

An Evaluation of the Level of Integration and Alignment of the Malabo Commitments, Africa's Agenda 2063 and the SDGs in 10 National Agricultural and Food Security Investment Plans

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Background and Introduction

The Sustainable Development Goals (SDGs) have introduced greater integration of development objectives across traditional sectors. This integration is also reflected in Africa's Agenda 2063 (African Union (AU) 2015a) and the 2014 Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods (African Union (AU) 2014a). The Malabo Declaration succeeds the Maputo Declaration and its commitments to using agriculture-led growth to eliminate hunger, reduce poverty and food insecurity. The Comprehensive Africa Agricultural Development Programme (CAADP) and its first-generation of national agriculture and food security investment plans (NAIPs) were instruments developed for implementing the Maputo Declaration. The NAIPs were five-year investment strategies to set out a plan of action for the implementation of a set of priority programmes. In over 40 countries, NAIPs were developed post the 2007/8 food price crisis and spanned a five-year period.

The Malabo Declaration reiterates the continental commitment to the Maputo principles and attempts to align with the SDGs and Africa's Agenda 2063. Some of the key changes introduced to the CAADP process through the Malabo Declaration were:

- "CAADP continues to focus on the agriculture sector, but now also needs to take account of areas in related sectors that are required for agriculture growth;
- More inter-sectoral cooperation and coordination is necessary and should be fostered through suitable and effective coordination mechanisms;
- The need for inter-sectoral cooperation under CAADP increases the role of central government agencies in CAADP country implementation, in

Conclusion:

- The NAIP monitoring and evaluation frameworks were generally compliant with the SDG indicators that were directly related to agriculture and food security.
- A misalignment exists between the monitoring and evaluation frameworks of the NAIPs, the indicators of the BR and the first ten-year implementation plans for Agenda 2063.
- Some countries adopted a more progressive approach to designing their monitoring and evaluation frameworks, resulting in a higher proportion of indicators aligned with the three indicator sets.
- As is evident from this analysis, country-level planning does not seem to take into account the international and African transversal sectoral frameworks in the drafting of policies, legislation, strategies and action plans.

Recommendations:

- The drafting teams need to ensure that NAIP monitoring and evaluation frameworks include a comprehensive, integrated indicator set aligned with the BR, Agenda 2063's and the SDGs.
- Clearer guidance, supported by oversight and the development of enhanced guidance tools and regular updates (such as the NAIP toolkit) are essential to support country teams in their efforts.
- To ensure alignment and compliance, as well as improve the quality of reporting across the transversal development space, training is a need on the BR, design of the NAIP monitoring and evaluation frameworks and the alignment of these with Agenda 2063 and the SDGs.



- particular, that of Ministries of Finance and Planning, or National Planning Commissions;
- The NAIP remains the key vehicle towards achieving the Malabo Declaration targets, but the NAIP can no longer be regarded as the only vehicle for achieving these targets, depending as it does on other implementation frameworks to deliver;
 - The emphasis on implementation, results and impact increased. While the Maputo-CAADP era was about setting up the architecture of the process and its milestones (compact, NAIP, business meeting), the Malabo-CAADP era must now build on that foundation and ensure that it delivers on Malabo targets as well as against the other national development targets” (African Union (AU) and NEPAD undated a) (p5).

To reflect the changes brought on board by the Malabo Declaration, the AU country implementation guidelines have incorporated (i) a perspective beyond agriculture, (ii) an emphasis on implementation, delivery and results and (iii), a renewed look at how to stimulate private investment and private sector growth (African Union (AU) and NEPAD undated a). Based on this guidance, countries that had adopted and implemented the 2003 Maputo have been revising and updating their CAADP NAIPs. The second generation NAIPs will roughly cover the next five-year period of 2016 - 2021.

The Malabo Declaration outlines seven commitments that are geared towards fostering agricultural growth and transformation. These include seven key areas or components, namely Performance Theme:

1. Commitment to the CAADP process
2. Investment finance in agriculture
3. Ending hunger
4. Eradicating poverty through agriculture
5. Intra-African trade in agricultural commodities and services
6. Resilience to climate variability
7. Mutual accountability.

The Heads of States and Governments agreed to a Biennial Review (BR) to ensure delivery on these commitments. Each alternate year the progress of each country will be measured against the Malabo Declaration commitments. Each government submitted a baseline report in 2017 that set out the status of 43 indicators, grouped into the seven key performance themes.

The Purpose of This Analysis

This policy brief assesses ten NAIP IIs from the perspective of the indicator sets contained in the NAIPs against the BR, the First 10-year Implementation Plan of the African Union’s Agenda 2063 (2014 to 2023) and the SDGs. The research was conducted in three steps.

- i. An assessment of the NAIP monitoring and evaluation frameworks of ten available NAIPs to determine the alignment between:
 - a) Country NAIPs and the BR indicators,
 - b) Country NAIPs and Agenda 2063’s First 10-year Implementation Plan (2014–2023) indicators,
 - c) Country NAIPs and the SDG indicators with a specific focus on food security and nutrition elements,
- ii. The identification of novel and innovative practices and indicators and establish where there are gaps that could be improved; and
- iii. Documenting the insights gained from the analysis and drafting of suggestions to improve the design of monitoring and evaluation frameworks in relation to food security and nutrition components of development programmes across the world.

It must be noted that we did not expect perfect alignment of the NAIP monitoring and evaluation frameworks with the BR because the BR Technical Guidelines were developed after some NAIP IIs (for example Niger) had already been launched and while other countries were developing their NAIPs.

This analysis does not intend to call out countries for non-compliance, but rather seeks to identify how to improve the NAIP monitoring and evaluation frameworks across the board, as well as providing ideas on how the BR indicators can be improved to better align with Africa’s Agenda 2063 and the SDGs.

The Necessity of Alignment of Monitoring and Evaluation Frameworks

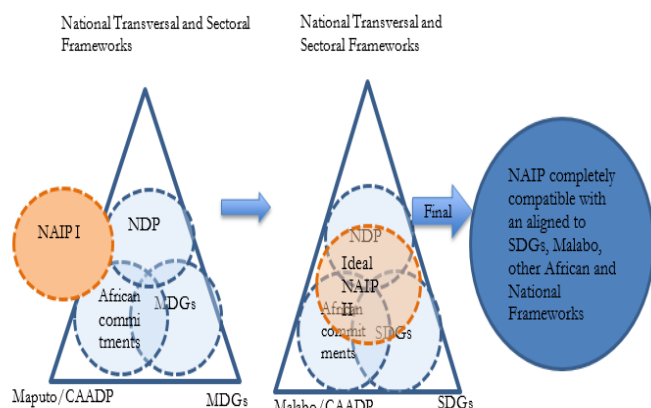
The purpose of the NAIPs is to provide a plan of action to achieve the Malabo commitments through a bundle of interventions aimed at stimulating agricultural growth to reduce poverty and inequality and achieve improved food security and nutrition. NAIPs should transcend sector plans, providing a multi-sectoral and multi-stakeholder initiative within the framework of the national, regional, continental and international development frameworks

One of the unique features of the Malabo commitments and the design of the second generation NAIPs (or NAIP IIs) is a far greater alignment of targets and impacts with national transversal development frameworks (represented in Figure 1 as NDPs which include the Constitution, National Development Plans, Medium-term Strategic Frameworks and Sector Plans), global commitments (such as human rights right to be free from hunger, children’s rights and multiple others), as well as the SDGs.

This is so that eventually the NAIPs would encapsulate (or be inseparable from) the SDGs, Malabo indicators and

national transversal frameworks. Figure 2 represents the shift from NAIP I to greater alignment of the NAIP II to these broader frameworks. Stronger support systems and guidance is needed to assist countries in realising this alignment.

Figure 1: NAIP Compatability in Context (2010-2015 to 2016-2021to 2063



The alignment of these indicators with international, regional, national and sectoral objectives offers an opportunity for governments to streamline monitoring and evaluation processes through integrated and transparent information systems that can generate reports for multiple development commitments.

Apart from the obvious benefits of policy alignment and congruence between sectoral, national, regional and international commitments, alignment of indicator sets constitutes savings in data collection, information processing, the management of systems and report drafting. There is no place where this is truer than in Africa, where the capacity to generate and analyse data and the budgets for these functions are limited. The efficiencies of alignment become a resource-saving imperative as well as a means of ensuring consistency in data submissions across these reporting systems. In the case of missing data, aligning with these systems can drive incentives for the collection of data to benefit multiple systems.

Methodology

The NAIP indicators of the ten counties (the Republics of Benin, Burkina Faso, Cote d'Ivoire, Guinea, Guinea Bissau, Liberia, Malawi, Niger, Nigeria and Togo) were reviewed against the indicator framework for the BR to evaluate the alignment of the NAIP indicators with those of the BR. Not all ten NAIPs were at the same stage of development. Some were first drafts, while others were revised drafts and five were the final adopted versions (see Table 1).

Table 1: List of NAIPs evaluated

Benin	Plan National d'Investissements Agricoles et de Sécurité Alimentaire et 2017 Nutritionnelle PNIASAN 2017 – 2021 (Final)
Burkina	Deuxième Programme National du Secteur Rural (PNSR) 2017-2021 (Draft)
Cote d'ivoire	Programme National D'Investement Agricole de Deuxieme Generation (2017 – 2025) (Draft)
Ghana	Ghana Integrated Plan for Agri-Food-Systems Development (GIPAD) 2018-2021 (Draft)
Guinea	Plan National d'Investissement Agricole et de Sécurité Alimentaire et Nutritionnelle PNIASAN (2018 – 2025) (Draft)
Guinea-Bissau	Plan National d'Investissement Agricole (2 ND Generation) (Draft)
Liberia	Liberian Agricultural Sector Investment Plan (IASIP II) (2018-2022) (Draft)
Malawi	National Agricultural Investment Plan 2017/18-2022/23 (NAIP) (Final)
Niger	Plan d'action 2016-2020 de l'initiative 3N (Final)
Nigeria	National Agriculture Investment Plan (NAIP)- 2017-2020
Togo	Plan National D'Investement Agricole et de Secutite Alimentaire et Nutritionnelle -PNIASA- (Final)

Comparison of all NAIP indicators against the BR indicators

The 10 countries included a total of 919 indicators. Niger's monitoring and evaluation framework had the highest number of indicators (266). Guinea had the least (31) indicators. Figure 2 depicts the overall distribution of indicators across the seven BR performance themes and the eight new performance themes. The highest number of indicators was found in theme 3 on ending hunger (36%), followed by theme 6 (resilience to climate change with 14% of the total number of indicators) and theme 4 (eradicating poverty through agriculture with 12%).

Figure 3 depicts the proportional distribution of indicators across the seven BR performance themes and the eight by country.

With regard to the "Ending hunger theme", the NAIPs predominantly focus investment on agricultural support programmes (indicator 3.1) for primary production. This includes inputs (fertiliser, seeds, irrigation, mechanisation and equipment). Overall, 74% of the indicators in performance theme three focussed on primary production and six percent on post-harvest losses. Food security-orientated indicators represented less than a quarter of the indicators in this sub-theme (Figure 4). While increasing production and productivity is essential for improving food security and achieving some of the commitments in the Malabo Declaration, achieving food security and nutrition goals require complementary programmes beyond the domain of primary production.

Figure 2: Overall Proportional Distribution of BR Performance Themes



Figure 3: Proportional Distribution of BR Performance Themes by Country

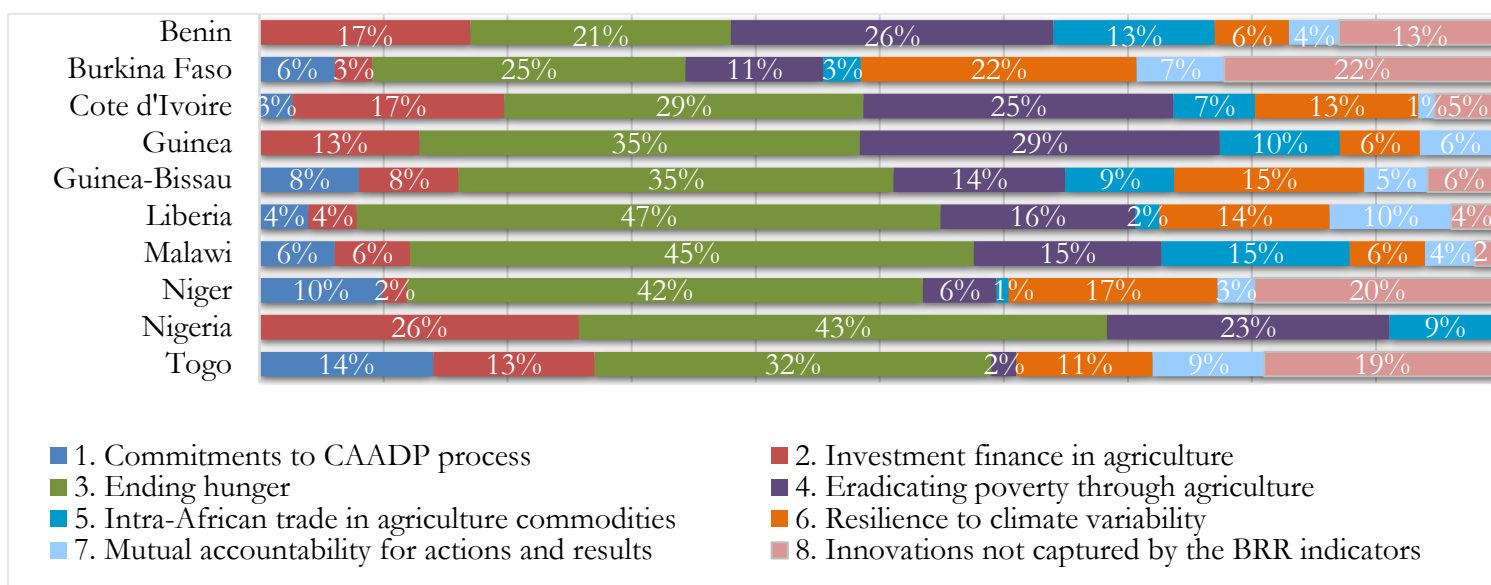
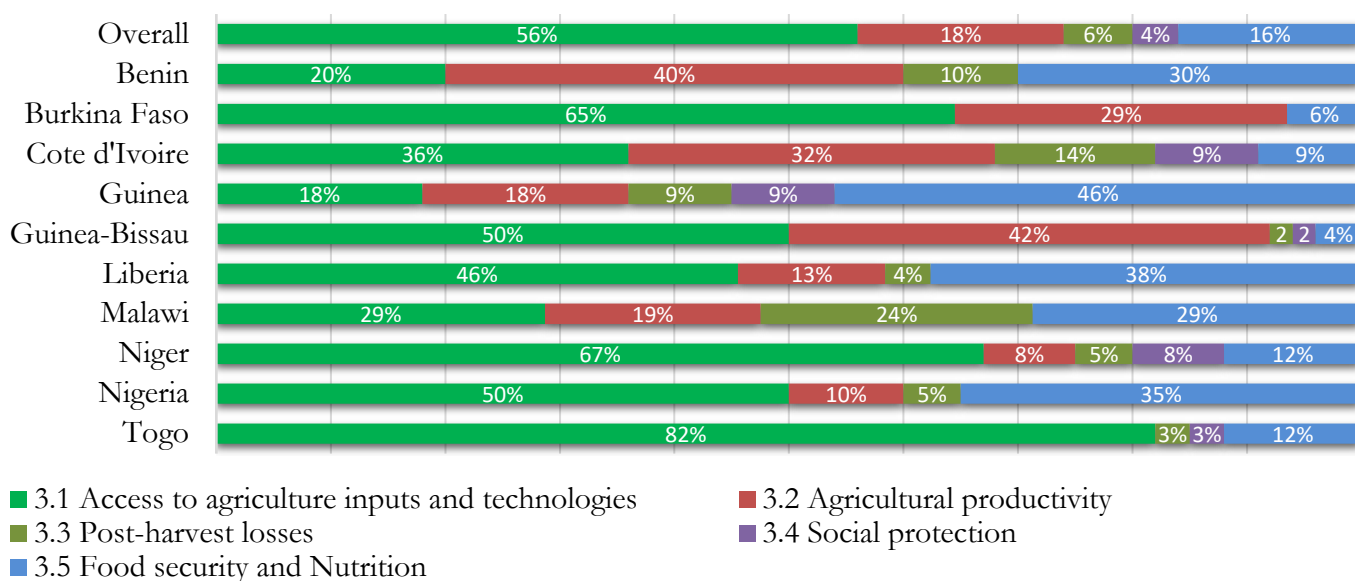


Figure 4: Proportion distribution of performance areas for performance area 3



This reflects a dire need to develop an appreciation and understanding of the need to shift from outputs and outcome indicators to measuring impact. Malawi seems to have the most balanced indicator framework with regard to the proportions of indicators for production and productivity elements relative to food security and nutrition indicators. For Togo, Burkina Faso, Guinea-Bissau – over 80% of indicators focused on production and productivity.

Country NAIPS and Agenda 2063'S first 10-year implementation plan (2014 – 2023)

Agenda 2063 comprises seven overarching aspirations, 34 priority areas, 20 goals, 174 targets and 200 indicators. This is a slightly different organisational structure to the BR and the SDGs. Agenda 2063 is divided into five 10-year implementation periods. The first 10-year implementation plan covers the period 2014-2023 (UNECA 2017). Table 16 sets out the goals of Agenda 2063 and reports whether each NAIP had indicators that matched the indicators from the Agenda 2063 indicator set. It should be noted that we did not expect full alignment between the indicators in Agenda 2063, the BR and the NAIPs as Agenda 2063 covers a far broader development agenda and vision for Africa than the BR and NAIPs, which focus on supporting the achievement of the Malabo Declaration.

All ten country NAIPs assessed included indicators related to goal 1 (a higher standard of living, quality of life and well-being for all), 3 (healthy and well-nourished citizens), 4 (transformed economies and job creation), 5 (modern agriculture for increased productivity) and production) and 7 (environmentally sustainable climate resilient economies and communities) of Agenda 2063's First 10-year Implementation Plan (2014 – 2023)). It should be noted that only one country (Cote d'Ivoire) indicated indicators for the mechanisation of the agricultural system.

Nine of the 20 goals (goals 2, 6, 9, 10, 11, 14, 15, 16 and 19) had no coverage in the NAIPs. Except for Togo, all the countries included indicators on Agenda 2063's First 10-year Implementation Plan (2014 – 2023) goal 8 (United Africa); with all the related indicators focusing on the intra-African trade of agricultural commodities. Eight of the NAIPs included indicators on goals 12 (capable institutions and transformed leadership) and 18 (engaged and empowered youth and children).

Benin, Cote d'Ivoire, Guinea and Nigeria included indicators on goal 17 (Gender Equality). Although agriculture was the focus of most NAIPs, three countries (Burkina Faso, Niger and Togo) included indicators on goal 13 (peace, security and stability). Only Burkina Faso and Togo included indicators related to goal 20 (Africa's takes full responsibility for financing development). There

are a number of Agenda 2063's First 10-year Implementation Plan (2014 – 2023) indicators that could be considered in improving both the NAIP monitoring and evaluation frameworks as well as the BR indicator set.

Table 2: Summary of Alignment of the NAIP, BR and Agenda 2063's First 10-year Implementation Plan (2014 – 2023) Indicators

Agenda 2063 (First 10-year Implementation Plan (2014 – 2023))	Benin	Burkina Faso	Cote d'Ivoire	Guinea	Guinea-Bissau	Liberia	Malawi	Niger	Nigeria	Togo
Goal 1. A high standard of living, quality of life and well-being for all	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Goal 2. Well educated citizens and skills revolution underpinned by science, technology and innovation	X	X	X	X	X	X	X	X	X	X
Goal 3. Healthy and well-nourished citizens	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Goal 4. Transformed economies and job creation	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Goal 5. Modern agriculture for increased productivity and production	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Goal 6. Blue/ocean economy for accelerated economic growth	X	X	X	X	X	X	X	X	X	X
Goal 7. Environmentally sustainable climate resilient economies and communities	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Goal 8. United Africa (federal or confederate)	✓	✓	✓	✓	✓	✓	✓	✓	✓	X
Goal 9. Key continental financial and monetary institutions established and functional	X	X	X	X	X	X	X	X	X	X
Goal 10. World class infrastructure crisscrosses Africa	X	X	X	X	X	X	X	X	X	X
Goal 11. Democratic values, practices, universal principles of human rights, justice and the rule of law entrenched	X	X	X	X	X	X	X	X	X	X
Goal 12: Capable institutions and transformed leadership in place at all levels	✓	✓	X	✓	✓	✓	✓	✓	✓	X
Goal 13. Peace, security and stability are preserved	X	✓	X	X	X	X	X	✓	X	✓
Goal 14. A stable and peaceful Africa	X	X	X	X	X	X	X	X	X	X
Goal 15. A fully functional and operational African peace and security architecture	X	X	X	X	X	X	X	X	X	X

Agenda 2063 (First 10-year Implementation Plan (2014 – 2023))	Benin	Burkina Faso	Cote d'Ivoire	Guinea	Guinea-Bissau	Liberia	Malawi	Niger	Nigeria	Togo
Goal 16. African cultural renaissance is pre-eminent	X	X	X	X	X	X	X	X	X	X
Goal 17. Full gender equality in all spheres of life	✓	X	✓	✓	X	X	X	X	✓	X
Goal 18. Engaged and empowered youth and children	✓	✓	✓	✓	✓	✓	X	X	✓	✓
Goal 19. Africa as a major partner in global affairs and peaceful co-existence	X	X	X	X	X	X	X	X	X	X
Goal 20. Africa takes full responsibility for financing her development	X	✓	X	X	X	X	X	X	X	✓
Total	9	10	8	9	8	8	7	8	9	8

One specific example of where the indicator set for Agenda 2063's First 10-year Implementation Plan (2014 – 2023) is reflected in some NAIPs is in the area of diversification. Agenda 2063's First 10-year Implementation Plan (2014 – 2023) includes a target for economic diversification and resilience, setting a target for increasing the diversification index of 2013 by at least 20 percent by 2023. This diversity is essential for production, environmental stability, agricultural enterprises as well as sustainable livelihoods. Other examples where the NAIPs and BR could borrow ideas from Agenda 2063's First 10-year Implementation Plan (2014 – 2023) indicator set include:

- The First 10-year Implementation Plan (2014 – 2023) indicator set elaborates on the kinds of basic services available to citizens, including mention of water, sanitation, electricity, transportation and internet connectivity. All of these services are important elements for agricultural transformation and improving the income opportunities and livelihoods of people in Africa. Internet access is a means for accessing information for agricultural development and nutrition knowledge. The current drive to harness big data for development planning and early warning systems is dependent on internet access.
- The First 10-year Implementation Plan (2014 – 2023) specifically sets a target for 10 percent of agricultural GDP generated by commercial farmers. This is a significant shift from many of the NAIP plans that focus attention on smallholder agriculture as the driver of agriculture-led development. The focus on commercialisation in a couple of NAIPs draws attention to the need to shift production from smallholders to commercialisation. This is perhaps an area where more discussion is necessary to align not

only the indicator sets but also the vision of CAADP and Agenda 2063.

- The First 10-year Implementation Plan (2014 – 2023) goal for environmentally sustainable climate resilience economies and communities includes both climate resilience and natural disasters, seeking to reduce death and property loss from natural and human-made disasters and extreme climate events by at least 30%. The inclusion of this broader definition of resilience would be of benefit to the NAIPs and the BR.
- The First 10-year Implementation Plan (2014 – 2023) includes specific indicators for the reduction of unemployment (reduction of the 2013 rate by 25 percent by 2023), unemployment among the vulnerable groups and youth employment in agricultural value chains. These more specific targets than the BR indicator for the number of jobs created in agricultural value chains. As population growth is high in Africa, monitoring the reduction in the unemployment rate as well as the number of new jobs created is important to determine real progress.
- This section of the analysis indicates that the NAIPs and BR indicator sets could be more closely aligned with some of the Agenda 2063's First 10-year Implementation Plan (2014 – 2023) indicators to strengthen the food security and resilience elements.

Alignment of the NAIPs, the BR and the SDGs

The food security and nutrition-related indicators contained in the 17 SDGs were identified (see Appendix B). BR indicators were classified against the SDG indicator set and the number of NAIP indicators per country was identified. Appendix B presents the findings of this analysis. Table 3 presents a summary of the alignment of the NAIP indicators with the SDGs.

Each NAIP evaluated had some coverage for SDG1, SDG2, SDG8, SDG12, SDG13 and SDG17. Nigeria did not have indicators related to SDG13 (climate change). Gaps were noted for many countries regarding SDG5 (gender equity), SDG6 (WASH), SDG 10 (inequality), SDG11 (cities) and SDG16 (peace). As with Agenda 2063's First 10-year Implementation Plan (2014 – 2023) goal 13, only three countries (Burkina Faso, Niger and Togo) included indicators on SDG 16 (peace). Only Burkina Faso included an indicator on the number of severe conflicts between pastoralists and other users of natural resources per year.

Only Togo had indicators related to sustainable energy (SDG7). Only five countries included indicators that fell into SDG9 (resilient infrastructure and inclusive and sustainable industrialisation).

Although the focus of most NAIPs was on agriculture, very few indicators related to agricultural transformation.

The NAIP monitoring and evaluation frameworks were also silent on some areas in the SDGs. For example, countries such as Liberia and Nigeria do not have indicators related to social inclusion despite instability, conflict and migration being significant challenges to agriculture and food security, leaving many people hungry and malnourished.

Table 3: Alignment of the NAIP Indicators with the SDGs

SDGs	Benin	Burkina Faso	Cote d'Ivoire	Guinea	Guinea-Bissau	Liberia	Malawi	Niger	Nigeria	Togo
1. No poverty	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
2. Zero hunger	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
3. Good health and well-being	X	X	X	X	X	X	X	X	X	X
4. Quality education	X	X	X	X	X	X	X	X	X	X
5. gender equality	✓	X	✓	✓	X	X	X	X	✓	X
6. Clean water and sanitation	X	✓	X	X	X	X	X	✓	X	X
7. Clean energy	X	X	X	X	X	X	X	X	X	✓
8. Decent work and economic growth	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
9. Industry, innovation and infrastructure	✓	X	X	✓	✓	✓	X	X	✓	X
10. Reduced inequality	X	X	X	X	X	X	X	X	X	X
11. Sustainable cities and infrastructure	X	X	X	X	X	X	X	X	X	X
12. Responsible consumption and production	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
13. Climate action	✓	✓	✓	✓	✓	✓	✓	✓	X	✓
14. Life below water	X	X	X	X	X	X	X	X	X	X
15. Life on land	X	✓	✓	✓	✓	✓	X	✓	X	✓
16. Peace & justice	X	✓	X	X	X	X	X	✓	X	✓
17. Partnerships to achieve the goal	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Total	8	9	8	9	8	8	6	9	7	9

Very few food security indicators were included in most NAIP indicator sets dealing with essential early warning systems, emergency and contingency plans and ensuring relief responses. Even regarding social protection, very few plans acknowledged the important role of social

protection in stabilising crises, supporting livelihoods and stimulating demand for food and non-food goods.

Despite a significant amount of corruption in Africa, no indicators were found for managing and mitigating corruption.

One would have expected the NAIP framework and the BR indicators to focus indicator measurement towards bringing about sustainable development. However, it is clear that the CAADP and NAIP II guidance focusses strongly on agriculture and food security. However, despite the spirit set out in the CAADP Results Framework (AU and NEPAD, undated b), the NAIPs have adopted a technically focused approach rather than an integrative approach to the design of their monitoring and evaluation frameworks.

The SDGs go beyond the technical issues. In the spirit of the SDGs, Agenda 2063 and the CAADP Results Framework, the NAIPs should address the question of how agricultural development and transformation (in its widest sense) can bring about societal change to further sustainable development. The NAIP should not operate in a vacuum (see Figure 2). Agriculture should be used to address broader development issues – not only to meet the BR requirements, but also advance the broader sustainable development agenda. Some of the indicators from the SDGs that could be considered to strengthen the NAIPs and BR include:

- Monitoring the number of deaths, missing persons and persons affected by disasters
- The average income of smallholders by sex and indigenous status
- Unemployment rate by sex, age and persons with disabilities
- The establishment or operationalization of an integrated policy/strategy/plan which increases a country's ability to adapt to the adverse impacts of climate change, and foster climate resilience and low greenhouse gas emissions development in a manner that does not threaten food production (including a national adaptation plan, nationally determined contribution, national communication, biennial update report or other).

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