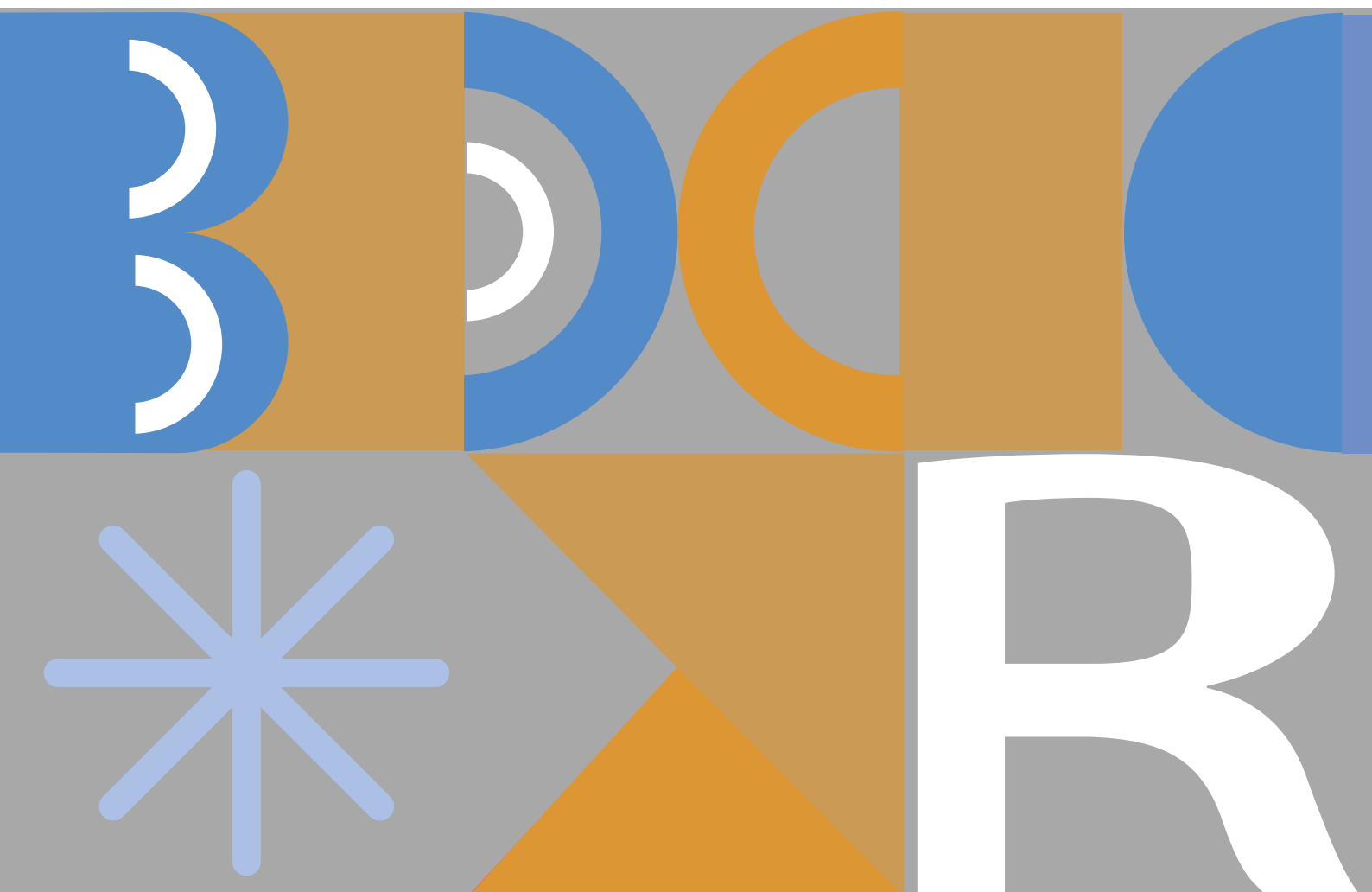
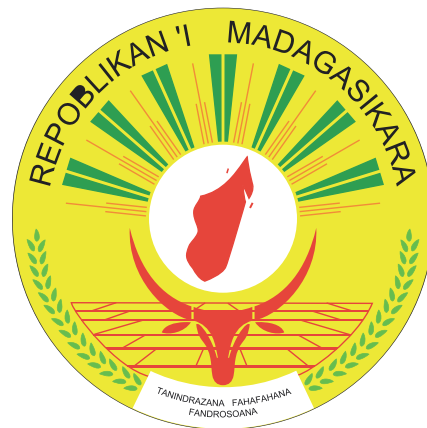


FOURTH CAADP
BIENNIAL REVIEW
BRIEF
MADAGASCAR



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

Africa Agriculture Transformation Scorecard: Performance and Lessons

Fourth CAADP Biennial Review Brief: Madagascar

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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 African Union (AU) Heads of State and Government adopted the Malabo Declaration in 2014, cementing the Comprehensive Africa Agriculture Development Programme (CAADP) as the primary framework for promoting agricultural investments and development across Africa (AUC 2014). The Malabo Declaration outlines Africa's vision for accelerating agricultural growth and transformation by 2025 through seven key 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 variability and related risks
7. Ensuring mutual accountability for actions and results through continent-wide biennial reviews (BR) to monitor progress in achieving these commitments

To fulfill Commitment 7, countries submit BR reports assessing their progress toward agricultural transformation to the AU Heads of State and Government during their Ordinary Sessions. These reports evaluate country capacity for evidence-based implementation, monitoring and evaluation (M&E), peer review, mutual accountability, and the overall BR process. To date, four biennial review cycles have been conducted. The inaugural BR (BR1) was presented in 2017 with 23 performance categories and 43 indicators, while BR2 (2019) was expanded to 24 performance categories and 47 indicators. The third biennial review (BR3) released in 2021 had 23 performance categories and 46 indicators, a structure that BR4 (2023) maintained (AUC 2023).

Madagascar has participated in the review process by submitting all four BR reports. The most recent report, BR4, was endorsed by the Assembly of African Heads of State and Government during the Extraordinary Session of the AU Assembly in January 2024.

2. Main Findings

The following section presents the findings of the fourth BR and incorporates comments from the National Focal Points.

2.1 Progress in Achieving Commitments at Country Level

2.1.1 General Performance

Madagascar's performance across the four BR cycles reflects the country's continuous efforts to meet the benchmarks required for attaining the CAADP Malabo goals by 2025. While the country has generally made progress in this regard, its scores remain below both the benchmarks and the minimum threshold for "progressing well." Despite not meeting the set targets, Madagascar has made good progress towards achieving all the commitments in general, evidenced by improvements in their overall scores from the previous BR.

In the inaugural BR, Madagascar had an overall score of 3.10 against a benchmark of 3.94, placing it in the "not on track" category. By BR2, the country had improved to 4.99, although it remained below the 6.66 benchmark (AUC 2018). Progress stalled in BR3, with the country's overall score declining to 4.37 against a benchmark of 7.28. In BR4, the country's score improved slightly to 4.83 but still fell short of the 2023 benchmark of 9.29.



2.2 Country Performance by Thematic Area

Madagascar's performance at the level of individual commitments shows improvement in three key areas compared to previous BR cycles: Ending Hunger by 2025, Halving Poverty through Agriculture, and Mutual Accountability for Actions and Results. These commitments have shown positive progress despite their performance levels being below the required benchmarks.

Commitment 3 (Ending Hunger by 2025) improved steadily across all cycles, reflecting advancements in addressing food security and nutrition challenges. While the scores for this commitment remain below the benchmarks, the continuous upward trajectory is encouraging and suggests potential for further progress with sustained efforts.

Conversely, Madagascar experienced a notable decline in its performance on **Commitment 5** (Boosting intra-African Trade in Agricultural Commodities and Services) and **Commitment 6** (Enhancing Resilience to Climate Change).



Table 1: Summary of performance by theme

S/N	Themes	BR1	BR2	BR3	BR4	Change (BR4-BR3)	% Change	Fourth BR Benchmark	Status
1.	Recommitment to CAADP	4.41	8.57	7.49	7.30	-0.19	-2%	10	Not on track
2.	Enhancing agricultural finance	2.31	2.35	4.05	3.96	-0.08	-2%	9.5	Not on track
3.	Ending hunger by 2025	0.49	1.72	2.65	5.05	2.41	91%	9.26	Not on track
4.	Halving poverty through agriculture	3.53	1.13	1.00	4.92	3.92	391%	8.94	Not on track
5.	Boosting intra-African trade in agricultural commodities and services	3.44	8.58	2.53	0.98	-1.55	-61%	9	Not on track
6.	Enhancing resilience to climate change	4.10	4.85	7.12	4.30	-2.82	-40%	9.75	Not on track
7.	Mutual accountability for actions and results	3.39	7.26	7.12	7.30	0.18	3%	8.6	Not on track
	Overall score	3.10	4.99	4.37	4.83	0.46	11%	7.28	Not on track
Benchmark		3.94	6.66	7.28	9.29				

Source: Authors, based on AUC 2023 data.



Madagascar's overall performance in BR4 was not satisfactory, and the country is not on track to achieve any of the seven Malabo commitments by 2025. Despite this track record, Madagascar demonstrated notable strengths in specific sub-categories of the commitments. The country was on track in the following sub-categories: Country CAADP Process, Foreign Private Sector Investment in Agriculture, Reducing Post-Harvest Losses, Social Protection, and Inclusive Public-Private Partnerships (PPPs) for Commodity Value Chains.

An overview of each theme's performance and its sub-themes follows:

Figure 1 shows that Madagascar has demonstrated relatively strong performance over the BR cycles in terms of **Commitment 1 (Recommitment to CAADP)**, peaking at 8.57 in BR2. Despite this high point, scores have gradually declined, with BR4 recording a score of 7.30, falling short of the benchmark of 10. Madagascar's performance is supported by well-developed CAADP frameworks; however, the country's overall progress is hindered by challenges in fostering cooperation and fully institutionalizing policies. Addressing these gaps is essential to moving the country closer to achieving the Malabo targets.

Performance under **Commitment 2 (Enhancing agricultural finance)** has consistently been weak. While there was a gradual increase in scores from BR1 to BR3, the fourth BR saw a slight decline to 3.96, far below the benchmark of 9.5. The country faces issues related to limited financial inclusivity, restricted access to finance, and insufficient institutional support mechanisms. These shortcomings were particularly evident in the weak indicators, Domestic Private Sector Investment in Agriculture, and Access to Finance, which affected the country's overall performance. However, Foreign Private Sector Investment in Agriculture performed relatively well, emphasizing a dependency on external financial inputs rather than robust domestic systems.

Madagascar's performance under **Commitment 3 (Ending hunger by 2025)** has improved across the BR cycles, with a sharp increase in BR4 to 5.05, up from 2.65 in BR3. However, the score remains below the benchmark of 9.26, indicating that challenges persist in achieving food security and enhancing agricultural productivity. The country's weak performance in critical areas, such as Access to Agricultural Inputs and Technologies, Agricultural Productivity, and Food Security and Nutrition, continues to hinder progress. Despite these challenges, Madagascar excelled in the Post-Harvest Loss and Social Protection sub-themes, achieving perfect scores of 10.00 in both categories. These high scores reflect effective interventions in reducing food losses and providing safety nets. However, the overall progress toward eliminating hunger remains constrained by poor access to inputs and low agricultural productivity.

Madagascar's performance in **Commitment 4 (Halving poverty through agriculture)** has been inconsistent, starting with a low score of 1.00 in BR3, followed by a strong recovery to 4.92 in BR4. However, this was still below the benchmark of 8.94. The country's performance across indicators showed significant variation, with strong outcomes in Women's Participation in Agriculture (10.00) but poor results in Agricultural GDP and Poverty Reduction (1.10) as well as Youth Job Creation in Agriculture (3.84). These disparities show that while gender inclusivity in agriculture has progressed well, other measures of economic impacts, such as poverty reduction and youth employment opportunities, remain underdeveloped.

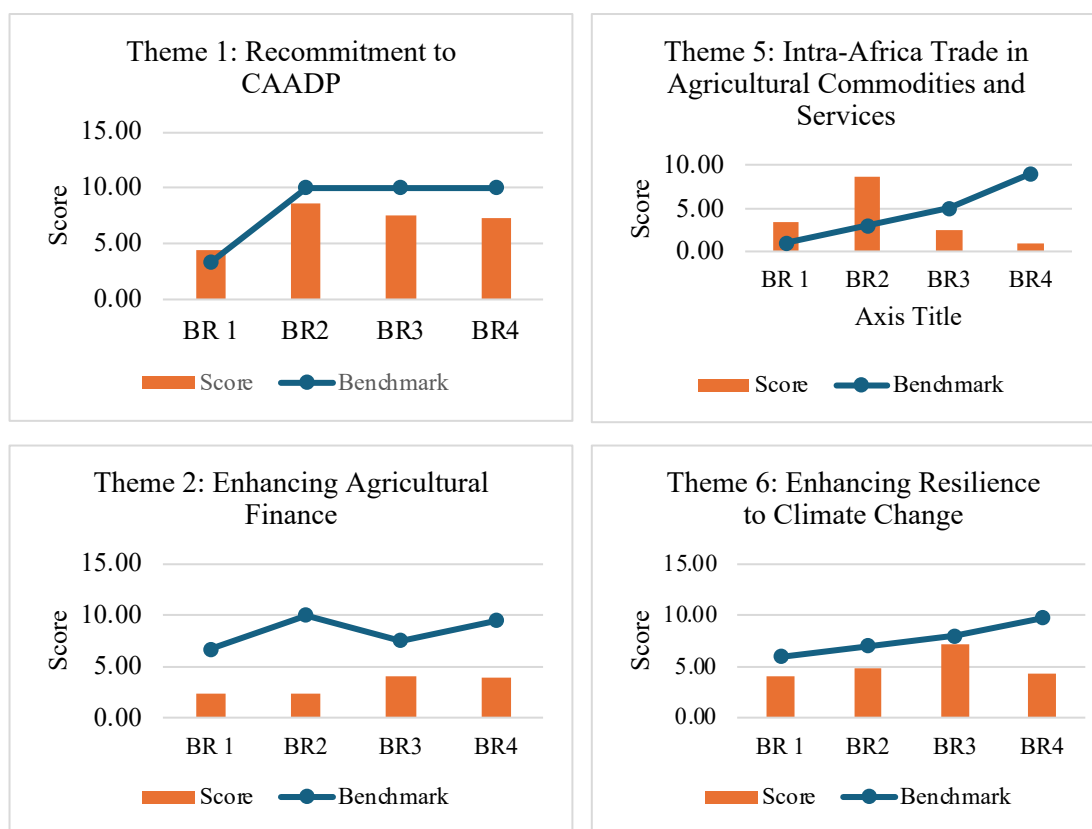
Performance under **Commitment 5 (Boosting intra-African trade in agricultural commodities and services)** has been consistently poor, with a sharp decline in BR3 (2.53) followed by an even further drop to 0.98 in BR4, well below the benchmark of 9. This theme is underperforming, with the performance sub-theme of Intra-African trade Policies and Institutional Conditions attaining a score of 1.96. One of the target indicators under this commitment is the growth rate for the value of agricultural commodities and services. However, the country has had challenges in recording data on the value of services and has not reported on this parameter and the volume of services.

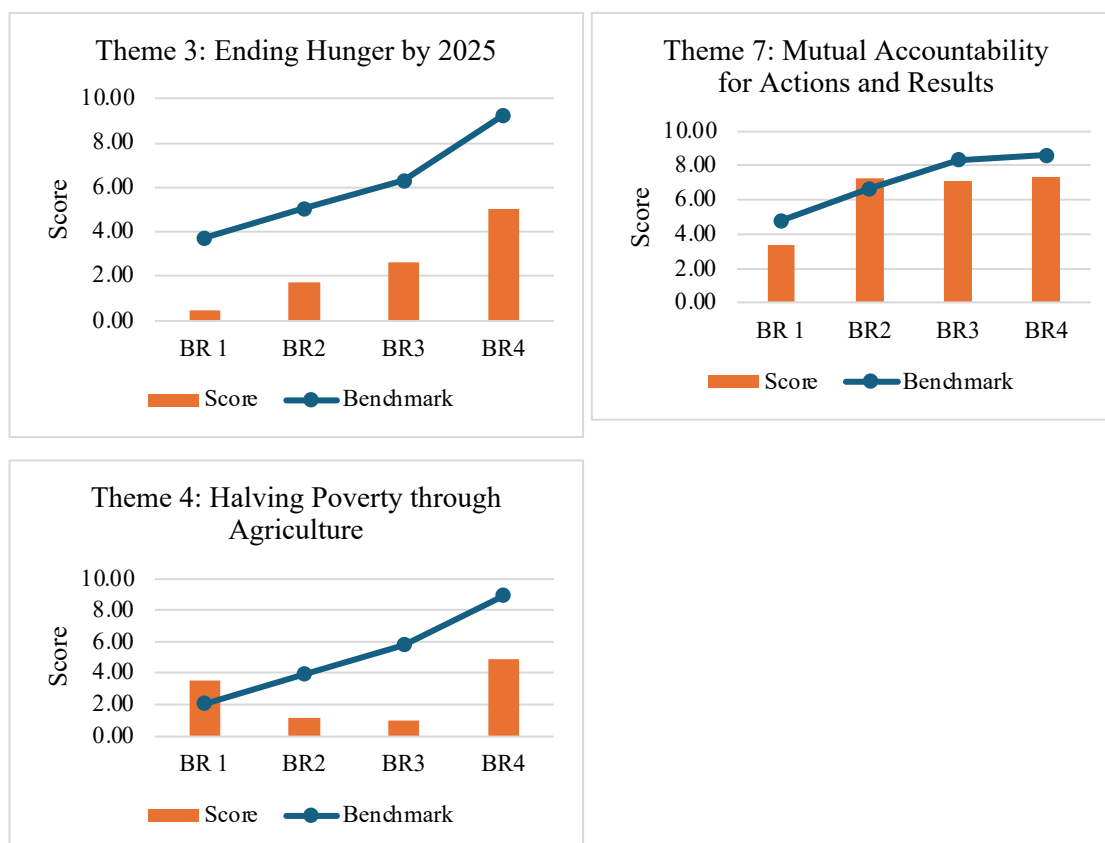


Performance under **Commitment 6 (Enhancing resilience to climate change)** initially showed progress with a peak score of 7.12 in the third BR, but this declined to 4.30 in BR4, significantly below the benchmark of 9.75. This decline indicates persistent challenges in implementing effective climate resilience measures, especially in light of Madagascar’s increasing vulnerability to climate shocks. The country had a promising score in the Investment in Resilience Building (6.67) sub-theme, but it performed poorly in Resilience to Climate-Related Risks and Other Shocks (1.93).

Madagascar’s performance under **Commitment 7 (Mutual accountability for actions and results)** has remained relatively stable, with minor fluctuations across the BR cycles. The country recorded a score of 7.30 in BR4, slightly higher than the BR3 score of 7.12 but still below the benchmark of 8.6. While progress has been made, continued efforts to strengthen mutual accountability mechanisms are necessary to close the gap. Key indicators such as the Biennial Agriculture Review Process (8.76) and Biennial Agriculture Review Results Utilization (6.67) show relatively strong performance. However, gaps persist in fully using review results and applying evidence-based planning, as reflected in the moderate scores for these related indicators.

Figure 1: Trends in Madagascar’s performance across the four BRs





2.1.3 Regional Comparison

Madagascar's overall score of 4.83 is higher than the SADC region's average score of 4.26. However, neither Madagascar nor the SADC region are on track to meet the CAADP Malabo commitments. None of the twelve countries in the SADC region are on track either. The region continues to struggle with meeting the targets for all seven Malabo commitments. Despite these challenges, Madagascar stands out as one of the eight countries in the region making notable progress toward achieving the commitments, as reflected in improvements in its overall score from previous BR cycles.

Table 2: Madagascar's performance relative to SADC Region by theme during BR4

Theme	Benchmark	SADC Region	Madagascar	Madagascar Progress
Recommitment to CAADP	10	7.59	7.30	Not on track
Enhancing agricultural finance	9.5	3.05	3.96	Not on track
Ending hunger by 2025	9.26	3.19	5.05	Not on track
Halving poverty through agriculture	8.94	2.17	4.92	Not on track
Boosting intra-African trade in agricultural commodities and services	9	2.14	0.98	Not on track
Enhancing resilience to climate change	9.75	4.65	4.30	Not on track
Mutual accountability for actions and results	8.6	7.02	7.30	Not on track
All commitments	9.29	4.26	4.83	Not on track
Progress on all commitments			Not on track	
Not on track				

3. Challenges and Lessons Learned from the Fourth BR in Madagascar

3.1 Data Challenges:

- The country faces data challenges related to trade, resilience to climate variability, agricultural GDP, poverty reduction, food security, and nutrition. This has made it difficult to fully assess progress on the Malabo commitments and to present an accurate picture of the country's progress.
- Inconsistent data reporting was another key issue, with some values missing entirely while others were improperly formatted, for instance, the mixing of text and numerical data. These discrepancies made it difficult to ensure data integrity and led to concerns about the overall quality of the reported information.
- The absence of publicly available records for many indicators further complicated data collection and analysis, limiting the capacity to independently verify and cross-check data against previous BR cycles or other sources. Inconsistencies in data reporting may have hindered the overall credibility of Madagascar's submission.
- Weak dissemination of results was also identified as a challenge. The limited communication of BR findings to stakeholders, government officials, and development partners reduced the effectiveness of accountability measures and the ability to fully utilize the data for improved agricultural transformations.

3.2 Resource and Time Constraints:

- Madagascar's BR4 team experienced time constraints, which restricted the ability to collect, analyze, and validate data comprehensively. The limited timeframe meant certain indicators could not be fully explored or checked, resulting in incomplete or rushed reporting.
- The country has insufficient resources, both in terms of financial support and technical capacity, to facilitate a more rigorous validation process. Consequently, the final submission did not undergo the in-depth review required for high-quality data validation, which likely impacted the reliability of the results presented.

4. Policy and Programmatic Changes Following the Biennial Reviews

- Various policies and strategies are being strengthened to ensure the agricultural sector can deliver on the Malabo commitments. For instance, a study on the development of priority sectors in the agriculture and livestock sectors and fishing was carried out by the Le Fonds de Développement Agricole (FDA). To increase access to finance in agriculture, the Ministry of Agriculture commissioned a study to understand how best to design and implement a financing support mechanism for the agricultural sector. Both studies are expected to strengthen existing agricultural strategies
- To improve access to agricultural inputs and technologies, the number of trainers employed in the cascading extension system has been increased through the rice improvement project, PAPRIZ. Farmers are also being provided with inputs such as fertilizers and certified seeds to improve agricultural productivity. This is further supported by capacity building and technical assistance.
- New irrigation areas have also been developed while existing ones have been extended.



- Social protection actions have been strengthened through monetary transfers. This was especially necessary during the COVID-19 pandemic period.
- A food security and nutrition coordinating institution was created, attached to the Prime Minister's office. Its actions are distributed over almost all of Madagascar's regions, with local community agents monitoring nutritional status.
- Various strategies and policies have been put in place to enhance youth employment in agriculture. One of these is a national strategy for rural entrepreneurship development, which started in September 2018.
- Farmers in rural areas have benefitted from climate-smart agricultural activities, which aim to enhance their resilience to climate-related risks.
- Two new national focal points have been appointed to monitor the implementation of the Malabo Declaration commitments in Madagascar.

5. Priority Actions for Implementation and Recommendations to Ensure Achievement of the Malabo Commitments by 2025

- i. **Invest in agricultural productivity:** Madagascar should allocate more resources to the agricultural sector to enhance land productivity. A critical step in this direction is increasing the use of inorganic fertilizers, which remains significantly below the continental target of 50 kilograms per hectare. Boosting fertilizer use would help address low agricultural productivity and contribute to meeting the CAADP Malabo commitments.
- ii. **Innovative agricultural financing:** The country should explore innovative financing mechanisms to bring public spending on agriculture closer to the 10 percent target of total national expenditure. This can be achieved through enhanced collaboration with private sector players and leveraging foreign direct investment in agriculture. Strengthening partnerships with development partners and international donors could also help bridge the financing gaps and ensure the agricultural sector receives adequate funding.
- iii. **Easing intra-African trade:** To improve Madagascar's performance in regional trade, the country should implement measures to reduce both tariff and non-tariff barriers. Simplifying customs procedures, harmonizing trade regulations, and investing in trade-enabling infrastructure would help enhance intra-African trade in agricultural commodities and services. These efforts would further strengthen the country's competitiveness and integration within the African market.
- iv. **Strengthen agricultural data systems:** Madagascar needs to invest in its agricultural data collection, reporting, and management systems to address persistent data gaps and inconsistencies. Establishing a robust mechanism for collecting and updating key agricultural indicators will improve the accuracy of Biennial Review submissions. Regular production of a minimum set of core agricultural data can enhance evidence-based planning and decision-making.



- v. **Enhance accountability and results utilization:** Better dissemination of Biennial Review results would enhance accountability and stakeholder engagement. The wider and more effective communication of results can foster ownership and encourage active participation by government officials, development partners, and local stakeholders in achieving the Malabo commitments. This includes ensuring the results are fully utilized to guide policy interventions and monitor progress effectively.
- vi. **Address climate resilience challenges:** Madagascar should prioritize investment in climate adaptation strategies to enhance resilience to climate-related risks. This involves strengthening the capacity of farmers and communities to adapt to changing weather patterns and implementing initiatives that reduce the impacts of climate shocks. Investments in climate-smart agriculture, early warning systems, and disaster risk reduction are critical to developing long-term resilience.
- vii. **Foster Public-Private Partnerships (PPPs):** Encouraging inclusive PPPs in agriculture can accelerate progress toward the Malabo commitments. Engaging private sector players in value chains, technology transfer, and capacity building can drive innovation and efficiency in agricultural production and trade.

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