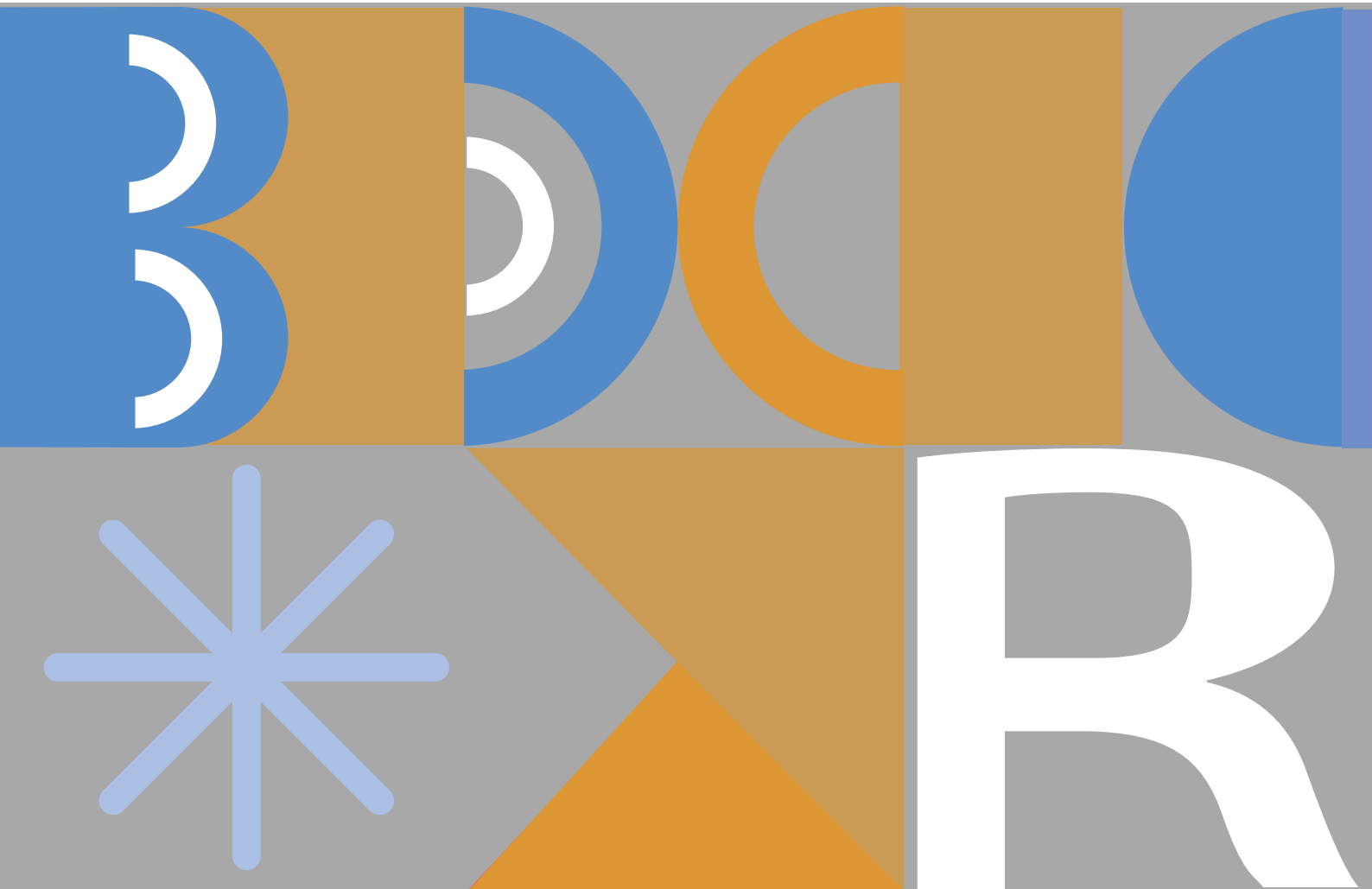


**2019 CAADP**  
**BIENNIAL REVIEW**  
**BRIEF**  
**KENYA**



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

# Africa Agriculture Transformation Scorecard: Performance and Lessons

## 2019 CAADP Biennial Review Brief: Kenya

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This brief was prepared by Kenya's Ministry of Agriculture, Livestock, Fisheries and Cooperatives with technical support from the Regional Strategic Analysis and Knowledge Support System for East and Central Africa (ReSAKSS-ECA) and the Alliance for a Green Revolution in Africa (AGRA).

### Recommended Citation

Love, J., Guthiga, P., Karugia, J., and Adama, D. 2021. Africa Agriculture Transformation Scorecard: Performance and Lessons. 2019 CAADP Biennial Review Brief: Kenya. Regional Strategic Analysis and Knowledge Support System (ReSAKSS). AKADEMIYA2063.

### 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).

**AKADEMIYA2063** receives funding from the Bill & Melinda Gates Foundation (BMGF) and the United States Agency for International Development (USAID) through the Feed the Future Policy LINK program under the Cooperative Agreement 7200AA19CA00019. The views expressed in this publication do not necessarily reflect the views of the BMGF, USAID, or the US Government.

This publication has not been independently peer reviewed. Any opinions expressed here belong to the author(s) and are not necessarily representative of or endorsed by AKADEMIYA2063.

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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 Kenya's performance in the second BR and assesses challenges faced and lessons learned by the country during the review. The brief also reviews policy and programmatic changes in Kenya which can be attributed to the first (2017) and second BRs and concludes by highlighting required policy actions for Kenya to meet the Malabo commitments by 2025.

## 2. Progress in Achieving the Malabo Commitments

The benchmark (minimum score for a country to be on track in implementing the Malabo Declaration commitments) for the second BR was 6.66 out of 10 (AUC, 2020). The overall BR score for Kenya was 4.88 against a target of 6.66, indicating that the country is not on track to meet the Malabo commitments by 2025. Kenya's low score is due to the fact that the country did not perform well in many of the thematic areas.

As summarized in Table 1, Kenya was not on track in six of the seven commitments. The country was only on track for theme 5 on boosting intra-African trade. However, within some thematic areas which were not on track, there are some sub-thematic areas which showed progress and were rated to be on track.

Under theme 1 (recommitment to CAADP), the results show good performance on CAADP-based partnerships and alliances. The country had functioning multisectoral and multi-stakeholder coordination platforms supporting implementation of the national agriculture investment plan (NAIP). An Inter-ministerial Coordinating Committee (IMCC) supported by the sector working group provides leadership for agriculture policy and strategy development, implementation and monitoring. At county level, the Council of Governors Agriculture Committee (COG-AC) is the highest level of governance assisted by the County Executive Committee Member (CECM) and Caucus of County Ministers of Agriculture and Chief Officers Caucus (COC). The intergovernmental forum for agriculture is also a multi-stakeholder forum for government-donor engagement.

Kenya also registered significant progress under theme 3 (ending hunger by 2025) in areas of boosting agricultural productivity and increased national investments in social protection to address the needs of vulnerable groups. The country also achieved reduction of the domestic food price volatility index to 2.2 percent against a target of 7.5 percent by the year 2025 and increased the size of irrigated areas by 383.3 percent, from its value in 2000 against a target of 100 percent from 2015-2025. Furthermore, the country reduced the prevalence of wasting among children under 5 years old to 4 percent against a target of 5 percent. The other area of good performance pertains to the establishment of policies and institutional conditions to boost intra-African trade (theme 5).

Yet Table 1 shows that Kenya is not on track in many thematic areas. These are discussed below with the intention of identifying possible actions needed to address the key challenges.



**Table 1: Kenya summary of BR scores by sub-theme**

Theme	Sub-theme	2019 benchmark	2019 Score	2017 benchmark	2017 Score	2019 Regional Average (EAC)
1 re-commitment to principles and values of the CAADP process	Country CAADP processes	10.00	8.57	3.33	10.00	9.05
	CAADP based cooperation, partnerships and alliances	10.00	10	3.33	5.07	
	CAADP based policy and institutional review	10.00	8.89	3.33	7.67	
2 enhancing investment finance in agriculture	Public expenditure on agriculture (target: 10%)	10.00	4.98	10.00	10.00	5.11
	Foreign private sector investment in agriculture			-	-	
	Domestic private sector investment in agriculture	-	-	-	-	
	Access to finance	10.00	8.93	3.33	8.30	
3 ending Hunger in Africa by 2025	Access to agricultural inputs and technologies	8.25	4.93	5.53	5.43	3.80
	Doubling agricultural productivity	3.00	3.75	1.00	1.00	
	Post-harvest losses (reduce by 50%)	3.00	0.02	1.00	0.00	
	Social protection (target: 100%)	10.00	10.00	10.00	8.89	
	Food security and nutrition	3.00	2.63	1.00	1.67	
	Food safety	3.00	2.92	Not tracked	Not tracked	
4 reducing poverty by half, by 2025, through inclusive agricultural growth and transformation	Agriculture GDP and poverty reduction	4.75	1.50	3.25	2.58	3.42
	Inclusive PPPs for commodity value chains	3.00	0.00	1.00	2.00	
	Youth jobs in agriculture (target: 30%)	3.00	0.00	1.00	0.00	
	Women participation in agri-business	5.00	0.00	3.00	0.00	
5 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	8.2	1.00	7.72	
6 enhancing resilience of livelihoods and production systems to climate variability and other related risks	Resilience to climate related risks	4.00	0.87	2.00	0.00	7.00
	Investment in resilience building	10.00	7.60	10.00	6.80	
7 strengthening mutual accountability to actions and results	Country capacity for evidence-based planning, implementation & M&E	3.00	0.00	1.00	10.00	7.11
	Peer review and mutual accountability	10.00	4.17	3.33	8.06	
	Biennial agriculture review process	10.00	9.79	10.00	9.70	



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

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

	BR1	BR2	Change	% change	Min. score for BR2	Status
CAADP Recommitment	7.58	8.60	+1.02	+13	10.00	Not on track
Agriculture Finance	4.73	6.95	+2.22	+47	10.00	Not on track
End Hunger by 2025	3.40	4.04	+0.64	+19	5.04	Not on track
Halve Poverty Through Agriculture	1.14	0.38	-0.76	-67	3.94	Not on track
Boost Intra-Africa Trade	3.86	4.77	+0.91	+24	3.00	On track
Enhance Resilience To Climate Change	3.40	4.23	+5.93	+24	7.00	Not on track
Mutual Accountability for Actions and Results	9.25	6.84	-2.42	-26	7.67	Not on track
All Commitments	4.77	5.82		+2	6.66	Not on track

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

Under thematic area 1 (recommitment to CAADP), there are still some challenges in operationalizing some CAADP processes at the country level, including addressing inadequate capacities for evidence-based policy and institutional review. Under thematic area 2 (enhancing investment finance in agriculture), the assessment shows that the level of public expenditure on agriculture is low (less than the CAADP target of 10 percent). The low agriculture spending contributes to the failure to meet expected productivity growth targets in agriculture. An institutional capacity assessment undertaken in 2019 also identified the challenge of inadequate alignment between sector priorities and plans with budgeting and expenditure frameworks. There are data gaps on domestic and foreign investments in agriculture due to lack of mutual accountability mechanisms on private sector investment in the sector and a disjointed framework for data gathering and compilation.

Regarding thematic area 3 on ending hunger by 2025, the second BR shows that there are challenges in access to agricultural inputs and technologies especially among smallholder farmers which limit progress in improving agricultural productivity and food security. There are also high post-harvest losses (estimated at 20 percent with up to 40-50 percent in fruits and vegetables)<sup>4</sup> which further reduce food availability and marketed surplus. These bring challenges in achieving food and nutrition security resulting in high levels of stunting, especially among children under the age of five.<sup>5</sup>

Under thematic area 4 (halving poverty through agriculture), the country is not on track in all four sub-thematic areas. For example, the proportion of women in agribusiness with access to financial services is low (12 percent against a target of 20 percent) and youth access to jobs in agricultural value chains is also low (less than the target of 30 percent). Despite the contribution of women to agriculture, they continue to be disadvantaged due to limited access to markets, financial services, ownership, and control over productive assets.<sup>6</sup>

<sup>4</sup> Mujuka, et al (2019). Returns to investment in post-harvest loss reduction technologies in Kenya

<sup>5</sup> Stunting estimated at 26 percent in 2014 (USAID, Kenya nutrition profile, 2020)

<sup>6</sup> <https://www.worldbank.org/en/country/kenya/publication/kenya-economic-update-transforming-agricultural-productivity-to-achieve-food-security-for-all>

While registering good progress in establishment of policies and institutional conditions to facilitate intra-African trade, the country needs more initiatives to boost intra-African trade (theme 5). On enhancing resilience to climate change (theme 6), the second BR shows that Kenya is also lagging behind on investing in resilience building and implementation of resilience building initiatives to deal with climate and other related shocks. The agriculture sector is highly vulnerable to climate change and other related shocks as it is predominantly rain-fed.

In terms of strengthening mutual accountability for actions and results (theme 7), the second BR shows that there are institutional capacity gaps in the sector that limit the drive towards evidence-based policies and programs. According to an institutional capacity assessment study conducted in 2019, the agriculture sector has significant institutional capacity gaps both at national and county levels to facilitate policy formulation and program implementation. There are also gaps in mutual accountability processes, including the BR process. Furthermore, there is lack of a sector-specific monitoring and evaluation (M&E) framework to track agriculture sector performance. The County Integrated Monitoring and Evaluation System and National Integrated Monitoring and Evaluation System framework are also not fully customized to track agriculture sector performance. There are also technical capacity and financial gaps to support M&E systems. The second BR also showed that joint sector reviews are not regularly undertaken to foster mutual accountability.

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

There was an improvement in the data reporting rate for Kenya during the second BR compared to the first BR. Support provided by the Bill & Melinda Gates Foundation to improve BR data in Kenya resulted in improvements in the data reporting rate and quality of data reported (Benin et al. 2020). The capacity strengthening activities conducted in Kenya seem to have helped to achieve a better performance. Kenya recorded an improvement of 3.8 points in the data reporting rate, –(Benin et al. 2020). With respect to the quality of data reported, measured as the percent of the data reported that have issues in 2020, Kenya was ranked among the countries with the least issues.

There was a notable improvement in the rate and timeliness of reporting in the second BR compared to the first BR. During the second BR, Kenya submitted the BR report within the agreed timelines.

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

Kenya has witnessed several policy and programmatic changes following the first and second BRs. Key among these are the completion of the new strategy (Agriculture Strategy Transformation and Growth Strategy (ASTGS 2019-2029) and NAIP (2019-2023).



Aimed at boosting intra-African trade, Kenya ratified the African Continental Free Trade (AfCFTA) treaty. Additionally, the country through the Kenya Livestock Insurance Program insured 90,060 and 110,000 beef cattle against adverse effects of drought during the 2017/18 and 2018/19, respectively. During the two years, the National Dairy Value Chain Development Project procured and installed 350 milk coolers to mitigate against post-harvest losses of milk. In addition, the Smallholder Dairy Commercialization Programme (SDCP) procured 47 bulk milk coolers. These milk coolers were distributed to milk aggregation centers such as farmers' cooperative societies and marketing groups in milk producing areas of the country. The country has witnessed reduced post-harvest losses of milk in the program areas.

Kenya through the Ministry of Agriculture Livestock Fisheries and Cooperatives has invested in resilience building programs in the Pastoral and Agro-pastoral Livelihood zones. Some of these programs include the Regional Pastoral Livelihoods Programme (Kenya component), the Drought Resilience Sustainability Initiative, and the Kenya Climate Smart Agriculture Programme (KCSAP).

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

Based on the second BR which indicates many thematic and sub-thematic areas that are not on track, some action areas are highlighted as follows to guide stakeholder attention toward meeting the Malabo commitments:

1. **Strengthen capacity for agriculture planning and program delivery.** To improve on the CAADP processes, the agriculture sector needs more investments in technical and financial capacities which will strengthen policy analysis, program design, and implementation.
2. **Enhance public expenditure and private sector investment in agriculture.** The Kenyan government should continue to increase public spending on agriculture to boost productivity and production, by allocating more resources to improving research, mechanization, and value addition. Kenya should consider reviewing the public sector budgeting process to align it with sector priorities, plans, and frameworks. Given the lack of complete information on private sector investments, there is need for coordination and collaboration between government and the private sector through the Country Agribusiness Partnership Framework for systematic data collection to generate information on private sector investments and opportunities in agriculture.
3. **Boost agricultural productivity and food security.** Kenya needs more initiatives and investments to promote increased access to inputs and technologies for smallholder farmers which, in turn, can contribute to increase agricultural productivity.
4. **Promote women and youth engagement in profitable agribusiness.** The country should invest in more interventions which promote increased engagement of women and youth in profitable agribusiness. This would include collaborating with the private sector to promote innovative and inclusive finance policies and delivery models to increase access to finance.





5. **Enhancing resilience of livelihoods and production systems to climate variability and other related risks.** This can be done through an effective implementation of the Climate Smart Agriculture strategy (2017-2026) to address climate vulnerability challenges and to help build a resilient and sustainable agriculture sector.
6. **Advance mutual accountability in the agriculture sector.** The government needs to invest more in building the capacity of monitoring and evaluation systems for improved data collection, analysis, and reporting and to conduct timely and high-quality sector reviews for BR processes. There should also be initiatives to improve national capacity for policy analysis by building a cadre of well-trained policy analysts within relevant government agencies and to strengthen their links to a network of policy analysts in national research organizations and elsewhere.

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