommitting to the CAADP process consistent with the requirement of thematic area 1, should endeavor to do so—specifically Kenya and South Sudan. Kenya has already started the process of developing a Malabo-compliant M&E framework. South Sudan should also establish a Malabo-compliant M&E framework and prepare a progress report on NAIP implementation in accordance with the CAADP requirements. The EAC secretariat and other partners should provide technical support especially to South Sudan which is lagging in this area.
- 2) At the national level, countries need to strengthen mutual accountability systems, including establishing and strengthening JSR mechanisms. Rwanda has an established agriculture JSR mechanism that has been working well over time. JSR assessments have been conducted by ReSAKSS-ECA in Uganda, Kenya, and Tanzania and recommendations have been provided to ensure the EAC region finalizes the process of establishing a strong regional agriculture JSR that it started in 2019. The lack of a comprehensive mutual accountability system to monitor agriculture sector performance calls for establishment of a comprehensive region JSR mechanism that will create a platform for all stakeholders to regularly monitor performance and have a clear action plan.
- 3) EAC partner states should increase spending in agriculture to meet the minimum 10 percent CAADP budget target. Given the importance of agriculture in the EAC region, there is need to increase funding to the sector to address the myriad of challenges that the sector is facing. The specific priority spending areas or sub-sectors should be informed by individual partner states' circumstances and goals.
- 4) The EAC region should enhance efforts to reduce hunger and malnutrition by 2025. Urgent measures are especially needed to address the chronic problem of stunting that is prevalent in all the EAC partner states.
- 5) To improve on the overall reporting, countries need to strengthen data management systems by forming and strengthening BR data clusters where they do not exist through training and capacity building and facilitating them to perform their roles effectively. Countries should consider adopting digital tools for capturing, managing, and reporting M&E data. For example, Kenya has developed and launched a digitization strategy which will enhance data capture and performance. Tanzania with assistance from AGRA has also adopted a digital platform for capturing BR data.

6. References

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