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

Africa Agriculture Transformation Scorecard: Performance and Lessons

2019 CAADP Biennial Review Brief: Mozambique

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1. Introduction

The 2014 Malabo Declaration outlines Africa's vision for accelerating agricultural growth and transformation on the African continent through seven broad commitments from 2015 to 2025. 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 the 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 Mozambique's performance in the second BR and assesses challenges faced and lessons learned by the country during the review. The brief also reviews policy and programmatic changes in Mozambique that can be attributed to the first (2017) and second BRs. It concludes by highlighting required policy actions for Mozambique to implement to meet the Malabo Commitments by 2025.

2. Progress in Achieving the 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). Mozambique achieved an overall score of 4.05, indicating the country is not on track to meet the Malabo commitments by 2025. When this performance is compared to that of the first BR, it is worth noting that the country was on track then and amongst the best performing countries in the region. It also indicates a retrogression of 1.94 percent in the country's performance compared to the first BR (BR score of 4.13). Mozambique's poor performance is indicative of the fact that the country was only on track in one thematic area (intra-Africa trade in agriculture commodities and services). There are only four countries (Ghana, Mali, Morocco, and Rwanda) in the continent that are on track in the second BR and no country in the Southern African Development Community (SADC) region is on track—representative of a regression from the first BR (there were 8 countries in the SADC region that were on track in the first BR).

Mozambique is quite an agrarian country with well-developed agriculture corridors (the Pemba – Lichinga, Beira, Zambezi, Nacala, Maputo and Limpopo agricultural corridors), forestry and a marine fisheries sector. This implies that the country's economy is relatively dependent on agriculture despite endowment in minerals and other natural resources—natural gas and crude oil. In the second BR process, as shown in Table 1, Mozambique was on track in one of the thematic areas (intra-Africa trade in agriculture commodities and services) and was also on track in four commitment sub-thematic areas (CAADP country process; country-based cooperation, partnership and alliance; food safety; and intra-Africa trade policies and institutional conditions). In comparison to the first BR, Mozambique was on track in 4 of the 7 thematic areas (recommitting to CAADP, eradicating poverty through agriculture by 2025, boosting intra-Africa trade in agriculture commodities and services, and enhancing mutual accountability for actions and results). The country was also on track in 8 sub-thematic areas (completing national CAADP process; establishing CAADP-based cooperation, partnership and alliance; establishing CAADP-based policy and institutional review, setting, support; improving food security and nutrition; creating job for youth in agricultural value chains; women participation in agribusiness; establishing intra-African trade policies and institutional conditions; and fostering peer review and mutual accountability).



Other areas where Mozambique performed well include enhanced quality of multisectoral and multi-stakeholder coordination, increasing the size of area under irrigation, completion of the CAADP process, increased growth rate of yields for national priority commodities, a notable decrease in the prevalence of underweight children under 5 years, a tremendous improvement in the Food Safety System Index, and a surmountable decrease in the Food Price Volatility Index. When compared to areas of strong performance in the first BR, there are only three areas which differ from that of the second BR—reduction in the prevalence of wasting among children under the age of 5 years, increase in the number of rural women having access to productive assets in agriculture (women empowerment), and increase in the number of youths engaged in new jobs in agriculture. Regarding data submission, Mozambique submitted 82 percent of the required data, which implies that it reported on most of the BR indicators, indicating a 1 percent increase in data submitted for the first BR. Additionally, there were increases of 63.3 percent, 0.46 percent and 13.1 percent in the scores of themes 1, 5 and 7 (recommitment to CAADP, intra-Africa trade in agriculture commodities, and services, and mutual accountability for actions and results).

In the following, Mozambique's performance by thematic area is presented:

1. *Recommitment to CAADP process*: Despite an improvement of 63.3 percent in this thematic area, Mozambique still fell short of meeting the target (a score of 9.13 against the minimum score of 10).
2. *Enhancing investment finance in agriculture*: Low investment in agriculture has been a longstanding issue in Mozambique because in both BR processes, the country did not meet the minimum score (a score of 2.7 against the minimum score of 6.67 for the first BR and 2.34 against 10 for the second BR). This translates to a 13 percent retrogression of Mozambique's performance in this thematic area.
3. *Ending hunger by 2025*: With a 4.15 percent retrogression in Mozambique's performance in this thematic area, the country was not on track in the first BR. This carried over to the second BR (a score of 2.65 against 3.71 for the first BR and 2.54 against 5.04 for the second BR).
4. *Eradicating poverty through agriculture by 2025*: Mozambique saw the worst performance in this thematic area with a 90.7 percent retrogression (a score of 0.50 against the minimum score of 3.94). Mozambique still has a long way to go with regards to improving the participation of youth and women in agriculture value-chains and public-private partnerships.
5. *Enhancing resilience to climate variability*: The decrease in this thematic score was quite minimal (0.89 percent), but this does not take away from fact that Mozambique has been consistently not on track in this thematic area (a score of 3.36 against the minimum score of 6.00 for the first BR and 3.33 against 7.00 for the 2nd BR).
6. *Mutual accountability for actions and results*: Mozambique's 13 percent improvement in this thematic area did not offset the fact that the country is not on track (a score of 4.05 against the minimum required score of 6.66).



Table 1: Mozambique summary of both the First and Second BR results by theme

Countries	Re-commitment to CAADP			Enhance Agriculture Finance			Ending Hunger by 2025			Halving Poverty Through Agriculture			Intra-Africa Trade in Agriculture Commodities and Services			Enhancing Resilience to Climate Change			Mutual Accountability for Actions & Results			Overall		
	BR 1	BR 2	Δ%	BR 1	BR 2	Δ%	BR 1	BR 2	Δ%	BR 1	BR 2	Δ%	BR 1	BR 2	Δ%	BR 1	BR 2	Δ%	BR 1	BR 2	Δ%	BR 1	BR 2	Δ%
Mozambique	5,59	9,13	63,3	2,70	2,34	-13,0	2,65	2,54	-4,15	5,27	0,50	-90,7	3,84	4,30	0,46	3,36	3,33	-0,89	5,49	6,22	13,1	4,13	4,05	-1,94
SADC Average	5,36	7,42	38,6	3,97	4,22	6,30	2,05	2,51	22,4	2,36	1,29	-45,3	2,65	2,66	0,01	3,63	4,81	32,5	5,59	7,04	26,1	3,66	4,28	16,9
Regional Average	5,70	7,50	31,6	3,97	4,15	4,53	2,29	2,47	7,86	2,41	1,25	-47,7	2,87	2,91	0,04	3,94	4,65	17,7	5,84	6,95	19,0	4,02	4,27	6,22
SADC LI	6,16	8,58	39,3	2,58	3,86	49,6	1,79	2,13	19,0	2,88	1,18	-59,0	1,92	3,53	1,62	3,09	4,45	43,7	5,08	6,65	30,9	3,21	4,34	35,2
SADC MI	5,07	6,50	28,2	4,85	4,53	-5,60	2,29	2,46	7,42	1,99	1,15	-42,7	3,23	2,29	-0,94	3,91	5,02	28,4	5,89	7,15	21,6	4,19	4,16	-0,72
Minimum Score	3,33	10,00	200	6,67	10,00	49,9	3,71	5,04	35,8	2,06	3,94	91,3	1,00	3,00	2,00	6,00	7,00	16,7	4,78	7,64	59,8	3,94	6,66	69,0

Source: Authors' calculations based on country BR scores (2020). **Legend:** □ on track ■ Not 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 in the SADC low-income category because it was grouped as part of the East African Community.



3. The Challenges and Lessons Learned from the Second BR

Process Challenges and Lessons

In what follows, key experiences, lessons, and best practices on the BR process in Mozambique is discussed. An assessment of the first BR process and report was crucial in identifying areas for improvements in the second BR process and data systems. The assessment confirmed that there was no methodical data system used by all national agriculture stakeholders (both state and non-state stakeholders). The assessment of the first BR also enabled the country identify indicators that were not being collected through the Agricultural Annual Surveys (also referred to *Inquérito Agrário Integrado* in Portuguese). Based on that finding, the government revised the questionnaire used for the agricultural annual survey data collection and incorporated the Malabo commitment indicators.

Positive influences were noted on the data collection processes—the formation of cluster groups made the data collection less laborious and even less ad-hoc (haphazard). These clusters were created to align to theme 2 (investment finance in agriculture), theme 3 (ending hunger), theme 4 (eradicating poverty through agriculture), theme 5 (intra-African trade in agriculture commodities), and theme 6 (resilience to climate variability). Themes 1 and 7 (recommitment to CAADP and mutual accountability) were handled by the ministry of agriculture and food security through the BR team. The training provided to the BR team and cluster groups were pivotal to the improvement of data quality—clusters were trained on data standards and protocols (data collection, data synthesis, data storage, and data sharing). Within the data clusters, the institutions worked tirelessly on data accuracy, traceability, and verification. The validation process employed by the BR team and the national agriculture stakeholders was quite meticulous and it drew from the experiences of the joint sector review (JSR) validation process.

Data Challenges and Lessons

Although Mozambique submitted more data in the second BR (82 percent for 47 Indicators) compared to the first BR (81 percent for 43 Indicators), there are still some data gaps that the country needs to address before the next BR. Data on domestic and foreign private sector investment in agriculture, agribusiness, and agro-industry, as well as enhancing access to finance remain missing. The availability of data on post-harvest losses also remains a recurring challenge and the country is in the process of developing methodologies to address this with some of the development partners. As part of this effort, data quality, traceability and accuracy will be henceforth addressed with newly designed data protocols and standards in Mozambique.

The formation of cluster groups has provided an enabling environment for data to be freely shared amongst institutions in the agriculture sector. With respect to data storage and management, the BR data was incorporated on the e-Atlas platform, and all the of special studies, BR Report, and data protocols and standards were published on the Ministry of Agriculture and Rural Development (MADER) website.

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

The establishment of the Agricultural Sector Coordination Committee (CCSA) aided the country with the coordination of the JSR processes and made the Five Years National Agricultural Plan Malabo compliant. In addition, to ensure full engagement of all key agricultural stakeholders, agricultural planning focal points were appointed at national and provincial level. As regards improving public sector investment into agriculture, the government recently announced the approval of allocating 10 percent of the total budget to agriculture.

Under the domestic private sector investment in agriculture commitment, MADER instituted the promotion of private investments through the New Partnership for Africa's Growth Program, prioritization of the development of agricultural value chains in the six development corridors, reduction of taxes for the import of agricultural inputs (such as seeds, fertilizer, irrigation pipes, and tractor sowers), extension of 10 percent Corporate Income Tax Code for agriculture for another 10 years, reduced water use charge rates for agriculture in order to stimulate investment in the sector, a reduction of 60 percent in interest rates on imports of materials for hydraulic projects, non-payment of value-added tax for locally-produced agricultural products and a diesel subsidy. The country also reduced import taxes on fertilizer, promoted internal fertilizer production, and expedited the implementation of the irrigation strategy.

In 2017, the Government of Mozambique rehabilitated 2,879 ha of arable land and ranches to produce vegetables, cassava and red meat. 919 ha of this land was under the Pro-Poor Value Chain Development Project (known as PROSUL in Portuguese) – this benefitted 1,373 smallholder producers; the other 1,960 ha was under the Sustainable Irrigation Development Project (also known as PROIRRI) – under this project 6,165 producers benefitted.

Regarding access to agriculture inputs and technologies commitment, MADER increased the number of agriculture extension officers and promoted the use of agriculture extension networks for crop-yielding enterprises, MADER also increased the financing of research projects through the national research fund. The GOM expedited implementation of the Safe Land Programme (Programa Terra Segura)—it was stipulated to issue out five million secure land right titles (DUAT's) by the end of 2019.

To increase agricultural productivity, MADER instituted a National Mechanization Program (2015 - 2018) where 139 Agricultural Service Centres were established (these have 712 tractors and with diverse tools). MADER also constructed fish farming tanks, created a credit facility for poultry and horticulture farmers, developed a sub-sector of veterinary sciences, increased funding for livestock development programmes, increased construction of treatment dip-tanks, increased allocation for the purchase of vaccines for livestock and accelerated the construction of slaughterhouses. The production of eggs and chickens through feed production using local raw materials (soy and corn) was intensified to reduce imports of chickens and eggs. In partnership with FAO, MADER is in the process of crafting a project to assess post-harvest losses for the five main commodities. This will culminate to a proposal of the post-harvest management strategy. Concerning increasing investments in the agriculture sector, MADER has been engaging various development partners through the Ministry's Resource Mobilization Unit in order to mobilize more resources into the agriculture sector.

In 2018, the Ministry of Gender, Children, and Social Action through Institute of Social Action increased its budget for social protection by 22.3 percent to cater for vulnerable children and women through various programmes. Mozambique has developed and approved the Multi-Sectoral Action Plan for the Reduction of Chronic Malnutrition which aims to reduce chronic malnutrition in children aged 0-5 years, from 43 percent to 30 percent in 2015 and 20 percent in 2020 (MISAU et.al, 2011). The Ministry of Education and Human Development is implementing the National School Feeding Program and aims to reduce in a sustainable way the negative impact of food insecurity and malnutrition in the education sector.

MADER has dedicated special attention to the growth of agriculture GDP in the following areas: 1) generation and transfer of technologies (basic seeds, tissue culture, artificial insemination, conservation agriculture, vaccines, and embryo production); 2) establishment of agricultural development incubators with intensive use of machinery and equipment for preparation and levelling of ground and harvesters, its management is public-private partnership approach of service centres; 3) intensive production of vegetables through the establishment of at least 80 greenhouses of 0.25 ha for the production of various vegetable seedlings for access by small producers throughout the year; 4) construction and operation of fish market infrastructure; and 5) monitoring of the exploitation of resources at sea and inland waters; and granting of credit to the semi-industrial fishing sub-sector.



The Government aims to increase national agricultural production by improving the marketing system. The Government's commitment is evident through several formulated and enacted policies and strategies such as the Strategic Plan for Agrarian Development 2014-2020, the Integrated Plan for Agricultural Marketing and in the Operational Plan for Agricultural Marketing which were recently launched by Government's executive.

Youth empowerment was enhanced through creating credit facilities for the youth, provide training programmes for youth entrepreneurs in rural communities and provision of scholarships to pursue studies in the field of agriculture, domestic and abroad. In addition, MADER developed a Flagship Programme for Youth and Women Empowerment in Agriculture in Northern and Central provinces of Mozambique. Furthermore, The Government has deliberated on the gender strategy for the agriculture sector, 2016-2025 which aims to increase the level of women's participation in the sector. In 2018, Kenya and Mozambique agreed to do away with the visa on arrival rule for diplomats and nationals of the two countries to facilitate trade and tourism and private sector investments.

Mozambique drafted the National Climate Change Strategy and strengthened the Inter-Institutional group working on climate change, which is a representative committee of public and private sector, civil society, and academia. MADER has established its climate change unit which aims to support the Ministry in planning and implementation of activities which contribute to coping and dealing with climate stressors in the agriculture sector. The Mozambique agriculture sector Technical Analytical Network (TAN) also known as the Local Technical Analytical Network (LTAN) was established. Its aim is to provide technical analytical support and capacity development to the Mozambique Strategic Analysis and Knowledge Support Systems (MOZAKSS) Node, Ministry of Agriculture and Rural Development, and the agriculture sector at large.

To strengthen the process of policy-based formulation, MADER set up the Agricultural Research Platform that is meant to conduct research on agriculture performance. The research findings or analysis are presented at CCSA meetings for decision-making.

5. The Recommendations for Ensuring Achievement of Malabo Commitments by 2025

This section provides overall recommendations for Mozambique to implement to improve its performance in the next BR in line with the execution of the Malabo Declaration commitments and contribution of the agriculture sector to achievement of the commitments by 2025:

- *Improve monitoring and evaluation, data collection, and management systems in agriculture:* Mozambique BR scorecard indicates several data gaps in the BR process. To address this shortfall, there is still a need for strengthening monitoring and evaluation and data collection and management systems.
- *Improve public and private sector funding in agriculture:* this effort should target the indicators for which the country was not on track to achieve the Malabo Declaration commitments by 2025.
- *Develop and strengthen existing social protection programs:* This ensures protection of the vulnerable. Providing specific training (for example, production techniques, marketing, and entrepreneurial skills) to the agricultural population is a pivotal way to enhance social protection.
- *Develop or adopt technologies that will curb post-harvest losses:* The country must put in place programs that will train farmers and promote processing of agricultural products to reduce food losses and improve the nutritional content of food.

- *Develop public-private partnerships and agriculture value chains:* Mozambique needs to develop policies that will ensure public-private partnerships involve the youth and women. The country must develop agriculture value chains (for example, small ruminants) with significant participation from the youth and women.
- *Increase investments in household resilience to climate change and weather-related shocks:* Mozambique needs to quantify greenhouse gas emissions in the agriculture sector, and based on this formulate the necessary agricultural policies.

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