

CAAP Biennial Review Briefing Note: Performance, Key Lessons, Best Practices and Recommendations for Improving Progress Towards Agricultural Transformation in Mozambique

Vilissa D*¹ Wilson D*., Nhlengethwa S, Matchaya G, and Salvador Cadoso

Introduction

The African Union Commission (AUC) established the Biennial Review (BR) process as a mechanism to regularly track and gauge the countries' progress towards implementing the Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods in Africa. The BR mechanism's aim is to provide platform for mutual accountability, peer review and peer learning that motivates increased performances of each member state to deliver on targets set in the Malabo declaration, through a well-designed, transparent and performance-based Monitoring and Evaluation (M&E) and Biennial Review Reporting to the AU Assembly. With the second BR underway, this process still aimed at facilitating evidence-based planning and implementation at all levels (national, sub regional and continental) for the expected agricultural growth and transformation in Africa by 2025.

The seventh commitment of the 2014 Malabo Declaration focuses on strengthening mutual accountability to action and results in the implementation of the Comprehensive Africa Agriculture Development Programme (CAADP). African Heads of State and Government committed to systematic and regular reviews on the implementation of the Malabo Declaration through a biennial review for tracking, monitoring, and reporting progress (AUC, 2014). In line with this commitment, the African Union Commission (AUC) and the African Union Development Agency–New Partnership for Africa's Development (AUDA-NEPAD), in collaboration with the regional economic communities (RECs), member states, and technical and development partners, implemented the redesigned second agriculture sector Biennial Review (BR) for the continent. Mozambique participated in the second BR process of self-reporting on progress made in the implementation of the seven Malabo commitments. Results of the second BR process will be presented at the 31st General Assembly of the AU in Addis Ababa, Ethiopia, in January/February 2020. The Mozambique process provided a platform for

¹ Ministry of Agriculture and Food Security

stakeholders in the agriculture sector (the public sector, private sector, development partners, civil society organizations, academia, and research institutions) to hold each other mutually accountable on both the financial and nonfinancial commitments they made on common development goals for the agriculture sector. The BR process also provided a platform for agriculture sector stakeholders to learn from each other (peer learning).

The objective of this brief is to analyse Mozambique's performance, discuss best practices, experiences from the implementation of the second BR process. Based on the results and experiences (lessons), recommendations are proposed for strengthening mutual accountability and performance of the agriculture sector in Mozambique. The analysis is based on results of the Africa Agriculture Transformation Scorecard (AATS) that will be presented to African Heads of State and Government in January/February 2020.

Overview of the Agricultural Transformation Scorecard

Figure 1 below depicts the Africa Agriculture Transformation Scorecard for 2019. The Benchmark for the second BR (2019 BR) is 6.66/10; the benchmark is the minimum score for a member state to be on track in implementing Malabo Declaration commitments (AUC, 2019). Countries with scores in green colour are on track while countries in red colour are not in track. Mozambique achieved an overall score of 4.06, indicating the country is not on track to meet the Malabo commitments and targets by 2025. It is worth noting that in the second BR there are only four (4) countries (Ghana, Mali, Morocco and Rwanda) in the continent that are on track and no country in the Southern African Development Community (SADC) region is on track marking a 100% decline from the inaugural BR (there were 8 countries in the SADC region that were on track in the inaugural BR). The 4.01 score for Mozambique's denotes a 1% decline from the inaugural BR score of 4.1.

Figure 1: Results of the 2017 Africa Agriculture Transformation Scorecard



AUC (2019)

Mozambique performed way below the minimum score, this poor performance is consequential of the fact that the country was only on track in one thematic areas (Intra-Africa Trade in Agriculture Commodities and Services). Mozambique submitted 82 percent of the required data, which implies that it reported on most of the BR indicators; this a percent more than the data submitted for the inaugural BR. However, there are still some data gaps that the country needs to address before the next BR.

Table 1: Mozambique summary of BR results by theme

Theme	Minimum Score	Mozambique	SADC Regional Average**	Regional Average***	Low Income	Middle Income
Re-commitment to CAADP	10.00	9.13	7.42	7.50	6.76	7.03
Enhance Agriculture Finance	10.00	2.34	4.22	4.15	3.25	4.20
Ending Hunger by 2025	5.04	2,54	2.51	2.47	2.07	2.42
Halving Poverty Through Agriculture	3.94	0,50	1.29	1.25	1.18	1.14
Intra-Africa Trade in Agriculture Commodities and Services	3.00	4.30	2.66	2.91	3.24	2.35
Enhancing Resilience to Climate Change	7.00	3,33	4.81	4.65	3,78	4.61
Mutual Accountability for Actions & Results	7.64	6.24	7.04	6.95	5.43	7.03
Country Averages	6.66	4.06	4.28	4.27	3,67	4.11
Progress 2019 Benchmark = 6.66		Not on track	Not on track	Not on Track	Not on track	Not on track

Source: Authors' calculations based on country BR scores (2019)

Notes: SADC LI Countries: Angola, Democratic Republic of Congo, Madagascar, Malawi, Mozambique and Zimbabwe

SADC MI Countries: Botswana, Eswatini, Lesotho, Mauritius, Namibia, Seychelles, South Africa and Zambia

Tanzania was not included in the SADC average and in SADC LI because it was grouped in the East African Community

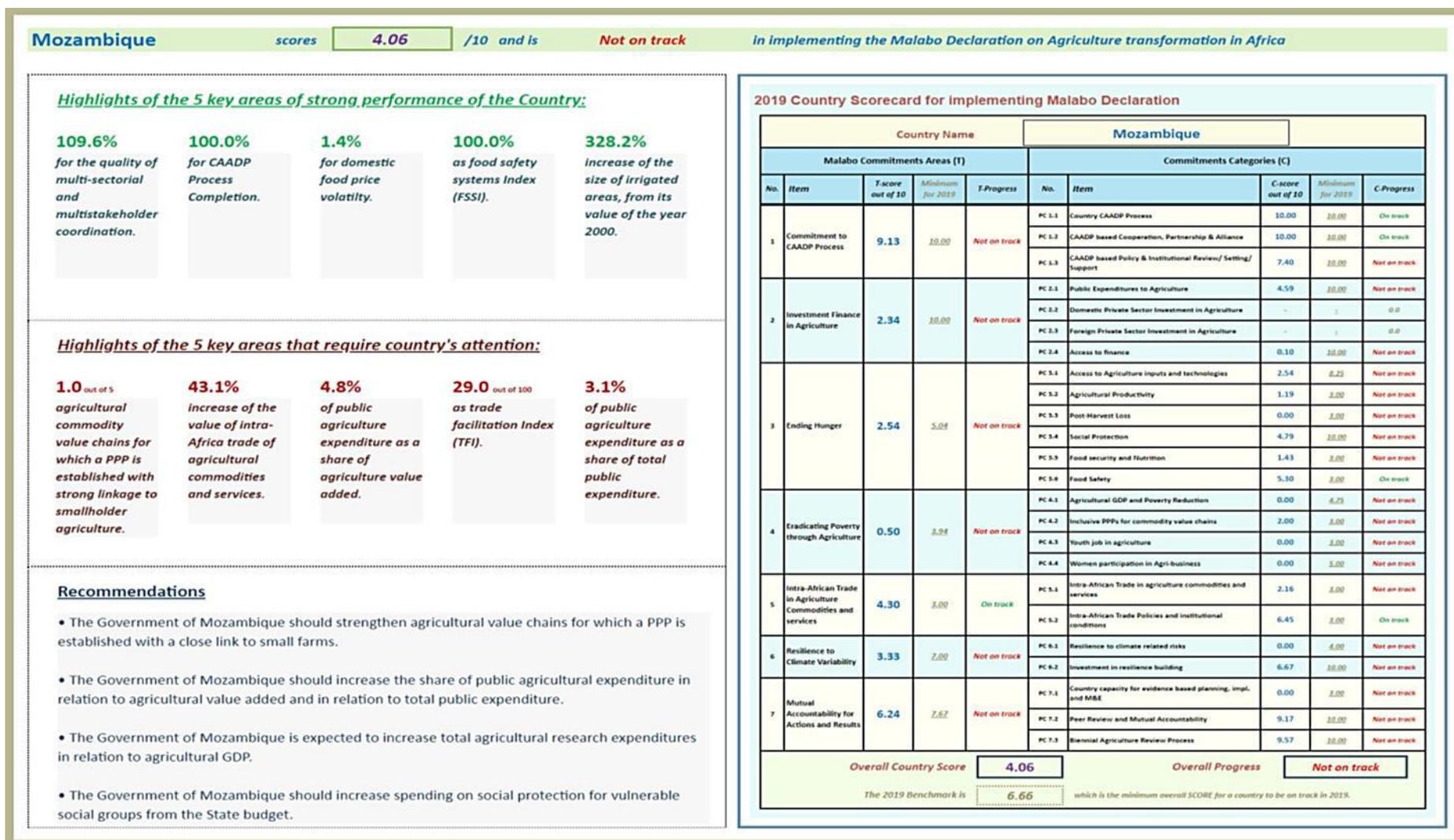


Figure 1: Mozambique Agriculture Transformation Scorecard

Source: AUC (2019)

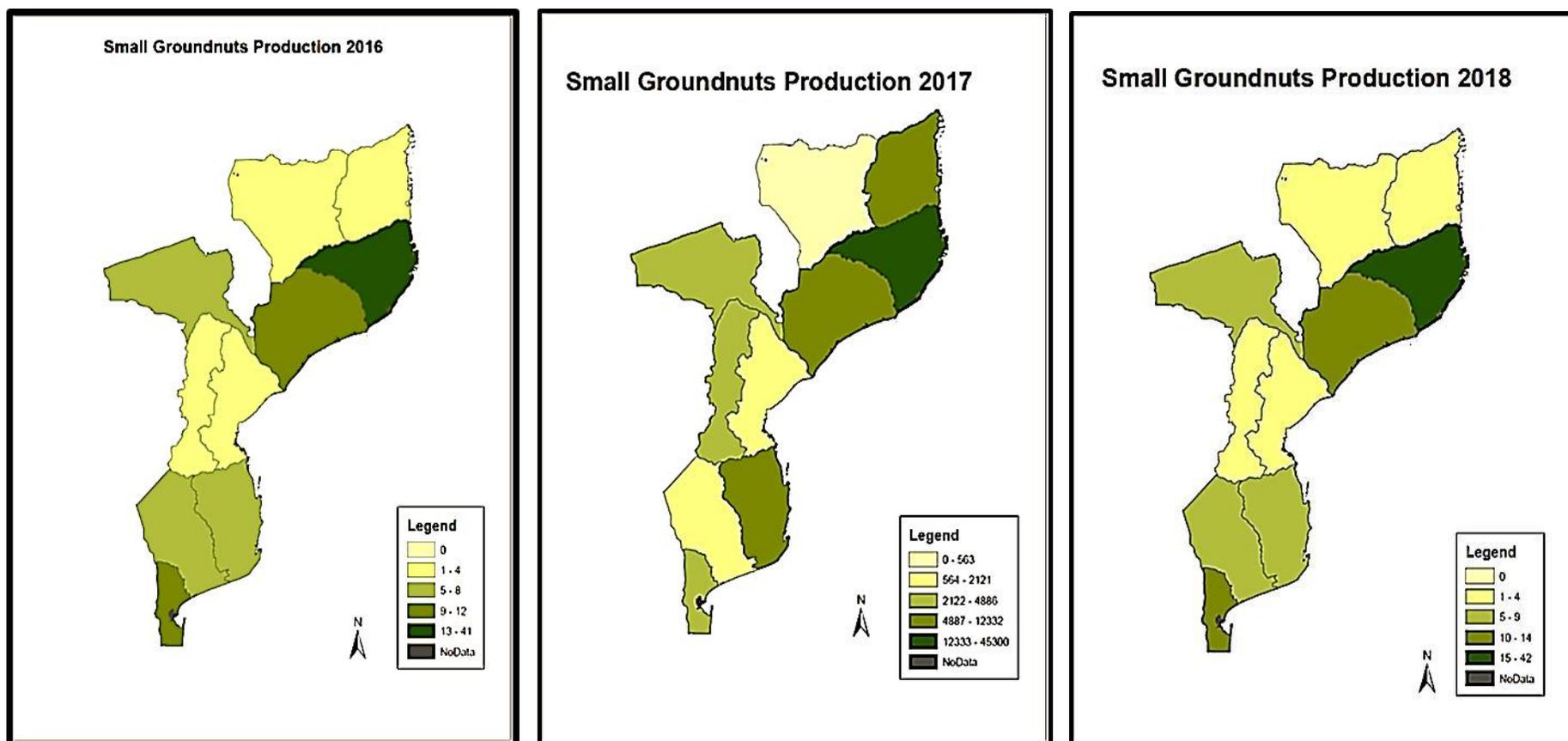


Figure 4: Mozambique Groundnuts production from 2016 – 2018

Source: Mozambique e-Atlas 2019

The maps above are showing a fluctuation of the yields of small groundnuts; 2017 yields were higher than both 2016 and 2018. The fluctuation might be due to the *El Nino* and the two cyclones (Cyclone Idai and Kenneth)

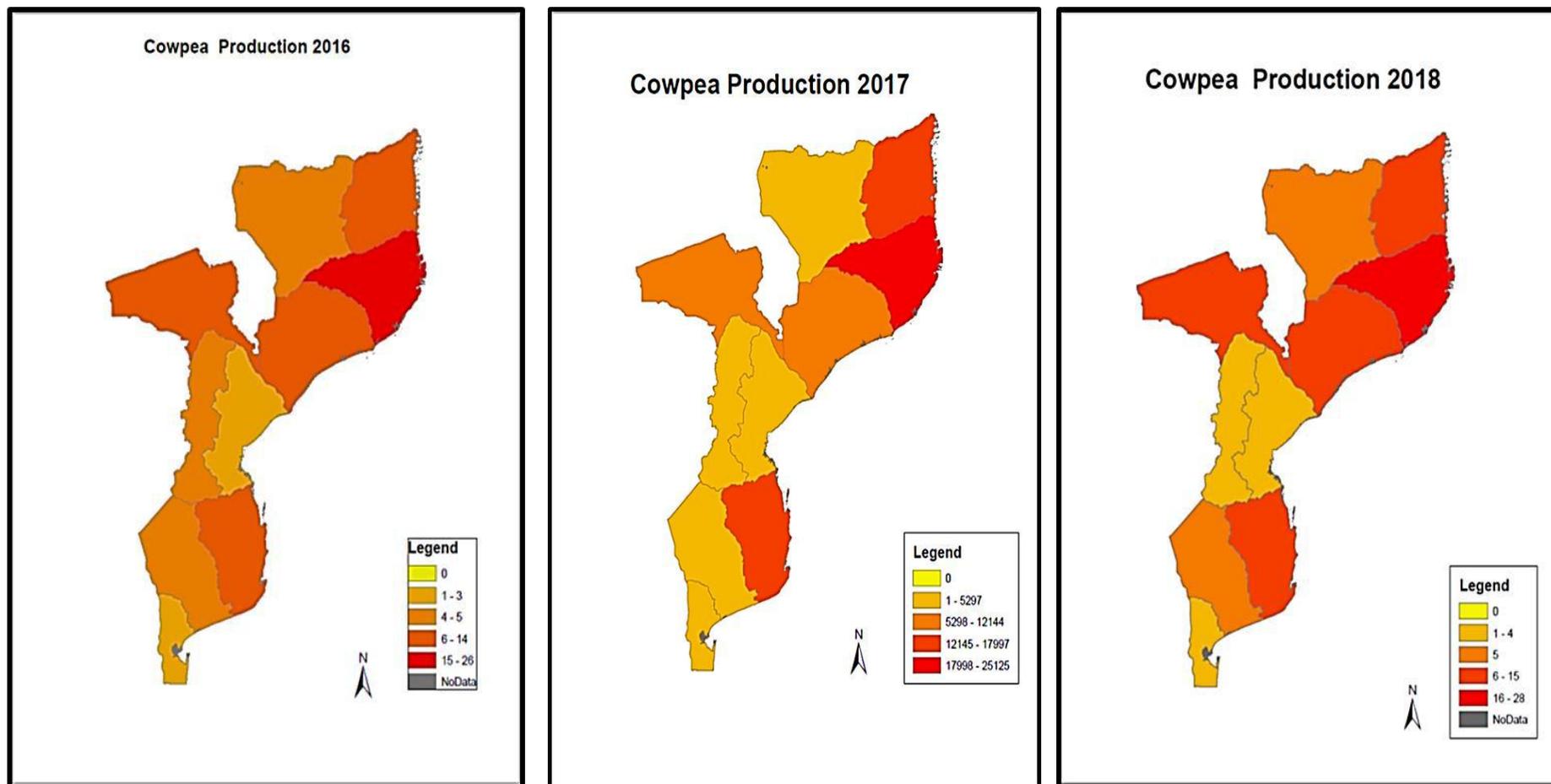


Figure 5: Mozambique Cowpeas production from 2016 – 2018

Source: Mozambique e-Atlas 2019

Cowpeas production is noted to be slightly increasing due to the fact that cowpeas are drought tolerant.

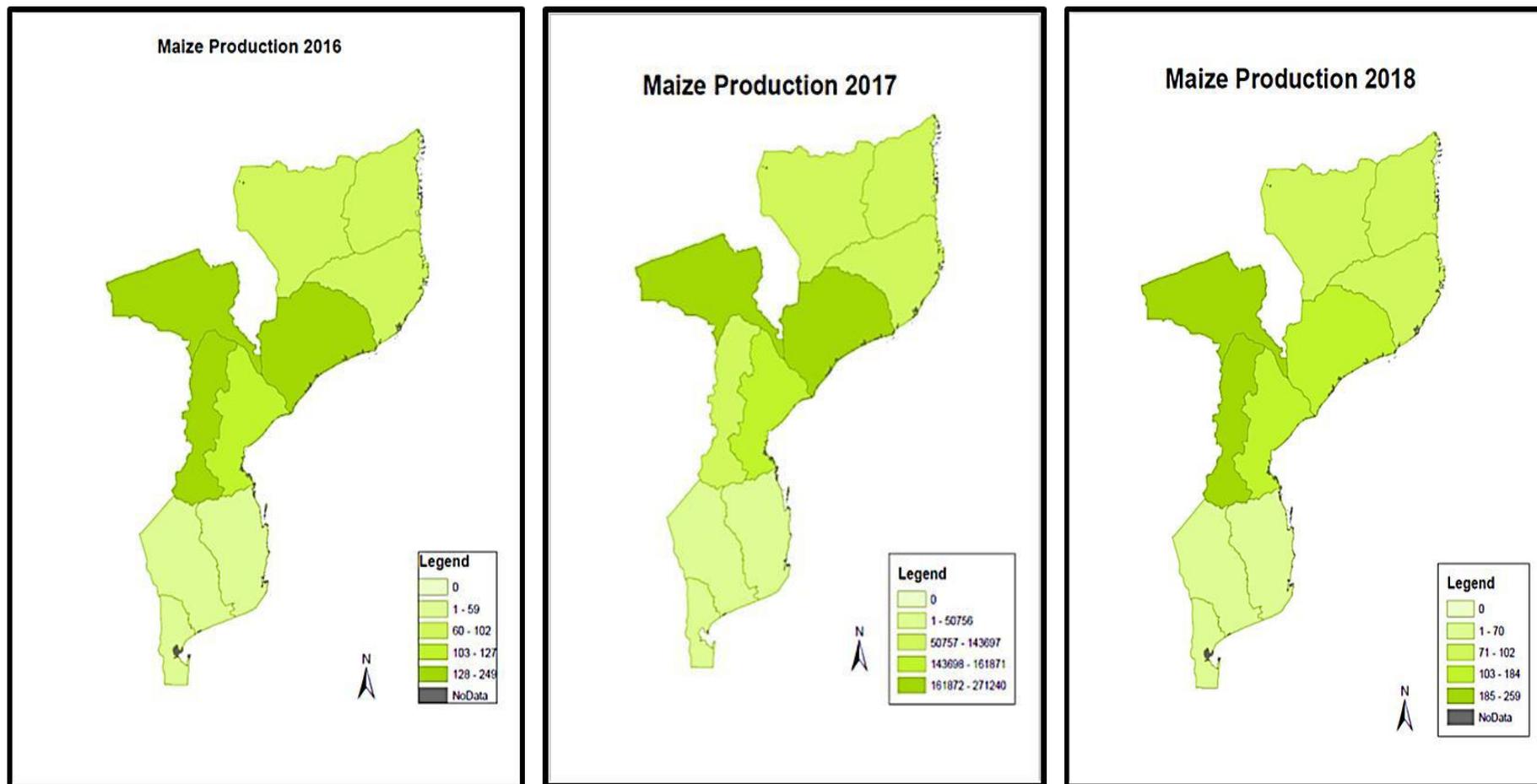


Figure 6: Mozambique Maize production from 2016 – 2018

Source: Mozambique e-Atlas 2019

Mozambique experienced fluctuating maize yields due to both the *El Nino* and the two cyclones (*Cyclone Idai and Kenneth*)

Key Experiences, Lessons, and Best Practices Employed to Improve Mozambique's Progress Towards Agricultural Transformation

Discussions under the above subject delves on key experiences, lessons, best practices and recommendations on the commitments where Mozambique was not on track. First take is on the key experiences, lessons and best practices;

- Conducting an Assessment of the last 2018 BR process and report to identify areas for improving the 2020 BR process and data systems. The assessment confirmed what the BR Team experienced in 2017 when they were collecting data for the inaugural BR process; there is no systematic data system used by all national agriculture stakeholders (both state and non-state stakeholders).
- The positive influences were noted on the Data collection processes i.e. the formation of the Cluster groups, the cluster groups made the data collection to be less laborious and even less ad-hoc (haphazard). These clusters were created to align to Malabo Declaration Commitment 2 (Investment Finance in Agriculture), 3 (Ending Hunger), 4 (Eradicating Poverty through Agriculture), 5 (Intra-African Trade in Agriculture Commodities) and 6 (Resilience to Climate Variability). Commitment 1 and 7 (CAADP Process and Mutual Accountability) are handled by the Ministry of Agriculture and Food Security through the BR Team.
- With regards to the improvement of the data quality; clusters were trained on data standards and protocols (data collection, data synthesis, data storage and data sharing). Within the data clusters the institutions worked tirelessly on data accuracy, traceability and verification. With respect to indicators such as poverty and child nutrition were in silence. For these indicators were not possible to obtain annual data because they require specific study.
- With respect to the Validation process employed by the BR Team on the first BR process, it is quite meticulous and it draws from the experiences of the Joint Sector Review Validation process. The participation of the agricultural stakeholders was not active mainly due to the limited knowledge about the BR process and its indicators.
- With respect to data storage and management, the BR data was incorporated on the e-Atlas platform, posting of all the of special studies, BR Report and also publishing of the data protocols and standards on the MASA website.

Highlights of areas that require action to improve progress of the country towards agricultural transformation.

1. *Re-commitment to CAADP process*: Mozambique has already taking actions to complete the national CAADP process which had stalled since 2013. The country is currently making the PNISA and PEDSA Malabo Declaration compliant finalising the revision of the National Agriculture and Food Security Investment Plan (NAFSIP). The alignment of the PNISA to the Malabo Declaration will be done using meticulous econometric modelling which will in turn allow the country to fund all the priorities accordingly.
2. *Enhancing investment finance in agriculture*: There is need to increase public expenditure in agriculture to achieve the Malabo Declaration target of at least 10% of national public expenditure budget. Although, the 2019 BR report has a few data sets on domestic and foreign private sector investment in agriculture, agri-business and agro-industry, and enhancing access to finance. The ministry should improve data collection and also include both the domestic and foreign private sector investments among the PNISA priorities. Mozambique should also strength access to finance for agriculture especially for youth and women to allow them to actively engage in agriculture value chain and agri-business.
3. *Ending hunger by 2025*: Mozambique has a substantial problem when it comes to quelling hunger, despite the surmountable efforts to end hunger in Mozambique including measures to double agricultural productivity by improving access to improved agriculture inputs and technologies such as irrigation, seeds and fertilizers. Mozambique still needs to invest more on technologies to subdue post-harvest losses in agriculture and strengthen social protection. Thus, in order to tackle post-harvest loss MASA is in the process of developing strategy for post-harvest management.
4. *Halving poverty through agriculture by 2025*: Mozambique still has a long way to go with regards to inculcating the youth and women on the value-chains and PPPs. There are special studies conducted to look into the youth empowerment in the agri-business value chains and to affirm the enforcement of PPPs in the agriculture sector.
5. *Boosting intra-African trade in agriculture commodities*: Although the country was on track on this commitment/ performance theme, efforts should be strengthened to establish and implement intra-African trade policies and enabling environment.
6. *Enhancing resilience to climate variability*: Mozambique has really suffered when it comes to climate change effects i.e. the floods and cyclones/hurricanes coupled with sporadic droughts. Despite these calamities, Mozambique still needs to invest more on strategies and

technologies that will enhance/build resilience capacity on climate related risks in the agriculture sector.

In order to capture the data on resilience, during the course of November 2019 MASA staff was trained on Tracking Adaptation in Agricultural Sectors (TAAS). This tool will enable the staff to calculate the agricultural land that is under sustainable land management (SLMWM).

7. *Mutual accountability for actions and results*: Mozambique already has the CCMA process which undertakes the JSR. This JSR coupled with the lessons from the inaugural BR will put the country in a better position to implement and report on all the commitments of the Malabo Declaration.

Recommendations for improving the BR process

This section provides overall recommendations for Mozambique to improve implementation next BR in line with the execution of the Malabo Declaration commitments and the contribution of the agriculture sector to the goals by 2025.

- *Improve M&E and data collection and management systems in agriculture*: Mozambique BR scorecard indicates a number of data gaps in the reporting. To address this shortfall, there is still a need for strengthening M&E and data collection and management systems (adding towards was undertaken during the implementation of the BR Pilot Project) in the agriculture sector. Strengthened M&E systems would help tracking progress in the implementation of the Second Generation PNISA and PEDSA, thus providing data and information for evidence based planning and implementation of agriculture sector policies and programmes.
- *Improve public and private sector funding in agriculture targeting indicators the country was not on track to achieve Malabo Declaration commitment targets by 2025*: Mozambique needs to increase public and private sector funding in the agriculture sector to at least the Malabo Declarations targets. It is also necessary to create an enabling environment that is conducive for both public and private sector investment across priorities in the NAFSIP.
- *Strengthen collaboration and coordination across ministries and agriculture sector stakeholders*: Strengthening collaboration and coordination is necessary to improve data and information sharing related to agriculture sector that is collected from other ministries and technical partners.
- *Sustain progress in strengthening mutual accountability to action and results in implementing Malabo Declaration commitments*: Mozambique should sustain the momentum in strengthening mutual accountability to action and results. This includes commitment to

ensure implementation of the Second Generation of the PNISA and PEDSA and the Malabo Declaration commitments.

- *Mozambique needs to develop and strengthen existing social protection programs* to ensure the protection of the vulnerable. Providing specific training (e.g. production techniques, marketing, and entrepreneurial skills) to the agricultural population is a pivotal way to enhance social protection.
- *There is a need to for the country to improve access to high quality agricultural inputs* (seeds and fertilizers) and technologies (irrigation and mechanization) to improve productivity especially of staple crops.
- *There is a need to develop or adopt technologies that will curb post-harvest losses* from pest and harsh climatic conditions.
- The country must put in place programs that will train farmers and promote processing of agricultural products to reduce food losses and improve nutritional content of the food.
- Mozambique needs to develop policies that will instruct all public-private partnerships to involve youth and women.
- The country must develop agricultural value chains with significant participation from youth and women.
- Mozambique should promote the commercialization of small ruminants by developing goat and sheep value chains.
- Mozambique should conduct a robust study on households and country resilience.
- There is need to adopt best practices for climate change adaptation and mitigation.
- The country should develop effective and robust early warnings systems to inform decision making.
- Mozambique needs to create programs that support agricultural diversification to minimise the impacts of climate change.

Conclusion

This BR brief shows that Mozambique was not on track to meet the Malabo Declaration targets for 2025 during the second BR review process. Only one of the commitments was on track; Intra-Africa Trade in Agriculture Commodities and Services. Mozambique was on track on 4 out of the 47 indicators highlighting the substantial efforts required to implement the commitments of the Malabo Declarations and national priorities in the agriculture sector. In retrospect, the country is still quite a long way out with regards to investments towards agriculture, ending hunger and halving poverty through agriculture by 2025 and enhancing resilience towards climate change. Mozambique needs to implement the recommendations coming of the BR process to ensure progress on the commitment areas it did not do well in while still focusing on areas it did well.

References

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