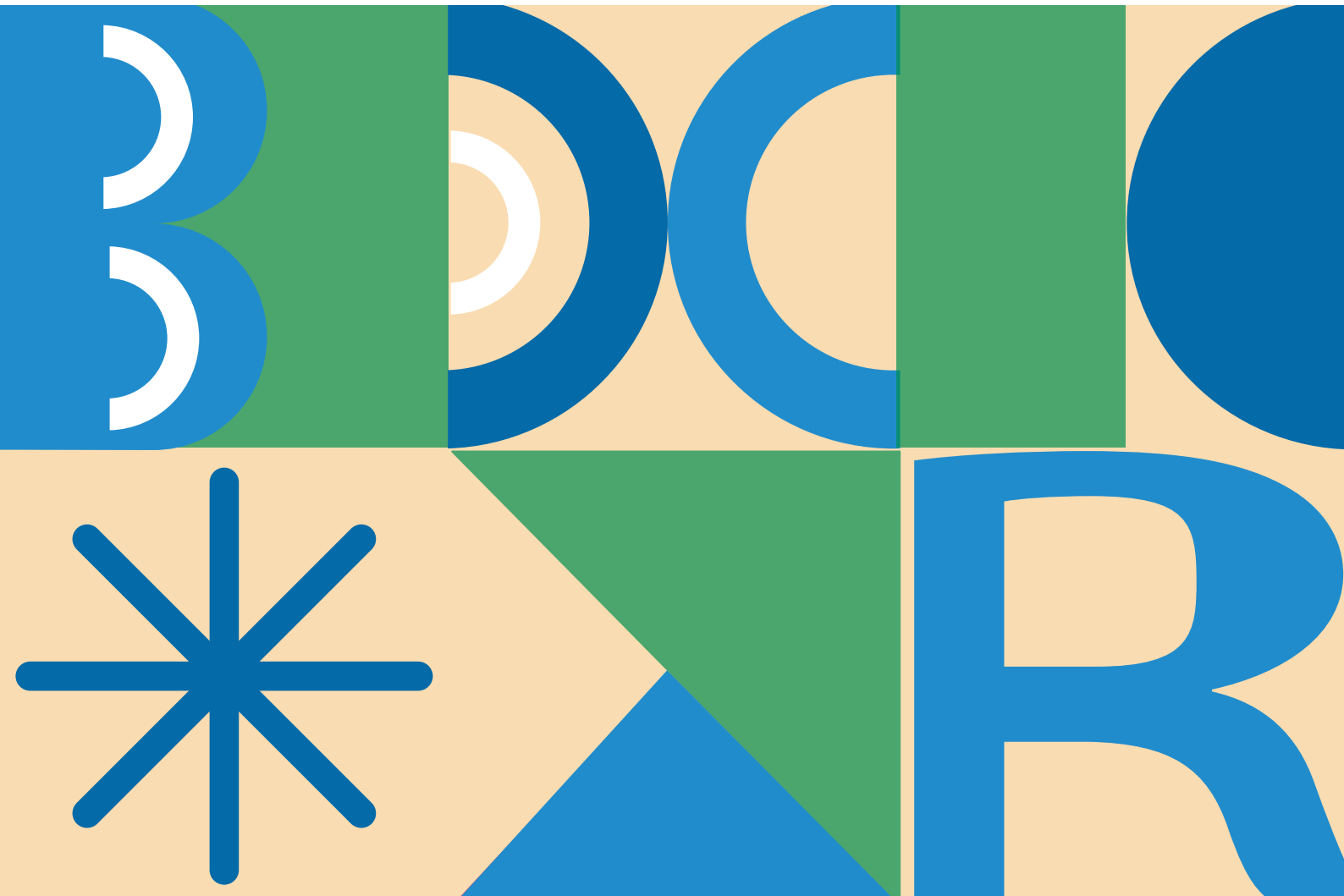
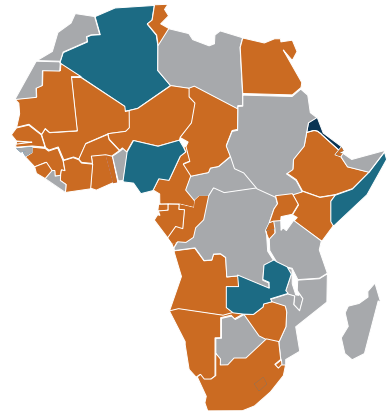


**2021 CAADP**  
**BIENNIAL REVIEW**  
**BRIEF**  
**AFRICA-WIDE**



**Policy & Programmatic Changes  
resulting from the Biennial Reviews &  
Agriculture Joint Sector Reviews under  
the Comprehensive Africa Agriculture  
Development Programme (CAADP)**

# Policy & Programmatic Changes resulting from the Biennial Reviews & Agriculture Joint Sector Reviews under the Comprehensive Africa Agriculture Development Programme (CAADP)

## 2021 CAADP Third Biennial Review Brief: Africa-Wide

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This brief was prepared by the Regional Strategic Analysis and Knowledge Support System (ReSAKSS).

### Recommended Citation

Matchaya, G., et al, 2022. Policy and Programmatic Changes resulting from the Biennial Reviews and Agriculture Joint Sector Reviews under the Comprehensive Africa Agriculture Development Programme (CAADP). 2021 CAADP Third Biennial Review Brief: Africa-Wide. 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** is supported financially by the United States Agency for International Development (USAID), the Bill and Melinda Gates Foundation (BMGF), the German Federal Ministry for Economic Cooperation and Development (BMZ), the African Development Bank (AfDB), the UK's Foreign, Commonwealth & Development Office (FCDO), the Global Center on Adaptation (GCA), and the Food and Agriculture Organization of the United Nations (FAO). The views expressed in this publication do not necessarily reflect those of the funders.

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

Mutual accountability refers to the process by which two or more parties hold each other accountable for the commitments they have voluntarily made to one another. This is a core principle of the Comprehensive Africa Agriculture Development Programme (CAADP). A framework to guide mutual accountability processes under CAADP was developed in 2011 in which agriculture Joint Sector Reviews (JSR) were identified as a tool for operationalizing the framework. The JSR process creates a platform to: (1) assess the performance of the agriculture sector; (2) assist governments in setting sector policy and priorities; and (3) assess how well state and non-state actors have implemented their pledges and commitments laid out in National Agricultural Investment Plans (NAIP) and other agreements centered on agricultural development. In line with this mutual accountability framework, countries introduced JSR processes to track the implementation of their NAIPs.

Further, the 2014 Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods (AUC 2014) outlines Africa's vision for accelerating agricultural growth and transformation on the African continent through seven broad commitments to be implemented from 2015 to 2025:

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 by conducting a continent-wide Biennial Review (BR) to monitor progress in achieving the seven Malabo Declaration commitments.

The two processes, the BRs and the agricultural JSRs, aim to enhance mutual accountability among stakeholders for the actions they take and the results they achieve in the implementation of the CAADP and Malabo agendas. It is expected that where these mutual accountability processes exist, the relevant governments will make policy and programmatic changes for the betterment of the agricultural sector in response to the findings and recommendations arising from the BRs and the JSRs.

Documenting the effects of these processes on the performance of the agricultural sector is ongoing. This brief highlights selected policy and programmatic changes reported by countries across Africa resulting from the BRs and the agricultural JSRs. It is based on data and other information collected using an online questionnaire from the Directors of Agricultural Planning, or their representatives, from 14 countries—Angola, Burkina Faso, Chad, Ethiopia, Kenya, Malawi, Mali, Mozambique, Namibia, Rwanda, Senegal, Sierra Leone, and Zambia—and from representatives of two regional economic communities, the East African Community and the Southern African Development Community. In addition, a review was conducted of the BR briefs produced by countries following the first BR of 2017 (AUC 2018) and the second of 2019 (AUC 2020) for several of these countries. The BR data reported by the countries was also analyzed.



## 2. Policy and Programmatic Changes resulting from Biennial Reviews and Agricultural Joint Sector Reviews

The BR and JSR processes are considered to be effective if they elevate attention and suitably prioritize the policy and programmatic areas that countries need to focus on to achieve the Malabo targets in the countries involved. These evidence-based prioritization processes, if they involve the participation of a broad set of agricultural stakeholders, should lead to useful policy changes and program reforms that result in increased investments and better designed actions to accelerate development in the agricultural sector, both nationally and across Africa.

### 2.1 Biennial Review and Joint Sector Reviews as catalysts for investments

In the national reports they submitted to the African Union under the biennial BR process, most countries highlighted the actions they undertook to increase agricultural investments and the targeting of those investments. Table 1 lists by region the countries that reported making programmatic changes to increase investments in the agriculture sector following the first two BR cycles in 2017 and 2019.

*Table 1: List of countries that reported programmatic changes in agricultural investments in response to Biennial Review results*

West Africa	Central Africa	Southern Africa	East Africa
Benin	Angola	Botswana	Eritrea
Burkina Faso	Burundi	Comoros	Ethiopia
Cabo Verde	Chad	Eswatini	Kenya
Cote d'Ivoire	Rwanda	Lesotho	South Sudan
Ghana		Malawi	Tanzania
Guinea		Mozambique	Uganda
Mali		Zambia	
Mauritania		Zimbabwe	
Niger			
Nigeria			
Sierra Leone			

**Source:** Biennial Review data for 2021. AUC.

These countries specifically reported making policy or program reforms to support achievement of the second Malabo Declaration commitment on enhancing investment finance in agriculture.

Among the reforms made and actions taken by national governments to increase agricultural investment were implementing programs that provided increased farmland to farmers, subsidizing farm inputs, strengthening specific agricultural value chains, or providing incentives to private sector firms to increase their investments in the agricultural sector. Examples of the changes made include:

- The first two BR cycles showed that Ghana's performance with respect to investment in the agriculture sector was low. Partly in response to this realization, Ghana increased public investment in the agriculture sector through several flagship programs, including Planting for Food and Jobs (crops-focused), Rearing for Food and Jobs (livestock-focused), Planting for Export and Rural Development, Movement for Freedom and Justice, and Greenhouse Villages. Ghana's development partners supported parallel programs to increase investment in agriculture, including the Modernizing Agriculture in Ghana Program, the Savannah Zone Agricultural Productivity Improvement Project, the Savannah Investment Program, the Ghana Commercial Agriculture Project, and the Outgrower and Value Chain Fund. These investments spurred increased private sector investment in the sector. Furthermore, the vigorous promotion of fertilizer and seed usage through the input subsidy program under Planting for Food and Jobs, together with dedicated extension services, sharply increased farmers' access to and use of fertilizer and seed.

- In response to the low investments in the agriculture sector identified in first two BR cycles, the government of Uganda mounted a strong campaign both within parliament and at cabinet level for increasing the share of the public budget directed to the agriculture sector. Government also intensified lobbying for support to the sector from its development partners through the Agriculture Sector Working Group.
- Similarly, the Lesotho government, in response to the slow increase in budget allocation to its agriculture sector shown in the 2019 BR, pledged to increase the operational budget to the Ministry of Agriculture and Food Security by 34 percent for the fiscal year 2020/21.
- In Mozambique, the BR process served to sensitize civil society and other agricultural stakeholders to low levels of public agricultural spending—averaging 4.8 percent of total public spending since 2011. Stakeholders lobbied government to raise public investment in the sector. As a result of these efforts, government re-committed to allocate 10 percent of total spending annually to the agriculture sector over the following five years (Government of Mozambique 2019).
- In Cote d'Ivoire, the first BR results led to the inclusion of the Ministry of Environment in NAIP processes. This was done to ensure that resilience and climate variability considerations are part of the Investment Plan. The BR also prompted the formulation and adoption in 2018 of an investment code that provides tax incentives to all private investments in the agriculture sector. Efforts were also made by government aimed at promoting improved farmer access to credit and the creation of a rural land agency to facilitate access to land by smallholder farmers. In parallel, the Millennium Challenge Cooperation has provided funding to the government of Cote d'Ivoire to track the BR indicator on access to land (Government of Cote d'Ivoire 2019).
- As the initial BR results showed Niger to be off-track in meeting its targets for improving investment finance in agriculture, a decree was adopted in September 2018 that created the Nigerian Agency for the Promotion of Private Investments and Strategic Projects. This action was accompanied by the formulation and adoption in the same year of an inclusive law to govern the formation and operations of public-private partnerships (Government of Niger 2019).
- In Angola, owing to poor past performance on the agricultural investment indicator, government increased enforcement of good practices and elevated citizen involvement in public finance management, leading to less pilferage.
- In Benin, the government raised the share of the national public budget allocated to agriculture beyond the 10 percent target—the share dedicated to the sector rose to 12.4 percent in 2019, up from the 10.7 percent in 2018.
- To accelerate use of the funds, in Burundi, the government changed the personnel responsible for disbursement of a funding program for agriculture. A related policy for enhancing private investment in the agricultural sector was put in place as part of the steps taken towards increasing such investments.
- As part of the reforms taken by Cabo Verde to improve agricultural sector performance after the initial BR process showed relatively poor performance, in 2020 the country signed an agreement with Hungary for a line of credit of 35 million Euros for agricultural development. These funds are targeted at increasing irrigation through wastewater treatment and desalination. Cabo Verde also created in 2019 tax incentives for investments in agricultural equipment—exemptions from import duties and value added tax are in place for imports of machinery, other farm equipment, and spare part. All types of equipment intended for water desalination systems for agriculture are also exempted.
- Between 2018 and 2020, the Ministry of Agriculture of Eritrea has organized trainings and awareness-raising campaigns on compost preparation and use for both farmers and experts. Horticulture producers are now producing compost. In addition, to ensure safe food and to



minimize environmental impact, the ministry has initiated a policy to replace where possible chemical fertilizers and pesticides with bio-fertilizer and other bio-chemicals. A technical committee of staff from the Ministries of Agriculture and Marine Resources has established research trails at regional (*zoba*) level on profitably using such bio-chemicals.

- The government of Guinea created in 2017 l'Agence Nationale de Financement des Collectivités Locales (National Local Government Financing Agency) with a budget allocation of 517 billion Guinean franc. This funding has since been used to launch almost 800 projects across the republic.
- In Eswatini, the first BR revealed weaknesses in agricultural financing. In part due to this finding, the country embarked in 2019 on a program to promote private sector investment in agriculture. A Country Agribusiness Partnership Framework was launched the same year. These efforts have led to increased contract farming of staple foods, including maize, bean, and vegetables, and resulted in government allocating more than 5,000 ha of cropland to private producers to increase agricultural production.

All these findings are in line with the findings by Ulimwengu et al. (2020), which showed that mutual accountability processes led to increases in investments in the agriculture sector.

## 2.2 Influence of Biennial Reviews and Joint Sector Reviews on investment targeting

There is evidence that BRs and JSRs also influence the targeting of resources within the agricultural sector. Through a separate questionnaire directed to Departments of Agricultural Planning in Ministries of Agriculture, government officials were asked to state whether BRs and JSRs were leading to improvements in targeting of resources in agriculture, particularly by directing resources to areas of weakness in the sector. The results in Table 2 confirm that both BRs, especially, but also JSRs, lead to better targeting of resources.

**Table 2: Assessment of effect of Biennial Reviews and Joint Sector Reviews on resource targeting within the agricultural sector**

Country	Biennial Reviews				Joint Sector Reviews			
	No effect	Small effect	Noticeable	Significant	No effect	Small effect	Noticeable	Significant
Angola				Yes				
Botswana				Yes				
Burkina Faso				Yes				Yes
Benin			Yes				Yes	
Ethiopia			Yes					
Kenya				Yes				Yes
Lesotho			Yes					
Malawi		Yes					Yes	
Mali		Yes			Yes			
Mozambique			Yes					Yes
Namibia			Yes					
Rwanda				Yes	Yes			
Senegal			Yes					
Zambia	Yes							
Total	1	2	6	5	0	2	2	3

**Source:** Compilation from data provided by Departments of Planning, Ministries of Agriculture 2022

For example, of the 14 countries that responded to the questions on the targeting effects of BRs, only one reported no impact, two reported a small effect, whereas eleven reported either a noticeable or a significant impact on targeting. This underscores the importance of BRs for

understanding where to invest resources. These results also show that BRs are not being taken as mere performance scores, but as tools for prioritizing investments. Similarly, of the seven countries which responded to questions on the targeting effects of JSRs, only two stated that they had only a small impact, whereas the other five countries reported that JSRs had a noticeable or significant effect on resource targeting.

## 2.3 Biennial Reviews and Joint Sector Reviews as triggers for policy change

Of the 50 countries that participated in the first BR cycle, Table 3 shows that 29 reported subsequently to have taken specific policy or programmatic actions to accelerate progress towards achieving the Malabo commitments for which progress was deemed insufficient and problematic in earlier BRs.

*Table 3: Countries that reported making policy or programmatic changes in response to Biennial Review results*

West Africa	Central Africa	Southern Africa	East Africa
Benin	Angola	Botswana	Eritrea
Burkina Faso	Burundi	Comoros	Ethiopia
Cabo Verde	Chad	Eswatini	Kenya
Cote d'Ivoire	Rwanda	Lesotho	Tanzania
Gambia		Malawi	Uganda
Ghana		Mozambique	
Guinea		Zambia	
Mali		Zimbabwe	
Mauritania			
Niger			
Nigeria			
Sierra Leone			

**Source:** Biennial Review data for 2021. AUC.

These countries specifically reported making policy or program reforms to support achievement of the first Malabo Declaration commitment of upholding the principles and values of CAADP.

Many of these countries reported changes in form of new policies being enacted, new structures being created within the agricultural sector to enhance coordination, and, in some cases, policies that had remained uncompleted received renewed focus. This suggests that policy, procedural, and programmatic changes result from or are influenced by the evidence generated through the BR processes on the progress countries are making in accelerating national agricultural growth and transformation.

Furthermore, analysis of the data received in response to a questionnaire administered to staff at the Departments of Planning at Ministries of Agriculture provides evidence that JSRs generally are considered useful for triggering policy change. Of the 13 countries that responded to the questionnaire, nine reported having JSRs entrenched in their Malabo-focused mutual accountability processes. On the question of whether the JSRs for these countries had an effect on policy changes in the agricultural sector, the responses are summarized in Table 4. All nine of the countries reported that JSRs had either noticeable (three countries) or a significant (six) effect on policy changes in the sector. Just as with the BR process, there is a high probability of influencing policy change by utilizing JSR platforms.



**Table 4: Countries that reported noticeable or significant programmatic or policy changes in response to agricultural Joint Sector Reviews**

Country	Noticeable	Significant
Burkina Faso		Yes
Benin	Yes	
Chad	Yes	
Ethiopia		Yes
Kenya		Yes
Malawi		Yes
Mali	Yes	
Mozambique		Yes
Rwanda		Yes
Total	3	6

**Source:** Compilation from data provided by Departments of Planning, Ministries of Agriculture 2022

Among the programmatic or policy changes made by national governments to accelerate national agricultural growth and transformation are:

- In Togo, the results for the country reported in the BR process motivated the Ministry of Agriculture to introduce several new projects aimed at improving nutrition and promoting organic farming across the country.\* The Ministry also reviewed and modified its national data collection systems, incorporating several BR indicators into national surveys to ensure that the indicators are regularly tracked and reported (Government of Togo 2019).
- In Malawi, the initial BR of 2017 pointed to the need for improved agricultural data coverage and quality. To address this, the Ministry of Agriculture organized data clusters around the seven Malabo commitments. As a result, in the second BR Malawi provided more data indicators, parameters, and sources relative to the first (Benin et al. 2020). At policy level, the BR process has led to increased policy dialogue between the public and private sectors in Malawi. This engagement has resulted in a strategic review of fertilizer policy, a new fertilizer bill, a new seed bill, and an agricultural extension and advisory strategy. These policy reforms are expected to improve access to agricultural inputs and advisory services and ultimately increase agricultural productivity (Government of Malawi 2019, 6).
- In Mozambique, the BR results motivated the establishment of the Agricultural Sector Coordination Committee (CCSA), which, in turn, aided the country with the coordination of the BR and agricultural JSR processes and made the five-year National Agricultural Plan compliant with the Malabo commitments. In addition, to ensure the engagement of all agricultural stakeholders, agricultural planning focal points were appointed at national and provincial levels. The Ministry of Agriculture (MADER) implemented in several provinces the Flagship Programme for Youth and Women Empowerment in Agriculture. In addition, the government developed a gender strategy for the agriculture sector to increase women's participation in the sector.

\* These included the Food Security Project (ProSécAI), the Program for Green Innovation (ProCIV), the Agriculture Sector Support Project (PASA), and the Shared-risk Agricultural Financing Incentive Mechanism Support Project (ProMIFA)



To facilitate trade, tourism, and private sector investment, in 2018 Mozambique and Kenya mutually agreed to do away with the requirement for visa upon arrival for nationals of the two countries. This agreement was formulated partly in response to revelations in the first BR that Mozambique's visa policy was restrictive for certain African nationals (Vilissa et al. 2021).

MADER also established a Climate Change Unit to guide the agricultural sector in Mozambique on building resilience to climate change and to mobilize resource for climate change adaptation. To improve the data that Mozambique provides the BR process, in March 2020 MADER incorporated BR indicators related to finance, climate change, and post-harvest losses into its agriculture survey. The Ministry also has secured funds to set up a sector-wide monitoring and evaluation system (Government of Mozambique 2019, 59).

- In response to weak performance of Botswana on its commitment to CAADP revealed in the initial BRs, the government developed a NAIP, integrating it into the national agriculture policy review and sector strategy development process (Government of Botswana 2021).
- For similar reasons, the Kenyan government worked towards the completion of a new agricultural policy, the Agriculture Sector Transformation and Growth Strategy, 2019-29, and corresponding NAIP, 2019-23, for its implementation. The Kenya Integrated Agriculture Management Information System has been set up to improve data systems for the agriculture sector (Government of Kenya 2021). The Ministry of Agriculture also has begun the process of strengthening the monitoring and evaluation framework for the sector.
- To improve Nigeria's performance on its commitment to CAADP, the federal government embarked on the development of a National Agricultural Technology and Innovation Plan. Through agricultural JSR meetings and other forums, the government has worked to increase the awareness of Nigerian agricultural sector stakeholders of the Malabo declaration and the seven Malabo commitments (Federal Government of Nigeria 2021).

## 2.4 Biennial Reviews and Joint Sector Reviews influence participation and inclusivity

The BR and agricultural JSR processes also have positive influences on the participation and inclusivity of agricultural stakeholders in mutual accountability process in the sector. Analysis of the data received in response to a questionnaire administered to staff at the Departments of Planning at Ministries of Agriculture provides evidence of this, as summarized in Table 2.

Of the 15 countries that responded to this question on inclusivity and stakeholder participation, all participate in the BR processes and nine conduct JSRs. Only two countries reported that they had not yet made any changes towards inclusivity and participation, despite the BR process providing them with incentive to do so. A third country reported that the BR process had only a small effect on improving broad stakeholder participation in agricultural policy and planning dialogues. In contrast, the remaining 12 countries participating in the survey reported that the BS process contributed in a noticeable or significant fashion to the country deciding to make programmatic changes in the area of stakeholder inclusivity and participation in the agriculture sector.

Similarly, of the nine countries surveyed that carry out JSRs, four reported that the agricultural JSR process has noticeably contributed to positive changes in the level of inclusivity and participation of stakeholders in agricultural review processes, whereas the remaining five countries reported that JSRs significantly affected these changes—an even higher level of impact.



**Table 5: Assessment of the effect of Biennial Reviews and Joint Sector Reviews on inclusivity and stakeholder participation within the agricultural sector**

Country	Biennial Reviews				Joint Sector Reviews			
	No effect	Small effect	Noticeable	Significant	No effect	Small effect	Noticeable	Significant
Angola	Yes							
Botswana				Yes				
Burkina Faso				Yes				Yes
Benin				Yes				Yes
Chad				Yes				
Ethiopia				Yes				Yes
Kenya				Yes				Yes
Lesotho			Yes					
Malawi				Yes			Yes	
Mali				Yes			Yes	
Mozambique		Yes					Yes	
Namibia				Yes				
Rwanda				Yes				Yes
Senegal				Yes			Yes	
Zambia	Yes							
Total	2	1	1	11	0	0	4	5

Source: Compilation from data provided by Departments of Planning, Ministries of Agriculture 2022

These results indicate unequivocally that the BR and the agricultural JSR processes have led to positive changes with regard to stakeholder inclusivity and participation in the agricultural sector. The results from the nine countries implementing agricultural JSRs also show that this process is yielding actionable recommendations, unlike in the past where often recommendations that emerged from the JSRs were never followed (Nhemachena, Matchaya, and Nhlengethwa 2017).

### 3. Conclusions and recommendations

The mutual accountability processes for the Malabo commitments that include the BR and agricultural JSR are important for triggering useful changes that can advance agricultural development at national level and across Africa. The positive effects reported in this brief in the areas of public, private, and development partner investment; investment targeting; policy change; and expanded stakeholder inclusion and participation signify that these processes can be leveraged to accelerate development of agricultural sector in African countries. However, it is also clear that the Agricultural JSRs, in particular, are still not widely adopted as part of national mutual accountability processes in the agricultural sector. Moreover, the potential of BRs to trigger investments has not been fully realized.

Continued concerted efforts towards popularizing agricultural JSRs, in particular, across the continent are needed. Greater attention should be paid to using the results of the BRs and JSRs to motivate increased investments in agricultural and to better target those investments. In addition, the quality of the analyses used in these processes should be improved—many of the countries that responded to the survey reported on in this brief indicated that they need more technical capacity building for improved policy monitoring and evaluation.

To increase the utilization of the results of BRs and agricultural JSRs for impact on agricultural policy change and accelerated development, it is recommended that mechanisms be put in place to increase the participation of high-level political and sectoral leaders in dissemination of national BR and JSR results. The recommendations that emerge from these accountability processes should affect the make-up of the agricultural sectoral budget and the share of the national budget devoted to agriculture. In parallel, the full participation of key agricultural stakeholders is required to promote increased public and private sector investment in agricultural, including

the involvement of members of the national legislature, as they are responsible for approving all public funds directed to the agriculture sector.

Finally, the recommendations around key agricultural investments made in both the BR and the agricultural JSR should be succinct and targeted. This will make it much easier for each country to act on them. Where only murky guidance is provided, taking action to accelerate agricultural development becomes unlikely.

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