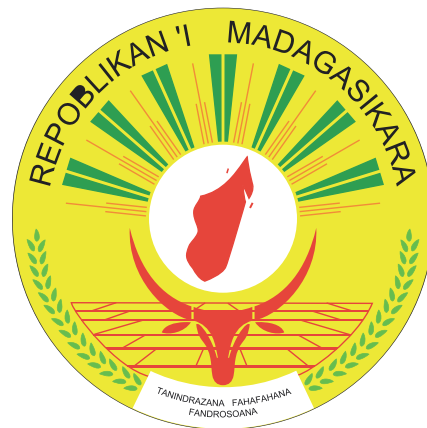


2021 CAADP
BIENNIAL REVIEW
BRIEF
Madagascar



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

Africa Agriculture Transformation Scorecard: Performance and Lessons

2021 CAADP Biennial Review Brief: Madagascar

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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 Malabo Declaration on accelerated agricultural growth and transformation for shared prosperity and improved livelihoods is a set of goals that were adopted by Heads of State and Government of the African Union in 2014 in Malabo, Equatorial Guinea (AUC 2014). This transformation is to be achieved through the attainment by 2025 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.

To translate these commitments into results, a call for action was made by the Heads of State and Governments, by calling upon the AU Commission and the NEPAD Planning and Coordinating Agency, in collaboration with partners, to initiate a review process to be conducted on a biennial basis starting 2017, with an objective of tracking, measuring, and reporting progress towards achieving the Malabo Declaration commitments by 2025 (AUC, 2014). Three Biennial Review (BR) have been conducted—the inaugural BR in 2017 (AUC 2018), the second BR in 2019 (AUC 2020), and the third and most recent BR in 2021 (AUC 2021).

This brief draws on the report for the third BR to summarize the performance of the nation of Madagascar in pursuit of the seven Malabo commitments and assesses the challenges faced and the lessons learned by the country across the three BRs. Challenges and lessons from the third BR are discussed, and policy and programmatic measures are recommended that will enable Madagascar to achieve the Malabo commitments by 2025.

2. Progress by Madagascar in Achieving the Malabo Commitments

This section highlights the performance registered by Madagascar in the third BR in achieving the Malabo commitments. Comparisons to the country's performance in the first and second BRs are also made. Table 1 presents the overall performance of Madagascar on the commitments and its separate performance on each for the three BRs. In the third BR, Madagascar scored 4.37 as its overall performance score. For the third BR, the benchmark score, the minimum score for a country to be considered on-track to achieve the Malabo Declaration commitments by 2025, was 7.28 (AUC 2021). As Madagascar's overall performance score is below the benchmark, this indicates that the country is not on-track to meet the Malabo commitments by 2025.

For the first BR of 2017 and the second in 2019, Madagascar similarly was not on-track to achieve the Malabo commitments by 2025. Madagascar's overall performance scores for the two years were 3.10 and 4.99, respectively, below the respective benchmark scores of 3.94 and 6.66. Moreover, Madagascar's overall performance in making progress towards meeting the Malabo commitments by 2025 declined between the second and third BRs—falling from 4.99 for the second BR to 4.37 for the third BR, a 12 percent decrease.



Table 1. Madagascar—summary of Biennial Review scores by Malabo commitment

Malabo commitment	First BR (2017)			Second BR (2019)			Third BR (2021)			% change, 3 rd BR-2 nd BR
	Score	Bench- mark	Progress	Score	Bench- mark	Progress	Score	Bench- mark	Progress	
1. Recommitment to CAADP	4.41	3.33	On track	8.57	10.00	Not on track	7.49	10.00	Not on track	-13
2. Enhancing agriculture finance	2.31	6.67	Not on track	2.35	10.00	Not on track	4.05	7.50	Not on track	72
3. Ending hunger by 2025	0.49	3.71	Not on track	1.72	5.04	Not on track	2.65	6.32	Not on track	54
4. Halving poverty through agriculture	3.53	2.06	On track	1.13	3.94	Not on track	1.00	5.81	Not on track	-11
5. Intra-Africa trade in agriculture	3.44	1.00	On track	8.58	3.00	On track	2.53	5.00	Not on track	-70
6. Enhancing resilience to climate change	4.10	6.00	Not on track	4.85	7.00	Not on track	7.12	8.00	Not on track	47
7. Mutual accountability	3.39	4.78	Not on track	7.26	6.67	On track	5.77	8.33	Not on track	-20
All commitments	3.10	3.94	Not on track	4.99	6.66	Not on track	4.37	7.28	Not on track	-12

Source: Authors' calculations based on Madagascar Biennial Review scores.

At the time of the third BR in 2021, Madagascar was not on-track to achieve any Malabo commitment by 2025. This represented a setback from the first and second BRs which found Madagascar to be on-track for achieving two or three commitments. At the time of the first BR in 2017, Madagascar was on-track to achieve the commitments on CAADP, eradicating poverty, and intra-Africa trade in agriculture. In 2019, the second BR found the country to still be on-track for intra-Africa trade in agriculture, as well as on mutual accountability, while its performance had fallen off track for the commitments on CAADP and eradicating poverty. The third BR shows poor, not on-track performance for Madagascar for both the commitment on intra-Africa trade in agriculture and the commitment on mutual accountability, so no commitments remain on-track.

Looking more closely at performance over the three BRs at the individual commitment level, the three commitments regarding agriculture finance, hunger, and resilience to climate change show improvements with each successive BR, even if the performance levels on each did not exceed the commitment benchmarks for each BR round. This pattern of continuous improvement for the three commitments is encouraging, although the performance scores for these commitments remained considerably below the third BR benchmarks.

In contrast, the commitment on eradicating poverty has shown a continual decline in performance in Madagascar over the three BR rounds. Much attention is required to poverty reduction through agriculture if the country is to set itself on a positive pathway to achieve the Malabo commitment on eradicating poverty by 2025.

A mixed pattern is seen for the remaining three commitments—those on CAADP, on intra-Africa trade, and on mutual accountability. The performance scores for each improved between the first and second BRs, but declined more recently between the second and third BRs. More attention will need to be paid to these three Malabo commitments to reverse their recent negative trends and enable Madagascar to reach them by 2025.

Each of the performance scores for the seven commitments is made up of several underlying sub-categories. Madagascar, while in general its performance for the third BR was not good and it was not on-track for achieving any by 2025, did perform well on several sub-categories. The country was on-track on two performance sub-categories related to investment in agriculture and reducing post-harvest losses. Madagascar also made good progress on sub-categories related to resilience to climate-related risks, to investment in resilience building, to peer-review and mutual accountability, and to the biennial agriculture review process.

But equally, other sub-categories require attention, given Madagascar's poor performance on the commitments to which they contribute.

- The poor performance on the second commitment related to agricultural finance was mainly due to very low scores on the sub-categories of foreign private sector investment in agriculture and on the sub-categories of access to finance. On the second, note that over the period 2016 to 2020, only 9.6 percent of men and women engaged in agriculture in Madagascar had access to financial services.
- Similarly, Madagascar had very low scores for the third BR across all four sub-categories making up the fourth Malabo commitment on eradicating poverty through agriculture—these are on agricultural GDP, on inclusive public-private partnerships for commodity value chains, on youth employment in agriculture, and on women's participation in agribusiness. As a result of poor performance in these areas, Madagascar had a performance score for the poverty commitment of 1.00, against an on-track benchmark of 5.81.
- On the commitment of ending hunger by 2025, very low scores were obtained on several sub-categories, including on access to agriculture inputs and technologies, on agricultural productivity, on social protection, and on food security and nutrition.
- Other low scores for commitment sub-categories were observed on the capacity of the country to conduct evidence-based planning, implementation, and monitoring and evaluation and on intra-African trade in agriculture commodities and services.

3. Challenges and Lessons Learned from the Third Biennial Review in Madagascar

Challenges encountered during the preparation of the third BR for Madagascar include, among others, data gaps, limited time, and insufficient resources to permit wider validation of the information before it was finally submitted. Also, due to travel restrictions caused by the COVID19 pandemic, no physical regional validation meeting was held. The pandemic also caused irregular reporting of data over several years, accounting for the absence of any information on certain BR indicators for Madagascar. This points to the continuing need to strengthen national capacities in the collection and processing of data and information. More broadly, it is necessary to permanently strengthen the collection of current and structural data on the Malagasy agricultural sector through the frequent production of a minimum set of core agricultural data.

One of the main lessons learned in Madagascar from the third BR is the need to improve the dissemination of results. Doing this more effectively will improve accountability within the country for achieving the Malabo commitments and better appropriation of the third BR information at the level of stakeholders, government officials, and development partners.

Finally, to improve the quality of the information on the performance of Madagascar presented in the BR reports, stakeholders in the country need to prepare now for the next cycle, i.e., the fourth BR round, slated to be completed in 2023.

4. Policy and Programmatic Changes in Madagascar following the First Three Biennial Reviews

Several specific changes have been made in Madagascar following the three BRs to date. These were done so that the country will be successful in achieving the Malabo commitments by 2025. Examples of these changes include:



- To increase access to finance in agriculture, the Ministry of Agriculture commissioned a study to understand how best to design and implement a financing support mechanism for the agriculture sector.
- To improve access to agriculture inputs and technologies, the number of trainers employed in the cascading extension system has been increased through the rice improvement project, PAPRIZ. To improve agriculture productivity, farmers are provided with inputs—fertilizers and certified seeds—coupled with capacity building and technical assistance. New irrigation areas have been developed, while existing ones have been extended.
- Social protection actions have been strengthened through monetary transfers, especially during the COVID19 pandemic period.
- A food security and nutrition coordinating institution was created, attached to the Prime Minister’s office. Its actions are spread over almost all regions of Madagascar with local community agents monitoring nutritional status.
- To enhance youth employment in agriculture, strategies and policies have been put in place. These include a national strategy for rural entrepreneurship development, which started in September 2018.
- To enhance resilience to climate-related risks, farmers in rural areas have benefitted from climate-smart agriculture activities.
- Two new national focal points for monitoring Malabo declaration implementation in Madagascar have been appointed.

5. Madagascar—Priority Actions and Recommendations for Ensuring Achievement of Malabo Commitments by 2025

This section lists several important policy recommendations for implementation by the government of Madagascar to ensure the achievement of the Malabo commitments by 2025.

- Madagascar should continue its efforts to achieve the Malabo Declaration commitments using the CAADP implementation approach under an inclusive and participatory process.
- Enhancing investment finance in agriculture can be done through encouraging domestic private sector investment, attracting foreign direct investment, and enhancing access to finance for men and women engaged in agriculture.
- Measures to reduce post-harvest losses should be taken. These can include providing storage and logistical support at all stages in food production chains to limit absolute losses or degradation in the quality of the food produced.
- To eradicate poverty through agriculture, the government of Madagascar should implement policies to sustain agricultural sector growth. Government should also continue promoting public-private partnership approaches to link smallholder farmers to value chains of priority agricultural commodities.
- Madagascar should continue engaging youth in agricultural sector development.
- To increase the proportion of rural women that are economically empowered and successful in agriculture, the country should promote initiatives that facilitate participation by women in gainful and attractive agribusiness opportunities.

- To boost agricultural productivity, efforts should be taken to promote the utilization by Malagasy farmers of cost-effective and high-quality inputs for crops, livestock, fisheries, and forestry; irrigation; and agricultural mechanization.
- Measures for increased agricultural productivity should be integrated with social protection initiatives to enable vulnerable social groups better meet their basic needs through farming.
- The government of Madagascar should promote initiatives to eliminate hunger and to improve the nutritional status of young children and women of childbearing age.
- The government of Madagascar should more vigorously promote and facilitate increased intra-Africa trade in agricultural commodities and services.
- Madagascar should continue increasing its capacity to generate and use agricultural data and information to guide the design of its agricultural development policies and programs.

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