

# **Lagging Agricultural Development in Africa and the Way Forward: Progress and Challenges for the Comprehensive Africa Agriculture Development Programme (CAADP)\***

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## **Abstract**

Agricultural development in Africa has been lagging for more than 20 years. While Africa has experienced economic growth since 2000, significant progress has not been made in the agriculture sector. This is despite the Comprehensive Africa Agriculture Development Programme (CAADP), which has been promoted and led by the African Union (AU) since 2003. The agriculture sector has stagnated at an average annual growth rate of 2-3% per year, far short of the CAADP target of 6%. To identify the factors behind this situation, this paper analyzes the efforts and progress made in promoting CAADP at the levels of the continent, the regional economic communities (REC), and the countries. It finds that, while relevant documents and plans have been developed and consultative forums and monitoring and evaluation frameworks have been established, implementation has not been prioritized. The current needs are: (a) to strengthen political leadership in the pursuit of results and in promoting the necessary actions in the implementation phase, (b) to clarify the objectives to be achieved, and (c) to strengthen the implementation capacity to pursue results. It is strongly hoped that agricultural development will be identified as an urgent priority. The AU, RECs, African governments and development agencies are called upon to take the necessary measures for future agricultural development and food security in Africa with the highest priority.

**Keywords:** Agricultural Development in Africa, Comprehensive Africa Agriculture Development Programme (CAADP), ECOWAS, EAC, Rwanda, Nigeria, Kenya.

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## 1.Introduction

### 1.1 Background

In Africa, the agriculture sector is an important industry, accounting for 48.4% of total employment (2020), mainly in rural areas. Africa is the only region in the world where the agriculture sector still accounts for more than 40% of total employment. Meanwhile, the share of the agriculture sector in total GDP in Africa has gradually increased to 16.2% in 2020. The African agriculture sector is also characterized by the significant role of women. In 2020, the share of women in agriculture employment accounted for 45.4%, the highest percentage of any other region of the world (Table 1). Africa is the only region in the world where the working-age population will continue to grow until 2050, and the agriculture sector has an extremely important role to play in Africa's future healthy development in this context.

However, over the past two decades agricultural development has been slow in Africa. In the 2000s, the continent moved into overall economic growth, with a healthy increase in GDP at an average of 5% per year, led by demand for commodities and spurred on by closer links to global trade and finance (OECD HP).<sup>1</sup> In line with this, development has progressed in the education and health sectors. For example, in the education sector, the primary school net enrolment rate in Sub-Saharan Africa (SSA)<sup>2</sup> rose from 60% in 2000 to 80% in 2015.<sup>3</sup> In the health sector, the maternal mortality rate per 100,000 live births fell from 830 in 2000 to 510 in 2015 (UN 2015).

In the agriculture sector, the African Union (AU) launched its flagship programme, “the Comprehensive Africa Agriculture Development Programme (CAADP),” in 2003. Since then, it

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<sup>1</sup> OECD HP: <https://www.oecd.org/development/africa-century.htm>.

<sup>2</sup> This paper covers Africa, but in the case that “Sub-Saharan Africa (SSA)” is used in the original reference, it is indicated as “SSA.”

<sup>3</sup> Between 1990 and 2012, the number of children enrolled in primary school in the SSA region more than doubled, from 62 to 149 million (UN 2015).

has been working to strengthen agricultural development and food security but has fallen far short of achieving the expected results. For example, although CAADP targeted 6% annual growth in the agriculture sector from the outset, this has consistently stagnated in the 2-3% range, which is not only far from the target but also a gradual slowdown in the real growth rate (Table 2).<sup>4</sup> After a review in 2014, CAADP set a target to eradicate hunger by 2025. Since 2014 though, the undernourished population in Africa increased by 3.8% per year between 2014 and 2021 and reached 20.2%<sup>5</sup> of the total population in 2021 (AKADEMIYA 2063 and IFPRI 2023). Eradicating hunger is one of CAADP's key issues and this situation indicates that it is lagging behind. Other targets of CAADP since 2014 include accelerating the growth of the agriculture sector by at least doubling agricultural productivity and devoting at least 10% of the national budget to agriculture. However, the indicators show that it has not made sufficient progress towards these targets.<sup>67</sup>

In 2013, the AU published its long-term development strategy for Africa “Agenda 2063”, which clearly stated its policy on agriculture sector development through the promotion of CAADP. The expectations for the promotion of CAADP are extremely high as it is a key programme for African agricultural development. However, despite the fact that the agriculture sector has been expected to contribute to Africa's growth and development, agricultural development has been very slow since the 2000s, and this is due to delays in the progress of CAADP. This paper examines the reasons why CAADP has not progressed as planned through a review of the relevant literature and reports and discusses what is needed to put agriculture sector development on track through its promotion in the future.

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<sup>4</sup> For more information, see section 2.2.2 After the CAADP review (Malabo Declaration 2014-2025).

<sup>5</sup> In Asia, which has the second highest proportion of undernourished people after Africa, the percentage is only 9.1% (2021).

<sup>6</sup> For example, productivity of maize, Africa's main cereal, increased only slightly from 1.81 t/ha (2000) to 2.22 t/ha (2022) and rice also increased only from 2.31 t/ha (2000) to 2.41 t/ha (2022) (FAO 2023).

<sup>7</sup> So far, the share of the agriculture sector in national budgets in Africa has been in the 2-3% range (2.55% in 2020). See Table 5 for details.

## **1.2 Objectives of this paper**

This paper analyzes the causes behind the delay of CAADP in the context of the limited progress of agricultural development in Africa. Specifically, it reviews the history and progress of CAADP at the continental level by the AU, and then analyzes efforts at the RECs<sup>8</sup> level and the country level by specific RECs organizations and countries, in order to identify key challenges to getting CAADP on track in the future.

## **1.3 Structure of the research paper**

The structure of this research paper is as follows. Section 1 raises the issue of the lagging development of the agriculture sector in Africa and sets out the objectives of the paper. In Section 2, the history of the CAADP framework is reviewed, and the progress made so far and challenges at the continental level, the RECs level (ECOWAS and EAC) and the country level (Nigeria, Kenya and Rwanda) are analyzed based on relevant literature and reports. Section 3 summarizes the results of these analyses and makes policy recommendations.

## **2. Agriculture sector development in Africa: the Comprehensive Africa Agriculture Development Programme (CAADP)**

Agricultural development has long been a key issue in Africa. This section presents the history of African agricultural development in international society, and the progress and challenges of CAADP at the Continental, RECs and Country levels.

### **2.1 Trends in African agricultural development initiatives**

The number of people with inadequate diets declined between 1970 and 1980 in developing countries, in particular in East Asia (including South-East Asia) that enjoyed rapid economic

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<sup>8</sup> A total of eight Regional Economic Communities (RECs) have been established under the AU.

growth and the successful introduction of “Green Revolution Technology”. In East Asia green revolution technology through agricultural extension and investment in agricultural infrastructure led to agricultural production growth outpacing population growth. At the same time, however, the number of people in SSA without access to adequate food increased dramatically (World Bank 1986). In 1996, the World Food Summit was held as the first international meeting at the highest level to discuss food security on a global scale, led by FAO and attended by heads of state and representatives from 186 countries. The summit adopted “the Rome Declaration on World Food Security”, which aimed to achieve food security for all and to an ongoing effort to eradicate hunger in all countries, with an immediate view to halve the number of undernourished people from over 800 million no later than 2015. This was transferred to be achieved under Goal 1 of the Millennium Development Goals (MDGs), to “halve the proportion of people suffering from hunger between 1990 and 2015,” widely recognized as a common goal of the international community.

At the time, Africa had the highest proportion of hungry people in the world and hunger and malnutrition were pressing issues. CAADP was launched in 2003 with the African Union (AU) Maputo Declaration to promote agriculture and food security in Africa. More than 20 years after its launch, CAADP continues to be a key programme for agricultural development in Africa (see Sections 2.2 and 2.3 for further details).

It should be noted that the target to halve the proportion of hungry people set out in Goal 1 of the MDGs had made significant progress, from 23.3% (1990-1992) to 12.9% (2014-2016) globally, close to achieving the target. However, in SSA, there was only a limited decline from 33% (1990-1992) to 23% (2014-2016), and the number of hungry people had increased by 44 million since 1990. Since then, the proportion of undernourished people in Africa has continued to rise (FAO 2023). Agricultural development therefore remains a serious issue facing Africa and requires a strengthening of efforts through promoting CAADP.

## **2.2 What is CAADP?**

The CAADP was developed to promote interventions that best respond to the widely recognized crisis situation in African agriculture (AU and NEPAD 2003). This programme was based on “the Maputo Declaration on Agriculture and Food Security” and adopted at the AU Assembly in 2003. Subsequently, the “Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods,” which was adopted at the AU Assembly in 2014, reaffirmed the policy of continuing to promote CAADP and set a new direction to focus on the growth and transformation of the agriculture sector (AUC 2014). The programme is broadly divided into an early period (Maputo Declaration: 2003-2013) and the period after the review (Malabo Declaration 2014-2025). The following sections present the differences between the aims of the early period (2.2.1) and the after review period (2.2.2), and summarize the progress and challenges of CAADP, in particular the after review period at the continental (section 2.3.1), the RECs (section 2.3.2) and the country levels (section 2.3.3).

### **2.2.1 Early CAADP Period (Maputo Declaration: 2003-2013)**

Initially, CAADP aimed to promote agriculture and food security, as addressing hunger and malnutrition was an urgent issue at the time. Four pillars for priority investment were established: i) land and water management, ii) rural infrastructure and trade-related capacities for improved market access, iii) increasing food supply and reducing hunger, and iv) agricultural research and technology dissemination. To realize these, the CAADP set a target of achieving agricultural growth rate of at least 6% per annum by allocating at least 10% of the national budgets involved to agricultural and rural development.

African countries planned to formulate National Agriculture Investment Plans (NAIPs) to promote CAADP, drawing resources not only from national government budgets, but also from development agencies and other sources. However, these targets were not realized as planned.

The agriculture sector accounted for an average of 3.08% of national budgets in 2005 and 2.57% in 2010, both of which were less than one third of the targeted 10% (Table 5). While CAADP is an exciting change process to shape African agricultural policy making and development from within the continent, the major challenge is not planning, but implementation. CAADP had to find the means to follow up, guide and support the implementation of national agricultural policies in Africa (Brüntrup 2011).

### **2.2.2 After the CAADP review (Malabo Declaration: 2014-2025)**

The Malabo Declaration of 2014 sets out a vision for African agriculture sector development in 2025 as part of “Agenda 2063,” a long-term development strategy aiming at transforming Africa into a global powerhouse. While the early CAADP period (Maputo Declaration: 2003-2013) focused on hunger and food security, the review sharpened the focus on the agriculture sector as a driver of economic growth in addition to these issues. The Malabo Declaration reaffirmed the promotion of CAADP, redefined it and set in place the following seven *Commitments*, aiming to accelerate the growth and transformation of the agriculture sector by 2025:

- (1) Recommitment to the Principles and Values of the CAADP Process
- (2) Enhancing Investment Financing in Agriculture
- (3) Ending Hunger by 2025
- (4) Halving Poverty through Agriculture by 2025
- (5) Boosting Intra-African Trade in Agriculture Commodities and Services
- (6) Enhancing Resilience to Climate Variability
- (7) Enhancing Mutual Accountability for Actions and Results

After the CAADP review in 2014, the monitoring of progress was strengthened, and the peer review was institutionalized. Through peer review, the achievements have been evaluated

based on each of the seven Commitments and the several categories which were set under each Commitment. The results are supposed to be utilized to create country-specific scorecards to visualize the progress and challenges. The results of peer review are reported to the AU Assembly to encourage further actions by each country.

## **2.3 Progress on CAADP**

Progress on CAADP after the review in 2014 is still far from satisfactory as it was in the early period. The following sections present the progress of the CAADP framework at the continental level, the RECs level based on the cases of ECOWAS and EAC, and the country level based on the cases of Nigeria, Kenya and Rwanda.

### **2.3.1 Continental level**

The AU and the African Union Development Agency (AUDA-NEPAD) have published CAADP Biennial Review Reports every other year since 2018, based on country reports from the African Union member states. In all of the last four CAADP Biennial Reviews, the continent as a whole was “Not on track” to achieve the Malabo Declaration goals. Although the overall score at the continental level has gradually increased (4.56/10 in the 4<sup>th</sup> CAADP Biennial Review (2024)), it has not kept pace with the increase in the benchmark for “On track” (9.29/10 in the 4<sup>th</sup> CAADP Biennial Review (2024)). All of the commitments were “Not on track” in the 4<sup>th</sup> CAADP Biennial Review. There has also been unsatisfactory progress at the country level with 17 countries “On track” in the 1<sup>st</sup> CAADP biennial review (2018), but this number decreased to four in the 2<sup>nd</sup> Biennial Review (2020), one (Rwanda) in the 3<sup>rd</sup> Biennial Review (2022) and finally all countries in the 4<sup>th</sup> Biennial Review (2024) were “Not on track” (Tables 3 and 4).

The AU and AUDA-NEPAD (2024) note that the continent is making progress and not being “On-track” does not mean that member states have made no progress – actually twelve (12)

member states have steadily improved their performance since the inaugural biennial review cycle, however they are still not on track to meet the CAADP/Malabo Commitments by 2025. Although the situation differs by country, the process of achieving the commitments has been markedly delayed, and the delay is increasing with each successive review. In other words, African agricultural development through CAADP has lagged far behind its plans and has only shown limited progress.

Looking at each of the seven commitments, it is clear that there are also significant differences in the level of progress made in these. The commitments that scored well in the 4<sup>th</sup> CAADP Biennial Review were “Commitment 1. Recommitment to the Principles and Values of the CAADP Process (7.66/10)” and “Commitment 7. Enhancing Mutual Accountability for Actions and Results (7.02/10)”. Commitment 1 relates to the formulation of the necessary documents and plans to promote NAIPs and the establishment of a coordinating body to promote resource mobilization and investment, while Commitment 7 relates to the existence of review mechanisms and platforms and the utilization of the results of biennial reviews. Both Commitment 1 and 7 measure the progress of formulating documents and plans, establishing frameworks and processes, and scores become higher if these are conducted. Thus, in many countries it can be seen that the necessary documents and frameworks for promoting CAADP are generally in place.

However, Commitments 1 and 7 do not directly affect actual agriculture sector development. Commitments 2-6 measure the above agricultural development. Out of five Commitments from 2 to 6, Commitment 2 to 5, except for “Commitment 6. Enhancing Resilience to Climate Variability (5.91/10),” are particularly low with scores languishing in around 2-3/10 range (Table 4). Currently, while progress is being made in formulating documents and plans, establishing frameworks for the promotion of CAADP, the key achievements on respective issues

in the agriculture sector are lagging far behind. In other words, the necessary actions in the implementation phase are not being carried out.

In support of the above, Table 2 shows that the continent's agriculture sector growth rate is far short of the CAADP target of 6% per annum and has gradually slowed down in recent years. In addition, the share of agriculture sector in the national budget remained low at 2.46% in 2015 and 2.55% in 2020, compared to the target of at least 10%. This is less than one-fifth of the budget for education sector and less than half of the budget for health sector (Table 5). Considering the large proportion of employment in agriculture in Africa, it can be said that the agriculture sector has not received sufficient budgetary provision, contrary to its importance.

A common point made by all the Biennial Reviews is the importance of political leadership. In particular, the 2<sup>nd</sup> to 4<sup>th</sup> Reviews all suggested very strongly the importance of strong political leadership, commitment and capacity building at all levels (Table 3). Although the AU has been focusing on strengthening the effectiveness of CAADP since the Malabo Declaration in 2014, it has not been able to achieve sufficient results, and the African Union itself has had to demonstrate the need for a strong commitment to agricultural development and food security in Africa. AU and AUDA-NEPAD (2024) recommend that there is an urgent need to accelerate the implementation of the programme in the remaining years until 2025, when the CAADP/Malabo Commitments come to an end.

### **2.3.2 Regional Economic Communities (RECs) Level**

A total of eight RECs under the AU have a role in promoting CAADP within their respective regions. The following sections summarize the progress made to date by the Economic Community of West African States (ECOWAS) and the East African Community (EAC),<sup>9</sup> which

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<sup>9</sup> AU and AUDA-NEPAD (2020a) highlight ECOWAS and EAC as the RECs that are advanced in implementing the CAADP framework.

are leading the way in implementing the CAADP framework, and then present the constraints and challenges faced by the RECs in promoting CAADP, including the activities of other RECs.

### **2.3.2.1 Economic Community of West African States (ECOWAS)**

ECOWAS moved quickly to promote CAADP. “The ECOWAS Common Agricultural Policy (ECOWAP)” was formulated in 2005. ECOWAP, also known as ECOWAP/CAADP, was designed to promote CAADP. In 2009, “the Regional Partnership Compact for the Implementation of ECOWAP/CAADP” was signed by member states. In 2010, the Regional Agricultural Investment Plan (RAIP) was developed, and all 15 member states formulated NAIPs at the country level.

Following the Malabo Declaration in 2014 and the 10-year evaluation of ECOWAP conducted in 2015, “the ECOWAS Regional Agriculture Investment Plan and Food Security and Nutrition (RAIP-FNS) 2016-20” and “the 2016-2020 National Agriculture Investment Plans and Food Security and Nutrition (NAIP-FSN)” were developed at the regional and the country levels respectively in order to put in place the necessary documents and plans to promote CAADP.

The average country score for the 4<sup>th</sup> CAADP Biennial Review for the 15 member states was 5.03/10 (Table 6), which was higher than the continental average of 4.56/10 (Table 3 and 4). The average increase in score for 15 ECOWAS member states (over 7%) was also higher than the continental average (5-6%). While some countries under the AU have not yet fully developed NAIPs, ECOWAS has implemented almost all the major steps towards the development of NAIP in all member states (except for the Malabo Declaration Domestication Event), and all member states have developed NAIPs (Table 8). In addition, ECOWAS led and coordinated the national data collection and validation steps, resulting in all member states submitting country reports for the 4<sup>th</sup> CAADP Biennial Review.<sup>10</sup> ECOWAS is the only organization among eight RECs in which all member states have submitted country reports.

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<sup>10</sup> At the continental level, six countries did not submit country reports (Table 8).

ECOWAS thus takes strong leadership at the regional level, consults and coordinates with a wide range of stakeholders to promote CAADP. A high-level dialogue framework exists, and the Executive Secretary within the ECOWAS Commission plays a coordinating role. Six stakeholder groups (private sector, professional organizations, research institutions, governments, civil society organizations, technical and financial partners) contribute to the implementation of the CAADP. The private sector is organized and has a strong voice. ECOWAS thus takes an adaptive approach to the situation, with a thorough review process based on lessons learned and new challenges. Programmes and projects are formed based on the priority areas of the RAIP-FSN. There is a mechanism to mobilize funds from development agencies and other technical and financial partners. However, challenges have also been observed, with limited public expenditure and fund mobilization/investments from domestic private sector, high reliance on external funding, and inconsistencies between the priorities of the RAIP-FSN/NAIPs and the areas of assistance by external organizations (AU and AUDA-NEPAD 2020a; 2020b).

Regarding monitoring and evaluation (M&E), there are both top-down and bottom-up systems. On the top-down system, there is a platform for sharing the results of the Joint Sector Review (JSR), which is carried out annually. On the bottom-up system, an M&E unit has been established within ECOWAS to manage progress in collaboration with the M&E departments in each member state. In addition, the ECOWAS Agriculture Regional Information System (ECOAGRIS), a platform that monitors ECOWAP/CAADP progress based on reliable data, has been introduced. However, sustainability is a challenge because ECOAGRIS also relies heavily on external funding from development agencies (ECOWAS HP<sup>11</sup>, AU and AUDA-NEPAD 2020b).

ECOWAS has a long history of promoting CAADP ahead of other RECs and is the most well-established regional organization among the RECs to promote CAADP. ECOWAS is

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<sup>11</sup> ECOWAS HP: <https://ecowap.ecowas.int/about-ecowap>.

actively promoting the relevant initiatives under its strong leadership and has developed the necessary documents and plans. It has also established a promotion system. Relevant dialogue, consultation and coordination process takes place at both the high-level and working level, and an M&E system is in place. By making these systems and frameworks work, member states make steady efforts to promote CAADP, despite the large number of member states including countries with difficult agricultural environments and those experiencing political instability.

However, challenges have also been observed, in particular, strengthening efforts at the implementation stage, which is linked to development indicators in the agriculture sector, is a major issue. In addition, due to the large number of member states and differences in the situation in each country, the progress made in each country differs, and not all member states have implemented the necessary measures to promote CAADP and achieved results. Furthermore, the high dependence on external funding means that the needs of development agencies are prioritized, but the necessary funding for the priority issues of member states is not sufficiently secured. In the future, in addition to the further promotion of regional efforts, including the support for the countries which are lagging behind, it will be necessary to boost efforts to expand the budgets of member states, promote investment from the domestic private sector and allocate external funds to priority issues of the RAIP-FSN/NAIPs in order to strengthen effective intervention at the implementation stage.

### **2.3.2.2 East African Community (EAC)**

In the EAC, unlike ECOWAS, the promotion of CAADP was sluggish for a long time after the Maputo Declaration in 2003. However, after the Malabo Declaration in 2014, efforts to promote it were stepped up in earnest, and in 2017, “the EAC CAADP Compact”, an agreement to promote CAADP in the region, was signed among member states. In line with the agreement, “the Regional Agricultural Investment Plan (RAIP) 2018-2025” was approved in 2019. RAIP 2018-

2025 has five investment priority areas: (i) increasing regional agricultural production and food supply, (ii) enhancing food utilisation, (iii) promoting agribusiness, value addition and agro-industry, (iv) promoting sustainable natural resource use and management, and (v) strengthening capacities of EAC regional agricultural institutions. This is intended to complement the NAIP developed by each member state.

The EAC is characterized by high CAADP country scores for member states. The average country score for the 4<sup>th</sup> CAADP Biennial Review for six out of the seven EAC member states (excluding the Democratic Republic of Congo) was 6.13/10 (Table 7), significantly higher than the continental average (4.56/10), and the average increase of member state scores (11%) was also above the continental average (5-6%). Rwanda (8.07/10), the most progressive country in Africa, contributed significantly to the EAC's higher score, but there is only one country whose score is below the continental average (South Sudan, 3.51/10). The country report was not submitted by DRC. In addition, although NAIPs have been developed in six of the EAC member states with the exception of the DRC, there are scattered cases where, unlike in ECOWAS, key steps towards the development of NAIPs have not been implemented (Table 8).

A promotion structure is also in place in the EAC. There is a Project Coordination Unit to ensure efficient funding of development agencies, and a mechanism for ongoing monitoring and evaluation, with an annual Reflection Meeting to review the implementation, progress, challenges and lessons learned from the RAIP 2018-2025 (AU and AUDA-NEPAD 2020b). Following the publication of the CAADP Biennial Review Report, a High-level Ministerial Forum was held to discuss key issues and this led to strong political and financial commitments for investment in RAIP 2018-2025 and NAIP (EAC HP).<sup>12</sup>

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<sup>12</sup> The 3<sup>rd</sup> High-Level Forum on the EAC CAADP Biennial Report was held in October 2022 at the time of publication of the 3<sup>rd</sup> High-level Forum on EAC Comprehensive Africa Agriculture Development Programme (CAADP) Biennial Review. EAC HP: [3rd High-Level Forum on EAC Comprehensive Africa Agriculture Development Program \(CAADP\) Biennial Review.](#)

However, CAADP is not well understood and disseminated in the EAC. Although EAC senior management and CAADP officials are aware of RAIP 2018-2025, it is not widely known among stakeholders such as development agencies, technical and financial partners, the private sector and civil society organizations, and they are not yet fully participating in the implementation of CAADP. Securing funding is also a major challenge. The EAC Secretariat faces inconsistencies between the RAIP 2018-2025 business plan and available funding due to its limited ability to absorb funds. Furthermore, although an M&E framework has been established for progress management, the results of this are not widely known due to weak mutual accountability mechanisms and limited involvement of key stakeholders. Weak governance and insufficient involvement of key stakeholders have in turn prevented recommendations on these issues from being implemented, therefore remarkable improvements have not yet been seen (AU and AUDA-NEPAD 2020a; 2020b).

While the EAC has developed the necessary documents and plans and established an implementation framework, challenges remain in terms of effectiveness due to weak governance and insufficient involvement of key stakeholders. Strengthening efforts at the implementation stage leading to development indicators for the agriculture sector is also a major challenge. The progress made so far in EAC member states is largely due to the success of the efforts of Rwanda and other countries themselves. In the future, the EAC is expected to enhance its ability as a regional organization to drive the efforts of all member states by strengthening its leadership and governance in the promotion of the program, and continuously take highly effective measures such as increasing the involvement of key stakeholders and taking necessary actions based on the results of M&E to achieve tangible progress on RAIP 2018-2025.

### 2.3.2.3 Challenges for RECs in promoting CAADP

Both ECOWAS and EAC have CAADP promotion structures and frameworks in place. However, the status of efforts to promote the programme varies considerably among the RECs, as differences in the operational status of the structures and frameworks were observed even between ECOWAS and EAC. For example, AU and AUDA-NEPAD (2020b) point out the unfavorable situation facing the Economic Community of Central African States (ECCAS), noting that (a) RAIP has been developed but is not known to exist, (b) RAIP and NAIP lack linkages (with consequently little impact on ECCAS member states), (c) RAIP does not include specific reference to stakeholders, and therefore does not lead to resource mobilization, and (d) RAIP does not provide a framework for private sector investment. Some of the RECs have not even developed a RAIP.

With regard to the RECs, the role of the RECs themselves is also an issue. The African Union Commission (AUC) (2019) pointed to “the not clarified division of labour between the AUC and RECs”, “the reluctance of member states to cede sovereignty to the key organs of AU”, and the fact that there are the RECs organizations which are “far from achieving the vision and goals, as enshrined in their in the founding treaties”. Of the many challenges, the most significant is that many countries have overlapping memberships in several RECs,<sup>13</sup> which makes it difficult to secure sustainable funding and staffing and to coordinate policies and programmes at regional and continental levels. It is observed that weak political will reduces the level of implementation of numerous decisions taken both at the RECs and continental levels. Blizkovsky et al. (2018) pointed that many of the regional cooperation commitments in Africa are not followed through on because of the fragmentation of agricultural policy governance and a lack of coordination. In addition, “African leaders are often not held accountable for not abiding by their official agreements”. “CAADP depends on the goodwill of governments or foreign countries to provide

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<sup>13</sup> According to Blizkovsky et al (2018) there are 1, 16 and 33 countries that are members of four, three and two RECs, respectively.

funding, which may promote donor-specific isolated approaches and a focus on specific sectors rather than implement tough but necessary structural reforms in agriculture”.

Some of the RECs, such as ECOWAS, are actively leading regional efforts, while there are those that have stagnated. In particular, strengthening efforts at the implementation stage, including ECOWAS and EAC, is a major challenge. It is necessary for the RECs to strengthen leadership and implement the most effective measures under the circumstances in which each finds themselves.

### **2.3.3 Country level**

Although all African countries were “Not on track” at the 4<sup>th</sup> CAADP Biennial Review, the status of their efforts varied widely from country to country. The country with the highest score in all CAADP Biennial Reviews from the 1<sup>st</sup> to the 4<sup>th</sup> is Rwanda (4<sup>th</sup> CAADP Biennial Review score: 8.07/10). In addition to Rwanda, two other countries, Nigeria and Kenya, have CAADP country scores above the continental average and have influence in their respective regions as leading countries in Central and West, and East Africa. By reviewing what has been done so far in the above three countries to promote CAADP, we can clarify why there are differences in progress and the issues that require fundamental change for the future promotion of the programme.

#### **2.3.3.1 Nigeria**

The important goal of Nigeria is to attain food security. Nigeria imports wheat, maize, rice, sugar, fish, beef and dairy products. However, the share of agriculture in its GDP is rising<sup>14</sup> and the strategic importance of the agriculture sector to the Nigerian economy cannot be over-emphasized (FMARD 2022). In recent years, the Nigerian Government has launched a modernization of the agriculture sector through the strengthening of supply chains. The Nigerian Agriculture

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<sup>14</sup> The share of the agriculture, forestry and fisheries sector in GDP in Nigeria declined from 33.83% in 2003 to 19.99% in 2014, but has gradually increased since then, accounting for 23.69% in 2022 (FAO 2023).

Promotion Policy (APP), covering the period 2016-2020, set out to maximize the potential of the agricultural value chain by, (i) producing sufficient quantities of fresh, quality food for the domestic market and (ii) earning foreign currency through exports. The successor policy to the APP, the National Agricultural Technology and Innovation Policy 2022-2027 (NATIP), aims to modernize agriculture through innovation and its deployment in the global food system and supply chains. It includes the promotion of the CAADP/Malabo Declaration as one of its aims.

Nigeria's score in the 4<sup>th</sup> CAADP Biennial Review (6.28/10) is above the continental average (4.56/10). However, it is far below the benchmark for “On track” (9.29/10). The last four CAADP Biennial Reviews have all been rated “Not on track,” and the gap is gradually widening. Looking at the 7 Commitments, the 4<sup>th</sup> CAADP Biennial Review shows a high score of 9.35/10 for “Commitment 1. Recommitment to the Principles and Values of the CAADP Process” and 9.24/10 for “Commitment 7. Mutual Accountability for Actions and Results”. However, the rest of the commitments are only in the range of around 3-5/10, except for “Commitment 6. Resilience to Climate Variability (6.83/10)” (Table 9). Thus, although the necessary framework is in place and the necessary processes are being implemented to promote CAADP, the Nigerian agriculture sector has not yet achieved the expected results because priorities in the implementation stage have not been set and efforts to address major issues have not been made.

An overview of Nigeria's agriculture sector development shows that the agriculture sector growth rate has remained low, averaging around 2-3% per year, with fluctuations since 2014 when it recorded 4.3%, compared to the CAADP's 6% annual growth (Figure 1). In addition, the share of agriculture sector between 2014 and 2021 in the national budget remained at a low level between 1.99% (2016) and 2.50% (2019) against the CAADP target (at least 10%) (Figure 2).

The background of low agricultural development in Nigeria is the relative decline of the agriculture sector's support within the Nigerian government. The country has focused on

economic policies leveraging on the oil found in the 1950s, and agriculture has been neglected as the importance of oil has grown. As a result, palm oil, groundnuts, cotton and cocoa, once major exporters, have dropped down the world market rankings (Nwankwo et al. 2024; Nwozor et al. 2020; Amuda et al. 2023). In recent years though, there has been an increase in the contribution of agriculture, forestry and fishing to the Nigerian GDP. Nevertheless, despite the agriculture sector's potential to bring about economic transformation, the budget for the agriculture sector has been stagnant for over seven years since the Malabo Declaration of 2014 (The Nation HP).<sup>15</sup> There are also challenges in the agriculture policy formulation process. Mywish et al. (2017) analyzed the policy formulation process based on a survey of stakeholders representing government, NGOs, private sector, researchers and donors, and found that assessment for policy process was close to “somewhat dissatisfied”. This indicates that while some elements of the policy processes and institutional architecture are in place, considerable improvements are still needed to improve the overall quality of agriculture and food security policy, which is to be obtained by effectively utilizing available empirical evidence and enabling the availability and accessibility of reliable sector performance data.

The most significant factor in the stagnation of agriculture sector development is that it has not been accompanied by adequate implementation of the policies. The following challenges are suggested by the previous researchers: the necessary programmes and projects have not been formed and there is a gap between agricultural policy and proper implementation management (Okunola 2016; Hendriks 2018; Moguees et al. 2018; Nwozor et al. 2020). Agricultural-related programmes lack coherence and continuity themselves, and there is also a lack of interconnectedness between agricultural policies and the policies of other economic sectors (Douillet et al. 2010; Okunola 2016; Amuda et al. 2023). At the State level, despite the higher agricultural technical expertise that sector bureaucrats have vis-à-vis the elected non-sector-

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<sup>15</sup> The Nation HP: [Budget 2022: Key issues in allocation to agriculture - \(thenationonline.ng.net\)](https://thenationonline.ng/budget-2022-key-issues-in-allocation-to-agriculture/).

specific chief executives, it is the latter who heavily influence agricultural resource allocation. Public leaders such as State Governors and local government chairmen prioritize funding for public investments that are more visible by their nature, and outputs of which materialize relatively rapidly; this disfavors agriculture (Mogues et al. 2020).

In Nigeria, the necessary documents and plans have been developed and a framework laid down to promote CAADP. However, due to the relatively low priority of the agriculture sector in the Nigerian Government, there is a limited political will to achieve the goals set out in the sector, and the Federal and State Governments have prioritized public investment, which is more visible and relatively quicker to produce results than the agriculture sector. In the agriculture sector, the implementation phase has not been given sufficient priority, with insufficient budget allocations and a lack of mobilization of funds from development agencies and the private sector for the formulation and implementation of programmes and projects. As a result, progress in solving the respective issues in the agriculture sector lags behind that of other sectors.

#### **2.3.3.2 Kenya**

The Kenyan Government has placed a high priority on the agriculture sector in recent years, with food security as one of the four priorities of the former presidential “Big Four” initiative launched in 2017. “The Agriculture Sector Transformation and Growth Strategy (ASTGS)”, formulated in 2019, aims to develop a vibrant commercial and modern agriculture sector over a period of 10 years from 2019, with CAADP and SDGs in mind, and has a total of nine Flagship projects in three pillars: (i) increase small-scale farmer, pastoralist and fisherfolk incomes, (ii) increase agricultural output and value addition, and (iii) boost household food resilience. To encourage ASTGS-based initiatives, a NAIP was developed in 2021, which details the relationship between each of the ASTGS flagship projects and the seven CAADP Commitments, as well as setting out a monitoring and evaluation mechanism.

Kenya's score for the 4<sup>th</sup> CAADP Biennial Review (6.28/10) is above the continental average (4.56/10). However, it is far short of the “On track” benchmark (9.29/10). Progress in CAADP has been assessed as “Not on track” in the 2<sup>nd</sup> to 4<sup>th</sup> CAADP Biennial Reviews. Looking at each of the commitments in the 4<sup>th</sup> CAADP Biennial Review, “Commitment 1. Recommitment to the Principles and Values of the CAADP Process” was rated relatively high at 7.29/10 and “Commitment 7. Enhancing Mutual Accountability for Actions and Results” was rated “On track” at 9.58/10. However, the rest of the Commitments are only in around 2-4/10 range, except for “Commitment 4. Eradicating Poverty through Agriculture (7.50/10) “ and “Commitment 6. Resilience to Climate Variability (7.07/10) “ (Table 10). In Kenya, as in Nigeria, the necessary documents and plans have generally been developed, and processes implemented to promote CAADP, but the agriculture sector has not yet achieved expected results because the issues in the sector have not been fully addressed.

An overview of agriculture sector development in Kenya shows that the agriculture sector growth rate remains even lower than in Nigeria, averaging around 2% albeit with large annual variations, compared to CAADP's 6% annual growth (Figure 1). In addition, the share of the agriculture sector in the national budget has remained at a low level between 1.70% (2018) and 2.70% (2014) against the CAADP target (at least 10%) (Figure 2).

In Kenya, a factor influencing the progress of agricultural development is devolution in recent years. Devolution, as set out in Kenya's new Constitution of 2010, has led to changes in the structure of government. In 2013 roles were transferred from central government to local government (Counties). Counties are now responsible for project implementation, which was previously the role of central government. As a result, not only did central government no longer have the authority to implement projects, but its grip on policy implementation was loosened and planning now required county public participation in addition to deliberations with the central

government, donor partners and other stakeholders (Local Development Research Institute HP).<sup>16</sup> Originally, the devolution of authority to local government aimed to improve public services by bringing government officials closer to the public. It was considered that compensation (pay) makes local government officials stay motivated and work hard (Ombaso 2019).

However, confusion arose because “the Constitution largely lacks specific provisions to reinforce a robust regime for discharge of devolved agricultural function” (Simiyu 2015). In addition, local governments lacked capacity, knowledge and resources to provide necessary services and improve budget management (WB HP).<sup>17</sup> Ruth et al. (2019) conducted a comparative study of funding for agricultural extension workers before and after devolution and concluded that financial support was better before devolution than after.

A number of challenges to implementation have also been identified. The first is the low willingness of the Kenyan Government to acquire external support. Borter (2017) suggested that although government-donor coordination mechanisms are in place, government involvement is limited, and while donors seem enthusiastic to show that they are “walking the talk” through the establishment of active donor forums, coordination activities (such as joint programming) are yet to yield the desired outcomes. The Government has failed to permeate through the various departments involved with donor programmes, and as a result, knowledge about them is not widespread. The second is a limited relevant capacity to promote CAADP. ReSAKSS Eastern and Southern Africa and AKADEMIYA 2063 (2023) suggested based on the 3<sup>rd</sup> CAADP Biennial Review that strengthening of capacity for agriculture planning and programme delivery be required. This would include such as more investment in technical capacity and greater financial support to strengthen policy analysis, programme design, and implementation.

In Kenya, although the necessary framework for promoting CAADP is generally in place and the process is being implemented, it is clear that effective efforts to address major issues have

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<sup>16</sup> Local Development Research Institute HP: [Revitalising CAADP Implementation: The Case of Kenya – Local Development \(developlocal.org\)](https://developlocal.org).

<sup>17</sup> World Bank HP: [Kenya's Devolution \(worldbank.org\)](https://worldbank.org).

not been made in the implementation stage due to low government budgetary allocations to the agriculture sector, a lack of smooth devolution which hinders the relevant activities at the local (county) level, and challenges in obtaining funding from development assistance agencies. It is revealed that the implementation phase has not been adequately addressed, resulting in sluggish results on respective issues in the agriculture sector. Promoting CAADP requires strong leadership and commitment from central and local government in pursuit of results, strengthening of programme implementation capacity, increases in the budgets for the agriculture sector and intensification of efforts by development agencies, the private sector and a wide range of other stakeholders.

### **2.3.3.3 Rwanda**

Rwanda is an agricultural country. Although rapid economic development has led to significant growth in other industries, the agriculture sector plays a very significant role, with the share of the agriculture sector in total GDP and also in total employment exceeding those of Nigeria and Kenya.<sup>18</sup> Rwanda has been committed to promoting CAADP since the adoption of the Maputo Declaration in 2003. It was the first country to sign “the CAADP Country Compact” in 2007. After the Malabo Declaration in 2014, “the National Agriculture Policy (NAP)” formulated in 2004 was revised in 2018, and “The Rwanda Strategic Plan for Agriculture Transformation 2018-2024 (PSTA4)” was developed to promote the revised NAP. PSTA 4 focuses on the growth of the agriculture sector through private sector investment with four pillars: 1) increased contribution to wealth creation, 2) economic opportunities and prosperity-jobs and poverty alleviation, 3) improved food security and nutrition, and 4) increased resilience and sustainability, all of which are in line with the CAADP after the 2014 Malabo Declaration.

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<sup>18</sup> Share of agriculture, forestry and fishing value added in total GDP (2022): Rwanda 24.9%, Nigeria 23.7%, Kenya 21.2% (FAO 2023). Share of agriculture, forestry and fishing value added in total employment (2019): Rwanda 47.3%, Nigeria 38.6%, Kenya 33.6% (FAO 2023).

Rwanda consistently received the highest score in all previous CAADP Biennial Reviews and was rated “On track” in the 1<sup>st</sup> (2018), 2<sup>nd</sup> (2020) and 3<sup>rd</sup> (2022) reviews. Although the 4<sup>th</sup> CAADP Biennial Review (8.07/10) resulted in a “Not on track” for the first time, Rwanda showed outstanding progress compared to other African countries. Looking at each of the commitments in the 4<sup>th</sup> CAADP Biennial Review, the scores for “Commitment 1. Recommitment to the Principles and Values of the CAADP process” and “Commitment 7. Enhancing Mutual Accountability for Actions and Results” were very high at 9.87/10 and 9.64/10, respectively. The necessary documents and plans have been developed, and processes have been conducted to promote CAADP in Rwanda. In addition, “Commitment 6. Enhancing Resilience to Climate Variability (9.73/10)”, “Commitment 5. Boosting Intra-African Trade in Agriculture Commodities and Services (8.84/10)” and “Commitment 4. Halving Poverty through Agriculture by 2025 (7.38/10)” also scored highly. Some Commitments require further work, such as “Commitment 2. Enhancing Investment Finance in Agriculture (5.05/10)”, but unlike Nigeria and Kenya, there has been remarkable progress on the respective commitments needed (Table 11).

An overview of Rwanda's agriculture sector development though shows that its growth has been mixed, with years above (2014, 2018 and 2021) and below (2015, 2016, 2017, 2019 and 2020) the CAADP target (6% per annum), and has not been consistently on target (Figure 1). The share of agriculture sector in the national budget has remained between 2.95% (2016) and 5.07% (2019), significantly below target (at least 10%), but at a higher level than in Nigeria and Kenya (Figure 2). Both figures are higher than in other countries, although further work is needed, indicating that the Rwandan government has focused on the promotion of CAADP.

In the four CAADP Biennial Reviews, Rwanda's progress has consistently outperformed other countries. Rwanda's agricultural development efforts have been cited in various academic papers as a success, but what they all suggest in common is that a system of policy, strategy and planning, implementation, and monitoring and review has been established and is functioning

under strong political leadership in pursuit of results, and that there are strong incentives for implementation under clear targets.

Rwanda's experience of genocide in 1994 has promoted national development on the basis that economic and social development through the proper allocation and enforcement of necessary public goods is the only way to overcome the ethnic divisions and violent conflict of the past. There are very strong implementation incentives working downwards from the Cabinet to achieve agreed commitments, with rigorous detection and correction of implementation failures and abuses. Policy coherence and broad stakeholder involvement in the policy formulation process are features of the Annual National Dialogue, which is held in accordance with the Constitution and involves a wide range of participants from the President and Members of Cabinet to the private sector and civil society, to open up aspects of government business to public scrutiny with focused consultations on issues of interest, including progress in implementing agreements (Byakweli et al. 2013; Booth et al. 2014). The background to the above initiatives is the organizational performance contract with strong incentives to implement the agreements, known as *Imihigo*, introduced in 2006 by the Rwandan Government. This is a vital tool to implement efficiently and effectively the development programmes as well as to improve the quality of public service delivery. *Imihigo* evaluation measures the targets tangibly and accurately and identifies areas of strengths and weaknesses as best practices and lessons to learn from for future improvement (National Institute of Statistics of Rwanda 2022).

Under *Imihigo*, agriculture sector policies and strategies are aligned with national-level economic policies, and government spending priorities in the agriculture sector are determined. There is a coordination mechanism through which the Government consults with a wide range of stakeholders, including civil society and the private sector, in the formulation of agriculture policies. In addition, the agriculture and food sector has established and operated sector and sub-sector working groups at country level that hold regular consultations between the government

and development partners, and joint action development forums at district level that coordinate activities across public, private, and civil society organizations (USAID and Africa Lead 2012; Byakweli et al. 2013; Booth et al 2014; Dusingizimana et al. 2022).

Nevertheless, there is some criticism of centralized efforts by the Rwandan government. “The government has not been flexible in adapting from policy mistakes” and “the government and business have not been able to sustain effective reciprocal relationships (and where domestic politics has sometimes disrupted such relationships)” (Behuria 2018). “A flawed performance contract system incentivized bureaucrats and farmers to tweak the numbers instead of compelling them to achieve actual results” (Heinen 2022). However, the Rwandan Government's clear commitment to development itself is commendable.

What makes Rwanda a highly regarded precedent for CAADP promotion, in contrast to other African countries, is its strong political leadership in policy formulation and implementation, and its pursuit of results. The Rwandan Government is not only developing policies, strategies and plans with a clear commitment, but is also promoting necessary actions with strong implementation incentives. However, there are areas for improvement. IFPRI (2022) pointed to a tendency to prioritize only visible outputs, to select easy-to-achieve targets, or to over-report performance. It is also recommended to develop individual and organizational capacity to implement, coordinate, monitor and evaluate, and integrate cross-cutting elements such as gender mainstreaming and youth inclusion.

### **3. Summary and policy recommendations**

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Agricultural development and food security have been challenges faced in Africa for many years. However, CAADP has yet to produce the expected results that should change this situation. Looking at progress at the continental level, many countries generally have the necessary documents and framework in place to promote this programme and are making progress, as

indicated by the high scores for two of the commitments, “Commitment 1. Recommitment to the Principles and Values of the CAADP Process” and “Commitment 7. Enhancing Mutual Accountability for Actions and Results”. Commitments 1 and 7 would score highly if conducted, but do not directly affect respective development indicators in the agriculture sector. Progress has lagged far behind in Commitments 2-6, which are directly linked to actual agricultural development such as ending hunger, eradicating poverty through agriculture, intra-regional trade in agriculture commodities and services, and resilience to climate variability though. In other words, CAADP has not been fully prioritized at the implementation stage as it should, and effective actions are not being taken, which is why the relevant development indicators are stagnant. Strengthening efforts at the implementation stage will thus lead to progress on Commitments 2-6 at the continental, RECs and country levels.

At the RECs level, it is revealed that (a) there is an unclear division of labour between the AUC and each RECs, and each REC and its member states; (b) many countries are overlapping members of several RECs, which makes it difficult to coordinate policies and programmes among mutual RECs organizations; and as a result, (c) there is often a limited political will and sluggish implementation of decisions in the RECs. On the other hand, through the analysis of ECOWAS and EAC, which are making advanced efforts to promote CAADP, it was found that both organizations have developed the necessary documents and plans for the programme and have established a framework for its promotion. In particular, ECOWAS is actively and steadily promoting its efforts in all member states under its strong leadership as a regional organization. However, strengthening efforts in the implementation phase is a major challenge for the RECs, including ECOWAS and EAC. The situation varies widely from one RECs to another, and some have stalled in their efforts. Each RECs is required to clarify the objectives to be fulfilled under strong leadership and to make further efforts for investment and effective actions, specifically by

increasing the budgets of member states, mobilizing funds from development agencies for priority issues, and promoting private sector investment.

At the country level, three countries were analyzed, Rwanda, which has consistently shown progress ahead of other countries, and Nigeria and Kenya, both of which have shown progress above the continental average, although not as good as Rwanda. The results show that all three countries have the necessary documents and plans in place for CAADP and have established a framework for promotion, but Rwanda has steadily implemented actions on the respective issues in the agriculture sector compared to the other two countries. This is due to the establishment and functioning of a system for policy/strategy formulation, planning, implementation, and monitoring and review as a government under strong political leadership in pursuit of results, and strong incentives for implementation with clear targets. While lack of flexibility and over-reporting due to excessive promotion are areas for improvement, a clear goal-oriented approach under political leadership to encourage the necessary actions on respective issues is the aspect that is largely lacking in other countries. Each African countries are expected to adopt measures to enhance their ability to implement in pursuit of results in a way that is compatible with their national systems and frameworks. While each country tends to work on areas where results are easier to achieve, it is also necessary to promote the areas that are necessary for medium- and long-term development such as organizational strengthening and capacity building, gender mainstreaming and youth inclusion.

The need for political leadership and commitment has been repeatedly recommended in all four CAADP Biennial Reviews, and through this analysis, the importance of political leadership and commitment was reaffirmed once again. This is in line with the message of Ambassador Josefa Sacko (Commissioner for Agriculture, Rural Development, Blue Economy, and Sustainable Environment of the AUC) at the AU Assembly in February 2024, “There is a need for stronger political leadership and commitment at all levels to drive implementation, mutual

accountability and, importantly, the financing required to achieve aspirations of CAADP”(AU HP).<sup>19</sup> What has been emphasized in this paper is the need for strong political leadership for the implementation phase, clarity on the goals to be fulfilled and the need to strengthen the implementation capacity to pursue results.

In order to implement highly effective actions to address the respective issues based on the RAIP and NAIP, through fundamental changes in those three issues, it is required that there is a significant increase in the agriculture sector budgets of national governments, which currently remain at low levels, as well as serious efforts for further financial mobilization and investment from development agencies and the private sector, and the strengthening of monitoring and review of flexible and effective measures. It has been pointed out that development agencies have tended to focus on specific issues based on their internal strategies and priorities. It is hoped that each development agency will become aware of the need for consistency, priority and balance with the RAIP and NAIP and would contribute to boosting CAADP by formulating well aligned programmes.

Ahlers and Kohli (2017) have pointed out that (i) Africa's key challenges are poverty eradication through the creation of good jobs for the growing working age population and the achievement of inclusive economic growth, particularly targeting the poorest, (ii) in the short term, in rural areas, where almost four-fifths of the population is concentrated, structural transformation, including the provision of employment opportunities through agriculture and related industries, is important, and (iii) the political will to adopt and implement bold policy reforms is decisive in determining a country's success. In recent years, various risks have emerged in the agriculture sector in Africa, including the worsening of climate change and fragility caused by regional conflicts. These risks make agriculture sector development increasingly important for food security.

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<sup>19</sup> AU HP: the [African Union launches the 4th CAADP Biennial Review Report and Post-Malabo Roadmap](#).

Even as development needs continue to diversify, the AU, RECs and African governments are required to position agriculture sector development and food security as a top priority for African development and, under strong political leadership, to promote results-oriented initiatives with clear targets to be met. AU, RECs, African governments and development agencies are required to take the necessary measures for the future agricultural development and food security in Africa with the highest priority.

**Table 1:** Comparison of Share of Agriculture in Total GDP and Employment in Africa and Asia

	Africa		Asia	
	2000	2020	2000	2020
Share of Agriculture, Forestry and Fishing Value Added in Total GDP	14.5%	16.2%	10.1%	7.4%
Share of Agriculture, Forestry and Fishing Employment in Total Employment	58.2%	48.4%	48.7%	29.2%
Share of Women in Agriculture, Forestry and Fishing Employment	46.2%	45.4%	37.9%	35.0%

Source: By the author from the FAO (2022)

**Table 2:** Agricultural Growth Rates in Africa (per Year)

CAADP Target	2008~2014	2014~2019	2019~2020
6%	3.5%	3.0%	2.4%

Source: by the author from AKADEMIYA 2063 and IFPRI (2021).

**Table 3: CAADP Progress and Achievements (from the last four CAADP Biennial Review Reports)**

	1 <sup>st</sup> Report ( 2017) ( 2018)	2 <sup>nd</sup> Report( 2015~2018) ( 2020)	3 <sup>rd</sup> Report ( 2015~2021) ( 2022)	4 <sup>th</sup> Report( 2015~2023) ( 2024)
No. of Countries	47	49	51	49
Benchmark (Minimum Score of On track)	3.96/10	6.66/10	7.28/10	9.29/10
Average Score	3.6/10( Not on track)	4.03/10( Not on track)	4.32/10( Not on track)	4.56/10( Not on track)
No. of On-track Countries	17	4	1	0
Country with Highest Score	Rwanda( 6.09/10)	Rwanda( 7.27/10)	Rwanda( 7.43/10)	Rwanda( 8.07/10)
No. of Countries Allocating at least 10% of National Expenditure on Agriculture	10	4	4	3
No of Countries Achieving 6% Growth Rate of Agriculture	18	3	21	11
Recommendations and Others	• 3 Commitments Are Not on track	• All 7 Commitments Are Not on track	• All 7 Commitments Are Not on track	• All 7 Commitments Are Not on track
	• Action is needed for African leaders to take greater responsibility to demonstrate increased ownership and collective leadership.	• Stronger political leadership and commitment and the requisite capacity at all levels are required.	• Stronger political leadership and commitment and the requisite capacity at all levels are required.	• Stronger political leadership and commitment and the requisite capacity at all levels are required.
			• COVID-19 pandemic could partly explain low performance of agriculture.	• Collective and individual actions are needed to accelerate agricultural growth and transformation through CAADP.
Remarks	There are 23 Categories in 7 Commitments.	The number of categories increased to 24.	No change in number of categories (24)	The number of categories increased to 28.

Source: by the author based on AU (2018, 2020), and AU and AUDA-NEPAD (2022, 2024).

**Table 4:** Trends in CAADP Progress across the African Continent

Malabo Commitments	1 <sup>st</sup> Report (2017) (2018)	2 <sup>nd</sup> Report (2015–2018) (2020)	3 <sup>rd</sup> Report (2015–2021) (2022)	4 <sup>th</sup> Report (2015–2023) (2024)
Score	3.6	4.03	4.32	4.56
Progress	Not on track	Not on track	Not on track	Not on track
1. Recommitment to CAADP Process	5.53 (On track)	7.29 (Not on track)	7.28 (Not on track)	7.66 (Not on track)
2. Investment Finance in Agriculture	3.54 (Not on track)	3.46 (Not on track)	3.15 (Not on track)	3.15 (Not on track)
3. Ending Hunger by 2025	1.82 (Not on track)	2.20 (Not on track)	2.71 (Not on track)	2.90 (Not on track)
4. Halving Poverty through Agriculture by 2025	2.67 (On track)	1.81 (Not on track)	2.69 (Not on track)	3.04 (Not on track)
5. Intra-African Trade in Agriculture Commodities and services	2.45 (On track)	2.87 (Not on track)	2.44 (Not on track)	2.23 (Not on track)
6. Resilience to Climate Variability	3.86 (Not on track)	4.59 (Not on track)	5.71 (Not on track)	5.91 (Not on track)
7. Mutual Accountability for Actions and Results	5.35 (On track)	5.98 (Not on track)	6.26 (Not on track)	7.02 (Not on track)

*Source:* by the author based on AU (2018, 2020), and AU and AUDA-NEPAD (2022, 2024).

**Table 5:** Agriculture, Education and Health Budgets as a Percentage of National Budgets in Africa

	2001	2005	2010	2015	2020
Agriculture	3.06%	3.08%	2.57%	2.46%	2.55%
Education	15.74%	18.03%	17.55%	16.66%	14.34%
Health	6.66%	7.03%	6.47%	6.44%	7.23%

*Sources:* by the author derived from FAO 2023 (Agriculture), Our World in Data (Education) and the WHO Global Health Observatory data repository (Health).

**Table 6:** ECOWAS Member State Scores for the 4<sup>th</sup> CAADP Biennial Review

Member States (15 countries) Average: 5.03 (over 7% ↑)

Benin	Burkina Faso	Cabo Verde	Côte d'Ivoire	Gambia
6.00 (26% ↑)	5.73 (10% ↑)	5.09 (12% ↑)	3.96 (14% ↓)	5.79 (4% ↑)
Ghana	Guinea	Guinea-Bissau	Liberia	Mali
6.68 (1% ↑)	4.11 (2% ↑)	2.75 (26% ↑)	3.46 (12% ↓)	6.51 (2% ↓)
Niger	Nigeria	Senegal	Sierra Leone	Togo
4.32 (16% ↑)	6.28 (19% ↑)	4.06 (20% ↓)	5.90 (36% ↑)	4.8 (3% ↑)

*Source:* by the author from AU and AUDA-NEPAD (2024).**Table 7:** EAC Member State Scores for the 4<sup>th</sup> CAADP Biennial Review

Member States (6) average: 6.13 (11% ↑)

Burundi	DR Congo	Kenya	Rwanda	South Sudan
6.41(14% ↑)	n.a	6.28(12% ↑)	8.07(9% ↑)	3.51(22% ↑)
Tanzania	Uganda			
5.76(6% ↓)	6.76(15% ↑)			

*Source:* by the author from AU and AUDA-NEPAD (2024).**Table 8:** Progress on the Development of National Agricultural Investment Plans (NAIP) and Joint Sector Reviews (JSR)

	No of Countries on the Implementation of NAIP Validation Process ( After Malabo Declaration)				No of Countries not submitted Country Report for 4 <sup>th</sup> Biennial Review	JSR Evaluation
	Malabo Declaration Domestication Event	Malabo Evaluation/ Concept Finalization	Finalization of Malbo Goal and Milestone Report	NAIP Validation		
Africa (Continent)	25/54	31/54	25/54	42/54	6 Countries	21/54
ECOWAS	9/15	15/15	15/15	15/15	All Countries submitted	8/15
EAC	5/7	4/7	1/7	6/7	1 Country (DRC)	4/7

*Source:* by the author from ReSAKSS (2023), and AU and AUDA-NEPAD (2024).

**Table 9: Progress of CAADP in Nigeria**

Malabo Commitments	1 <sup>st</sup> Report (2017) (2018)	2 <sup>nd</sup> Report (2015–2018) (2020)	3 <sup>rd</sup> Report (2015–2021) (2022)	4 <sup>th</sup> Report (2015–2023) (2024)
Score	3.36	5.18	5.42	6.28
Progress	Not on track	Not on track	Not on track	Not on track
1. Recommitment to CAADP Process	6.54	9.90	9.08	9.35
2. Investment Finance in Agriculture	5.09	6.49	1.99	4.62
3. Ending Hunger by 2025	0.38	2.61	1.42	3.7
4. Halving Poverty through Agriculture by 2025	0.00	0.00	5.96	5.97
5. Intra-African Trade in Agriculture Commodities and Services	3.74	4.60	6.52	4.24
6. Resilience to Climate Variability	3.33	3.33	6.81	6.83
7. Mutual Accountability for Actions and Results	4.46	9.31	6.17	9.24

Source: by the author from AU (2018, 2020), and AU and AUDA-NEPAD (2022, 2024).

**Table 10: Progress of CAADP in Kenya**

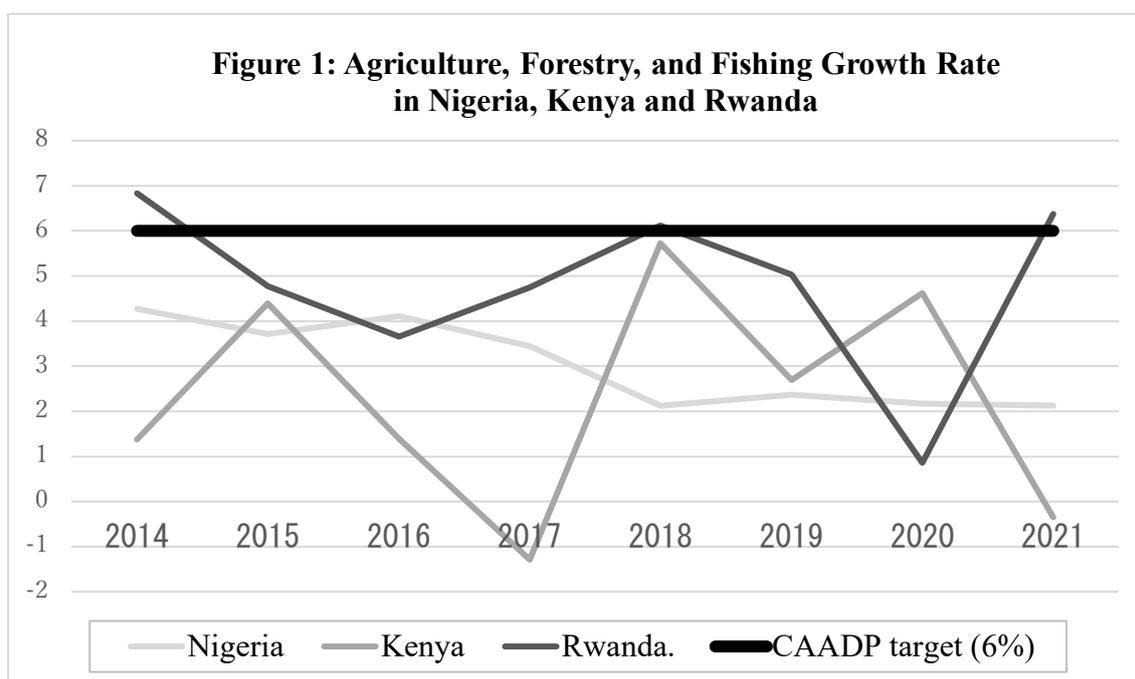
Malabo Commitments	1st Report (2017) (2018)	2nd Report (2015-2018) (2020)	3rd Report (2015-2021) (2022)	4th Report (2015-2023) (2024)
Score	4.77	4.88	5.62	6.28
Progress	On track	Not on track	Not on track	Not on track
1. Recommitment to CAADP Process	7.58	9.15	8.30	7.29
2. Investment Finance in Agriculture	4.73	6.95	4.48	4.79
3. Ending Hunger by 2025	3.40	4.04	6.40	4.79
4. Halving Poverty through Agriculture by 2025	1.14	0.38	5.00	7.50
5. Intra-African Trade in Agriculture Commodities and Services	3.86	4.77	2.79	2.91
6. Resilience to Climate Variability	3.40	4.23	6.26	7.07
7. Mutual Accountability for Actions and Results	9.25	4.65	6.08	9.58

Source: by the author from AU (2018, 2020), and AU and AUDA-NEPAD (2022, 2024).

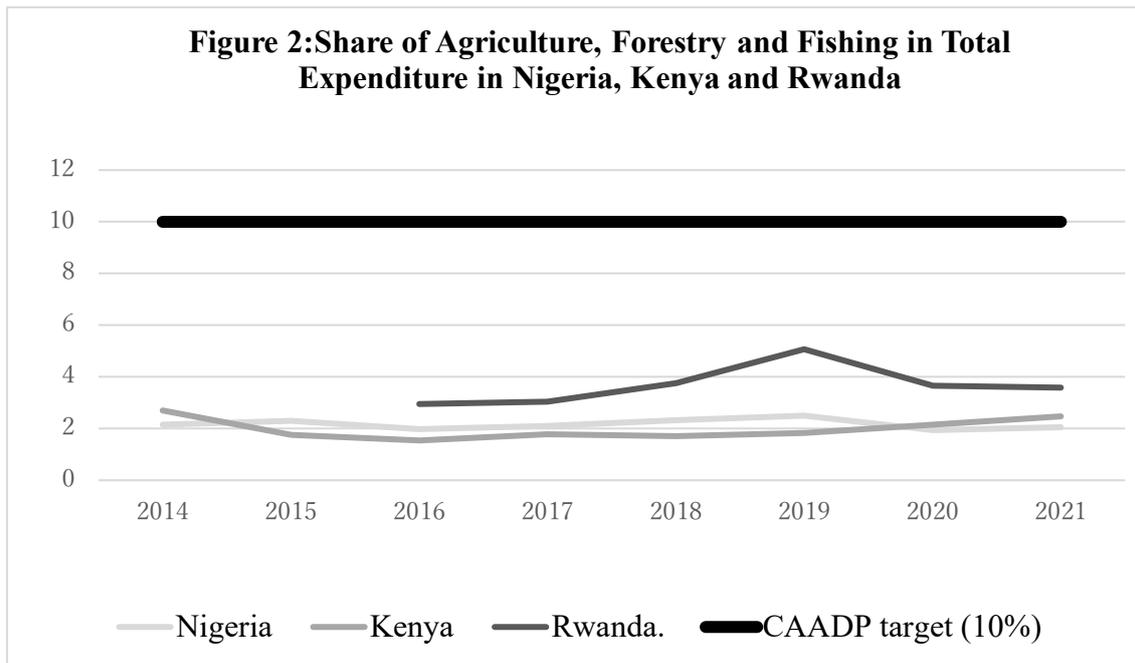
**Table 11: Progress of CAADP in Rwanda**

Malabo Commitments	1st Report (2017) (2018)	2nd Report (2015-2018) (2020)	3rd Report (2015-2021) (2022)	4th Report (2015-2023) (2024)
Score	6.09	7.24	7.43	8.07
Progress	On track	On track	On track	Not on track
1. Recommitment to CAADP Process	8.70	10.00	10.00	9.87
2. Investment Finance in Agriculture	4.91	5.00	6.86	5.05
3. Ending Hunger by 2025	3.61	4.87	5.43	6.01
4. Halving Poverty through Agriculture by 2025	5.55	6.79	6.95	7.38
5. Intra-African Trade in Agriculture Commodities and Services	1.39	4.70	3.18	8.84
6. Resilience to Climate Variability	8.53	9.33	9.70	9.73
7. Mutual Accountability for Actions and Results	9.96	9.95	9.87	9.64

Source: by the author from AU (2018, 2020), and U and AUDA-NEPAD (2022, 2024).



Source: by the author from the World Bank's *World Development Indicators* (World Bank 2024). <https://databank.worldbank.org/source/world-development-indicators>.



Source: by the author from FAO (2023). Note: \*No data for Rwanda in 2014 and 2015.

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