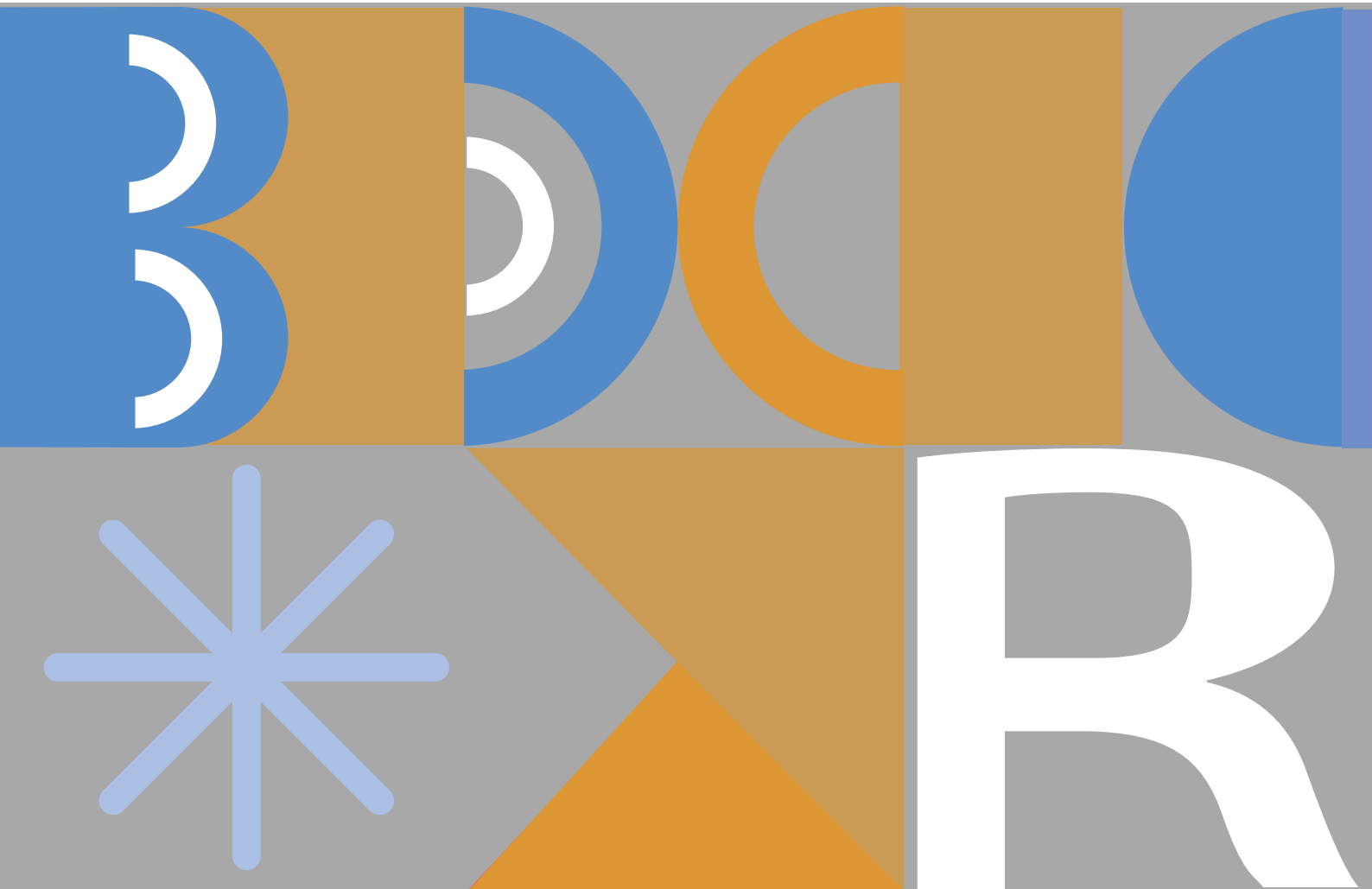


2019 CAADP
BIENNIAL REVIEW
BRIEF
MADAGASCAR



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

Africa Agriculture Transformation Scorecard: Performance and Lessons

2019 CAADP Biennial Review Brief: Madagascar

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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).

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1. Introduction

The 2014 Malabo Declaration outlines Africa's vision for accelerating, between 2015 and 2025, agricultural growth and transformation on the African continent through seven broad commitments. The commitments include: (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 other related risks, and (7) ensuring mutual accountability to actions and results by conducting a continent-wide Biennial Review (BR) to monitor progress in achieving the seven commitments. As part of fulfilling commitment 7 to mutual accountability, the second (2019) BR report and Africa Agriculture Transformation Scorecard (AATS) were launched at the 33rd African Union (AU) Summit in February 2020. This brief highlights Madagascar's performance in the second BR and assesses challenges faced and lessons learned by the country during the review process. The brief also reviews policy and programmatic changes in Madagascar that can be attributed to the first (2017) and second BRs. It concludes by highlighting required policy actions for Madagascar to meet the Malabo Commitments by 2025.

2. Progress in Achieving Malabo Commitments

For the second BR, the benchmark (minimum score for a country to be on track in implementing the Malabo Declaration commitments) was 6.66 out of 10 (AUC, 2020). Even though Madagascar did not meet the benchmark, the overall score realized indicates an improvement of 59 percent in the country's performance relative to the first BR. As shown in Table 1, Madagascar performed well below the benchmark and the poor performance is attributed to the country's poor performance in 6 of the 7 thematic areas. On the other hand, the country performed better than the Southern African Development Community (SADC) as well as the Southern Africa region (Table 1). To be specific, Madagascar performed better than SADC and the Southern Africa region in 4 thematic areas (themes 1, 5, 6, and 7). The areas of very weak performance included the commitments to enhance agriculture finance (score of 2.35 compared to a minimum score of 10), end hunger by 2025 (score of 1.72 compared to the minimum score of 5.04), and halve poverty through agriculture (score of 1.13 compared to the minimum score of 3.94).

Table 1: Madagascar summary of BR scores by theme

Theme	Second BR Benchmark	SADC	Regional (Southern Africa)	SADC Low-income	SADC Middle-income	Madagascar
Recommitment to CAADP	10.00	7.42	7.50	6.76	7.03	8.57
Enhance Agriculture Finance	10.00	4.22	4.15	3.25	4.20	2.35
Ending Hunger by 2025	5.04	2.51	2.47	2.07	2.42	1.72
Halving Poverty Through Agriculture	3.94	1.29	1.25	1.18	1.14	1.13
Intra-Africa Trade in Agriculture Commodities and Services	3.00	2.66	2.91	3.24	2.35	8.58
Enhancing Resilience to Climate Change	7.00	4.81	4.65	3.78	4.61	4.85
Mutual Accountability for Actions and Results	7.64	7.04	6.95	5.43	7.03	7.26
All Commitments	6.66	4.28	4.27	3.67	4.11	4.92
Progress on All Commitments		Not on track	Not on Track	Not on track	Not on track	Not on track

Source: Authors' calculations based on country BR scores (2020). Legend: ■ not on track ■ on track

Notes: SADC Low-income Countries: Angola, Democratic Republic of Congo, Madagascar, Malawi, Mozambique, and Zimbabwe. SADC Middle-income Countries: Botswana, Eswatini, Lesotho, Mauritius, Namibia, Seychelles, South Africa, and Zambia. Tanzania was not included in the SADC average and the SADC low-income category because it was grouped as part of the East African Community.

In comparison to the first BR, the country regressed in theme 4 (halving poverty through agriculture)—by 68 percent (Table 2). Conversely, Madagascar saw a notable improvement in 6 of the 7 commitments compared to the first BR, namely: CAADP recommitment; agriculture finance; ending hunger by 2025; boosting intra-Africa trade; enhancing resilience to climate change; and mutual accountability for actions and results as depicted in Table 2. Furthermore, the country progressed to be on track in 1 of the 7 commitments (boosting intra-Africa trade in agriculture commodities and services) in the 2019 BR. The improvements in themes 3, 5, and 7 were enormous with increases of 253 percent, 149 percent, and 114 percent, respectively. While Madagascar reported on most of the BR indicators, some data gaps remain which the country needs to address in future BRs.

Table 2: Madagascar BR scores by theme (first and second BRs)

	First BR	Second BR	Change	% Change	Second BR Benchmark	Status
CAADP Recommitment	4.41	8.57	4.16	94%	10.00	Not on track
Agriculture Finance	2.31	2.35	0.03	1%	10.00	Not on track
End Hunger By 2025	0.49	1.72	1.24	253%	5.04	Not on track
Halve Poverty Through Agriculture	3.53	1.13	-2.4	-68%	3.94	Not on track
Boost Intra-Africa Trade	3.44	8.58	5.13	149%	3.00	On track
Enhance Resilience To Climate Change	4.10	4.85	0.76	19%	7.00	Not on track
Mutual Accountability	3.39	7.26	3.87	114%	7.64	Not on track
All Commitments	3.10	4.92	1.83	59%	6.66	Not on track

Legend: ■ not on track ■ on track

3. Challenges and Lessons Learned from the Second BR

Data quantity and quality challenges continued to affect the BR process in Madagascar, including in this round which was engulfed by several data gaps due to incorrectly compiled or uncompiled data. The country should engage its technical partners to invest in strengthening national data systems and capacities for generating adequate and quality data on all indicators.

4. Policy and Programmatic Changes Following the First and Second BRs

The following actions taken by Madagascar contributed to the country's success during the second BR:

- Madagascar consistently increased the level of investments in agricultural research and development to at least 1 percent of the agricultural GDP over the reporting period.
- Aligning and implementing policies and programs based on the CAADP principles contributed to better performance (meeting the biennial targets set in the Malabo/CAADP process and agriculture sector performance) of the country as depicted by the fact that Madagascar was on track when it came to implementing the CAADP process.
- In the same vein, Madagascar surpassed the 2018 milestone of 30 percent and, thus, was on track to double the current levels of quality agricultural inputs for crops (seed), livestock (breed), and fisheries by 2025.
- The country performed significantly well on the commitment to boost intra-African trade by increasing the value of trade in agricultural commodities and services. On the growth rate of the value of trade of agricultural commodities and services, Madagascar was one of the few countries that was on track with this indicator in the second BR.

5. Recommendations for Ensuring Achievement of Malabo Commitments by 2025

Overall, the second BR report shows that Madagascar is not on track to achieving the Malabo commitments by 2025, but, the country showed a progression of the overall score relative to the first BR. Moreover, the country is still quite a long way regarding putting in place policies to attract its youth and rural women into agricultural value chains. Furthermore, there is an urgent need to increase the allocation of government public expenditure to agriculture for agricultural transformation to be realised. The following recommendations are important for Madagascar to improve the implementation of the Malabo commitments and to get back on track for the next BR:

1. Madagascar should endeavour to increase its public expenditure on agriculture to meet the CAADP target and implement policies and programmes that would contribute to an increase in the share of agricultural land under sustainable land management practices.
2. Madagascar will have to ensure that there is an increase in ownership and secure rights over agricultural land such that 100 percent of farm households in the country have ownership or secure rights over agricultural land. This will provide incentives to farmers to increase their investments and ultimately their productivity and ensure environmental sustainability. The country only has 0.6 percent of farm households who own or have rights over agricultural land in the second BR.
3. Stunting is still very high in Madagascar (41.6 percent), hence, a concerted effort should be channelled at bringing down the prevalence of stunting (proportion of children under 5 years old) to 10 percent or less as per the CAADP indicator by adopting food and nutrition security policies.
4. Madagascar should increase focus on halving poverty, by the year 2025, through inclusive agricultural growth and transformation by ensuring that the agricultural growth and transformation process is inclusive and contributes at least 50 percent to the overall poverty reduction target.
5. Increased investments should be allocated to creating a country database focusing on the proportion of the youth and women engaged in agricultural value chains. The country shows a low level of youth and rural women empowered in agriculture, hence, the country performed poorly in these indicators.

6. References

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