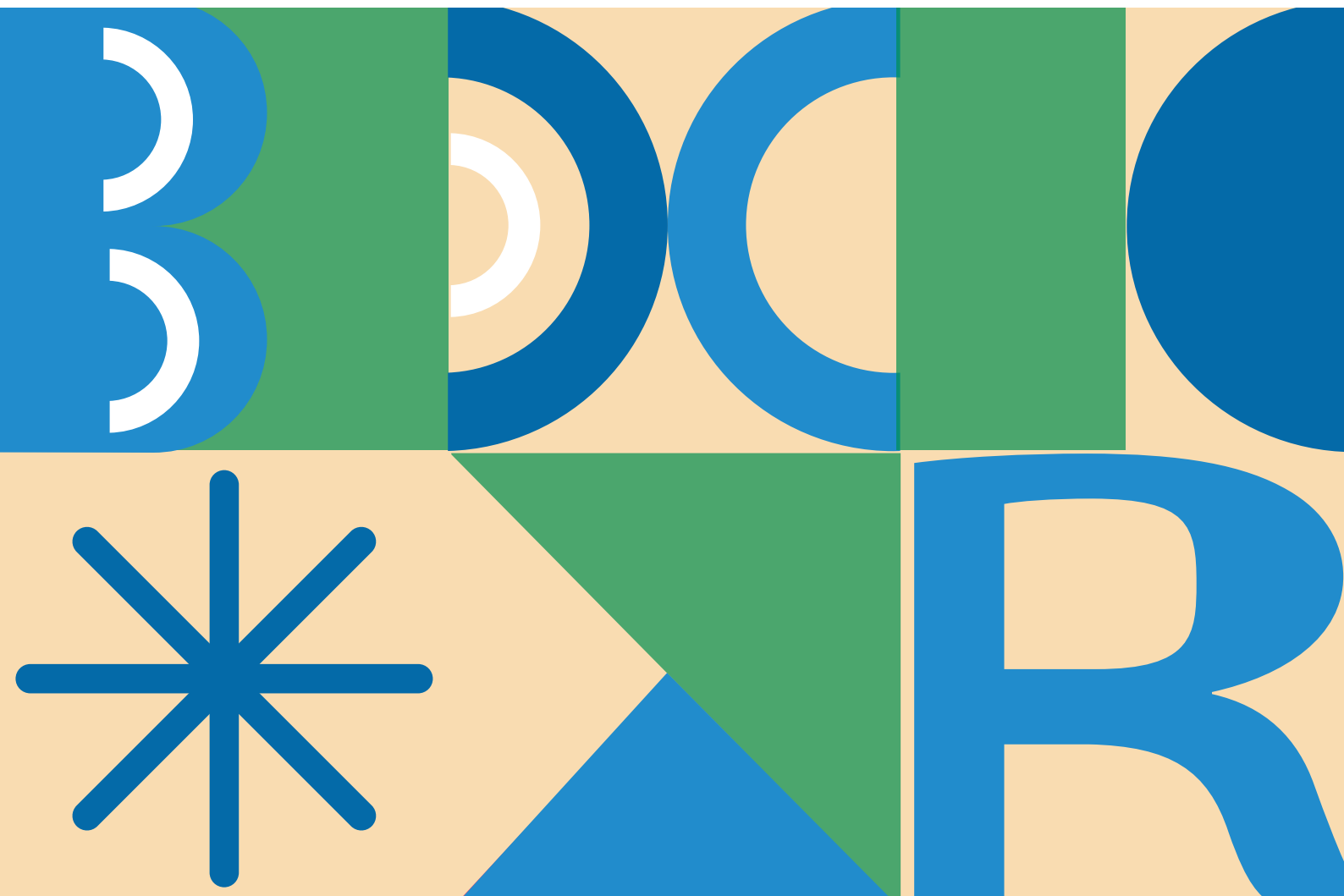


2021 CAADP
BIENNIAL REVIEW
BRIEF
EAC



Africa Agriculture
Transformation Scorecard:
Performance and Lessons

Africa Agriculture Transformation Scorecard: Performance and Lessons

2021 CAADP Biennial Review Brief: East African Community (EAC)

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Established in 2006 under the Comprehensive Africa Agriculture Development Programme (CAADP), the Regional Strategic Analysis and Knowledge Support System (ReSAKSS) supports efforts to promote evidence- and outcome-based policy planning and implementation. In particular, ReSAKSS provides data and related analytical and knowledge products to facilitate CAADP benchmarking, review, and mutual learning processes. AKADEMIYA2063 leads the work of ReSAKSS in partnership with the African Union Commission, the African Union Development Agency-NEPAD (AUDA-NEPAD), and leading regional economic communities (RECs).

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1. Introduction

The 2014 Malabo Declaration 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. This transformation is to be achieved 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 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 (2021) BR report and the associated Africa Agriculture Transformation Scorecard were launched at the 35th African Union (AU) Summit in February 2022 (AUC 2021). This brief draws on that report to summarize the performance of partner states from the East African Community (EAC) region in pursuit of the seven Malabo Declaration commitments and assesses the challenges faced and the lessons learned by the region. The brief also reviews policy and programmatic changes in the EAC region 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 several policy actions EAC partner states must take to meet their Malabo Declaration commitments by 2025.

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. While not considered in this brief, the Democratic Republic of Congo joined the regional grouping in July 2022 as a seventh partner state.

2. Progress in Achieving Commitments

In the third BR, the EAC region achieved an average overall performance score of 5.60 against an overall benchmark score* of 7.28, which is the minimum score for a region to be on-track in implementing the Malabo Declaration commitments. This deficit indicates that the region in 2021 was not on-track to achieve the Malabo commitments by 2025. However, it is noteworthy that the EAC region was ranked as the best performing regional economic community on the continent. The overall performance of the region and individual EAC partner states across commitment areas and in aggregate are summarized in Table 1.

* The analysis does not include Democratic Republic of Congo (DRC) which joined EAC in July 2022 when this brief had already been drafted.

Table 1: East African Community third Biennial Review scores, by Malabo Declaration commitment

Malabo commitments	Burundi	Kenya	Rwanda	South Sudan	Tanzania	Uganda	EAC region	Third BR benchmarks	EAC regional progress
Re-commitment to CAADP	9.20	8.30	10.00	6.68	10.00	9.80	9.00	10.00	Not on-track
Enhancing finance in agriculture	2.24	4.48	6.86	1.54	1.65	3.99	3.46	7.50	Not on-track
Ending hunger by 2025	3.81	6.40	5.43	0.83	3.60	4.99	4.18	6.32	Not on-track
Halving poverty by 2025	4.38	5.00	6.95	na	6.31	5.51	4.69	5.81	Not on-track
Boosting intra-African trade	3.18	2.79	3.18	1.25	4.21	2.70	2.89	5.00	Not on-track
Resilience to climate risks	8.44	6.26	9.70	3.48	7.79	7.65	7.22	8.00	Not on-track
Mutual accountability	8.12	6.08	9.87	6.41	9.39	6.61	7.75	8.33	Not on-track
Overall score	5.62	5.62	7.43	2.88	6.14	5.89	5.60	7.28	Not on-track
Partner state progress	Not on track	Not on track	On track	Not on track	Not on track	Not on track	Not on track		

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

Table 2: East African Community Biennial Review progress, by partner state scores for first, second, and third Reviews

Partner states	First Biennial Review score	Progress against first BR bench-mark	Second Biennial Review score	Progress against second BR bench-mark	Third Biennial Review score	Progress against third BR bench-mark	Change between second and first BRs, %	Change between third and second BRs, %
Benchmark		3.94		6.66		7.28		
Burundi	4.70	On track	5.82	Not on-track	5.63	Not on-track	24	-3
Kenya	4.77	On track	4.88	Not on-track	5.62	Not on-track	2	15
Rwanda	6.09	On track	7.24	On track	7.43	On track	19	3
Uganda	4.35	On track	5.68	Not on-track	5.89	Not on-track	4	16
Tanzania	3.08	Not on-track	5.08	Not on-track	6.14	Not on-track	21	8
South Sudan	na	Na	2.89	Not on-track	2.88	Not on-track	na	0
Overall	4.62	On track	5.26	Not on-track	5.60	Not on-track	14	6

Source: Authors' calculations based on country scores from first (2017), second (2019), and third (2021) Biennial Reviews. Note: na = 'not applicable'

In the third BR, Rwanda emerged again as the best performing country in the EAC—and on the continent as a whole—with the highest score, improving by 0.19 performance score points from the second BR, or a 3 percent increase. Rwanda remains on-track to meet the Malabo commitments. All the other partner states in the EAC region were found in the third BR to not be on-track to meet the commitments, although Kenya, Tanzania, and Uganda made reasonable improvements in their performance between the second and third BRs (Table 2). Burundi recorded a decrease in its performance on aggregate across the seven commitments between the second and third BRs, while South Sudan’s performance was unchanged.

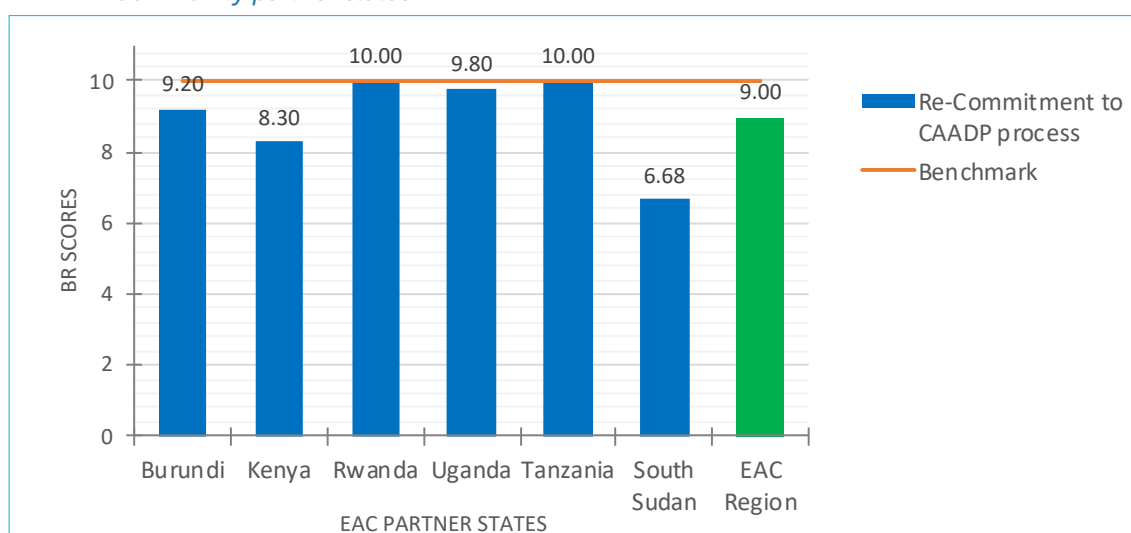
Considering progress made by the EAC region as a whole over the three BRs to date, in the first BR, the region achieved an overall average score of 4.62 against a benchmark of 3.94, indicating that the region was on-track to meet the Malabo commitments. However, in the second BR, the EAC region achieved an average score of 5.26 against a benchmark of 6.66. The region as a whole had fallen off of the pace necessary required to meet the commitments by 2025. As we have seen, this deficit is reflected in the third BR scores for the EAC partner states.

At country level, in the first BR of 2017, four EAC partner states were on-track to meet the Malabo commitments—Rwanda, Kenya, Burundi, and Uganda. However, by the second BR in 2019 and again in the third BR of 2021, only Rwanda was on-track to meet the Malabo commitments among the EAC partner states.

Table 1 shows that across the seven Malabo commitments in 2021, the EAC region in aggregate was not on-track to meet any of the seven by 2025. We now examine each commitment individually by EAC partner state.

1) Recommitment to the CAADP process: The EAC region fell short of the benchmark for this commitment area—the regional score dropped from 9.72 achieved in 2019 to 9.00 in 2021 (Figure 1). Rwanda and Tanzania stayed on-track, while Burundi and Uganda moved from being on-track in 2019 to being not on-track in 2021. Kenya has not been on-track in all three BR cycles with respect to recommitment to the CAADP process, while South Sudan has not been on-track for the two BR cycles in which it has participated. However, South Sudan improved between BR2 and BR3, moving from a score of 5.70 to 6.68, an increase of 17 percent.

Figure 1: Recommitment to CAADP process—third Biennial Review performance of East African Community partner states

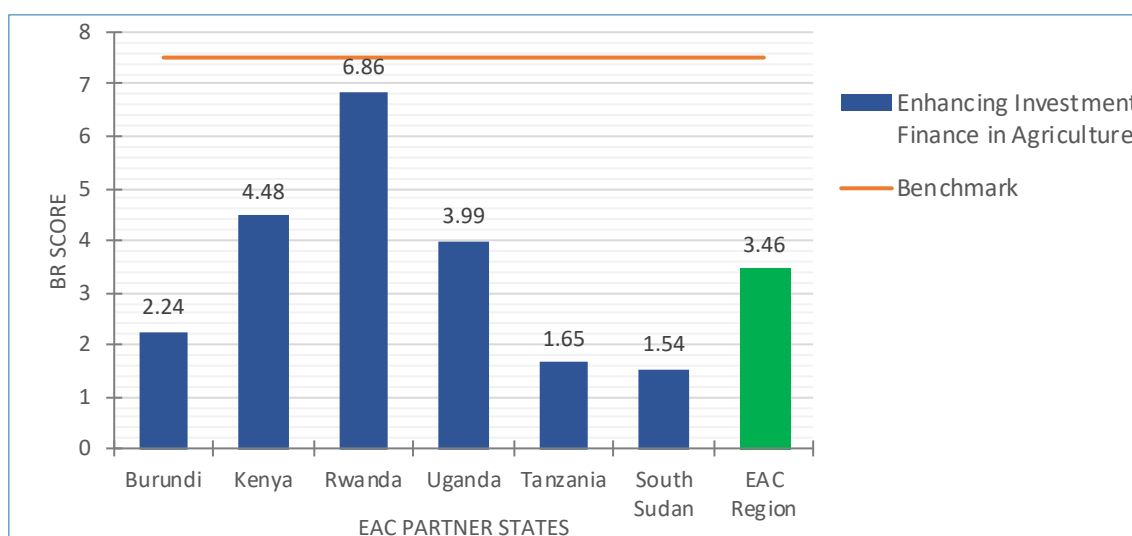


Source: Authors’ computation based on 2021 country BR scores

2) Enhancing investment finance in agriculture: As was the case for the second BR, the EAC region was not on-track for this agricultural investment commitment area for the third BR. The regional score declined from 5.11 in 2019 to 3.46 in 2021, a decrease of 32 percent. None of the partner states in the EAC region met the requirements for enhanced finance to agriculture (Figure 2).

However, Rwanda recorded an improvement, rising to a score of 6.86 from 5.00, an increase of 37 percent. South Sudan recorded the biggest decline from a score of 5.11 in 2019 to 1.54 in 2021, a decrease of 70 percent.

Figure 2: Enhancing investment finance in agriculture—third Biennial Review performance of East African Community partner states

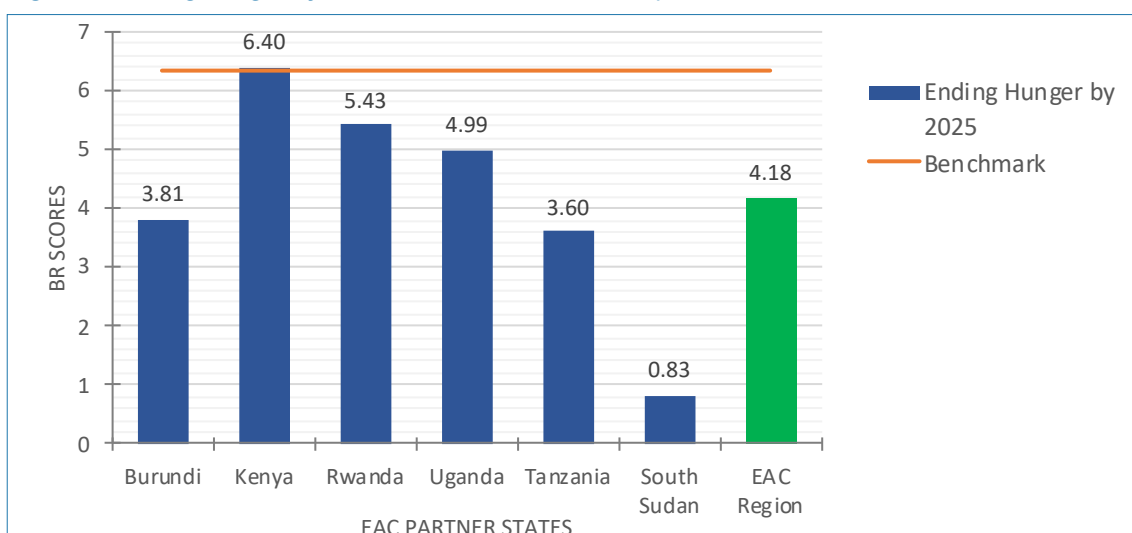


Source: Authors' computation based on 2021 country BR scores

When CAADP was originally formulated, a key development target for the program was that each country should direct at least 10 percent of national public expenditures to the agriculture sector. The third BR found that only Burundi achieved the 10 percent target among the EAC partner states. Not meeting the target but the country with the next highest budgetary share dedicated to agriculture was Rwanda at 8 percent. Kenya and Tanzania spent 4 percent of their national public budgets on agriculture, while Uganda and South Sudan spent 3 percent.

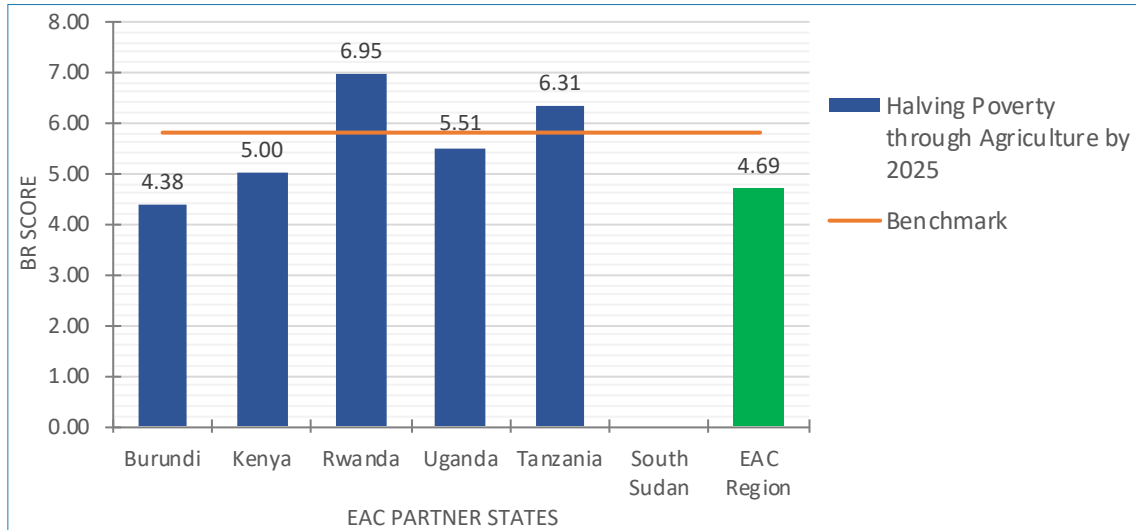
3) Ending hunger by 2050: While the region fell short of the benchmark in the commitment area focused on eliminating hunger, it saw an improvement from an average score of 3.80 from the second BR to 4.18 in the third, an increase of 10 percent (Figure 3). Only Kenya achieved the benchmark score in this commitment area with an improvement of 58 percent from BR2 to BRR3. South Sudan is the most improved country compared to the 2019 score, while Uganda and Tanzania recorded a decline in their efforts to address hunger.

Figure 3: Ending hunger by 2025—third Biennial Review performance of East African Communi-



Source: Authors' computation based on 2021 country BR scores

4) Halving poverty through agriculture: Only Rwanda and Tanzania met the benchmark score on the commitment to cut by half the share of the population that is poor by 2025 (Figure 4). Tanzania moved from not being on-track in 2019 to being on-track in 2021, while Burundi moved from being on-track to being not on-track over the same period. The most improved partner state for this com-

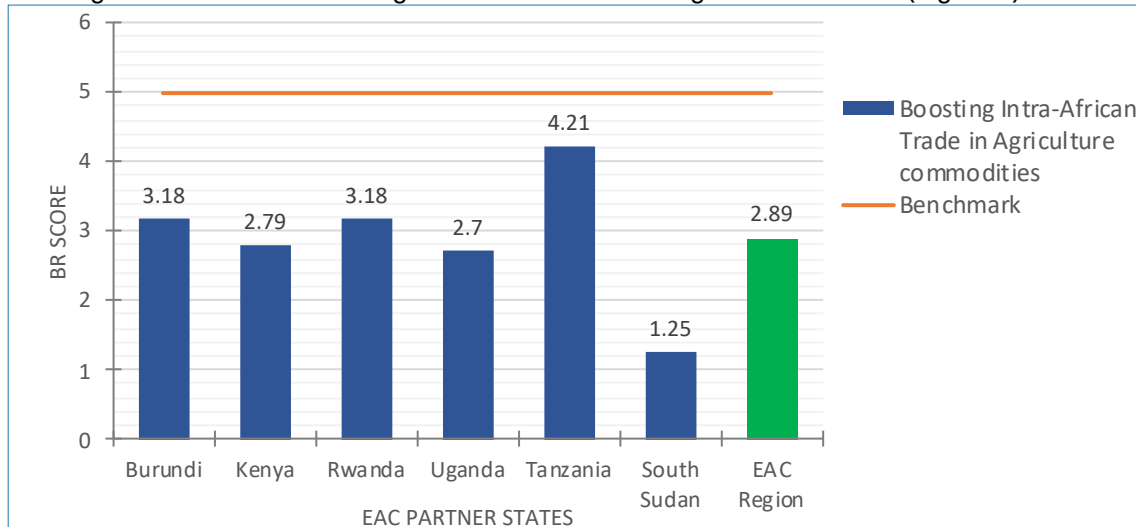


mitment is Kenya, which scored 5.00 in 2021 compared to 0.38 in 2019. The score for South Sudan could not be measured as the data required was not available.

Figure 4: Halving poverty through agriculture by 2025—third Biennial Review performance of East African Community partner states

Source: Authors' computation based on 2021 country BR scores

5) Boosting intra-African trade in agriculture commodities: The region regressed to being not on-track to meet this trade-related Malabo commitment in 2021. None of the partner states in the EAC region moved from not being on-track in 2019 to being on-track in 2021 (Figure 5). However,

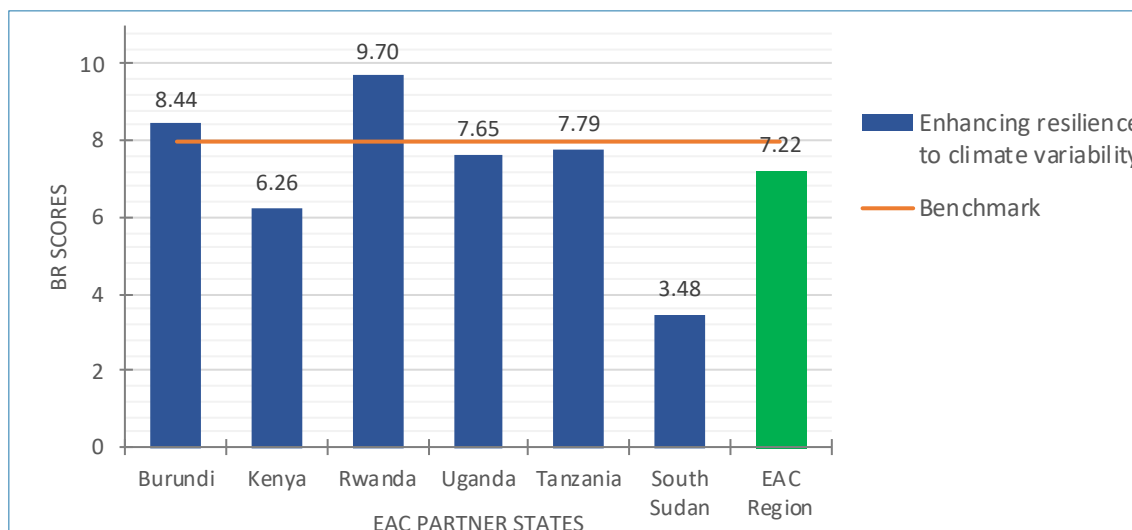


Tanzania and South Sudan recorded higher scores for performance on the trade commitment in 2021 than in 2019.

Figure 5: Boosting intra-African trade in agriculture commodities—third Biennial Review performance of East African Community partner states

Source: Authors' computation based on 2021 country BR scores

6) Enhancing resilience to climate variability: Only Burundi and Rwanda achieved the benchmark score in the commitment area focused on enhancing resilience to climate and weather-related shocks. Uganda was on-track in the previous BR, but failed to maintain its score above the benchmark in 2021 (Figure 6). Kenya, Tanzania, and South Sudan remained not on-track in the third BR, as they were in the second BR. Tanzania improved the most with its score for this commitment

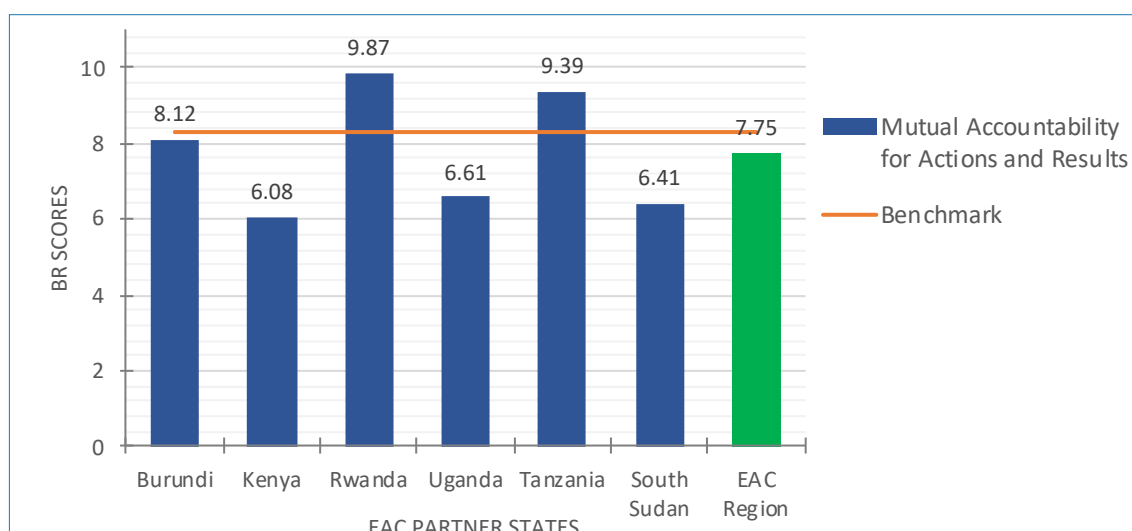


rising to 7.79 in 2021 from 4.68 in 2019, an increase of 66 percent.

Figure 6: Enhancing resilience to climate variability—third Biennial Review performance of East African Community partner states

Source: Authors' computation based on 2021 country BR scores

7) Mutual accountability for actions and results: Rwanda and Tanzania, the two countries that were on-track for this commitment in 2019, continued to be on-track in 2021. The other partner



states did not meet the mutual accountability benchmark score (Figure 7). Kenya was the most improved country with a score of 6.08, rising from 4.65 in 2019, an increase of 31 percent.

Source: Authors' computation based on 2021 country BR scores

3. Challenges and Lessons Learned from the Third Biennial Review Process for the East African Community

With regards to the process of compiling and analyzing the data from the partner states of the EAC for the third BR, there was a notable improvement in the rate and timeliness of reporting for the third BR compared to the first and second BRs. All EAC partner states submitted their reports within the stipulated timelines.

The EAC Secretariat led and coordinated the steps for the third BR on data collection and validation at the national level among the EAC partner states. A comprehensive regional data validation workshop was organized by the EAC Secretariat in which all of the EAC partner states participated. Each then was provided with comments and recommendations for improving their databases. All EAC partner states responded at varying levels to the recommendations from the regional validation workshop.

The EAC Secretariat, working with the African Union Commission and with support from technical partners, including 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), mobilized technical support to backstop the BR data collection and validation efforts at country-level. Despite this coordination and technical support, there remained some notable challenges, including the timely collection, cleaning, and analysis of the data; limited resources to support the multi-stakeholder validation of the draft national BR reports; and restrictions in some partner states on data collection and validation efforts due to the COVID-19 pandemic.

4. Policy and Programmatic Changes Following the First, Second and Third Biennial Reviews

Several of the EAC partner states reported that they 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. The third BR similarly is lending evidence to advance this program of agriculture policy reform in the EAC partner states. Among the policy and programmatic changes reported are:

- In Kenya, the government has enhanced its strategic food reserves through public institutions and private sector partners. A digital food balance sheet has been developed for the country. Substantial investments also have recently been made to enhance its grain drying and storage facilities. Finally, it has facilitated improved access to agricultural inputs for subsistence farmers through strengthening and extending agro-dealer networks. This expansion in access to commercial agricultural inputs increases reach and transparency in the delivery of input subsidies through e-voucher schemes.
- In February 2020, the Rwandan Ministry of Agriculture and Animal Resources launched the Rwanda Soil Information Service Project, which is designed to sustainably guide interventions and investments for increased agricultural productivity and environmental protection in the country. The project is aligned to elements of the CAADP framework, including increasing the share of agricultural land under sustainable land management practices from 56 percent in 2016 to 83 percent in 2024.
- Burundi, with funding from the African Development Bank, developed a National Agricultural Investment Plan for the period 2021 to 2026.

- Tanzania reported the establishment of a one-stop center for foreign investors to fast-track investment processes. The Tanzanian government also reformed taxes, levies, and fees on the importation of agriculture commodities, machinery, and other equipment.
- Uganda has constructed over 5,000 valley dams or tanks to increase access to water for agriculture. This has resulted in a substantial increase in the area under irrigation—from 9,000 ha in the year 2000 to 75,850 ha in the year 2020.
- The government of South Sudan has enhanced access to markets for smallholder cereal farmers. These efforts included the signing of a Joint Action Agreement between the World Food Programme, the Ministry of Agriculture and Food Security, and the Agriculture Bank of South Sudan to enable the World Food Programme to obtain from smallholder farmers across the country 40,000 metric tons of sorghum and maize for its operations.
- In November 2019, the 39th EAC Council of Ministers adopted a harmonized framework on pest risk analysis for maize, beans, and rice, the three most widely traded crops in the region. In addition, the 14th EAC Sectoral Council on Agriculture and Food Security held in June 2021 adopted standard procedures for operationalizing pest risk analyses for these three crops and approved seven additional priority crops for the development of pest risk analyses—banana, cassava, potato, sorghum, soybean, groundnut, and pineapple.
- In September 2020, the EAC Secretariat, together with AGRA, the Africa Union Development Agency (AUDA-NEPAD), AKADEMIYA2063, and ReSAKSS, successfully convened its second High-level Forum to disseminate to stakeholders the findings of the second BR (2019). As an output of that consultation, EAC partner states agreed to harmonize their BR report indicators within their individual national statistics systems so that decision-makers in the agricultural sector at national, regional, and continental levels will draw upon national data systems with coherent, consistent, and integrated statistics.**
- In February 2022, the EAC Secretariat established a 35 percent duty on imported finished products as part of a regional tax reform program to bolster intra-regional trade, industrial production, tax revenue, and employment creation. This action supports the fifth Malabo commitment to boost intra-African trade in agricultural commodities and services.

5. Recommendations for Ensuring Achievement of Malabo Commitments by 2025 in the East African Community

Based on the performance of the EAC region in the third BR, it is evident that the region as a whole is not on-track to meet any of the seven Malabo commitments. All seven require close attention from the partner states of the EAC. The following issues are particularly salient if the region is to again be on-track to achieve the Malabo commitments by 2025:

- The EAC partner states that have not completed the process of recommitting to the CAADP process consistent with the requirement of the first Malabo commitment area, should endeavor to do so. The EAC Secretariat and other partners should provide technical support to countries which are lagging in this area.
- The EAC region needs to pay attention to the commitment on enhancing investment finance in agriculture. Most of the EAC partner states have not even achieved the halfway mark when assessed against the 2021 benchmark.
- The EAC partner states that are not reaching the 10 percent target for the share of public spending directed to agriculture should increase spending in agriculture to meet the CAADP target. Burundi should endeavor to maintain current levels of public investment in agriculture above 10 percent of the total public budget. Such public spending is critical for attracting private finance into the sector.

** <https://www.eac.int/press-releases/141-agriculture-food-security/1861-eac-holds-hih-level-forum-on-the-2nd-biennial-report-on-the-implementation-of-the-caadp-malabo-declaration>

- The EAC region should enhance efforts to reduce hunger and malnutrition by 2025. Urgent measures are especially needed to address the chronic problem of child stunting. Stunted young children remain prevalent in all EAC partner states. No country has a child stunting rate below 10 percent.
- The EAC partner states should establish additional trade facilitation measures to promote intra-African trade in agriculture commodities and services.
- At national level, EAC partner states need to strengthen mutual accountability systems, including establishing and strengthening agricultural joint sector review (JSR) mechanisms. The other EAC partner states can take lessons from Rwanda, which has an established agriculture JSR mechanism that has been working well over time.

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