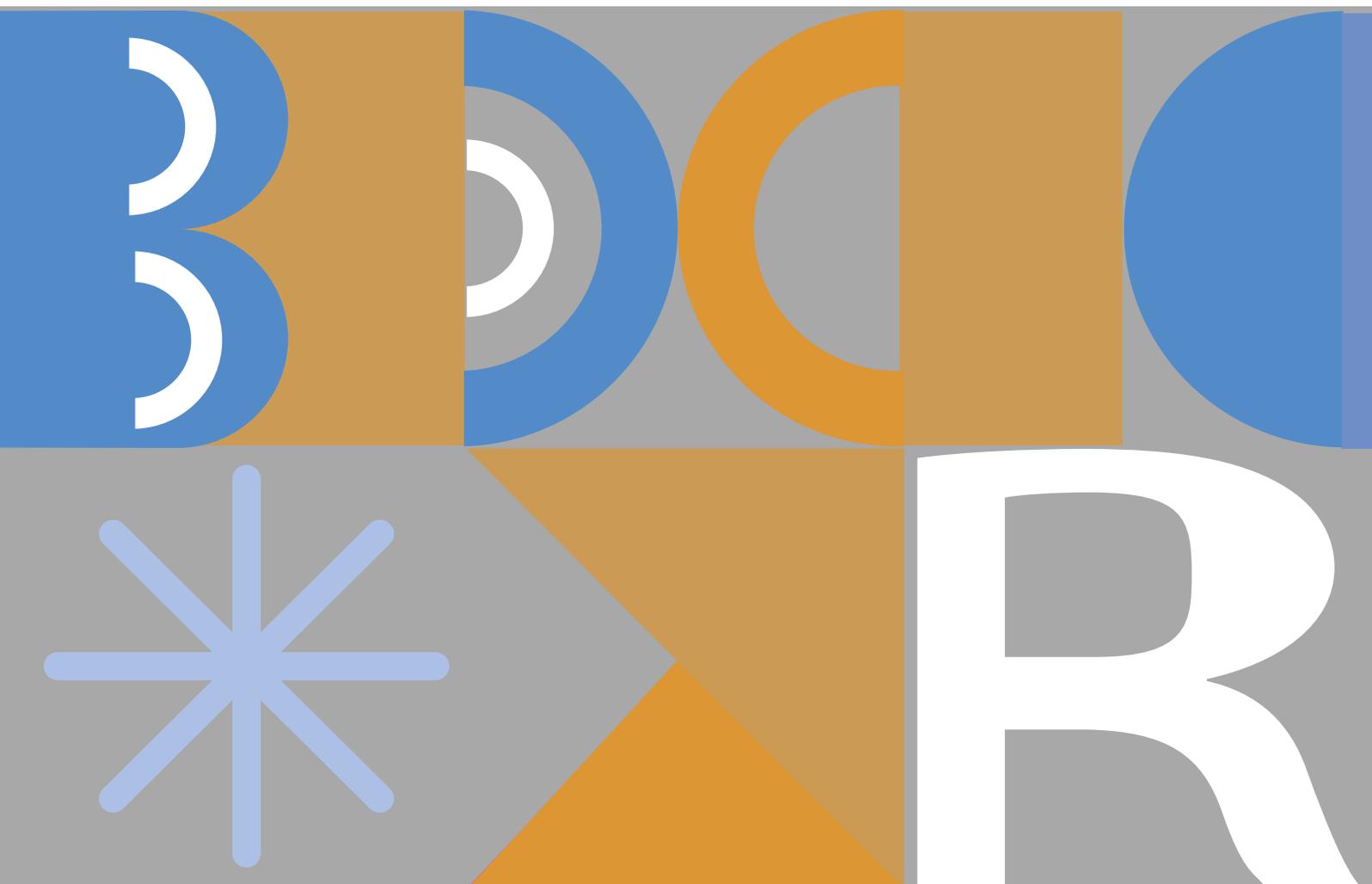
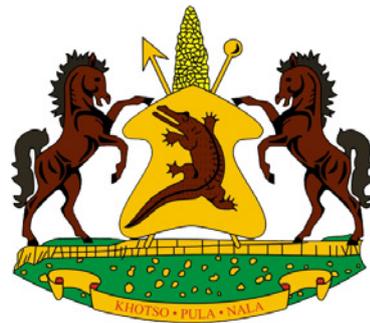


2019 CAADP
BIENNIAL REVIEW
BRIEF
LESOTHO



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

Africa Agriculture Transformation Scorecard: Performance and Lessons

2019 CAADP Biennial Review Brief: Lesotho

Moala Khesa,¹ Ikhothatseng Greffiths,^{2*} Greenwell Matchaya,² Sibusiso Nhlengethwa,² and Bhekiwe Fakudze²

This brief was prepared by the Lesotho Ministry of Agriculture with technical support from the Regional Strategic Analysis and Knowledge Support System for Southern Africa (ReSAKSS-SA).

Recommended Citation

Khesa, M., Greffiths, I., Matchaya, G., Nhlengethwa, S., and Fakudze, B. 2021. Africa Agriculture Transformation Scorecard: Performance and Lessons. 2019 CAADP Biennial Review Brief: Lesotho. Regional Strategic Analysis and Knowledge Support System (ReSAKSS). AKADEMIYA2063.

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).

AKADEMIYA2063 receives funding from the Bill & Melinda Gates Foundation (BMGF) and the United States Agency for International Development (USAID) through the Feed the Future Policy LINK program under the Cooperative Agreement 7200AA19CA00019. The views expressed in this publication do not necessarily reflect the views of the BMGF, USAID, or the US Government.

This publication has not been independently peer reviewed. Any opinions expressed here belong to the author(s) and are not necessarily representative of or endorsed by AKADEMIYA2063.

¹ Ministry of Agriculture, Lesotho.

² ReSAKSS-SA, International Water Management Institute.* Corresponding author, email: I.Greffiths@cgiar.org

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 Lesotho's performance in the second BR and assesses challenges faced and lessons learned by Lesotho during the review. The brief also reviews policy and programmatic changes in Lesotho that can be attributed to the first (2017) and second BRs. It concludes by highlighting required policy actions for Lesotho to implement to meet the Malabo commitments by 2025.

2. Progress in Achieving the Malabo Declaration Commitments at the Country Level

The benchmark (minimum score for a country to be on track in implementing the Malabo Declaration commitments) for the second BR was 6.66 out of 10 (AUC, 2020). Lesotho had an overall score of 3.26 in the second BR, which is far below the 2019 Benchmark of 6.66 indicating that the country is not on track to meet the Malabo commitments and targets by 2025 (Table 1). Moreover, there were only four countries (Ghana, Mali, Morocco, and Rwanda) in the African continent which are on track in the second BR and no country in the Southern African Development Community (SADC) is on track, indicating a regression from the first BR (there were 8 countries in the SADC region that were on track in the first BR). The assessment revealed that member states with relatively good agricultural data management systems produced better reports for the BR process. In addition, aligning and implementing policies and programs based on CAADP principles contributed to better country performance.

Lesotho received score far below the benchmark due to poor performance in all the themes as shown by Table 1 below. Even though Lesotho performed higher than average score in three thematic areas (Enhance Agriculture Finance, Enhancing Resilience to Climate Change and Mutual Accountability for Actions and Results) compared to SADC low income countries, the country is still below average score in all thematic areas compared to other SADC middle income countries.



Table 1: Lesotho summary of BR scores by theme

Theme	Benchmark	SADC	Regional (Southern Africa)	SADC Low-income	SADC Middle-income	Lesotho	Lesotho progress
Recommitment to CAADP	10.00	7.42	7.50	6.76	7.03	6.57	Not on track
Enhance Agriculture Finance	10.00	4.22	4.15	3.25	4.20	3.57	Not on track
Ending Hunger by 2025	5.04	2.51	2.47	2.07	2.42	0.79	Not on track
Halving Poverty through Agriculture	3.94	1.29	1.25	1.18	1.14	0.54	Not on track
Intra-Africa Trade in Agriculture Commodities and Services	3.00	2.66	2.91	3.24	2.35	0.70	Not on track
Enhancing Resilience to Climate Change	7.00	4.81	4.65	3.78	4.61	4.31	Not on track
Mutual Accountability for Actions and Results	7.64	7.04	6.95	5.43	7.03	6.30	Not on track
All Commitments	6.66	4.28	4.27	3.67	4.11	3.26	
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.

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

Themes	First BR	Second BR	Change	% change	Second BR Benchmark	Status
Recommitment to CAADP	4.44	6.57	2.13	45.0	10.00	Not on track
Enhancing Agriculture Finance	3.30	3.57	0.27	8.2	10.00	Not on track
Ending Hunger by 2025	2.38	0.79	-1.60	-67.2	5.04	Not on track
Halving Poverty Through Agriculture	0.05	0.54	0.49	980	3.94	Not on track
Intra-Africa Trade in Agriculture Commodities and Services	5.19	0.70	-4.49	-86.5	3.00	Not on track
Enhancing Resilience to Climate Change	3.33	4.31	0.98	29.4	7.00	Not on track
Mutual Accountability for Actions and Results	7.52	6.30	-1.22	-16.2	7.64	Not on track
All Commitments	3.75	3.26	-0.49	-13.1	6.66	Not on track

Legend: ■ not on track ■ on track

As shown in Table 2, Lesotho did not perform well in most of the themes in the first BR with the exception of the following thematic areas: recommitment to CAADP (4.44), intra-Africa trade in agriculture commodities and services (5.19), and mutual accountability for actions and results (7.52). In the second BR, the country performed poorly in all thematic areas. However, relative

to the first BR, the country saw some improvements in recommitment to CAADP (2.13 percent), enhancing resilience to climate change (0.98 percent), halving poverty through agriculture (0.49 percent), and enhancing agriculture finance (0.27 percent). In terms of recommitment to CAADP, the country achieved a higher score in this thematic area by improving the quality of multi-sectoral and multi-stakeholder coordination during the CAADP process. For enhancing agriculture finance, the country increased public agriculture expenditure as a percentage of agriculture value-added and improved the official development assistance (ODA) disbursed to agriculture against the total ODA commitment by 100 percent. Regarding ending hunger by 2025, the country has shown improvements in some indicators such as prevalence of wasting among children under 5 years of age and food safety system index. Even though Lesotho performed much better in other CAADP themes, the overall score was still below the benchmark, hence the country's inability to be on track toward meeting the Malabo commitments.

Lesotho needs to focus more on areas of weakness, including limited evidence-based policies, supportive institutions and corresponding human resources, low engagement of the youth in new in agriculture value chains, low public agriculture expenditure as a share of total public expenditure, low proportion of men and women engaged in agriculture with access to financial services, low fertilizer consumption and low growth rate of the size of irrigated areas, high post-harvest losses, low Trade Facilitation Index, and low index of capacity to generate and use agriculture statistical data and information. Concerning the climate resilient and weather shocks system, the country needs to improve on existence of government budget-lines to respond to spending needs on resilience building initiatives and percentage of farm, pastoral, and fisher households that are resilient to climate and weather-related shocks.

3. Challenges and Lessons Learned from the Second BR

Lesotho has challenges of missing information on a number of issues. In its CAADP report, the country lacks data on number of men and women engaged in agriculture that have access to financial services. The country also lacks data on food security and nutrition and food safety for both male and female children as well as number of deaths associated with food security and nutrition. In addition, there are challenges with access to some agriculture inputs and technologies, missing information on agricultural productivity (including crops, livestock, forestry, fisheries, and aquaculture), missing information on post-harvest losses, and missing information on social protection.

In terms of legal and institutional frameworks, the country is lagging behind with the existence of legal or policy and institutional frameworks on food safety, such as existence of a national food safety policy, existence of risk-based food safety standards for at least five priority agricultural commodities, quality of monitoring and surveillance programmes, existence of accredited laboratories in food analysis as well as participation in an accredited proficiency test scheme and inter-laboratory comparison programmes.

In terms of quality of monitoring and surveillance programmes, Lesotho is not utilizing the food laboratory as it should as there is no reliable data that monitors contaminants for export and import foods. For proficiency testing providers in Lesotho, the laboratories are not doing the same tests, hence it is difficult to conduct inter-laboratory comparisons. However, these are issues that are being addressed because they are required for laboratories to attain accreditation.

The country is also lacking adequate information on poverty headcount ratio at national poverty lines (percent of population), experiencing challenges with the Food Safety Trade Index, and missing information on agricultural GDP. With particular reference to CAADP thematic areas, the country still has challenges in establishing or strengthening inclusive public-private partnerships for at least



five priority agricultural commodity value chains with strong linkages to smallholder agriculture by 2025, challenges with youth and women participation in agriculture, lack of information on intra-African trade in agricultural commodities and services, intra-African trade policies, and institutional conditions and data gaps on resilience to climate related risks. The country is also lagging behind in peer review and mutual accountability in the areas of commissioned review or Joint Sector Review (JSR) relevant studies, there is no existence of a Malabo-compliant National Agriculture Investment Plan (NAIP), Malabo-compliant NAIP priorities reflected in the national budget, existence of Malabo-compliant NAIP monitoring and evaluation system, and existence of Malabo-compliant NAIP implementation progress report. This clearly indicates the poor performance of a country can be attributed to lack of relevant legal and institutional frameworks and lack of data needed to achieve Malabo Declaration goals and targets.

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

In the second BR, even though the country did not meet the benchmark, there were policy and programmatic changes. Lesotho has made progress in terms the country CAADP process which is shown by the existence of communication on internalizing the Malabo Declaration commitments, existence of a national roadmap for implementing the Malabo commitments and existence of a Malabo-compliant NAIP appraisal report. The NAIP is under review and yet to be finalised. The country also made progress in ensuring that ODA committed to implement the NAIP is fully disbursed.

Lesotho established competent regulatory institutions with clear mandates and coordination mechanisms, ensured national assessment of in-country laboratory capacities, national training programme for the qualification of laboratory analysts, ensured existence of national laboratory standards qualification or accreditation programmes, made available in the national budget support for laboratory infrastructure and instrument maintenance as well as operational and capital expenditure (CAPEX) requirements. Also in existence are a food testing laboratory even though it is not yet used efficiently due to missing monitoring information, laboratory capability (infrastructure and instrumentation), national capacity building programmes in recognized quality management systems, and national support for industry and producers, including private sector or small and medium enterprises. Lesotho has also developed government budget-lines on disaster preparedness policy and strategy, government budget-lines on early warning and response systems and social safety nets, as well as enhanced adherence to mutual accountability principles.

5. Recommendations for Ensuring Achievement of Malabo Commitments by 2025

To improve implementation of the Malabo Declaration commitments and to achieve set goals by 2025, Lesotho needs to implement the following recommendations:

- *Recommitment to CAADP process:* Lesotho should improve on the overall CAADP process and the CAADP-based policy and institutional support system. The country should also finalise its Malabo-compliant NAIP priorities reflected in the national budget, NAIP monitoring and evaluation system and NAIP implementation progress report to improve its commitment.

- *Enhancing investment finance in agriculture:* It is therefore recommended that Lesotho empower men and women in agriculture by providing financial support systems. It is also recommended that the country increase its agriculture budget to at least 10 percent of its total public expenditure in line with the CAADP target.
- *Ending hunger by 2025:* Lesotho should improve on its agricultural input supply and fertilizer consumption. It is also imperative for the country to increase its irrigated land to address drought-induced harvest loss. Furthermore, Lesotho needs to institute and implement policies and systems that would contribute to improvements in food security and nutrition and food safety and reductions in related diseases.
- *Halving poverty through agriculture by 2025:* It is recommended that Lesotho increase the growth rate of agriculture through value-added production as this will improve food security and bridge the gap between wholesale and farm-gate prices. Better prices will encourage more production hence poverty reduction.
- *Boosting intra-African trade in agriculture commodities:* Lesotho should put in place some agricultural trade-related policies such as intra-Africa trade policies and institutional conditions, and implement them to facilitate intra Africa trade in agricultural commodities (and meet the CAADP target of 100 percent). In addition, the country needs to improve on the growth rate of the value of trade of agricultural commodities and services within Africa, Domestic Food Price Volatility Index, and Trade Facilitation Index.
- *Enhancing resilience to climate change:* Lesotho needs to improve its resilience to climate change and put in place systems to address weather-related shocks.
- *Mutual accountability for actions and results:* Lesotho should strengthen its peer review and mutual accountability by improving on the existence of inclusive institutionalised mechanisms for mutual accountability and peer review. The country should also improve its capacity to generate and use agriculture statistical data and information.

6. References

AUC (African Union Commission). 2020. *Biennial Report to the AU Assembly on implementing the June 2014 Malabo Declaration*. The 2019 report to the January 2020 Assembly. Addis Ababa, Ethiopia: AUC.

Lesotho CAADP Report. 2019. *Country Performance Reporting Template on progress made for implementing the June 2014 Malabo Declaration*. The Draft report for April 2019 to the January 2020 Assembly. Addis Ababa, Ethiopia: AUC.



ReSAKSS SA

Regional Strategic Analysis and Knowledge Support System
by AKADEMIYA2063 & IWMI

ReSAKSS-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: hq-office@akademiya2063.org
Website: www.akademiya2063.org

