

**FOURTH CAADP**  
**BIENNIAL REVIEW**  
**BRIEF**  
**ETHIOPIA**



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

# Africa Agriculture Transformation Scorecard: Performance and Lessons

## Fourth CAADP Biennial Review Brief: Ethiopia

Fitsum Hagos<sup>1</sup> and Greenwell Matchaya<sup>2</sup>

This policy brief was developed by 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), and Ethiopia's Ministry of Agriculture, Water, and Land Reform.

### Recommended Citation

Hagos, F., and G. Matchaya. 2025. *Fourth CAADP Biennial Review Brief: Ethiopia*. Africa Agriculture Transformation Scorecard Performance and Lessons. Kigali: Regional Strategic Analysis and Knowledge Support System (ReSAKSS), AKADEMIYA2063. <https://doi.org/10.54067/caadpbr/ETHIOPIA>

### 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). This work was supported by the Gates Foundation (Grant No. INV-070711).

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

---

1 International Water Management Institute, Eastern & Southern Africa, Addis Ababa; corresponding author.

2 ReSAKSS-ESA, International Water Management Institute (IWMI), Pretoria.



# 1. Introduction

Addressing Africa's agricultural challenges can unlock inclusive economic growth, benefit smallholder farmers, boost food production, and end hunger. The Maputo Declaration of 2003, endorsed by the African Union (AU) Heads of State and Government, legitimized the Comprehensive African Agricultural Development Programme (CAADP) as the principal framework to foster agricultural investments and development in Africa. The CAADP aims to increase public investments in agriculture by allocating a minimum of 10 percent of national budgets to the sector and targets consistent agricultural productivity growth of 6 percent annually.

The 2014 Malabo Declaration outlines Africa's vision for accelerating agricultural growth and transformation on the African continent through seven broad commitments by 2025. These commitments are:

1. **Upholding the principles and values of CAADP:** African ownership and leadership; accountability and transparency; inclusiveness; evidence-based planning and decision making and harnessing regional complementarities.
2. **Enhancing investment finance in agriculture** by allocating 10 percent of public expenditures to agriculture and the operationalization of the African Investment Bank to mobilize and disburse investment finance for priority, agriculture-related investment projects.
3. **Ending hunger in Africa** by doubling productivity through increased access to inputs, irrigation, and farm mechanization; cutting post-harvest losses by half; and reducing the prevalence of stunting in young children to 10 percent.
4. **Halving poverty through inclusive agricultural growth and transformation.** This will be achieved through sustained annual agricultural GDP growth of 6 percent, establishing public-private partnerships to strengthen priority agricultural commodity value chains with strong linkages to smallholder farmers, creating jobs in agricultural value chains for at least 30 percent of Africa's youth, and facilitating the participation by women and youth in gainful and attractive agribusinesses.
5. **Boosting intra-African trade in agricultural commodities and services.** This aims to triple such trade by 2025 through fast-tracking the African Continental Free Trade Area (AfCFTA) and establishing a common external tariff scheme.
6. **Enhancing the resilience of livelihoods and production systems to climate variability and other related risks** by investing in social security for rural workers and other vulnerable social groups, as well as mainstreaming resilience and risk management in policies, strategies, and investment plans.
7. **Ensuring mutual accountability to actions and results** by conducting a continent-wide biennial review (BR) to monitor progress in achieving the seven commitments.

To meet the seventh commitment on mutual accountability, African countries present a report to the AU every two years, detailing their progress in agricultural transformation. In addition to gauging the progress toward achieving the seven Malabo Declaration commitments by 2025, each report also assesses the country's capacity for evidence-based policy and program design and implementation, monitoring and evaluation (M&E), peer review, and mutual accountability. To date, AU Member States have submitted four cycles of BR reports, and Ethiopia has consistently submitted its BR reports. The inaugural BR (AUC 2018) was compiled and presented in 2017, and



the second (BR2) in 2019 (AUC 2020). The third BR (BR3) report (2021) and the associated Africa Agriculture Transformation Scorecard were launched at the 35th AU Summit in February 2022 (AUC 2021; Matchaya et al. 2021). The fourth report (BR4) was launched and endorsed by the assembly of African Heads of State and Government in February 2024 (AUC 2024).

## 2. Main Findings

The following section presents the findings from BR4 and incorporates comments from the National Focal Points.

### 2.1 Progress in Achieving Commitments at Country Level

#### 2.1.1 General Performance

Ethiopia scored 4.9 out of 10 against a 3.94 benchmark in the inaugural BR, and the country was considered to be on track toward achieving the Malabo Declaration commitments. In BR2, Ethiopia scored 4.82 against a benchmark of 6.66 and was not on track, while in BR3, the country scored 5.33 against a benchmark of 7.28, and the country was again rated as not on track. Even though Ethiopia did not meet the benchmark in BR3, the country was rated as progressing well towards achieving the Malabo Declaration commitments.

#### 2.1.2 Country Performance by Thematic Area

This sub-section presents a closer examination of the 7 Malabo Declaration commitments where the country was rated off-track. Results from BR4 indicate that Ethiopia underperformed in all thematic areas. This points to the country's deteriorating performance as it was on track on 4 of the 7 themes (Themes 1, 4, 6, and 7) as well as its overall performance in BR1, while none of the 7 CAADP commitments were on track in BR4. However, Ethiopia saw notable improvements in 4 of the 7 themes (Themes 3, 4, 5, and 7) for BR4 compared to BR3. These improvements were seen in the following commitments: Recommitment to CAADP, Halving poverty through agriculture, Enhancing resilience to climate change, and Mutual accountability for actions and results.

The country's overall weak performance is attributable to these thematic areas, which were rated as not on track: Enhancing agricultural finance, Ending hunger, and Boosting intra-African trade in agricultural commodities and services (Table 1).



**Table 1: Summary of Ethiopia's Biennial Review (BR) scores by Malabo Commitment**

Malabo Commitments	First BR (2017)			Second BR (2019)			Third BR (2021)			Fourth BR (2023)			% Changes 3rd BR to 4th BR
	Score	Benchmark	Progress	Score	Benchmark	Progress	Score	Benchmark	Progress	Score	Benchmark	Progress	
1. Recommitment to CAADP	4.79	3.33	On track	4.26	10	Not on track	6.43	10	Not on track	9.24	10.00	Not on track	43.65
2. Enhancing Agricultural Finance	4.16	6.67	Not on track	4.48	10	Not on track	2.47	7.5	Not on track	2.38	9.50	Not on track	-3.68
3. Ending Hunger by 2025	2.65	3.71	Not on track	1.47	5.04	Not on track	2.9	6.32	Not on track	4.09	9.26	Not on track	40.93
4. Halving Poverty through Agriculture	3.13	2.06	On track	0.55	3.94	Not on track	0.47	5.81	Not on track	6.23	8.94	Not on track	1226.15
5. Intra-African Trade in Agriculture	3.85	1	On track	1.9	3	Not on track	3.5	5	Not on track	2.25	9.00	Not on track	-35.65
6. Enhancing Resilience to Climate Change	4.01	6	Not on track	5.83	7	on track	8.33	8	On track	9.92	9.75	on track	19.08
7. Mutual Accountability	6.16	4.78	On track	5.1	7.67	Not on track	4.94	8.33	Not on track	7.95	8.60	Not on track	60.99
All commitments	4.11	3.94	On track	3.41	6.66	Not on track	4.08	7.28	Not on track	6.01	9.29	Not on track	47.27

Source: Authors' calculations, based on country BR scores (AUC 2023).



As **Figure 1** shows, although Ethiopia was only on track in BR1, there has been a general uptick in performance for **Commitment 1 (Recommitment to CAADP)** over the BR cycles, particularly due to the improved quality of multi-sectoral and multi-stakeholder coordination, evidence-based policies, supportive institutions, and corresponding human resources.

On the other hand, Ethiopia has exhibited a declining trend under **Commitment 2 (Enhancing agricultural finance)** over the four BRs. This has been attributed to low government agricultural sector expenditure as a percentage of agricultural value-added, as well as limited domestic and foreign private sector investments.

**Commitment 3 (Ending hunger by 2025)** has generally improved from BR1 to BR4, although this was still below the benchmark. The slightly improved score during BR4 is attributable to modest increases in agricultural value-added per agricultural worker and arable land, slow increases in yields for the country's priority agricultural commodities, limited reductions of post-harvest losses for national agricultural commodities, and a low proportion of 6-23-month-old children who meet the standards of the Minimum Acceptable Diet. The high proportion of moderate and severe food insecurity in the population, based on the Food Insecurity Experience Scale and the low SPS Health Index, has tended to slow down performance of Commitment 3.

Ethiopia has registered a generally improving trend in performance from BR1 to BR4 for **Commitment 4 (Halving poverty through agriculture)**. However, key challenges remain, including the failure to reduce poverty rates at national and international poverty lines, slow rates of reduction in the gap between wholesale and farmgate prices, and low levels of youth engagement in new job opportunities within agricultural value chains.

**Commitment 5 (Boosting intra-African trade in agricultural commodities and services)** is one of the thematic areas where the country has consistently performed poorly across the four BRs. One target indicator for this commitment is the growth rate of the value of trade in agricultural commodities and services within Africa, and another is the increased rate of trade facilitation. Ethiopia's poor performance under this commitment is seen in the low scores in each of these areas, which have deteriorated across all BR cycles.

**Commitment 6 (Enhancing resilience to climate change)** is one of the thematic areas where the country has improved consistently across the four BRs against the respective benchmarks. The country was on track across all BRs except BR1.

Ethiopia performed well across all BRs for **Commitment 7 (Mutual accountability for actions and results)**. The key challenge under the commitment is related to the low index on capacity to generate and use statistical agricultural data and information.



**Figure 1: Trends in Ethiopia's performance across the four BRs**



### 2.1.3 Regional Comparison

All AU Member States except Eritrea and Sudan submitted their national biennial review reports, representing an 85 percent submission rate. None of the 13 Member States in the Eastern Africa region was on track to achieve the CAADP goals and targets. Table 2 shows that, on average, Ethiopia performed better than the Eastern Africa region. It is worth mentioning that Rwanda was the only African country considered to be on track in BR3, while in BR2, four countries (Ghana, Mali, Morocco, and Rwanda) were on track. In BR4, Ethiopia was on track with the commitment on “Enhancing Resilience to Climate Change,” achieving a higher score than the benchmark and sub-regional performance score. While Ethiopia reported on most BR indicators, some data gaps remain, which the country will have to address in future review cycles.

**Table 2: Ethiopia's performance relative to the Eastern Africa region by theme during BR4**

Theme	Benchmark in 2023	Eastern Africa Region in 2023	Ethiopia in 2023	Ethiopia Progress
Recommitment to CAADP	10.00	7.91	9.24	Not on track
Enhancing agricultural finance	9.50	4.26	2.38	Not on track
Ending hunger by 2025	9.26	3.20	4.09	Not on track
Halving poverty through agriculture	8.94	3.64	6.23	Not on track
Boosting intra-Africa trade in agricultural commodities and services	9.00	2.54	2.25	Not on track
Enhancing resilience to climate change	9.75	6.51	9.92	On track
Mutual accountability for actions and results	8.60	6.95	7.95	Not on track
All commitments	9.29	5.00	6.01	Not on track
Progress on all commitments	Not on track	Not on track		

## 3. Focus on Selected Indicators

The BR4 report includes a section on the implementation of ten AU Decisions, which are thematic in nature and specific to agricultural transformation in Africa. This section develops a picture of agricultural transformations by assessing progress in fertilizer consumption, share of irrigated area, share of land under sustainable land management (SLM), and increase in supplies of quality agricultural inputs (Table 3).



**Table 3: Indicators on irrigation and SLM**

Indicators	Malabo Target	Target Year	Recorded Values in 2022	BR4 Score
Size of irrigated area	100%	2025	197%	10
Share of land under SLM	30%	2023	33.9%	10
Fertilizer use (kg/ha)	50 kg/ha	2025	81 kg/ha	10
Increase in supply of quality agricultural inputs	100%	2025	-28%	0

Source: Authors, based on data from AUC 2023.

Ethiopia reported that it had significantly increased the size of its land area under irrigation. The country also reported the figure of 81 kg/ha in terms of fertilizer consumption compared to the target of 50 kg/ha in 2025. Land under SLM was reported as 34 percent, which is better than the 30 percent target for 2025. Ethiopia's performance in terms of increase in supply of quality agricultural inputs relative to the total input requirements for agricultural commodities was -28 percent. While the other three indicators show that Ethiopia has made remarkable progress toward agricultural transformation, the country has to make significant investments in order to meet the demand for agricultural inputs.

## 4. Challenges and Lessons Learned from BR4

The BR process, which assesses Ethiopia's performance, is not without its challenges related to the process and the data used in conducting the reviews.

Process challenges and lessons: The outbreak of internal conflicts within Ethiopia significantly disrupted the development of its BR4 Report. The Russia-Ukraine War, which commenced in early February 2022, has also had devastating impacts on agricultural input supply chains in Africa. Disruptions in the production and distribution of inputs, like fertilizers and agricultural chemicals, have resulted in higher prices and made farming more costly for Africa's farmers. The cumulative lessons learned from BR1 to BR3 were used to improve BR4. In addition, coordination for BR4 was improved through the establishment of inclusive multi-stakeholder mutual accountability mechanisms. This resulted in improved scores on some Malabo commitments between BR3 and BR4. Further, use of the electronic BR platform (e-BR) in BR4 removed the burden of having to calculate the country-level indicators manually and also simplified the process of checking for missing data or outlier cases.

The Secretariat of the Eastern Africa region hosted a BR validation workshop for BR4, which contributed to better data quality for Ethiopia and other Member States in Eastern Africa. Once Ethiopia had reported on its BR performance, the Eastern Africa Secretariat worked with the Regional Strategic Analysis and Knowledge Support System (ReSAKSS) to conduct a BR validation exercise at the regional level. This involved assessing and reviewing the Ethiopia country report alongside the reports from other Eastern African countries. The Ethiopia BR team was given feedback on the BR4 report, and this was followed by a writing workshop to further improve the reported data by identifying gaps in both the physical data and the e-BR platform. These processes uncovered several data challenges, many of which were addressed.

Support from the Eastern Africa Secretariat and ReSAKSS was essential to improving the data quality and reporting rates for BR4. The AU Commission (AUC) trained one or two experts from each country across the continent involved in BR4. However, the demand for improved data calls for the training of even more people from each country for future BRs. Ethiopia will have to expand its BR team to meet these demands effectively.

Data challenges and lessons: Data availability and quality challenges continue to affect BR processes in Ethiopia. Many indicators have missing data, for instance, on total agricultural research spending, private sector agricultural investments, intra-African trade policies and institutions, border administration, and commodity-specific trade volumes and values; resilience to climate variability; as well as post-harvest losses, food security and nutrition, and food safety. Ethiopia also struggles with implementing data standards and collection protocols, which are necessary to improve accuracy, tracing, and verification. However, the use of the digital e-BR platform for capturing BR4 data eased data cleaning and verification.

## 5. Notable Improvements, Policy, and Programmatic Challenges

While Ethiopia did not meet the BR4 benchmark for its overall performance in making progress toward achieving the Malabo Declaration commitments by 2025, the country made several important policy and programmatic changes between the third and fourth BR that resulted in various improvements.

Ethiopia initiated a campaign to create awareness of the Malabo Declaration among policymakers and development partners. The country also made efforts to ensure that its National Agricultural Investment Plan (NAIP) was fully compliant with the Malabo Declaration. Further, the Ministry of Agriculture has been giving

more attention to the use of organic fertilizer relative to inorganic fertilizer use (AUC 2022). Ethiopia also developed the Public Expenditure Reduction Guidelines to minimize unnecessary expenses on public expenditure, even as the government is implementing the Revised excise tax policy to increase revenues. The Ethiopian government has launched the agricultural commercial cluster and cluster farming initiative, which consolidates fragmented land to maximize production and facilitate technology use (mechanization, fertilizers, and improved seeds).

The BR process has led to increased dialogue between public and private sector players in Ethiopia's agricultural sector. In addition, the Ethiopian BR team has met with peers from countries that have conducted successful agricultural development processes, such as Kenya and Rwanda. These interactions have generated interest in initiating relevant policy changes in Ethiopia's agricultural sector.

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

This fourth BR has shown that Ethiopia is not on track to meet several Malabo Declaration commitments by 2025, although the country has progressed well on several indicators. The country needs to pay specific attention to several issues in order to achieve all seven commitments by 2025. Recommendations in this regard include:

- Scaling up efforts to increase yields for the country's priority agricultural commodities while simultaneously reducing post-harvest losses for these commodities
- Creating new job opportunities and favorable environments for youth to engage in agricultural value chains
- Continue with efforts to increase the agricultural area under sustainable land management and contribute to increased yields for the country's priority agricultural commodities

Going forward, Ethiopia needs to improve its performance in terms of increasing agricultural investment finance (Commitment 2), as it has not even attained 50 percent of the target. The country should also increase government spending on agriculture and create a conducive environment for increased investments by private sector actors, including foreign direct investment.



## 7. REFERENCES

AUC (African Union Commission). 2024. *Biennial Report to the AU Assembly on Implementing the June 2014 CAADP Malabo Declaration*. Addis Ababa.

AUC (African Union Commission). 2021. *Biennial Report to the AU Assembly on Implementing the June 2014 Malabo Declaration*. Addis Ababa.

AUC (African Union Commission). 2018. *Biennial Report to the AU Assembly on Implementing the June 2014 Malabo Declaration*. Addis Ababa.

AUC (African Union Commission). 2014. *Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods*. Addis Ababa.

Government of Ethiopia. 2024. BR Indicators Data Submitted to the AUC. Accessed June 30, 2023.

Matchaya, G., C. Nhemachena, M. Muchero, P. Elago, and S. Nhlengethwa. 2018. *Africa Agriculture Transformation Scorecard: Performance and Lessons for the Southern Africa Development Community-SADC*. ReSAKSS Issue Note 28. Pretoria: ReSAKSS-ESA.

Matchaya, G., S. Nhlengethwa, P. Elago, I. Greffiths, and B. Fakudze. 2021. *Africa Agriculture Transformation Scorecard: Performance and Lessons for the Southern African Development Community and COMESA*. 2019 CAADP Biennial Review Brief. Kigali: Regional Strategic Analysis and Knowledge Support System (ReSAKSS), AKADEMIYA2063.

# 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  
Email: [resakss@akademiya2063.org](mailto:resakss@akademiya2063.org)  
Website: [www.resakss.org](http://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](mailto:kigali-contact@akademiya2063.org)  
Website: [www.akademiya2063.org](http://www.akademiya2063.org)

## AKADEMIYA2063 Regional Office

Lot N\*3 Almadies  
BP 24 933  
Dakar, Senegal  
Tel: +221 33 865 28 81  
Email: [dakar-contact@akademiya2063.org](mailto:dakar-contact@akademiya2063.org)  
Website: [www.akademiya2063.org](http://www.akademiya2063.org)

