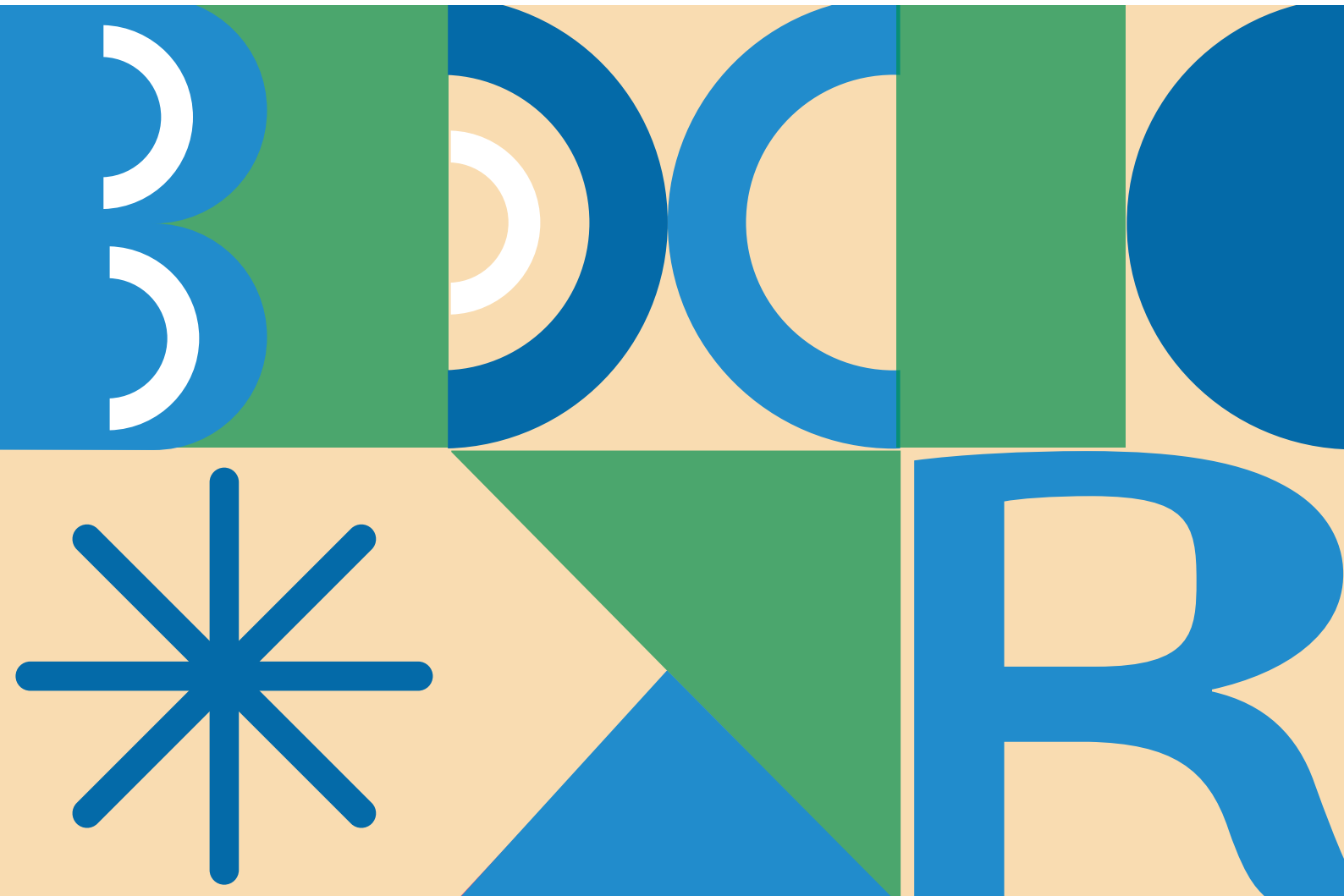


2019 CAADP
BIENNIAL REVIEW
BRIEF
SADC



Africa Agriculture
Transformation Scorecard:
Performance and Lessons

Africa Agriculture Transformation Scorecard: Performance and Lessons

2019 CAADP Biennial Review Brief: Southern African Development Community (SADC)

Greenwell Matchaya,^{1**} Sibusiso Nhlengethwa,¹ Elago Panduleni,² Ikhothatseng Greffiths,¹ and Bhekiwe Fakudze¹

This brief was prepared by the Southern African Development Community (SADC) with technical support from the Regional Strategic Analysis and Knowledge Support System for Southern Africa (ReSAKSS-SA).

Recommended Citation

Matchaya, G., Nhlengethwa, S., Elago, P., Greffiths, I., and Fakudze, B. 2021. Africa Agriculture Transformation Scorecard: Performance and Lessons. 2019 CAADP Biennial Review Brief: Southern African Development Community (SADC). 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.

¹ReSAKSS-SA/International Water Management Institute;

²SADC - Food, Agriculture and Natural Resources ** Corresponding author; email: G.Matchaya@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 the SADC region’s performance in the second BR and analyzes challenges faced and lessons learned by countries in the region. The brief also reviews policy and programmatic changes in the SADC region induced by lessons from the inaugural 2017 BR and concludes by highlighting required policy actions for SADC to meet the Malabo commitments by 2025.

2. Progress in Achieving Malabo Commitments

With a reporting rate of 94 percent (15 out of 16 countries), the SADC region’s participation in the second BR process was outstanding—the only country that did not report any data was Comoros. The overall score for the SADC region stood at 4.28, a 17 percent increase from the score of 3.66 obtained during the first BR. However, despite this improvement, the SADC region is not on track to achieve the Malabo commitments by 2025 as this score falls short of the benchmark score of 6.66—the minimum score for a region to be on track in implementing the Malabo commitments (Table 1).

Table 1: SADC region summary BR scores by theme

	Re commitment to CAADP	Enhance Agriculture Finance	Ending Hunger by 2025	Eradicating Poverty Through Agriculture	Boosting Intra-Africa Trade in Agriculture	Enhancing Resilience to Climate Change	Mutual Accountability for Actions & Results	Country Averages	Progress 2019 Benchmark = 6.66	% change from the first BR
Angola	8.18	3.23	3.13	0.75	5.35	6.72	6.00	4.77	Not on Track	+127%
Botswana	5.92	3.76	3.40	0.21	0.65	3.33	6.16	3.35	Not on Track	-24%
DRC	9.07	3.06	0.27	0.00	1.48	3.33	6.09	3.33	Not on Track	+138%
Eswatini	6.89	3.27	3.34	3.51	1.39	3.84	7.12	4.19	Not on Track	+5%
Lesotho	6.57	3.57	0.79	0.54	0.70	4.31	6.30	3.26	Not on Track	-12%
Madagascar	8.57	2.35	1.72	1.13	8.58	4.85	7.26	4.92	Not on Track	+59%
Malawi	8.72	4.77	3.31	2.92	1.10	5.26	7.61	4.81	Not on Track	-2%
Mauritius	9.47	8.49	2.03	2.65	3.35	5.90	9.75	5.95	Not on Track	+19%
Mozambique	9.13	2.34	2.54	0.50	4.30	3.33	6.24	4.06	Not on Track	-1%
Namibia	4.26	4.48	1.47	0.55	1.99	5.83	5.10	3.38	Not on Track	-18%
Seychelles	2.22	7.22	2.81	1.20	1.82	8.33	8.14	4.53	Not on Track	+13%
South Africa	5.71	0.43	0.83	0.00	1.31	3.36	8.50	2.88	Not on Track	-30%
Tanzania	10.00	3.26	4.92	3.13	1.58	4.68	7.96	5.08	Not on Track	+64%
Zambia	9.23	6.33	4.34	0.90	4.03	3.60	7.34	5.11	Not on Track	+42%
Zimbabwe	7.39	6.77	2.78	1.36	2.21	5.46	6.06	4.58	Not on Track	+43%

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

A comparison of the SADC region's performance for BR1 and BR2 by thematic area shows that the region made some notable improvements in BR2 (Table 2). The most significant changes include recommitment to the CAADP process (38.6 percent), to enhancing resilience to climate change (32.6 percent), commitment to mutual accountability for actions and results (26.1 percent), and ending hunger by 2025 (22.6 percent). While these improvements are important, they are not enough to help the SADC region achieve the targets set in each of these commitment areas by 2025. Therefore, the SADC region as a block is not on track to achieve the Malabo commitments as the performance scores trail the required benchmarks for the second BR.

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

	First BR	Second BR	Change	% Change	Second BR Benchmark	Status
CAADP Recombitment	5.36	7.42	2.07	38.6	10.00	Not on Track
Agriculture Finance	3.97	4.22	0.25	6.2	10.00	Not on Track
End Hunger By 2025	2.05	2.51	0.46	22.6	5.04	Not on Track
Halve Poverty Through Agriculture	2.36	1.29	-1.07	-45.4	3.04	Not on Track
Boost Intra-Africa Trade	2.65	2.66	0.01	0.3	3.94	Not on Track
Enhance Resilience To Climate Change	3.63	4.81	1.18	32.6	7.00	Not on Track
Mutual Accountability	5.59	7.04	1.46	26.1	7.67	Not on Track
All Commitments	3.66	4.28	0.62	17.0	6.66	Not on Track

Source: Authors' calculations based on country BR scores (2018 and 2020). **Legend:** ■ Not on track

Note: For BR1 the benchmark score was 3.94, while the benchmark score for BR2 was 6.66.

The areas of weak performance in the second BR are similar to that of the first BR and include the following thematic areas: halving poverty through agriculture (with a score of 1.29 against a benchmark score of 3.04), boosting intra-Africa trade in agriculture commodities and services (with a score of 2.66 against a benchmark score of 3.94), and enhanced agriculture finance (with a score of 4.22 against a benchmark score of 10.00). In the second BR, the region's performance declined by 45 percent in the thematic area on halving poverty through agriculture, while it made insignificant improvements in the boosting intra-Africa trade (0.3 percent) and enhanced agricultural finance (6.2 percent) thematic areas.

The poor regional performance across all thematic areas for the second BR is a cause for concern, particularly because it also shows a retrogression from the first BR, where the region was on track in achieving targets in four thematic areas namely: i) Recombitment to CAADP process, ii) halving poverty through agriculture, iii) boosting intra-Africa trade in agriculture commodities and services, and iv) mutual accountability for action and results. It is therefore imperative that the SADC region address issues of intra-regional trade, eradicating poverty through agriculture, and financing agriculture more urgently to achieve the Malabo commitments.

In the first BR, there were eight countries in the SADC region (Botswana, Eswatini, Malawi, Mauritius, Mozambique, Namibia, Seychelles, and South Africa) that were on-track to meet the Malabo commitments (Matchaya et al. 2018). By contrast, none of the countries in the SADC region were on track in the second BR (Table 2). However, it is worth noting that there are nine member states that registered improvements in their overall scores, relative to the first BR. These are: DR Congo (138 percent), Angola (127 percent), Tanzania (64 percent), Madagascar (59 percent), Zimbabwe (43 percent), Zambia (42 percent), Mauritius (19 percent), Seychelles (13 percent), and Eswatini (5 percent) The other six countries whose scores have regressed are: South Africa (-30 percent), Botswana (-24 percent), Namibia (-18 percent), Lesotho (-12 percent), Malawi (-2 percent), and Mozambique (-1 percent).

Despite poor performance in the second BR, member states in the region with relatively good agricultural data management systems produced better reports for the second BR process. This

is shown by the fact that these countries were able to produce reports that covered on average above 90 percent of the data required. Aligning and implementing policies and programs based on CAADP principles contributed to better performance of the countries (that is, meeting the biennial targets set in the Malabo/CAADP process and improving on agriculture sector performance). The fact that five member states (Eswatini, Madagascar, Malawi, Mauritius and, South Africa) were on-track in the sub-thematic area of implementing the CAADP process depicts this. Openness to trade contributed to good performance in area of boosting intra-regional trade in the region (six countries were on-track—Madagascar, Mauritius, Mozambique, Namibia, Zambia, and Zimbabwe). It should also be noted that a part of the reason why many of the member states were not on track, may be ascribed to the higher benchmark of 6.66 in the second BR compared to the benchmark of 3.94 in the first BR. Further, the second BR involved 47 indicators rather than only 43 indicators during the first BR.

Table 3: Indicators that enhanced performance of SADC countries in the second BR

Commitment	Indicator	Countries on track in SADC
1.1	Commitment to CAADP Process	Eswatini, Madagascar, Malawi, Mauritius, and South Africa
5.2i	Trade Facilitation Index	Angola, DR Congo, Eswatini, Madagascar, Malawi, Namibia, Seychelles, South Africa, Zambia, and Zimbabwe

Source: Authors' calculations based on country BR scores (2020).

3. Challenges and Lessons Learned from the Second BR

Process challenges and lessons

The second BR did not have many significant challenges due to the fact that the introduction of the electronic BR platform removed the burden of manual calculations for indicators at country level. Again, the lessons learned from the first round led to a reduction of the number of regional trainings that member states had to attend. The savings in time was allocated to BR implementation activities. Nevertheless, several issues were noteworthy.

One challenge experienced by member states was related to country-level coordination for BR data reporting. Only Malawi and Mozambique created cluster groups which were aligned to the seven Malabo commitments improved reporting rates. These countries also developed data standards and protocols which aided in enhancing the quality, accuracy, traceability, and verification of data. After the countries had reported on their BR performance, the SADC Secretariat worked with the ReSAKSS technical team in Gaborone for one week to scrutinize the country reports for data gaps and inconsistencies. This process led to discovery of several data challenges which were addressed appropriately. Thus, this support was important for improving the quality and rates of reporting by member states. However, the fact that the SADC region never had a validation meeting with other representatives from countries, weakened the BR process.

The AUC trained a maximum of three experts from each country; however, the higher demand in the region calls for more people to be trained per country in future BRs. The SADC region needs to expand its CAADP team to effectively meet these demands. The thin staff at the SADC Secretariat made it difficult for them to attend all important process meetings.



Data challenges and lessons

The coordination of the BR process is pivotal for success in every country. Notably the coordination process improved in the second BR when compared to the first BR. This is shown by the increased number of countries which have instituted inclusive multi-stakeholder mutual accountability mechanisms and peer review processes in order to facilitate the implementation of BR country roadmaps. However, data availability and quality challenges continue to affect the BR process. For instance, member states still experience recurring data challenges (missing data) on a few indicators, including data on post-harvest losses and food safety. Member states are also struggling with implementing mechanisms to ascertain data standards and protocols required for improving data accuracy, tracing, and verification.

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

Member states revisited the recommendations from the first BR and implemented the necessary changes required. This was reported on in the second BR under the section titled “What major action was undertaken in the last two years (or since the last BR report) to help achieve this target?” Most of the countries in the region established inclusive institutionalized mechanisms for mutual accountability and peer review. This resulted in the policy changes discussed as follows. In Malawi, the BR process led to increased dialogue between public and private sector players and, in turn, it generated interest to initiate policy changes in the agriculture sector. Some of the policies under review include the Fertilizer Policy and Fertilizer Bill, Seed Bill, and Agricultural Extension and Advisory Strategy. In Lesotho, the BR process to some extent, effected some actions in the agriculture sector. For instance, in response to the observed slow increase in budget allocation to the agriculture sector, there was a planned increase of about 34 percent of operational budget to the Ministry of Agriculture and Food Security from the current financial Year (2019/20) to the upcoming financial year (2020/21). The BR reports and processes have also been used as sources of information for developing policy papers in the agriculture sector.

Mozambique expanded its CAADP team at the national and provincial levels. The peer pressure that comes with the BR processes has increased the government’s willingness to allocate more resources to the agriculture sector in the future. As a result of the BR processes, the Mozambique Technical Analysis members conducted a review of the general state of the agriculture budget and used the results to rally civil society to start advocating for more allocations from government and other sources to agriculture. Similarly, the BR reports have helped bring to the fore, the important issue of post-harvest losses reduction and the government is working with the Food and Agriculture Organization of the United Nations to assess maize losses in all stages of the value chain in Mozambique.

5. Recommendations for Ensuring Achievement of Malabo Commitments by 2025

The outcomes of the second BR indicate that the SADC Region as a whole is not on track to meet the goals and targets of the Malabo Declaration by 2025, although there are signs of good progress among member states in the region. The following are some of the key recommendations that the SADC region should consider in order to advance its achievement of the commitments:

- The region needs to develop plans to ensure that member states increase public expenditure to agriculture; increase access to agriculture inputs and technologies; enhance investment

in resilience building to climate change; strengthen agricultural monitoring and evaluation (M&E) systems; increase the quantity and quality of investments that improve and sustain the performance of the agriculture sector for ending hunger and poverty reduction; foster domestication of the Malabo Declaration and targets into their National Agriculture Investment Plans (NAIPs).

- Critical attention should also be paid to the goals of halving poverty through agriculture), boosting intra-regional trade, and improving access to agricultural finance. Therefore, it is recommended that the Agricultural Development Fund (ADF) within the SADC Regional Agricultural Policy (RAP) becomes operational to provide finance to the agriculture sector. The SADC ADF is currently at the stage of finalizing its financial sustainability plan as well as institutional, organizational and governance structure.
- Member states in the region need to expedite the process of developing Malabo-compliant NAIPs. The second generation of NAIPs (NAIP 2.0) are quite imperative for countries to attain the Malabo Declaration commitments.
- Besides establishing national development banks, member states should work towards establishing SADC's own agricultural development bank as proposed in the SADC Regional Agricultural Policy. These will ease access to finance for farmers in the respective member states.
- Member states should promote the use of modern fertilizers as well as seed and pesticides technologies which are cost-effective (that is, high yielding, early maturing, drought tolerant varieties and breeds and less land degrading fertilizers and pesticides).
- There is a need for member states to develop programs that fully engage the youth and women in agriculture as data on women empowerment show that women are poorer in the region.
- Member states should ratify the African Continental Free Trade Area (AfCFTA) (only 4 out of the 16 member states in the region have ratified the AfCFTA) in order to enhance intra-Africa trade.
- The need to improve M&E as well as data collection and management systems in agriculture remain in member states. There is still a need for coordination of the data collection and management processes for the BR process by the National Bureau of Statistics and the BR Coordinating Team.

6. References

AUC (African Union Commission). 2014. *Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods*. Malabo, Equatorial Guinea: AUC.

AUC (African Union Commission). 2018. *Biennial Report to the AU Assembly on implementing the June 2014 Malabo Declaration*. The 2017 report to the January 2018 Assembly. Addis Ababa, Ethiopia: AUC.

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.

Matchaya, Greenwell, Nhemachena, Charles, Muchero Martin, Elago, Panduleni, Nhlengethwa, Sibusiso. 2018. *Africa Agriculture Transformation Scorecard: Performance and Lessons for the Southern Africa Development Community-SADC*. ReSAKSS Issue Note No. 28. Pretoria, South Africa: ReSAKSS-SA.



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

