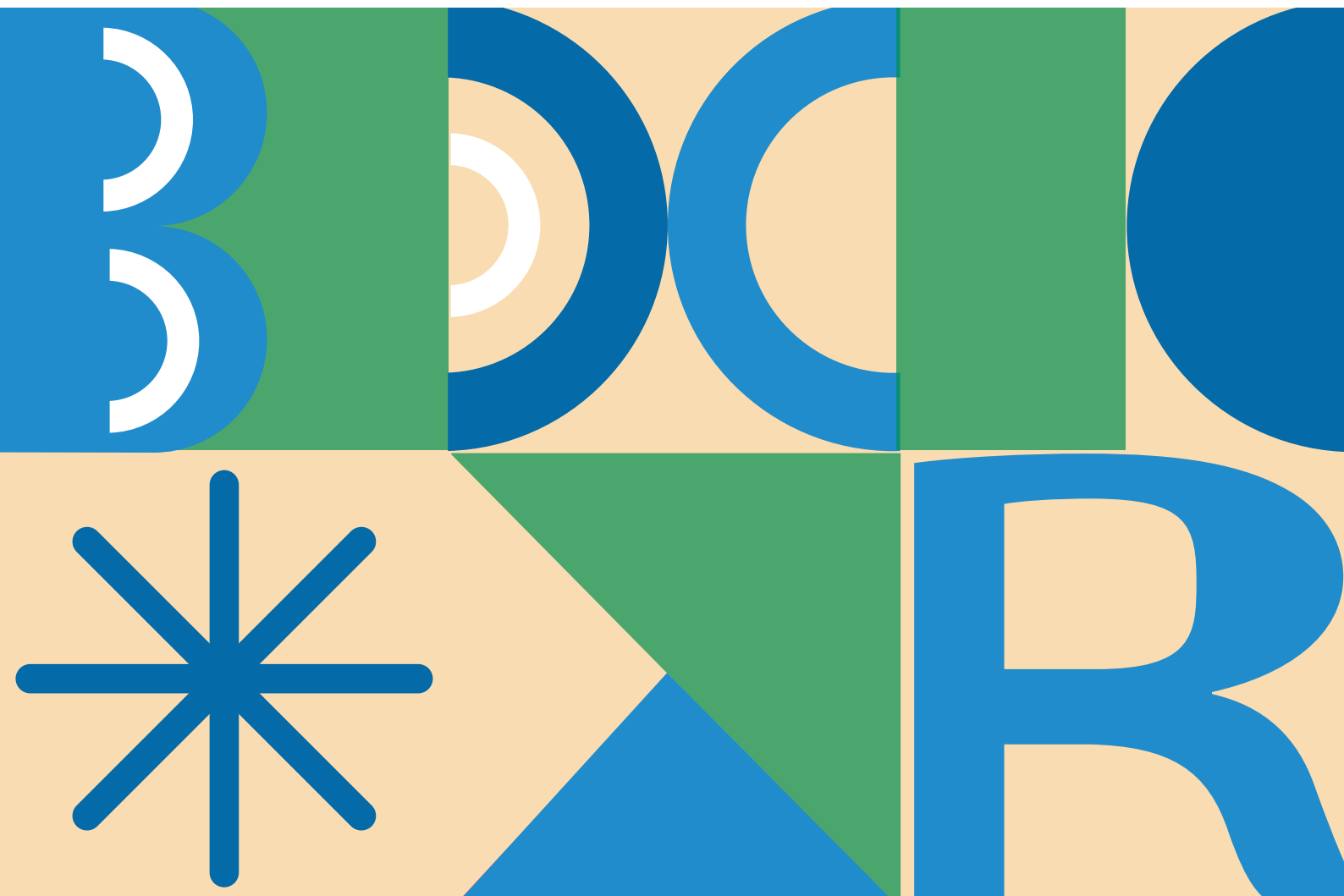


**FOURTH CAADP**  
**BIENNIAL REVIEW**  
**BRIEF**  
**EAC**



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

# Africa Agriculture Transformation Scorecard: Performance and Lessons

## Fourth CAADP Biennial Review Brief: East African Community (EAC)

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This brief was prepared by the East African Community (EAC<sup>4</sup>) and the Regional Strategic Analysis and Knowledge Support System-Eastern and Southern Africa (ReSAKSS-ESA), which is facilitated by AKADEMIYA2063 and the International Water Management Institute (IWMI).

### Recommended Citation

Guthiga, P., F. Marwa, and B. Dushimayezu. 2025. *Fourth CAADP Biennial Review Brief: East African Community (EAC)*. Africa Agriculture Transformation Scorecard: Performance and Lessons. Kigali: Regional Strategic Analysis and Knowledge Support System (ReSAKSS), AKADEMIYA2063. <https://doi.org/10.54067/caadpfbr/EAC>

### 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 (AUC), the African Union Development Agency-NEPAD (AUDA-NEPAD), and leading Regional Economic Communities (RECs).

**AKADEMIYA2063** is supported financially by the United States Agency for International Development (USAID), the Bill & Melinda Gates Foundation (BMGF), the German Federal Ministry for Economic Cooperation and Development (BMZ), the African Development Bank (AfDB), the UK's Foreign, Commonwealth & Development Office (FCDO), the Global Center on Adaptation (GCA), and the Food and Agriculture Organization of the United Nations (FAO). The views expressed in this publication do not necessarily reflect those of the funders.

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<sup>4</sup> EAC is a regional intergovernmental organization of eight (8) Partner States: the Republic of Burundi, the Democratic Republic of the Congo, the Republic of Kenya, the Republic of Rwanda, the Federal Republic of Somalia, the Republic of South Sudan, the Republic of Uganda, and the United Republic of Tanzania.

# 1. Introduction

The Malabo Declaration outlines Africa's vision for accelerating agricultural growth and transformation on the continent through seven broad commitments to be implemented from 2015 to 2025 (AUC 2014). These 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 the resilience of livelihoods and production systems to climate variability and other 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 commitments.

As part of fulfilling Commitment 7 on mutual accountability, the fourth BR Report (BR4) in 2023 and the Africa Agriculture Transformation Scorecard (AATS) were launched at the 37th Ordinary Session of the Assembly of the African Union (AU) Heads of State and Government in March 2024. This brief focuses on the performance of the East African Community (EAC) Partner States in BR4, assessing the challenges faced and lessons learned. The brief also reviews policy and programmatic changes in the EAC region following the first, second, third, and fourth BRs. It concludes by highlighting the required policy actions for the region to meet the Malabo Declaration commitments by 2025.

## 1.1 Objectives

The objectives of this brief are to:

- Assess the performance of the EAC region and its Partner States in BR4 compared to the previous BR cycles
- Discuss challenges and lessons learned from BR4
- Review policy and programmatic changes resulting from past BR processes
- Highlight required policy measures for the region to meet the Malabo Declaration commitments by 2025

# 2. Progress in Achieving Malabo Declaration Commitments

In the fourth BR, the EAC region achieved an overall average score of 5.61 against a benchmark score of 9.29 out of 10. The benchmark is the minimum score for a region to be on track in implementing the Malabo Declaration commitments. The BR4 overall score indicated that the EAC region was not on track to achieve the Malabo commitments by 2025. Table 1 summarizes the region's overall performance across thematic areas. None of the individual EAC Member States was on track to achieve all seven Malabo Declaration commitments by 2025. However, Rwanda emerged again as the continent's best-performing country in BR4 with a score of 8.07 and a 9 percent improvement from BR3. Although no Partner state was on track to meet the Malabo commitments in BR4, Kenya, Uganda, South Sudan, Rwanda, and Burundi improved their performance in this BR compared to the previous one. The EAC region was also not on track to meet all Malabo commitments during the previous BRs in 2021 and 2019. The only time the region as a whole was on track to meet all the commitments was during the first BR in 2019, when the EAC achieved an overall average score of 4.62 against a benchmark score of 3.94. In the second BR in 2019, EAC achieved a score of 5.26 against a benchmark of 6.66, while in the third BR in 2021, the region had a score of 5.60 against a benchmark of 7.28 in 2021.



Table 2 summarizes the performance (scores) of the Partner States in all the BR cycles and shows changes in performance (as a percentage) between BR3 and BR4. South Sudan had a score of 3.51 compared to 2.88 in the third BR for a 22 percent increase; Uganda scored 6.76 from 5.89, representing a 15 percent increase; Burundi scored 6.41 compared to 5.63 in the third BR for a 14 percent increase; Kenya scored 6.28 compared to 5.62 in the third BR for a 12 percent increase; and, Rwanda scored 8.07 compared to 7.43 in the third BR for a 9 percent increase. Tanzania's performance deteriorated by 8 percent, from a score of 6.14 to 5.67. It was not possible to compute the difference in performance for the Democratic Republic of Congo (DRC) and Somalia between BR3 and BR4 because of non-reporting in one of the two BR cycles. Somalia did not report in the third BR, while DRC did not report in the fourth BR.

As mentioned earlier, no EAC Partner State was on track to meet the Malabo Declaration commitments in BR4. This is in comparison to the first BR when four countries (Burundi, Kenya, Rwanda, and Uganda) were on track to meet the Malabo Declaration commitments. Only Rwanda was on track to meet the Malabo commitments in BR2 and BR3 (Table 2).



**Table 1: EAC region summary BR scores by theme**

	Partner State										
Malabo commitments/ Theme	Burundi	Kenya	Rwanda	Uganda	Tanzania	South Sudan	DRC	Somalia	EAC Region	4th BR Bench-mark	EAC Region Progress in the 4 <sup>th</sup> BR
Recommitment to CAADP process	8.85	7.29	9.87	9.65	9.15	7.26	-	7.52	8.51	10.00	Not on track
Enhancing investment finance in agriculture	7.83	4.79	5.05	4.25	2.05	2.11	-	2.66	4.11	9.50	Not on Track
Ending hunger by 2025	4.87	4.79	6.01	5.37	4.81	0.57	-	0.29	3.82	9.26	Not on Track
Halving poverty through agriculture by 2025	4.73	7.50	7.38	5.96	5.58	0.00	-	0	4.45	8.94	Not on Track
Boosting intra-African trade in agricultural commodities	2.66	2.91	8.84	2.84	3.26	0.72	-	0	3.03	9.00	Not on Track
Enhancing resilience to climate change	9.75	7.07	9.73	9.60	8.88	6.39	-	0	7.35	9.75	Not on Track
Mutual accountability for actions and results	7.59	9.58	9.64	9.62	6.57	7.51	-	6.96	8.21	8.60	Not on Track
<b>Overall Score</b>	<b>6.41</b>	<b>6.28</b>	<b>8.07</b>	<b>6.76</b>	<b>5.76</b>	<b>3.51</b>	<b>-</b>	<b>2.49</b>	<b>5.61</b>	<b>9.29</b>	Not on track

**Source:** Authors' computations based on the AUC 2024 report.

**Notes:** Regional average calculated based on country data for 7 of the 8 EAC Partner States that submitted data.

**Table 2:** EAC Partner States' progress in BR scores (BR1, BR2, BR3, and BR4)

Countries	First BR	Progress Against	Second BR	Progress Against	Third BR	Progress Against	Fourth BR	Progress Against	% Change between Third and Fourth BRs
		First BR Benchmark (3.94)		Second BR Benchmark (6.66)		Third BR Benchmark (7.28)		Fourth BR Benchmark (9.29)	
Burundi	4.71	On track	5.82	Not on track	5.63	Not on track	6.41	Not on track	14%
Kenya	4.77	On track	4.88	Not on track	5.62	Not on track	6.28	Not on track	12%
Rwanda	6.09	On track	7.24	On track	7.43	On track	8.07	Not on track	9%
Uganda	4.45	On track	5.68	Not on track	5.89	Not on track	6.76	Not on track	15%
Tanzania	3.08	Not on track	5.08	Not on track	6.14	Not on track	5.67	Not on track	-8%
South Sudan	-		2.89	Not on track	2.88	Not on track	3.51	Not on track	22%
Somalia	-	-	0.55	Not on track	-	-	2.49	Not on Track	-
DRC	1.44	Not-on-track	3.33	Not on track	4.46	Not on track	-	-	-

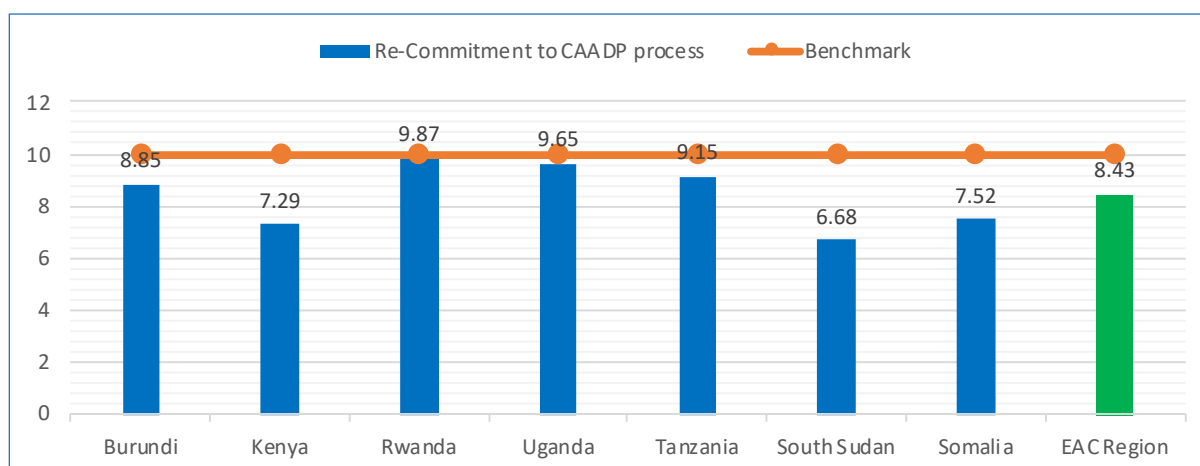
**Source:** Authors' computations based on the AUC 2024, 2022, 2020, and 2018 reports.



The region as a whole and all its Partner States were not on track to meet all seven Malabo commitments during BR4.

- i. **Recommitment to the CAADP process:** The EAC region and all its Partner States fell short of the benchmark (10) in this thematic area (Figure 1). The regional score dropped slightly from 9.00, achieved in BR3, to 8.43 in BR4. Rwanda performed best, with a score of 9.87, followed by Uganda (9.65) and Tanzania (9.15). All the Partner States performed worse in BR4 than in BR3 under theme 1. Burundi's score dropped from 9.2 in BR3 to 8.05 in BR4; Kenya from 8.3 to 7.29; Rwanda from 10 to 9.87; Uganda from 9.8 to 9.65; and Tanzania from 10 to 9.15.

**Figure 1: EAC Partner States' performance on recommitment to CAADP process, BR4**

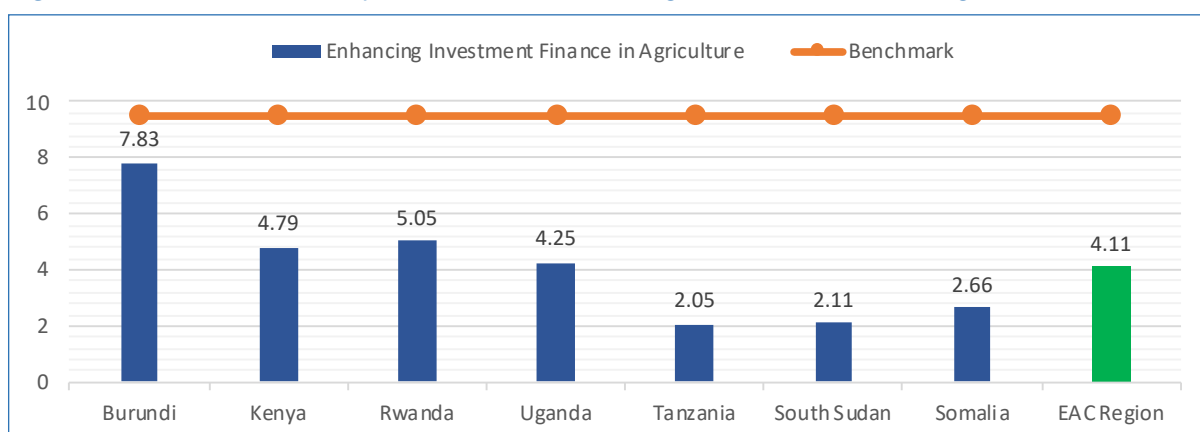


**Source:** Authors' computations based on the AUC 2024 report.

- ii. **Enhancing investment finance in agriculture:** As in BR3, the EAC region was not on track in this thematic area. However, the region recorded an improved score of 4.11 in BR4 from 3.46 in BR3 (an increase of 19 percent). None of the countries in the EAC region met the requirements for enhanced finance to agriculture, as Figure 2 shows. Burundi reported the best performance, with a score of 7.83 against the benchmark of 9.50. It also recorded a substantial improvement from a score of 3.81 in the third BR. South Sudan improved notably from a score of 0.83 in the third BR to 2.66 in the fourth BR.

Four Partner States recorded a decline in performance under this theme in BR4 compared to BR3: Kenya (6.4 to 4.79); Rwanda (5.43 to 5.05); Uganda (4.99 to 4.25); and Tanzania (3.6 to 2.05). In terms of public expenditure, only Burundi achieved the 10 percent budget allocation target in BR4 (13.27 percent) followed by Rwanda at 8.66 percent.

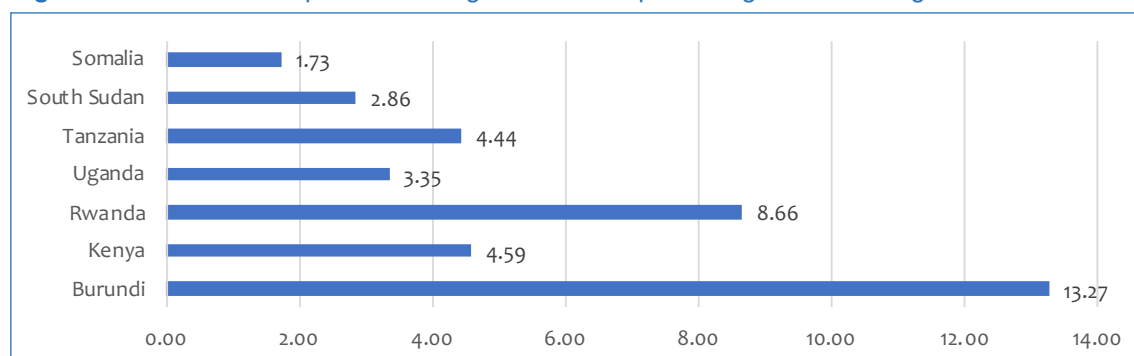
**Figure 2: EAC Partner States' performance on enhancing investment finance in agriculture, BR4**



**Source:** Authors' computations based on the AUC 2024 country BR scores.

Other Partner States spent less than 5 percent of their national budgets on agriculture, as shown in Figure 3.

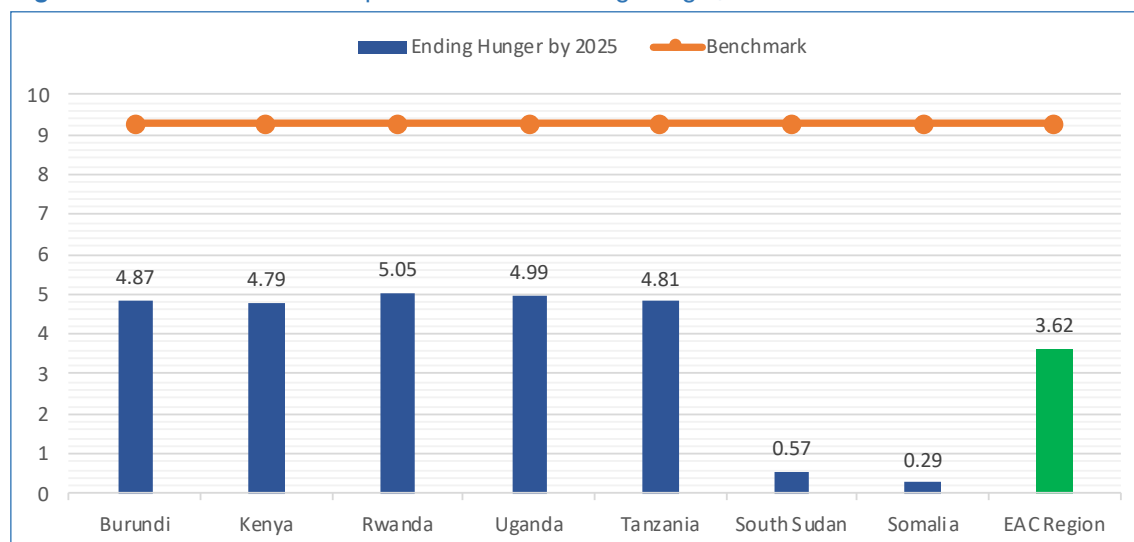
**Figure 3: Government expenditure in agriculture as a percentage of total budget**



**Source:** Authors' computations based on the AUC 2024 country BR scores.

**iii. Ending hunger by 2050:** The region fell short of the benchmark in this thematic area for BR4 and performed worse than in BR3. The region's score declined from 4.18 to 3.62, representing a 13 percent decrease (Figure 4). None of the EAC Partner States are on track in this thematic area. Rwanda is the best performer, with a score of 5.05, followed by Burundi (4.87) and Uganda (4.99). Kenya was on track in the third BR, but the country's performance deteriorated (from 6.64 to 4.79) and was not on track in BR4. Tanzania is the most improved partner state for this theme, as the country's score improved from 3.6 in BR3 to 4.81 in BR4, representing a 34 percent increase. South Sudan's performance deteriorated the most under this theme as the score declined from 0.83 in BR3 to 0.57 in BR4 (a 31 percent decrease).

**Figure 4: EAC Partner States' performance in ending hunger, BR**



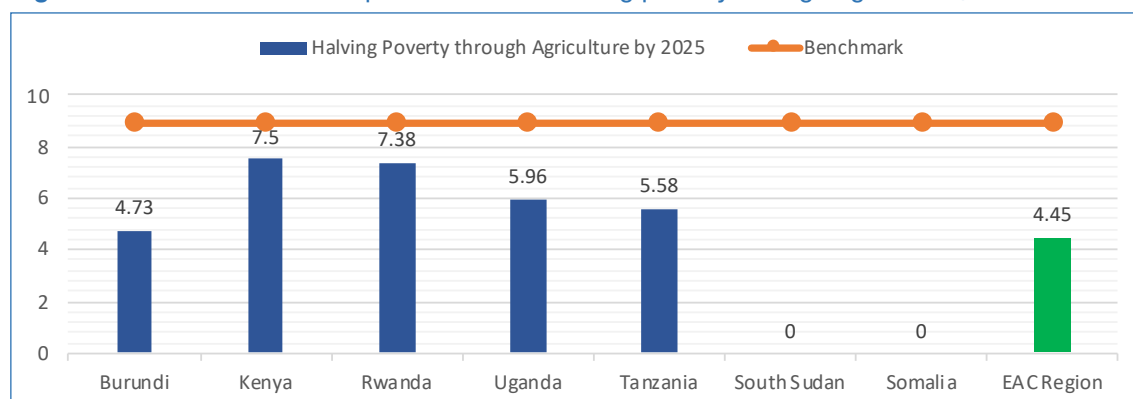
**Source:** Authors' computations based on the AUC 2024 country BR scores.

**iv. Halving poverty through agriculture:** Figure 5 shows that none of the Partner States was on track on this theme in BR4. The average score for the EAC region was 4.45 against a benchmark score of 9. This 4.45 score also represented a decline of 5 percentage points from the average score in BR3 of 4.69. Four EAC Partner States improved their score in BR4 compared to BR3: Kenya improved by 50 percent (5 to 7.5); Burundi improved by 8 percent (4.38 to 4.73); Rwanda improved by 6 percent (6.95 to 7.38); and Uganda improved by 8 percent (from 5.51 to 5.96). Tanzania's score deteriorated from 6.31 in BR3 to 5.58 in BR4, representing a 12 percent decline.



Like other AU Member States, the EAC Partner States committed to achieving 6 percent growth in agricultural value-added annually as part of the CAADP, which was also reaffirmed in the 2014 Malabo Declaration. However, no EAC Partner State was able to make significant strides towards this target during the fourth CAADP BR in 2023. Only 5 out of the 7 EAC Partner States reported on this indicator, and the EAC region accounted for an average of 1.4 percent of agricultural GDP growth in the last CAADP BR report.

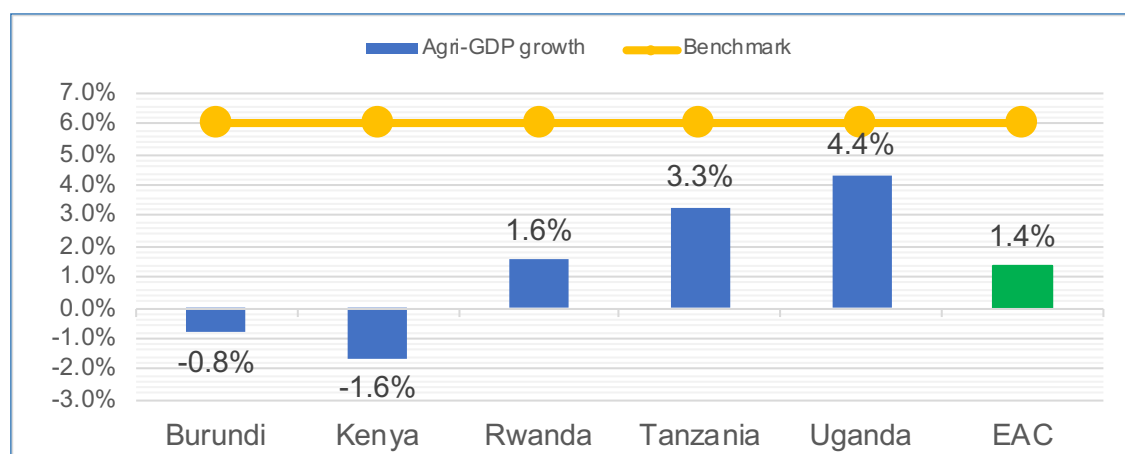
**Figure 5: EAC Partner States' performance in halving poverty through agriculture, BR4**



**Source:** Authors' computation based on the AUC 2024 report.

Figure 6 shows that Uganda and Tanzania recorded the highest annual growth of 4.4 percent and 3.3 percent, respectively, while Kenya, Burundi, and Rwanda recorded less than 2 percent growth. Achieving the 6 percent growth rate is essential to address hunger, reduce poverty, and drive inclusive economic development, especially in rural areas where agriculture is the primary livelihood source.

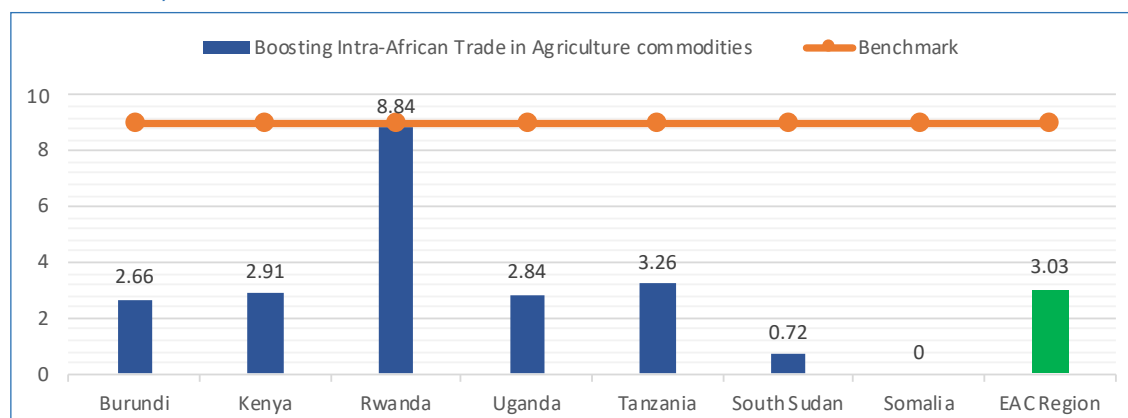
**Figure 6: Agricultural GDP growth based on 2023 Country CAADP BR reports**



**Source:** Authors' computation based on the AUC 2024 report.

- v. **Boosting intra-African trade in agricultural commodities and services:** The EAC region is not on track to achieve the Malabo Declaration targets in terms of this theme (Figure 7). However, the region's score improved from 2.89 in 2021 to 3.03 in 2023, representing a 5 percent improvement. Three Partner States recorded improvements in the fourth BR compared to the third BR: Rwanda improved by more than 150 percent from 3.18 to 8.84; Kenya improved by 4 percent from 2.79 to 2.91; Uganda improved by 5 percent from 2.87 to 2.84. Three Partner States saw their performance deteriorate in this theme between BR3 and BR4: Burundi declined by 16 percent; Tanzania by 23 percent; and South Sudan by 42 percent.

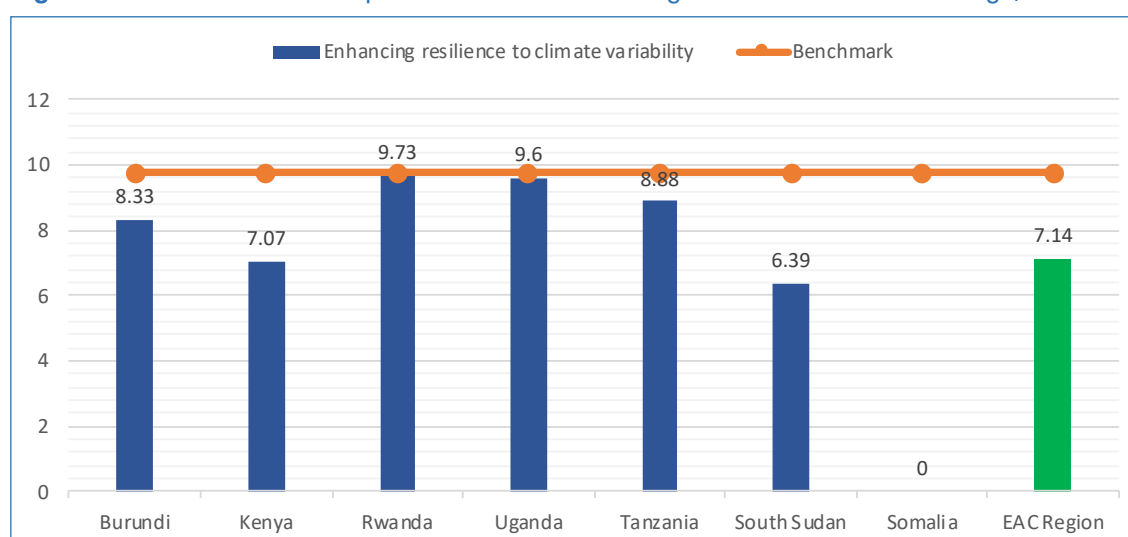
**Figure 7: EAC Partner States' performance in boosting intra-African trade in agricultural commodities, BR4**



**Source:** Authors' computations based on the AUC 2024 report.

- vi. **Enhancing resilience to climate change:** The region's performance under this theme remained largely the same between BR3 and BR4. However, as Figure 8 shows, the region, on average, did not meet the benchmark. Uganda recorded the largest improvement, from a score of 7.65 to 9.6 (25 percent increase), while Kenya and Tanzania both recorded a 13 percent improvement between BR3 and BR4.

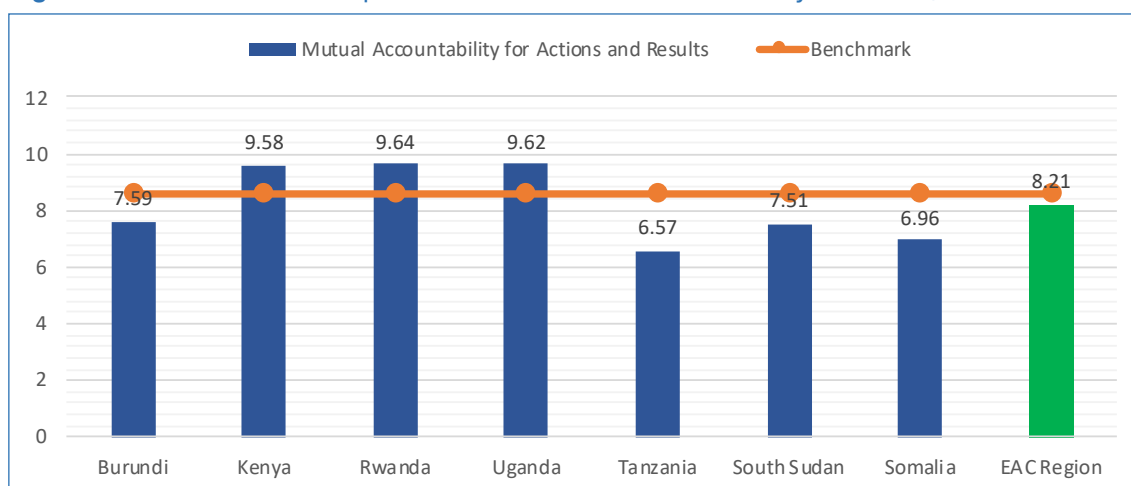
**Figure 8: EAC Partner States' performance on enhancing resilience to climate change, BR4**



**Source:** Authors' computations based on the AUC 2024 report.

- vii. **Mutual accountability for actions and results:** This was the best-performing theme for the region in BR4. Three Partner States were on track to achieve the target under this theme, including Kenya, Rwanda, and Uganda (Figure 8). The region's score improved from 7.75 in the third BR to 8.6 in the fourth BR, an 11 percent increase. Three Partner States (Burundi, Rwanda and Tanzania) performed worse in the fourth BR compared to the third BR.

**Figure 9: EAC Partner States' performance on mutual accountability for results, BR4**



**Source:** Authors' computations based on the AUC 2024 report.

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

### 3.1 Process Challenges and Lessons Learned

Seven out of the eight EAC Partner States reported in the fourth BR in a timely manner, except for DRC, which was expected to report under the Economic Community of Central African States (ECCAS) for BR4 but unfortunately did not report.

### 3.2 Data Challenges and Lessons Learned

The EAC secretariat led and coordinated the overall BR process in the region, including data collection and validation at the national level. A regional validation workshop for the BR report was conducted jointly with the regional bodies – Intergovernmental Authority on Development (IGAD) and the Common Market for Eastern and Southern Africa (COMESA) – in Entebbe, Uganda, in August 2023. Technical experts reviewed each country's data and report and then provided feedback and recommendations for improvement. Each country responded to the recommendations from the regional validation to varying extents. The EAC Secretariat, working with the African Union Commission (AUC) and supported by technical partners, including the Alliance for a Green Revolution in Africa (AGRA), AKADEMIYA2063, ReSAKSS, and the Food and Agriculture Organization of the United Nations (FAO), facilitated the mobilization of the technical support needed to vet the BR data collection and validation. Despite the technical support, there were some notable challenges, including: (i) Timely collection, cleaning, and analysis of the data; (ii) Limited resources to support the multi-stakeholder validation of the draft national BR reports.

## 4. Policy and Programmatic Changes following BR1, BR2, BR3, and BR4

The EAC Secretariat supported the Partner States in advancing agricultural policy harmonization to address previous BR results. The reported policy and programmatic changes included the adoption in November 2023 of several regional instruments to facilitate agricultural transformation by the 44<sup>th</sup> EAC Council of Ministers. These changes included:

- i. **EAC Rice Development Strategy (ERDS) and its Implementation Plan (ERDSIP):** The ERDS provides a framework to attain self-sufficiency in rice production in the EAC region. This will benefit producers and consumers, ensure sustainability and economic efficiency, and create employment opportunities along the value chain.

- ii. **EAC Mutual Recognition Mechanism and Procedures for Registration of Plant Pest Control Products:** This mechanism aims to reduce the duplication of efforts while maximizing the sharing of resources and expertise between Partner States in the registration of pest control products through established modalities for collaboration and cooperation.
- iii. **EAC Guidelines for the Integrated Regional Coordination Mechanism (IRCM) for Prevention and Control of Transboundary Animal Diseases (TADs) and Zoonoses:** The IRCM is an operational framework for the regional coordination of efforts in different sectors and professional disciplines targeting the prevention, detection, control, and response to TADs and Zoonoses. The mechanism enables Partner States to work in a coordinated manner by sharing information, infrastructure, capacity building, networking, and harmonization of strategies, as well as coordination of prevention, detection, control, and emergency response systems. It facilitates the implementation of standard methods and procedures, strengthening the cooperation of Partner States in the management of trade-related TADs.
- iv. **EAC Animal Health Measures for Mammals, Birds, and Bees:** These measures aim to effectively prevent and manage the region's transboundary and other trade-sensitive animal diseases. Implementation of these measures will result in the improved health status of animal herds, flocks, and populations as they become more disease-free. The measures will also improve production in the sub-sector.
- v. **EAC Guidelines for Registration of Pest Control Products for Plant Pest Emergency Response:** These regional guidelines aim to facilitate pesticide regulatory authorities in the EAC Partner States to expedite the approval of plant pest control products during pest emergency situations and to mitigate their negative impacts. Emergency registration of plant pest control products is necessary for situations that demand immediate action to protect plant or environmental health from unforeseen, disastrous conditions arising from an invasion or attack by invasive or dangerous pest species.

## 5. Recommendations to Ensure Achievement of Malabo Declaration Commitments by 2025

Based on the EAC region's performance in BR4, it is evident that the region as a whole and the Partner States are not on track to meet any of the seven Malabo Declaration's commitments. The region needs to pay greater attention to all the commitment areas to meet the Malabo Declaration targets by 2025. The following issues require attention if the region is to get on track to achieve the Malabo Declaration commitments:

- i. Countries that have not completed the process of recommitting to the CAADP process in line with Commitment 1 should strive to do so. The EAC Secretariat and other partners should provide technical support, especially to countries lagging in this area.
- ii. The region needs to pay particular attention to the commitment on enhancing agricultural investment finance, as most Partner States are not even halfway to meeting the 2021 benchmark. Public spending is critical to attracting private finance into the agricultural sector. Those EAC Partner States that have not met the 10 percent budget allocation target should, therefore, increase their agricultural spending to meet this CAADP target.
- iii. The EAC region should enhance efforts to reduce hunger and malnutrition by 2025. Urgent measures are especially needed to address the chronic problem of stunting, which is prevalent in all the EAC Partner States, as none has met the 10 percent prevalence rate.

- iv. The EAC Partner States should put in place more trade facilitation measures, such as single border posts, to promote intra-African trade in agricultural commodities and services.
- v. At the national level, countries need to strengthen mutual accountability systems, including establishing and strengthening agricultural Joint Sector Review (JSR) mechanisms. Partner States can learn from Rwanda's successes in establishing an agricultural JSR mechanism that is inclusive, regular, and relatively comprehensive.

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# ReSAKSS **ESA**

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