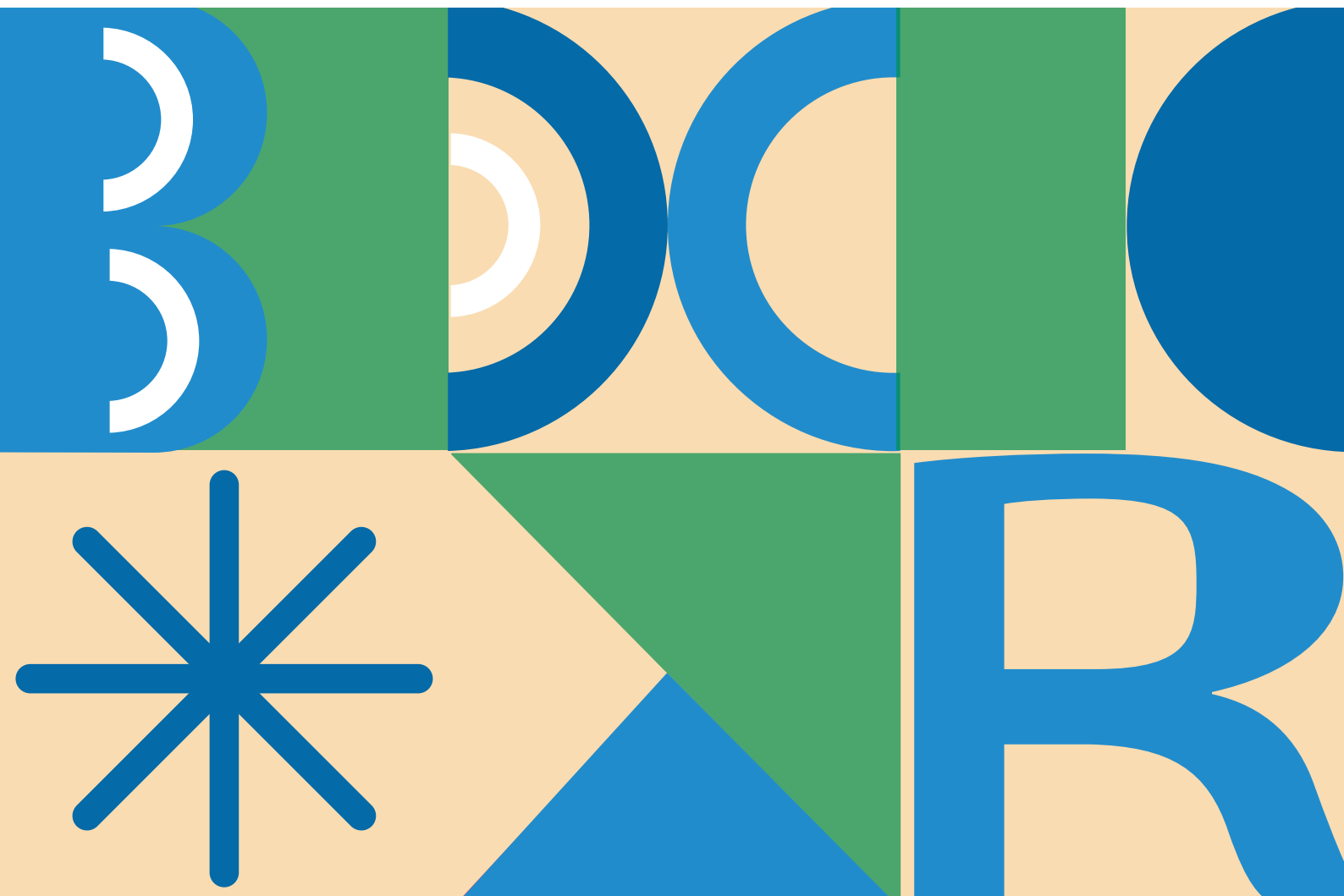


**FOURTH CAADP
BIENNIAL REVIEW
BRIEF
COMESA**



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

Africa Agriculture Transformation Scorecard: Performance and Lessons

Fourth CAADP Biennial Review Brief: COMESA

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This policy brief was developed by the Regional Strategic Analysis and Knowledge Support System for Eastern and Southern Africa (ReSAKSS-ESA), which is facilitated by AKADEMIYA2063 and the International Water Management Institute (IWMI), and the Common Market for Eastern and Southern Africa (COMESA) Industry and Agriculture Division.

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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.

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The opinions expressed in this publication are those of the authors and do not necessarily reflect the views of AKADEMIYA2063 or the Gates Foundation.

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1. Introduction

The Malabo Declaration outlines Africa's vision for accelerating agricultural growth and transformation on the African continent through seven broad Commitments to be implemented from 2015 to 2025 (AUC 2014). These seven Commitments are:

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. Halving poverty 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 related risks
7. Ensuring mutual accountability for actions and results by conducting a continent-wide Biennial Review (BR) to monitor progress in achieving the seven Malabo Declaration Commitments.

The fourth (2023) BR report and the associated Africa Agriculture Transformation Scorecard were launched at the 37th Ordinary Session of the Assembly of the African Union Heads of State and Government in March 2024.

This brief draws on that report to summarize the performance of the Common Market for Eastern and Southern Africa (COMESA) region in pursuit of the seven Malabo Declaration Commitments and analyze challenges faced and lessons learned. Recent changes in policies and programs for accelerating agricultural growth and transformation in the COMESA region are also reviewed. Many of these were induced by lessons drawn from the inaugural BR of 2017 (AUC 2018), the second BR of 2019 (AUC 2020), the third BR (AUC 2021) and the most recent BR (AUC 2024). The final section of the brief highlights several policy actions COMESA Member States should take to more effectively meet their Malabo Declaration Commitments by 2025.

COMESA is comprised of 21 Member States: Burundi, Comoros, Democratic Republic of Congo, Djibouti, Egypt, Eritrea, Eswatini, Ethiopia, Kenya, Libya, Madagascar, Malawi, Mauritius, Rwanda, Seychelles, Somalia, Sudan, Tunisia, Uganda, Zambia, and Zimbabwe.

2. Progress in Achieving Commitments at Regional and Country Level

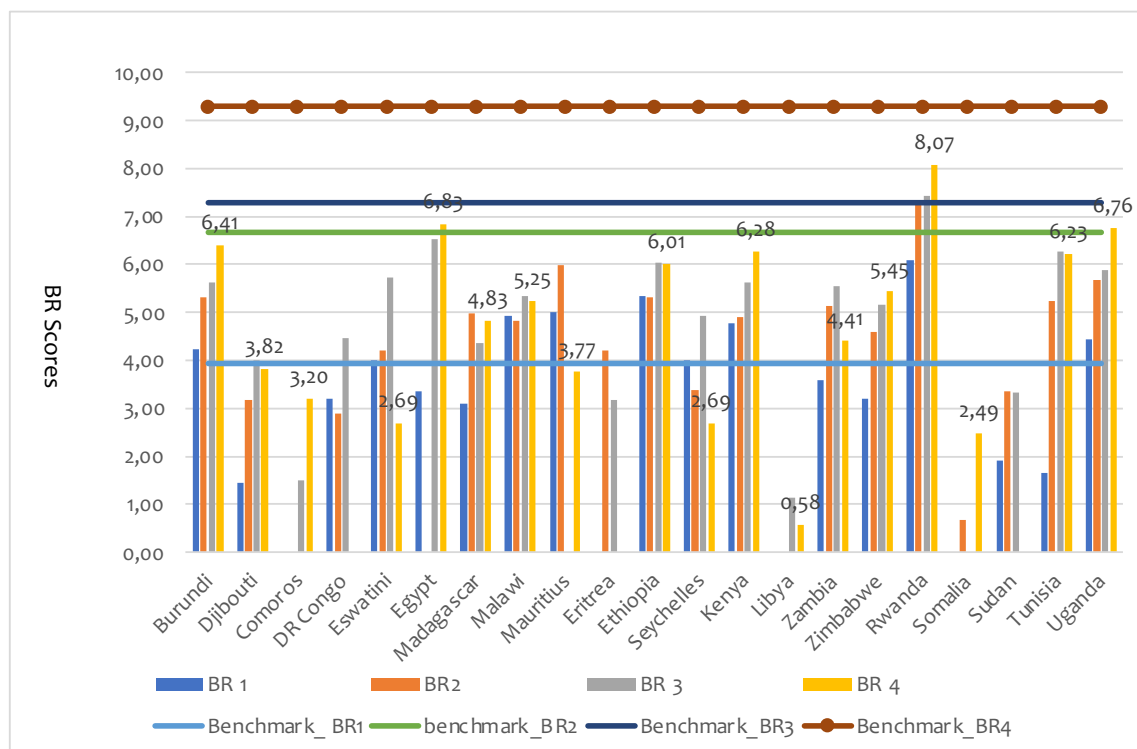
In the fourth CAADP BR, the COMESA region achieved an average score of 4.93 against a benchmark score of 9.29 (the minimum score for a region to be on track in implementing the Malabo Declaration Commitments), indicating that the region was **not on track** to achieve the Malabo Declaration Commitments by 2025. In the first BR, the region achieved an overall average score of 3.78 against a benchmark score of 3.94, and in the second BR, it achieved a score of 4.51 against a benchmark of 6.66, while in the third BR, the region scored 4.85 against a benchmark of 7.28. The COMESA region, therefore, has not been on track to achieve the Malabo Declaration Commitments over the four BR cycles conducted so far. The overall performance of the COMESA Member States across the four BR cycles is shown in Figure 1. Some COMESA Member States did not report in the fourth BR; these include DRC, Eritrea, and Sudan.



The results from the 2023 BR4, presented in Figure 1, show that none of the COMESA Member States were on track to achieve Malabo Declaration targets by 2025. While the overall performance was below the benchmark, several Member States demonstrated strong and positive progress towards achieving the Malabo Declaration Commitments. Rwanda was the best performer in the COMESA region, with a score of 8.07. Comoros achieved the greatest improvement (+113 percent), followed by Uganda (+15 percent), Kenya (+12 percent), Madagascar (+11 percent), Egypt (+5 percent) and Zimbabwe (+5 percent). On the other hand, several COMESA Member States recorded a decline in overall performance in the fourth BR compared to the third BR: Libya recorded a dramatic reduction of 49 percent, followed by Seychelles (-45 percent), Zambia (-12 percent), Djibouti (-5 percent), Eswatini (-2 percent) and Malawi (-2 percent) (AUC 2023).

The improvement in the performance of many countries in the COMESA region suggests that further intensification of implementation efforts by Member States could yield further positive results by the fifth BR cycle in 2025. It is therefore important for all COMESA Member States to accelerate the implementation of both the COMESA Regional Agriculture Investment Plan (RAIP) and their individual National Agriculture Investment Plans (NAIP) if they expect to meet the aspirations specified in the Malabo Declaration by 2025 or soon thereafter.

Figure 1: Overall CAADP-BR performance by COMESA Member States over the four BR cycles



Source: AUC 2023.

Table 1 presents the overall performance of the COMESA region against the seven Malabo Declaration Commitments and shows that the region was not on track in any of the seven Commitment areas. There were improvements under four thematic areas but a decline in performance under the other three Commitment areas. The most significant improvements were recorded under theme number four, 'Eradicating poverty through agriculture' (+15.39 percent), followed by 'Boosting intra-Africa trade' (+15.20 percent), 'Mutual accountability' (+7.91 percent) and 'Ending hunger by 2025' (+2.46 percent). There was a significant reduction in performance under theme six, 'Enhancing resilience to climate change' (-9.30 percent), as well as under 'Enhancing agricultural finance' (-5 percent) and 'Commitment to CAADP principles' (-0.62 percent).

Table 1: Overall CAADP BR performance by COMESA countries as a whole across the seven Malabo Declaration Commitments over the four BR cycles

Malabo Declaration Commitment	Biennial Review (BR)				Percentage Change between BR3 and BR4	BR4 Benchmark	Status
	1 (2017)	2 (2019)	3 (2021)	4 (2023)			
1. Commitment to CAADP principles	5.82	7.97	7.83	7.78	-0.62	10.00	Not on track
2. Enhance agricultural finance	4.35	4.31	4.46	4.24	-5.00	9.50	Not on track
3. End hunger by 2025	2.05	2.85	3.25	3.33	2.46	9.26	Not on track
4. Eradicate poverty through agriculture	2.37	2.10	3.15	3.63	15.39	8.94	Not on track
5. Boost intra-Africa trade	2.33	3.13	2.14	2.46	15.20	9.00	Not on track
6. Enhance resilience to climate change	3.94	5.39	6.39	5.80	-9.30	9.75	Not on track
7. Mutual accountability	5.79	6.58	6.70	7.23	7.91	8.60	Not on track
Overall	3.78	4.51	4.85	4.93	1.75	9.29	Not on track

Source: AUC 2023.

Note: The overall benchmark score for BR1 was 3.94; for BR2, 6.66; and for BR3, 7.28. Red shading means not on track and deteriorating; yellow means not on track but improving between BR3 and BR4.

Table 2 shows the performance of individual countries under the seven thematic areas. Overall, most COMESA Member States were not on track in achieving their Commitments under the different thematic areas. There were a few notable good performers: for example, under theme six on enhancing resilience to climate and other related shocks, Egypt and Ethiopia were on track, while Egypt, Tunisia, Kenya, Malawi, Rwanda, Uganda, and Zimbabwe were on track in achieving the target for mutual accountability.

Table 2: Fourth CAADP BR Performance for COMESA countries, by Malabo Declaration Commitment and country

	Commitment to CAADP principles	Enhance agricultural finance	End hunger by 2025	Eradicate poverty through agric.	Boost intra-African trade	Enhance resilience to climate & related shocks	Mutual accountability	BR3 overall score	BR4 overall score	Change (%)	Progress
<i>BR4 Benchmarks</i>	10.00	9.50	9.26	8.94	9.00	9.75	8.60	7.28	9.29		
Burundi	8.85	7.83	4.87	4.73	2.66	8.33	7.59	5.63	6.41	14	Not on track
Comoros	8.97	5.37	2.02	0.11	0.00	5.83	0.12	1.50	3.20	113	Not on track
Djibouti	5.17	4.32	0.52	1.51	1.27	5.83	8.11	4.00	3.82	-5	Not on track
DR Congo								4.46			Not on track
Egypt	8.40	3.49	3.95	8.13	4.29	9.82	9.76	6.52	6.83	5	Not on track
Eritrea								3.17			Not on track
Eswatini	6.74	7.92	1.46	5.29	3.94	6.74	7.35	5.73	5.63	-2	Not on track
Ethiopia	9.24	2.38	4.09	6.23	2.25	9.92	7.95	6.03	6.01	0.0	Not on track
Kenya	7.29	4.79	4.79	7.50	2.91	7.07	9.59	5.62	6.28	12	Not on track
Libya	3.60	0.00	0.00	0.00	0.00	0.00	0.45	1.14	0.58	-49	Not on track
Madagascar	7.30	3.96	5.05	4.92	0.98	4.30	7.30	4.37	4.83	11	Not on track

	Commitment to CAADP principles	Enhance agricultural finance	End hunger by 2025	Eradicate poverty through agric.	Boost intra-African trade	Enhance resilience to climate & related shocks	Mutual accountability	BR3 overall score	BR4 overall score	Change (%)	Progress
Malawi	8.28	4.91	3.98	3.28	0.85	6.25	9.17	5.33	5.25	-2	Not on track
Mauritius	8.89	3.66	2.03	0.63	0.12	3.33	7.76		3.77		Not on track
Rwanda	9.87	5.05	6.01	7.38	8.84	9.73	9.64	7.43	8.07	9	Not on track
Seychelles	4.04	6.00	1.81	1.07	3.17	0.00	2.75	4.92	2.69	-45	Not on track
Somalia	7.52	2.66	0.29	0.00	0.00	0.00	6.69		2.49		
Sudan								3.32			Not on track
Tunisia	9.31	5.60	5.27	4.63	3.39	6.51	8.91	6.28	6.23	-1	Not on track
Uganda	9.65	4.25	5.37	5.96	2.84	9.60	9.62	5.89	6.76	15	Not on track
Zambia	7.50	1.14	3.86	1.51	5.00	4.07	7.76	5.55	4.41	-21	Not on track
Zimbabwe	9.44	3.59	4.51	2.50	1.71	7.14	9.27	5.17	5.45	5	Not on track

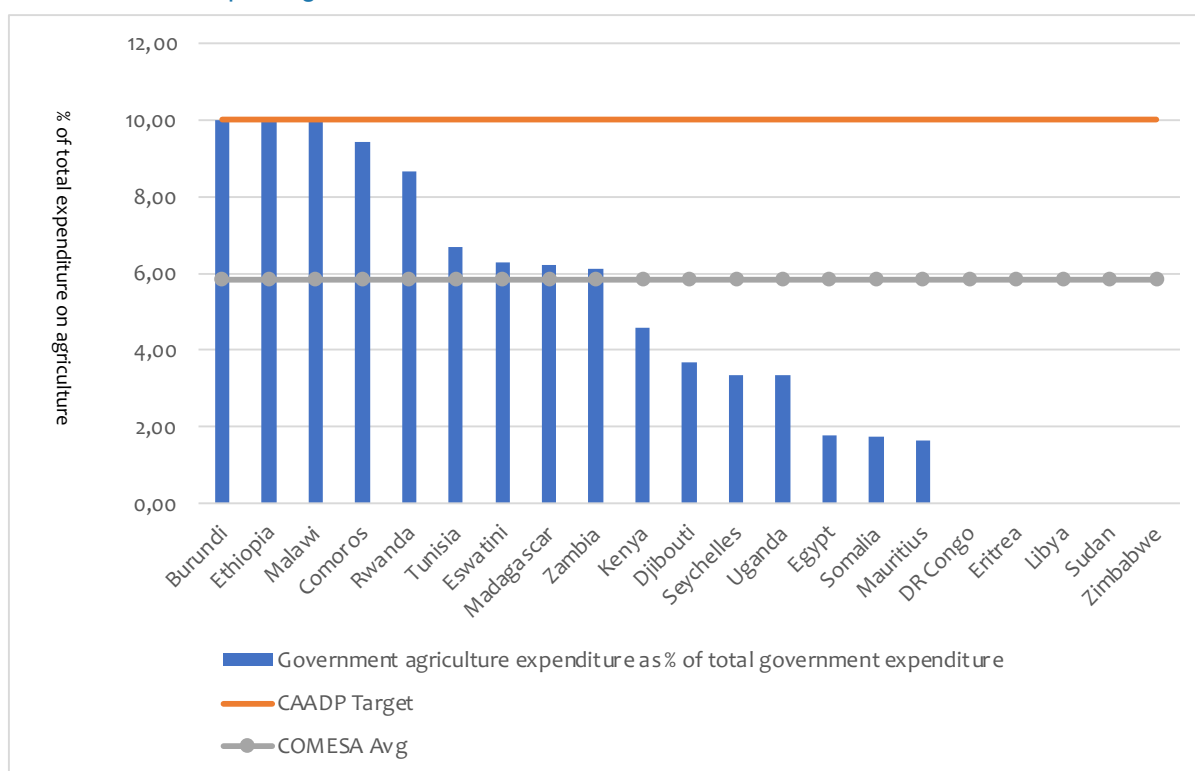
Source: AUC 2022. Green means on track; yellow means not on track but improving; and red means not on track.

3. Selected Sub-sectoral Performance Trends

In this section, we present and discuss results on some key performance areas of interest, such as the share of public expenditure devoted to agriculture, the intensity of inorganic fertilizer use, share of agricultural GDP dedicated to agricultural research and development, the proportion of women and men farmers with access to finance and share of land under sustainable land management.

Regarding public expenditure devoted to agriculture, per the second Malabo Declaration Commitment on increasing financing and investment in agriculture, countries are expected to invest at least 10 percent of their national budget in the agriculture sector every year. This target originates from the 2003 Maputo Declaration (AUC 2003) and was carried into the 2014 Malabo Declaration. Figure 2 presents the share of total national public expenditure spent on agriculture. Three countries in the COMESA region – Burundi, Ethiopia, and Malawi – spent at least 10 percent of their expenditure on agriculture. Other Member States that spent at least 5 percent of their budget on agriculture include Comoros, Rwanda, Tunisia, Eswatini, Madagascar, and Zambia. Others spent below 5 percent on agriculture.

Figure 2: Share of total national public expenditure devoted to agriculture among COMESA Member States reporting for the fourth CAADP BR



Source: AUC 2023.

As per the Abuja declaration, the continental target for inorganic fertilizer application is 50 kg/Ha; however, most COMESA Member States reported significantly lower application rates than this target. Egypt towers over the rest of the COMESA Member States by achieving application rates of over 500 kg/Ha of arable land (see Table 3). Countries meeting the CAADP target include Mauritius, Eswatini, and Seychelles. The COMESA region average (35.26 kg/Ha) is higher than Africa’s continental average of 23.62 kg/Ha.

Table 3: Average levels of fertilizer application by COMESA countries

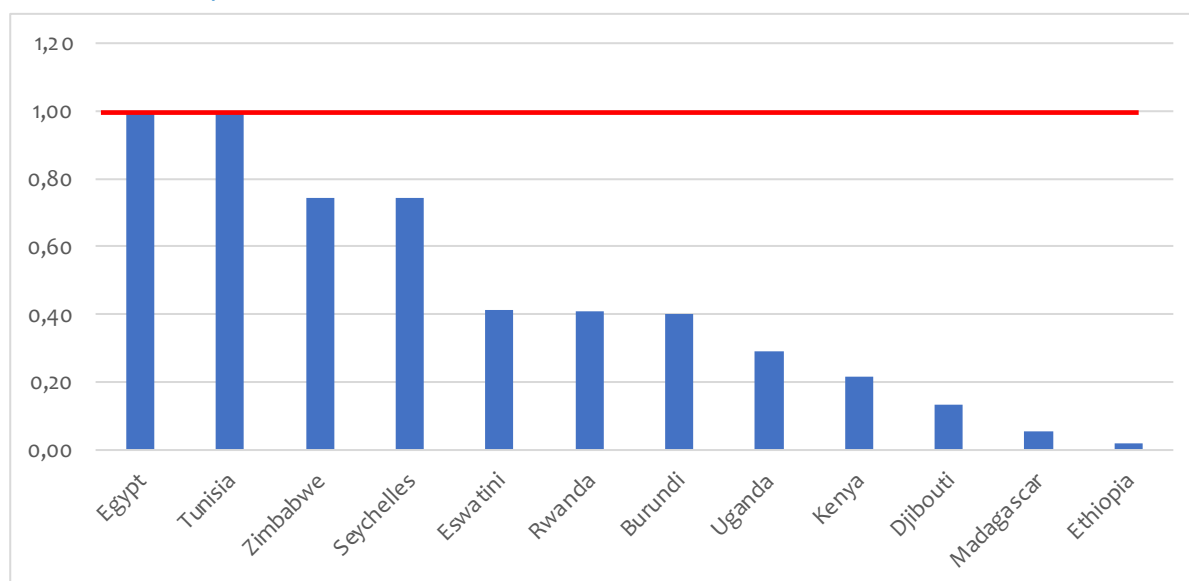
Country/Region	Average Fertilizer Application (2003-2022)
Burundi	9.32
Congo (Democratic Republic of)	1.11
Comoros	0.74
Djibouti	16.81
Egypt	528.74
Eritrea	2.38
Ethiopia	23.27
Kenya	44.16
Libya	27.43
Madagascar	6.08
Mauritius	243.82
Rwanda	10.13
Sudan	5.67
Somalia	0.47
Eswatini	59.60
Seychelles	326.08
Tunisia	47.15
Uganda	2.03
Zambia	46.27
Zimbabwe	28.01
Africa wide	23.62
COMESA	35.26

Source: ReSAKSS 2024.

African Union Member States are supposed to invest at least one percent of their agricultural GDP into agricultural research and development, as this is regarded as a driver of overall sectoral growth. Figure 3 shows that only Egypt and Tunisia reached the target of spending at least 1 percent of agricultural GDP on agricultural research during the BR 4 cycle. Tunisia met the target in the third BR cycle, while Egypt spent about 0.9 percent (Matchaya and Okwir 2022). Two countries that were on track in the third BR (Seychelles and Burundi) were not on track in the fourth BR cycle.



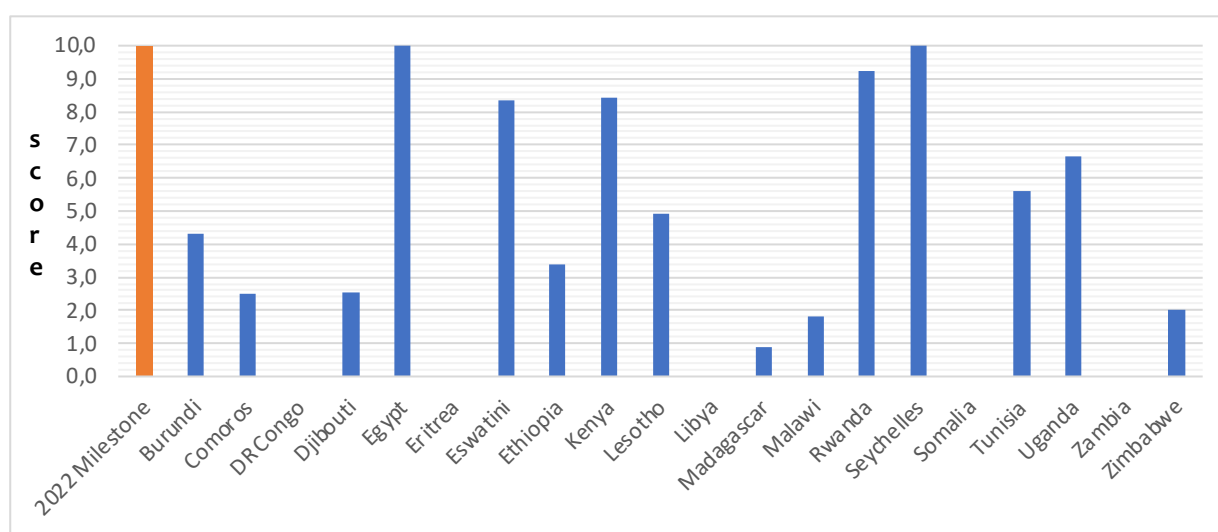
Figure 3: Agricultural research and development spending as a share of agricultural GDP among COMESA Member States, percent



Source: AUC 2023.

Another important indicator is the proportion of men and women in agriculture with access to finance. The Malabo milestone for this by 2022 was 10, i.e., 100 percent access to finance by all women and men involved in agriculture. As shown in Figure 4, only Egypt and Seychelles have met this target. Other good performers included Eswatini, Tunisia, Kenya, Rwanda, and Uganda.

Figure 4: Proportion of men and women in agriculture with access to financial services

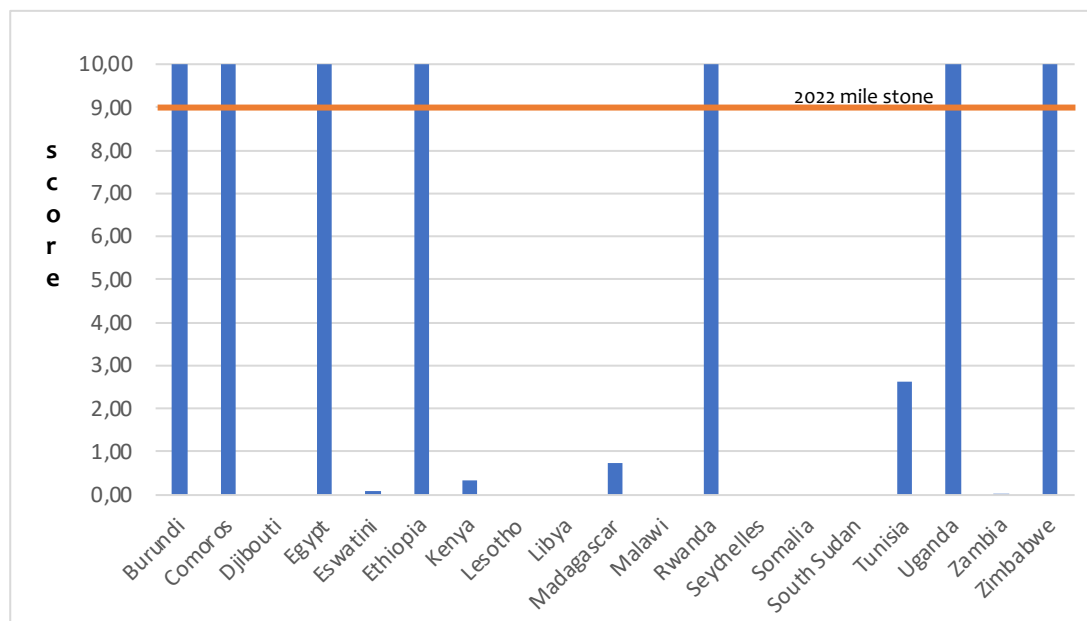


Source: AUC 2023.

A further important CAADP BR indicator is the number of commodity value chains for which a PPP is established with strong linkages to smallholder agriculture; only nine COMESA Member States are reported to have met the target. These included Burundi, Egypt, Eswatini, Ethiopia, Kenya, Madagascar, Rwanda, Tunisia, and Uganda.

The share of agricultural land under sustainable land and water management, including smart agricultural practices, is an important environmental indicator reported under the CAADP BR. This is regarded as a proxy for adaptation to climate change. As shown in Figure 5, seven COMESA Member States met the target for this indicator in 2022: Burundi, Comoros, Egypt, Ethiopia, Rwanda, Uganda, and Zimbabwe.

Figure 5: Share of agricultural land under sustainable land and water management, including smart agricultural practices



Source: AUC 2023.

4. Challenges and Lessons Learned from the Fourth BR

4.1 Process challenges and lessons

There were some challenges with several Member States failing to report for the fourth BR. These included DRC (which reports under ECCAS, the Economic Community of Central African States), Sudan (facing civil unrest), and Eritrea. All the other partner states reported in a timely manner.

4.2 Data challenges and lessons

Data challenges continued to be an issue in the fourth BR process for COMESA, with several countries unable to report BR data for various reasons, including political instability and civil unrest. Some Member States were missing data for certain indicators, notably those on post-harvest losses, commodity-specific trade, and food safety. Countries also struggle with implementing data standards and the data collection protocols required to improve data accuracy, tracing, and verification.

COMESA led and coordinated the data collection and validation steps at the national level. A regional validation workshop for the BR report was conducted jointly with the Intergovernmental Authority on Development (IGAD) and the East African Community (EAC) in Entebbe, Uganda. Each country was provided with comments and recommendations for improvement. The COMESA secretariat – working with the African Union Commission, with support from technical partners such as AKADEMIYA2063/ ReSAKSS and FAO, facilitated the mobilization of the technical support needed to backstop the BR data collection and validation. Despite this coordination, there were some notable challenges, including (i) the timely collection, cleaning, and analysis of the data and (ii) the limited resources available to support the multi-stakeholder validation of the draft national BR reports.

5. Policy and Programmatic Changes in COMESA Following the First, Second, Third, and Fourth BRs

Several COMESA Member States, including Eswatini, Zambia, Malawi, Uganda, Kenya, Rwanda, Burundi, Ethiopia, and Zimbabwe, reported making changes to policies and programs for advancing agricultural transformation and food security based on lessons drawn from the inaugural BR of 2017 (AUC 2018), the second BR of 2019 (AUC 2020), the third BR (AUC 2021) and the fourth BR.

- In Eswatini, the BR revealed weaknesses in financing for the agricultural sector. This partly led to the country launching a program in 2019 to promote private-sector investment in agriculture. BR reports have also been crucial in informing the agenda for the National Agricultural Investment Forum, aimed at mobilizing resources and stakeholders to transform Eswatini's agricultural sector. The country also launched the Country Agribusiness Partnership Framework to promote targeted contract farming for staple food production, including maize, beans, and vegetables. This initiative resulted in the leasing of more than 5,000 hectares of government land to private producers to increase production.
- Zambia reported changing how the BR results were publicized, with the BR reports being shared with all stakeholders and a road map drawn for the next BR. Zambia also used the lessons captured by the BR reports to develop the second national agriculture investment plan (2024-2033), known as the Comprehensive Agriculture Transformation Support Programme (CATSP).
- In Malawi, the BR process was reported to have led to an increase in dialogue between public and private players in the agricultural sector, which has generated interest in initiating policy changes in the sector. It has also informed several agricultural transformation initiatives, including the Affordable Input Programme (AIP) – which subsidizes inputs such as fertilizers and seeds for maize and complementary legumes – as well as the Shire Valley Transformation Programme and the Agricultural Commercialization Project.
- In Uganda, the BR process and reports informed the development of the country's third agriculture sector strategic plan (2020/21-2024/25) and the development and implementation of specific projects on climate-smart agriculture, value chain development, food security, and nutrition.

6. Recommendations for Ensuring the Achievement of Malabo Declaration Commitments by 2025

Based on the COMESA region's performance in the fourth BR, it is evident that it is not on track to meet any of the seven Malabo Commitment areas. The region needs to pay close attention to all Commitment areas if it is to meet the Malabo Declaration targets by 2025, especially the following issues:

- Recommitment to CAADP principles:* Countries that have not completed the process of recommitting to the CAADP process, in accordance with thematic area 1, should endeavor to do so, and the COMESA secretariat and other partners should make sure that any countries lagging in this area are given technical support. Specifically, there should be regional efforts to ensure that countries complete the CAADP process and implement Malabo Declaration-compliant National Agriculture Investment Plans by (i) domesticating their NAIPs, (ii) appraising their NAIPs, (iii) implementing their NAIPs, and (iv) putting in place robust NAIP monitoring and evaluation and reporting infrastructure.
- Enhancing investment finance in agriculture:* The region needs to pay particular attention to the Commitment on enhancing investment finance in agriculture, an area in which most of the COMESA Member States have achieved the target. COMESA Member States that are not reaching the 10 percent target should increase spending in agriculture to meet the minimum target, as public spending is critical for attracting private finance into the sector.

- iii. *Ending hunger by 2025*: The COMESA region should enhance efforts to reduce hunger and malnutrition by 2025. None of the Member States were on track for this Commitment in the fourth BR. Specific areas of intervention include enhancing production and productivity by increasing the use of inputs (e.g., fertilizer) and other technologies, reducing post-harvest losses, allocating resources to social protection, and enforcing food safety regulations.
- iv. *Halving poverty through agriculture by 2025*: None of the COMESA Member States were on track in this Commitment area. Reducing poverty through agriculture requires the Member States to increase employment by facilitating investments in agricultural value chains (e.g., through PPPs) and supporting youth/women-led agri-business initiatives through tailored financing and other incentive mechanisms.
- v. *Intra-African trade in agriculture commodities and services*: No COMESA Member State was found in BR4 to be on track to achieve this indicator. All COMESA Member States should accelerate the implementation of the African Continental Free Trade Area (AfCFTA) in order to enhance African intra-regional trade. They should also make deliberate efforts to reduce tariff and non-tariff barriers to regional trade and improve trade-facilitating infrastructure.
- vi. *Enhancing resilience to climate change and other shocks*: Only three of the 21 COMESA Member States are on track for the Malabo Declaration Commitment on climate change. The impacts of climate change are increasingly being felt throughout the region. Examples include the recent El Niño-induced drought that affected most countries in Southern Africa and the intense drought in the Horn of Africa in 2021/22. The region needs to formulate plans to ensure that Member States significantly increase investments that strengthen the resilience of their countries to climate change and that they improve and sustain the overall performance of the agriculture sector. There is also a need for programs that build assets and adaptive capacity and establish social safety nets for the vulnerable.
- vii. *Mutual accountability for actions and results*: At the national level, countries need to strengthen mutual accountability systems, including establishing and strengthening joint sector review (JSR) mechanisms, borrowing from successful case studies in Rwanda and Malawi, which have well-established agriculture JSR mechanisms.

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