

UGANDA



Republic of Uganda

CAADP BIENNIAL REVIEW BRIEF

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Africa Agriculture Transformation Scorecard Performance and Lessons for Uganda

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1. Brief on CAADP/Malabo Commitments

In 2003 in Maputo, Mozambique, the African Union (AU) Assembly of Heads of State and Government adopted the Comprehensive African Agriculture Development Programme (CAADP) as Africa's common policy framework for agricultural transformation, reducing hunger and food insecurity, and boosting economic growth. The key CAADP commitments were for African countries to invest at least 10 percent of their national budgets in agriculture and to adopt sound policies for achieving a sustainable annual agricultural growth rate of 6 percent. In June 2014, in Malabo, Equatorial Guinea, the AU Heads of State and Government adopted the Malabo Declaration on Accelerated Agricultural Growth and Transformation. The declaration reaffirmed the CAADP framework and targets and made additional commitments emphasizing implementation and results.

The Malabo Declaration is framed around seven commitments to transform agriculture over the next decade: (1) recommitting to the CAADP principles and values; (2) enhancing investment finance in agriculture; (3) ending hunger in Africa by 2025; (4) reducing poverty by 2025; (5) boosting intra-African trade in agricultural commodities and services; (6) enhancing resilience of livelihoods and production systems to climate variability and other related risks; and (7) strengthening mutual accountability to actions and results.

The AU established the Biennial Review (BR) mechanism to support the implementation of the Malabo Declaration and hold countries accountable to these commitments. The BR process aims to provide a platform for mutual accountability and peer review to motivate AU member states to deliver on targets set by the Malabo Declaration. Signatory states committed to taking a well-designed, transparent, and performance-oriented approach in their biennial reporting to the AU Assembly. The BR involves tracking, monitoring, and reporting on progress in implementing and achieving the Malabo Declaration commitments.

In 2018, the African Union Commission (AUC) and the New Partnership for Africa's Development Planning and Coordinating Agency (NPCA)—together with the Regional Economic Communities (RECs) and member states, and in collaboration with technical and development partners—released the inaugural continental BR report. In total, 22 performance categories and 43 indicators were defined across seven thematic areas of performance that are aligned with the seven Malabo commitments. The inaugural BR results were presented at the 30th AU Summit in Addis Ababa in January 2018. This brief highlights Uganda's BR performance and summarizes the technical and policy lessons from the inaugural BR process.

2. The CAADP Process in Uganda

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On March 31, 2010, Uganda signed a CAADP Compact and launched its first-generation National Agricultural Investment Plan (NAIP), the Development Strategy and Investment Plan (DSIP) 2010/11–2014/15. The DSIP was developed through a participatory and inclusive process involving the Ministry of Agriculture, Animal Industry, and Fisheries (MAAIF), other ministries and agencies local governments, development partners, civil society organizations, the private sector, academia, and other stakeholders. The DSIP aligned with the CAADP principles and Uganda’s first National Development Plan (NDP I). In 2015, Uganda developed its second-generation NAIP, the Agriculture Sector Strategic Plan (ASSP) 2015/16–2019/20.

The ASSP was developed after a comprehensive review of the DSIP and is currently Uganda’s principal instrument for implementing the CAADP/Malabo commitments. The ASSP has four broad objectives: (1) increasing production and productivity, (2) increasing access to critical farm inputs, (3) improving value addition and marketing, and (4) strengthening the MAAIF’s institutional capacity and agencies as well as the production sector in local governments. The ASSP analyzes current and future challenges and opportunities and identifies national targets of key value chains—as well as Uganda’s comparative advantage in these value chains—that will make the country food secure and transform agriculture by 2020.

3. Uganda’s 2018 Agricultural Transformation Scorecard

Figure 1 presents a summary of the African Agricultural Transformation Scorecard (AATS) presented to the Heads of State and Government at the AU General Assembly in January 2018.

Uganda achieved an overall average score of 4.45 against the benchmark of 3.94. The country is therefore on track to meet the Malabo commitment targets by 2025. Uganda was among the top 12 countries. But given that the country scored only 4.45 out of 10, there is still room for improvement.

Uganda’s Performance in the Malabo Thematic Areas

Uganda’s scores on the seven Malabo thematic areas are summarized in Table 2. The scorecard shows that the country is on track in four areas: recommitment to the CAADP process; halving poverty through agriculture by 2025; boosting intra-Africa trade in agricultural commodities; and committing to mutual accountability for actions and results. Uganda is not on track in the remaining three areas: enhancing investment finance in agriculture; ending hunger by 2025; and enhancing resilience to climate variability. Recommendations for addressing these challenges are provided in section 4 below.

Figure 1: Results of the Africa Agriculture Transformation Scorecard

Country overall progress for implementing the Malabo Declaration for Agriculture transformation in Africa

Against the 2017 benchmark of **3.9 out of 10** which is the minimum score for a country to be on track for implementing the Malabo Declaration, countries whose score (out of 10) appears in "green" are **ON TRACK**, and countries whose score appears in "red" are **NOT ON TRACK** for the 2017 reporting exercise to the Jaunary 2018 AU Assembly.

Central African Rep.	Chad	Comoros	Congo	Côte d'Ivoire	DR Congo	Djibouti	Egypt
2.4	2.2	n.a	2.8	3.5	1.4	3.2	3.4
Equatorial Guinea	Eritrea	Ethiopia	Gabon	Gambia	Ghana	Guinea	Guinea-Bissau
3.6	n.a	5.3	2.9	3.1	3.9	3.3	n.a
Kenya	Lesotho	Liberia	Libya	Madagascar	Malawi	Mali	Mauritania
4.8	3.7	0.9	n.a	3.1	4.9	5.6	4.8
Mauritius	Morocco	Mozambique	Namibia	Niger	Nigeria	Rwanda	Rep. A. Saharawi
5.0	5.5	4.1	4.1	3.5	3.4	6.1	n.a
São Tomé & Príncipe	Senegal	Seychelles	Sierra Leone	Somalia	South Africa	South Sudan	Sudan
1.5	3.8	4.0	1.5	n.a	4.1	n.a	1.9
Swaziland	Tanzania	Togo	Tunisia	Uganda	Zambia	Zimbabwe	2017 Benchmark
4.0	3.1	4.9	1.7	4.4	3.6	3.2	3.9

Source: AUC (2018)

Table 1: Uganda's BR scores

Malabo Commitment/ Theme	Uganda	Minimum Score	Progress
Commitment 1: Recommitment to the CAADP process	7.32	3.33	On track
Commitment 2: Enhancing Investment Finance in Agriculture	3.8	6.67	Not on Track
Commitment 3: Ending Hunger by 2025	3.53	3.71	Not on Track
Commitment 4: Halving Poverty through Agriculture by 2025	3.51	2.06	On Track
Commitment 5: Boosting Intra-African Trade in Agriculture commodities	1.13	1.00	On track
Commitment 6: Enhancing Resilience to Climate Variability	5.31	6.00	Not on Track
Commitment 7: Mutual Accountability for Actions and Results	6.48	4.78	On Track
Country Average	4.45	3.94	

Key Areas of Strong Performance

- Completion of the CAADP process:** Uganda has adhered to the CAADP process. The country signed a CAADP Compact in 2010, developed first- and second-generation NAIPs (the DSIP and ASSP, respectively) through inclusive participation of all sector actors and developed policies and institutional arrangements to support CAADP/Malabo implementation. ASSP implementation is budgeted for in the national budget.

- *Mutual accountability for actions and results:* Uganda has institutionalized mechanisms and platforms for inclusive participation in mutual accountability. Since 2011, the country has conducted the Joint Agriculture Sector Annual Review (JASAR), which covers all key areas of the NAIP. In addition to the JASAR, annual agriculture sector performance reports feed into the overall government performance reports and/or review processes of the National Planning Authority (NPA), Ministry of Finance Planning and Economic Development (MFPED), Office of the Prime Minister (OPM) and Cabinet Retreat (for monitoring overall government performance).
- *Access to agriculture finance:* Although access to agriculture finance is a general challenge in Uganda, the country is making some improvements in financial inclusion (enabling access to and use of a broad range of affordable financial services that meet users' needs). About 40 percent of adults (both women and men), most of whom derive their income from agriculture, had access to financial services in 2016, compared with 33 percent in 2013
- *Reduction of postharvest losses:* Uganda has been collaborating with various partners, including the World Food Programme (WFP), Food and Agriculture Organization (FAO), International Fund for Agricultural Development (IFAD), and Swiss Agency for Development and Cooperation (SDC), to reduce postharvest loss (PHL). As a result, average PHL for key commodities (maize, rice, and beans) has dropped by about 8 percent.
- *Public-private partnerships in agriculture:* Over the past two decades Uganda has implemented several public-private-partnership (PPP) projects with strong linkages to smallholder agriculture. Commodity value chains include sunflower, oil palm, sorghum, coffee, dairy and cotton, as well as maize and rice. The ASSP has also prioritized the PPP as the preferred mode to improve smallholder farmers' access to agricultural markets and value addition.
- *Establish intra-African trade policies and institutional conditions:* Uganda's policies and institutions—such as the National Trade Policy and Warehouse Receipts System—recognize agriculture, and specifically the performance of agricultural commodity trade, as a significant component of the economy. Uganda has also collaborated with other countries in the East African Community to put in place quality standards for various tradable agricultural commodities and reduce barriers to trade.

Key Areas Requiring Attention

- *Low agricultural GDP growth:* Uganda's current Ag GDP growth of 2.9 percent is below the ASSP and CAADP target of 6 percent annual growth. Uganda's government should implement ASSP interventions for agricultural GDP growth which address climatic shocks, pests and diseases, and low-quality inputs.
- *Reduction of stunting and malnutrition:* Currently 29 percent of children under the age of five are stunted. Although Uganda has made remarkable progress addressing stunting and malnutrition, the levels are still unacceptably high for most indicators. Uganda needs to invest more effort and resources in the implementation and coordination of its Nutrition Action Plan. The government has revised its Food and Nutrition Policy and prepared a second-generation National Nutrition Action Plan that addresses all forms of malnutrition.
- *Reducing hunger:* About 25 percent of the population is undernourished, even though the country produces a wide variety of nutritious foods and is generally food secure. This indicates that more effort is needed to improve the diet of average Ugandans, including diversity, dietary knowledge, and social protection programs.
- *Promoting increased use of fertilizer:* Fertilizer consumption (kilogram of nutrients per hectare of arable land) is at just 2.5 Kg/ha of arable land, which is much lower than the Abuja Declaration

target of 50kg. Besides fertilizers, access to and use of other agricultural inputs and technologies should also be improved.

- *Strengthening data systems for tracking progress on Malabo indicators:* The desired reporting target was 100 percent of all 43 CAADP indicators. Uganda provided required data for only 88.6 percent of the indicators. Thus, a number of indicators were missing data. Furthermore, some indicators could not be measured with the current data systems, either because the data are not collected, or the indicator definitions differ from those in the AUC guidelines. MAAIF has revised the ASSP M&E Framework, domesticated the indicators in the CAADP Results Framework and BR protocols, and strengthened agricultural statistical systems.

4. Key Policy Issues and Recommendations

All seven thematic areas highlight important issues that need to be addressed for Uganda to achieve the CAADP/Malabo goals by 2025. Special attention must be paid to the areas where it was off track: enhancing investment in agriculture, ending hunger by 2025, and enhancing resilience to climate variability. We highlight below key policy issues under these themes that need attention.

Theme 2: Enhancing investment in agriculture

The ASSP and CAADP both call for 10 percent of national budgets to go to agriculture. In absolute terms, Uganda's budget for agriculture has increased every year. In relative terms, it has remained below 5 percent of the national budget allocation. For example, in 2016/17, the government allocated just 3 percent of the national budget to agriculture. This was only 64 percent

of the ideal budget required that year for effective ASSP implementation. Besides quantity, JASARs have always recommended that MAAIF reallocate the budget items differently than it does currently. The government should therefore allocate a progressively higher share of the national budget to agriculture, improving the allocative efficiency of the agriculture budget, and undertake regular agriculture public expenditure reviews (e.g., during the JASAR process) to align the budget to ASSP priorities.

For effective integration of smallholders into high value chains that generate better prices and incomes for smallholders and support better postharvest handling, the government should promote PPPs across traded agricultural commodities. Various JASAR participants have recommended the oil palm public-private joint venture producer organization-farmer business model as an effective approach for integrating smallholders in agricultural value chains.

Theme 3: Ending hunger by 2025

Uganda was not on track on targets related to access to agricultural inputs and technologies and doubling agricultural productivity. Government should scale up its programs for strengthening linkages between research, extension and farmers to promote uptake of agricultural technologies developed or accessed by the national agricultural research system. Since 2015, government reformed the agricultural extension system to improve extension service delivery and address shortfalls of the previous extension systems. It moved away from the private-sector-delivered, public-sector-funded service delivery model to a public sector led pluralistic extension system which integrates with multiple providers and other agricultural support services to address diverse needs along the entire agricultural value chain.

Though progress has been made in reducing postharvest losses, the 2016 levels in individual food commodities such as maize (17.6 percent) and rice (13.5 percent) are still high. Government and its

partners should increase investment in knowledge dissemination and promoting post-handling technologies that address losses along the whole commodity value chain.

Theme 6: Enhancing resilience to climate variability

The current early warning systems are still weak, even though ASSP prioritizes an effective and coordinated early warning system as important for farmers' and policymakers' decision making. Government should increase investment in strengthening the early warning system.

Uganda has a high irrigation potential that is currently unexploited. In 2017, the government launched a National Irrigation Policy to ensure sustainable availability of water for irrigation and enhancement of agricultural productivity and profitability, food security, and wealth creation. The government should improve the enabling environment for the policy's implementation.

5. Lessons and Recommendations

Lessons learned

- Uganda performed well on the AATS scorecard as a result of improved policy implementation and dedicated efforts in preparing the BR report along the AUC guidelines.
- Time management is of essence in preparing a good BR report. The period for preparing the BR report was short. The communication and documentation to support the process did not come in good time. The BR team were also not prepared for the exercise because MAAIF had not budgeted for it in its work plan and budget. The AUC should issue the guidelines well in time so that the BR team can prepare adequately and mobilize national expertise in data collection, analysis and reporting.
- The Malabo indicators cut across different sectors and actors; hence, effective reporting requires multi-stakeholder and inter-ministerial efforts. The time allocated to complete the BR process was inadequate for involving and consulting widely across sectors and actors in data collection and analysis. We believe that with wider consultation, the BR team would have been able to collect and validate data for more than 88 percent of the indicators.
- Though the BR team in MAAIF was able to collect and analyse the data, it did not utilize additional technical support from existing in-county capacity. This would have enhanced the team's capacity to interpret the indicator definitions and methodologies for data collection and analysis, especially for new indicators related to climate smart agriculture, postharvest losses at various levels of the value chain, jobs created for youth, women's empowerment, creation of PPPs, and others.

Recommendations

- The BR is one of the key tools for implementing the CAADP/Malabo Mutual Accountability Framework. The next BR process in Uganda should take advantage of existing support opportunities (technical, logistical, financial) among development partners, civil society, the private sector, and technical partners such as universities and think tanks.
- Uganda should invest in collecting and analysing nationally representative data on the indicators in the ASSP and CAADP Results Framework as well as the BR templates. This will require collaborating with more sectors and actors in the BR process as well as tapping into the resources that exist among agriculture sector partners.
- For the next BR process, the AUC should use the necessary tools and methodologies in time for the BR team to understand them and to arrange for data collection and analysis and reporting. This will improve the quality of the report.

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