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

Africa Agriculture Transformation Scorecard: Performance and Lessons

2021 CAADP Biennial Review Brief: Uganda

Paul Guthiga¹ and Tusiime Max²

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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 Senior Scientist, AKADEMIYA2063

² Senior Statistician, Uganda Ministry of Agriculture, Animal Industry, and Food security

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 third (2022) BR report and Africa Agriculture Transformation Scorecard (AATS) were launched at the 35th Ordinary Session of the Assembly of the African Union Heads of State and Government in February 2022. This brief highlights the performance of Uganda in the third BR and assesses challenges faced and lessons learned by the country. The brief also reviews policy and programmatic changes in Uganda induced by the first, the second and the third BR and concludes by highlighting required policy actions for the country to meet the Malabo commitments by 2025.

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

For the third BR, the benchmark (minimum score for a country to be on track in implementing the Malabo Declaration commitments) was 7.28 out of 10 (AUC, 2020). The overall BR score for Uganda in 2021 was 5.89 (out of 10) against a benchmark of 7.28. The country was therefore not on track to achieve the Malabo declaration commitments by 2025. Uganda moved from being on track in three commitment areas in 2019 to being not in track in any commitment area in 2021. In the first BR, Uganda was on track with a score of 5.45 against a benchmark of 3.94. In the second BR the country achieved a score of 5.68 against a benchmark of 6.66 and therefore the country was on track to meet the Malabo commitments in the first BR but not on track in the second and the third BR. Overall, the country was on track in only 8 out of 24 performance areas assessed in the third BR which is similar to the second BR. Despite not being on track in the second BR, Uganda made a 5 percent improvement in the score relative to the second BR. The results of the third BR in the 7 commitments or thematic areas are summarized in Table 1 and are compared to those of the first and the second BR. Compared to the EAC region, Uganda on average achieved a better score compared to the regional overall score (Table 1). In the following section, Uganda's performance in each thematic area is discussed.

Commitment 1: The country was not on track in completion of CAADP processes and CAADP-based cooperation, partnerships, and alliances, as well as in CAADP-based policy and institutional review. However, the country is progressing well towards the attainment of this commitment in all the three performance areas.

Commitment 2: The country was not on track in committing at least 10 percent of total government expenditure to agriculture. The country attained a score of 3.91 compared to the benchmark of 10. However, it is important to note that this was a decline compared to the second BR score of 3.61. The country also scored lower than the regional average score. The tracking of private sector (domestic and foreign) investments in agriculture is not robust enough to capture all the required data, resulting in information gaps and underestimation of their contributions.

Commitment 3: The country was not on track in the achievement of this Malabo commitment. The assessment showed that there are still challenges in accessing agricultural inputs and technologies, especially among smallholder farmers which limit agricultural productivity and food security. The country registered progress in reducing post-harvest losses (met the Malabo Declaration benchmarks both during the first, second and the third BRs) mainly through farmers' training, promotion of post-harvest technology and promoting collective marketing for some commodities.



The assessment also showed that although the country is not on track meeting the social protection target of 100%, it was making progress towards it. The country was not also on track in the achievement of food security and food safety targets. Food safety impacts food security and nutrition, in addition to public health and trade.

Table 1: Uganda Summary of BR scores by theme and sub-themes

| Theme | Sub-theme | 2017 benchmark | 2017 score | 2019 benchmark | 2019 score | 2021 benchmark | 2021 score | 2021 Regional score (EAC) |
|---|--|----------------|------------|----------------|------------|----------------|------------|---------------------------|
| Re-commitment to principles and values of the CAADP process | Country CAADP processes | 3.33 | 9.49 | 10 | 10.00 | 10 | 10 | 8.31 |
| | CAADP based cooperation, partnerships, and alliances | 3.33 | 5.27 | 10 | 10.00 | 10 | 9.48 | 8.13 |
| | CAADP based policy and institutional review | 3.33 | 7.21 | 10 | 7.11 | 10 | 9.91 | 7.23 |
| Enhancing investment finance in agriculture | Public expenditure on agriculture (target: 10%) | 1.16 | 3.61 | 10 | 3.91 | 10 | 3.48 | 5.07 |
| | Foreign private sector investment in agriculture | - | - | - | - | 5 | 6.14 | 1.74 |
| | Domestic private sector investment in agriculture | - | - | - | - | 5 | 0.54 | 1.54 |
| | Access to finance | 3.33 | 4.00 | 10 | 5.81 | 10 | 5.78 | 2.78 |
| Ending Hunger in Africa by 2025 | Access to agricultural inputs and technologies | 5.53 | 3.94 | 8.25 | 5.03 | 7.92 | 2.58 | 3.21 |
| | Doubling agricultural productivity | 1 | 2.78 | 3 | 2.70 | 5 | 3.78 | 2.69 |
| | Post-harvest losses (reduce by 50%) | 1 | 1.60 | 3 | 8.92 | 5 | 9.77 | 3.03 |
| | Social protection (target: 100%) | 10 | 7.05 | 10 | 9.06 | 10 | 8.49 | 5.13 |
| | Food security and nutrition | 1 | 2.51 | 3 | 2.35 | 5 | 3.11 | 2.01 |
| | Food safety | - | - | 3 | 2.54 | 5 | 2.21 | 2.56 |
| Reducing poverty by half, by 2025, through inclusive agricultural growth and transformation | Agriculture GDP and poverty reduction | 3.25 | 4.02 | 4.75 | 0.35 | 6.25 | 2.50 | 2.12 |
| | Inclusive PPPs for commodity value chains | 1 | 10.00 | 3 | 6.0 | 5 | 10.00 | 4.18 |
| | Youth jobs in agriculture (target: 30%) | 1 | 0.00 | 3 | 2.05 | 5 | 9.40 | 4.44 |
| | Women participation in agri-business | 3 | 0.00 | 5 | 0 | 7 | 0.14 | 1.97 |
| Boosting intra-African trade in agricultural commodities and services | Boosting intra-African trade in agriculture commodities and services | 1 | 0.00 | 3 | 1.34 | 5 | 0.00 | 0.55 |
| | Intra-African trade policies and institutional conditions | 1 | 2.25 | 3 | 7.93 | 5 | 5.39 | 3.7 |
| Enhancing resilience of livelihoods and production systems to climate variability and other related risks | Resilience to climate related risks | 2 | 3.96 | 4 | 8.05 | 6 | 8.22 | 5.58 |
| | Investment in resilience building | 10 | 6.67 | 10 | 6.73 | 10 | 7.09 | 6.85 |
| Strengthening mutual accountability to actions and results | Country capacity for evidence-based planning, implementation & M&E | 1 | 0.00 | 3 | 0 | 5 | 0.00 | 3.92 |
| | Peer review and mutual accountability | 3.33 | 9.72 | 10 | 10.00 | 10 | 10 | 7.58 |
| | Biennial agriculture review process | 10 | 9.71 | 10 | 9.83 | 10 | 9.82 | 8.27 |

Note: ■ On track, ■ Progressing Well (score of 5 or greater out of 10 but less than the benchmark), ■ are Not on Track.

Source: Authors' calculations based on country BR scores (2022).

Commitment 4: The country is not on track in two out of the four performance areas. For example, the proportion of women in agribusiness with access to financial services is low and the contribution of agricultural GDP to poverty reduction is also low. However, the country registered an improvement in the number of youths employed in the agriculture sector. Women continue to be disadvantaged in agriculture due to limited access to financial services, markets, ownership, and control over productive assets.

Commitment 5: Uganda moved from being on track in putting in place policies and institutional conditions that favor intra-African trade to being not on track. Specifically, the country was not on track in meeting the target to triple intra-African trade. Apart from the need for enabling policies, the primary barrier to Uganda’s trade with its regional partners has been identified to be poor physical infrastructure in terms of quality, maintenance, and connectivity within the region.

Table 2: Uganda BR scores by theme (first, second and third BRs)

| Theme | 2017 benchmark | 2017 score | 2019 benchmark | 2019 score | 2021 benchmark | 2021 score | 2021 Regional Average (EAC) |
|---|----------------|------------|----------------|------------|----------------|------------|-----------------------------|
| Re-commitment to principles and values of the CAADP process | 3.3 | 7.32 | 10 | 9.04 | 10 | 9.80 | 8.06 |
| Enhancing investment finance in agriculture | 6.67 | 3.81 | 10 | 4.86 | 7.5 | 3.99 | 6.72 |
| Ending Hunger in Africa by 2025 | 3.71 | 3.57 | 5.04 | 5.10 | 6.32 | 4.99 | 4.82 |
| Reducing poverty by half, by 2025, through inclusive agricultural growth and transformation | 2.06 | 3.51 | 3.94 | 2.10 | 5.81 | 5.51 | 3.06 |
| Boosting intra-African trade in agricultural commodities and services | 1 | 1.13 | 3 | 4.63 | 5 | 2.70 | 3.40 |
| Enhancing resilience of livelihoods and production systems to climate variability and other related risks | 6 | 5.31 | 7 | 7.39 | 8 | 7.65 | 5.82 |
| Strengthening mutual accountability to actions and results | 4.78 | 6.48 | 7.67 | 6.61 | 8.33 | 6.61 | 6.79 |
| All commitments | 3.94 | 4.45 | 6.66 | 5.68 | 7.28 | 5.89 | 5.52 |

Note: ■ On track, ■ Progressing Well (score of 5 or greater out of 10 but less than the benchmark), ■ are Not on Track.

Source: Authors’ calculations based on country BR scores (2022).

Commitment 6: The country is not on track to meeting the target for enhancing resilience to climate change although it was on track in the previous assessment. The country is progressing well but there are still gaps in investments toward resilience building. There is need to increase investments in climate resilience building because the agricultural sector is highly vulnerable to shocks, especially to climate change related shocks.

Commitment 7: Uganda is on track in undertaking peer review and mutual accountability, especially through the Joint Agriculture Sector Annual Review (JASAR). The country, however, faces some challenges in achieving adequate capacity for evidence-based planning, implementation, and monitoring and evaluation. These challenges also affect the capability for strengthening mutual accountability processes, including undertaking rigorous and timely BR processes. The country is progressing well towards meeting the Biennial agriculture review process targets.

3. Challenges and Lessons Learned from the Second BR

Data challenges and lessons

The following are the key lessons learned from the second BR process in Uganda:

1. Centralized training of BR team and backstopping in BR preparation was important for the success of the process in the country.
2. Several training sessions of experts, rounds of data review and cleaning at the national, regional, and continental levels enhanced the quality of data.
3. Ownership of the Malabo commitments in Uganda strengthened country data collection systems.

Process challenges and lessons

There was a notable improvement in the rate and timeliness of reporting in the second BR compared to the first BR. During the second BR, Uganda submitted the BR report within the agreed timelines.

4. Policy and Programmatic Changes Following First, Second and Third BRs

The Ministry through the Agro-industrialisation program Annual Review and Agro-industrialisation program Working Group aligned the roles and responsibilities of the different stakeholders in the implementation of the Malabo compliant NAIP. The Agro-industrialisation program Working Group meets on a quarterly basis and deliberates on issues impeding growth in the Program. The country is also promoting private sector investment through Buy Uganda and Build Uganda programme. The policy is geared towards promoting use of locally manufactured goods and use of local skills/ personnel.

Other key changes in the country include the restructuring of the agriculture credit to cater for smallholder farmers. The government through the Agriculture Credit facility in the central bank has been/ is providing credit to the farmers. In terms of ensuring access to inputs the government rolled out the E-voucher Management System in order to enhance efficient distribution of quality inputs to farmers. The government commissioned the Tororo Sukulu Phosphate factory to further increase access to fertilizers.

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

Based on the BR findings and the challenges identified, some recommendations are provided to stimulate actions for addressing the challenges and accelerating agriculture transformation in Uganda. These recommendations are as follows:

1. **Strengthen capacity for agricultural planning and program delivery.** To improve on recommitment to CAADP processes, the agricultural sector needs more investments in technical and financial capacities that will help strengthen capacity for policy analysis, program design, and implementation.

2. **Increase government expenditure on agriculture.** The government should continue to increase public expenditure on agriculture to boost productivity and production, particularly by allocating more resources to priority areas identified in the ASSP. Given the challenge of lack of complete information on private sector investment portfolio, there is need for investments (technical and financial) to strengthen systematic data collection and management to help generate information on private sector investments and contributions to agriculture.
3. **Fight hunger by boosting agricultural productivity and food security.** Access to agricultural inputs is pivotal to enhancing yields and productivity in agriculture and Uganda's quest to end hunger by 2025. Uganda needs to strengthen and scale up existing initiatives which increase access to inputs and technologies for smallholder farmers to increase agricultural productivity. Initiatives which promote increased adoption of improved technologies and high-quality inputs for increased productivity should be prioritized. Increased agricultural production, especially among smallholder farmers will contribute to improving food security and nutrition and reducing poverty. The country needs to invest more in implementing policies, laws and programmes (food safety systems) that are in place and reduce the adverse impact of unsafe food to make their agriculture and food sector more competitive, but also to collect data on impacts of food safety on health and trade.
4. **Expand women and youth engagement in profitable agribusiness.** The country should invest in more interventions to expand women and youth engagement in profitable agribusiness. Access to finance is a major challenge facing women and youth as they engage more in agribusiness. The government has established several schemes in the past years to address the issues of financing among the youth and women, such as the Agricultural Credit Facility (ACF), agriculture insurance, and Youth Livelihood Fund, among others. There is need to assess how such schemes can be made more effective either through scaling up or through increasing their efficiency.
5. **Boost intra-African trade in agricultural commodities and services.** The government should continue to put in place conducive policies and regulations to boost agricultural trade taking advantage of regional (East African Community) and continental initiatives such and instruments. The country should also continue to invest more in infrastructure to facilitate regional trade in partnership with other stakeholders (private sector and development partners).
6. **Invest more in building resilience and reducing vulnerabilities to shocks.** With increasing vulnerabilities of agricultural systems to climate change related shocks, the government should improve and expand implementation of interventions to build and strengthen resilience of agricultural production systems and livelihoods in line with the Uganda 2017 Strategic Program for Climate Resilience (SPCR) the Agriculture Sector Strategic Plan (ASSP) and Climate Smart Agriculture (CSA) Program (2015-2025).
7. **Advance mutual accountability in the agricultural sector.** This will require increased government and stakeholders' investments and initiatives to strengthen government capacity in data collection, analysis, and reporting that will feed into timely and high-quality sector reviews and BR processes.

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ReSAKSS ESA

Regional Strategic Analysis and Knowledge Support System
by AKADEMIYA2063 & IWMI

ReSAKSS-Eastern and Southern Africa

Hatfield Gardens, Block G - Ground Floor
333 Grosvenor Street, Hatfield 0083
Pretoria, South Africa
Tel: + 27128459141
Fax: + 27 (0)12 845 9110
Email: resakss@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: +250 788 318 315
Email: kigali-contact@akademiya2063.org
Website: www.akademiya2063.org

AKADEMIYA2063 Regional Office

Lot N*3 Almadies
P.O. Box 24 933 Ouakam
Dakar, Senegal
Tel: +221 33 865 28 81
Email: dakar-contact@akademiya2063.org
Website: www.akademiya2063.org

