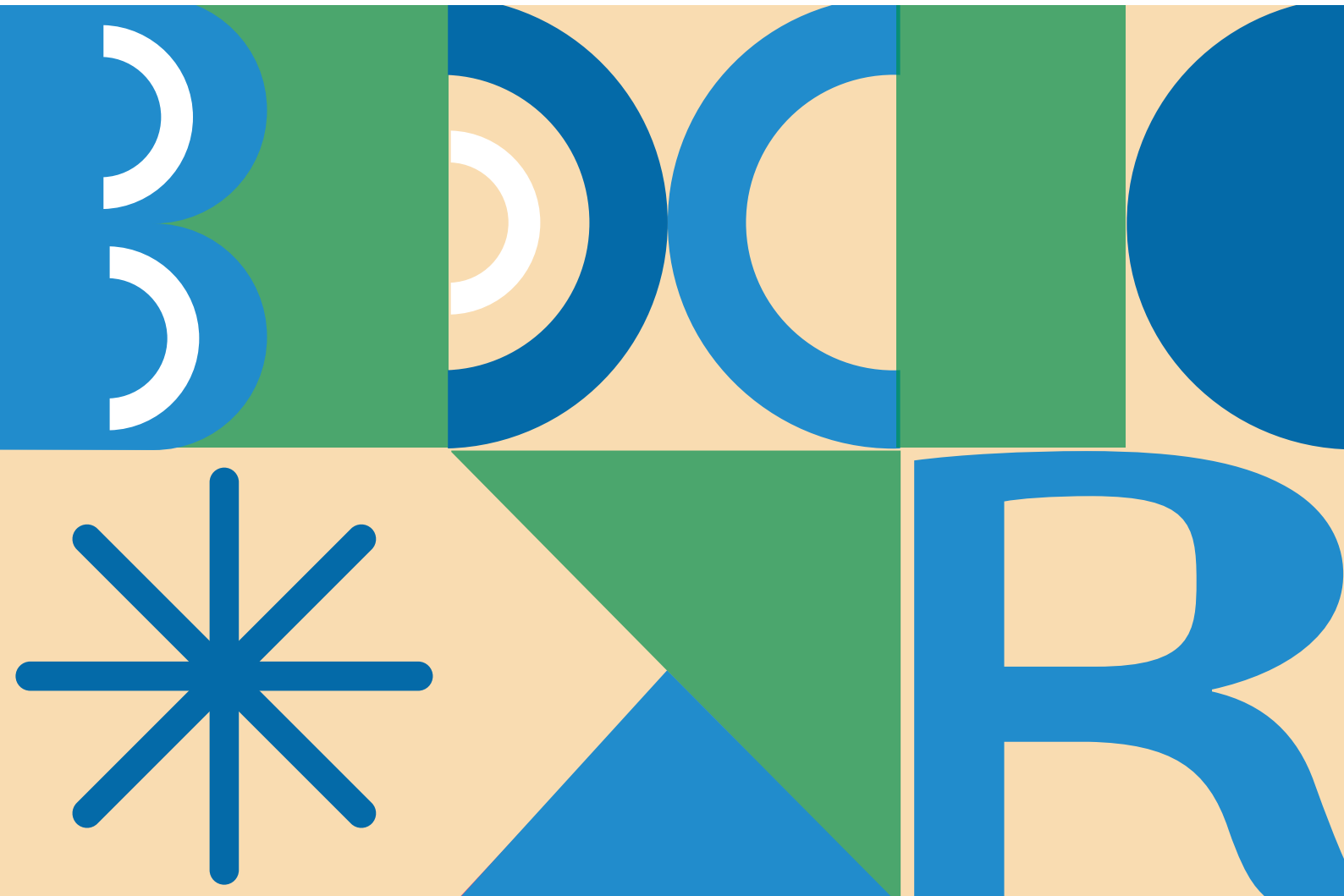


**2019 CAADP**  
**BIENNIAL REVIEW**  
**BRIEF**  
**ECOWAS**



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

# Africa Agriculture Transformation Scorecard: Performance and Lessons

## 2019 CAADP Biennial Review Brief: Economic Community of West African States(ECOWAS)

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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 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 member states of the Economic Community of West African States (ECOWAS) in the second BR (2019) and assesses challenges faced and lessons learned during the process. The brief also reviews policy and programmatic changes in the 15 countries as a result of lessons learned from the inaugural BR (2017) and highlights policy actions required for member states to meet the Malabo commitments by 2025.

## 2. Progress in Achieving the Malabo Declaration Commitments

In the second BR, all 15 ECOWAS countries submitted their reports compared to 14 countries during the first BR. The overall score for the ECOWAS region is still below the benchmark, indicating that the region is not on track to achieve the Malabo commitments by 2025. In addition, the current status shows that the region is moving away from the second BR benchmark. In the first and second BRs, the region reached 92 percent and 74 percent, respectively. The number of countries on track decreased from 5 to 2 in the first BR compared to the second BR. ECOWAS member states scored relatively well in the following 3 commitments in the first BR—recommitment to the CAADP process (theme 1), intra-Africa trade in agriculture commodities and services (theme 5), and mutual accountability for actions and results (theme 7) with at least 10 out of 14 reporting countries being on track. For theme 1, all reporting countries were on track except Liberia.

In the second BR, it is only for theme 5, related to intra Africa trade, that the majority of ECOWAS member countries were on track with the number of countries on track increasing from 11 to 14 out of 15 countries. This high score is driven by two sub-thematic area indicators—trade facilitation and domestic food price volatility. The region observed a significant increase in intra Africa trade of agricultural goods and food items. However, only 3 countries (Benin, Guinea, and Sierra Leone) are on track regarding the tripling of intra Africa trade, which is the crux of the thematic area. It is worth noting that in the second BR, none of the countries in the region was on track in three themes out of seven—recommitment to the CAADP process (theme 1), enhancing investment finance in agriculture (theme 2), and ending hunger by 2025 (theme 3). In the first BR, 13 countries were not on track in themes 2 and 3. Surprisingly, all 13 countries that were on track in thematic area 1 in the first BR were no longer on track, while only 5 out of 15 countries were on track for thematic area 7 in the second BR compared to the first BR, when 10 out of 14 countries were on track. Themes 1 and 7 are “process themes,” which should enable a favorable environment toward meeting the outcomes and goals of the Malabo Declaration.

Five member states (Burkina Faso, Cabo Verde, Mali, Niger, and Togo) moved away from the benchmark score. These countries performed rather poorly from the first BR to the second BR in themes 1, 4, 5, and 7. The ratio of the aggregated scores of these countries compared to the overall second BR’s benchmark fell by at least 25 percent between the first and second reviews. As a



result, the regional scores worsened, in particular, for themes 1 and 7. However, Liberia and Sierra Leone, though not on track, realized the largest moves towards the benchmark with increases of 22 percent and 41 percent, respectively. Overall, excluding theme 5 related with relative success on trade facilitation and food price stability, the region as a whole is still struggling to meet the targets of other themes by 2025. This is particularly true for themes 1, 2, and 3.

## 3. Challenges and Lessons Learned from Second BR

### Data challenges

The main data challenges faced by countries in the region include the following:

- Under theme 2 (enhancing investment finance in agriculture), data on foreign private sector investment in agriculture, were only partially supplied because most countries did not have adequate information systems for monitoring this indicator.
- None of the fifteen countries provided complete data for indicators on post-harvest losses in theme 3 (ending hunger by 2025). Indeed, data on post-harvest losses are either not collected or collected infrequently by the countries. There is a need to establish a post-harvest loss monitoring system in all countries while drawing lessons from other regions.
- For indicators on nutrition, also related to theme 3, the challenge faced by most countries is that such data are available mainly through Demographic and Health Surveys conducted every five years, making it difficult to report on the indicators every two years. In addition, the absence of these indicators in regular household surveys which may contribute to providing the needed data poses a challenge to reporting on them. For example, indicators on the Minimum Dietary Diversity-Women and Proportion of 6-23 months old children who meet the Minimum Acceptable Diet, are not included in regular household surveys. Also, estimation of the proportion of undernourished population provided by FAO, is not always up to date.
- Regarding the Food Safety Health Index, countries do not have the capacity to capture the cause of diarrheal diseases and liver cancer due to food. There is no appropriate data system to estimate the Food Safety Trade Index in most countries.
- Indicators on inclusive public-private partnerships (PPPs) for commodity value chains—related to theme 4 (halving poverty through agriculture)—are also a challenge for most countries since their respective statistical systems are not equipped to collect the required data. In majority of the countries, there is no data on percentage of youth engaged in new job opportunities in agriculture value chains.
- Regarding the indicator on the proportion of rural women that are empowered in agriculture (theme 4), most countries failed to report on the indicator. Also, regarding resilience to climate-related risks (theme 6), many countries need some technical support to implement the Resilience Index Measurement and Analysis (RIMA) developed by the Food and Agriculture Organization of the United Nations (FAO).

In terms of lesson learned, countries need to start the data collection process as soon as the country trainings are completed. Also, there is a need to start on time with a full data collection team that can begin to engage with the necessary data providing institutions at an early stage. On-time intervention of ECOWAS and the Regional Strategic Analysis and Knowledge Support System (ReSAKSS) in some countries raised commitment to the BR process. This should be encouraged as poor commitment by the country is a serious disincentive to the data collection process. Earlier engagement by ECOWAS at higher levels can help in this regard. Furthermore, It would be useful to engage continental and regional experts to assist countries in the data collection process and develop cost effective ways of estimating data like poverty rates, stunting, and child underweight

that are collected infrequently. A number of qualitative indicators, such as those of related to the CAADP process completion index are quite subjective in the way they are defined. Finally, whenever possible, countries should be provided with details on existing data sources.

## 4. Policy and Programmatic Changes Following First and Second BRs

ECOWAS as a region has made progress on policies and programs that pertain to the region's overall planning process, especially towards the regional agriculture investment plan and trade policy. In the area of trade policy, a draft ECOWAS common trade policy was validated and an ECOWAS regional response strategy on the US African Growth and Opportunity Act (AGOA) was finalized. The new African Continental Free Trade agreement (AfCFTA) was equally supported by ECOWAS. In terms of planning and policy design, a uniform approach was developed to produce the second-generation National Agriculture Investment Plans (NAIPs) with the support of technical and financial partners and a revised monitoring and evaluation mechanism for the region with clear progress indicators for each outcome area of the ECOWAP/CAADP developed.

On the programmatic front, ECOWAS has been able to make progress in four of the several regional programs—the Rice Offensive, Zero Hunger initiative, Regional Food Security Reserve, and One Health. For example, the Regional Food security reserve has remained functional in the period with the routine stock rotation exercise under it taking place. Instances have been when ECOWAS carried out a stock rotation exercise of 5,000 metric tons (MT) of food grains from its regional food security reserve by availing it to the Federal Republic of Nigeria on 31st January 2019 in Kano, Nigeria. The stock rotation is part of a normal management cycle of the stocks of the regional food security reserve which allows the ECOWAS to replace old stocks with new stocks on a regular basis to ensure that they are of good quality and safe for consumption. The Commission did a similar rotation exercise with 2,750 MT of the regional food security reserve food grains in Ghana in 2018.

### Changes at the country level

Generally, countries reported trends in their policies and programs in the BR reports. However, they did not always differentiate clearly between policies and programs existing before the first BR and those that were put in place after it. As such, this section highlights key policies and programs that were continued from the period of the first BR as well as those initiated after this period. The Malabo commitments were considered in the NAIPs in Burkina Faso, Mali, and Togo and in the 2016-2020 Action Plan of the 3N Initiative "Nigeriens Nourish Nigeriens" in Niger. Other countries also took the NAIPs into account as a result of efforts at the regional level to ensure this as well as other factors. In Burkina Faso, the technical secretariat responsible for conducting the joint sector review has been formalized and in Sierra Leone, more people were assigned to the CAADP desk in order to better mainstream regional initiatives. In terms of improving investment in agriculture, the Government of Mali committed to allocate 15 percent of the national budget to the agriculture sector while Benin, Burkina Faso, Côte d'Ivoire, Niger, Nigeria and Togo, set up new agriculture financing funds and measures.

In terms of access to inputs, technologies, and services for improving agricultural productivity, Burkina Faso, Benin, Mali, Niger, and Togo continued existing subsidy programs for agricultural inputs and equipment. In Guinea, a pilot phase of an e-voucher system for inputs was launched. With regard to access to land, Mali created an Agency for Land Development and Supply of Irrigation Water, while Benin revised its land law and equally established a Land Advisory Board. In the area of access to extension services, Benin developed and adopted a second-generation extension or advisory strategy and embarked on professionalization of agricultural advisory service arrangements. Niger is experimenting with crop conservation techniques, while Nigeria and Sierra Leone continued with the provision of feeder roads and equipment for reducing post-harvest losses.



Regarding food security and nutrition, Mali introduced nutrition into the Economic, Social and Cultural Development Plan. In Togo, the decree relating to the enrichment of refined oils and wheat flour with micronutrients was applied. In Nigeria, a school feeding program was continued while Benin developed a national nutrition sensitive agriculture strategy. In terms of food safety, Senegal developed a national food safety strategy and reactivated its National Food Control Commission and the Government of Côte d'Ivoire indicated that it shall establish a National Food Safety Coordination Agency.

In the area of trade, Nigeria, in order to improve on trade negotiations established the Nigeria office of Trade Negotiation in 2017 as well as a National think tank to facilitate Nigeria's signing of the Africa free trade agreement. Regarding policies to strengthen the resilience of households to climate risks, Côte d'Ivoire subscribed to the African Risk Capacity Initiative while Benin developed and adopted a National Action Plan for Sustainable Land Management. Furthermore, Ghana began to develop an agricultural insurance policy to support increased usage of agriculture insurance across the country. Ghana is also developing an incentive-based risk sharing for agricultural lending.

## 5. Recommendations for Ensuring Achievement of Malabo Commitments by 2025

The following are some key recommendations that the ECOWAS region should consider in order to advance its achievement of the Malabo commitments:

### Process

- Member countries together with ECOWAS should institutionalize the BR process into their annual sector work plans and budgets to ensure that the process and data management are adequate.
- The ECOWAS region and ReSAKSS should develop a platform for mutual learning and cross-fertilization, including joint studies and exchange visits.

### Data and Results

- It is important that ECOWAS works closely with countries in reviewing their monitoring and evaluation (M&E) systems, including the revitalization of the ECOWAS Agriculture Regional Information System (ECOAGRIS) platform to enhance the capacities of countries in quality data collection and management.
- Member countries need to improve on their internal multi-stakeholder mechanisms to ensure inclusivity and participation for improved data management.
- A mechanism to ensure that countries regularly conduct agricultural surveys should be designed by ECOWAS.

### Sector performance

- Member countries should reflect on their NAIPs and annual budgets and implement NAIP activities that help improve performance in the Malabo Declaration commitment areas in which they are lagging behind. Particularly, countries should improve public and private investments in agriculture to create the needed enabling environment to improve food security and nutrition.
- Countries which have not done so, should develop and/or sustain monthly inclusive multistakeholder meetings to review progress and revise policies accordingly. Given that West African countries, on average, appear not to be on track in many indicators, it is important to encourage the departments in charge of BRs to do more rapid work in country-specific areas where performance is weak.



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