



The CAADP Biennial Review - Measuring Progress and Keeping Accountability in Agriculture

Background and Context

In 2003, the AU Assembly of Heads of State and Government adopted the Maputo Declaration on CAADP, setting broad targets of 6% annual growth in agricultural GDP and allocating at least 10% of public expenditures to the agricultural sector. The leaders signalled their intentions to achieve these targets through collective action across the continent, focused on improving agricultural planning and policies, scaling up investment to implement these plans and policies and harmonising external support for African-owned plans.

About ten years later, in June 2014 in Malabo (Equatorial Guinea), the AU Heads of State and Government adopted seven Commitments in the Declaration on Accelerated Agricultural Growth and Transformation (ref: Doc. Assembly/AU/2(XXIII)). These Commitments, designed to achieve transformation by 2025, comprise: (i) recommitment to CAADP principles and values, (ii) enhancing investment finance in agriculture, (iii) ending hunger by 2025, (iv) halving reducing poverty by half, by 2025, through inclusive agricultural growth and transformation, (v) boosting intra-africa Africa trade in agricultural commodities and services, (vi) enhancing resilience of livelihoods and production systems to climate variability and other related risks, and (vii) mutual accountability to actions and results.

Specific to the seventh Commitment on mutual accountability to actions and results, Heads of State and Government committed (i) to conduct a biennial Agricultural Review Process involving tracking, monitoring and reporting on implementation progress, (ii) to foster alignment, harmonisation and coordination among multi-sectorial efforts and multi-institutional platforms for peer review, mutual learning and mutual accountability, and (iii) to strengthen national and regional institutional capacities for knowledge and data generation and management that support evidence-based planning, implementation, monitoring and evaluation.

KEY MESSAGES

- ▶ The Biennial Review Report is a powerful instrument for advocacy at the continental, regional and national levels for triggering the necessary policy actions for agricultural transformation in Africa by 2025.
- ▶ It is not only a reporting exercise to the Heads of State and Government Summit, but also a learning exercise that is important for countries in using the findings of the report to adjust their NAIP implementation, to achieve better results in improving livelihoods and to create shared prosperity for their citizens through agricultural transformation.
- ▶ The Inaugural Biennial Review Report informed Member States and all stakeholders that there is a need to mobilise more resources for technical and financial support from public and private sectors to achieve the goals and targets of the Malabo Declaration by 2025 through the implementation of CAADP.
- ▶ There is a need to improve data collection, data analysis and data management systems for agricultural statistics in order to strengthen M&E systems and to improve evidence-based planning and accuracy of implementation.

The CAADP Malabo country process makes provision for strengthening mutual accountability at national level in order to inform the Biennial Review (BR) process and to assess Member States' progress towards achieving agricultural transformation by 2025 (See also Knowledge

Note: Country Process). Therefore, the domestication of the Malabo Declaration is important so that countries plan into their NAIPs activities that clearly implement mutual accountability and the Malabo Declaration Biennial Review.

Challenges in Carrying Out Successful Biennial Review at Country Level

The CAADP performance evaluation system – now described as the Biennial Review – is based on a balanced scorecard approach. The result is the African Agriculture Transformation Scorecard (AATS), which scores all African countries in peer-to-peer, metric comparisons of performance. The AATS also includes a report designed to stimulate improvement through appropriate policy and programming interventions.

The commitment to mutual accountability ensures review and dialogue on the implementation of the entire National Agriculture Investment Plan (NAIP) through national Agriculture Joint Sector Reviews (AJSRs). AJSRs are all-inclusive and widely-owned processes at country level. Outcomes of the JSRs inform the Biennial Review Report.

In order to facilitate the BR data collection process, the AU has developed reporting tools for collecting data on forty-seven (47) performance indicators, including: (a) Technical Guidelines that provide the profile of each indicator along



with detailed calculation and computing methods, (b) a 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, which 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. During every BR cycle, the AU trains national experts on these tools.

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 which score (out of 10) appears in "green" are **ON TRACK**, and countries which score appears in "red" are **NOT ON TRACK** for the 2017 reporting exercise to the January 2018 AU Assembly.

Central African Rep.	Chad	Comoros	Congo	Algeria	Angola	Benin	Botswana
2.4	2.2	n.a	2.8	n.a	2.1	4.3	4.4
Equatorial Guinea	Eritrea	Ethiopia	Gabon	Burundi	Burkina Faso	Cameroon	Cabo Verde
3.6	n.a	5.3	2.9	4.7	4.2	2.1	4.6
Kenya	Lesotho	Liberia	Libya	Côte d'Ivoire	DR Congo	Djibouti	Egypt
4.8	3.7	0.9	n.a	3.5	1.4	3.2	3.4
Mauritius	Morocco	Mozambique	Namibia	Gambia	Ghana	Guinea	Guinea-Bissau
5.0	5.5	4.1	4.1	3.1	3.9	3.3	n.a
São Tomé & Príncipe	Senegal	Seychelles	Sierra Leone	Madagascar	Malawi	Mali	Mauritania
1.5	3.8	4.0	1.5	3.1	4.9	5.6	4.8
Swaziland	Tanzania	Togo	Tunisia	Niger	Nigeria	Rwanda	Rep. A. Saharawi
4.0	3.1	4.9	1.7	3.5	3.4	6.1	n.a
				Somalia	South Africa	South Sudan	Sudan
				n.a	4.1	n.a	1.9
				Uganda	Zambia	Zimbabwe	2017 Benchmark
				4.4	3.6	3.2	3.9

Table 1: Africa Agriculture Transformation Scorecard (2018).

During the first cycle, 47 of 55 AU Member States submitted data for Biennial Review – see Figure 1. However, an average of only 74% of the required data was provided by them – see Figure 2 – and, out of the 47 countries, only 20 were found to be on track to achieving the Malabo Commitments by 2025 – see Table 1.

Main Challenges

During the 2017 Biennial Review, several challenges were encountered:

- ▶ Many countries were found to have poor data systems, often being unable to collect key data accurately.
- ▶ The data availability and quality for some indicators that are not widely used or were new indicators, such as those covering resilience to climate change, post-harvest loss and women’s empowerment in agriculture, was wanting;
- ▶ Harmonisation of data management methodologies across countries – ie. ensuring that all countries are reporting on the same thing – was found to be a challenge.
- ▶ The scorecards approach, used to analyse and summarise data, was unknown to some technical experts and researchers.
- ▶ At national, regional and continental levels, most stakeholders struggled to collect and analyse data on time, as well as struggling to organise stakeholder validation of reports. These challenges were mainly due to limited financial resources.



Figure 1: Biennial Review Report submission map, 2017

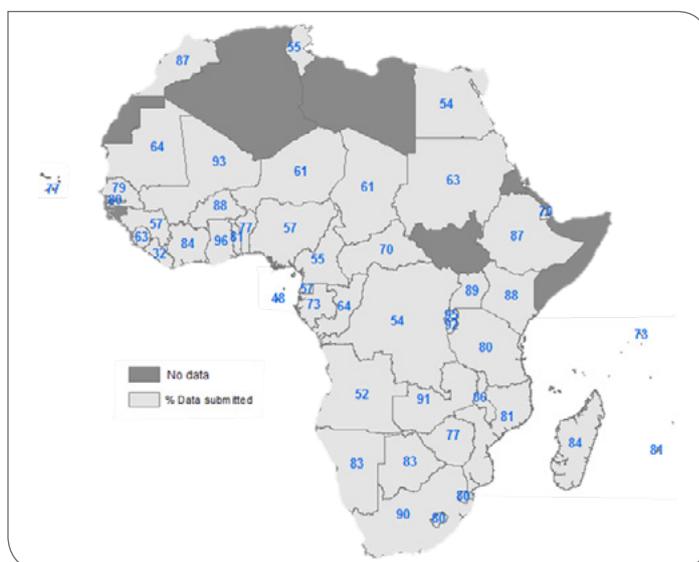


Figure 2: Data submission map in the 2017 BR.

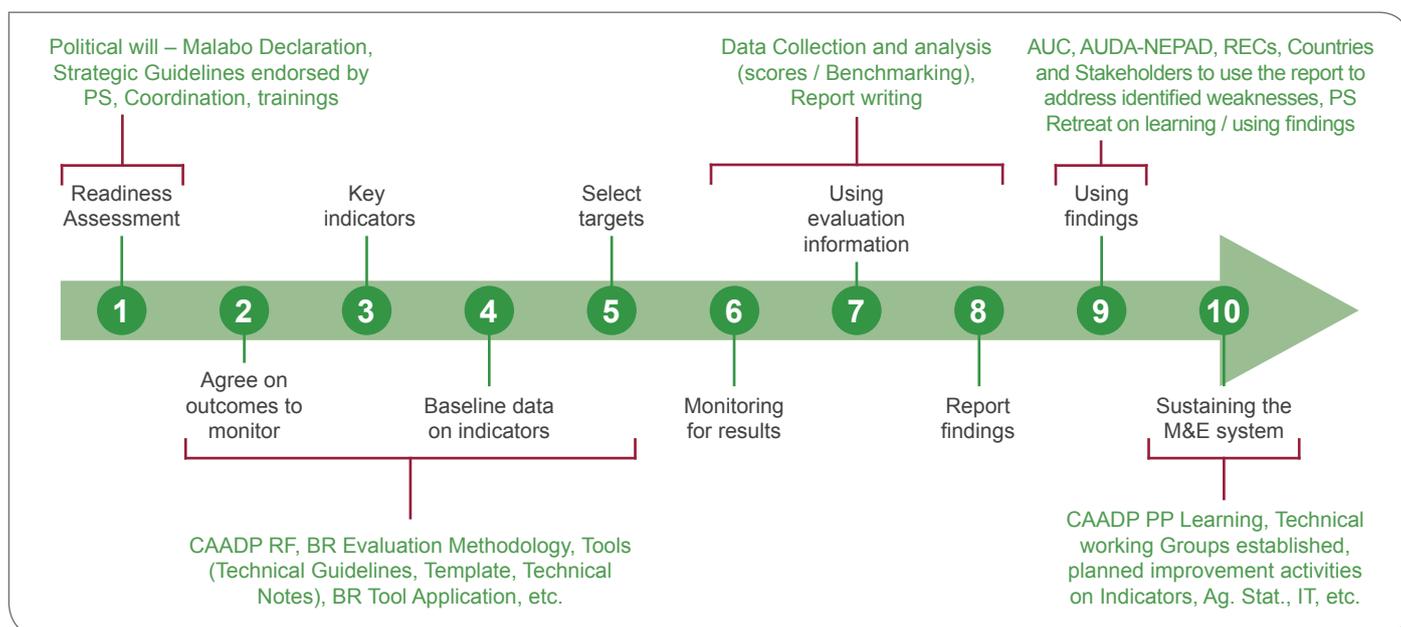


Figure 3: 10 Step Results-Based Monitoring for achieving the Malabo Commitments

Adapted from the International Programme for Development Evaluation Training (World Bank and University of Bern 2018)

Recommendations for Anchoring the Malabo Declaration Biennial Review within NAIPs

The Biennial Review (BR) process measures performance of a country's Malabo-compliant NAIP. The process is designed to maximise the use of BR Report findings

to strengthen in-country evidence-based planning and adaptive implementation. By triggering positive peer pressure for good performance amongst countries, it can drive faster implementation of CAADP. The process should be integrated as part of the national M&E system to measure performance in implementation of CAADP.

Measuring Progress on Reporting and Mutual Accountability

Malabo Commitment	Commitment Performance Category	Objectives	Indicator	Target value
Mutual Accountability to Actions and Results	7.1 Country capacity for evidence-based planning, implementation and M&E	Countries to increase capacity to generate, analyse and use data, information, knowledge and innovations.	7.1 Index of capacity to generate and use agricultural statistical data and information.	63
	7.2 Peer review and mutual accountability	Put in place mechanisms and systems to recognise performance of Member States.	7.2 Existence of inclusive institutionalised mechanisms and platforms for mutual accountability and peer review.	100%
	7.3 Biennial agriculture review	Institutionalise the use of the Biennial Report to serve mutual accountability.	7.3 Country Biennial Report submission (BR).	100%

Further Information

- ▶ AUC, NEPAD (2016). *Strategic Guidelines to Establish the Review Mechanism for Biennial Reporting on the Malabo Declaration*. - [View](#)
- ▶ AUC and NPCA (2016). *Country CAADP Implementation Guidelines under the Malabo Declaration*. African Union Commission and NEPAD Planning and Coordinating Agency. - [View](#)
- ▶ AUC (2017). *Technical Notes for Preparing the 2017 African Agriculture Transformation Scorecard on Implementing Commitments of the June 2014 African Union Heads of State Malabo Declaration*. - [View](#)
- ▶ AUC (2017). *Technical Guidelines for Preparing Country Biennial Review Report on Progress Made for Achieving the Malabo Declaration Goals and Targets*. - [View](#)
- ▶ AUC (2017). *Country Performance Reporting Format for Preparing Country Biennial Review Report on Progress Made for Achieving the Malabo Declaration Goals and Targets*. - [View](#)
- ▶ AUC (2018). *Inaugural Biennial Report of the Commission on the Implementation of the June 2014 Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods and the 2017 African Agriculture Transformation Scorecard*. - [View](#)

Published by: African Union Commission - Department for Rural Economy and Agriculture (AUC-DREA) and African Union Development Agency – NEPAD

Prepared by: Maurice Lorika, AUC

Designed by: Twaai Design

Supported by: Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH

ISBN-Number: 978-1-928527-08-4

Date: June 2019