

**FOURTH CAADP**  
**BIENNIAL REVIEW**  
**BRIEF**  
**NAMIBIA**



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

# Africa Agriculture Transformation Scorecard: Performance and Lessons

## Fourth CAADP Biennial Review Brief: Namibia

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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

Addressing Africa's agricultural challenges has the potential to unlock inclusive economic growth, benefit smallholder farmers, boost food production, and end hunger. Against this backdrop, the Heads of State and Government of the African Union (AU) endorsed the Maputo Declaration of 2003, which legitimized the Comprehensive Africa Agriculture 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 per year.

The 2014 Malabo Declaration outlines Africa's vision to accelerate agricultural growth and transformation on the continent by 2025 through seven broad Commitments:

1. Upholding the principles and values of the 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 by conducting a continent-wide Biennial Review (BR) to monitor progress in achieving the seven Malabo Declaration Commitments

To meet the seventh commitment on mutual accountability, African countries present a report to the AU every two years, detailing their progress on agricultural transformation. In addition to gauging the country's 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, peer review, and mutual accountability. To date, AU Member States have submitted four cycles of BR reports. The inaugural BR (BR1) was compiled and presented in 2017 (AUC 2018), and the second (BR2) in 2019 (AUC 2020). The third BR (BR3) of 2021 and the associated Africa Agriculture Transformation Scorecard were launched at the 35<sup>th</sup> AU Summit in February 2022 (AUC 2022). The fourth BR (BR4) was conducted in 2023 and launched at the AU Assembly in February 2024 (AUC 2023). This fourth BR highlights country performance against the 46 indicators in BR1, BR2, and BR3 (2017, 2019, and 2021), further refined in BR4 (2023) to track progress toward a fully transformed agriculture. The BR4 cycle had a total of 59 indicators (47 existing indicators and 12 new indicators) classified into 28 (24 old and 4 new) performance categories under 7 performance areas (7 Commitments) to reflect the priorities of the Malabo Declaration endorsed in June 2014.

The BR4 report built on lessons learned during the three previous reviews, the efforts deployed to ensure data quality, and the use of the electronic Biennial Review (e-BR) system. Forty-nine (49) countries reported in this fourth BR, down from 51 countries that reported in BR3, and similar to the 49 countries in BR2. This figure was still higher than the 43 countries that reported in the inaugural BR. The BR4 recorded a departure from the progress reported under BR3 when one country was on track to achieve the Malabo Commitments, and twenty-five had increased their overall score between 2019 and 2021. While no country is on track in the BR4 cycle, 26 countries have improved their scores since the BR3 cycle. Namibia has consistently submitted its BR reports over the four cycles. The BR4 report was endorsed by the Assembly of African Heads of State and Government during the February 2024 Assembly (AUC 2023).



## 2. Main Findings

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

### 2.1 Progress in Achieving Commitments at Country Level

#### 2.1.1 General performance

In BR1, Namibia scored 4.11 out of 10 against the benchmark of 3.94, and the country was rated as being on track to achieving the Malabo Commitments. In BR2, the country scored 3.41 against a benchmark of 6.66, while in BR3, Namibia scored 4.08 against the benchmark of 7.28. In both cases, the country was rated as not on track. Even though Namibia did not meet the BR3 benchmark, the country was rated as progressing well towards achieving the Commitments. In BR4, Namibia scored 3.77 against the benchmark of 9.29, and the country was again rated as not on track. However, Namibia saw notable improvements in the following Commitments: Recommitment to CAADP (Theme 1), Ending Hunger by 2025 (Theme 3), and Mutual accountability (Theme 7). Namibia's performance over the four reviews has generally been inconsistent.

#### 2.1.2 Country performance by thematic area

This sub-section examines the seven Commitments where the country was rated as not on track. The country's BR4 results indicate that Namibia underperformed in all thematic areas. This represents a regression for the country as it was on track on four themes (Themes 1, 4, 5, and 7) and its overall performance in BR1. The country was not on track for any commitment in BR2 but was on track for Commitment 6 in BR3. Compared to the previous three reviews, Namibia improved notably on Theme 1 (Recommitment to CAADP) and Theme 7 (Mutual accountability) in BR4.

The country's overall poor performance is attributed to low performance in the following thematic areas: (Theme 2) Enhancing agricultural finance; (Theme 3) Ending hunger; (Theme 4) Halving poverty through agriculture; (Theme 5) Boosting intra-Africa trade in agricultural commodities, and (Theme 6) Enhancing resilience to climate change, as Table 1 shows.



**Table 1:** Summary of Namibia's performance by theme across the four BRs

| Malabo Commitments   | BR1 (2017) |                |              | BR2 (2019) |                |              | BR3 (2021) |           |              | BR4 (2023) |                |              | % Changes<br>(BR4 – BR3) |
|--|------------|----------------|--------------|------------|----------------|--------------|------------|-----------|--------------|------------|----------------|--------------|--------------------------|
|  | Score      | Bench-<br>mark | Progress     | Score      | Bench-<br>mark | Progress     | Score      | Benchmark | Progress     | Score      | Bench-<br>mark | Progress     |                          |
| 1. Recommitment to CAADP   | 4.79       | 3.33           | On track     | 4.26       | 10             | Not on track | 6.43       | 10        | Not on track | 8.89       | 10.00          | Not on track | 38.24                    |
| 2. Enhancing agricultural finance  | 4.16       | 6.67           | Not on track | 4.48       | 10             | Not on track | 2.47       | 7.5       | Not on track | 3.66       | 9.50           | Not on track | 48.34                    |
| 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 | 2.03       | 9.26           | Not on track | -30.11                   |
| 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 | 0.63       | 8.94           | Not on track | 32.98                    |
| 5. Boosting intra-African trade in agricultural commodities and services | 3.85       | 1              | On track     | 1.9        | 3              | Not on track | 3.5        | 5         | Not on track | 0.12       | 9.00           | Not on track | -96.69                   |
| 6. Enhancing resilience to climate change                                | 4.01       | 6              | Not on track | 5.83       | 7              | Not on track | 8.33       | 8         | On track     | 3.33       | 9.75           | Not on track | -59.98                   |
| 7. Mutual accountability   | 6.16       | 4.78           | On track     | 5.1        | 7.67           | Not on track | 4.94       | 8.33      | Not on track | 7.76       | 8.60           | Not on track | 56.99                    |
| All Commitments  | 4.11       | 3.94           | On track     | 3.41       | 6.66           | Not on track | 4.08       | 7.28      | Not on track | 3.77       | 9.29           | Not on track | -7.53                    |

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

**Table 1** shows that Namibia has generally improved in **Commitment 1** (Recommitment to CAADP) over the four BR cycles, but more ought to be done as the country is yet to reach the benchmark of 10.

Namibia has underperformed under **Commitment 2 (Enhancing agricultural finance)** over the four BRs. This is attributable to the low levels of official development assistance (ODA) for agriculture, insufficient domestic and foreign private sector investments in agriculture, and low access to finance among both men and women.

There was no improvement from BR1 to BR3 under **Commitment 3 (Ending hunger by 2025)**. While performance declined from 2.65 in BR1 to 1.47 in BR2 and improved to 2.9 in BR3, the score declined in BR4. This poor performance was driven by low scores in these parameters: limited value-added per agricultural worker; prevalence of stunting, underweight, and wasting among children under 5 years old; prevalence of undernourishment, minimum dietary diversity, moderate and severe food insecurity experience scale, and low SPS health index.

Namibia registered a decline in performance from BR1 to BR4 under **Commitment 4 (Halving poverty through agriculture)**. The country registered a score of 3.13 in BR1, which declined to 0.63 in BR4. This poor performance can be attributed to low poverty reduction rates at national and international poverty lines, inadequate youth engagement in agriculture, non-inclusive PPPs for commodity value chains, and low levels of women's participation in agriculture.

**Commitment 5 (Boosting intra-African trade in agricultural commodities and services)** is one of the thematic areas where the country's performance has consistently declined across the four BRs. Scores under this theme declined from 3.85 in BR1 to 0.12 in BR4. This implies that challenges remain, such as the significant gaps between wholesale and farm-gate prices, underdeveloped agricultural value chains, limited youth employment in agricultural value chains, and slow growth rates in the value of traded agricultural commodities and services within Africa.

For **Commitment 6 (Enhancing resilience to climate change)**, Namibia's performance progressed steadily from BR1 to BR3 but declined in BR4. The proportion of farm, pastoral, and fisher households resilient to climate and weather-related shocks remains low. Namibia also has a low share of agriculture land under sustainable land and water management, including CSA practices.

Namibia performed well under **Commitment 7 (Mutual accountability for actions and results)** across all the BRs. The country's performance even improved in BR4.

### 2.1.3 Regional comparison

Table 2 shows that Namibia performed better than the Southern African Development Community (SADC) region. All SADC countries submitted their reports, representing a 100 percent submission rate. The region's overall average score was 4.26, similar to Namibia's performance in BR4. Neither the country nor the region was on track to meet the CAADP Malabo Commitments when assessed against the BR4 benchmark of 9.29. In BR4, Namibia obtained higher scores than the SADC region in Themes 1, 2, 3, 5, and 7 but scored lower than the region in Themes 4 and 6. Namibia, Mozambique, and Madagascar were rated as on course, albeit not on track, on Theme 3 (Ending hunger by 2025).

**Table 2:** Namibia's performance relative to the SADC region by theme during BR4

| Theme  | Benchmark    | SADC Region in 2023 | Namibia in 2023 | Namibia Progress |
|--|--------------|---------------------|-----------------|------------------|
| 1. Recommitment to CAADP   | 10.0         | 7.59                | 7.71            | Not on track     |
| 2. Enhancing agricultural finance  | 9.5          | 3.05                | 1.45            | Not on track     |
| 3. Ending hunger by 2025   | 9.26         | 3.19                | 4.55            | Not on track     |
| 4. Halving poverty through agriculture                                   | 8.94         | 2.17                | 0.25            | Not on track     |
| 5. Boosting intra-African trade in agricultural commodities and services | 9.00         | 2.14                | 4.06            | Not on track     |
| 6. Enhancing resilience to climate change                                | 9.75         | 4.65                | 3.33            | Not on track     |
| 7. Mutual accountability for actions and results                         | 8.60         | 7.03                | 8.48            | Not on track     |
| All Commitments  | 9.29         | 4.26                | 4.26            | Not on track     |
| Progress on all Commitments  | Not on track |                     | Not on track    |                  |

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

### 3. Selected Agricultural Transformation Indicators

This section provides a snapshot of agricultural transformation in Namibia by focusing on progress in fertilizer consumption, share of irrigated area, share of land under sustainable land management (SLM), and increase in the supply of quality agricultural inputs (Table 3).

**Table 3:** Selected indicators on agricultural transformation

| Indicators  | Malabo Target | Target Year | Milestone 2022 | Value in 2023 |
|---|---------------|-------------|----------------|---------------|
| Increase in share of irrigated area               | 100 %         | 2025        | 9.5            | 5.03%         |
| Share of land under SLM                           | 30 %          | 2023        | 10             | 0.00%         |
| Fertilizer use (kg/ha)                            | 50 kg/ha      | 2025        | 10             | 9.25kg/ha     |
| Increase in supply of quality agricultural inputs | 100%          | 2025        | 9              | 0.65%         |

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

Nearly 5 percent of Namibia's land area is irrigated compared to the target of 10 percent in 2025. The country's fertilizer consumption was close to 10 kg/ha compared to the 50 kg/ha target in 2025. None of the country's agricultural land was under SLM, while Namibia expanded the supply of quality agricultural inputs to the total inputs required for agricultural commodities by 0.65%.



## 4. Challenges and Lessons Learned from BR4

Assessing Namibia's performance in BR4 was not without its challenges, both in terms of the review process and the data used in the review.

**Process challenges and lessons learned:** The process of developing Namibia's BR4 Report was significantly disrupted by the Russia-Ukraine War, which commenced in February 2022 and has 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, making farming more costly for African farmers. However, BR4 generally had fewer significant challenges than those experienced in the previous three BR cycles. The cumulative lessons learned from BR1 to BR3 were used to improve BR4. In addition, coordination for BR4 was enhanced by establishing inclusive, multi-stakeholder mechanisms for mutual accountability. This led to improved scores on some Malabo Commitments between BR3 and BR4. Moreover, the use of the electronic BR (e-BR) platform in BR4 removed the burden of manually calculating country-level BR indicators and also simplified the process of checking for missing data or outliers.

The SADC Secretariat hosted a validation workshop for BR4, which improved Namibia's data quality and that of other SADC countries. Once Namibia reported on its BR performance, the SADC Secretariat worked with ReSAKSS to conduct a regional validation exercise. Validation involved subjecting the Namibia country report to close assessment and review alongside the BR reports from other SADC countries. Namibia's BR team received useful feedback from this validation exercise. This was followed by a writing workshop to improve the reported data by identifying gaps in the physical data and the e-BR platform. These processes uncovered several data challenges, many of which were addressed.

The support from the SADC Secretariat and ReSAKSS was essential to improving Namibia's data quality and reporting rates for BR4. At the continental level, the AU Commission (AUC) trained one or two experts from each country involved in BR4. However, even more people will have to be trained in the future due to the demand for reliable data in each country. Namibia should therefore expand its BR team to meet these demands effectively.

**Data challenges and lessons learned:** Data availability and quality challenges continue to affect BR processes in Namibia. Many indicators have missing data, for instance, total agricultural research spending; private sector investment in agriculture; intra-African trade policies and institutions, border administration, and commodity-specific trade volumes and values; resilience to climate variability; and post-harvest losses, food and nutrition security, and food safety. Namibia also struggles with the implementation of the standards and collection protocols required to improve data accuracy, tracing, and verification. The use of the digital e-BR platform in data capture eased cleaning and verification processes in BR4.

## 5. Policy and Programmatic Challenges

While Namibia did not meet the BR4 benchmark for its overall progress toward meeting the Malabo Commitments by 2025, the country made several important policy and programmatic changes between BR3 and BR4 that resulted in some improved scores. For example, the Namibian government instituted a policy directive that made the country's National Agriculture Investment Plan (NAIP) the Agriculture chapter of the Sixth National Development Plan (NDP6) for the 2025-2030 period. The BR process has also led to increased dialogue between public and private sector actors in Namibia's agricultural sector. In addition, Namibia's BR team met with their peers from other countries that have successfully formulated their NAIPs, such as Rwanda and Zambia. These interactions have generated interest in initiating similar policy changes in Namibia's agricultural sector.



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

The BR4 results indicate that Namibia was not on track in any thematic areas to meet the Malabo Declaration Commitments by 2025. However, the country has made good progress on several Commitments. Focusing attention on several key issues would enable the country to achieve all seven Commitments by 2025. This entails the implementation of the following measures:

- Rethinking its approaches to land management by increasing the size of irrigated areas, increasing productivity or agricultural value-added per hectare of arable land , and boosting annual growth of agricultural GDP.
- Focusing on poverty eradication through agriculture by developing inclusive PPPs for commodity value chains, increasing youth jobs in agriculture, boosting the participation of women and other vulnerable groups in agriculture, and reducing the poverty headcount ratio.
- Developing a mechanism to improve investment finance in agriculture by focusing on access to finance, especially for emerging commercial farmers, women, and youth. The country should also increase domestic and foreign private sector investments in agriculture.
- Investing in robust data management systems to improve data quality.
- Strengthening coordination among actors in the agricultural sector for more efficient policy implementation, monitoring, and evaluation (M&E), as well as harmonizing systems for data collection and analysis.
- Using the recently developed NAIP to improve accountability and ownership within the agricultural sector as required by CAADP processes. It is essential that non-state actors in Namibia be actively involved in the planning, implementation, and M&E of agricultural policies and programs.
- Investing in agricultural research and development.
- Enhancing climate-smart production methods.
- Strengthening agrifood systems for improved National Food and Nutrition Security and expanding agrifood value chains.

Going forward, Namibia needs to strengthen its efforts toward meeting all the Malabo/CAADP Commitments. Greater efforts should be made to increase agricultural investments by expanding the share of national budgetary allocations to agriculture, creating a conducive environment to attract both domestic and foreign private investors, as well as agricultural PPPs. This will have ripple effects on other Commitments, including ending hunger, eradicating poverty, promoting intra-African trade in agricultural commodities and services, and enhancing resilience to climate variability.



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