



2018 Biennial Review Brief West Africa Region

1. Overview of CAADP/Malabo commitments

In 2003, the African Union Assembly of Heads of State and Government adopted the Comprehensive Africa Agriculture Development Programme (CAADP), an agriculture-led integrated development framework to boost African Agriculture with the aim to accelerate growth and eliminate poverty and hunger in African countries. CAADP was adopted in all ECOWAS Member Countries, that all developed and implemented a National Agriculture and Food Security Investment Plan (NAFSIP). Also, the ECOWAS Directorate of Agriculture and Rural Development elaborated a Regional Agriculture and Food Security Investment Plan (RAFSIP) to implement its regional Agricultural Policy named ECOWAS Agricultural Policy (ECOWAP).

After a decade of CAADP implementation, at continental level, the Malabo declaration was adopted in 2014. While recommitting to the values and principles of CAADP with the pursuit of agriculture-led growth: targeted 6% agricultural growth and 10% budget allocation to agriculture; evidence-based planning, regional complementarities, partnerships, subsidiarity, the declaration added 6 new commitments related to:

1. Enhancing Investment Finance in Agriculture
2. Ending hunger in Africa by the year 2025
3. Halving poverty by the year 2025, through inclusive agricultural growth and transformation
4. Boosting intra-African trade in agricultural commodities and services
5. Enhancing resilience of livelihoods and production systems to climate variability and other related risks
6. Mutual Accountability for actions and results

For the integration of the Malabo commitments in the pursuit of implementation of CAADP, the African Union Commission (AUC) and the New Partnership for Africa's Development (NEPAD) Planning and Coordination Agency (NPCA), in collaboration with technical and financial partners designed the CAADP Results Framework (CRF), which serves as logical framework for the design of second generation NAFSIPs and RAFSIPs. The CRF is built upon three levels: (i) level 1 defining the contribution of agriculture to economic growth and inclusive development; (ii) level 2 dealing with agricultural transformation and inclusive agricultural growth and (iii) level 3 with the strengthening of the systemic capacity to deliver results.

2. Rationale for Mutual Accountability (MA) mechanisms

Mutual accountability is a process by which two or more parties hold one another accountable for the commitments they have voluntarily made to one another. Mutual Accountability is a core principle of CAADP. A mutual accountability framework (MAF) for CAADP was developed by the NPCA in 2011 to guide MA processes at continental, regional, and country levels.

In this regard, the Heads of State and Government of the AU Member States, in the Malabo declaration, expressed the “Need for translating Africa’s agricultural development goals into tangible results ...” and committed to “Mutual Accountability to Results and Actions by conducting a biennial Agricultural Review Process that involves tracking, monitoring and reporting on implementation progress in achieving the provisions of the Malabo Declaration using the CAADP Results Framework.”

The BR Mechanism aims to provide a platform for mutual accountability, and peer review to motivate increased performance by AU Member States to deliver on targets set by the Malabo Declaration. For the Inaugural Biennial Review Report of the African Union Commission on the Implementation of the Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared prosperity and Improved Livelihoods, an International Task Force coordinated by AUC and NPCA including RECs, technical Partners and NSA was put in place. The task force prepared, among others:

- The Technical Guidelines for reporting on Malabo, defining the indicators, their targets, their calculation methods, etc. The 7 themes considered as performance of area were divided in 23 Sub themes or Performance Categories (PC) with their concerns and objectives; 43 Performance Indicators covering the 23 sub themes were specified by Items, that are measured: target, baseline, milestone, reference, M&E level and possible data sources. For the inaugural reporting, out of the 43 Indicators, 2 were silent and 1 on standby. Therefore, countries were requested to report on the remaining 40 Indicators.
- The Country Performances Reporting Format on Malabo used for the national BR reports and
- The Technical Notes on Preparing the African Agriculture Transformation Scorecard (AATS) on Implementing Commitments of Malabo.

3. 2018 African Agricultural Transformation Scorecard

3.1. Overview

The 2018 Performance evaluation of the progress made by individual member states is based on balanced scorecard methods resulting in an African Agricultural Transformation Scorecard (AATS). Different steps were performed at national, regional and continental level between February and December 2017:

- Six (6) training sessions were conducted by the Biennial Review Team from February to July 2017. All of the 55-member States participated in the training except the **S**ahrawi **A**rab **D**emocratic **R**epublic (SRD), Algeria, and Eritrea.
- 47 out of 55 Member States collected data at national level and submitted their national BR report. All ECOWAS MS except Guinea Bissau submitted their national BR reports.
- The National Reports were analyzed at regional level and the data entered in an Excel based databank which allowed an automatic generation of the score cards.

3.2. Continental Summary of 2018 AATS

At continental level, 20 countries, are on track, i.e., they have obtained the minimum overall score of 3.94 out of 10, which is the benchmark for 2018; Rwanda has the highest score of 6.1; The Africa average, based on the 47 country reports, is 3.60.

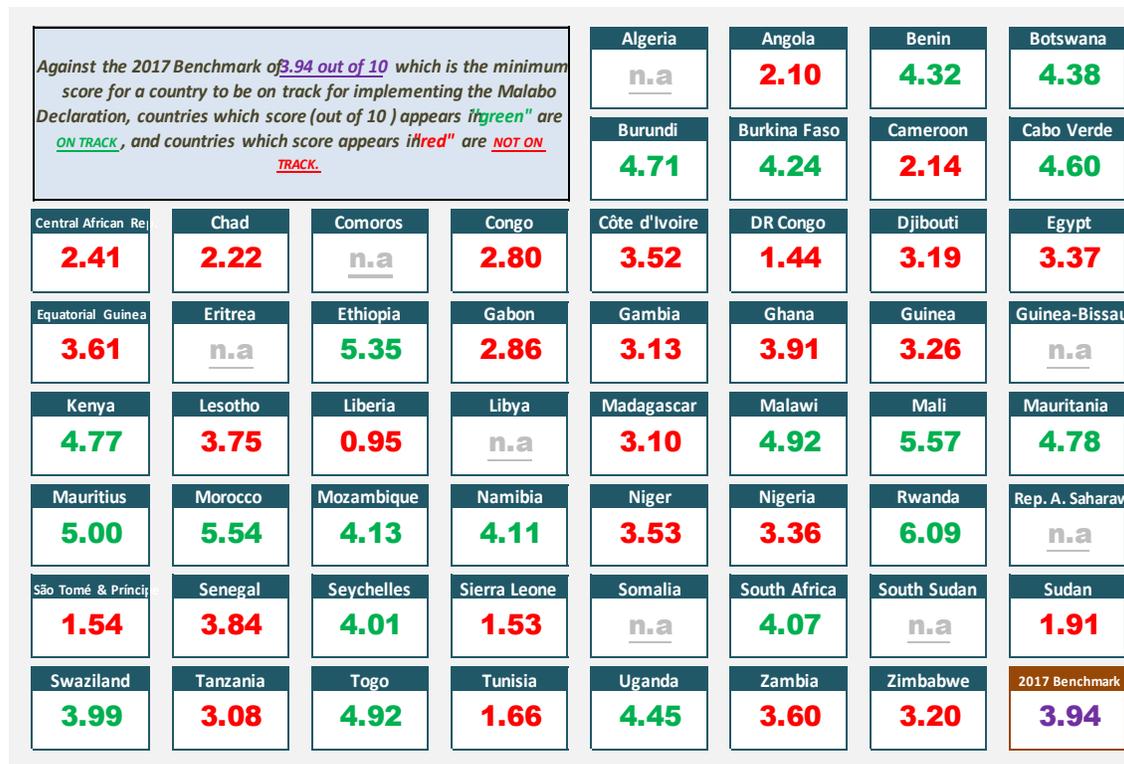


Figure 1: Country overall progress for implementing the Malabo Declaration for Agriculture
Source: AUC, 2018

3.3. 2018 ECOWAS Regional Agricultural Transformation Scorecard

The average score for the region, based on the 14 reports submitted, is 3.62; only five (5) MS are on-track and these include Burkina Faso, Benin, Cabo Verde, Mali and Togo. But 6 other MS are making good progress, i.e. scoring at least 80% of the target.

On average, the ECOWAS region is on-track for four (4) commitments: C1: “Re-commitment to CAADP”, C4: “Halving Poverty Through Agriculture”, C5: “Boosting Intra-Africa Trade in Agriculture” and C7: “Mutual Accountability for Actions & Results”. Most of the ECOWAS MS (8 out of 14) are on track for 3 Commitments. However, Cabo Verde and Togo are on track for 5 commitments whereas Sierra Leone and Liberia are on track only for 1 commitment.

ECOWAS MS performed well for Commitments related to CAADP implementation, Intra-African trade and Mutual Accountability and in a lesser extent for the Commitment dealing with halving Poverty through Agriculture. The region’s good performance in CAADP processes and mutual accountability can be attributed to several region wide engagements ECOWAS has had with various stakeholders at regional and country levels respectively as well as technical support provided by the ECOWAS Commission and its technical partners to its Member States. In the aspect of trade, ECOWAS and its partners have in place the existence of regional policies and regulations that promote trade as well as facilitate the implementation of such policies and regulations.

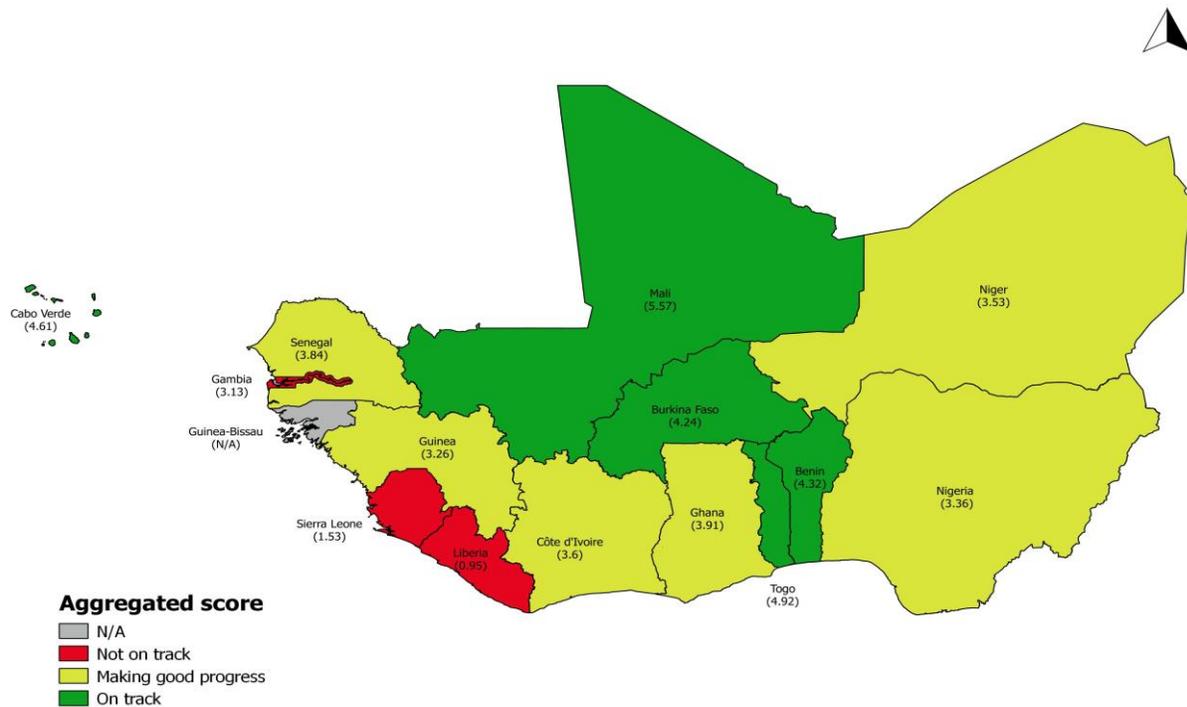


Figure 2: Progress for implementing the Malabo Declaration for Agriculture by the SADC member states

Source: Authors illustration based on data from AUC, 2018

The lowest scores were recorded for Commitments 2, 3 and 6 supposed to promote respectively Finance in Agriculture, ending Hunger and Resilience to Climate change. For Commitments 2 and 3, none of the countries is on track and only 2 countries are on track for Commitment 6.

Commitment 2 “Enhance Finance in Agriculture” is documented with 2 performance categories (PC): Public expenditures to agriculture and Investment Finance in Agriculture. The bad scores for this commitment is explained by the fact that for each of the 3 indicators of the PC “Public expenditures in Agriculture”, 11 ECOWAS MS are not on track; for the indicator of PC “Investment Finance in Agriculture”, 6 MS did not report and scored automatically 0, whereas only 2 MS are on track among the countries, that reported.

| Country | Aggregated Score | Re-commitment to CAADP | Enhance Agriculture Finance | Ending Hunger by 2025 | Halving Poverty Through Agriculture | Boosting Intra-Africa Trade in Agriculture | Enhancing Resilience to Climate Change | Mutual Accountability for Actions & Results |
|-----------------------|------------------|------------------------|-----------------------------|-----------------------|-------------------------------------|--|--|---|
| Target | 3.94 | 3.33 | 6.67 | 3.71 | 2.06 | 1.00 | 6.00 | 4.78 |
| 80% of target | 3.15 | 2.66 | 5.34 | 2.97 | 1.65 | 0.80 | 4.80 | 3.82 |
| Benin | 4.32 | 8.18 | 2.96 | 3.09 | 1.19 | 3.51 | 3.35 | 7.98 |
| Burkina Faso | 4.24 | 5.63 | 3.91 | 2.22 | 3.65 | 3.49 | 5.22 | 5.55 |
| Cabo Verde | 4.60 | 5.91 | 3.71 | 1.28 | 4.38 | 4.10 | 7.50 | 5.36 |
| Cote d'Ivoire | 3.52 | 8.53 | 1.84 | 1.27 | 4.25 | - | 3.38 | 5.33 |
| Gambia | 3.13 | 5.90 | 1.76 | 1.16 | 2.50 | 3.52 | 3.92 | 3.17 |
| Ghana | 3.91 | 6.87 | 4.33 | 1.99 | 3.02 | 1.11 | 3.59 | 6.45 |
| Guinea | 3.26 | 5.72 | 2.10 | 1.32 | 0.37 | 3.37 | 4.61 | 5.31 |
| Guinea Bissau | N/A | N/A | N/A | N/A | N/A | N/A | N/A | N/A |
| Liberia | 0.95 | 3.86 | - | 0.02 | - | - | - | 2.77 |
| Mali | 5.57 | 7.86 | 2.61 | 3.62 | 5.75 | 3.90 | 5.28 | 9.94 |
| Niger | 3.53 | 8.62 | 2.13 | 0.82 | 0.95 | 3.41 | 3.33 | 5.41 |
| Nigeria | 3.36 | 6.54 | 5.09 | 0.38 | - | 3.74 | 3.33 | 4.46 |
| Senegal | 3.84 | 4.55 | 5.08 | 2.56 | 1.78 | 2.80 | 4.36 | 5.75 |
| Sierra Leone | 1.53 | 2.18 | 1.79 | 0.76 | 2.90 | - | 0.03 | 3.02 |
| Togo | 4.92 | 8.21 | 5.14 | 1.29 | 2.25 | 4.16 | 7.59 | 5.77 |
| Average ECOWAS | 3.62 | 6.33 | 3.03 | 1.56 | 2.36 | 2.65 | 3.96 | 5.45 |

Table 1: BR Scores for the ECOWAS MS

Legend: green: score \geq target; yellow: score \geq 80% of target and $<$ target; red: score $<$ 80% of target

Source: Authors illustration based on data from AUC, 2018

Commitment 3 “Ending hunger by 2025” is documented with 5 (PC): (i) Access to Agriculture inputs and technologies, (ii) Agricultural Productivity, (iii) Post harvest loss, (iv) Social protection and (v) Food Security and Nutrition. This commitment is monitored with the highest number of indicators, namely 17. The bad score of this commitment may be explained by 2 facts: (i) for 9 of the 17 indicators, less than 50% of the MS reported and (ii) for the indicators informed by more than 50% of the MS, one (1) MS is on track for the indicators “Fertilizer consumption” and “Budget lines on social protection as percentage of the total resource requirements for coverage of the vulnerable social groups” and 2 MS are on track for the indicators “Proportion of farmers having access to Agricultural Advisory Services” and “Total Agricultural Research Spending as a share of Agricultural GDP”

Commitment 6 “Resilience to Climate Variability” is documented with 2 (PC): “Resilience to climate related risks” and “Investment in resilience building”, involving 3 indicators. One of the 2 indicators of the first PC “Percentage of farm, pastoral, and fisher households that are resilient to climate and weather-related shocks” is informed by only 6 MS out of 14 and only 4 countries are on track for this indicator. For the second indicator of the PC “Share of agriculture land under sustainable land management practices” only 5 countries are on track. For the indicator of the

second PC “Existence of government budget-lines to respond to spending needs on resilience building initiatives” none of the countries is on track.

For Commitment 5 “Boosting Intra-Africa Trade in Agriculture”, all the eleven (11) MS, that reported are on track. However, the score of this commitment documented by 2 PC: “Intra-African Trade in agriculture commodities and services” and “Intra-African Trade Policies and institutional conditions” hides concerns for the accomplishment of the commitment, namely tripling intra-African trade in agricultural products and services in 2025, based on the values of 2015. All the countries that reported on the 2 indicators of the second PC: “Trade Facilitation Index” and “Domestic Food Price Volatility Index” are on track. Nevertheless, only half of the MS were able to report on the indicator of the first PC “Growth rate of the value of trade of agricultural commodities and services within Africa, in constant US dollars” and only 2 of them are on track.

4. Key policy issues and Recommendations

From the seven (7) commitments, it seems that three are more likely to be influenced by ECOWAS’ actions: Commitment 1: Re-commitment to CAADP, Commitment 2: Boosting Intra-Africa Trade in Agriculture and Commitment 3: Mutual Accountability for Actions & Results, though the implementation of ECOWAP should also promote the fulfilment of the other commitments by MS.

Indeed, the MS scored best in the commitments expected to be influenced largely more by ECOWAS actions. For example, the good score for commitment 1 is explained by the numerous actions implemented by the ECOWAS DARD and its partners for the implementation of ECOWAP/CAADP at national level: domestication of Malabo, second generation NAFSIP elaboration process, etc.; and the promotion of mutual accountability through support of JSR assessments and strengthening of JSR. Also, the ECOWAS Common External Tariff and other ECOWAS programmes supporting free movement of people and goods within the ECOWAS region have facilitated the commitment on intra-African trade. However, some poor performances on the 4 commitments, where the region is on track, need to be addressed:

- Commitment 1: Re-commitment to CAADP
 - ECOWAS regional team should provide more support on multi-sectorial and multi-stakeholder coordination for the CAADP process especially for the Member States with special attention given to Liberia, Senegal and Sierra Leone.
- Commitment 4: Halving Poverty Through Agriculture
 - Though ECOWAS as a region is on track on this commitment, half of its MS, that reported, are not on track; also, the indicators of this commitment are documented only at a rate of 41%. Therefore, ECOWAS needs to provide methodological and technical support to the MS in the generation and accessibility of data needed to inform this commitment.
- Commitment 5: Boosting Intra-Africa Trade in Agriculture
 - Though regional legal frameworks have been put in place to promote cross border trade within the ECOWAS region, more actions by ECOWAS are required for their effective implementation in particular to prevent illegal transactions costs and export bans or restrictions by some countries.
- Commitment 7: Mutual Accountability for Actions & Results
 - Only 3 MS reported on this indicator and only one was on track. Therefore, MS should be supported towards capacity strengthening, of their national M&E systems to generate and use agriculture statistical data and information

For the other three (3) commitments, where the ECOWAS region and most of the MS are not on track, the following recommendations are made:

- Commitment 2: Investment Finance in Agriculture
 - ECOWAS should continue helping the MS to raise funds for the implementation of the NAFSIPs and also help them with strategies to effectively mobilize the commitments made by donors
 - ECOWAS should specially recommend its MS to promote the access of men and women in agriculture to financial services
- Commitment 3: Ending hunger by 2025: Almost half of the indicators of this commitment could not be informed, but the following recommendations apply for the other indicators:
 - The ECOWAS regional programmes promoting input use (seeds, fertilizer, phytosanitary products) should go beyond the establishment of legislation and promote actions for their implementation
 - ECOWAS should reinforce collaboration with NARS and CGIAR system to make the technologies and innovations on shelves available to the farmer
 - ECOWAS should put mechanisms in place to promote funding of agricultural research and access of farmers to advisory services
- Commitment 6: Resilience to Climate Variability
 - ECOWAS should put in place a mechanism promoting mutual exchange of experiences and dissemination of good practices on resilience building initiatives, in particular to strengthen households' resilience to climate and weather-related shocks and promote sustainable land management practices

5. Lessons learnt and Recommendations for Improving the BR process in the region

5.1 Lessons Learnt

- The period for the preparation of the national reports seemed to be too short, in particular because most of the countries were not prepared for this 1st exercise. It was obvious that the countries did not plan resources for the exercise, as it was not part of their work plan. Some countries still considered the 1st BR exercise as an AU or ECOWAS activity, as it still needs to be owned by them.
- Some figures reported by MS indicates that national experts either did not properly understand the definitions of indicators or had problem understanding the collection methodologies. This might be due to the choice of the national trainees for the regional training. Furthermore, most of the countries did not replicate the training at national level, to ensure other players in the data generation process understood the indicators very well. Also, the regional experts could not provide hands on backstopping to the national teams as agreed upon.
- However, the existence of a CAADP team in most countries and the regional dynamic in the ECOWAS region helped. In fact, the use of the RECs in the BR process was a good experience because it allowed a better buy-in of the process by them
- Indicators of Commitments 1 and 7 were well reported on with good scores
- It was more difficult to report on the new indicators related to nutrition, climate smart agriculture, post-harvest losses, agricultural value chains with PPP, jobs created for youth, women empowered, etc.

5.2 Recommendations

BR Report production process:

- Review and update the BR tools including re-defining/clarifying indicators well enough to make them easy to understand, generate data and report on
- There is need to assess the selection of national experts by MS to participate in trainings on the BR tools
- More inclusiveness of the national teams. For example, competent governmental data collecting and analyzing institutions should play a bigger role, e.g. national bureaus of statistics for the data not covered by the ministry of agriculture, universities and research centers for themes like resilience, post-harvest losses, etc.
- Availability of resources to allow back-stopping of the regional teams to the national teams
- Develop common tools for the regional teams concerning the validation of the national reports in order to get more comparable scores among countries and regions
- Request from the countries the sources of the data submitted and validate them only if the sources are acceptable (to be defined) to avoid inconsistent data
- Better data validation process at national level in a more inclusive manner

Use of the results of the BR:

- Briefs should be drafted at national and regional level and disseminated consequently to the different types of actors using adequate existing dialogue forums
- Make sure that the BR results are used in the planning and implementation processes, in particular in the NAIP process, for example link the different teams
- Put in place a mechanism to monitor the implementation of the recommendations of the BR

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The Regional Strategic Analysis and Knowledge Support System (ReSAKSS) is an Africa-wide network of regional nodes supporting implementation of the Comprehensive Africa Agriculture Development Programme (CAADP). ReSAKSS offers high-quality analyses and knowledge products to improve policymaking, track progress, document success, and derive lessons for the implementation of the CAADP agenda and other agricultural and rural development policies and programs in Africa.

ReSAKSS is facilitated by the International Food Policy Research Institute (IFPRI) in partnership with the Africa-based CGIAR centers, the NEPAD Planning and Coordinating Agency (NPCA), the African Union Commission (AUC), and the Regional Economic Communities (RECs). The Africa-based CGIAR centers and the RECs include: International Institute of Tropical Agriculture (IITA) and the Economic Community of West African States (ECOWAS) for ReSAKSS–WA; the International Livestock Research Institute (ILRI) and the Common Market for Eastern and Southern Africa (COMESA) for ReSAKSS– ECA; and the International Water Management Institute (IWMI) and the Southern African Development Community (SADC) for ReSAKSS–SA.

ReSAKSS has been established with funding from the United States Agency for International Development (USAID), the UK Department for International Development (DFID), the Swedish International Development Cooperation Agency (SIDA), and the Bill and Melinda Gates Foundation. ReSAKSS also receives funding from the International Fund for Agricultural Development (IFAD) and the Ministry of Foreign Affairs of Netherlands (MFAN).

The goal of the ReSAKSS Issue Note series is to provide timely access to data and preliminary research findings to strengthen ongoing discussions on African agriculture and rural development, particularly implementation of CAADP. The Issue Notes are subjected to a review process involving at least one reviewer from within the ReSAKSS network of partners and at least one external reviewer.

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