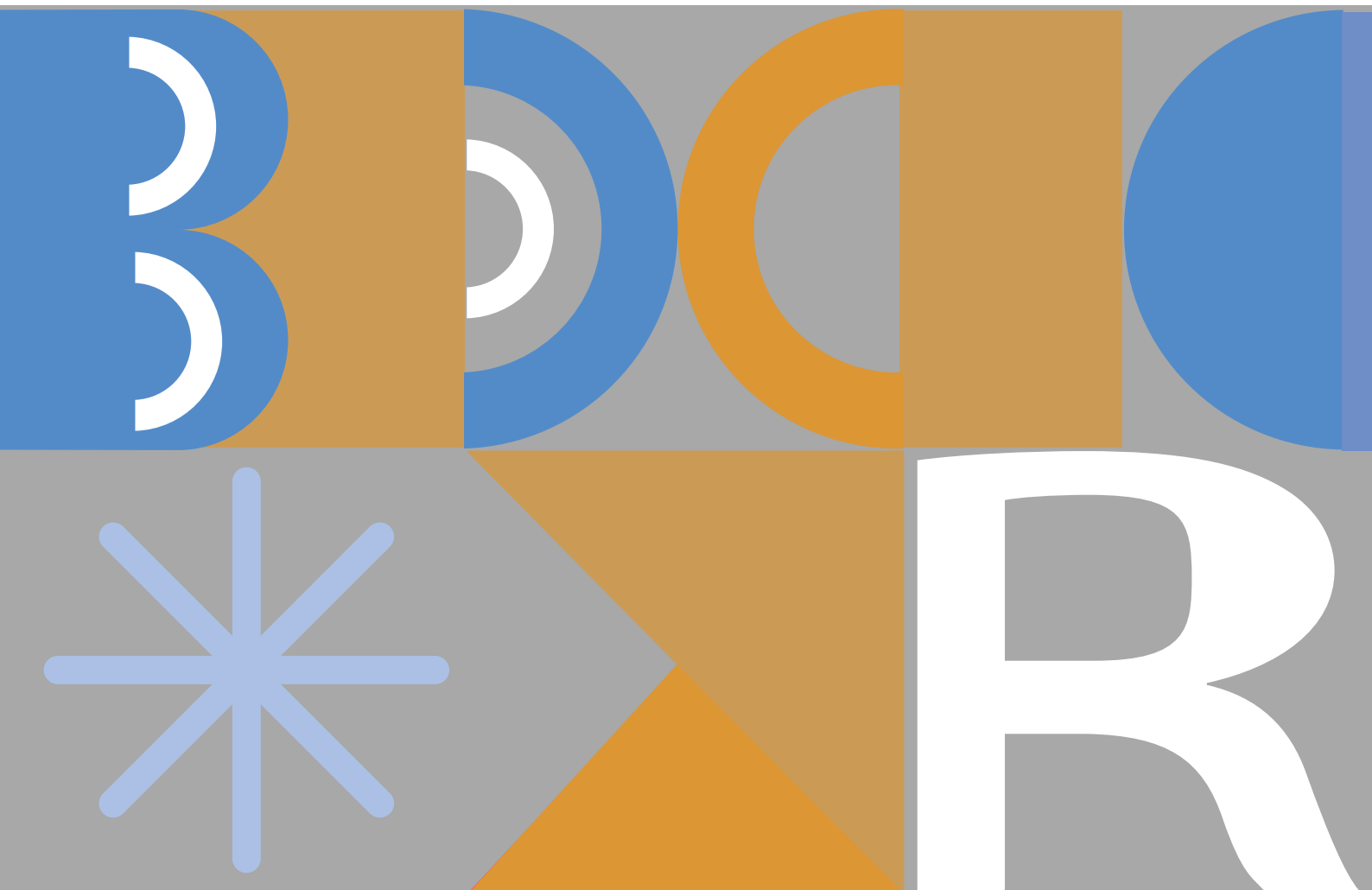


**2019 CAADP**  
**BIENNIAL REVIEW**  
**BRIEF**  
**SOUTH AFRICA**



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

# Africa Agriculture Transformation Scorecard: Performance and Lessons

## 2019 CAADP Biennial Review Brief: South Africa

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

## 2. Progress in Achieving the Malabo Commitments

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). South Africa achieved an overall score of 2.88, indicating that the country is not on track to meet the Malabo commitments and targets by 2025. Compared to the performance of the first BR (a score of 4.07), it is worth noting that the country was on track then and was also amongst the best performing countries in the region. It further indicates a significant decline of 30 percent in the country's performance compared to the first BR. In the second BR there are only four countries (Ghana, Mali, Morocco, and Rwanda) in the continent that are on track and no country in the Southern African Development Community (SADC) region is on track, signifying a 100 percent decline from the first BR (there were 8 countries in the SADC region that were on track in the first BR).

### Areas of Strong Performance

In the second BR, South Africa is on track in one of the thematic areas (mutual accountability for results and actions) despite a decrease in the score of the theme by 6.4 percent. Compared to that of the first BR, it is noted that the country was on track then in 4 of the 7 thematic areas (recommitment to CAADP, halving poverty through agriculture by 2025, boosting intra-African trade in agriculture commodities and services, and enhancing mutual accountability for actions and results). Furthermore, it shows that South Africa was on track in two sub-thematic areas (CAADP country process; country-based cooperation, partnership, and alliance; and country capacity for evidence-based planning, implementation, and monitoring and evaluation (M&E)) out of the twenty-four sub-thematic areas. In comparison to the first BR in which the country was on track in 8 of the 24 sub-thematic areas, this reflects a decline of 75 percent in South Africa's performance (Table 1).

In addition, South Africa performed well in the following areas: there was a significant increase in the quality of multi-sectoral and multi-stakeholder coordination; the country enhanced capacity to generate and use agriculture statistical data and information; reduced the prevalence of wasting among children under the age of 5 years; saw a substantial increase in the Food Safety System Index, and a notable increase in the Trade Facilitation Index.



### Areas Requiring Attention

While South Africa is amongst the biggest economies in the continent with a highly developed agriculture sector, the country performed poorly in the second BR. The low performance was influenced by the country's poor performance in the following thematic areas (enhance agriculture finance, ending hunger by 2025, halving poverty through agriculture, intra-Africa trade in agriculture commodities and services, and mutual accountability for results and actions). There is also a notable decline in the number of thematic areas on track from 4 out of 7 in the first BR to 1 out of 7 in the second BR (a decline of 75 percent). In terms of the sub-thematic areas, a decline of 75 percent is also noted (from 8 sub-thematic areas in the first BR to 2 in the second BR). Other key areas that require attention include the following: increasing public agriculture expenditure, completion of the CAADP country process, increase in the number of households having ownership or access to land, increase in evidence-based policies, supportive institutions, and corresponding human resources, and increase in institutionalised mechanisms for mutual accountability and peer review.

1. *Recommitment to CAADP process:* Despite an increase of 62 percent in South Africa's performance in this thematic area, the country did not meet the minimum required score (scored 5.71 against the minimum score of 10.0).
2. *Enhancing investment finance in agriculture:* In both BR processes, South Africa did not perform well in this thematic area, hence the country did not meet the minimum score in both the first and second BRs (2.46 out of 6.67 was the score for the first BR and 0.43 out of 10.0 is the score for the second BR). This implies a decline of 82.5 percent in this thematic area score for the second BR score compared to the first BR.



**Table 1: South Africa Summary of both the First and Second BR results by theme**

Countries	Recommitment to CAADP			Enhance Agriculture Finance			Ending Hunger by 2025			Eradicating 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%
South Africa	3.52	5.71	62.2	2.46	0.43	-82.5	3,02	0,83	-72.5	3,30	0,00	-100	3,79	1,31	-65.2	3,35	3,36	0.30	9,09	8,50	-6.38	4,07	2,88	-29.5
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 (2018 and 2020). **Legend:**   not on track   on track

**Notes:** SADC Low-income Countries (LI): Angola, Democratic Republic of Congo, Madagascar, Malawi, Mozambique, and Zimbabwe. SADC Middle-income Countries (MI): 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. SADC Regional Average calculated based on country data for all 15 countries.



3. *Ending hunger by 2025*: This thematic area has been a big challenge in South Africa, this is demonstrated by the fact that the country has not met the minimum score in both the first and second BRs (3.02 out of 3.71 was the score for the first BR and 0.83 out of 5.04 is the score for the second BR). This depicts a 72.5 percent decrease in the thematic area score.
4. *Eradicating poverty through agriculture by 2025*: A 100 percent decline in this thematic area is worrisome. South Africa was on track in the first BR, but in the second BR performed poorly (scored 0.00 against the minimum score of 3.94).
5. *Boosting intra-African trade in agriculture commodities*: Having been on track in the first BR, South Africa experienced a decline of 65 percent in this thematic area, causing the country to not be on track in the second BR (scored 1.31 against the minimum score of 3.00).
6. *Enhancing resilience to climate variability*: South Africa was not on track in this thematic area in both BR processes (3.35 out of 6.00 was the score for the first BR and 3.36 out of 7.00 is the score for the second BR).

## 3. Challenges and Lessons Learned from the Second BR

### Process Challenges and Lessons

In what follows, key challenges, lessons, and best practices of the BR process in South Africa are discussed.

- Following the first BR, South Africa consciously decided to have provincial BR focal persons. This was done to enhance the national BR team's capacity to coordinate the BR process in a decentralized manner. Working groups or task teams were also instituted at the national level and these were formed in alignment to the seven commitments of the Malabo Declaration.
- One of the crucial aspects about the BR process in South Africa was the engagement of experts on the CAADP process and on the subject matters of each of the commitments. These experts assisted in training the national BR team, provincial BR focal persons and the working groups on the relevant subject matters, that is the BR process, CAADP process and the data modalities and requirements for the BR process.
- There are still notable challenges with regards to sourcing data from private entities, especially conglomerate institutions because of private policy issues on information sharing. However, there are on-going discussions to lift restrictions on those policies to accommodate the BR process.
- There is also a slight challenge with regards to stakeholder involvement in the engagement processes, specifically workshops and meetings, because of the large nature of the country, it is not always possible for stakeholders in provinces further from Gauteng to attend.

### Data Challenges and Lessons

- There are challenges in accessing data from some of the private sector institutions. However, the country has been able to submit substantially more data for the second BR. The data on domestic private sector agriculture investment and FDI in agriculture are still missing. Overall, the second BR report reflects that there are still other data gaps that the country needs to address before the next BR.
- The miniscule data on theme 4—eradicating poverty through agriculture by 2025—is of great concern. The lack of data on post-harvest losses is a recurring issue. The government needs to work with the private sector to develop methodologies and technologies to collate information on this indicator.

- Data protocols and standards seem to be an issue as well when it comes to the modalities of data provided by different institutions outside of Statistics South Africa. There is therefore a need for standardization and validation of data before it is submitted for the BR report.

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

- The Department of Agriculture, Forestry and Fisheries (DAFF) has taken a bold step to reinvigorate the National Agriculture Stakeholder Engagement to form a National Strategic Committee on the BR and CAADP processes at large.
- Under the public expenditure to agriculture thematic area, South Africa endorsed the approval of Statutory Measures and Agricultural Trust by the Minister of Agriculture to boost private investments in agriculture. The country held the Presidential Investment Summit in 2018 to boost investments in agriculture and economy-wide. The country also launched the Presidential Infrastructure Coordination Commission to increase investments in agri-logistics and rural economies. This was established under the auspices of the Infrastructure Development Act of 2014.
- On foreign private sector investment to agriculture commitment, the President, in 2018, announced a foreign investment envoy to travel the world with the aim to attract direct foreign investments. The overall target is to raise US\$100 billion.
- With regards to market access to agricultural finance, the Marketing of Agricultural Products act provides for the collection of the statutory levies in South Africa. Of the 22 commodity specific industries, 20 percent of the total levies collected is set-aside to finance the development of smallholder enterprises or businesses.
- In order to enhance access to agriculture inputs and technologies, two of the biggest political parties took resolutions on land expropriation without compensation (African National Congress and Economic Freedom Fighters). The legislative arm of the State discussed land expropriation and passed a move to have Section 25 of the Constitution amended. The Presidential Advisory Panel on Land Reform and Agriculture was established and a report has been submitted to his excellency, Mr. Cyril Ramaphosa. A parliamentary committee to look at the amendment of Section 25 was established.
- The Department of Agriculture and Land Reform developed an AgriParks programme which has established 27 Farmer Production Support Units (FPSUs) across all nine provinces which provides inputs and technical support to farmers.
- On food security and nutrition, the National School Nutrition Programme (NSNP) through the leadership of the Department of Basic Education (DBE) is hands-on in ensuring that the children at school development stage (Creche) as well as primary and secondary levels access a balanced diet.
- With regards to intra-African trade in agriculture commodities and services, South Africa signed and ratified the African Continental Free Trade Agreement.
- On resilience to climate-related risks, the National Agricultural Marketing Council (NAMC) is the node hosting institution of the Food, Agriculture, and Natural Resources Policy Analysis Network (FANRPAN) in South Africa. The institution deals specifically with policies geared towards climate and nutrition, amongst others.
- South Africa has been investing in resilience building by funding desalination, DAFF, the Environment Contingency Fund, and research of indigenous and drought resistant varieties.



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

This section provides overall recommendations for South Africa to improve implementation of 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:

- *Rejuvenate the National CAADP Process:* It is critical for the country to revitalize its efforts towards completing the National CAADP Process. This will, in turn, enable the country to develop CAADP-based policies and institutions, that is the National Agricultural Investment Plan (NAIP).
- *Develop or Strengthen Data Clusters:* BR data clusters aligned with the Malabo Commitment areas can help to facilitate data collection and review from a diverse group of stakeholders.
- *Increase Public Expenditure on Agriculture:* The public sector is not meeting the 10 percent investment target and smallholder agriculture is performing lethargically. Developing a meticulous and econometrics-based National Agriculture and Food Security Investment Plan (NAFSIP) would contribute towards improving the state of smallholder agriculture and consequently boost performance of the agriculture sector.
- *Enhance Multi-Sectoral and Multi-Stakeholder Coordination in Agriculture:* Enhancing collaboration between ministries and between DAFF and the private sector is crucial for the success of the CAADP and BR processes. This will strengthen mutual accountability between sectors and stakeholders.
- *Develop Policies to Enhance Land Access and Provide Secure Land Tenure:* The land issue in South Africa is a controversial one, but the government needs to enact policies that would enhance secure access to agricultural land for smallholder farmers without compromising the sustainability of commercial large farmers.
- *Provide an Enabling Environment for African Continental Free Trade Area (AfCTA):* The government should also put in place policies that would facilitate and promote intra-African trade (outside of the Southern African Customs Union (SACU)) in agricultural commodities and services.

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