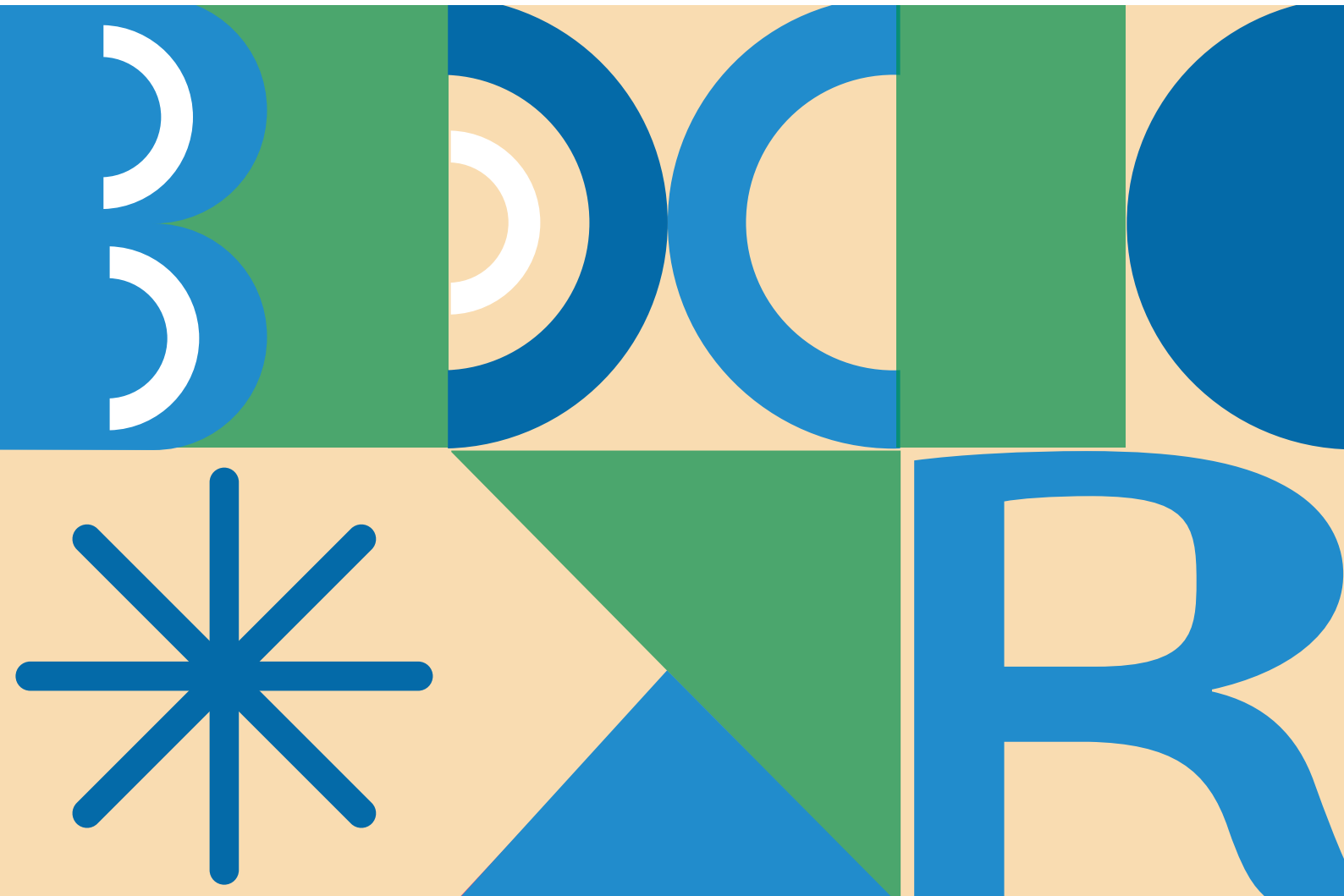


2021 CAADP
BIENNIAL REVIEW
BRIEF
IGAD



Africa Agriculture
Transformation Scorecard:
Performance and Lessons

Africa Agriculture Transformation Scorecard: Performance and Lessons from the Third (2021) CAADP Biennial Review for the Intergovernmental Authority on Development (IGAD) Region

2021 CAADP Biennial Review Brief: IGAD

Paul Guthiga* and Mohyeldeen Eltohami Taha**

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*Senior Scientist, AKADEMIYA2063, Kigali, Rwanda

**Head of Agriculture and Food Security Unit - AED, IGAD Secretariat, Djibouti City-Djibouti

1. Introduction

The Comprehensive Africa Agriculture Development Programme (CAADP) was endorsed in 2003 as the flagship program of the African Union (AU) for agriculture and food security (NEPAD 2003). The aim of CAADP is to maximize the contribution of agriculture to achieving the ambition of a self-reliant and productive Africa and delivering economic growth and sustainable development for its people. After ten years of implementation and looking ahead to what CAADP needs to achieve over the following decade, the AU Heads of State and Governments in 2014 endorsed the Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods. 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 (2021) BR report and the associated Africa Agriculture Transformation Scorecard were launched at the 35th African Union (AU) Summit in February 2022 (AUC 2022). This brief draws on that report to summarize the performance of member states from the Intergovernmental Authority on Development (IGAD) 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 IGAD 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 measures and actions IGAD member states must take for the region to meet the Malabo Declaration commitments by 2025.

IGAD is comprised of eight member states—the Republic of Djibouti, the State of Eritrea, the Federal Democratic Republic of Ethiopia, the Republic of Kenya, the Federal Republic of Somalia, the Republic of South Sudan, the Republic of the Sudan, and the Republic of Uganda. However, Eritrea is currently suspended from all activities in the IGAD region, and Somalia did not participate in the third BR. Consequently, this brief primarily focuses on six IGAD member states, although some information is presented on Somalia from the second BR.

2. Progress in Achieving Commitments

The overall performance of the region and individual IGAD member states in the third BR across commitment areas and in aggregate are summarized in Table 1. The IGAD region achieved an average regional performance score of 4.63 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. Hence, the IGAD region in 2021 was not on-track to achieve the Malabo commitments by 2025. The performance of individual IGAD member states show that none were on track in 2021 to meet the Malabo commitments, although Ethiopia was on-track for two Malabo commitments—resilience to climate risk and mutual accountability—and Kenya for one—ending hunger by 2025.

Table 1: Intergovernmental Authority on Development third Biennial Review scores, by Malabo Declaration commitment

Malabo commitments	Djibouti	Ethiopia	Kenya	South Sudan	Sudan	Uganda	IGAD region	Third BR benchmark	IGAD regional progress
Re-commitment to CAADP	7.02	9.62	8.30	6.68	7.14	9.80	8.09	10.00	Not on-track
Enhancing finance in agriculture	4.56	2.86	4.48	1.54	1.41	3.99	3.14	7.50	Not on-track
Ending hunger by 2025	1.56	4.62	6.40	0.83	2.35	4.99	3.46	6.32	Not on-track
Halving poverty by 2025	1.46	3.60	5.00	0.00	1.72	5.51	2.88	5.81	Not on-track
Boosting intra-African trade	1.69	2.69	2.79	1.25	1.68	2.70	2.13	5.00	Not on-track
Resilience to climate risks	6.72	8.90	6.26	3.48	3.59	7.65	6.10	8.00	Not on-track
Mutual accountability	5.02	9.93	6.08	6.41	5.38	6.61	6.57	8.33	Not on-track
Overall score	4.00	6.03	5.62	2.88	3.32	5.89	4.63	7.28	Not on-track
Member state progress	Not on-track	Not on-track	Not 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).
Notes: Regional average calculated based on country data for the six IGAD member states that participated in the third BR. Somalia did not participate, and Eritrea was excluded.

As shown in Table 2, in the first BR of 2017, the IGAD region had an overall average score of 3.93 against a benchmark of 3.94, so the region just fell short of the benchmark. In the second BR of 2019, it achieved a score of 3.67 against a benchmark of 6.66. Thus, the IGAD region has not been on track to meet the Malabo commitments across all three of the BR assessments. At the member state level, in the first BR, three countries were on track to meet the Malabo commitments—Ethiopia, Kenya, and Uganda. However, performance fell in the second and the third BRs—none of the member states in the IGAD region have been on track to meet the Malabo commitments in the last two BR rounds.

Table 2: Intergovernmental Authority on Development Biennial Review progress, by member state scores for first, second, and third Reviews

Member states	First Biennial Review score	Progress against first BR benchmark	Second Biennial Review score	Progress against second BR benchmark	Third Biennial Review score	Progress against third BR benchmark	Change between second and first BRs, %	Change between third and second BRs, %
Benchmark		3.94		6.66		7.28		
Djibouti	3.19	Not on track	2.82	Not on track	4.00	Not on track	-12	42
Ethiopia	5.35	On track	5.31	Not on track	6.03	Not on track	-1	14
Kenya	4.77	On track	4.88	Not on track	5.62	Not on track	2	15
Somalia	no data	na	0.55	Not on track	no data	na	na	na
South Sudan	no data	na	2.89	Not on track	3.32	Not on track	na	15
Sudan	1.91	Not on track	3.33	Not on track	5.89	Not on track	74	77
Uganda	4.45	On track	5.68	Not on track	5.89	Not on track	28	4
Overall	3.93	On track	3.67	Not on track	4.63	Not on track	-7	26

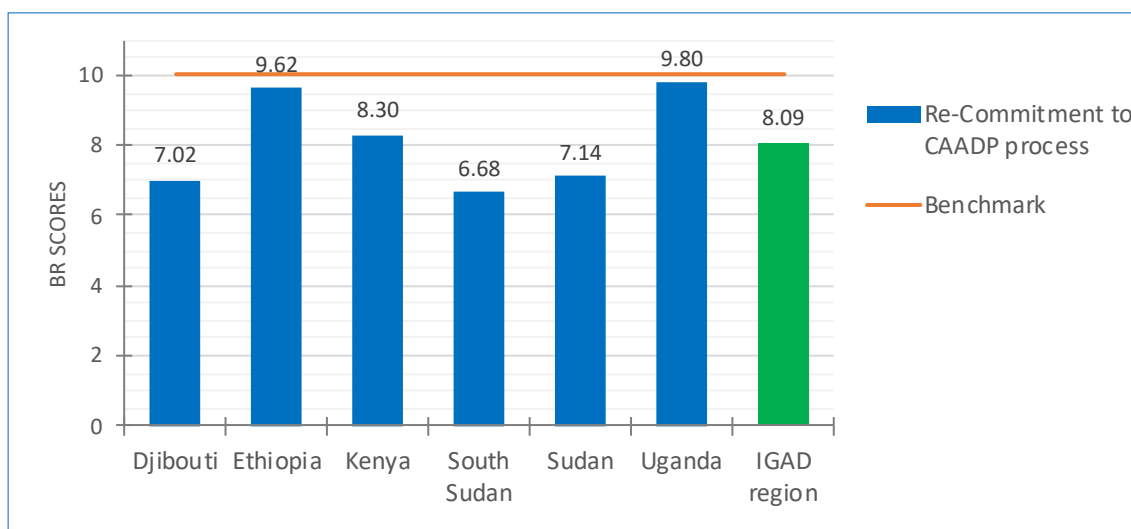
Source: Authors' calculations based on country scores from first (2017), second (2019), and third (2021) Biennial Reviews. Note: na = 'not applicable'.

However, all IGAD member states that participated in the third BR showed improvement in their overall score relative to the second BR. The greatest improvement was recorded by Sudan—it overall third BR score increased by 77 percent over its second BR score. Djibouti also saw significant improvement in its overall BR score of 42 percent. The improvements for the other four participating countries were somewhat less, but all were positive.

Table 1 shows that across the seven Malabo commitments at the time of the third BR in 2021, the IGAD region in aggregate was not on-track to meet any of the seven by 2025, although some countries were performing close to expectations on some commitments. We now examine each commitment individually for the IGAD member states that participated in the third BR.

1) Recommitment to the CAADP process: The IGAD region fell short of the benchmark in this thematic area, but it was progressing well towards its attainment (Figure 1). All the IGAD countries with data scored more than 5 out of 10, giving an average score of 8.09 for the region. The regional score improved from 7.56 achieved in 2019 to 8.09 in 2021, a 7 percent improvement. However, Uganda moved from being on track in 2019 to being not in track in 2021. The other five countries were not on track with respect to the recommitment to the CAADP process in any of the three BR cycles. However, Ethiopia and South Sudan recorded a substantial improvement on this commitment between the second BR of 2019 and the latest, even if not to a level to see either country on-track.

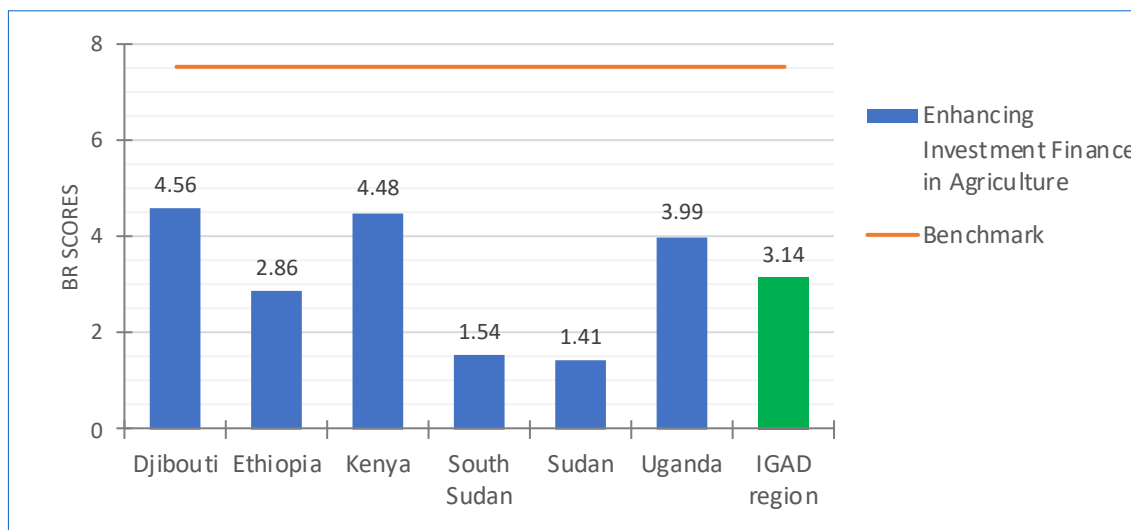
Figure 1: Recommitment to CAADP process—third Biennial Review performance of Intergovernmental Authority on Development member states



Source: Authors' computation based on AUC 2022 report

2) Enhancing investment finance in agriculture: Similar to the second BR, the region was not on track in this thematic area (Figure 2). The regional score for this commitment area declined from 3.60 in the second BR to 3.14 in the third BR of 2021, a decrease of 17 percent. None of the IGAD member states met the requirements for enhanced finance to agriculture. However, Sudan recorded the biggest improvement, rising to a score of 1.41 in the third BR from 0.61 in the second BR, an increase of 131 percent. However, South Sudan recorded a large decline between the second and the third BR—from a score of 6.34 in 2019 to 1.54 in 2021.

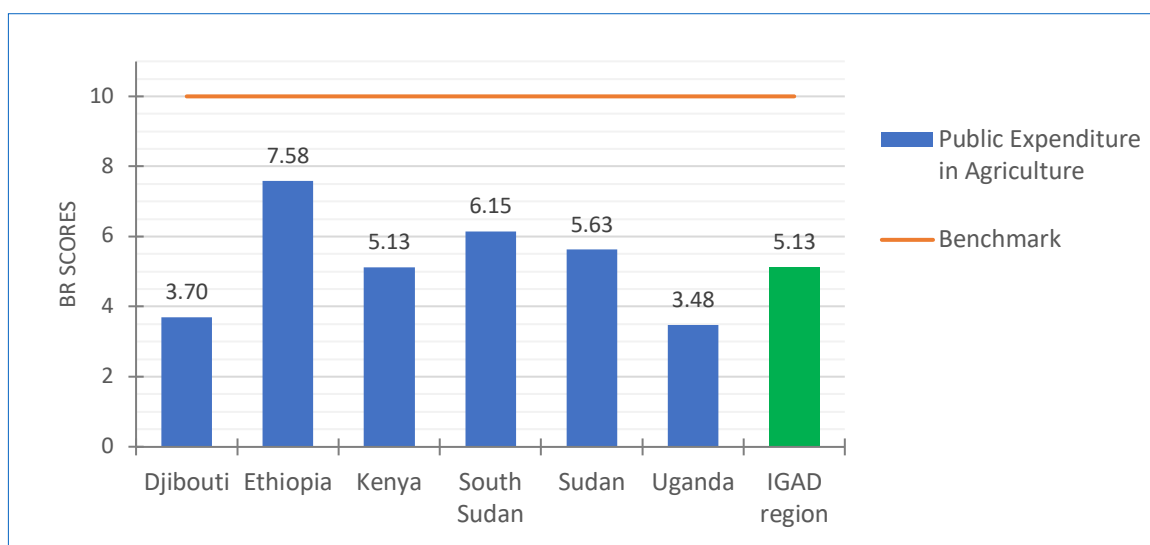
Figure 2: Enhancing investment finance in agriculture—third Biennial Review performance of Intergovernmental Authority on Development member states



Source: Authors' computation based on AUC 2022 report

Related, the third BR report also examines government agricultural expenditure as a percentage of total government expenditure for evaluating progress towards the CAADP target of at least 10 percent of total government expenditures being dedicated to agriculture. The IGAD region is not on track, but is making some progress towards the attainment of this target. Public spending on agriculture among the IGAD member states averaged 5.13 percent of total government spending against a benchmark of 10 percent. Ethiopia is the best performing country in terms of allocation of public funds to agriculture (Figure 3).

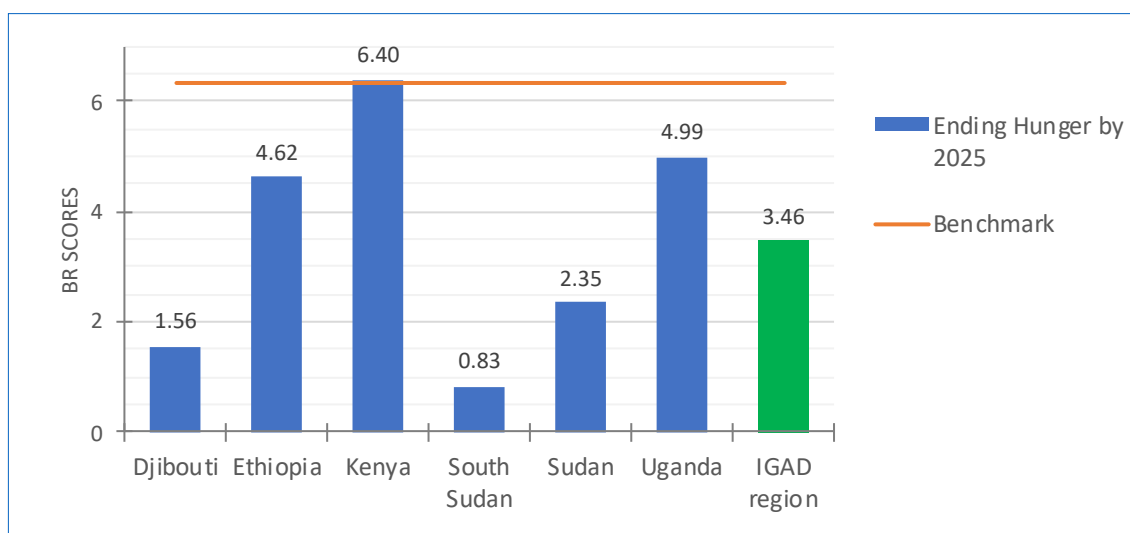
Figure 3: Public expenditure in agriculture—third Biennial Review performance of Intergovernmental Authority on Development member states



Source: Authors' computation based on AUC 2022 report

3) Ending hunger by 2050: The region fell short of the benchmark in ending hunger thematic area, but it recorded an improvement in the regional average score between the second BR and the third BR, rising to 3.46 from 2.25, an increase of 45 percent (Figure 4). Notably, Kenya achieved a score above the benchmark in this thematic area, improving its second BR score by 58 percent. Djibouti is the most improved country on this thematic area, improving its 2019 score by 140 percent, while Sudan and Uganda both recorded a decline in their performance area on this commitment.

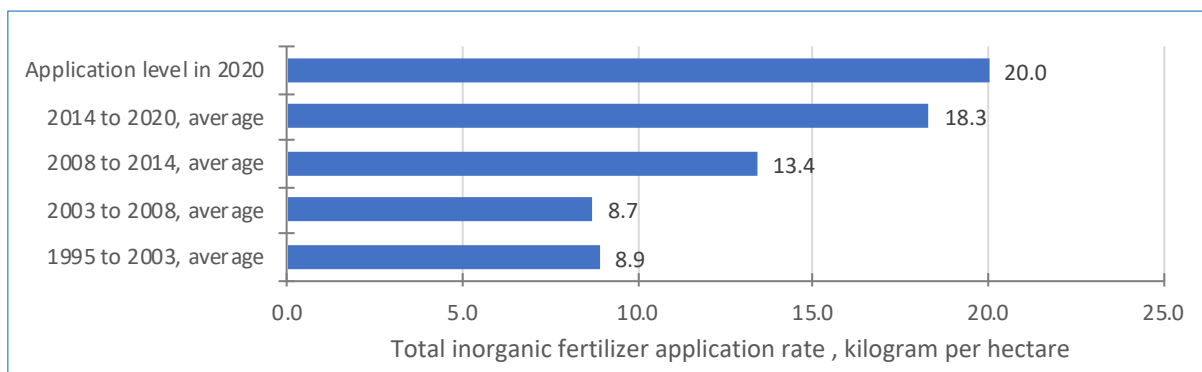
Figure 4: Ending hunger by 2025—third Biennial Review performance of Intergovernmental Authority on Development member states



Source: Authors' computation based on AUC 2022 report

In support of efforts to end hunger by 2025, IGAD member states committed to improve access to agricultural inputs and technologies. The low use of fertilizer in crop production in the region constitutes a major hindrance to ending hunger and attaining resilient food systems (AUC 2022). A performance target of the application of a minimum of 50 kg of inorganic fertilizer per hectare of cropland was set by the AU member states in 2006. Of the six IGAD member states reporting for the third BR, only Ethiopia reported having met this target. However, the overall performance of the region in increasing the application of inorganic fertilizer over the last 27 years shows that the IGAD member states have recorded some progress in increasing the use of fertilizer by their farmers (Figure 5).

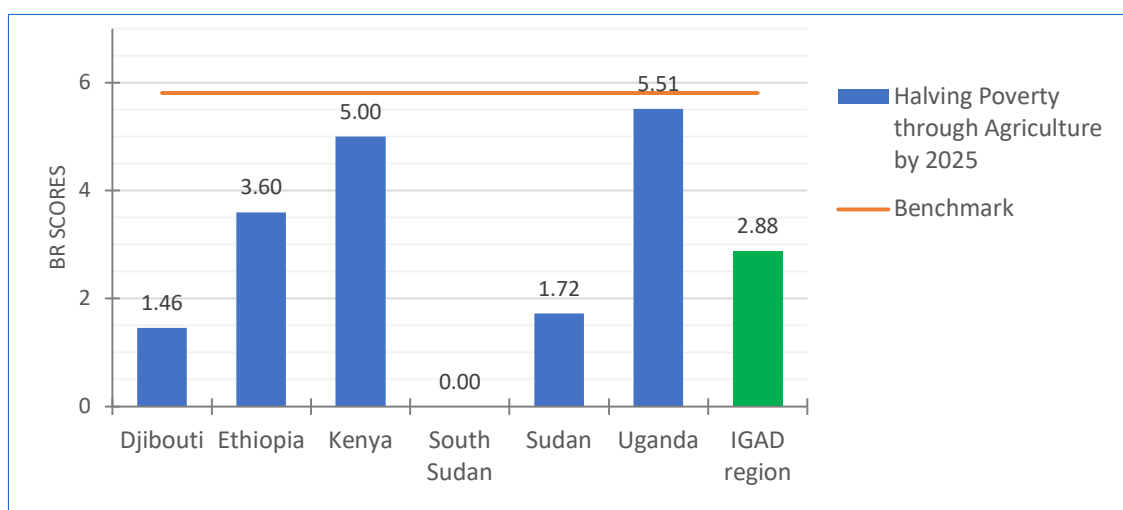
Figure 5: Inorganic fertilizer application on cropland, average rates for Intergovernmental Authority on Development member states since 1995, kg/ha



Source: Authors' computation based on AUC 2022 report

4) Halving poverty through agriculture: None of the countries in the IGAD region met the benchmark score in this thematic area in the third BR (Figure 6). However, the regional average score on halving poverty improved by 64 percent between the second and the third BRs. The most improved member state for this Malabo commitment is Kenya, which scored 5.00 in 2021 compared to 0.38 in 2019.

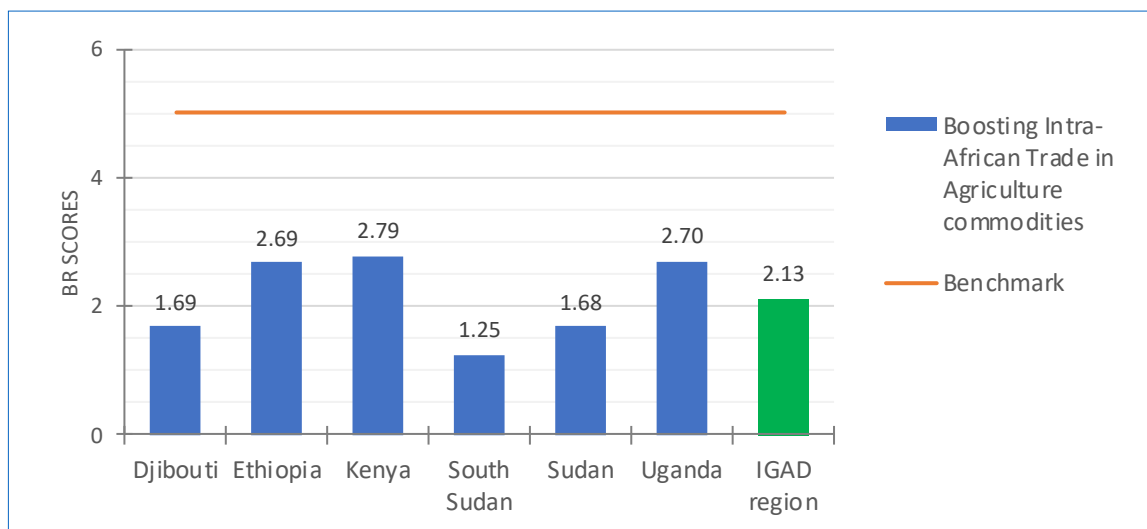
Figure 6: Halving poverty through agriculture by 2025—third Biennial Review performance of Intergovernmental Authority on Development member states



Source: Authors' computation based on AUC 2022 report

5) Boosting intra-African trade in agriculture commodities: The performance of the IGAD region in this commitment area declined by 19 percent in 2021. None of the IGAD member states moved from being not-on-track in the second BR of 2019 to being on-track in the third BR of 2021 (Figure 7). However, three countries—Ethiopia, Sudan, and South Sudan—recorded an improvement in their third BR score compared to their scores in 2019.

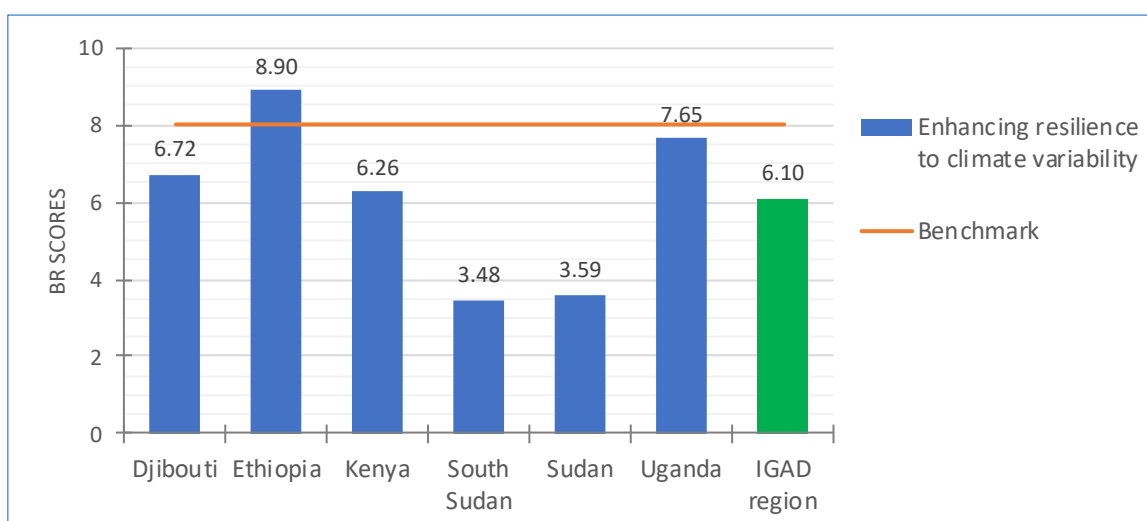
Figure 7: Boosting intra-African trade in agriculture commodities—third Biennial Review performance of Intergovernmental Authority on Development member states



Source: Authors' computation based on AUC 2022 report

6) Enhancing resilience to climate variability: The IGAD region was not on track in achieving the target for this climate-related commitment, but the IGAD member states are making progress. The regional score for this commitment for the third BR improved by 21 percent compared to the score attained in the second BR. Notably, Ethiopia surpassed the benchmark score for this commitment (Figure 8). Djibouti is the most improved IGAD member state under this thematic area—after achieving a score of only 0.41 in 2019, its score rose sharply to 6.72 in 2021.

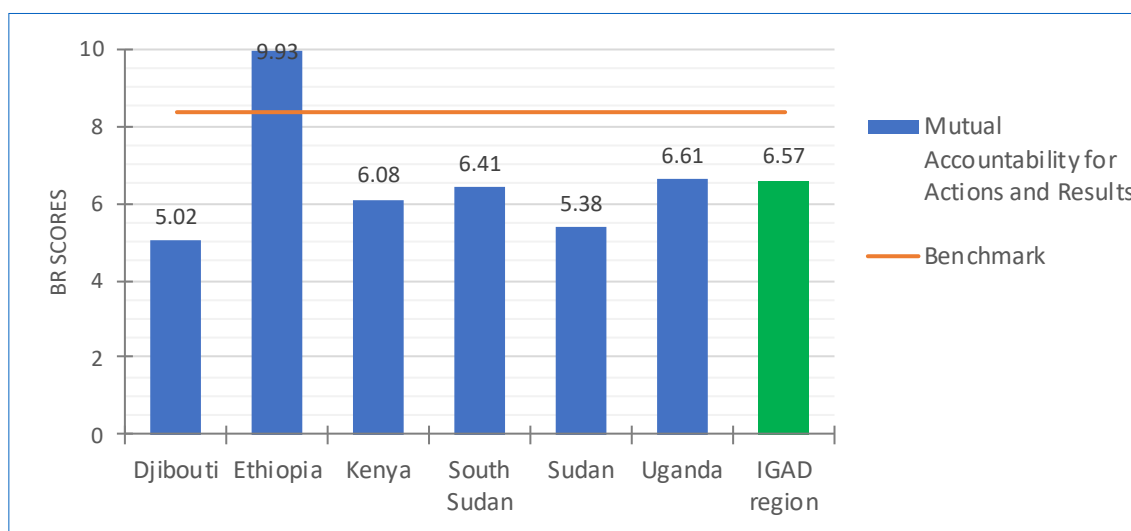
Figure 8: Enhancing resilience to climate variability—third Biennial Review performance of Intergovernmental Authority on Development member states



Source: Authors' computation based on AUC 2022 report

7) Mutual accountability for actions and results: The IGAD region as a whole was not on track in this commitment area, falling short of the benchmark with its overall average score. However, the IGAD member states are making progress towards its attainment (Figure 9). The region improved its overall score for this last Malabo commitment area from 4.95 in 2019 to 6.57 in 2021, an improvement of 35 percent). Ethiopia was on-track in 2021 for meeting this commitment by 2025. It also was the most improved country among all IGAD member states in this commitment area—Ethiopia attained a score of 9.93, which is a 63 percent improvement from its second BR score for the mutual accountability commitment. The other IGAD member states did not meet the benchmark score in this thematic area, although several are making good progress towards its attainment.

Figure 9: Mutual accountability for results—third Biennial Review performance of Intergovernmental Authority on Development member states



Source: Authors' computation based on AUC 2022 report

3. Challenges and Lessons Learned from the Third Biennial Review Process for the Intergovernmental Authority on Development Region

Process challenges and lessons: The IGAD Secretariat is a member of the AU expert team on the CAADP continental Biennial Review. The AU team facilitated training at regional and country levels and coordinated a write-up exercise for the continental BR report.

During the third BR cycle, there was a notable improvement in the rate and timeliness of reporting by the IGAD member states that participated in the effort compared to the first and second BR cycles. However, some process challenges were noted. The most significant of these was the inability of Somalia to submit its reports for the third BR within the stipulated timelines, so no information was presented in the third BR reports on this IGAD member state.

Data challenges and lessons: A comprehensive regional data validation workshop for the third BR was held for the IGAD region. Each participating country was provided with comments and recommendations for improving the datasets they presented at the workshop. All countries responded to varying degrees to the recommendations made at the regional data validation workshop.

The IGAD 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 some notable challenges remained. These included the timely collection, cleaning, and analysis of the data; the limited resources made available to support the multi-stakeholder validation of the draft national BR reports; and restrictions in some member 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 IGAD member states reported that they made policy, procedural, and investment changes in their agricultural sectors either alone or jointly with other IGAD countries 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 IGAD member states. Among the policy and programmatic changes reported are:

- The IGAD Post-Harvest Loss Management (PHLM) strategy was endorsed at a virtual ministerial meeting of IGAD member states organized by the IGAD Secretariat on 12 August 2021. This strategy had been prepared with the technical support of FAO.¹ The PHLM strategy is to guide future interventions and activities in the IGAD region that are aimed at reducing food loss and waste, thereby improving nutrition and food security. It will contribute to meeting the targets of reducing by half post-harvest losses under both the third commitment of the Malabo Declaration on ending hunger in Africa by 2025 and target 3 of Sustainable Development Goal 12 on sustainable consumption and production.² The PHLM strategy was technically reviewed and validated prior to its endorsement by the Ministers for Agriculture of the IGAD member states at the virtual meeting.³
- Considering the major increases in the prevalence of food insecurity and unprecedented levels of humanitarian needs that were expected due to the triple threat of COVID-19, desert locust invasions, and floods then being experienced in the region, in 2020 IGAD developed a coherent joint approach to supporting all vulnerable populations and their livelihoods under these crises. The strategy outlined emergency, medium-term, and long-term interventions to safeguard livelihoods, to sustain any gains made in relation to food availability and access, to treat and prevent acute and chronic malnutrition, and, ultimately, to save lives.⁴
- IGAD is implementing a project entitled “Strengthening Food Security and Nutrition Policy and Institutional Framework and Food Safety and Control Capacity in the IGAD Region” with the assistance of FAO. Food safety is a dimension of the Malabo commitment towards attaining food security by 2025. This project strives to improve food safety and improved food safety control as an important aspect of food and nutrition security, as well as promotes food trade and ensures improved public health by addressing food-related health risks.
- Under the IGAD Regional Agricultural Investment Plan, a project entitled “Improving Competitiveness of Agricultural Commodities through Regional Value Chains Development” is being implemented. This activity is supported by FAO and aims to validate agricultural commodity value chain selection criteria in order to prioritize those value chains for regional ownership and domestication. This activity is aligned with Malabo commitment five on boosting intra-African trade in agricultural commodities and services. The specific activities include collating information on the priority value chain selection criteria used by IGAD member states; reviewing and obtaining agreement on the selection criteria to be used for prioritizing regional value chains; validating for regional ownership and domestication the regional value chains to be prioritized; and initiating a process to agree on the modalities for constituting regional and continental agriculture commodity committees.

1 <https://kilimo.go.ke/wp-content/uploads/2022/04/Post-harvest-Losses-Management-Strategy-for-the-IGAD-Region.pdf>

2 The target date for reducing post-harvest losses by half under the Malabo Declaration is 2025, while for target 3 of Sustainable Development Goal 12, the target date is 2030.

3 <https://igad.int/igad-ministers-for-agriculture-endorsed-a-new-strategy-on-post-harvest-loss-management/>

4 https://www.icpac.net/documents/297/IGAD_Food_Security_and_Nutrition_Response_Strategy_Web_-_05.09.2020.pdf

5. Recommendations for Ensuring Achievement of Malabo Commitments by 2025

Based on the performance of the IGAD region in the third BR, it is evident that the region is not on-track to meet any of the seven Malabo commitment areas by 2025. The following issues require attention if the region is to achieve the commitments by 2025:

- The IGAD member states that have not completed the process of recommitting to the CAADP process consistent with the requirement of the first Malabo commitment should endeavor to do so. These countries should also align their national agricultural investment plans (NAIP) to the Malabo Declaration, also referred to as NAIP 2.0. In order to facilitate this, the IGAD Secretariat and other partners should provide technical support to the IGAD member states which are lagging in this area.
- The IGAD region needs to pay particular attention to the commitment on enhancing investment finance in agriculture—most of the member states of IGAD have not even achieved the halfway mark when assessed against the 2021 benchmark. The IGAD countries should increase spending in agriculture to meet the CAADP target of a minimum of 10 percent of all government expenditure being directed to agriculture.
- The IGAD region should enhance efforts to reduce hunger and malnutrition by 2025. Urgent measures are especially needed to address the chronic problem of child stunting, which is prevalent in most of IGAD member states.
- The IGAD member states should put in place additional trade facilitation measures to promote intra-African trade in agriculture commodities and services.
- At the national level, IGAD member states need to strengthen their mutual accountability systems, including establishing and strengthening agricultural joint sector review (JSR) mechanisms. The IGAD countries all can take lessons from Rwanda, which has an established agriculture JSR mechanism that has been working well over time.

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ReSAKSS **ESA**

Regional Strategic Analysis and Knowledge Support System
by AKADEMIYA2063 & IWMI

ReSAKSS-Eastern and Southern Africa

Private Bag X813
Silverton 0127
Pretoria, South Africa
Tel: + 27128459141
Fax: + 27 (0)12 845 9110
Email: resakss-africa@akademiya2063.org
Website: www.resakss.org



AKADEMIYA

The Expertise We Need. The Africa We Want.

AKADEMIYA2063 Headquarters

Kicukiro/Niboye KK 341 St 22
P.O. Box 1855
Kigali, Rwanda
Tel: +250 788 304 270
Email: hq-office@akademiya2063.org
Website: www.akademiya2063.org

AKADEMIYA2063 Regional Office

Lot N*3 Almadies
BP 24 933 Ouakam
Dakar, Senegal
Tel: +221 77 761 73 02
Email: dakar-contact@akademiya2063.org
Website: www.akademiya2063.org

