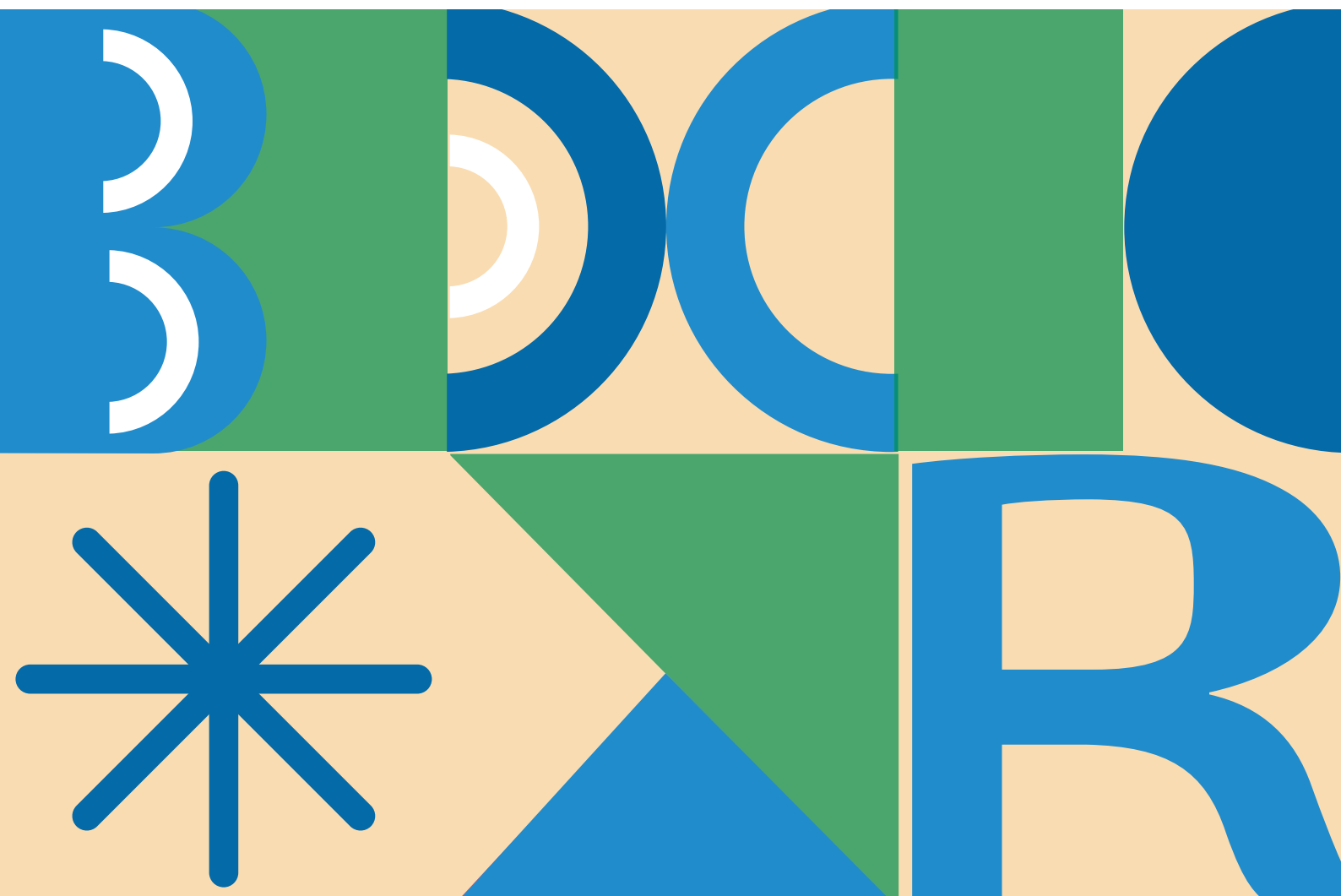


**2021 CAADP**  
**THIRD BIENNIAL**  
**REVIEW BRIEF**  
**SADC**



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

# Africa Agriculture Transformation Scorecard: Performance and Lessons

## 2021 CAADP Third Biennial Review Brief: Southern African Development Community (SADC)

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# 1. Introduction

The 2014 Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods (AUC 2014) outlines the vision of Africa's leaders for accelerating agricultural growth and transformation on the continent between 2015 and 2025 through the pursuit of seven broad commitments:

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 resilience of livelihoods and production systems to climate variability and related risks, and
7. Ensuring mutual accountability for actions and results to achieve the seven Malabo Declaration commitments.

As a key activity under the seventh commitment on mutual accountability, a continent-wide Biennial Review (BR) is done to monitor progress in achieving the seven commitments. The report on the third BR of 2021 and the associated Africa Agriculture Transformation Scorecard were launched at the 35<sup>th</sup> African Union (AU) Summit in February 2022 (AUC 2021, Matchaya et al. 2021). This brief highlights the performance in making progress towards the Malabo Declaration commitments for the SADC region as a whole and the individual member states that make up SADC, as presented in the BR3 report, before identifying and analyzing some of the challenges faced in the region and lessons learned. The brief also reviews policy and programmatic changes in the SADC region induced by lessons from the inaugural BR1 of 2017 (AUC 2018), BR2 of 2019 (AUC 2020), as well as the most recent BR3 of 2021. The brief concludes by highlighting required policy actions for SADC countries to meet the Malabo Declaration commitment targets by 2025.

SADC comprises of 16 countries—Angola, Botswana, Comoros, Democratic Republic of Congo, Eswatini, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Tanzania, Zambia, and Zimbabwe.

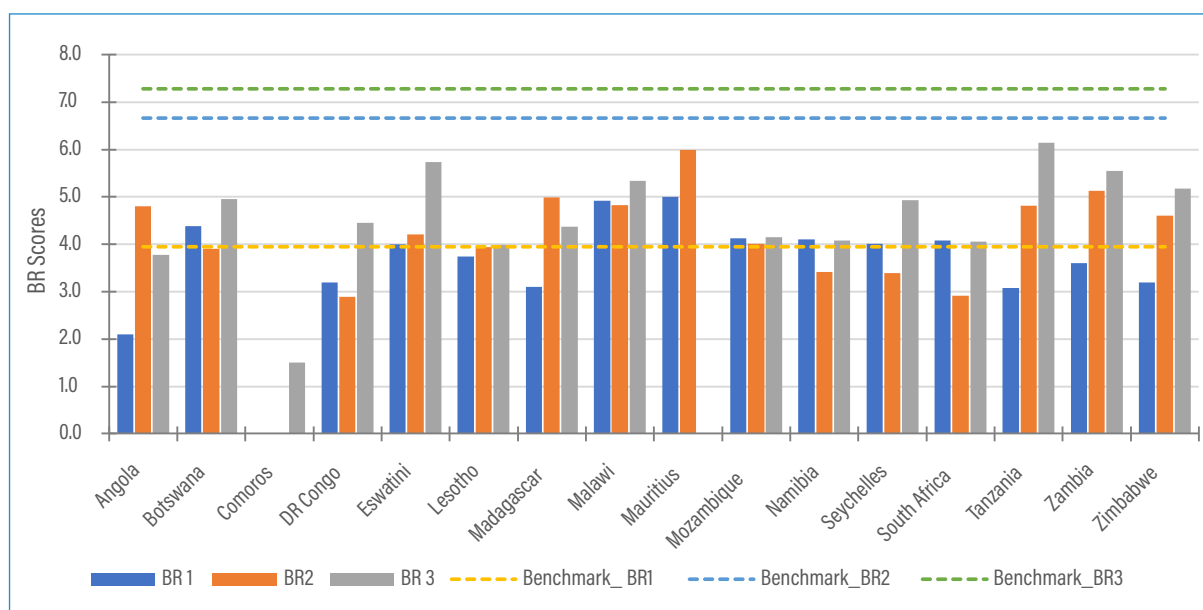
## 1. Progress in Achieving Commitments at Regional and Country Level

### Overall performance

With 15 out of its 16 member states reporting, SADC's participation in the BP3 process was outstanding—the only SADC country that did not report was Mauritius.



**Figure 1 : Overall Comprehensive Africa Agriculture Development Programme Biennial Review performance by SADC member states over the three Biennial Review cycles**



Source: AUC 2022

The results from the third BR presented in Figure 1 show that none of the countries in the SADC region is on track to achieve by 2025 the targets of the Malabo Declaration commitments. The aggregate benchmark score for BR3 used to judge whether a country is on track was 7.28, and none of the SADC member states reached this target. While the weak performance of the SADC countries might paint a grim picture of agriculture transformation in the region, performance recorded in the BR3 report varied significantly across the countries. The highest performing SADC member states were Tanzania, Eswatini, Zambia, and Malawi. Comoros, Angola, and Lesotho ranked lowest, all with scores falling under 4.0, far below the 7.28 BR3 benchmark. Thus, all SADC member states should accelerate their efforts towards the effective implementation of their National Agriculture Investment Plans (NAIP) if they and the SADC region as a whole are to meet the Malabo Declaration aspirations by 2025 or soon thereafter.

The performance of the SADC member states also was evaluated in the third BR report by zooming in on performance across the region for each of the seven Malabo Declaration commitments. This more detailed assessment was done to inform the SADC Secretariat as to the commitments for which specific interventions were needed to accelerate progress in their achievement in the region. The performance of the SADC region as a whole across the seven Malabo Declaration commitments is presented in Table 1.

**Table 1: Overall CAADP Biennial Review performance by SADC countries as a whole across the seven Malabo Declaration commitments over the three Biennial Review cycles.**

Malabo Declaration commitment	Biennial Review			Percentage change between BR2 and BR3	BR3 Benchmark	Status
	1 (2017)	2 (2019)	3 (2021)			
1. Commitment to CAADP principles	5.36	7.42	7.14	-3.78	10.00	Not on track
2. Enhance agricultural finance	3.97	4.22	4.15	-1.66	7.500	Not on track
3. End hunger by 2025	2.05	2.51	3.03	20.73	6.32	Not on track
4. Eradicate poverty through agriculture	2.36	1.29	2.14	65.53	5.81	Not on track
5. Boost intra-Africa trade	2.65	2.66	2.62	-1.39	5.00	Not on track
6. Enhance resilience to climate change	3.63	4.81	5.98	24.47	8.00	Not on track
7. Mutual accountability	5.59	7.04	6.74	-4.34	8.33	Not on track
Overall	3.77	4.25	4.54	6.80	7.28	Not on track

Source: AUC 2022. The overall benchmark score for BR1 was 3.94; for BR2, 6.66; and for BR3, 7.28. Red shading means not on track and deteriorating; yellow means not on track but improving between BR2 and BR3.

The overall score for the SADC region from the third BR is 4.54, a 7 percent increase from the score of 4.25 obtained in the BR2 process. This small increase for an already low overall score means that the SADC region remains “not on track” for achieving the Malabo Declaration commitments by 2025. The score falls well short of the benchmark score of 7.28 that needed to be met in the third BR process for the region to be considered as being on track in meeting the seven commitments.

Looking at performance by each commitment shows that some SADC member states made notable improvements from BR1 to BR2 (Matchaya et al., 2021) and from BR2 to BR3. The most significant positive change from BR2 to BR3 was on eradicating poverty through agriculture, which showed a 65 percent improvement in commitment. Good performance was also seen on the commitment to enhance resilience to climate change, which improved by almost 25 percent; and on the commitment to end hunger by 2025, which improved by 20 percent. While these improvements are important, they are not enough to help SADC achieve the targets set in each of these commitment areas by 2025.

More importantly, for the other four commitments, the BR3 found small declines in commitment since the BR2 was conducted two years earlier. Of particular concern is that both the commitment to increase agriculture finance and that to boost intra-Africa trade also showed weak performance for the SADC region in the BR1 and BR2. The commitment to mutual accountability in SADC shows a reversal—growing commitment was seen in SADC between BR1 and BR2, but this then waned somewhat between BR2 and BR3.

Again, SADC as a block is off track to achieve every commitment of the Malabo Declaration by 2025, even for the three commitments on which progress was seen between BR2 and BR3, as the respective scores for each commitment trail the required benchmarks. This poor regional performance in SADC across all commitments seen in BR3 is a cause for concern. Indeed, a retrogression from progress seen in the inaugural BR1 is apparent. In that 2017 review, the region was on track on four commitments—commitment to CAADP processes; halving poverty through agriculture; boosting intra-Africa trade; and mutual accountability. As the region is now off-track for all, it is imperative that the SADC member states recommit to all seven Malabo Declaration commitments. It is also imperative that SADC fast-tracks the alignment of both the SADC Regional Agricultural Investment Plan and the individual NAIPs of member states, improving agricultural data and monitoring and evaluation systems to aid evidence-based implementation of those plans.



**Table 2: Third CAADP Biennial Review performance for SADC countries, by Malabo Declaration commitment and country**

	Commit-ment to CAADP principles	Enhance agricul-tural finance	End hunger by 2025	Eradicate poverty through agric.	Boost intra-African trade	Enhance resilience to climate change	Mutual accountability	BR2 overall score	BR3 overall score	Change (%)	Progress
BR3 Benchmarks	10.00	7.50	6.32	5.81	5.00	8.00	8.33	6.66	7.28		
Angola	6.22	0.98	4.46	1.01	2.98	3.35	7.43	4.80	3.77	-21.3	Not on track
Botswana	7.42	6.67	2.80	0.67	5.06	3.37	8.66	3.90	4.95	26.8	Not on track
Comoros	6.19	0.68	0.00	0.00	1.25	0.00	2.38		1.50		Not on track
DR Congo	5.49	5.40	2.88	5.75	2.14	3.84	5.70	2.89	4.46	54.1	Not on track
Eswatini	5.58	8.54	3.97	5.02	2.96	5.85	8.23	4.21	5.73	36.3	Not on track
Lesotho	5.63	2.36	1.72	1.38	2.14	9.62	5.04	3.93	3.98	1.3	Not on track
Madagascar	7.49	4.05	2.65	1.00	2.53	7.12	5.77	4.99	4.37	-12.4	Not on track
Malawi	8.70	4.82	3.38	3.74	0.96	8.09	7.63	4.82	5.33	10.5	Not on track
Mauritius								5.98			
Mozambique	9.25	1.96	1.93	2.79	2.14	5.42	5.52	4.01	4.14	3.2	Not on track
Namibia	6.43	2.47	2.90	0.47	3.00	8.33	4.94	3.41	4.08	19.6	Not on track
Seychelles	2.89	8.87	3.43	1.05	1.83	8.33	8.06	3.39	4.92	45.2	Not on track
South Africa	6.02	3.32	3.94	0.36	2.94	3.33	8.42	2.92	4.05	38.8	Not on track
Tanzania	10.00	1.65	3.60	6.31	4.21	7.79	9.39	4.81	6.14	27.5	Not on track
Zambia	9.85	8.07	2.88	1.51	3.56	6.57	6.40	5.13	5.55	8.2	Not on track
Zimbabwe	10.00	2.45	4.97	0.97	1.59	8.76	7.45	4.60	5.17	12.3	Not on track

**Source:** AUC 2022. Green means on track; yellow means not on track but improving; and red means not on track and with a BR3 score that falls below 5.0, which is half of the final target score of 10.0 which countries must achieve by 2025.

In the inaugural BR, eight countries in SADC—Botswana, Eswatini, Malawi, Mauritius, Mozambique, Namibia, Seychelles, and South Africa—were on-track to meet the Malabo Declaration commitments by 2025 (Matchaya et al. 2018). In contrast, two years later in the BR2 report none of the SADC countries were found to be on track (Matchaya et al. 2021). This remains the case in the recently concluded BR3.

However, Table 2 shows that, although the general SADC performance across all seven commitments is poor, individual country performance is considerably more variable. Twelve of the fourteen SADC member states for which trends could be determined showed an improvement in their overall scores between BR2 and BR3. Only for Angola and Madagascar did their aggregate BR scores regress over this period (Mauritius did not participate in BR3 and Comoros only participated in BR3, so no trend analyses could be done on these countries.)

While Angola, Comoros, DR Congo, Madagascar, and Mozambique were found in BR3 to be off track in all seven commitment areas, in contrast, Tanzania was found to be on track on three commitments—those on the CAADP process, on eradicating poverty, and on mutual accountability. Botswana, Seychelles, and Zimbabwe are on track for two commitments, and five other countries are on track on one.

Across the seven commitment areas, best performance has been achieved for enhancing resilience to climate change with five countries achieving the benchmark for this commitment. The benchmarks for enhancing agricultural finance and for mutual accountability were exceeded by three countries, while two countries met the benchmarks for mutual accountability. However, no countries attained the benchmark for ending hunger by 2025, the worst performing Malabo Declaration commitment for the SADC member states.

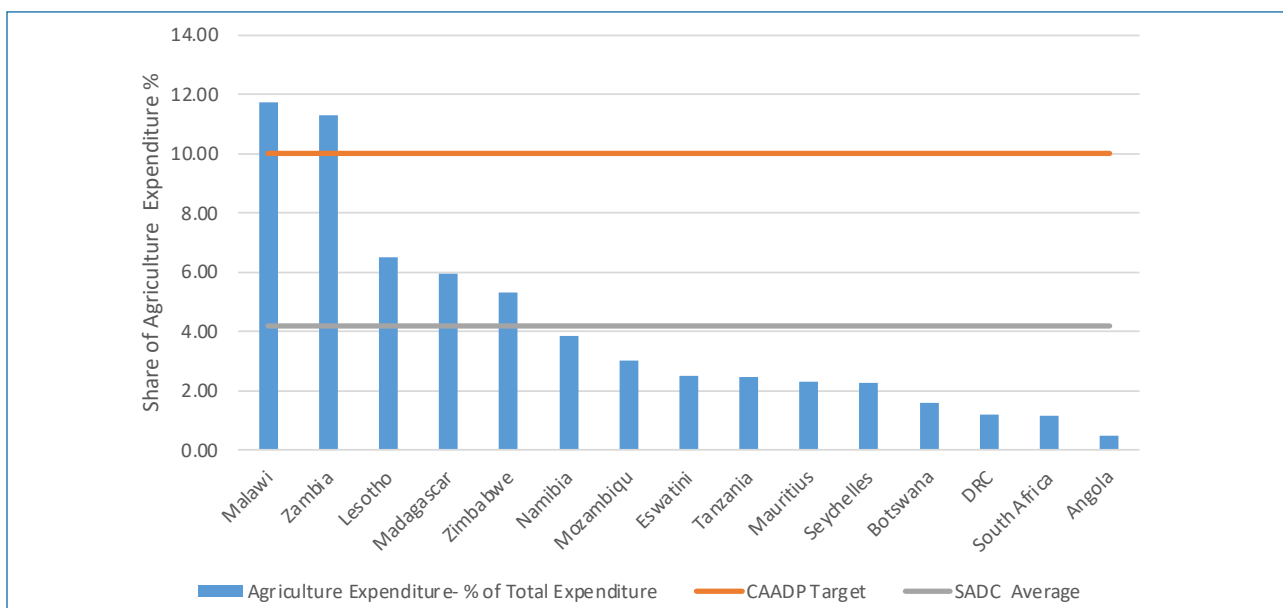
### Selected sub-sectoral performance trends

Despite this poor performance in BR3, the SADC member states with relatively good agricultural data management systems produced improved reports for the third BR process compared to earlier BR processes. These countries were able to produce reports that covered above 90 percent of the data required. We review here results presented on the share of public expenditures devoted to agriculture in each country reporting, the intensity of inorganic fertilizer use, and the share of agricultural GDP devoted to agricultural research and development.

With regards to public expenditures devoted to agriculture, as per the second Malabo Declaration commitment on increasing financing to agriculture, countries are expected to invest at least 10 percent of their national budget to the agriculture sector every year. This target originates from the 2003 Maputo Declaration and was carried into the 2014 Malabo Declaration. Of the 16 member states in SADC, only Malawi and Zambia reported investing 10 percent of its national public budget to the sector (Figure 2). Lesotho, Madagascar and Zimbabwe all made budget allocations to agriculture above the SADC member state average. The lowest levels of public investment in agriculture in SADC were observed in Angola and South Africa. Programs to drum up support for increased public spending in agriculture at both the SADC regional level and within the SADC member states should be strengthened.



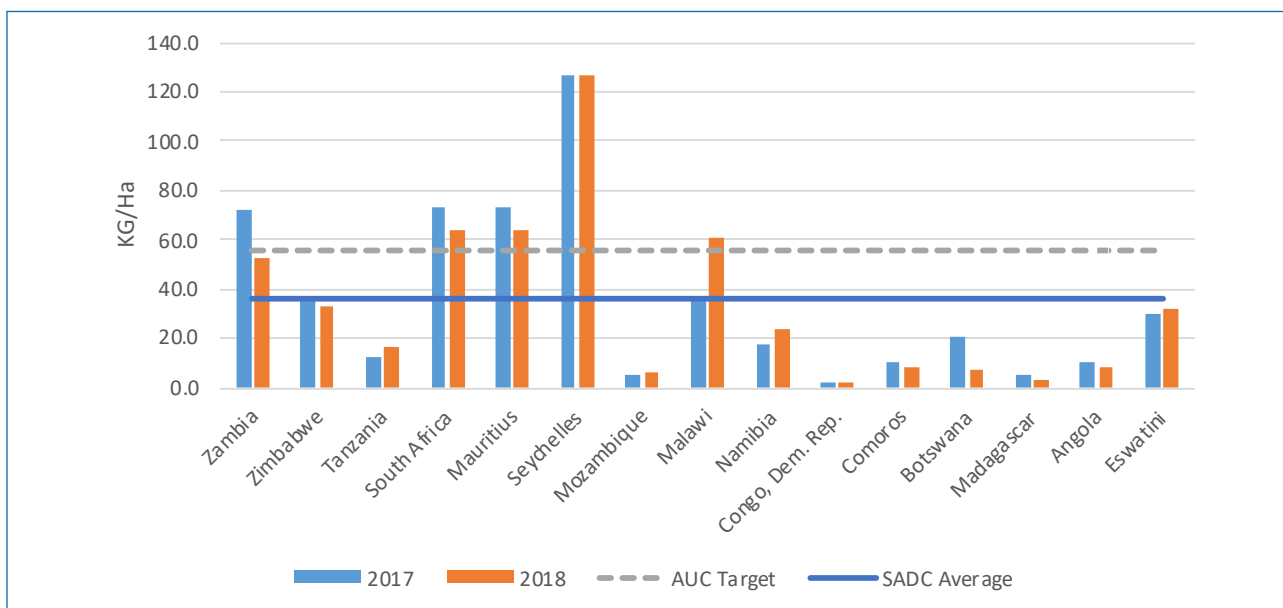
**Figure 2: Share devoted to agriculture of total national public expenditure among SADC member states reporting for the third CAADP Biennial Review**



Source: AUC 2022

Turning to fertilizer, Malawi, Zambia, South Africa, Mauritius, and Seychelles all reported relatively high levels of inorganic fertilizer use per hectare of cropland (Figure 3). The continental target for fertilizer consumption is a modest 50 kg/ha, but only five SADC member states reached this target at least once between 2017 and 2018.

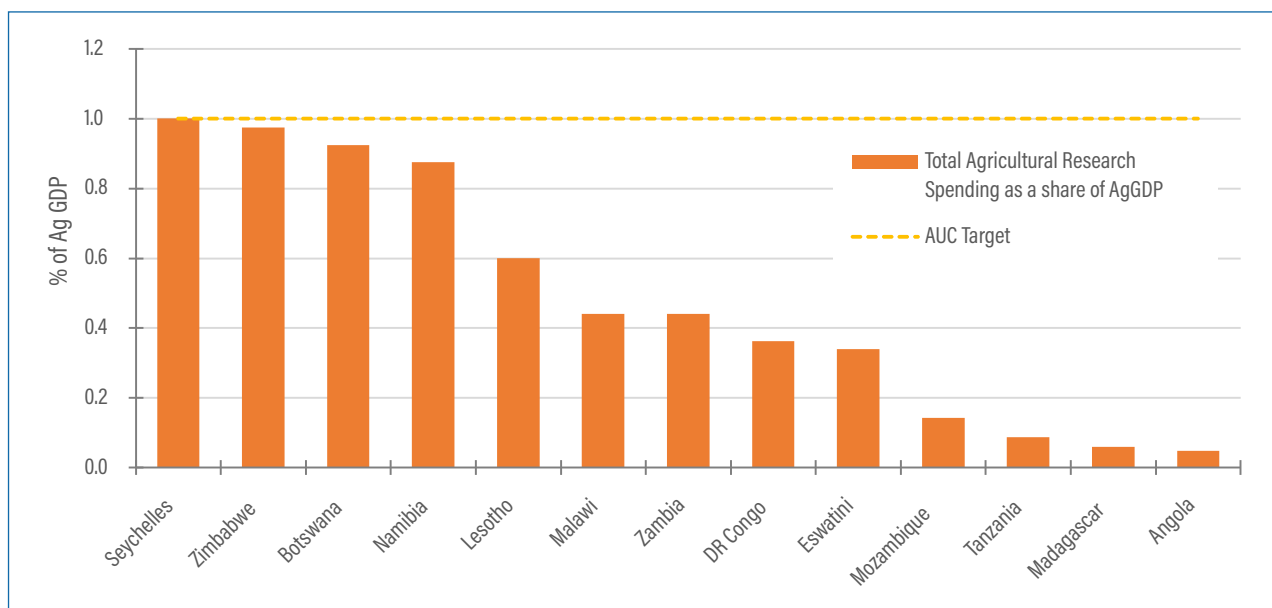
**Figure 3: Average inorganic fertilizer use among SADC member states, kg per hectare**



Source: AUC 2022 and World Bank 2022



**Figure 4: Agricultural research and development spending as a share of agricultural GDP among SADC member states, percent**



Source: AUC 2022

With regards to agricultural research and development, African Union member states should invest at least one percent of their agriculture GDP to agricultural research and development because of the catalytic function of research and development to overall sectoral growth. Figure 4 shows that among SADC countries, only Seychelles has reached this target, although Zimbabwe, Botswana, and Namibia have levels of investment approaching it. The rest of the SADC member states did not invest as much. Increased spending on agricultural research and development is required in the SADC member states.

## 2. Challenges and Lessons Learned from the Third CAADP Biennial Review in the SADC Region

### Process challenges and lessons

The third CAADP Biennial Review did not have many significant challenges. This was primarily due to the use of the electronic BR platform (eBR), which removed the burden of manual calculations for indicators at country level and also simplified the process of checking for missing or absurd data or for outliers. Moreover, the cumulative lessons learned from the first and second rounds of the BR were used to improve the third BR. The SADC Secretariat also hosted a validation workshop during the third BR which led to better quality of data from many of the SADC member states. Nevertheless, several challenges remain noteworthy:

Country BR data reporting remained a challenge for several countries because the process was undertaken under COVID-19 conditions when gatherings of country officials were restricted to various degrees. Only Malawi, Mozambique, Botswana, and Zimbabwe created Cluster Groups aligned to the seven Malabo Declaration commitments to improve reporting rates on each. Malawi, Mozambique, Botswana, South Africa, and Lesotho reported that they began data collection for the third BR with a review of the challenges and opportunities observed in conducting the earlier BRs. This resulted in improved capacity and BR reporting rates.

After the member states had reported on their BR performance, the SADC Secretariat worked with ReSAKSS to conduct a BR validation at the regional level. This involved subjecting the country reports to close assessment and review. Comments from this exercise were given

back to countries for their BR teams to address. This was followed by a write-shop gathering to further improve the data reported by identifying data gaps in both the physical data and in the eBR reports. These processes uncovered several data challenges, many of which were addressed. This support from the SADC Secretariat and ReSAKSS was important for improving the quality and rates of reporting for the BR3 by the SADC member states.

Continent-wide, the African Union Commission (AUC) trained one or two experts from each country involved in BR3. However, demand for better data requires that more people in each country be trained for future BRs. The SADC region should expand its CAADP team to effectively meet these demands. The thin staff at the SADC Secretariat (and even at the COMESA Secretariat, which shares some countries with SADC) makes it difficult for these staff members to attend all Biennial Review process meetings, particularly those held continentally.

### Data challenges and lessons

Coordination of the BR process is pivotal for a successful review in every country. Coordination improved in the third BR compared to the first and second. This is shown by the increased number of member states which instituted inclusive multi-stakeholder mutual accountability mechanisms and peer review processes to implement the BR country roadmaps. However, data availability and quality challenges continue to affect the BR process. Member states face missing data for some indicators, notably those on post-harvest losses, commodity-specific trade, and food safety. Countries also are struggling with implementing data standards and data collection protocols required for improving data accuracy, tracing, and verification. The use of the digital platform, eBR, for capturing data for BR3 was pivotal to easing data cleaning and verification processes for all countries involved. As a result of the continued engagement with the SADC member states by ReSAKSS, AUC, SADC Secretariat (as well as the COMESA Secretariat), and partners, there was a marked improvement in data reporting rates, with the most visible increase in DR Congo, Botswana, Lesotho, Mozambique, Tanzania, and Zimbabwe, all of which realized improvements above 5 percent of BR2 levels.

## 3. Selected Policy and Programmatic Changes at SADC Regional Level following the First and Second Biennial Reviews

Many of the countries within SADC indicated having made policy, procedural, and investment changes in their agricultural sectors partly in response to the results of the first two rounds of the Biennial Review. Several reported making programmatic changes to improve investments in the agriculture sector since BR1. Among the policy and programmatic changes reported are:

- In Malawi, the BR process was reported to have led to an increase in dialogue between public and private players in the agricultural sector, which, in turn, has generated interest in initiating policy changes in the sector. Some of the policies influenced include a Fertilizer Policy and a Fertilizer Bill, a Seed Bill, and an Agricultural Extension and Advisory Strategy.
- In response to the observed slow increase in budget allocation to the agriculture sector, the government of Lesotho undertook to increase agricultural spending by 34 percent in the 2020/21 financial year.
- In Mozambique, the BR process has helped to sensitize civil society and other stakeholders to the low levels of public agricultural spending—averaging 4.8 percent of total public spending since 2011. In consequence, stakeholders have engaged in dialogue with the government to boost the share of the public budget that goes to the

sector. The government has recommitted itself to allocate 10 percent of total spending annually to the agricultural sector over the next five years.

- Owing to past poor performance on the investment in agriculture commitment, in Angola, government has emphasized enforcement of good practices in public finance management and elevated citizen involvement in such management, leading to less pilferage.
- In Eswatini, the BR revealed weaknesses in financing for the agricultural sector. This partly led to the country launching in 2019 a program to promote private sector investment in agriculture. Eswatini also launched the Country Agribusiness Partnership Framework to promote targeted contract farming for staple food production, including maize, beans, and vegetables. This framework resulted in the leasing of more than five thousand hectares of government land to private producers to increase production.
- In response to weak BR performance on its commitment to the CAADP process, the government of Botswana fast tracked development of its NAIP, integrating it into the national agriculture policy review and sector strategy development processes.
- Reflecting its commitment to the CAADP process, Zambia changed how the BR results were publicized. The results of the second BR report were shared with all stakeholders and a road map drawn for the next BR. Zambia also reviewed its first NAIP (2014-2018) and made improvements to the investment plan.
- In Madagascar, the Ministry of Agriculture commissioned a study to understand how best to design and implement a financing support mechanism for the agriculture sector.
- In Tanzania, together with other factors, the BR results have influenced reforms of taxes, levies, and fees to promote investment in agriculture sector to attract more foreign and private sector funding.

All these findings are in line with the findings of Ulimwengu et al. (2020) that show a positive effect of mutual accountability on investments in the agricultural sector.

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

The outcomes of the third Biennial Review indicate that the SADC region as a whole is not on track to meet by 2025 the goals and targets of the Malabo Declaration, although there are signs of good progress among individual member states. The following are some of the key recommendations that the SADC region should consider in order to advance its achievement of the Malabo Declaration commitments:

- *Recommitment to CAADP principles:* Except for Zimbabwe and Tanzania, SADC member states did not perform well on this indicator. It is important that there is a regional effort to ensure member states complete the CAADP process and implement Malabo Declaration-compliant National Agriculture Investment Plans by (i) domesticating their NAIPs, (ii) appraising their NAIPs, (iii) implementing their NAIPs; and (iv) putting in place robust NAIP monitoring and evaluation and reporting infrastructure. It is also important that SADC member states develop high quality multi-sectorial and multi-stakeholder coordination bodies for NAIP implementation that are inclusive, representative, and orientated towards action, guided by Joint Sector Reviews or similar inclusive review mechanisms.



- *Enhancing investment finance in agriculture:* With the exception of Eswatini, Seychelles, and Zambia, SADC member states are off track on the goals of increasing levels of investment in agriculture. In addition to investing 10 percent of their total public budget in agriculture, SADC member states should leverage both private domestic finance and foreign direct investment into agriculture. Improving the enabling environment for agricultural value chain development can attract foreign direct investment and result in expanded private sector involvement in agricultural financing. Establishing Agriculture Development Funds or Banks in each country or regionally would also be helpful in this respect. It is recommended that the Agricultural Development Fund within the SADC Regional Agricultural Policy also becomes operational to provide finance to the agriculture sector.
- *Ending hunger by 2025:* Although there is some improvement in the region on this commitment, performance is still lower than the threshold. Therefore, the region is not on track. In ending hunger, it is important for the SADC member states to allocate resources to social protection, invest in postharvest loss prevention technologies, tighten food safety standards through improved and better enforced legislation, and more effectively popularize modern agricultural production technologies.
- *Halving poverty through agriculture by 2025:* Only Tanzania was found to be on track towards meeting this target in BR3. It is important that there be innovative ways to develop inclusive public-private partnerships to strengthen and expand participation in commodity value chains. At the same time, targeted efforts are needed to attract youth and women to be more intensively involved in agriculture or in agri-business through carefully developed targeted programs on agricultural finance.
- *Intra-African trade in agriculture commodities and services:* Only Botswana among SADC member states was found in BR3 to be on track towards achieving this indicator. All SADC member states should ratify the African Continental Free Trade Area (AfCFTA) in order to enhance African intra-regional trade—only four of the 16 SADC countries have ratified the free movement of people legislation under AfCFTA. In a coordinated manner, SADC member states should also take deliberate efforts to reduce tariff and non-tariff barriers to trade regionally and to improve transport and communication infrastructure.
- *Enhancing resilience to climate change:* Although five of the 16 SADC member states are on track on this Malabo Declaration commitment on climate change, most are not on track. The region needs to formulate plans to ensure that member states significantly increase investments that strengthen the resilience of their countries to climate change, that improve and sustain the performance of the agriculture sector in general, and that support programs that build assets and adaptive capacity and establish social safety nets for the poor. The SADC region recently has been prone to adverse weather conditions, therefore resilience to climate change should be among its development priorities. Increased social protection, accelerated skills development for farmers, sustainable land and water management, climate smart agricultural production, and agricultural digitization all may be options for realizing increased resilience to climate change at both household and community levels.



- *Mutual accountability for actions and results:* Further efforts are needed to improve monitoring and evaluation in agriculture as well as agricultural data collection and management systems in the SADC member states. Such efforts will need to involve coordination within and across the member states with regards to data collection and management processes for the BR and Joint Sector Review processes. Capacity development in monitoring and evaluating sectoral programs, including the use of robust statistical analysis techniques for decision-making, will be a critical input to enabling NAIP implementation across the SADC member states to be evidence-based and successful.

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