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**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**

*(DRAFT endorsed by the STC, reviewed after additional country reports submission)*

*“Agriculture can be even more than the ‘new oil’. One day the oil will run out and Africa will always have its fertile land, its rivers, its youthful workforce and its huge domestic market. Investing now can turn that potential into prosperity.” – Olusegun Obasanjo, Former President, Nigeria.*

*“In low-income countries, where most people work in agriculture, improving agriculture will be important not only for reducing poverty but also for generating economic surplus to support industrialization. Governments need to facilitate the innovation and extension of agricultural technology and improvement of infrastructure for agricultural production and commercialization.” – Justin Li, Former Vice President, World Bank.*

## Foreword

The African Union Assembly of Heads of State and Government adopted the Comprehensive Africa Agricultural Development Programme (CAADP) in 2003 in Maputo, Mozambique as the Flagship Programme of the African Union for agriculture and food security. The Maputo Declaration on CAADP sets broad targets of 6 percent annual growth in agricultural GDP, and allocation of at least 10 percent of public expenditures to the agricultural sector.

From 2003 to 2013, CAADP implementation demonstrated that Africa had well-crafted, home-grown framework guiding policies, strategies and actions for agricultural development and transformation. This was instrumental in raising the profile of agriculture to the centre of development agenda at national, regional and global levels. It also facilitated mobilisation and alignment of multi-stakeholders partnerships and investments around national agriculture and food security investment plans (NAIPs) that have been developed through the CAADP process. In 2013, after a decade of implementation, demand for more clarity was expressed by AU Member States and stakeholders in terms of further elaboration and refinement of the CAADP targets, and assessment of technical efficacies and political feasibilities for success in agricultural transformation. In addition, there was a need to move from planning to effective implementation for results and impact in changing people's lives because most of the NAIPs were not fully implemented. This underperformance was due to various reasons such as inadequate funding, no appropriate institutions and policies, low leadership capacity, weak mutual accountability system and culture, among other.

This is why, AU Heads of State and Government adopted the Declaration on Accelerated Agricultural Growth and Transformation (Doc. Assembly/AU/2(XXIII)) in June 2014 in Malabo, Equatorial Guinea. The Malabo Declaration sets the Africa 2025 Vision for Agriculture which is implemented within the Framework of CAADP as a vehicle to implement and achieve the First Ten Year Implementation Plan of Africa's Agenda 2063.

Among other commitments, the leaders 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. This Commitment translates, this time, a stronger political will for AU Leaders to effectively achieve Agricultural Growth and Transformation on the Continent by 2025 for improved livelihoods and shared prosperity for African citizens.

Therefore, the African Union Commission and the NEPAD Agency together with the Regional Economic Communities (RECs) and Member States, in collaboration with partners designed for the first time ever a Biennial Reporting Mechanism, established a pool of technical experts, helped strengthen the culture of mutual accountability, and developed the ***"Inaugural Biennial Report on the Implementation of the Malabo Declaration"***.

Through this report, we are pleased to provide the status of the progress made by Members States of the Union in implementing the Assembly Decision on the Malabo Declaration. We wish to acknowledge the tremendous efforts made by all Member States, despite the numerous challenges faced to increase readiness for providing individual quality country report, and we particularly wish to acknowledge efforts of the Republic of Rwanda for reporting highest performances in 2017 for achieving the Malabo Declaration.

On a separate note on behalf of African Union institutions and the Member States, we sincerely wish to thank the development and technical partners including AGRA, FAO, Bill and Melinda Gates Foundation, IFPRI/ReSAKSS, GIZ, World Bank, USAID, AfricaLead, the technical network experts, and CAADP Non State Actors Coalition, for their valuable support in this endeavour.

We humbly submit this draft Inaugural Biennial Report on progress made for implementing the June 2014 Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared prosperity and Improved Livelihoods, for consideration by the constituencies of the Union.

[Signed COMREA, and CEO NPCA]

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**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.  
*Assembly Decision (Assembly/AU/2(XXIII)) of June 2014***

## **1. Introduction**

- 1.1. Cognizant of the challenges and opportunities of agriculture and its positive contribution to economic transformation on the Africa Continent, AU leaders adopted Comprehensive Africa Agricultural Development Programme (CAADP) in the Maputo Declaration. After a decade of CAADP implementation, AU Leaders reiterated their engagement to agriculture by adopting the Malabo Declaration on Accelerated Agricultural Growth and Transformation (ref.: Doc. Assembly/AU/2(XXIII)) in June 2014 in Malabo, Equatorial Guinea.
- 1.2. In doing so, AU leaders requested the African Union Commission (AUC) and the NEPAD Planning and Coordinating Agency (NPCA) in collaboration with partner institutions to: (i) develop mechanisms that enhance Africa's capacity for knowledge and data generation and management to strengthen evidence based planning and implementation; (ii) institutionalize a system for peer review that encourages good performance on achievement of progress made in implementing the provisions of this Declaration and recognize biennially exemplary performance through awards; and (iii) conduct on a biennial basis, beginning from year 2017, Agricultural Review Process, and start reporting on progress to the Assembly from its January 2018 Ordinary Session.
- 1.3. The seven (7) Malabo Commitments were translated into seven (7) thematic areas of performance: (i) Re-committing to the Principles and Values of the CAADP Process; (ii) Enhancing investment finance in agriculture; (iii) Ending Hunger in Africa by 2025; (iv) Reducing poverty by half, by 2025, through inclusive agricultural growth and transformation; (v) Boosting intra-African trade in agricultural commodities and services; (vi) Enhancing resilience of livelihoods and production systems to climate variability and other related risks; and (vii) Strengthening mutual accountability to actions and results.
- 1.4. In this Report, twenty-two (23) performance categories and forty three (43) indicators have been defined, for the seven (7) thematic areas of

performance aligned to the commitments to evaluate country performance in achieving agricultural growth and transformation goals in Africa. This has been done through a continent wide consultation process.

- 1.5. The “Inaugural Biennial Report on the Implementation of the Malabo Declaration” fosters alignment, harmonization and coordination among multi-sectoral efforts and multi-institutional platforms for peer review, mutual learning and mutual accountability.
- 1.6. The Member States’ performances are presented in a form of a “Country Scorecard in implementing the Malabo Commitments” covering the period 2015 - 2016.
- 1.7. The report aims at strengthening national and regional institutional capacity for agriculture data generation and knowledge management which will, not only support improved evidence based planning, implementation, monitoring and evaluation, and learning; but also set basis and paths for triggering continental actions programmes to collectively drive agriculture transformation in Africa.
- 1.8. The findings and recommendations of the Biennial Report should, therefore, allow AU Leaders to appreciate the amount of efforts required to strive towards the set targets for 2025 in the Malabo Declaration, and then endorse the appropriate collective actions to accelerate agricultural growth and transformation.
- 1.9. The report highlights the inclusive nature of the process and methodological approach that was used to collect and analyse data and develop the report. Furthermore, the report also presents the key findings at continental and regional levels, the detailed profiles and scorecards of individual countries, and sets of recommendations for individual countries, regional bodies and continental institutions.

## **2. The 2017 Report Preparation Process**

- 2.1. A Biennial Review Team was established to technically guide the overall design of the Biennial Review Reporting Mechanism and develop the report. The BR Team comprised AUC, NPCA, RECs, technical institutions and CAADP non-state actors.
- 2.2. Based on the CAADP Results Framework 2015-2025 and the Malabo Declaration specific goals and targets, AUC in collaboration with NEPAD

Agency developed the Strategic Guidelines to establish the review mechanism for the Biennial Reporting that was further endorsed by Member States during the 2nd Retreat of Permanent Secretaries of Ministries of Agriculture in Accra (Ghana) in March 2016 and the 12th CAADP Partnership Platform in Accra (Ghana) in April 2016. The Strategic Guidelines provide guidance on necessary partnership arrangements and the coordination roles of the the Regional Economics Communities (RECs) to fully rollout the biennial review process in a more aligned manner.

- 2.3. Performance evaluation of the progress made by individual member states is based on balanced scorecard methods, to come up with an African Agricultural Transformation Scorecard (AATS). Balanced scorecard methods are metric benchmarking methods that bring accuracy, rightness, transparency and fairness in evaluating progress on achieving a specific goal for which smart targets and corresponding indicators are set. The methods, which allow peer-to-peer metric comparison of performance in order to stimulate continuous improvement of interventions towards the common agreed goals, have guided the development of the necessary reporting tools and instruments that have been availed to Member States and RECs, to guide data collection and analysis for the preparation of the biennial report.
- 2.4. The reporting tools are built with forty three (43) performance indicators for each member state to report against, and include: (a) the Technical Guidelines that provide the profile of each indicator and detailed calculation and computing methods; (b) the Country Performance Reporting Template which is used by the Member State to collect data required for the country report preparation based on the guidance provided in Technical Guidelines; and (c) the Technical Notes that exhibit the benchmarking methods for evaluating Member State progress in terms of being "on-track" or "not on track" for a specific target of the Malabo commitment.
- 2.5. From February to July 2017, six (6) training sessions were conducted by the Biennial Review Team and development partners, respectively in West (in French and English), East, Central, Southern and North Africa regions, with 156 national experts trained including CAADP Focal Persons, Monitoring and Evaluation Specialists and Statisticians from Ministries of Agriculture and other line ministries.
- 2.6. All member States participated in the training except Saharawi, Algeria, and Eritrea. Member States representatives have familiarized themselves with the Malabo Declaration, targets and indicators, and the biennial review reporting format, which has further entrenched the culture of mutual accountability in Africa.



- 2.7. Furthermore, AUC developed an excel based databank that is informed by data provided by Member States through their Country Performance Reports. Based on the databank, a Biennial Review Tool (BR Tool) was developed to ease data entry and analysis, and automatic generation of the scorecard. With this tool, it is now possible for the RECs and other members of the BR Team to enter data received from Member States and conduct analysis after generating the Country Scorecards.
- 2.8. For the 2017 report, 47 out of 55 Member States including; Angola, Benin, Botswana, Burundi, Burkina Faso, Cameroon, Cape Verde, Central Africa Republic, Chad, Congo, Cote d'Ivoire, DR Congo, Djibouti, Egypt, Equatorial Guinea, Ethiopia, Gabon, Gambia, Ghana, Guinea, Kenya, Lesotho, Liberia, Madagascar, Malawi, Mali, Mauritania, Mauritius, Morocco, Mozambique, Namibia, Niger, Nigeria, Rwanda, Sao Tome & Principe, Senegal, Seychelles, Sierra Leone, South Africa, Sudan, Swaziland, Tanzania, Togo, Tunisia, Uganda, Zambia, and Zimbabwe; submitted their validated national reports to their respective RECs. The role of the RECs was a key factor for AU Commission and NEPAD Agency to successfully compile the present draft of the biennial review report.
- 2.9. At all levels of accountability (national, regional, and continental), most stakeholders faced challenges to timely collect and analyze the data and organize validation of reports. These challenges were mainly due to limited financial resources.

### 3. Key findings

- 3.1. Out of the forty seven (47) Member States that reported progress in implementing the Malabo declaration, only twenty (20) reported to be on-track for achieving the commitments by 2025.
- 3.2. Those twenty (20) countries, which obtained the minimum overall score of 3.94 out of 10 to be on track (the 2017 benchmark) for implementing commitments of the Malabo Declaration by 2025, include: **Benin (4.3), Botswana (4.4), Burundi (4.7), Burkina Faso (4.2), Cape Verde (4.6), Ethiopia (5.3), Kenya (4.8), Malawi (4.9), Mali (5.6), Mauritania (4.8), Mauritius (5.0), Morocco (5.5), Mozambique (4.1), Namibia (4.1), Rwanda (6.1), Seychelles (4.0), South Africa (4.1), Swaziland (4.0), Togo (4.9), and Uganda (4.6).**
- 3.3. From these results, Rwanda has the highest score of 6.1 on Agricultural Transformation in Africa, and is the 2017 best performing country in implementing the seven (7) commitments of the June 2014 Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared prosperity and Improved Livelihoods.

- 3.4. The average score for the whole Africa, based on the 47 country reports, is **3.62** which indicates the Union is not on-track in meeting the CAADP/Malabo commitments when assessed against the 3.94 benchmark for 2017.

### **Commitment 1: Re-committing on CAADP Process**

- 3.5. On the first Malabo Commitment which is about recommitting to the CAADP agenda, the majority of Member States have reported improved internalization of CAADP/Malabo policies, institutions, targets and principles. More work is required to institutionalize CAADP processes and enhance national ownership in some countries. The 47 Member states that have submitted their reports, are at various stages of domesticating the CAADP-Malabo institutionalization processes; while the overall stage for Re-committing on CAADP Process shown by all the 47 members states, is at 63%. More efforts are therefore needed for member states to fully domesticate the Malabo Declaration into their National Agriculture Investments Plan.

### **Commitment 2: Enhancing Investment Finance in Agriculture**

- 3.6. Regarding the CAADP Commitment of allocating at least 10 percent of annual public expenditures to agriculture, Member States have allocated public spending in agriculture at various rates but ranging from 0.6 percent to 17.6 percent. Only ten (10) Member States namely: Angola (14.8%), Burkina (10.5 %), Egypt (14.0%), Equatorial Guinea (10.5%), Ethiopia (16.8 %), Malawi (17.6%), Mali (12.4%), Mauritania (13.0%), Senegal (11 %), and Sudan (13.4 %), have met the target during the review period of 2015 and 2016. Member states should therefore increase investments in agriculture.

### **Commitment 3: Ending Hunger by 2025**

- 3.7. The continental target for bringing down undernourishment to 5% or less, by the year 2025 has not been met. Out of the twenty two (32) Member States that reported progress on reducing the proportion of the population that is undernourished, only nine (9) countries are on track, which include: Egypt, Ghana, Lesotho, Mali, Mauritania, Morocco, Niger, Senegal and Togo. Worth noting is also the finding that undernourishment is least and has reached the 2025 target in Egypt (4.5%), in Ghana (5%), in Mali (5%), in Mauritania (3.9%), in Morocco (0.1%), and in Niger (1.1%), but undernourishment is higher (above 30%) in 7 countries namely: Burundi (39.2%), Chad (34.4%), in Ethiopia (32.0%), in Madagascar (33.0%), in Rwanda (32.0%), highest in Zambia (47.8%), and in Zimbabwe (33.2%), and particular attention is needed in those 7 countries to reach target.

- 3.8. Sustainably and inclusively increasing agricultural productivity is cardinal to improving performance of the agricultural sector and central to the Malabo Declaration vision to have agricultural-led transformation and development. Despite having 60 percent of the world's uncultivated land suitable for crops, several African Member States are net food importers because of persistent low yields. Out of the thirty four (34) Member States that reported on growth rates of yields of national commodities, thirteen (13) reached the minimum increase of 10% required to be on-track in 2017. They include: Angola (21.0%), Ghana (17.0%), Guinea (21.4%), Kenya (18.0%), Malawi (22.5%), Mali(18.5%), Namibia (33.7%), Niger (17.4%), Senegal (14%), Seychelles (121.6%) and Sierra Leone (11.7%), Tanzania (12.9%), and Zimbabwe (17.0%).
- 3.9. On the required minimum agricultural research spending of at least 1% of the agricultural GDP yearly, only twelve (12) Member States have reported to be on-track, which include: Botswana (2.7%), Burundi (2.7%), Ghana (11.9%), Kenya (2.5%), Mauritius (3.0%), Mozambique (2.9%), Namibia (3.2%), Senegal (1.4%), Seychelles (6.3%), South Africa (1.6%), Uganda (1.0%), and Zambia (1.0%).

#### **Commitment 4: Halving Poverty through Agriculture by 2025**

- 3.10. The African Heads of State also committed to creating new job opportunities for at least 30% of the youth in agricultural value chains by 2025. Engaging youth in agricultural sector development could contribute to reducing their level of unemployment and poverty. Reliable data on the proportion of new jobs created for the youth in agriculture are not available in most countries, thus it was difficult to adequately report on this commitment. For most of the twenty-two (22) countries which have reported on this commitment, most are far above the milestone of 3% for 2017, because the data reported are not for the new jobs created from 2015 to 2016, but rather the current total percentage of youth engaged in agriculture. Considerable efforts are to be made by member states to give more opportunity for youth in agriculture, and to track data on youth engagement.
- 3.11. On the recommitment to achieving 6% annual growth of the agricultural GDP, eighteen (18) Member States reported an increase in Agricultural GDP of at least 6% in 2016, and they include: Angola, Benin, Cameroon, Central African Republic, Congo, Cote d'Ivoire, DR Congo, Djibouti, Equatorial Guinea, Gabon, Mali, Mauritius, Namibia, Niger, Sao Tome & Principe, Senegal, South Africa and Togo.

### **Commitment 5: Boosting Intra-African Trade in Agriculture Commodities**

- 3.12. Heads of State committed to tripling Intra-regional Trade in Agricultural Commodities and Services by 2025. Out of the twenty nine (29) Member States that have reported, only three (3) Member States have reached the minimum of 20% in growth rate increase, that is the milestone to be on-track for the commitment in intra-regional trade of agricultural commodities and services within Africa. These Member States are Lesotho, Niger and Senegal.
- 3.13. Regarding the creation of an enabling environment for Intra-regional Trade in Agricultural Commodities and Services, thirty (34) Member States are on-track for reaching more than the minimum of 10 in 2017 for the Trade Facilitation Index (TFI) which should reach 100 by 2015: Benin, Botswana, Burundi, Burkina Faso, Cape Verde, Congo, Djibouti, Egypt, Equatorial Guinea, Ethiopia, Gambia, Ghana, Guinea, Kenya, Madagascar, Malawi, Mali, Mauritania, Mauritius, Morocco, Mozambique, Namibia, Rwanda, Senegal, Seychelles, South Africa, Sudan, Swaziland, Tanzania, Togo, Uganda, Zambia, and Zimbabwe. Botswana obtained the highest score for TFI while Lesotho has performed the highest overall score on the commitment on boosting Intra-African trade of agricultural commodities and services.

### **Commitment 6: Enhancing Resilience to climate variability**

- 3.14. In respect of the existence of government budget-lines on resilience building, 34 countries have reported. To be on track, countries need to have government budget lines on disaster preparedness policy and strategy and on early warning response systems and social safety nets and finally achieve a proportion of 100% of Household covered by index insurance. The main challenge for the country was the household coverage by index insurance. Only one (1) Member State namely Mauritius is on track.

### **Commitment 7: Enhancing Mutual Accountability for Actions and Results**

- 3.15. African Heads of State also committed to enhancing mutual accountability for actions and results. African Member States are hence expected to foster alignment, harmonization and coordination among multi-sectorial efforts and multi-institutional platforms for peer review, mutual learning and mutual accountability. The goal is to reach 100% for the existence of inclusive institutionalized mechanisms and platforms for mutual accountability and peer review by 2018. Thirty (30) out of thirty two (32) Member states that have reported on this commitment, are on-track in establishing inclusive institutionalized mechanisms and platforms for mutual accountability and

peer review. These countries include Benin, Botswana, Burundi, Burkina Faso, Cape Verde, Cote d'Ivoire, DR Congo, Djibouti, Ethiopia, Ghana, Guinea, Kenya, Lesotho, Malawi, Mali, Mauritania, Mauritius, Morocco, Mozambique, Namibia, Niger, Nigeria, Rwanda, Senegal, South Africa, Swaziland, Tanzania, Togo, Uganda, and Zambia.

#### 4. Performance of the Regions

##### 4.A - Central Africa

- 4.1. Included in this region are the nine (9) countries namely: Angola, Cameroon, Central African Republic, Chad, Congo, Democratic Republic of Congo, Equatorial Guinea, Gabon, Sao Tome and Principe. Under the joint coordination of ECCAS and SADC, all of these countries submitted their reports representing **100% submission** rate. The average score for the region is **2.35** which indicates that region is **not on-track** in meeting the CAADP/ Malabo commitments when assessed against the 3.94 benchmark for 2017. None of the member states in the region is on-track in meeting the Malabo commitments.
- 4.2. Out of the Malabo 7 themes assessed in this BR, the Central Africa region is on-track only on one commitment, the one on re-commitment to CAADP process. The region needs to pay attention to the other six commitment areas where it was not on-track. These areas are: i) Enhancing investment finance in agriculture; ii) Ending hunger by 2025; iii) Halving poverty through agriculture by 2025; iv) Enhancing resilience to climate variability v) Boosting intra-African trade in agriculture commodities and vi) mutual Accountability for action and result. The region needs to consider and implement the following recommendations: - ECCAS to increase investment and finance in agriculture; -The region should improve access of men and women engaged in agriculture and to financial and advisory services; -The region should improve its data collection system, as most of indicators were not reported.

##### 4.B - Eastern Africa

- 4.3. Included in this region are twelve (12) countries namely: Burundi, Comoros, Djibouti, Eritrea, Ethiopia, Kenya, Rwanda, Somalia, Sudan, South Sudan, Tanzania and Uganda. Under the joint coordination of EAC, IGAD, and COMESA, eight (8) countries namely Burundi, Djibouti, Ethiopia, Kenya, Rwanda, Sudan, Tanzania, and Uganda, submitted their national biennial review reports, representing 67% submission rate. The overall average score for the region is 4.20 which indicates that region is on-track in meeting the Malabo commitments when assessed against the 3.94

benchmark for 2017. This score is based on national reports of the 8 countries that submitted their reports. Among the 8 countries, five (5) are on-track in meeting Malabo commitments and these include: Burundi, Ethiopia, Kenya, Rwanda and Uganda. The other three (3) countries: Djibouti, Sudan and Tanzania are not on-track.

- 4.4. Out of the seven commitment areas of Malabo assessed in this BR, the Eastern Africa region is on track in four commitment areas namely: i) Re-commitment to CAADP process ii) Halving poverty through agriculture by 2025; iii) Boosting intra-African trade in agriculture commodities and iv) Enhancing Mutual accountability for actions and results. The region needs to pay attention to other three commitment areas where it was not on-track. These are: i) Enhancing investment finance in agriculture; ii) Ending hunger by 2025; and iii) Enhancing resilience to climate variability.
- 4.5. Although the region has performed well, both by being on track to meet the CAADP/Malabo commitments and implementing the BR process, the fact that eight countries did not complete the process and submit their reports on schedule is a matter of concern. For full assessment and review of performance in future, the region needs to consider and implement the following recommendations: Provide adequate training and capacity building to countries by increasing the number of country BR experts, the intensity of training for both the trainers and experts at country level; Provide more support to countries that are facing challenges in implementing CAADP e.g. Eritrea, Somalia, South Sudan and Comoros. Not only do these countries need to be supported to implement CAADP but also to implement the BR mechanism. These countries will need special attention in terms of technical capacity for data collection, analysis and reporting. Countries and the region need to increase resources to improve data systems to adequately report on all CAADP/Malabo indicators.

#### **4.C - Northern Africa**

- 4.6. Included in this region are seven (7) countries namely: Algeria, Egypt, Libya, Mauritania, Morocco, Saharawi and Tunisia. Under the coordination of AMU and AUC, four (4) countries namely: Egypt, Mauritania, Morocco and Tunisia submitted their BR reports, representing 57% submission rate. The average score for the region is 3.84, which indicates that region is not on-track in meeting the CAADP/ Malabo commitments when assessed against the 3.94 benchmark for 2017. The region score is based on data from the 4 countries that submitted their reports. Among those 4 countries, two (2) are on-track in meeting Malabo commitments and these include: Mauritania and Morocco. The other two (2) countries: Egypt and Tunisia are not on-track. Poor performances in the region was justified by the fact that countries faced difficulty to inform on all the indicators and performances because of delay in engaging them. Furthermore, since Morocco joined the

AU recently (January 2016) it has scored “0” on the Country CAADP Process Indicator based on the given criteria, even if the Moroccan Agricultural Policy is perfectly aligned with the CAADP principles.

- 4.7. Out of the seven (7) commitment areas of Malabo, Northern Africa Region is on track in four, namely i) Re-committing to CAADP process; ii) Halving poverty through agriculture by 2025; iii) Boosting intra-Africa trade in agriculture commodities; and iv) Enhancing Mutual accountability for actions and results. First, it was evident because the agricultural policy in these countries are aligned or have the same key principles as CAADP. Second, it is due to the ongoing policies toward engaging youth in the region, and also because of the high engagement of women in agriculture and agribusiness sectors. Thirdly, the existence of policies that promote and encourage the intra-Africa trades.
- 4.8. The region needs to focus on the three other commitment areas where it was not on-track. These are: i) Enhancing investment finance in agriculture; ii) Ending hunger by 2025; and iii) Enhancing resilience to climate variability. Member states in the region are recommended to increase investment in agriculture and its efficiency especially by draining the private investment; strengthening social protection especially in rural areas; reducing the post-harvest loss; and increasing investment in resilience building. Member states should also raise awareness and vulgarize the Malabo declaration while ensuring that targets in the Malabo commitments are domesticated their National Agriculture Investment Plans.

#### **4.D - Southern Africa**

- 4.9. Included in this region are twelve (12) countries namely: Botswana, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, South Africa, Swaziland, Seychelles, Zambia and Zimbabwe. Under the joint coordination of SADC and COMESA, all of these countries submitted their reports representing 100% submission rate. The overall average score for the region is 4.06, which indicates that region is on-track in meeting the CAADP/ Malabo commitments when assessed against the 3.94 benchmark for 2017. Among the 12 countries, eight (08) are on-track and these include Botswana, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa and Swaziland. The other four (04) countries: Madagascar, Lesotho, Zambia and Zimbabwe) are not on-track.
- 4.10. Out of the seven (7) commitments of Malabo, Southern Africa is on-track in four, namely: i) Re-committing to CAADP process; ii) Halving poverty through agriculture by 2025; iii) Boosting intra-Africa trade in agriculture commodities; and iv) Enhancing Mutual accountability for actions and results. It was evident that countries with relatively good agricultural data management systems seem to be performing better in the Biennial Review.

Second, aligning and implementing policies and programmes based on CAADP principles contribute to better performance of the countries (meeting the biennial targets set in the Malabo/CAADP process and agriculture sector performance). Thirdly, openness to trade has contributed to good performance on intra-regional trade in the region.

- 4.11. The region needs to pay attention to three commitments where it was not on-track. These are: i) Enhancing investment finance in agriculture; ii) Ending hunger by 2025; and iii) Enhancing resilience to climate variability. The region needs to consider and implement the following recommendations: -Member states should strengthen agricultural data collection and management systems to ensure that all Malabo Declarations goals and targets are reported on in future; -Member states should increase the quantity and quality of investments that improve and sustain the performance of the agriculture sector for ending hunger and poverty reduction; - Member states should domesticate the Malabo Declaration and targets into their NAIP; -Member states should increase investments in resilience building in order to make households resilient to climate and weather related shocks.

#### 4.E - Western Africa

- 4.12. Included in this region are fifteen (15) countries namely; Benin, Burkina Faso, Cape Verde, Cote d'Ivoire, Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Mali, Niger, Nigeria, Senegal, Sierra Leone, Togo. Under the coordination of ECOWAS, fourteen (14) countries have submitted their reports representing **93% submission** rate. Only Guinea-Bissau did not submit its report. The average score for the region, based on the 14 reports submitted, is **3.63**, which indicates that the region is **not on-track** in meeting the CAADP/ Malabo commitments when assessed against the 3.94 benchmark for 2017. Among the fourteen (14) countries, only five (5) are on-track and these include Burkina Faso, Cape Verde, Ghana, Mali and Togo.

- 4.13. Out of the seven (7) commitments of Malabo, Western Africa is on-track on four (4), namely: i) Commitment to CAADP Process; ii) Halving Poverty through Agriculture by 2025; iii) Intra-African Trade in Agricultural Commodities and Services; and iv) Enhancing Mutual Accountability for Actions and Results. The region's good performance in CAADP processes and mutual accountability can be attributed to several region wide engagements ECOWAS has had with the countries, regional and country stakeholders 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.



- 4.14. The region needs to pay attention to the three (5) other areas where it was not on track. These include: i) Investment Finance in Agriculture; ii) Ending Hunger; and iv) Enhancing resilience to Climate Variability.

## **5. Highlights on Intra-African trade for agriculture commodities and services: Risks and opportunities**

- 5.1. Meeting the Malabo commitments implies that further development of agriculture markets and trade in agricultural inputs and outputs will continue to play a pivotal role, because it is mostly through markets that farm producers will gain greater access to productivity-enhancing inputs and equipment; that farmers and agro-food processors will have more opportunities to earn income from their products; that investors, including farmers, will see opportunities to invest in additional production, processing and marketing capacities.
- 5.2. Despite the impressive GDP growth experienced in recent years, Africa has remained a marginal player in world trade. The continent's shares in world exports (2.8% on average) and imports have fallen significantly over 1970-2010. In addition to losing shares in the global markets, Africa trades relatively little with itself. Official intra-African trade was just 11% of the continent's total trade in 2012, compared to 54% in developing Asia; 32% in developed America, and 66% in Europe. Also Intra-African trade performance is of particular concern as, in the face of abundant endowment in unexploited suitable resources (e.g. land and water) for agriculture, the continent depends, at levels of 87% to 90%, on extra-African sources for all its imports of food and agricultural products. As a result, Africa has faced a food and agricultural import bill averaging US\$ 69.5 billion over 2010-2012, rising by 15% per year faster than intra-African trade (12%) to reach some US\$ 78 billion in 2012.
- 5.3. The trade blocks (ECOWAS, COMESA, EAC, SADC and UMA) have developed institutional mechanisms that have facilitated and promoted trade of agricultural commodities in the continent. This has been through various measures such as harmonization of policies and regulations, promotion of free movement of goods and people, among others. As a result, the continent is on track on the trade facilitation Index.
- 5.4. The volume of intra-African agricultural trade has increased by 14.9% between 2015 and 2016 compared to the 2017 milestone 20% to be on-track for tripling intra-African trade by 2025. This has been possible because of the contribution of: 42% in Western Africa from the high contribution of 92% in Senegal; and 16% increase in Northern Africa. A decrease of 15% is observed in Southern Africa, and of 3% decrease in

East Africa. This suggests that there are still several challenges that need to be addressed to promote agricultural trade. Climatic variability is an example of such challenges due to its effect on agricultural production. For instance, agriculture output in southern Africa decreased by almost 30% in 2015 due to the dry spells caused by the El Nino which partly explain the observed reduction in agricultural trade.

- 5.5. Major constraints on national and regional food marketing and trade include: -High transport costs resulting from poor infrastructure and inadequate transport policies; -Important post-harvest losses due to poor storage infrastructure and processing facilities; -Unclear/unpredictable trade policies and regimes; -Ineffective implementation of regional trade agreements; -Lack of harmonized standards, rules and regulations; -Restrictive customs/cross-border procedures; -Poor stakeholder information on markets, policies and regulations; and Limited access to efficient and affordable value-chain and trade finance.
- 5.6. Tackling these constraints calls for facing up to two broad categories of challenges: (i) prioritizing and filling the deficit in hard and soft market and trade infrastructure, and (ii) tackling the policy and institutional deficiencies to strengthen intra-regional and inter-regional market integration and trade facilitation. Moreover, there is a challenge of linking the agriculture, industrialization and trade policy and investment planning processes. Upgrading intra-African food and agricultural trade out of informality is a major challenge on the way forward.
- 5.7. In particular, it is vital to note that the continent and all the regions (Eastern, Southern and West Africa) that reported on the domestic food price volatility indicator are on-track. There were twenty (25) countries out of the forty seven (47) that are on track which implies that the continent and the regions are still very susceptible to price shocks. This situation is likely to exacerbate the challenges of food insecurity in the continent. This is a worrisome situation and it requires the continent to work tirelessly to minimize domestic food price volatility.

## **6. Conclusion and key Recommendations**

- 6.1. The success of the mechanism established for preparing this inaugural biennial review report based on country-led data collection and reporting approach, is evidence of Africa's capacity to generate information on monitoring progress for implementing agriculture sector strategies and programs, for evidence-based planning in achieving the Malabo declaration, even though a lot has to be done to improve the quality of data provided. This success is attributed to the quality of the tools designed under the process, the dynamism and passion of technical partners involved, and the

strong coordination roles played by all the Regional Economic Communities (RECs), as well as the positive feedback from the Member States.

- 6.2. Intra-African trade was one of the major areas of concern of the AU Leaders while discussing the Malabo commitments in 2014, but the continent has not shown yet any effort in achieving the commitment of tripling intra-African trade in agriculture commodities and services. The volume of intra-African agricultural trade has increased by 14.9% between 2015 and 2016 compared to the 2017 milestone of 20% increase that only three (3) Member States have reached. Amongst the many causes of the poor performance of countries in intra-African trade, mainly highlighted are the limited progress made in agro-industries and agribusiness that hampers value addition and competitiveness of our agricultural products in trade at various levels (local, regional, and international). This further undermines the potential of the sector in generating gainful employment opportunities for youth; as well as the heavy and growing dependence of our production systems and consumption patterns of our producers on external factors such as global markets, climate variability, and change in global economy among others. This therefore requires greater attention and collective actions.
- 6.3. This is a call for action for African leaders to take greater responsibility to demonstrate increased ownership and collective leadership to achieve the goals enshrined in the Malabo Declaration, by designing and driving bold continental action programmes that will create large scale shifts in agriculture transformation in Africa. Those action programmes should aim at: *i)-creating policy environment for private investment, -boosting regional trade for agricultural commodities by increasing locally processing of key agricultural products and their respective value chains; ii)-promoting and facilitating increased consumption of locally and regionally produced agricultural commodities; iii)-achieving self-sufficiency and lowest possible importation of key agriculture commodities in Africa; iv)-stimulating local and regional private sector investments in agriculture by setting conducive business environment that attracts both domestic and foreign investments in the Agriculture Sector.*

- 6.4. Therefore, the report recommends the following:

**On strengthening of the AU led African Agriculture Monitoring and Evaluation Process for the regular biennial report to the Assembly of the Union**

- First). It is very important, learning from the current results of the biennial review report, that Member States mobilize technical and financial investments both public and private in order to reach the CAADP-Malabo commitments by 2025.

- Second). It is essential to intensify efforts to facilitate peer-to-peer experimental learning and networks development among the government ministries as well as the national bureaus of statistics, particularly to share lessons from the experiences of the best performing Member States while at the same time appreciating the challenges encountered by those Member States implementing Malabo commitments and/or monitoring their progress.
- Third). In parallel, Member States are called upon to mobilize adequate technical and human resources for comprehensive assessment of existing data management capacities. These exercises should inform a programme to strengthen national level M&E systems as well as institutionalizing the vertical (continental-regional-national) and horizontal (between Member States or regional institutions) linkages required to develop and fully operationalise the *Biennial Review mechanism and Mutual Accountability for accelerated Agriculture Transformation through CAADP*. The programme will not only allow increasing Africa's capacity to generate and manage information, but also strengthen evidence based planning and more efficient implementation of programmes on agriculture transformation in Member States.
- Fourth). The Prime Minister of the Federal Democratic Republic Ethiopia, as Champion of the Comprehensive Africa Agriculture Development Programme (CAADP), should lead the development and mobilization of resources for immediate implementation of the *CAADP* program in general and in particular the biennial review mechanism and the Africa Agriculture Transformation Scorecard.
- Fifth). The African Union Commission should work closely with Member States, Technical and development partners, the private sector and civil society to mobilize the required support to strengthen mutual accountability, agricultural data systems and knowledge management, institutionalize the biennial review mechanisms and the Africa Agricultural Transformation Scorecard to ensure peer learning and scaling up of Agriculture Transformation agenda embedded in the Malabo Declaration.

### **On African Agriculture Performance Awards**

- Sixth). With respect to the June 2014 Malabo Declaration in the commitment referenced 9.d), five (5) African Agriculture Transformation Awards, as the following: - three (3) Awards to the 3 Best performing countries in the AATS; and accordingly with the theme on Intra-African Trade of the Inaugural Biennial Report, - one (1) Trade facilitation Award to the country that has Best TFI score; and one (1) Award to the country that has the highest score on the Malabo Commitment Area 5 on Trade.

## 7. Member states individual performance: *The Country Performance Scorecards*

Tables in the next pages include "**Comparison of country scores in implementing the Malabo Declaration**", and the 55 tables of "**Country profiles**" in achieving the Malabo Declaration.

Standard technical definitions used in the tables to facilitate interpretation:

- A Target: It is a value to be reached at an ultimate year (target year) by an item expressed in a commitment. As example for the commitment of "*Triple intra-African trade in agricultural commodities and services, by 2025 from 2015*", the target is 200%. In the commitment, the target year is 2025, and the baseline year is 2015.
- An indicator: Is an parameter or an expression (combination of parameters) that measures directly (without any further calculation) the value of the item that is measured. As in example of the commitment above, the indicator is the "*growth rate of intra-African trade*".
- A Milestone: It is the value to be reached by the indicator in a particular year t, for the country to be on track in reaching the target, with the assumption that the progress is linear. It is just like a "target for that particular year". The milestone varies from year to year, and can be compared to the value taken by the indicator to evaluate the country progress. As in example of the commitment above, the milestone of the 1st year (2016) is 20%.
- A Score: It is a value (based on an agreed scale: a scale of 10 in this case) that reflects immediately how much a target (absolute score) or a milestone (relative score) has been achieved based on the observed value of the indicator in the particular year. It is an expression of the country effort, performance or progress on the scale (of 10 in this case). As in the example of the commitment above, a country having reached 150% in a certain year will have a score of 7.5.
- A Benchmark: It is the score calculated using the value of the milestone as the observed value of the indicator. Similarly to the milestone (compared with the value of the indicator), the benchmark is the minimum score that a country should have to be on track in that particular year. The Benchmark varies from year to year, and reaches the maximum score at the target year.

## 8. Annex : Database, Raw country Data

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# 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 (Draft endorsed by the STC, reviewed after additional country reports submission)

African Union

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