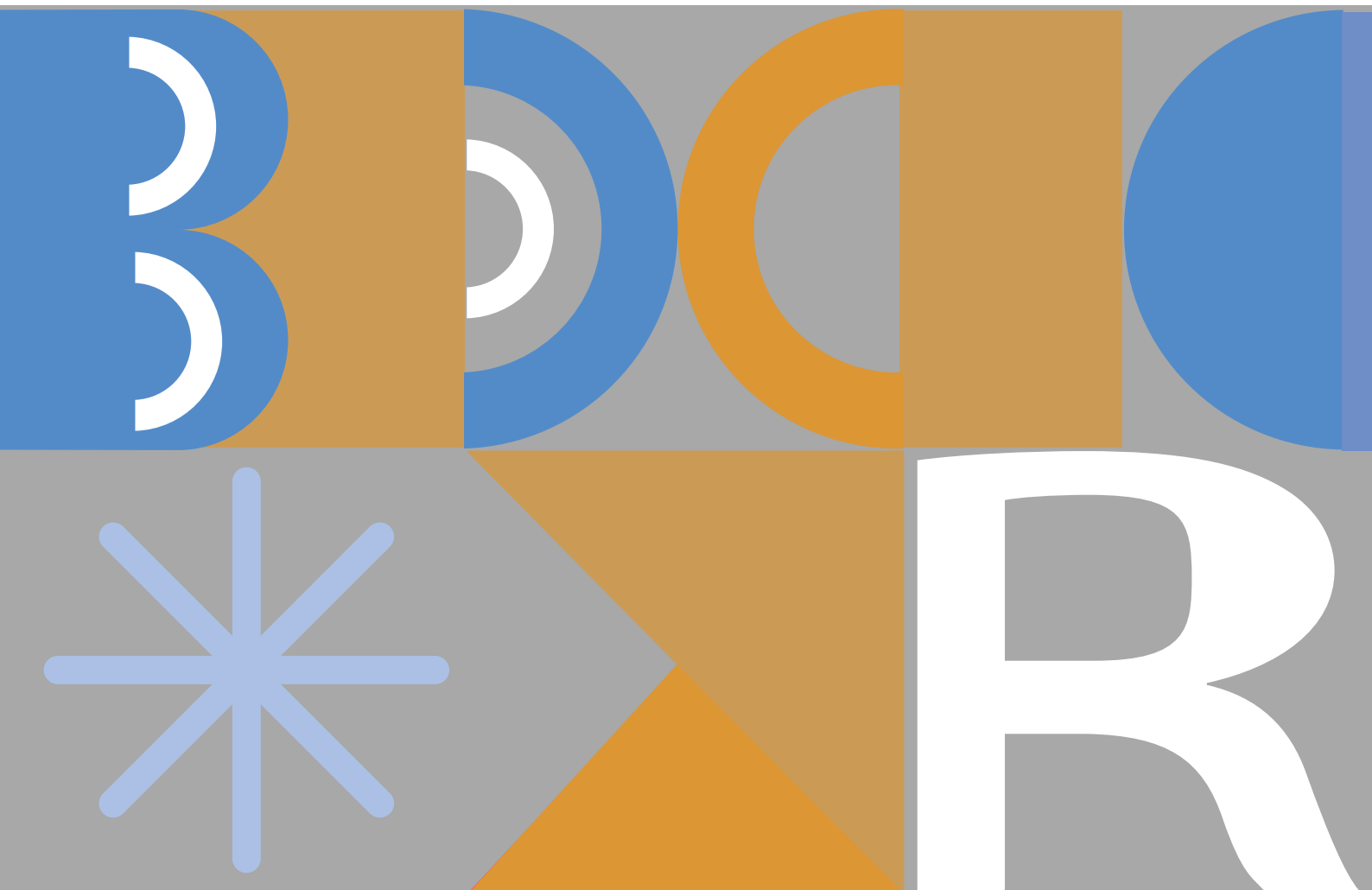


**2021 CAADP**  
**BIENNIAL REVIEW**  
**BRIEF**  
**KENYA**



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

# Africa Agriculture Transformation Scorecard: Performance and Lessons

## 2021 CAADP Biennial Review Brief: Kenya

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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 Comprehensive African Agricultural Development Programme (CAADP) is Africa's policy framework for agricultural transformation, wealth creation, food security and nutrition, economic growth, and prosperity for all. CAADP's specific objective is to effectively undertake country-driven agricultural development strategies and programs necessary to achieve a minimum of 6 percent annual growth in agricultural GDP. A key policy target under CAADP is that governments invest at least 10 percent of their national budgets in the agriculture sector. The CAADP framework was endorsed by the African Union (AU) in June 2003 in Maputo, Mozambique and consolidated as the Maputo Declaration (NEPAD 2003). The Republic of Kenya is a signatory to the Declaration.

Ten years after adopting the CAADP framework, at the 23rd Ordinary Session of the Africa Union Assembly in 2014 in Equatorial Guinea, African Heads of State and Government recommitted themselves to the CAADP vision by adopting the Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods (AUC 2014). The Malabo Declaration outlines the vision of Africa's leaders for accelerating agricultural growth and transformation on the continent between 2015 and 2025. This transformation is to be achieved through the pursuit of seven broad commitments:

1. Upholding the principles and values of 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 resilience of livelihoods and production systems to climate variability and related risks, and
7. Ensuring mutual accountability for actions and results by conducting a Biennial Review (BR) continent-wide to monitor progress in achieving the seven Malabo Declaration commitments.

As part of fulfilling the seventh commitment on mutual accountability, the third BR report and the associated Africa Agriculture Transformation Scorecard were launched at the 35<sup>th</sup> African Union (AU) Summit in February 2022 (AUC 2021). This brief draws on that report to summarize the performance of the nation of Kenya in pursuit of the seven Malabo Declaration commitments and assesses the challenges faced and the lessons learned by the country. The brief also reviews policy and programmatic changes in Kenya induced by the inaugural BR of 2017 (AUC 2018), the second BR of 2019 (AUC 2020), and the most recent BR. The final section of the brief highlights policy actions Kenya must take for it to meet its Malabo Declaration commitments by 2025.

## 2. Progress by Kenya in Achieving the Malabo Commitments

Table 1 documents Kenya's performance under the seven Malabo Declaration commitment themes in the third BR compared to the first and second BRs cycles, while Table 2 documents its performance on the 24 commitment sub-themes. Both tables also compare Kenya's performance to that of the East African Community (EAC) region as a whole, of which Kenya is a partner state.<sup>1</sup>

<sup>1</sup> At the time the third BR report was being prepared, EAC was comprised of six partner states—the Republic of Burundi, the Republic of Kenya, the Republic of Rwanda, the Republic of South Sudan, the United Republic of Tanzania, and the Republic of Uganda. Subsequently, the Democratic Republic of Congo joined the regional grouping in July 2022 as a seventh partner state.



**Table 1: Kenya Biennial Review scores, by the seven Malabo Declaration commitment themes**

| Malabo commitment themes            | First BR benchmarks | Kenya, first BR, 2017 | Second BR benchmarks | Kenya, second BR, 2019 | Third BR benchmarks | Kenya, third BR, 2021 | EAC region, third BR |
|-------------------------------------|---------------------|-----------------------|----------------------|------------------------|---------------------|-----------------------|----------------------|
| 1) Re-commitment to CAADP           | 3.30                | 7.58                  | 10.00                | 9.15                   | 10.00               | 8.30                  | 8.06                 |
| 2) Enhancing finance in agriculture | 6.67                | 4.73                  | 10.00                | 6.95                   | 7.50                | 4.48                  | 6.72                 |
| 3) Ending hunger by 2025            | 3.71                | 3.40                  | 5.07                 | 4.04                   | 6.32                | 6.40                  | 4.82                 |
| 4) Halving poverty by 2025          | 2.06                | 1.14                  | 3.94                 | 0.38                   | 5.81                | 5.00                  | 3.06                 |
| 5) Boosting intra-African trade     | 1.00                | 3.86                  | 3.00                 | 4.77                   | 5.00                | 2.79                  | 3.40                 |
| 6) Resilience to climate risks      | 6.00                | 3.40                  | 7.00                 | 4.23                   | 8.00                | 6.26                  | 5.82                 |
| 7) Mutual accountability            | 4.78                | 9.25                  | 7.67                 | 4.65                   | 8.33                | 6.08                  | 6.79                 |
| Overall score                       | 3.94                | 4.77                  | 6.66                 | 4.88                   | 7.28                | 5.62                  | 5.52                 |

**Source:** Authors' calculations based on country scores from third Biennial Review (2021). Note: na = "not available."

**Note:** The scores which appear in ■ are "on-track" to meet the Malabo commitment by 2025. Commitment themes with scores which appear in □ are "not on-track". The overall score for the third BR in ■ shows that the country is "progressing well" with a score less than but at least half of the level of the benchmark.

In the first BR of 2017, Kenya achieved an overall average score of 4.77 against a benchmark score of 3.93. The benchmark score for each BR is the minimum score for a country to be considered on-track in implementing the Malabo Declaration commitments by 2025. As such, Kenya in 2017 was on-track to meet the Malabo commitments. However, in the second BR, the country achieved a score of 4.88 against a benchmark of 6.66. The country in 2019 was no longer on-track to meet the Malabo commitments. In the third BR, Kenya achieved an overall average score of 5.62. However, the benchmark score for the third BR had increased to 7.28, so Kenya remained not on-track to meet the Malabo commitments by 2025, even if some progress was made by Kenya towards selected commitments between the second and third BR rounds.

Despite not being on-track in the third BR, Kenya saw a 15 percent improvement in its overall score relative to the second BR and showed particularly good progress in four Malabo Declaration commitment themes—themes 1, 4, 6, and 7. Compared to the EAC region, Kenya on average performed better than the other EAC partner states. Most notably, Kenya was found to be on-track in the third BR in one thematic area—theme 3 on ending hunger by 2025. In contrast, the EAC region as a whole was found not to be on-track for any of the seven themes (Table 1).

At the sub-theme level, Kenya was found to be on-track in six out of the 24 performance areas assessed in the third BR of 2021 (Table 2). This performance is somewhat better than the four of 22 performance areas in which Kenya was assessed to be on-track in the second BR of 2019, but worse than the 11 of 21 performance areas in which Kenya was assessed to be on-track in the first BR of 2017.



**Table 2: Kenya Biennial Review scores, by the 24 Malabo Declaration commitment sub-themes**

| Malabo commitment subthemes   | First BR benchmarks | Kenya, first BR, 2017 | 2 <sup>nd</sup> BR benchmarks | Kenya, 2 <sup>nd</sup> BR, 2019 | Third BR benchmarks | Kenya, 3 <sup>rd</sup> BR, 2021 | EAC region, third BR |
|---|---------------------|-----------------------|-------------------------------|---------------------------------|---------------------|---------------------------------|----------------------|
| <b>Theme 1: Recommitment to principles and values of the CAADP process</b>  |                     |                       |                               |                                 |                     |                                 |                      |
| Country CAADP processes   | 3.33                | 10.00                 | 10.00                         | 8.57                            | 10.00               | 8.57                            | 8.31                 |
| CAADP based cooperation, partnerships, and alliances  | 3.33                | 5.07                  | 10.00                         | 10.00                           | 10.00               | 9.59                            | 8.13                 |
| CAADP based policy and institutional review   | 3.33                | 7.67                  | 10.00                         | 8.89                            | 10.00               | 6.74                            | 7.23                 |
| <b>Theme 2: Enhancing investment finance in agriculture</b>   |                     |                       |                               |                                 |                     |                                 |                      |
| Public expenditure on agriculture (target: 10% total govt. spending)  | 1.16                | 10.00                 | 10.00                         | 4.98                            | 10.00               | 5.13                            | 5.07                 |
| Foreign private sector investment in agriculture  | na                  | na                    | na                            | na                              | 5.00                | 1.41                            | 1.74                 |
| Domestic private sector investment in agriculture   | na                  | na                    | na                            | na                              | 5.00                | 2.50                            | 1.54                 |
| Access to finance   | 3.33                | 8.30                  | 10.00                         | 8.93                            | 10.00               | 8.90                            | 2.78                 |
| <b>Theme 3: Ending hunger in Africa by 2025</b>   |                     |                       |                               |                                 |                     |                                 |                      |
| Access to agricultural inputs and technologies  | 5.53                | 5.43                  | 8.25                          | 4.93                            | 7.92                | 3.88                            | 3.21                 |
| Doubling agricultural productivity  | 1.00                | 1.00                  | 3.00                          | 3.75                            | 5.00                | 7.60                            | 2.69                 |
| Post-harvest losses, reduce by 50%  | 1.00                | 0.00                  | 3.00                          | 0.02                            | 5.00                | 10.00                           | 3.03                 |
| Social protection (target: 100%)  | 10.00               | 8.89                  | 10.00                         | 10.00                           | 10.00               | 10.00                           | 5.13                 |
| Food security and nutrition   | 1.00                | 1.67                  | 3.00                          | 2.63                            | 5.00                | 3.22                            | 2.01                 |
| Food safety   | na                  | na                    | 3.00                          | 2.92                            | 5.00                | 3.69                            | 2.56                 |
| <b>Theme 4: Reducing poverty by half by 2025 through inclusive agricultural growth and transformation</b>                 |                     |                       |                               |                                 |                     |                                 |                      |
| Agriculture GDP and poverty reduction   | 3.25                | 2.58                  | 4.75                          | 1.50                            | 6.25                | 3.99                            | 2.12                 |
| Inclusive public-private partnerships for commodity value chains  | 1.00                | 2.00                  | 3.00                          | 0.00                            | 5.00                | 6.00                            | 4.18                 |
| Youth jobs in agriculture (target: 30%)   | 1.00                | 0.00                  | 3.00                          | 0.00                            | 5.00                | 10.00                           | 4.44                 |
| Women participation in agri-business  | 3.00                | 0.00                  | 5.00                          | 0.00                            | 7.00                | 0.01                            | 1.97                 |
| <b>Theme 5: Boosting intra-African trade in agricultural commodities and services</b>                                     |                     |                       |                               |                                 |                     |                                 |                      |
| Boosting intra-African trade in agri-culture commodities and services   | 1.00                | 0.00                  | 3.00                          | 1.34                            | 5.00                | 0.00                            | 0.55                 |
| Intra-African trade policies and institutional conditions   | 1.00                | 7.72                  | 3.00                          | 8.20                            | 5.00                | 5.58                            | 3.70                 |
| <b>Theme 6: Enhancing resilience of livelihoods and production systems to climate variability and other related risks</b> |                     |                       |                               |                                 |                     |                                 |                      |
| Resilience to climate related risks   | 2.00                | 0.00                  | 4.00                          | 0.87                            | 6.00                | 4.16                            | 5.58                 |
| Investment in resilience building   | 10.00               | 6.80                  | 10.00                         | 7.6                             | 10.00               | 8.35                            | 6.85                 |

| Malabo commitment subthemes   | First BR benchmarks | Kenya, first BR, 2017 | 2 <sup>nd</sup> BR benchmarks | Kenya, 2 <sup>nd</sup> BR, 2019 | Third BR benchmarks | Kenya, 3 <sup>rd</sup> BR, 2021 | EAC region, third BR |
|---|---------------------|-----------------------|-------------------------------|---------------------------------|---------------------|---------------------------------|----------------------|
| <b>Theme 7: Strengthening mutual accountability to actions and results</b>                  |                     |                       |                               |                                 |                     |                                 |                      |
| Country capacity for evidence-based planning, implementation, and monitoring and evaluation | 1.00                | 10.00                 | 3.00                          | 0.00                            | 5.00                | 0.00                            | 3.92                 |
| Peer review and mutual accountability   | 3.33                | 8.06                  | 10.00                         | 4.17                            | 10.00               | 8.33                            | 7.58                 |
| Biennial agriculture review process   | 10.00               | 9.70                  | 10.00                         | 9.79                            | 10.00               | 9.90                            | 8.27                 |

**Source:** Authors' calculations based on country scores from third Biennial Review (2021). Note: na = "not available."

**Note:** The scores which appear in   are "on-track" to meet the Malabo commitment by 2025. Commitment themes with scores which appear in   are "not on-track".

We now examine Kenya's progress on each of the seven Malabo commitments individually as indicated by the results of the third BR of 2021.

**1) Recommitment to the CAADP process:** Kenya was not on-track in 2021 for completion by 2025 of all the country CAADP processes or achievement of the desired level of CAADP-based cooperation, partnerships, and alliances in its operations. It also fell short on CAADP-based policy and institutional reviews. However, the country was found to be progressing well in attaining the three sub-themes under this commitment area. Moreover, the country realized a better overall score for this commitment theme (8.30) than did the EAC region as a whole (8.06).

Relative to the other EAC partner states, Kenya's performance across the CAADP related sub-themes is weakest for that on CAADP based policy and institutional reviews. The process of domesticating the Malabo commitments requires each country to have developed and implemented a monitoring and evaluation system to collect data and track the implementation and performance of programs to achieve the commitments. However, Kenya's agriculture sector monitoring and evaluation framework is yet to be completed and operationalized.

**2) Enhancing investment finance in agriculture:** Kenya in 2021 was not on-track to achieve by 2025 the desired level of financing in agriculture. For this commitment theme, the country attained a score of 4.48 compared to the benchmark of 7.50. Kenya also performed more poorly than the EAC region as a whole—the EAC regional score under the third BR for this theme was 6.72. Moreover, on the specific CAADP target of committing at least 10 percent of total government expenditure to agriculture, the third BR found that only 5.13 percent of Kenya's public budget was directed to agriculture—commendable, but well short of the target. However, it is important to note that the country is progressing well, if still falling short of the benchmark, on the sub-theme of access to finance.

Unfortunately, the tracking of both domestic and foreign private sector investments in agriculture in Kenya is not yet robust enough to capture all the required data, resulting in information gaps and likely underestimations of the contribution of these investments to agricultural sector development in the country. These information deficiencies in part explain the continued poor performance of Kenya on these two sub-themes in the third BR.

**3) Ending hunger by 2025:** Kenya has made good progress towards the Malabo goal of ending hunger since the inaugural BR of 2017. The country was found in the third BR to be on-track to achieve this commitment by 2025—the only country continent-wide found to be on-track in achieving this goal. The country improved its performance on the commitment from a score of 3.40 attained in the first BR of 2017 to 6.40 in 2021.



However, across the six sub-themes under this performance area, access to agricultural inputs and technologies remains a big challenge for Kenya's farmers, especially limiting the agricultural productivity and food security of smallholder farmers. However, Kenya attained a higher score in this performance area (3.88) than did the EAC partner states as a whole (average score of 3.21). A similar pattern of sub-benchmark performance but higher than the regional EAC average was also found for Kenya in the third BR for two of the other sub-themes under this commitment—those on food security and nutrition and on food safety.

**4) Halving poverty through agriculture:** The country is not on-track to reduce poverty by half by the year 2025 through inclusive agricultural growth and transformation. Kenya is not making sufficient progress for the two sub-themes on agriculture GDP growth and poverty reduction and on women participation in agri-business. However, agricultural GDP growth, while deficient relative to the benchmark, is progressing well. In contrast, improved access for Kenyan women to business inputs, including finance and advisory services, remains a substantial challenge.

**5) Boosting intra-African trade in agriculture commodities:** Kenya is not on-track to achieve by 2025 the Malabo goal of boosting intra-African trade in agricultural commodities and services. The country attained an overall third BR score for this commitment of 2.79 against a benchmark of 5.00. This was a decline compared to its second BR score in 2019, which found the country then to be on-track for this trade commitment. At the sub-theme level, in the third BR Kenya scored zero in boosting intra-African trade in agriculture commodities and services. The poor performance on this sub-theme strongly contributed to the decline in Kenya's performance on this commitment overall. In contrast, the country was on-track in establishing trade policies and institutional conditions conducive to increased intra-African trade.

**6) Enhancing resilience to climate variability:** Kenya is not on-track to meet the target for enhancing resilience to climate change by 2025, but is progressing well towards meeting this goal. Due to changes in climate patterns, weather-related shocks to agricultural livelihoods are increasing in incidence across Kenya. Continuing investments in resilience building are needed to mitigate the high vulnerability of Kenya's agricultural sector to such shocks.

**7) Mutual accountability for actions and results:** The country is not on-track in undertaking peer review and mutual accountability within the agricultural sector. Kenya achieved in the third BR a lower score (6.08) on this commitment than that attained by the EAC region as a whole (6.79). This deficiency is attributed to the lack of a national agricultural sector-specific monitoring and evaluation framework to track sector performance. The broader integrated monitoring and evaluation system of the government of Kenya and the framework guiding its design are not sufficiently customized to track agriculture sector performance. There are also significant technical capacity and financial gaps in the support provided to both the agricultural and government-wide monitoring and evaluation systems in Kenya.

### 3. Challenges and Lessons Learned from the Third Biennial Review Process for Kenya

With regards to the process in Kenya of compiling, analyzing, and reporting the data for the third BR, there was a notable improvement compared to the first and second BRs. Centralized training of the Kenya team for the third BR and backstopping their efforts with technical support from the EAC Secretariat, the African Union Commission, AKADEMIYA2063, the Regional Strategic Analysis and Knowledge Support System



(ReSAKSS), the Alliance for a Green Revolution in Africa (AGRA), and the Food and Agriculture Organization of the United Nations (FAO) were important for the success of the third BR process in the country.

Several training sessions with experts followed by rounds of data review and cleaning enhanced the quality of the third BR data for Kenya. The introduction of the online BR portal during the second BR round helped improve the compilation rate and the checking and processing of the data in Kenya. In the third round of the BR, the online system was further enhanced to reduce many common data entry errors—unintended zeros, wrong measurement units, and implausible ratios and percentages, among others. This was done by placing in the third BR database for Kenya logical restrictions on the type and quality of data entered for specific variables.

A notable improvement in the rate and timeliness of reporting from Kenya for the third BR report was observed relative to the reporting performance of Kenya for the first BR. (Similar timely reporting by Kenya was observed also in the second BR round.) This continuing improvement can be attributed in part to the technical support provided by Kenya's partners under the third BR process to the members of the data clusters responsible for gathering the primary data for Kenya from which the third BR report was developed.

## 4. Policy and Programmatic Changes in Kenya following the First, Second and Third Biennial Reviews

Kenya reported making several policy, procedural, and investment changes in its agricultural sector partly in response to the results of the first two BR rounds. The third BR similarly lent evidence to advance agriculture policy reforms in the country. Among the policy and programmatic changes reported are:

- Operationalizing the Agriculture Transformation Office to coordinate the implementation of the Agriculture Sector Transformation and Growth Strategy.
- Several agriculture policies or regulations have recently been formulated and approved. In 2020, the Fiber Crops Bill and the Tea Act were developed. That same year, Kenya also reviewed the Sessional Paper from 2008 on Livestock Policy in order to develop a Sessional Paper on Veterinary Policy. More recently in 2021 and 2022, Kenya finalized the Agriculture Mechanization Policy Bill and Regulations; the Irrigation Policy; the National Agriculture Research System Policy; the National Agriculture Insurance Policy; the Plant Protection Bill and Regulations, the Plant Protection Biological Agents Regulations; the Plant Protection Import and Export Regulations; the Agriculture Soil Management Policy; the Food Crops Industry Bill; the Horticulture Crop Development Bill, and the Coffee Bill. The country in late-2022 was in the process of formulating the National Livestock Bill and the National Agriculture Marketing Strategy.
- The full roll out by Kenya of the Integrated Customs Management System at all major airports in the country in 2021 contributed to substantial improvement in intra-African trade policies and institutional conditions. Earlier in 2017, the establishment of the Regional Electronic Cargo Tracking System and continuing expansion in numbers of cargo scanners at entry and exit points on Kenya's borders also enhanced trading conditions.



- To address the impacts of the COVID19 pandemic, the Government of Kenya established social protection programs to enhance food security. These include school feeding programs, support to orphans and vulnerable children (OVC), the Hunger Safety Net Program, social protection funds for persons with severe disabilities, social protection funds for older persons, and the Kenya Livestock Insurance Program. In addition, the Government offered support to vulnerable households, especially in urban areas, whose livelihoods were severely disrupted by the COVID19 pandemic.

## 5. Recommendations for Ensuring Kenya's Achievement of the Malabo Commitments by 2025

The third BR indicates that Kenya will not achieve by 2025 six of the seven Malabo commitments or many of their sub-themes. The principal exception to this disappointing pattern is the strong on-track progress made on ending hunger by 2025, the third Malabo commitment. The following issues are drawn from the third BR results and are highlighted to guide stakeholder attention so that the country can meet the six other Malabo commitments by 2025:

- Strengthen capacity for agriculture planning and program delivery. To improve on the CAADP processes, the agriculture sector in Kenya needs more investments in technical capacity and greater financial support to strengthen policy analysis, program design, and implementation. The design of the agriculture sector monitoring and evaluation framework should be completed and implemented.
- Enhance public expenditure and private sector investment in agriculture. The Kenyan government should continue to increase public spending on agriculture to boost production. Specifically, this can be done by allocating more resources to improving agricultural research, expanding agricultural mechanization, and extending value addition activities. Agricultural stakeholders in Kenya should review the public sector budgeting process to align agricultural sector priorities, plans, and frameworks with that process. In addition, the lack of information on private sector investments in agriculture in Kenya poses an important barrier to effective strategic sectoral planning. There is need for coordination and collaboration between the Kenyan government and the private sector for systematic data collection on private sector investments and on investment opportunities in agriculture. This can be done through an active Country Agribusiness Partnership Framework.
- Boost agriculture productivity and food security. The supply of high-quality agricultural inputs remains indispensable in achieving increased productivity for more resilient food systems across Kenya. Enabling policies and legal frameworks to regulate input supply should be established so that farmers are assured that they are using appropriate high-quality inputs in their farming. Smallholders in Kenya will realize higher levels of productivity from expanded agricultural research and enhanced public and private investments in input supply to improve their access to inputs and high-yield technologies.
- Promote women and youth engagement in profitable agribusiness. Such efforts would include collaborating with the private sector to promote innovative



and inclusive finance policies and delivery models to increase the access of entrepreneurial women and youth to the capital they require to establish and to operate agribusinesses.

- Boost trade in agriculture commodities and services within Africa, especially in the context of the African Continental Free Trade Area (AfCFTA). In August 2022, Kenya released its AfCFTA implementation Strategy for the period 2022 to 2027. The Strategy has the goal of consolidating, diversifying, and expanding exports to African markets with the aim of increasing real value-added in Kenya's manufacturing sector by 5 percent annually. Effective implementation of this strategy by Kenya would be critical to expanding trade in the EAC and more widely across Africa, enabling the continent to meet its goal of tripling intra-African trade flows by 2025.
- Improve and sustain investments in building climate-change resilience in livelihood and food systems across Kenya, with special attention to increasing the share of land under sustainable land and water management practices.
- 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 agricultural sector reviews in support of the BR process. 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 strengthening their links to networks of policy analysts in national research organizations and elsewhere. The ongoing designing of the agriculture sector monitoring and evaluation framework should be completed and implemented. In 2021, Kenya conducted an Agriculture Joint Sector Review (JSR), which should become an entrenched element in agricultural policy and program planning and review at national level and cascaded to the agricultural activities of county governments across the nation.

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