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**BRIEF**  
**UGANDA**



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

# Africa Agriculture Transformation Scorecard: Performance and Lessons

## 2019 CAADP Biennial Review Brief: Uganda

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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 Uganda's performance in the second BR and assesses challenges faced and lessons learned by the country during the review. The brief concludes by highlighting required policy actions for Uganda to meet the Malabo commitments by 2025.

## 2. Progress in Achieving the Malabo Declaration Commitments at the Country Level

For the second BR, the benchmark (minimum score for a country to be on track in implementing the Malabo Declaration commitments) was 6.66 out of 10 (AUC, 2020). The overall BR score for Uganda in 2019 was 5.68 (out of 10), the country was therefore not on track to achieve the Malabo declaration commitments by 2025. Uganda was however on track in 3 out of the 7 thematic areas (ending hunger, boosting intra-Africa trade, and enhancing resilience to climate change). In the first BR, Uganda was on track with a score of 5.45 against a benchmark of 3.94. Overall, the country was on track in only 7 out of 24 performance areas assessed in the second BR compared to 10 out of 23 in the first BR. Despite not being on track in the second BR, Uganda made a 29 percent improvement in the score relative to the first BR. The results of the second BR in the 7 commitments or thematic areas are summarized in Table 1 and are compared to those of the first BR. Compared to the EAC region, Uganda on average performed better; it was on track in 3 thematic areas, while the region was on track in only 2 areas (Table 1). In the following section, Uganda's performance in each thematic area is discussed.

**Commitment 1:** The country was on track in completion of CAADP processes and CAADP-based cooperation, partnerships, and alliances, but was not on track for CAADP-based policy and institutional review. In the first BR, the country was on track in all the 3 thematic areas.

**Commitment 2:** The country was not on track in committing at least 10 percent of total government expenditure to agriculture. The score was 7.11 compared to the benchmark of 10. However, it is important to note that this was an improvement from the first score of 3.61. The tracking of private sector (domestic and foreign) investments in agriculture is not robust enough to capture all the required data, resulting in information gaps and underestimation of their contributions.

**Commitment 3:** The assessment shows that there are challenges in accessing agricultural inputs and technologies, especially among smallholder farmers which limit agricultural productivity and food security. Low agricultural production and productivity has been identified as a critical challenge for the country, hence increasing access to critical farm inputs are key objectives of the country's Agriculture Sector Strategic Plan (ASSP). Agriculture sector growth has also been below 4 percent for the past three consecutive years (3.2 percent in 2015/16, 1.6 percent in 2016/17 and 3.2 percent in 2017/18). This growth is well below the CAADP target of 6 percent per year. This slow growth reflects low agricultural productivity growth in the sector especially among



most smallholder farmers. There are also challenges in achieving food security and nutrition as evidenced by high levels of malnutrition, especially among children under the age of five. Chronic malnutrition (stunting) is estimated at 27.1 percent, while acute malnutrition (wasting) is estimated at around 10.2 percent—both indicators are high and not on track with the CAADP targets.

The country registered some progress in reducing post-harvest losses (met the Malabo Declaration benchmarks both during the first and second BRs) mainly through farmers' training, promotion of post-harvest technology and promoting collective marketing for some commodities. However, the post-harvest losses are still generally high.

**Table 1: Uganda Summary of BR scores by Theme**

Commitment	Performance areas	2019 benchmark	2019 Score	2017 benchmark	2017 Score	2019 Regional average (EAC)
Recommitment to principles and values of the CAADP process	Country CAADP processes	10.00	10.00	3.33	9.49	9.14
	CAADP-based cooperation, partnerships, and alliances	10.00	10.00	3.33	5.27	
	CAADP-based policy and institutional review	10.00	7.11	3.33	7.21	
Enhancing investment finance in agriculture	Public expenditure on agriculture	10.00	3.91	10.00	3.61	5.11
	Foreign private sector investment in agriculture	-	-	-	-	
	Domestic private sector investment in agriculture	-	-	-	-	
	Access to finance	10.00	5.81	3.33	4.00	
Ending Hunger in Africa by 2025	Access to agricultural inputs and technologies	8.25	5.03	5.53	3.94	3.80
	Doubling agricultural productivity	3.00	2.70	1.00	2.78	
	Post-harvest losses (reduce by 50%)	3.00	8.92	1.00	1.60	
	Social protection (target: 100%)	10.00	9.06	10.00	7.05	
	Food security and nutrition	3.00	2.35	1.00	2.51	
	Food safety	3.00	2.54	-	-	
Reducing poverty by half, by 2025, through inclusive agricultural growth and transformation	Agriculture GDP and poverty reduction	4.75	0.35	3.25	4.02	3.42
	Inclusive PPPs for commodity value chains	3.00	6.0	1.00	10.00	
	Youth jobs in agriculture (target: 30%)	3.00	2.05	1.00	0.00	
	Women participation in agri-business	5.00	0.00	3.00	0.00	
Boosting intra-African trade in agricultural commodities and services	Boosting intra-African trade in agriculture commodities and services	3.00	1.34	1.00	0.00	3.33
	Intra-African trade policies and institutional conditions	3.00	7.93	1.00	2.25	
Enhancing resilience of livelihoods and production systems to climate variability and other related risks	Resilience to climate-related risks	4.00	8.05	2.00	3.96	7.00
	Investment in resilience building	10.00	6.73	10.00	6.67	
Strengthening mutual accountability to actions and results	Country capacity for evidence-based planning, implementation & M&E	3.00	0.00	1.00	0.00	7.11
	Peer review and mutual accountability	10.00	10.00	3.33	9.72	
	Biennial agriculture review process	10.00	9.83	10.00	9.71	

**Source:** Authors' calculations based on country BR scores (2018 and 2020). **Legend:** □ not on track ■ on track

**Commitment 4:** The country is not on track in three of the four performance areas. For example, the proportion of women in agribusiness with access to financial services is low and youth access to jobs in agricultural value chains is also low (less than the target of 30 percent). Women and youth continue to be disadvantaged in agriculture due to limited access to financial services, markets, ownership, and control over productive assets. The government has established several schemes in the past years to address the issues of financing among the youth and women, such as the Agricultural Credit Facility (ACF), agriculture insurance, and Youth Livelihood Fund, among others. There is need to assess how such schemes can be made more effective either through scaling up or through increasing their efficiency.

**Commitment 5:** Uganda is on track in putting in place policies and institutional conditions that favor intra-African trade. However, the country was not on track in meeting the target to triple intra-African trade. Apart from the need for enabling policies, the primary barrier to Uganda's trade with its regional partners has been identified to be poor physical infrastructure in terms of quality, maintenance, and connectivity within the region.

**Commitment 6:** The country is on track to meeting the target for enhancing resilience to climate change, but there are still gaps in investments toward resilience building. There is need to increase investments in climate resilience building because the agricultural sector is highly vulnerable to shocks, especially to climate change related shocks. The country has experienced increased occurrence of adverse weather patterns, such as prolonged drought in the north, landslides in the east, and devastating floods. The country has put in place some strategic frameworks to address climate change issues, including the 2017 Strategic Program for Climate Resilience (SPCR)—a national framework for addressing climate change challenges that impact on the national economy, including resilience building. At sector level, the Agriculture Sector Strategic Plan (ASSP) has a Climate Smart Agriculture (CSA) Program (2015-2025) aimed at building resilience of agricultural farming systems for enhanced food security and nutrition.

**Commitment 7:** Uganda is on track in undertaking peer review and mutual accountability, especially through the Joint Agriculture Sector Annual Review (JASAR). The country, however, faces some challenges in achieving adequate capacity for evidence-based planning, implementation, and monitoring and evaluation. These challenges also affect the capability for strengthening mutual accountability processes, including undertaking rigorous and timely BR processes.

### 3. Challenges and Lessons Learned from the Second BR

The following are the key lessons learned from the second BR process in Uganda:

1. Centralized training of BR team and backstopping in BR preparation was important for the success of the process in the country.
2. Political and institutional support improved data collection.
3. Ownership of the Malabo commitments in Uganda strengthened country data collection systems.

### 4. The Recommendations for Ensuring Achievement of Malabo Commitments by 2025

Based on the BR findings and the challenges identified, some recommendations are provided to stimulate actions for addressing the challenges and accelerating agriculture transformation in Uganda. These recommendations are as follows:



1. **Strengthen capacity for agricultural planning and program delivery.** To improve on recommitment to CAADP processes, the agricultural sector needs more investments in technical and financial capacities that will help strengthen capacity for policy analysis, program design, and implementation.
2. **Increase government expenditure on agriculture.** The government should continue to increase public expenditure on agriculture to boost productivity and production, particularly by allocating more resources to priority areas identified in the ASSP. Given the challenge of lack of complete information on private sector investment portfolio, there is need for investments (technical and financial) to strengthen systematic data collection and management to help generate information on private sector investments and contributions to agriculture.
3. **Fight hunger by boosting agricultural productivity and food security.** Uganda needs to strengthen and scale up existing initiatives which increase access to inputs and technologies for smallholder farmers in order to increase agricultural productivity. Initiatives which promote increased adoption of improved technologies and high-quality inputs for increased productivity should be prioritized. Increased agricultural production, especially among smallholder farmers will contribute to improving food security and nutrition and reducing poverty. The country needs to invest more in the implementation of food security and nutrition programs to deal with the high and stagnant levels of malnutrition, especially among children under five years of age.
4. **Expand women and youth engagement in profitable agribusiness.** The country should invest in more interventions to expand women and youth engagement in profitable agribusiness. Access to finance is a major challenge facing women and youth as they engage more in agribusiness. Uganda should build on from past and present initiatives and work with the private sector to promote innovative and inclusive finance policies and delivery models to increase access to finance. This is in line with the Agro-industrialization Programme for which one of its key objectives is to increase access to finance and insurance in the agricultural sector.
5. **Boost intra-African trade in agricultural commodities and services.** The government should continue to put in place conducive policies and regulations to boost agricultural trade taking advantage of regional (East African Community) and continental initiatives and instruments. The country should also continue to invest more in infrastructure to facilitate regional trade in partnership with other stakeholders (private sector and development partners).
6. **Invest more in building resilience and reducing vulnerabilities to shocks.** With increasing vulnerabilities of agricultural systems to climate change related shocks, the government should improve and expand implementation of interventions to build and strengthen resilience of agricultural production systems and livelihoods in line with the Uganda 2017 Strategic Program for Climate Resilience (SPCR), the Agriculture Sector Strategic Plan (ASSP) and Climate Smart Agriculture (CSA) Program (2015-2025).
7. **Advance mutual accountability in the agricultural sector.** This will require increased government and stakeholders' investments and initiatives to strengthen government capacity in data collection, analysis, and reporting that will feed into timely and high-quality sector reviews and BR processes.

## 5. References

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