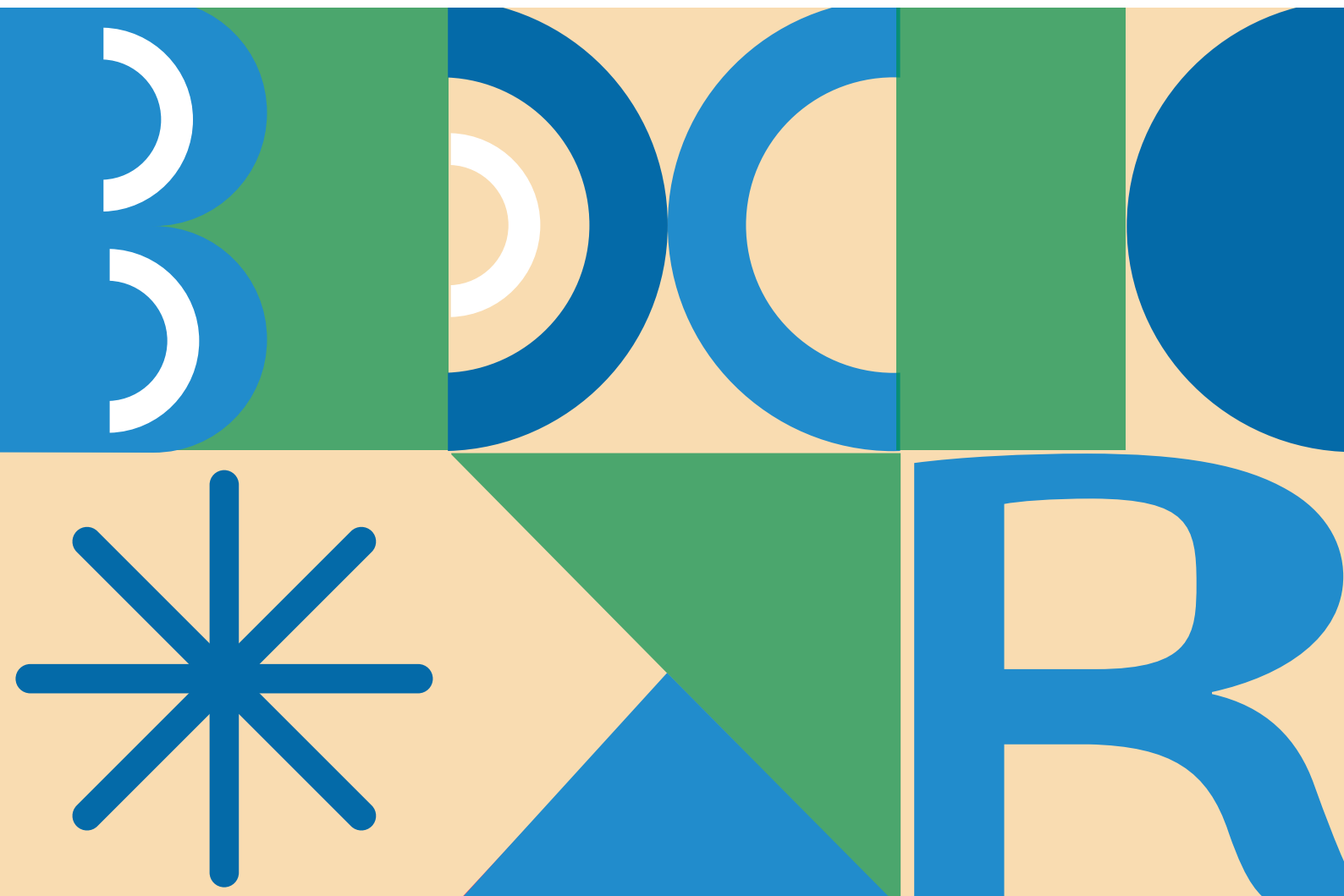


FOURTH CAADP
BIENNIAL REVIEW
BRIEF
IGAD



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

Africa Agriculture Transformation Scorecard: Performance and Lessons

Fourth CAADP Biennial Review Brief: Intergovernmental Authority on Development (IGAD)

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This brief was prepared by the Intergovernmental Authority on Development (IGAD¹) 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

Henga, S., M. Tahomi, D. Elmi, S. Regassa, and P. Guthiga. 2025. *Fourth CAADP Biennial Review Brief: Intergovernmental Authority on Development (IGAD)*. Africa Agriculture Transformation Scorecard: Performance and Lessons. Kigali: Regional Strategic Analysis and Knowledge Support System (ReSAKSS), AKADEMIYA2063. <https://doi.org/10.54067/caadpfbr/IGAD>

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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 (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 and 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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¹ IGAD is one of the Regional Economic Communities of the African Union. Using the Food Systems Resilience Program investments of the World Bank, IGAD is supporting the CAADP processes, including the preparation of this policy brief.

1. Introduction

The Comprehensive Africa Agriculture Development Programme (CAADP) was endorsed in 2003 as the flagship African Union (AU) program for agriculture and food security (NEPAD 2003). The aim of CAADP is to maximize agriculture's contribution to achieving the ambition of a self-reliant and productive Africa that delivers economic growth and sustainable development for its people. After a decade of implementation and assessing what the CAADP was earmarked to achieve over the next ten years, the AU Heads of State and Governments, in 2014, endorsed the *Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods*. The Malabo Declaration outlines the vision held by Africa's leaders to accelerate agricultural growth and transformation on the continent between 2015 and 2025. This transformation is to be achieved through the pursuit of seven broad commitments:

1. Upholding the principles and values of 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 change and related risks
7. Ensuring mutual accountability for actions and results by conducting a continent-wide Biennial Review (BR) to monitor progress toward achieving the seven Malabo Declaration commitments.

As part of fulfilling Commitment 7 on mutual accountability, the fourth BR Report (BR4) and the Africa Agriculture Transformation Scorecard (AATS) were launched at the 37th Ordinary Session of the Assembly of the AU Heads of State and Government in March 2024 (AUC 2024). This brief draws on that fourth BR (BR4) report to summarize the performance of Member States from the Intergovernmental Authority on Development (IGAD) region against the targets set for the attainment of the Malabo Declaration commitments. The brief also assesses the challenges faced and the lessons learned by the region.

The brief further reviews policy and programmatic changes in the IGAD region that were induced by the inaugural review (BR1) of 2017 (AUC 2018), the second review (BR2) of 2019 (AUC 2020), and the third review (BR3) of 2021 (AU 2021). The final section of this brief highlights several policy recommendations and actions that IGAD Member States would have to take if the region is to meet the Malabo Declaration commitments by 2025.

The IGAD region consists of eight Member States: the Republic of Djibouti, the State of Eritrea, the Federal Democratic Republic of Ethiopia, the Republic of Kenya, the Federal Republic of Somalia, the Republic of South Sudan, the Republic of the Sudan, and the Republic of Uganda. However, Eritrea is currently suspended from all activities in the IGAD region and Sudan did not participate in BR4. This brief, therefore, focuses on six IGAD Member States, although some information is presented on Sudan from BR3.



1.1 Objectives

The objectives of this brief are to:

- Assess the performance of IGAD Member States in BR4 compared to the previous BR cycles
- Discuss challenges and lessons learned from BR4 performance and process
- Review policy changes resulting from previous BR processes
- Highlight required policy measures for the IGAD region to meet the Malabo commitments by 2025

2. Progress Made in Achieving Commitments

Table 1 summarizes the overall performance of the IGAD region and individual Member States in BR4 across the seven commitment areas and in aggregate. The IGAD region achieved an average overall score of 3.82 against a benchmark of 9.29, which is the minimum score for a region to be considered as being on track to achieving the Malabo Declaration commitments. Based on this performance, the IGAD region is not on track to achieve the Malabo commitments by 2025. None of the individual IGAD Member States were on track in 2024 to meet the Malabo commitments.

Table 1: IGAD BR4 scores by Malabo Declaration commitment

Country	Djibouti	Ethiopia	Somalia	Kenya	Uganda	South Sudan	IGAD Region	BR4 Benchmark	Progress
Malabo Commitment areas									
Recommitment to CAADP	5.17	9.24	7.52	7.29	9.65	7.26	7.69	10	Not on track
Enhancing finance in agriculture	4.32	2.38	2.66	4.79	4.25	2.11	3.42	9.5	Not on track
Ending hunger by 2025	0.52	4.09	0.29	4.79	5.37	0.57	2.61	9.26	Not on track
Halving poverty by 2025	1.51	6.23	0.00	7.50	5.96	0.00	3.53	8.94	Not on track
Boosting intra-African trade	1.27	2.25	0.00	2.91	2.84	0.72	1.67	9.00	Not on track
Resilience to climate change	5.83	9.92	0.00	7.07	9.60	6.39	6.47	9.75	Not on track
Mutual accountability	8.12	7.95	6.96	9.58	9.62	7.51	8.29	8.60	Not on track
OVERALL SCORE	3.82	6.01	2.49	6.28	6.76	5.51	4.81	9.29	Not on track
Member State Progress	Not on track	Not on track	Not on track	Not on track	Not on track	Not on track	Not on track		

Source: Authors' calculations based on country scores from BR4.

Notes: Regional average calculated based on country data for the six IGAD Member States that participated in BR3. Sudan did not participate, and Eritrea was excluded.

As Table 2 shows, the IGAD region had an overall average score of 3.93 against a benchmark of 3.94 for the first BR (BR1) in 2017, meaning the region barely fell short of the benchmark. In the second BR of 2019, the IGAD region achieved a score of 3.67 against a benchmark of 6.66. The region has not been on track to meet the Malabo commitments across all four CAADP BR assessments undertaken. At the Member State level, three countries were on track to meet the Malabo commitments – Ethiopia, Kenya, and Uganda – for BR1 in 2017. However, country performance fell in BR2, BR3, and BR4 with none of the Member States in the IGAD region recorded as being on track to meet the Malabo Declaration commitments.

Except for Djibouti and Ethiopia, every IGAD Member State that took part in BR4 had an improved overall score relative to BR3. Sudan did not submit its BR4 report. Uganda recorded the largest improvement, as its BR4 score rose by 73.78 percent compared to BR3. Somalia's overall score for BR4 was 2.49, an improvement from BR3 when the country did not report its data. South Sudan and Kenya reported minor improvements for the BR4 cycle.

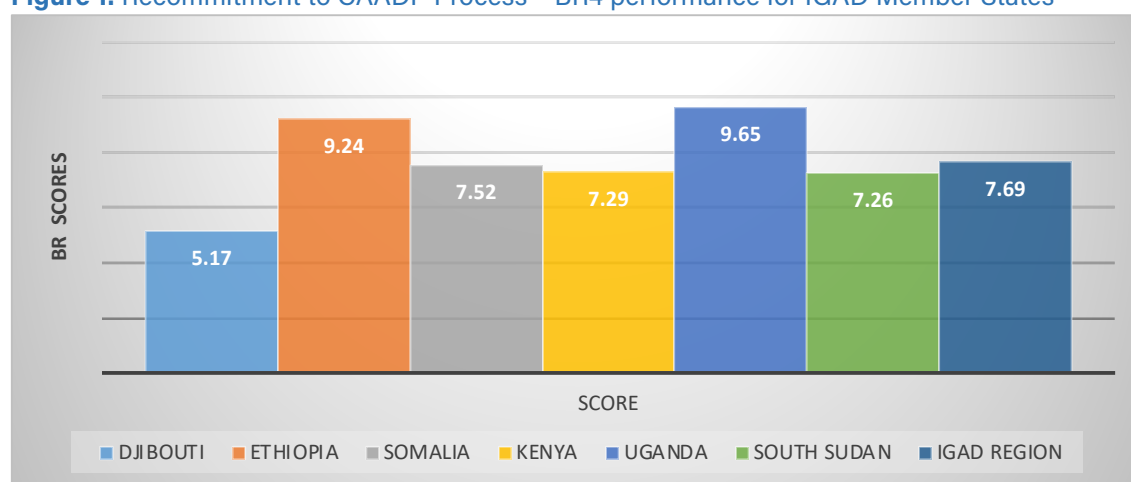
Overall, BR4 showed that the IGAD region was not on track to achieve any of the seven Malabo Declaration commitments by 2025, although some countries were performing relatively well on some commitments. We now examine each commitment individually for the IGAD Member States that participated in the fourth BR.

3. Performance Based on Individual Commitments

i. Recommitment to the CAADP process: The IGAD region fell short of the benchmark (of 10) in this commitment area, although it made good progress in that direction (Figure 1). Available data shows that each IGAD Member State received a score greater than five, resulting in an average score of 7.69 for the region. The regional score fell by five percent, from 8.06 in 2021 to 7.69 in 2024.

Notably, two IGAD Member States – Ethiopia and Uganda – scored more than nine out of ten, meaning they were close to being on track. None of the other five nations met their targets for recommitting to the CAADP process in each of the previous three BR cycles.

Figure 1: Recommitment to CAADP Process – BR4 performance for IGAD Member States



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

ii. Enhancing investment finance in agriculture: The region was off-track in this thematic area; all member states had a score below the benchmark of 9.5 (Figure 2), although the regional score increased by 0.16 percent, from 3.34 in BR3 to 3.42 in BR4. Not a single IGAD Member State fulfilled the criteria for increased agricultural financing, even though this is a major force driving agricultural transformation. None of the IGAD countries was on track to achieve this target.

Table 2: IGAD progress by Member State scores for BR1, BR2, BR3, and BR4

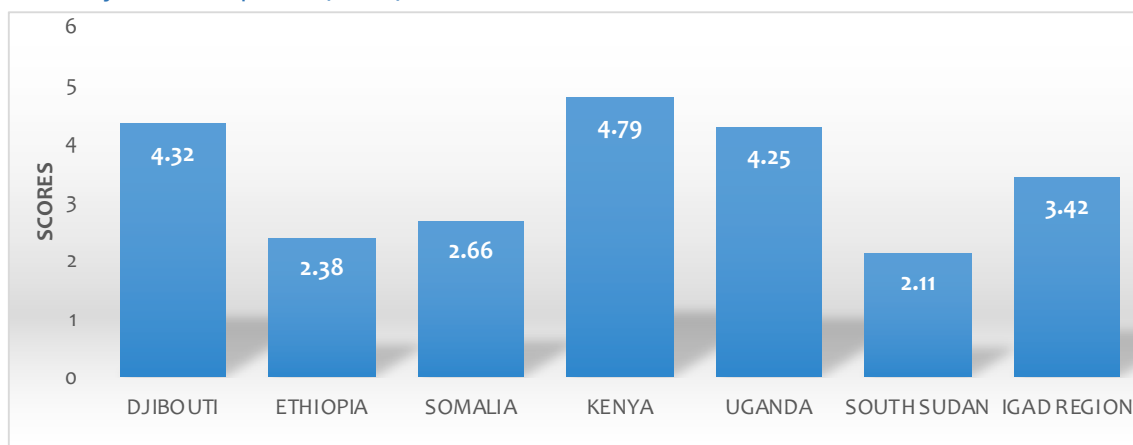
Member States	1 st BR	Progress against 1st BR benchmark	2 nd BR	Progress against 2 nd BR benchmark	3 rd BR	Progress against 3rd BR benchmark	4 th BR	Progress against 4th BR benchmark	Change between 1st and 2nd BR (%)	Change between 2nd and 3rd BR (%)	Change between 3rd and 4th BR (%)
Benchmark		3.94		6.66		7.28		9.29			
Djibouti	3.19	Not on track	2.22	Not on track	4	Not on track	3.82	Not on track	-12	42	-45%
Ethiopia	5.35	On track	5.31	Not on track	6.03	Not on track	6.01	Not on track	-1	14	-33%
Kenya	4.77	On track	4.88	Not on track	5.62	Not on track	%	Not on track	2	15	11.74%
Somalia	No data	n.a	0.55	Not on track	no data	n.a	2.49	Not on track	n.a	n.a	n.a
South Sudan	No data	n.a	2.89	Not on track	3.32	Not on track	3.51	Not on track	n.a	15	5.72%
Sudan	1.91	Not on track	3.33	Not on track	5.89	Not on track	n.a	n.a	74	77	n.a
Uganda	4.45	On track	5.68	Not on track	3.89	Not on track	6.76	Not on track	28	4	73.78%
Overall	3.93	On Track	3.67	Not on track	4.63	Not on track	4,81	Not on track	-7	20	3.89%

Source: Authors' calculations based on country scores from the first (2017), second (2019), third (2021) and fourth (2024) BRs.

Note: n.a means 'not applicable.'

Of the ten countries, Kenya, Djibouti, Uganda, and Somalia had scores ranging from 2.5 to 5. The majority of the other countries scored between 0 and 2.5, except for Sudan, which did not take part in the fourth BR. South Sudan recorded the biggest improvement, rising to a score of 2.11 in BR4 from 1.54 in BR3, an increase of 0.57 percent. Ethiopia recorded a large decline between the third and the fourth BR – from a score of 2.86 in BR3 to 2.38 in BR4.

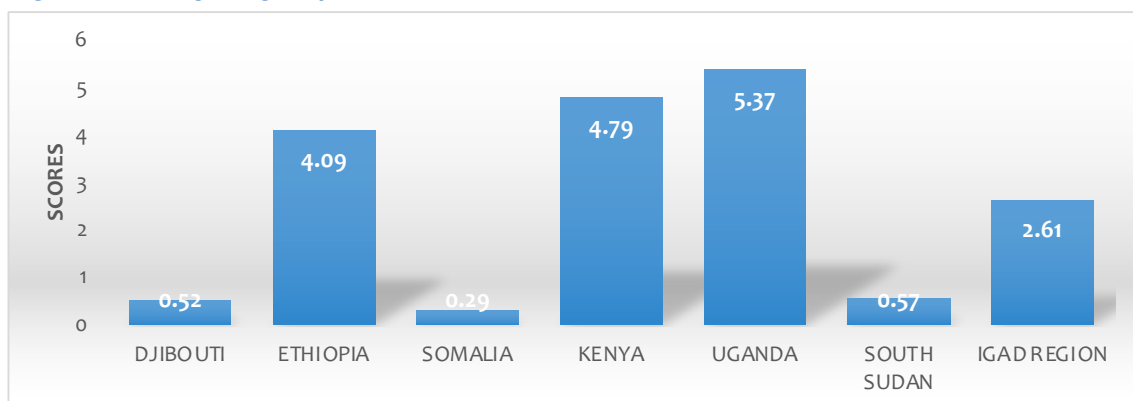
Figure 2: Enhancing investment finance in agriculture: Performance of Intergovernmental Authority on Development (IGAD) Member States in BR4



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

iii. Ending hunger by 2025: The region did not meet the benchmark score for Commitment 3 (of 9.26), and the regional average score decreased by 24 percent, from 3.46 in BR3 to 2.61 in BR4 (Figure 4). Unfortunately, during this reporting session, the scores of every member country decreased compared to the 3rd BR.

Figure 3: Ending hunger by 2025 – Performance of IGAD Member States in BR4

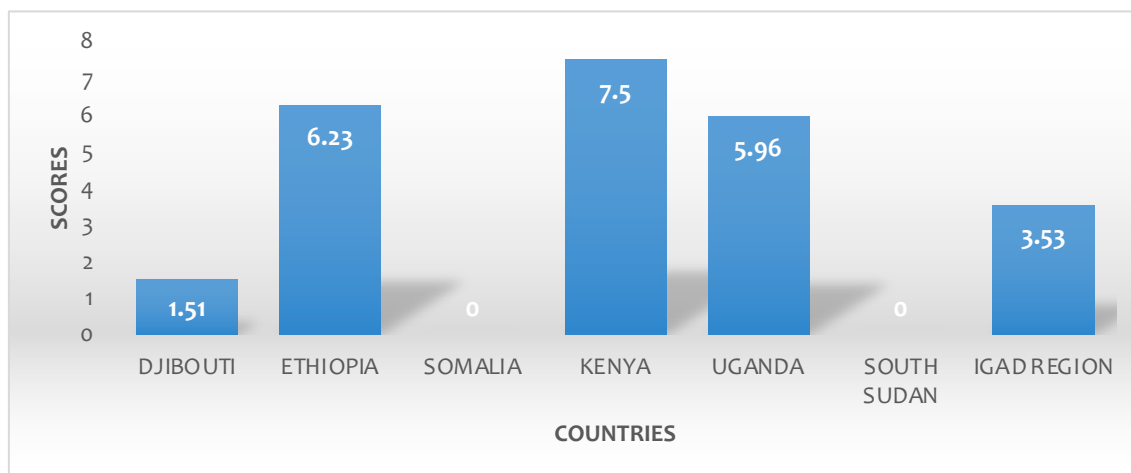


Source: Authors' computations based on the AUC 2024 report.

A major obstacle to eradicating hunger and achieving resilient food systems in the region is the poor use of fertilizers in crop production (AUC 2024). The IGAD Member States pledged to enhance access to agricultural inputs and technologies as part of this commitment to end hunger by 2025. Other indicators include reducing post-harvest losses, putting in place effective SPS systems to guarantee safe food while promoting intra-African trade through enhanced SPS standards, and expanding social protection coverage for disadvantaged populations. The tracking of enhanced agricultural and livestock seeds, including bio-fortified seeds, is one of the new indicators. The benchmark minimum score for the fourth BR for the commitment to eradicate hunger is 9.26 for the fourth BR cycle.

iv. Halving poverty through agriculture: In the fourth BR, none of the IGAD countries attained the benchmark score (8.94) in this thematic area (Figure 4). On the other hand, between BR3 and BR4, the regional average score for this commitment increased by 23 percent, from 2.88 to 3.53. Kenya has made the most significant progress on this Malabo commitment, receiving a score of 7 in 2023 as opposed to 5 in 2021.

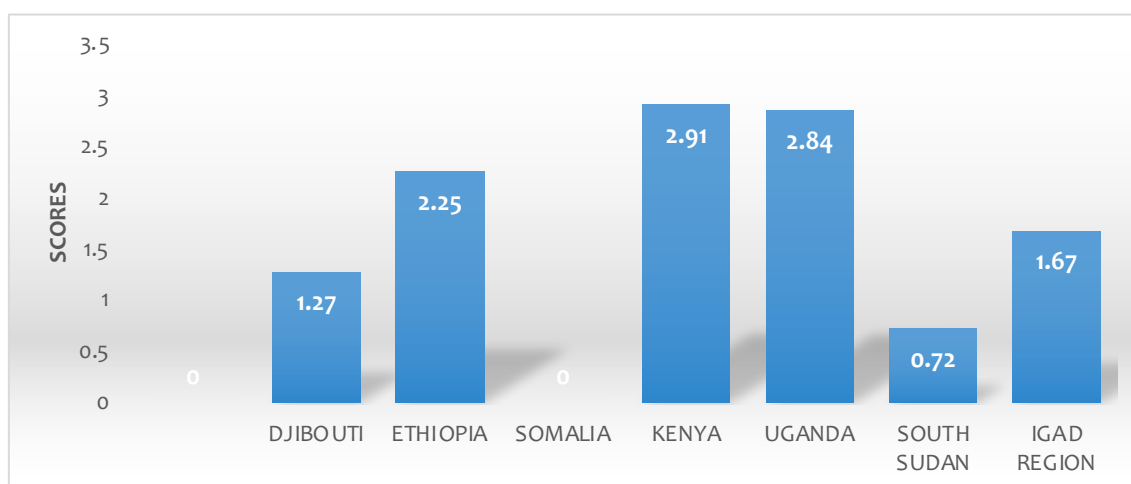
Figure 4: Halving poverty through agriculture by 2025 - Performance of IGAD Member States in BR4



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

v. Boosting intra-African trade in agricultural commodities: None of the IGAD Member States achieved the benchmark of 9.00 for this thematic area in the 4th BR. The IGAD region's performance fell by 21.6 percent in 2024 for this commitment area. None of the IGAD countries changed from being off-track in BR3 to being on track in BR4, with only Kenya and Uganda improving their BR3 scores (Figure 5).

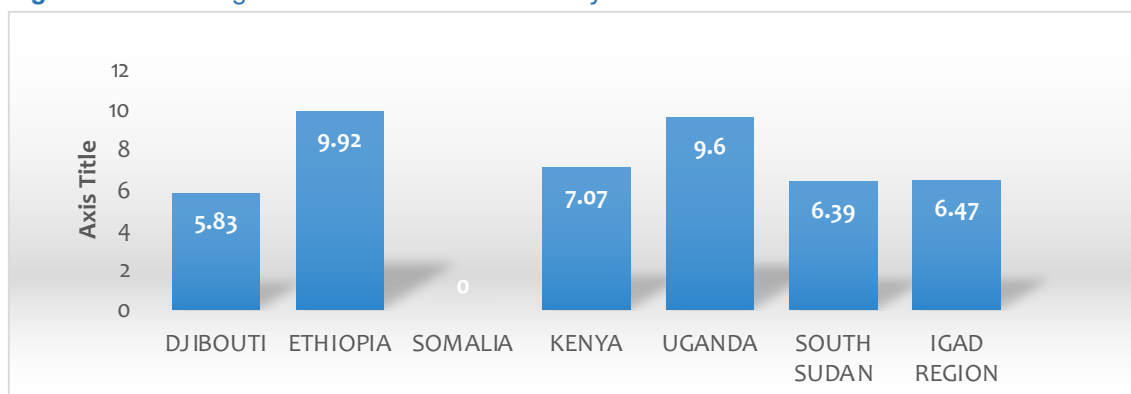
Figure 5: Boosting intra-African trade in agricultural commodities – Performance of IGAD Member States in BR4



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

vi. Enhancing resilience to climate change: Although IGAD Member States are making progress in enhancing resilience to climate variability and other related shocks, the region was not on track to meet this commitment's target. The benchmark of the 4th BR for this commitment area was 9.75. Only Ethiopia and Uganda achieved this benchmark. The regional score for this commitment increased by 6.1 percent from BR3 to BR4. Notably, Ethiopia scored 9.92, exceeding this commitment's benchmark of 9.75 (Figure 6). With a score of 6.39 in 2023, South Sudan recorded the largest improvement among IGAD Member States in this thematic area, having previously received a score of 3.48 in 2021. Other countries with improved scores were Kenya, Uganda, and Ethiopia, while Djibouti's performance declined.

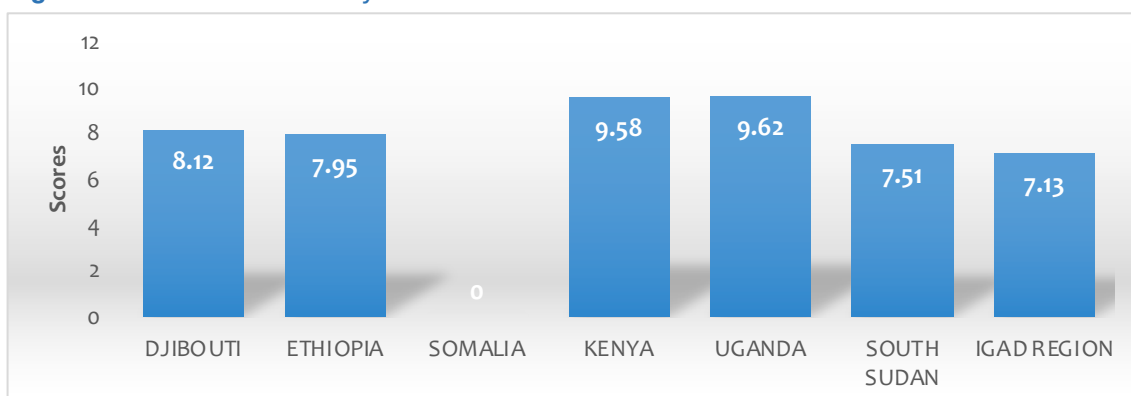
Figure 6: Enhancing resilience to climate variability – Performance of IGAD Member States in BR4



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

vii. Mutual accountability for actions and results: The IGAD region was not on track in this commitment area, as the average overall score fell short of the benchmark (8.60). However, IGAD Member States are making progress in this commitment, as shown in Figure 7. The region improved its overall score for this commitment area by 8.3 percent, rising from 6.57 in 2021 to 7.13 in 2023. Kenya and Uganda were on track in BR4 to meet this commitment by 2025. Kenya was the most improved country among all IGAD member states in this commitment area, attaining a score of 9.58, representing a 57.6 percent improvement from its BR3 score of 6.08. The other IGAD member states did not meet the benchmark score in this thematic area, although several are making good progress towards its attainment.

Figure 7: Mutual accountability for results – Performance of IGAD Member States in BR4



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

4. Challenges and Lessons Learned from the Fourth Biennial Review Process for the Inter-governmental Authority on Development Region

4.1 Process Challenges and Lessons Learned

The IGAD Secretariat is a member of the AU expert team on the CAADP continental Biennial Review. The AU team facilitated regional and country-level training and coordinated a writing workshop for the continental BR report. Some process challenges were noted. The most significant of these was Sudan's inability to submit its report for the fourth BR within the stipulated timelines.

4.2 Data Challenges and Lessons

A comprehensive regional data validation workshop for the fourth BR was held for the IGAD region. Each participating country was provided with comments and recommendations to improve the datasets they presented at the workshop. All countries responded to the recommendations made at the regional data validation workshop to varying degrees.

In order to support the BR data collection and validation efforts at the national level, the IGAD Secretariat mobilized technical support in collaboration with the African Union Commission (AUC) and technical partners, such as AKADEMIYA2063, ReSAKSS, the Alliance for a Green Revolution in Africa (AGRA), and the Food and Agriculture Organization of the United Nations (FAO). Even with this cooperation, there were still some significant obstacles. These include delays in data collection, cleaning, and analysis, as well as the restricted resources provided to facilitate multi-stakeholder validation of the draft national BR reports.

5. Policy and Programmatic Changes following the First, Second, and Third BRs

Several IGAD Member States responded to the outcomes of the first three BR cycles by changing investments, procedures, and policies in their agricultural sectors, either independently or in collaboration with other IGAD Member States. In a similar vein, the third BR is providing support for agricultural policy reform among the IGAD countries. The following programming and policy changes have been reported:

- The Food Systems and Resilience Project has been developed with support from the World Bank to respond to the need to end hunger in the IGAD region. The program's development objective (PDO) is to increase the resilience of food systems and the levels of preparedness for food insecurity in participating countries.
- Supporting the Post-Malabo consultations: IGAD has been actively involved in supporting the consultations for the Post-Malabo Agenda. These efforts include participating in consultative meetings to refine the Post-Malabo Roadmap designed to build on the successes and address the challenges identified in the Malabo Declaration. Along with other regional economic communities, IGAD plays a critical role in shaping and implementing this roadmap to ensure sustainable agricultural development across the region
- With support from FAO, IGAD is carrying out a project called "Strengthening Food Security and Nutrition Policy and Institutional Framework and Food Safety and Control Capacity in the IGAD Region." Food safety is one component of the Malabo Declaration's commitment to achieve food security by 2025. This initiative aims to increase food safety and control, which are crucial components of food and nutrition security. It also encourages food trade and guarantees better public health by addressing health hazards associated with food.

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

The IGAD region is not on track to reach any of the seven Malabo commitment areas by 2025, based on its performance in the 4th BR. If the region is to fulfill its goals by 2025, it will have to address the following issues:

- At the national level, IGAD Member States need to strengthen their mutual accountability systems, including establishing and strengthening agricultural joint sector review (JSR) mechanisms. The IGAD countries can learn from Rwanda, which has an established agricultural JSR mechanism that has been working well over time.
- Strengthening policy implementation and enhancing National Agricultural Investment Plans (NAIPs): Countries should improve the design and execution of NAIPs, ensuring they are evidence-based and aligned with continental goals.
- IGAD Member States should enhance investment and financing in agriculture by allocating at least 10% of their budgets per the Malabo commitment. There is also a need for the Member States to encourage public-private partnerships to mobilize agricultural investments.
- IGAD Member States should promote coherence among policies related to agriculture, trade, environment, and finance to ensure a supportive framework for agricultural development.
- Increasing agricultural productivity by encouraging the adoption of climate-smart agricultural practices to increase productivity while mitigating the impacts of climate change.
- Research and development: Member States should invest in agricultural research and development to innovate and disseminate new technologies for enhanced productivity.
- Enhancing market access and intra-African trade by strengthening regional integration to facilitate intra-African trade in agricultural products, reducing barriers, and harmonizing standards. Investments in infrastructure such as roads, storage facilities, and market information systems can help improve market access for farmers.
- Other strategies include promoting agricultural practices that contribute to improved nutrition, such as crop diversification and the inclusion of nutrient-rich foods.
- Implementation of social protection programs will support vulnerable populations and ensure food security during crises.

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