

ASSEMBLY OF THE UNION
Thirty-Third (33rd) Ordinary Session
9th – 10th February 2020
Addis Ababa, ETHIOPIA

**Second 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

**The 2019 Progress Report to the Assembly
Highlights on “Resilience and Livelihoods**

*(DRAFT for the 3rd Ordinary Session of
the Specialized Technical Committee (STC) on
Agriculture, Rural Development,
Water and Environment in October 2019)*

**Department of
Rural Economy and Agriculture (DREA)**



CONTENTS

FOREWORD.....	1
1. INTRODUCTION.....	4
2. THE 2019 REPORT PREPARATION PROCESS AND METHODOLOGY.....	5
2.A) THE PROCESS.....	5
2.B) THE METHODOLOGY.....	8
3. KEY FINDINGS.....	10
3.A) PROGRESS IN ACHIEVING COMMITMENTS.....	10
3.B) DEVELOPMENTS IN PERFORMANCE OF MEMBER STATES BETWEEN THE TWO ROUNDS OF THE BR PROCESS.....	16
4. REGIONAL AND CONTINENTAL PERFORMANCE.....	18
4.A) CENTRAL AFRICA.....	18
4.B) EASTERN AFRICA.....	19
4.C) NORTHERN AFRICA.....	19
4.D) SOUTHERN AFRICA.....	20
4.E) WESTERN AFRICA.....	21
4.F) CONTINENTAL PERFORMANCE.....	22
5. HIGHLIGHTS ON RESILIENCE AND LIVELIHOODS: CHALLENGES AND PROSPECTS.....	22
6. CONCLUSIONS AND RECOMMENDATIONS.....	26
6.A) CONCLUSIONS AND MAIN HIGHLIGHTS OF THE 2019 BR REPORT.....	26
6.B) RECOMMENDATIONS.....	27

FOREWORD

In January 2018, the African Union Commission presented the Inaugural Biennial Review Report on the Implementation of the 2014 Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods to the African Union Assembly of Heads of State and Government in Addis Ababa, Ethiopia. This was in response to the call made by the Heads of State and Government for a monitoring report to be produced every two years, starting from 2017. The launch of the Inaugural Report was an important milestone for Africa, and it generated considerable interest among AU Member States because it showed the absolute and relative performance of countries on the seven commitments in the Malabo Declaration.

The Malabo Declaration provides the direction for Africa's agriculture transformation for the period 2015 – 2025, within the Framework of the Comprehensive Africa Agriculture Development Programme (CAADP), as a vehicle to contribute to the achievement of the objectives of the First Ten Year Implementation Plan of Africa's Agenda 2063. The tracking, monitoring and reporting on implementation progress towards achieving the goals and targets of the Malabo Declaration is an important mechanism to ensure that there is political will, backed by appropriate actions, to achieve agricultural growth and transformation on the continent by 2025 for improved livelihoods and shared prosperity for African citizens.

The Inaugural Biennial Review Report showed that 20 out of 47 countries that reported were on-track towards achieving the goals and targets in the Malabo Declaration by 2025. The launch of the report generated a positive response from AU Member States which showed eagerness to see an improvement in their respective aggregate scores. Subsequently, countries requested for support to improve their capacities to collect and analyze data to track the indicators in the biennial review process. This support was provided by the African Union Commission and the AU Development Agency (AUDA-NEPAD) with support from various technical institutions and experts.

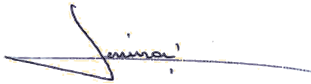
Improved capacities for better data collection and analysis are very important in this process. However, the data collected and analyzed should reflect the result of country level actions in terms of appropriate policies, regulatory and institutional arrangements for effective implementation of agricultural and food and nutrition security programs and projects. This calls for a renewed urgency for the domestication of the Malabo Declaration National Agriculture Investment Plans (NAIPs) and Regional Agriculture Investment Plans (RAIPs). Effective implementation of these plans should lead to the desired outcomes and impact, which in turn should be reflected in the improvement of the individual country scores, and thus the overall performance of the agricultural sector in the continent.

This Second Biennial Review Report builds on the efforts of the first round and tracks the performance of countries on each of the 47 indicators (four more than in the inaugural report) that shows the performance of the continent towards a fully transformed agricultural sector. Considerable efforts have gone into improving the quality of the data, with more countries reporting in this round, and there is an

overall positive trend in the performance of countries, even though only four countries achieved the required milestone to be on-track. This trajectory should be maintained, and the rate of progress accelerated, while measures are put in place to address weaknesses. The report shows that there is still a lot to be done in the march towards the transformation of the agricultural sector in Africa. We should collectively sustain the momentum, undertake bolder and deeper initiatives to accelerate the rate of progress, and ensure that agriculture contributes to the goals and targets set by Heads of State and Government by 2025.

The report is the result of collaborative effort of AU Member States, Regional Economic Communities (RECs) and several technical organizations and individuals, under the leadership of the African Union Commission and the African Union Development Agency - NEPAD. Through this report, we are pleased to provide the current status of the progress made by Members States of the Union in implementing the Assembly Decision in the CAADP Malabo Declaration.

We humbly submit this Second Biennial Review Report on implementation progress on the June 2014 Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods, for consideration by the organs the African Union.



Amb. Josefa Sacko
Commissioner for
Rural Economy and Agriculture
African Union Commission



Dr. Ibrahim Mayaki
Chief Executive Officer
AUDA-NEPAD

1. INTRODUCTION

- 1.1. This is the Second Biennial Review Report on the progress in the implementation of the Comprehensive Africa Agriculture Development Program (CAADP) through the Malabo Declaration on “Accelerated Africa Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods” (ref.: Doc. Assembly/AU/2(XXIII)) that was adopted by the AU Assembly of Heads of State and Government in June 2014 in Malabo, Equatorial Guinea.
- 1.2. The Malabo Declaration has seven commitments. Under Commitment 7 of the Declaration, AU Heads of State and Government requested the AU Commission and the NEPAD Planning and Coordinating Agency (NPCA)¹ to produce a progress report for presentation to the AU Assembly every two years, starting from 2017. The inaugural biennial review report was presented to and endorsed by the AU Assembly in January 2018.
- 1.3. Following the Inaugural Biennial Review Report, and in continued adherence to the request from the AU leadership, the African Union Commission (AUC) and the African Union Development Agency (AUDA-NEPAD) collaborated closely with partner institutions to: (i) review and update the mechanisms they had developed to enhance Africa’s capacity for knowledge and data generation and management to strengthen evidence based planning and implementation; (ii) advocate for the institutionalization of a system for peer review that encourages good performance on achievement of progress made in implementing the provisions of the Malabo declaration and recognize biennially, exemplary performance through awards; and (iii) conduct the second full cycle of the biennial review reporting, with the view to report on progress to the African Union Assembly during its 33rd Ordinary Session in February 2020.
- 1.4. Consistent with the inaugural report, 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.
- 1.5. As reflected in Chapter 3 on key findings in this report, this 2nd Biennial Review Report presents the seven (7) thematic areas of performance, aligned with the commitments in the Malabo Declaration. The report evaluates country performance in achieving the goals and targets, which have been disaggregated into twenty-three (24) performance categories, and further divided into forty seven (47) indicators, four more indicators than in the inaugural report, covering food insecurity and food safety.

¹ Since July 2019, renamed the African Union Development Agency (AUDA-NEPAD).

- 1.6. It was anticipated that the Inaugural Biennial Review Report would foster alignment, harmonization and coordination among multi-sectoral and multi-stakeholder efforts, including multi-institutional platforms for peer review, mutual learning and mutual accountability. Over the past two years, we have witnessed important developments in this regard, pointing to the fact that African countries are, indeed, doing the very best to move away from business as usual.
- 1.7. A total of forty-nine (49) AU Member States, compared with 47 Member States in the inaugural report, have reported on progress during this second cycle of the biennial review process and out of these, 36 Member States registered positive progress compared with their scores in 2017. This reflects efforts by the Member States to address the shortfalls revealed in the inaugural report. However, only 4 Member States obtained or surpassed the minimum score of 6.66 required to be on-track for this round compared with a minimum score of 3.94 for the previous reporting period.
- 1.8. For every reporting Member State, performance against the set targets is presented in a form of a “Country Scorecard in implementing the Malabo Commitments”. This reporting period covers developments in the agricultural sector from 2015 - 2018.
- 1.9. The aim of this report is to present individual Member States and their collective performances in order to trigger continental, regional and national level action programmes to collectively drive agriculture transformation in Africa. The report also helps to create more appetite for individual entities to strengthen national and regional institutional capacity for agriculture data collection and knowledge management. Building on this principle, it is anticipated that this would support improved evidence-based planning, implementation, monitoring and evaluation, and mutual learning.
- 1.10. The report highlights the inclusive nature of the process and methodological approach that was used to collect and analyse data and write 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.
- 1.11. Building on the above, the findings and recommendations of this 2nd biennial review report are presented as yet another important milestone that allows AU Leaders to appreciate the progress thus far, while noting that more effort is required to achieve the Malabo goals and targets by 2025. The report identifies collective and individual actions that are needed to accelerate agricultural growth and transformation.

2. THE 2019 REPORT PREPARATION PROCESS AND METHODOLOGY

2.A) The Process

- 2.1. The AUC and AUDA-NEPAD in collaboration with the Alliance for a Green Revolution in Africa (AGRA), the Food and Agriculture Organisation of the United Nations (FAO), and Regional Strategic and Knowledge Support System (ReSAKSS) organized the Malabo Policy

- Learning Event (MAPLE) solely focused on reviewing lessons from the inaugural biennial review (BR) process. The event took place on 23-24 April 2018 in Libreville, Gabon, ahead of the 14th CAADP Partnership Platform meeting. At the meeting, participants, who included delegates from governments, regional economic communities (RECs), AUC and AUDA-NEPAD, the CAADP Non-State Actors coalition, and development and technical partner organizations, emphasized the importance of multi-stakeholder inclusion in the BR process and voiced the need to use existing mechanisms such as the agriculture joint sector reviews (JSR) to improve the process. Four priority action areas were identified: (i) linking the BR to policies and programs and using it to trigger changes at country level; (ii) strengthening country-level data systems; (iii) broadly communicating BR findings and enhancing the visibility of the BR; and (iv) improving BR technical instruments, indicators, and processes in preparation for the 2019 biennial review cycle.
- 2.2. Following the MAPLE meeting, AUC and AUDA-NEPAD set up a BR Task Force to constructively critique the BR process, indicators, and methods - including the scorecard weighting system - with the goal of improving subsequent BRs. Eight (8) Technical Working Groups (TWGs) were formed and organized around the performance areas of the Malabo Declaration. Members of the TWGs, which include technical experts from various institutions, held their first meeting on 30 May–1 June 2018 in Cotonou, Benin and agreed to undertake a critical analysis of the inaugural BR along each Malabo commitment area, highlighting required improvements.
 - 2.3. At a follow-up meeting held in August 2018 in Addis Ababa, Ethiopia, each TWG presented its critical analysis report and two-year work plan. The analyses reviewed the relevance of performances indicators, evaluation approaches of the BR Technical Notes, and the strengths and weaknesses of the data management methods. The Task Forces also reviewed the quality of data reported by Member States, comparing it with other sources, and noting errors or areas for improvement in country reports.
 - 2.4. Under the process of the critical analysis and review, the BR Task Force highlighted the importance of two specific issues namely food insecurity and food safety issues that were not in the first BR exercise. The Task Force, therefore, recommended to add four new indicators in this round. These new indicators include: (i)- the Prevalence of moderate and severe food insecurity in the population based on the Food Insecurity Experience Scale (FIES) and three indicators of Food Safety Index that are: (ii) Food Safety Systems Index (FSSI) which measures a country's performance in establishing food safety systems that meet international best practices and the Codex Alimentarius international food safety standards; (iii)- Food Safety Health Index (FSHI) which measures a country's performance in reducing cases of foodborne illnesses due to exposure to contaminated food, cases of foodborne deaths, and cases of liver cancer caused by dietary exposure to aflatoxins; and (iv) Food Safety Trade Index which measures the percentage reduction in rejected export shipments of food commodities due to food safety violations, disaggregated by the type of violation.
 - 2.5. A new Web-based Data Entry and Management Tool called the electronic biennial review (e-BR) was established as a brand-new feature of the 2019 BR process. It is an interactive web-based data platform developed by IFPRI/ReSAKSS, at the request of AUC and AUDA-NEPAD, to

facilitate BR data collection, analysis, access, management, and reporting at the country, regional, and continental levels. During the first BR, countries manually recorded data into a Microsoft Office Word document (i.e. the Country Reporting Template) that was then submitted to regional economic communities (RECs) via email. RECs had the responsibility of manually transferring country reports from Microsoft Office Word to a Microsoft Office Excel database. The e-BR is expected to improve the efficiency of BR data entry by countries through a user-friendly interface and allows other data users at RECs and AUC to instantaneously review, validate, and provide feedback on the data. The platform includes a cloud database for data storage, data analysis tools that enables automatic generation of scorecards and maps.

- 2.6. Based on the outcomes of the TWG meeting held in August 2018, a second meeting was organized by AUC in Addis-Ababa from 19 to 21 September 2018 with Permanent Secretaries and/or Director Generals of Ministries responsible for Agriculture from Member States to validate the new technical guidelines and country template reports for the second BR report.
- 2.7. The BR Task Force on Communications, in collaboration with non-state actors, development and technical partners, developed the “CAADP Malabo Biennial Review Dashboard: 2019 Highlight Indicators” to provide to Heads of State and Government a snapshot of twenty-two highlighted indicators from the 2019 report. The Task Force partners also created the Interactive CAADP Biennial Review Toolkit, a dynamic online resource to allow diverse users to navigate the results of the BR.
- 2.8. From 31 October to 2 November 2018 in Nairobi, Kenya, AUC and AUDA-NEPAD organized a peer-to-peer experience sharing and learning platform for national CAADP BR focal persons. The event offered a platform for CAADP BR focal persons to exchange on their national BR experiences, discuss updates to BR indicators and methodologies proposed by the BR Task Force, and review the 2019 BR reporting roadmap. The learning exercise informed the finalization of the 2019 BR technical guidelines, methodologies, and country reporting template. In view of the training of countries on the new technical guidelines, a training of trainers’ (ToT) workshop was organized in February 2019 in Kigali, Rwanda. During the ToT workshop, the organization of a BR continental training workshop was planned.
- 2.9. Two BR continental training workshops were held: the first one in March 2019 in Accra where 40 countries participated; and a second one with another 11 countries in April 2019 in Addis-Ababa, for the countries that could not make it to the workshop in Accra. Following these, the second BR process at country level was launched. Similar to the inaugural process, each Member State was expected to organize a multi-stakeholder workshop to review and validate the report and data before its submission to the respective RECs. With the support of technical partners, RECs review and validate the Member State reports, carry out the first data analysis, and prepare regional BR summaries that are validated at the regional level before their submission to AUC.
- 2.10. In order to improve the reporting for the second BR, through appropriate reports and advocacy materials, AU institutions (specifically AUC-DREA, AUDA-NEPAD) organized a technical workshop with Technical agencies, Regional Economic Communities and Development Partners from 22nd to 24th May 2019 in Midrand, South Africa. This meeting proposed “Resilience and

Livelihoods” as the theme for the second BR report. The theme selection was motivated by the fact that African countries are increasingly dealing with shocks resulting from climate variability (both floods and droughts) and economic uncertainties that increase vulnerability.

- 2.11. For the 2019 biennial review report, 49 out of 55 Member States submitted their validated national reports to their respective RECs. These are: Angola, Benin, Botswana, Burundi, Burkina Faso, Cameroon, Cape Verde, Central Africa Republic, Chad, Congo, Cote d'Ivoire, DR Congo, Djibouti, Equatorial Guinea, Eritrea, Ethiopia, Eswatini, Gabon, Gambia, Ghana, Guinea, Guinea-Bissau, Kenya, Lesotho, Liberia, Madagascar, Malawi, Mali, Mauritania, Mauritius, Morocco, Mozambique, Namibia, Niger, Nigeria, Rwanda, Senegal, Seychelles, Sierra Leone, Somalia, South Africa, South Sudan, Sudan, Tanzania, Togo, Tunisia, Uganda, Zambia, and Zimbabwe. The six Member States that did not submit reports are: Algeria, Comoros, Egypt, Libya, Sahrawi and Sao Tome and Principe. Two of these countries – Egypt, and Sao Tome and Principe - submitted reports during the Inaugural BR process. The RECs played a very instrumental role in engaging and mobilizing Member States and this eased and facilitated the role the AU Commission and AUDA-NEPAD in compiling the second biennial review report successfully.
- 2.12. At all levels of accountability (national, regional, and continental), the main challenges were the timely collection, cleaning and analysis of the data, and limited resources to support the multi-stakeholder validation of draft reports. The AUC and AUDA-NEPAD continuously encourage AU Member States to integrate the biennial review process into regular monitoring and evaluation systems of government in order to alleviate logistical and financial challenges, and improve the quality of the process and its result.

2.B) The Methodology

- 2.13. The AU Commission developed the Africa Agricultural Transformation Scorecard (AATS) to evaluate the progress made by individual member states and to recognize and award the Best performing countries in achieving the Malabo Declaration.
- 2.14. The AATS is based on benchmarking methods to evaluate country performance in achieving the targets set in the Malabo Declaration.
- 2.15. As the overall target year of the Malabo Declaration is 2025, the benchmarking method provides a gradual and incremental scale against which to evaluate the annual/biennial progress in the indicators in the form of a score. By comparing the scores across countries, the AATS enables peer-to-peer metric comparison of performances in order to stimulate continuous improvement of interventions towards the common agreed targets. In this case, the benchmarks seek mainly to allow Member States to see how to improve their performance over time, and to search for best practices in order to overcome identified challenges, while reinforcing the culture of continuous improvement and providing sense of urgency in achieving agriculture sector goals.
- 2.16. The updated 2019 Technical Guidelines provide details on the methodology used to compute each of the 47 performance indicators with the required set of parameters. The 2019 Technical Notes provide further details on the methods used to calculate the performances scores, with the

year 2015 as reference for performance measurement, including the weighting system used to aggregate the scores across the different thematic areas.

- 2.17. In line with the performance structure of the Biennial Review (7 commitment areas disaggregated in 24 performance categories, and further in 47 indicators), there are four types of scores: the ***I-score*** which is the score attributed to the performance Indicator based on a scale of 0 to 10; the ***C-score*** which is an aggregation of the *I*-scores for the performance Category; the ***T-score*** which is an aggregation of the *C*-scores for the performance Theme or commitment area; and the ***O-score*** which is the overall score (or aggregation of the *T*-scores) in achieving the Malabo Declaration. For each aggregated score (i.e., *C*-score, *T*-score, and *O*-score), an equal weighting system is used.
- 2.18. The corresponding computing algorithms, fully detailed in the 2019 Technical Notes, have guided the design of the database for country data compilation to generate the 2019 Scorecard.
- 2.19. The "*Comparison of country scores in implementing the Malabo Declaration*", and the 55 "*Country profiles*" presented in chapter 0, form the ***Africa Agriculture Transformation Scorecard (AATS)*** that summarizes individual country progress in achieving commitments of the Malabo Declaration.
- 2.20. The following standard technical definitions must be noted to facilitate complete understanding of the Biennial Review Report and the AATS:
- 2.21. **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% to be achieved by the target year of 2025 from the baseline year of 2015.
- 2.22. **An indicator**: Is a parameter or 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*".
- 2.23. **A Milestone**: It is the value to be reached by the indicator in a measurement 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". As such, the milestone may vary from year to year. As in example of the commitment above, the milestone of the 3rd year (2018 measurement year) is 60% [equal to $(200\%/10) * 3$]. But the milestone may also be constant when the target is the same of each year. As in example for the commitment "*Increase government expenditures to agriculture as part of national expenditures, to at least 10% each year*". Then the milestone for each year is 10%.
- 2.24. **A Score**: It is a value based on a scale of 0 to 10 that reflects performance in an indicator in the particular year. As in the example of the commitment above, a country having reached 150% progress in a particular year will have a score of 7.5 [equal to $(150/200) * 10$].
- 2.25. **A Benchmark**: It is the score corresponding to the value of the milestone, which is the minimum score that a country must have to be on-track in that particular year. Like the milestone: the benchmark may vary from year to year and reach the maximum value of 10 in the target year; or

it may remain constant at 10 each year. The benchmark for this reporting period or 2018-measurement year is 6.66 compared to 3.94 in the inaugural BR or 2016 measurement year. The benchmarks for the future measurement years are 7.66 for 2020, 8.65 for 2022, and 9.57 for 2024.

- 2.26. **ON-TRACK**: Means that the country obtains a score that is equal to or greater than the benchmark and is therefore on a trajectory that will reach the target for the commitment.
- 2.27. **NOT-ON-TRACK**: Means that the country obtains a score that is lower than the benchmark and is therefore NOT on a trajectory that will reach the target for the commitment.

3. KEY FINDINGS

3.A) Progress in achieving commitments

- 3.1. Out of the forty-nine (49) Member States that reported on progress in implementing the Malabo declaration during this 2019 biennial review cycle, only four (4) are on-track towards achieving the CAADP Malabo commitments by 2025. This number is significantly less than the 20 Member States that were on-track in 2017 during the inaugural biennial review cycle. It is worth noting that by design, the benchmark for 2019 cycle 6.66, is much higher than that of 2017 cycle, 3.94.
- 3.2. The four (4) Member States, which obtained or surpassed the benchmark of 6.66 to be on-track toward achieving the commitments of the Malabo Declaration by 2025 are: Rwanda (7.24), Morocco (6.96), Mali (6.82) and Ghana (6.67).
- 3.3. From these results, Rwanda is once again, as was the case in 2017, the 2019 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 of Africa, based on the 49 country reports, is **4.03**, which indicates that the continent is again not on-track towards meeting the CAADP/Malabo commitments by 2025.

Commitment 1: Recommitment to the Principles and Values of the CAADP Process

- 3.5. As part of the CAADP process, AU Member States are required to show commitment to the ideals and principles of CAADP and follow relevant CAADP processes. This Commitment requires that countries reach 100% achievement by 2018. Overall, only two out of the forty-nine (49) reporting Member States are on-track to achieve this Malabo Commitment. These countries are Rwanda and Tanzania. Compared to the last BR, forty-four countries recorded improvements in their scores while remaining below the required threshold for 2018. Three countries had lower scores relative to their scores in the inaugural BR report. These countries are Namibia, Seychelles and Zimbabwe.

- 3.6. This Commitment is tracked through three specific indicators. Two of these indicators are highlighted in this report (CAADP Process Completion Index, and; Evidence-based policies, supportive institutions and corresponding human resources). The first indicator tracks the completion of national CAADP processes. The 2018 milestone for this indicator was achieved by 26 of the 49 reporting countries. The average performance of the countries that have not met the 2018 milestone is at 57.8% (against a target of 100%).
- 3.7. The second indicator seeks to ensure countries have evidence-based policies, supportive institutions and corresponding human resources, to successfully implement NAIPs to achieve Malabo Declaration goals and targets. Out of the 49 countries that reported on this indicator, only six (6) countries (DR Congo, Eritrea, Mali, Mauritius, Mali, Rwanda and Tanzania) achieved this year's target of 100%. This represents a decline from the 29 Member States (62.9%) that were on-track having achieved the 33% target in 2017. The conclusion is that whereas many countries showed improvements, the progress was not robust enough to meet the targets set for the 2019 Biennial Review report.

Commitment 2: Enhancing Investment Finance in Agriculture

- 3.8. The African Heads of States recommitted themselves to allocating at least 10 percent of annual public expenditures to agriculture. Overall, no country was on-track regarding this thematic area of enhancing investment finance in agriculture despite being a key driver of agriculture transformation. This Commitment is tracked through six specific indicators. Two of these indicators are highlighted in this report.
- 3.9. The first of these indicators is on public agriculture expenditure as a share of total public expenditure. Member States have allocated public spending in agriculture at various rates ranging from 0.1 percent to 17.7 percent. Only four (4) Member States namely: Burundi, Burkina Faso, Mali and Mauritania have met the target during this review period, a drop from 10 countries in the previous BR. Overall only 8.2% of the Member States reached or surpassed the ten percent (10%) commitment suggesting an overall decline in the scores from the previous period which was 21.2%.
- 3.10. With regard to the indicator on increasing access of smallholder farmers/rural households to, and the use of, financial services for the purposes of transacting agricultural business (purchasing inputs, machinery, storage technologies, etc), the results suggest a dismal performance. Out of the 39 Member States that reported, only two (representing 5%) are on-track (Mauritius and Seychelles with 100%) compared with the 4 countries that were on-track in the previous BR. The overall performance was very low with only sixteen countries achieving a value of 30% or more on this indicator.
- 3.11. Member States need to put more emphasis on this commitment by increasing public investments in agriculture. They must enhance access to and use of financial services by smallholder farmers/rural households who would in turn increase investments in the agricultural sector as they are the largest and important segment of players in agricultural value chains.

Commitment 3: Ending Hunger by 2025

- 3.12. On the Commitment to ending hunger in Africa by 2025, African leaders resolved to accelerate agricultural growth, reduce Post-Harvest Losses, increase agricultural productivity and improve the nutritional status in Africa. Overall, only one country (Uganda) is on-track on meeting this Commitment. The Commitment is tracked through twenty-one specific indicators. Eleven of these indicators are highlighted in this report.
- 3.13. Access to agricultural inputs and technologies is pivotal to enhancing yields and productivity and Africa's quest of ending hunger by 2025. However, on average, for the combined six (6) indicators under the access to agricultural inputs and technologies, none of the Member States is on-track.
- 3.14. Indeed, (a) out of the forty-two (42) Member States that reported using fertilizer to the recommended minimum of 50kg of nutrients/ha, only five (5) countries Ethiopia, Morocco, Seychelles, and Tunisia, have consistently met the target over the reporting period.
- 3.15. Conversely, it is encouraging that twenty-six (26) Member States out of the forty-one (41) that reported on the increasing the size of the irrigated area by 100% by year 2025 (the 2018 milestone is 65%) made significant progress (above 65% thus on-track) towards meeting the target.
- 3.16. In the same vein fifteen (16) Member States (namely Angola, Botswana, Eritrea, Gambia, Ghana, Guinea, Madagascar, Malawi, Mali, Mauritania, Nigeria, Rwanda, Senegal, Tunisia, Uganda, and Zambia surpassed the 2018 milestone 30% and thus were on-track to double the current levels of quality agricultural inputs for crops (seed), livestock (breed), and fisheries by 2025.
- 3.17. On access to agricultural advisory services, seven (7) countries (namely Eswatini, Mauritius, Morocco, Nigeria, Seychelles, Tunisia, and Zimbabwe) are on-track. Another set of seven (7) countries out of the 49 did not report on this indicator. (Botswana, DRC, Eritrea, Guinea Bissau, Somalia, South Africa, South Sudan).
- 3.18. The continent at large is struggling to increase the level of investments in Agricultural Research and Development to at least 1% of the Agricultural GDP; only twelve (12) countries namely Angola, Cameroon, Chad, Congo, Ethiopia, Ghana, Madagascar, Mauritius, Nigeria, Seychelles, Sierra Leone, Tunisia were able to consistently invest over the reporting period, at least 1% of the Agricultural GDP towards Agricultural Research and Development.
- 3.19. Ownership and secure rights over agricultural land provide incentives to farmers to increase their investments and ultimately their productivity and ensure environmental sustainability. By 2018, Member States were expected to have 100% of their farm households with ownership or secure rights over agricultural land. Out of the thirty seven (37) countries that reported on this indicator, only three (3) countries (namely Mauritius, Seychelles and Tunisia) are on-track. Less than 10% of farm households own or have rights over agricultural land in 14 Member States i.e. namely Angola (0.0%), Burundi (0.6%), Burkina Faso (1.6%), Chad (0.0%), Ethiopia (9.8%), Gabon (2.8%), Ghana (7.5%), Madagascar (0.6%), Malawi (0.1%), Mauritania (5.5%), Mozambique (6.0%), Senegal (3.7%), Eswatini (0.9%) and Tanzania (1.2%).

- 3.20. 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. Out of the forty-five (45) Member States that reported on growth rates of yields of national commodities, nine (9) reached or surpassed in 2018, the minimum increase of 30%, in comparison with 2015, required to be on-track. These are: Botswana (37.4%), Burundi (38.3%), Liberia (41.0%), Mozambique (35.6%), Namibia (51.7%), Rwanda (220.7%), Seychelles (188.9%), Sudan (255.9%) and Togo (92.5%).
- 3.21. Although poorly documented in many countries in Africa, efforts to reduce post-harvest losses could significantly increase food availability and agriculture businesses and trade. The target for Member States was for post-harvest losses to reduce by 15% between 2015 and 2018. Out of the nineteen (19) Member States that reported on this, ten (10) reached the target of 15% decrease from the 2015 levels required to be on-track. They include: Angola (36.0%), Benin (27.5%), Côte d'Ivoire (31.9%), Mauritius (22.7%), Nigeria (26.4%), Rwanda (19.7%), Sierra Leone (46.1%), Tanzania (42.5%), Togo (21.4%) and Uganda (44.6%).
- 3.22. The continental target for bringing down the proportion of the population that is undernourished to 5% or less, by the year 2025 has not yet been met. Out of the thirty-three (33) Member States that reported progress on this indicator, only eight (8) countries are on-track. These are: Chad (18.1%), Gambia (10.6%), Ghana (5.9%), Morocco (3.4%), Nigeria (2.6%), Tanzania (7.3%), Tunisia (4.7%), and Zimbabwe. It is worth noting that 4 Member States have reached the 2025 target for undernourishment: Morocco (3.4%), Nigeria (2.6%), Tunisia (4.7%) and Zimbabwe (0.1%). However undernourishment is still high (above 25%) in 14 Member States namely: Angola (38.0%), Botswana (28.5%), Burundi (28.0%), Central African Rep. (36.0%), Congo (40.9%), Ethiopia (20.6%), Liberia (40.7%), Malawi (28.4%), Sierra Leone (30.9%), South Africa (26.7%), Uganda (39.7%) and Zambia (44.5%).
- 3.23. The continental target for bringing down the prevalence of stunting (% of children under 5 years old) to 10% or less, has not yet been achieved. Out of the forty-five (45) Member States that reported progress on reducing stunting, only seven (7) are on-track. They are: Cabo Verde (11%), Cote d'Ivoire (22.1%), Gambia (15.7%), Seychelles (6.7%), Eswatini (19.9%), Tunisia (8.0%), and Zimbabwe (7.8%). It should be noted that three (3) Member States have reached the 2025 target for stunting and these are; Seychelles (6.7%), Tunisia (8.0%) and Zimbabwe (7.8%). Stunting is still very high (above 25%) in 26 Member States. They are: Angola (38.0%), Benin (32.2%), Burundi (56.0%), Burkina Faso (25.0%), Cameroon (31.4%), Central African Rep.(37.7%),Chad (31.9%), DR Congo (43.0%), Equatorial Guinea (26.2%), Ethiopia (38.4%), Guinea (30.3%), Guinea-Bissau (27.6%), Kenya (26.0%), Lesotho (35.6%), Liberia (35.5%), Madagascar (41.6%), Malawi(33.1%), Mozambique (43.0%),Niger (47.8%), Nigeria (37.0%), Rwanda (34.9%), Sierra Leone (37.9%), Sudan (36.0%), Tanzania (31.8%), Uganda (27.1%) and Zambia (34.6%)
- 3.24. The Food Safety Index is a new indicator that was introduced to track the performance of food safety systems among Member States. For this BR reporting cycle, Member States were expected to have a minimum score of 30% for functional food safety systems, in order to be on-track. Out of the 48 Member States that reported, forty six (46) are on-track. The two (2) Member States

not-on-track are Somalia and South Sudan. Out of the 46 that are on-track, nine (9) Member States have their food safety systems fully functional (at 100%). These are: Burundi, Ethiopia, Ghana, Mauritania, Morocco, Mozambique, Namibia, Rwanda and Sierra Leone.

Commitment 4: Halving Poverty through Agriculture by 2025

- 3.25. The Commitment to Halving Poverty, by the year 2025, through Inclusive Agricultural Growth and Transformation includes a resolve to ensure that the agricultural growth and transformation process is inclusive and contributes at least 50% to the overall poverty reduction target, through measures to ensure robust agricultural GDP growth, inclusive public private partnerships in priority value chains, and engagement of the youth and women. Overall, for this commitment, only nine (9) Member States out of forty-nine (49) that reported are on-track. These are: Benin, Burundi, Cote d'Ivoire, Ghana, Mali, Morocco, Rwanda, Sierra Leone and Tunisia. The Commitment is tracked through eight specific indicators. Four of these indicators are highlighted in this report.
- 3.26. Just like in 2003 in Maputo, in Malabo, African Union Member States recommitted to achieving a minimum of 6% growth rate of the agriculture value added per annum in order to reduce poverty significantly. Of the forty (40) Member States that reported on the growth rate of the agriculture value added indicator, only three (3) are on-track for consistently achieving at least 6% annual growth rates. These are Angola, Gabon and Liberia. This is a significant drop from the inaugural BR reporting period which showed that 18 countries had annual growth rates of at least 6%, and therefore were on-track.
- 3.27. Engaging youth in agricultural sector development is central in reducing their unemployment and poverty. Thus the resolve to create new job opportunities for at least 30% of the youth in agricultural value chains by 2025 is critical. Data on the proportion of the youth that is engaged in new job opportunities in agricultural value chains is not available in most Member States and those available is unreliable, thus it was difficult to adequately report on this commitment. Fourteen (14) Member States reported figures that are equal to or higher than the 2018 milestone of 9%. These Member States are: Benin (19.9%), Burundi (18.8%), Cameroon (17%), Chad (26.2%), Cote d'Ivoire (15.8%), Ghana (9.5%), Madagascar (13.6%), Malawi (37.3%), Mali (34.8%), Mauritania (10.4%), Morocco (23.6%), Rwanda (14.1%), Sudan (13.1%), and Zambia (10.8%). Compared to the 2017 Biennial Review Report, more countries (32) reported on this than in the inaugural BR-reporting period (22). Considerable efforts should be made by Member States to create more opportunities for youth in agriculture, and to collect and track data on youth employment.
- 3.28. Member States also committed to increase the proportion of rural women that are empowered in agriculture to 20% by 2025 against a milestone of 10% for 2018. Twenty-two (22) Member States reported on this indicator; only eight (8) are on-track. These are: Benin (10.5%), Ethiopia (40.7%), Gabon (45.1%), Ghana (18.0%), Mauritius (100%), Morocco (13.4%), Rwanda (46.0%), and Tunisia (21.9%). This is a retrogression in performance from the the inaugural BR report where fewer countries reported (19) and as many as 16 countries were on-track.

- 3.29. The paucity of data continues to challenge progress reporting for the indicators on women and youth engagement in agricultural value chains, African Union Member States need to carry out more surveys to generate data for these indicators.

Commitment 5: Boosting Intra-African Trade in Agriculture Commodities and Services

- 3.30. The continental target of boosting intra-African trade is to triple intra-African trade in agricultural commodities and services by the year 2025. For this commitment to be achieved, Member States committed to significantly increase the value of trade in agricultural commodities and services in Africa by creating enabling environment for intra-African trade in agricultural commodities. A total of Thirty-eight (38) Member States reported on all of the three (3) indicators assessing the progress made in this commitment which are: (i) Growth rate of the value of trade of agricultural commodities and services within Africa, (ii) Trade Facilitation Index and (iii) Domestic Food Price Volatility Index. When the three (3) indicators are aggregated, twenty nine (29) Members States are on-track on this commitment.
- 3.31. For the indicator highlighted in this report (Growth rate of the value of trade of agricultural commodities and services within Africa), however, only seven (7) out of the thirty-eight (38) Member States that reported are on-track. These seven (7) Member States with high performance are: Benin, Central African Republic, Congo, Eritrea, Guinea, Madagascar, and Sierra Leone. This compares with three (3) – Lesotho, Niger and Senegal - out of the twenty nine (29) countries, which reported in the previous BR cycle, which were on-track.

Commitment 6: Enhancing Resilience to climate variability

- 3.32. The Commitment to enhancing resilience to climate variability is meant to help improve resilience capacity of households to climate and weather-related risks and create permanent investment in resilience building. Overall, eleven (11) Member States representing 22.4% of the countries that submitted reports are on-track to achieve the commitment on enhancing resilience to climate variability. These countries are: Burundi, Cabo Verde, Ethiopia, Ghana, Mali, Mauritania, Morocco, Rwanda, Seychelles, Tunisia, and Uganda.
- 3.33. This Commitment is tracked through three specific indicators, two of which are highlighted in this report (Share of agriculture land under sustainable land management practices; and Existence of government budget-lines to respond to spending needs on resilience building initiatives)
- 3.34. With regard to the performance on the share of agricultural land under sustainable land management practices, out of the thirty-six (36) Member States that reported data, only fourteen (14) Member States are on-track. For countries to be on-track on the share of agricultural land under sustainable land management practices at least 15% of agricultural land is expected to be placed under land and water management practices by 2018. The high performing countries are: Angola (21.2%), Burundi (30.8%), Cabo Verde(49.0%), Eritrea(31.2%), Ethiopia(20.3%), Gabon(18.7%), Ghana(51.1%), Malawi(23.1%), Mali(29.1%), Morocco(49.9%), Rwanda(59.2%), Seychelles(80.0%), Sudan(29.0%), and Uganda(32.3%).

- 3.35. With regard to existence of government budget-lines to respond to spending needs on resilience building initiatives, only one (1) Member State, Morocco, is on-track. Mauritius was the only Member State on-track for this indicator in the inaugural BR.
- 3.36. AU Member States need to put in place measures to increase the share of land under sustainable land and water management practices and commit budgets for resilience building initiatives to reduce vulnerabilities of the livelihoods of their citizens.

Commitment 7: Enhancing Mutual Accountability for Actions and Results

- 3.37. AU Member States committed to align, harmonize and coordinate multi-sectoral and multi-institutional platforms for peer review, mutual learning and mutual accountability. The Biennial Review target for all Member States was to attain 100% mark for the existence of inclusive institutionalized mechanisms and platforms for mutual accountability and peer review by 2018. Overall, of the forty nine (49) Member States that reported on this commitment, only fourteen (14) are on-track: Burkina Faso, Benin, Cameroon, Central African Republic, Cote d'Ivoire, Ghana, Malawi, Mali, Mauritius, Morocco, Niger, Rwanda, Uganda, Zambia.
- 3.38. This commitment is tracked through three specific indicators, one of which is highlighted in this report (Existence of inclusive institutionalized mechanisms and platforms for mutual accountability and peer review). Thirteen (13) Member States (Benin, Cameroon, Central African Republic, Cote d'Ivoire, Ghana, Malawi, Mali, Mauritius, Morocco, Niger, Rwanda, Uganda, Zambia) each obtained the 100% score to be on-track.
- 3.39. There is a significant improvement in the rate of reporting on this commitment considering that only 32 countries reported on this commitment in the previous Biennial Review process (compared to the current 49), but many countries must work harder and establish these platforms.

3.B) Developments in performance of Member States between the two rounds of the BR process

Developments in overall performance by Member States

- 3.40. Overall, only 3 countries (Rwanda, Morocco and Mali) have stayed on-track in both the inaugural and the second BR reporting cycle. The majority of Member States scored below the benchmarks in both rounds while 17 countries that were on-track in 2017 were unable to maintain it in 2019. Ghana is recognized as the only Member State that has moved from not-on-track in 2017 inaugural BR to on-track in 2019.
- 3.41. It is important to recognize however that, although only four (4) Member States are on-track in 2019 (i.e. attained or surpassed the 6.66 benchmark for 2019), an additional thirty two (32) of the Member States realized an improvement in their scores, relative to the 2017 scores. These are: Angola (+127%), Benin (+34%), Burkina Faso (+13%), Burundi (+39%), Cabo Verde (+5%), Cameroon (+100%), Central African Republic (+44%), Chad (+77%), Congo (+24%), Côte d'Ivoire (+37%), DR Congo (+138%), Eswatini (+5%), Gabon (+38%), Gambia (+60%), Guinea

(+34%), Kenya (+2%), Liberia (+239%), Madagascar (+59%), Mauritania (+12%), Mauritius (+19%), Niger (+17%), Nigeria (+52%), Senegal (+36%), Seychelles (+13%), Sierra Leone (+256%), Sudan (+75%), Tanzania (+64%), Togo (+5%), Tunisia (+265%), Uganda (+29%), Zambia (+42%), and Zimbabwe (+43%). The scores regressed for eight (8): Botswana (-24%), Djibouti (-12%), Equatorial Guinea (-32%), Lesotho (-12%), Malawi (-2%), Mozambique (-1%), Namibia (-18%), and South Africa (-30%). Ethiopia's scores stayed the same for the two rounds of the BR, and for Eritrea, Guinea Bissau, South Sudan and Somalia, it is not possible to compare the scores between the two BR cycles because they did not report for the previous BR cycle.

Developments in Member States performance per commitment

3.42. Commitment 1: Recommitment to the Principles and Values of the CAADP Process

3.43. Only Rwanda and Tanzania stayed on-track in both editions of the BR while the majority of countries (88.9%) moved from being on-track in 2017 to being not-on-track in 2019. No country moved from being not-on-track in 2017 to being on-track in 2019. Three countries (Central African Republic, Sierra Leone and Tunisia) remained being not-on-track in both editions.

Commitment 2: Enhancing Investment Financing in Agriculture

3.44. Of the forty-nine (49) Member States that reported on this commitment, none were on-track in enhancing investment finance in 2019. Two Member States (Seychelles and Eswatini) that were on-track in 2017 both regressed to being not-on-track in 2019. The rest of the Member States (45) that were not-on-track in 2017 remained not-on-track in 2019. However, thirty three (33) of these Member States that were not-on-track showed an improvement in their 2019 score although this improvement was not enough to put them on-track. Ten countries recorded a decline in their performance on this commitment.

3.45. The performance of Member States in this commitment has been dismal in both review rounds. Given the centrality of increased public and private investments in transforming African agriculture, Member States need to address the problem of inadequate access to finance for the agricultural sector.

Commitment 3: Ending Hunger by 2025

3.46. Except for Uganda which moved from not being on-track in 2017 to being on-track in 2019, all the other Member States remained not-on-track in both rounds.

Commitment 4: Halving Poverty through Agriculture by 2025

3.47. Nine (9) Member States out of forty-nine (49) are on-track in 2019, compared with twenty-seven (27) countries out of forty seven (47) that were on-track in 2017. Seven (7) Member States (15.6%) managed to be on-track in both rounds: Burundi, Cote d'Ivoire, Ghana, Mali, Morocco, Rwanda and Sierra Leone. However, of the twenty-seven (27) Member States that were on-track in the previous BR, 20 failed to maintain their scores above the benchmark in 2019. Two countries (Benin, Tunisia) moved from not being on-track in 2017 to being on-track in 2019 while the rest (35.6%) remained not-on-track in both editions.

Commitment 5: Boosting Intra-African Trade in Agriculture Commodities and Services

3.48. Twenty-nine (29) Member States are on-track on this commitment. Of the 36 Member States that were on-track in 2017, 22 remained on-track in 2019. Seven (7) new countries - Angola, Central African Republic, Cote d'Ivoire, Gabon, Madagascar, Sierra Leone and Zambia -, progressed to being on-track in 2019.

Commitment 6: Enhancing Resilience to Climate Variability

3.49. Among the seven (7) Member States that were on-track in the previous BR, four (4), Burundi, Cape Verde, Morocco and Rwanda) remained on-track in 2019. Thirty-six Member States improved their score on this performance theme between 2017 and 2019. Seven (7) of them notably Ethiopia, Ghana, Mali, Mauritania, Seychelles, Tunisia and Uganda, that were not-on-track in 2017 did so well that they improved their score to get on-track in 2019. Nine Member States recorded a decline in their score with three (3) of them (Equatorial Guinea, Mauritius and Togo), regressing to become not-on-track in 2019.

3.50. To enhance resilience of livelihoods and production systems to climate variability and other related risks, Member States must stay the course on this commitment. There are useful lessons to be learnt from those Member States that improved their score to get back on-track in 2019.

Commitment 7: Enhancing Mutual Accountability for Actions and Results

3.51. Of the eighteen (18) Member States that were on-track in 2017, nine (9) regressed to become not-on-track in 2019. Regarding the seventeen (17) Member States that were not-on-track in 2017, only Tunisia moved to become on-track in 2019.

4. REGIONAL AND CONTINENTAL PERFORMANCE

4.A) Central Africa

4.1. There are nine (9) Member States in this region namely: Angola, Cameroon, Central African Republic, Chad, Congo, Democratic Republic of Congo, Equatorial Guinea, Gabon, Sao Tome and Principe. Under the joint coordination of the Economic Commission for Central Africa States (ECCAS) and Southern Africa Development Community (SADC), all of the Member States except Sao Tome and Principe, submitted their reports, representing a 90% submission rate. The average score for the region is **3.22**, compared with a 2019 benchmark of 6.66. This indicates that the region is not-on-track in meeting the CAADP/Malabo commitments.

4.2. Out of the 8 Member States of the region that reported, five are on-track in following the CAADP process while only two (2) are on-track in the completion of the CAADP Malabo Process and only one (1) in establishing CAADP based policy and institutional support.

4.3. Central Africa has not fully established inclusive institutionalized mechanisms and platforms for CAADP Mutual Accountability and peer review with only two (2) Member States on-track.

- 4.4. Public expenditure in agriculture and access to finance are still very low with scores of 3.71 and 1.12 respectively. Access to agricultural inputs and technology and Agriculture productivity are also still very low with scores of 1.84 and 0.58 respectively in the region. A part from the indicator on youth in agriculture for which the region is on-track, the region's performance on *Eradicating poverty through Agriculture* is still marginal.
- 4.5. While the region is on-track for intra-African trade policies and institutional conditions, its performance on intra-African trade of agriculture commodities and services is still a challenge with a score of 1.38. 21.
- 4.6. The region, therefore, needs to pay attention to all the seven commitment areas. In addition, the region needs to consider the following: - increase investment finance in agriculture; - improve access of men and women engaged in agriculture to financial and advisory services; - improve its data collection systems, as most of the indicators were not reported on.

4.B) Eastern Africa

- 4.7. This region is composed of thirteen (13) Member States namely: Burundi, Comoros, Djibouti, Eritrea, Ethiopia, Kenya, Rwanda, Seychelles, Somalia, South Sudan, Sudan, Tanzania and Uganda. The region is coordinated jointly by EAC, IGAD, and COMESA. Twelve (12) countries namely Burundi, Djibouti, Eritrea, Ethiopia, Kenya, Rwanda, Seychelles, Somalia, South Sudan, Sudan, Tanzania and Uganda submitted their reports. Only Comoros failed to submit a report. Strikingly, only one of these countries (Rwanda) is on-track in meeting the 2019 Malabo commitments. It is therefore not surprising that the region as a whole with an average score of 4.00 is not on-track.
- 4.8. With regard to the seven Malabo commitment areas, it is worrying to note that the Eastern Africa region is **not-on-track** on any of them. The region needs to pay critical attention to all commitment areas if it is to meet the Malabo Declaration targets by 2025.
- 4.9. The region needs to pay particular attention to the re-commitment to CAADP process, enhancing investment finance in agriculture, ending hunger by 2025, halving poverty through agriculture by 2025, and enhancing mutual accountability for actions and results as none of the performance categories related to these commitment areas are on-track. Additionally, countries in the region need to increase resources to improve data systems to adequately report on all CAADP/Malabo indicators. Notwithstanding, it is worth mentioning that the region has done well in improving policies and institutional conditions to boost intra-African trade and promoting initiatives of building resilience of production systems to climate change.

4.C) Northern Africa

- 4.10. This region has seven (7) Member States namely: Algeria, Egypt, Libya, Mauritania, Morocco, Saharawi Republic and Tunisia, and partly falls under the Arab Maghreb Union (AMU) as a REC. The region is coordinated by AMU and AUC. Out of the seven (7) Member States from the

region, only three (3) reported data on progress. These countries and their respective scores for this reporting period are: Mauritania (5.95), Morocco (6.96) and Tunisia (6.20) and of these only Morocco is on-track.

- 4.11. Of the twenty four performance categories in the BR, the Northern Africa region is on-track in only two (2), inclusive public private partnerships (PPPs) for commodity value chains), and Country capacity for evidence-based planning, implementation and M&E. Overall, the region is not-on-track on any of the seven (7) Malabo Commitment Areas. The overall regional score is 2.65, compared with a benchmark of 6.66. Therefore, the region as a whole is not-on-track.
- 4.12. The region needs to improve on the Member States, which report on progress, and also intensify efforts on all commitments in order to get on-track.

4.D) Southern Africa

- 4.13. This region has twelve (12) Member States namely: Angola, Botswana, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, South Africa, Eswatini, Zambia and Zimbabwe. Under the joint coordination of SADC and COMESA, all of these Member States submitted their reports representing **100% submission** rate. The overall average score for the region is **4.27**, which indicates that region is **not on-track** in meeting the CAADP/ Malabo commitments when assessed against the 6.66 benchmark for 2019. This however, represents a 9.8% improvement on performance when compared to the inaugural BR. Among the twelve (12) Member States, none is on-track which represents a 66.7% decrease from the number of countries that were on-track in the inaugural BR.
- 4.14. Southern Africa as a region is not on-track in any of the seven Malabo commitments in the 2019 BR, whereas it was on-track on four commitments in the inaugural BR. The Member States with relatively good agricultural data management systems produced better reports for the Biennial Review process. Secondly, aligning and implementing policies and programs 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) as depicted by the fact that five (5) Member States (Eswatini, Madagascar, Malawi, Mauritius and, South Africa) are on-track when it comes to implementing the CAADP Process. Thirdly, openness to trade has contributed to good performance on intra-regional trade in the region (six countries are on-track; Madagascar, Mauritius, Mozambique, Namibia, Zambia and Zimbabwe),.
- 4.15. The region needs to consider the following: increase public expenditure to agriculture; increase access to agriculture inputs and technologies; enhance investment in resilience building; strengthen agricultural data collection and management systems to ensure that all Malabo Declarations goals and targets are reported on in future; increase the quantity and quality of investments that improve and sustain the performance of the agriculture sector for ending hunger and poverty reduction; foster domestication of the Malabo Declaration and targets into their NAIPs.

4.E) Western Africa

- 4.16. The region is under the coordination of the Economic Community of West African States (ECOWAS). The fifteen (15) Member States under the region are: Benin, Burkina Faso, Cabo Verde, Côte d'Ivoire, Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Mali, Niger, Nigeria, Senegal, Sierra Leone, and Togo. The submission rate increased from 93% (in the inaugural report) to 100% in the current report. The average score for the region is 4.96, which indicates that the region is **not on-track** in meeting the CAADP/Malabo commitments when assessed against the 6.66 benchmark for 2019. Although the region is not on-track, its performance improved by 36.6% compared to the last report. Among the fifteen (15) countries, only two (2) are on-track namely: Ghana and Mali. All the twelve countries that submitted during the first BR and are not on-track this time improved on their previous performance with average increase of 65.7%.
- 4.17. West Africa is on-track in only one (1) out of the seven (7) commitments of Malabo, which is Intra-African Trade in Agricultural Commodities and Services. For this commitment, 14 out of the 15 ECOWAS Member States are on-track.
- 4.18. Out of the seven (7) Member States being on-track in tripling intra-African trade of products and services, 3 are from the region: Benin, Guinea and Sierra Leone. The region's good performance in Intra-African Trade in Agricultural Commodities and Services can be attributed to various trade facilitation mechanisms, including free movement of persons and goods within the ECOWAS region.
- 4.19. Furthermore, the region has put in place regional policies and regulations that promote trade as well as facilitate the implementation of such policies and regulations. This explains why the region as a whole including 12 Member States are on-track on PC "Intra-African Trade Policies and Institutional Conditions".
- 4.20. Furthermore, on the two performance categories "Country CAADP Process" and "CAADP based Cooperation, Partnership and Alliance", though the region as a whole is not-on-track, ten (10) Member States are on-track.
- 4.21. It is noteworthy that none of the Member States is on-track on the following Performance Categories: Public Expenditures to Agriculture, Access to finance, Access to Agriculture Inputs and Technologies, Agricultural GDP and Poverty Reduction, Investment in resilience building, Biennial Agriculture Review Process.
- 4.22. Apart of the other six (6) commitments where the Region is not on-track, it needs to pay special attention to the performance categories: (i) Public Expenditures to Agriculture; (ii) Access to finance and (iii) Access to Agriculture Inputs and Technologies.
- 4.23. Therefore, the following recommendations are made: i) advocacy for more agriculture funding by Member States; ii) advocacy to promote access of smallholders including women and youth to financial services;; and iii) strengthening the regional programmes dealing with

agricultural inputs and technologies and strengthen collaboration with Research organizations (international, regional and national).

4.F) Continental Performance

- 4.24. The continent overall remains not-on-track in achieving the Malabo Declaration commitments, obtaining an overall average score of 4.52 compared to the benchmark of 6.66 to be on-track. With the relatively higher benchmark of 6.66 in this reporting period compared to the 3.94 in the previous reporting period, the rate of progress in the continent appears to have been slower than expected, somewhat dampening the momentum gained in 2017 when its overall score of 3.60 then was much closer to the 3.94 benchmark. Furthermore, the continent is only on-track in one commitment on “Boosting Intra-African Trade in Agriculture Commodities” (Commitment 5) in this reporting period, compared to being on-track in four of the seven commitments in the 2017 reporting period. The continent lost its on-track status in Re-committing to CAADP Process (Commitment 1), Halving Poverty through Agriculture (Commitment 4), and Mutual Accountability for Actions and Results (Commitment 7).
- 4.25. This slower rate of progress in this reporting period is reflected in having only four (4) Member States (Ghana, Mali, Morocco, and Rwanda) being on-track, as opposed to twenty (20) in the 2017 period, with 17 of the initial 20 countries dropping off and Ghana, which was not-on-track then, joining the remaining three.
- 4.26. Regarding Commitment five (5) on Boosting Intra-African Trade in Agriculture Commodities, the only commitment for which the continent was on-track, twenty eight (28) of the forty nine (49) reporting Member States were assessed to be on-track.
- 4.27. Only four (4) Member States met the target of spending at least 10% of the total national expenditure on agriculture, and these are Burkina Faso, Burundi, Mali and Mauritania.

5. HIGHLIGHTS ON RESILIENCE AND LIVELIHOODS: CHALLENGES AND PROSPECTS

- 5.1 Meeting the Malabo Commitment to Enhance Resilience of Livelihoods and Production Systems to Climate Variability and other Related Risks demands action to reduce vulnerabilities of the livelihoods of the African population through strengthening resilience of food systems. This could be achieved through: (i) ensuring that, by the year 2025, at least 30% of the farm, pastoral, and fisher households have improved their resilience capacity to climate and weather related risks; (ii) enhancing the investments for resilience building initiatives, including social security for rural workers and other vulnerable social groups, as well as for vulnerable ecosystems; and (iii) mainstreaming the resilience and risk management in their policies, strategies and investment plans.
- 5.2 The evidence shows that climate change stresses the global food systems and is already making food insecurity worse. Climate change impacts can be seen in the reduced global yield growth of

wheat and maize as well as the yields of many other crops in Africa (including rice, sorghum, millet, etc.). Currently, developing countries are experiencing 20% more extreme heat than in the late 1990s with the number of undernourished people increasing from 775 million to more than 820 million between 2014 and 2018. After a prolonged decline since 1990, world hunger appears to be on the rise again as 10.8% of people in the world today are still hungry. Furthermore, among the developing regions, Africa would be the most exposed to an increased risk of hunger as a result of climate variability and change. African countries are increasingly dealing with shocks resulting from climate variability, extreme weather events (both floods and droughts), migration and other economic uncertainties that increase vulnerability. For example, in 2019 several African countries (Mozambique, Malawi & Zimbabwe in the first episode, and Kenya, Tanzania and Mozambique in the second episode) were affected by cyclone Idai & cyclone Kenneth, respectively. Additionally, Northern Kenya and Namibia were being ravaged by drought and weeks of heat waves that devastated crop yields and scorched grazing land, forcing livestock owners to slaughter or sell animals.

- 5.3 Smallholder farmers who contribute the majority of food production in Africa are in the front line of the impacts of climate change and other climate change related disaster risks. The ecosystems on which they rely are increasingly degraded and their access to suitable agricultural land and to forest resources is declining. Many smallholder farmers produce on marginal rain-fed land that is affected by increased water scarcity and erosion, while declines in fish and marine resources threaten other essential sources of income and nutrition. The debacles associated with climate change and variability such as soaring food prices reduce real income, force the poor to sell their assets, decrease food consumption, reduce their dietary diversity and access to safe and quality food and further create poverty traps that increase the prevalence of food insecurity and malnutrition.
- 5.4 Furthermore, with the Africa population projected to double to 2.4 Billion by 2050, the continent needs to feed a rapidly growing population in the context of climate variability, extreme weather events and disaster risks. Moreover, increasing scarcity and degradation of natural resources heighten the sensitivity of smallholder agriculture to climate hazards, because degraded resources are less capable of maintaining productivity under climate stresses. It is therefore crucial to build the resilience Africa's food production systems and livelihoods by supporting farmers and rural communities to minimize the impact of climate related shocks and recover within relatively short period without subjecting the poor to resort to desperate measures.
- 5.5 The Intergovernmental Panel on Climate Change (IPCC) had emphasized the point that the greatest single impact of climate change could be on human migration—with millions of people displaced by shoreline erosion, coastal flooding and agricultural disruption. This warning was not taken seriously enough as inaction led to the current migration crisis.
- 5.6 Analysts are predicting that future flows of climate migrants will be around 200 million people by 2050². The International Organization for Migration (IOM) has noted that the impact of forced

² Migration and Climate Change: International Organization for Migration

migration across the continent hinders development in at least four ways: i) increasing pressure on urban infrastructure and services, ii) undermining economic growth, iii) increasing the risk of conflict, and iv) leading to worse health, educational and social indicators among migrants themselves.

- 5.7 There are various initiatives around resilience to climate change and agriculture's contribution to economic growth in line with ongoing strategies (Agenda 2063 "Africa we want", the 2014 Malabo Declaration and the United Nations' Sustainable Development Goals (SDGs). These initiatives include activities of the Committee of African Heads of State and Government on Climate Change (CAHOSCC), Adaptation of African Agriculture (AAA) initiative, Global Commission on Adaptation (GCA), Just Rural Transition (JRT) coalition and Sustainable Oasis Initiative (SOI).
- 5.8 Similarly, the RECs have developed institutional mechanisms to address resilience and climate change impacts on agriculture. They initiated various measures such as adoption of charters by UMA: Maghreb Charter for environment and sustainable development;).The Global Alliance for Building Resilience in the Sahel and West Africa (AGIR) is born, through the facilitation of CILSS, from the shared understanding of the Sahelians and West Africans and their partners of the international community on the structural and chronic nature of food and nutritional crises affecting the livelihoods and resilience of vulnerable households and the need for harmonization of policies and regulation in ECOWAS region. IGAD Drought Disaster Resilience and Sustainability Initiative (IDDRSI) and the IGAD Food Security and Resilience Analysis Hub (IFRAH) coordinate building the capacity of vulnerable households, families, communities and systems that face uncertainty and the risk of shocks, to withstand and respond effectively to shocks, as well as to recover and adapt in a sustainable manner in the region. Furthermore, East African Community ECCAS and SADC have deliberately addressed the need to build resilience in their regional Climate Change Policies and established and operationalized Disaster Preparedness and Response Fund. ECOWAS is also in the process establishing regional food reserves to manage food crises in the region.
- 5.9 It is worth underscoring that extreme vulnerability arises from physical exposure as well as the intersection of numerous social, political, economic, and environmental factors. Therefore, the current edition of Biennial Review report gives special attention to "Resilience and Livelihoods" as its theme to highlight the urgent need for action by AU Member States.
- 5.10 Despite the efforts undertaken by governments, the continent is still not-on-track on the Sixth Malabo Commitment on Enhancing Resilience of Livelihoods and Production Systems to Climate Variability and Other Related Risks. Only 11 countries (Burundi, Cabo Verde, Ethiopia, Ghana, Mali, Mauritania, Morocco, Rwanda, Seychelles, Tunisia and Uganda) out of the 49 African countries that reported are on-track.
- 5.11 Further analysis of the results reveals that the good performance of Ghana and Mauritania is linked to their good score in the two performance categories (resilience to climate risks and investment in resilience building) that contribute to climate resilience. Burundi and Cape Verde are on-track thanks to their major efforts on investments in building resilience, while countries

such as Ethiopia, Morocco, Mali and Rwanda are on-track due to their actions on resilience to climate related risks.

- 5.12 Among countries which are not on-track to achieve the Malabo target on climate resilience, two groups can be identified. The first group of 11 countries (Angola, Burkina Faso, Eritrea, Eswatini, Gambia, Guinea, Mauritius, Namibia, Sudan, Togo, and Zimbabwe), despite not being on-track, have recorded good performance on one of the performance categories: resilience to climate-related risks. The second group of 27 countries (Benin, Botswana, Cameroon, Central Africa Republic, Chad, Congo, Cote d'Ivoire, DR Congo, Djibouti, Equatorial Guinea, Gabon, Guinea-Bissau, Kenya, Lesotho, Liberia, Madagascar, Malawi, Mozambique, Niger, Nigeria, Senegal, Sierra Leone, Somalia, South Africa, South Sudan, Tanzania, and Zambia) are not-on-track on both performance categories: resilience to climate-related risks, and investment in resilience building.
- 5.13 Regional analysis shows that none of the five (5) regions is on-track with regard to efforts to increase resilience to climate change. The Eastern Africa region is not-on-track but significant efforts have been made to increase resilience to climate risks. Other regions (Central Africa, Southern Africa, and Western Africa and Northern Africa) have not been able to achieve the Malabo target on resilience to climate risks and investments in building resilience. The resilience in agricultural sector is of great importance since agriculture plays a critical role in the economies of most African countries. The results show that 22 countries (40%) met the commitment on improving the resilience of farm, pastoral and fisher households to climate and weather-related shocks. Only 14 countries (25%) are on-track regarding the share of agriculture land under sustainable land and water management practices. All the governments in Africa (representing 100%) are not on-track in respect of budget lines to respond to spending needs on resilience building initiatives.
- 5.14 Overall, the continent is not also on-track on the indicators of climate change resilience (share of agriculture land under sustainable land and water management practices; existence of government budget lines to respond to spending needs on resilience building initiatives).
- 5.15 The continent must accelerate progress towards building climate resilience of Africa's food systems in line with Agenda 2063 'the Africa We Want', the 2014 Malabo Commitments, and the United Nations' Sustainable Development Goals (SDGs).
- 5.16 There is a need for Member States to demonstrate a strong commitment to build resilience to climate change under the following action points which align with the recommendations by the Global Commission on Adaptation to: **i)**- *include strategies to build resilience to climate change in Member States National Agriculture Investment Plans (NAIPs), ensuring that adaptation and resilience will be central to member States strategies, going forward including provision for social safety nets for the most vulnerable, design of comprehensive risk management plans coupled with appropriate financial tools with which to manage risk, including appropriate budgetary provisions; ii)*- *target smallholder farmers as key agents of change, with a special focus on Women and Youth in deliberate partnerships with them for resilience interventions in order to build resilient food systems by supporting value chain development, access to markets*

and uptake of weather-based insurance to safeguard farm-level investments; iii)- support Research for Development (R4D) by increasing budgetary allocation to research and creating a conducive enabling environment that will stimulate the involvement and increased investment of the private sector in the generation of technologies (such as resilient crops and livestock breeds) and evidence and knowledge needed in building climate resilient food systems; iv)- Strengthen climate data analysis and reinforce Early Warning Early Action (EWEA) systems to protect livelihoods and provide crucial information for decision making at farmer-level. This will support climate-informed agricultural advisory services, leveraging digital platforms where appropriate, to inform farmer choices; and v)- create accessible knowledge platforms and sharing knowledge on technical standards and best practices related to resilience measurement: develop monitoring instrument for efficiently tracking changes in resilience in agriculture/food system for policy makers and practitioners as required for performance reporting of initiatives/interventions.

6. CONCLUSIONS AND RECOMMENDATIONS

6.A) Conclusions and main highlights of the 2019 BR report

- 6.1 The Malabo Declaration was adopted in 2014. AU Member States were required to have developed compliant National Agricultural Investments Plans (NAIPs) by 2018, as key instruments for implementing programmes to deliver on the 7 Malabo Commitments. Unfortunately, not all Member States have completed this process. This has contributed significantly to the continent not being on-track to meeting the Commitments. There is a need for urgent action on this.
- 6.2 The Biennial Review continues to inspire wide interest and dialogue on agricultural transformation in Africa as desired by the Malabo Declaration. Both the Biennial Review process and resultant Africa Agriculture Transformation Scorecard and the Malabo BR Dashboard, are key instruments for facilitating the Peer Review Mechanism enshrined in the AU principles and original NEPAD Agenda.
- 6.3 Over two BR cycles, it has been observed that Member States with relatively advanced national data systems that are well integrated with other reporting mechanisms at national, regional, and global levels, generally produce better quality BR reports.
- 6.4 The results of the 2nd Biennial Review report indicate that the continent as a whole is not-on-track to meet the goals and targets of the Malabo declaration by 2025, but positive progress is being made. In this the second report, only four (4) Member States are on-track compared to twenty (20) Member States in the inaugural report in 2017. Whereas overall progress has been made by Member States, the rate of progress is slower than required..
- 6.5 Ghana is the only country that moved from being not-on-track in the first BR to being on-track in the current BR report. Conversely, seventeen (17) Member States regressed from being on-track to not-on-track.

- 6.6 Several Member States were unable to report on some indicators because they did not have the data in their national agricultural systems. For example, only nineteen (19) and twenty-two (22) Member States were able to report on reduction of post-harvest losses, and the proportion of women that empowered in agriculture, respectively, yet these issues are key components in the Malabo Declaration.
- 6.7 Six Member States did not report on any of the forty-seven (47) indicators. These are: Algeria, Comoros, Egypt, Libya, Sao Tome & Principe, and Saharawi Republic.
- 6.8 It is important to note that even though climate change and climate variability pose a significant threat to agricultural transformation in Africa, overall, the continent is not-on-track on the indicators related to climate change resilience. Serious attention should be given to this issue to ensure that appropriate coping mechanisms are in place to respond to these shocks.
- 6.9 It is also worth noting that the Member States have not fully expedited the implementation of the CAADP process. The CAADP process is fundamental to the adoption and domestication of the Malabo Declaration. Similarly Member States are performing poorly on the key commitment on increasing investment finance in agriculture, with all the Member States that reported, not-on-track..

6.B) Recommendations

- 6.10 It is recommended that AU Member States working in collaboration with all stakeholders, convene national dialogue process to reflect on and discuss the results of this Biennial Review report with a view to prioritizing and developing policy and programmatic responses to speed up the achievement of the Malabo Declaration.
- 6.11 Furthermore, it is recommended that the AU conduct a review on how the BR Report is being utilized by Member States to drive agricultural transformation. These analytical reports should be presented and be discussed at AU forums including the CAADP Partnership Platform, the Permanent Secretaries Retreat on CAADP, and the Peer-to-Peer Learning Forum.
- 6.12 CAADP in general and the BR process in particular, requires stronger political leadership and commitment and the requisite capacity at all levels in order to drive whole of government and stakeholder buy-in for financing and implementation of key recommendations.
- 6.13 AU Member States are urged to design, fund and implement carefully selected priority programs and projects to fast-track the achievement of the Seven Malabo commitments. In this regard, Member States should intensify efforts to develop and implement Malabo-compliant high-quality NAIPs., Building a track record of good implementation underpinned by efficient public expenditure systems will also help crowd-in additional investments from the government and various partners.
- 6.14 The results of the BR process, including the identified priorities, should inform future partnerships and programming between AU institutions & Member States on the one hand, and Partners on the other hand, to ensure alignment and commitment to the BR process specifically, and CAADP in general.

- 6.15 Hitherto, the CAADP Mutual Accountability system driven through the BR process has been based on reporting and engagement largely by AU Member States and AU institutions. This report recommends the strengthening of the Mutual Accountability systems to include accountability for Actions and Results by a broader range of Partners, including the Private Sector and Civil Society Organisations.
- 6.16 Regional Economic Communities play a key role in supporting the production of quality of country biennial review reports from their Member States because they are responsible for checking the completeness of the individual reports before sending them to the AU. As such, it is important that the capacity of RECs is strengthened with both human and financial resources to continue undertaking this critical role.
- 6.17 The continent must accelerate progress towards building a climate-resilient African food system.

Improving the BR Process and Country Data Capacities

- 6.18 Member States should integrate the BR data collection process into existing national and regional systems for data collection. These improvements could include innovations in data collection methodology using new technology at national level with connections to the AU e-BR system.
- 6.19 AU Member States and technical partners need to invest in strengthening national data systems and capacities to enable them to generate adequate and quality data on all the CAADP indicators to sustain production of high quality biennial review reports.
- 6.20 Partners should allocate sufficient resources to support the Technical Working Groups developing the BR reports. In particular, the AU and RECs, supported by the technical partners, should establish a core team that will specifically deal with the BR to improve the efficiency of the BR process.
- 6.21 AU and Member States need to develop and strengthen implementable mechanisms for peer learning. Well-structured peer-to-peer learning and exchange should be an integral part of the CAADP process.

Proposed Biennial Review 2019 Awards

- 6.22 For this BR cycle the following awards are proposed to recognize exemplary country performance: i) The **Malabo Biennial Review Gold Award** to the Best Overall Score: to the Republic of Rwanda; ii) The **Malabo Biennial Review Silver Award** to the Second Best Overall Score: to the Kingdom of Morocco; iii) The **Malabo Biennial Review Bronze Award** to The Third Best Overall Score: to the Republic of Mali; iv) The **Malabo Biennial Review Award of the Most Improved in Scores** from the preview review: to the Republic of Tunisia; v) The **Malabo Biennial Review Award of the Best Performance in the Theme of the Year** “Building Resilience and Livelihoods”: to the Kingdom of Morocco; and vi) **Special Mention** to the Republic of Ghana which is the only country that has moved from not-on-track in the inaugural Biennial Review to on-track in the second Biennial Review.

7. INDIVIDUAL MEMBER STATE PERFORMANCE: THE COUNTRY PERFORMANCE SCORECARDS

8. ANNEX: DATABASE, RAW COUNTRY DATA



Printed by AUC DCMP Printing Unit