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**STATUS OF IMPLEMENTATION OF THE MAPUTO
DECISIONS, SIRTE AND OUAGADOUGOU
DECLARATIONS ON AGRICULTURE AND
WATER FOR FOOD SECURITY**

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1. Follow up of the Maputo Decisions.

1.1 Status of Implementation: Structure of DREA.

A detailed strategic plan of action has been put in place for the implementation of all the decisions taken on agriculture and rural development in Maputo and Sirte. It is envisaged that all the decisions would have been implemented by the end of 2007.

The six specialized technical offices of the AU in matters of agriculture and natural resources - i.e. Semiarid Food Grain Research and Development (SAFGRAD), Inter African Bureau for Animal Resources (IBAR), Pan African Veterinary Vaccine Centre (PANVAC), Inter African Physo-Sanitary Council (IAPSC), Pan African Tsetse and Trypanosomosis Control and Eradication Campaign (PATTEC) and the Fouta Djallon Office have all been fully integrated into the AU-DREA. The Commission has already appointed substantive directors for SAFGRAD, IBAR and IAPSC and an acting coordinator for Fouta Djallon programme. The requisite officers for PATTEC and respective Heads of Divisions for all three divisions of the DREA have also been appointed. The search for substantive Directors for the Fouta Djallon programme and PANVAC is in progress.

An agreement has been signed with the Government of the Republic of Guinea at Maputo to re-open Fouta Djallon Programme Office after three years of closure. A study on the framework of programme implementation has been completed with the assistance of the FAO based on which a new programme has been developed with the assistance of the Global Environment facility (GEF). Furthermore, Expert and Ministerial meetings were held to adopt the new programme. A revised legal framework and cooperation agreement in respect of the implementation of the Programme have been developed and under consideration for adoption. Summit for the Heads of States in the Fouta Jallon Massif is being planned to agree and adopt the legal framework and cooperation agreement for the implementation of the programme.

The Fouta Djallon Programme has, since the re-opening of the Conakry office in July 2004, secured commitment of Donors to provide USD3.2 million per year for the next ten year to implement integrated development activities. The Commission has also taken steps to appoint a substantive coordinator for the Programme who should be in place before the end of 2005.

1.2 Status of Implementation of the 10% allocation of national budgets of Agriculture and Rural Development

The Heads of State and Government of the African Union during their Second Ordinary Session of the Assembly held in Maputo, Mozambique in July 2003 had *inter-alia* agreed “to adopt some policies for agricultural and rural development, and commit ourselves to allocating at least 10% of national budgetary resources for their implementation within five years”; furthermore, at the Second Extra-Ordinary Session of the Assembly of the African Union held in Sirte, Libya in February 2004, the Heads of State committed themselves to amongst other decisions “expedite the implementation of NEPAD Programmes in the field of agriculture and water and the implementation of the Declaration adopted in Maputo on the allocation of 10% of our national budgets to boost agricultural production”.

To follow-up on the implementation of this declaration, the Commission addressed a Note Verbale to Member States urging them to indicate to the Commission the percentage of national budgets allocated to agriculture in the year 2004 and quite a number of challenges were faced by the Commission in following up the implementation of this declaration.

Embassies of Member States in Addis Ababa were contacted by phone requesting to this information, however, the Embassies were in position of the information requested and informed the Commission that this request had been forwarded to respective home governments and a response was being awaited.

The Commission also visited websites of Member States but did not obtain the information requested. Furthermore, relevant ministries of Member States (Ministries of Finance and Ministries of Agriculture) were contacted by telephone but the officials contacted in these Ministries did not have the information available. The AUC also utilizes every forum such as seminars and workshops to remind Member States of the need to put this declaration into action.

At the Second Meeting of the Ministers of Agriculture of COMESA, which took place in Nairobi, Kenya from 15-16 October 2004, the Ministers undertook to put agriculture as a priority in their development efforts and to commit the necessary resources by implementing the resolution of the Heads of State and Government of the African Union in respect of allocating at least 10% of national budgetary resources to agricultural development. The COMESA Ministers of Agriculture deserve particular commendation for their support and commitment to the implementation of this declaration.

In close collaboration between the Commission and its partners (FAO,WFP) in the framework of the NEPAD/CAADP implementation Programme, the Commission will be looking into ways and means of facilitating the Member

States' efforts at identifying the critical budgetary elements that could be considered in computing the percent allocation and compiling a report that could facilitate follow-up on the implementation of this declaration.

The Commission is once again urging Member States to implement this declaration and to provide the AUC with relevant information regarding this declaration by the Heads of State to allocate 10% of national budgetary resources to agricultural development since the Commission had been mandated by the Heads of State to follow up on the implementation of this declaration.

Recommendations proposed for follow-up on the implementation of this declaration

- Urge Member States to send copies of their annual budgets upon approval directly to the Secretariat of the AU Commission or through their respective Embassies;
- Urge Member States to post their approved annual budgets regularly on the internet;
- Mandate the AU Commission to send Note Verbales directly to the relevant Ministries in Member States;
- Involve the Ministers of Finance of Member States during the AU budget sessions.

It will be recalled that the PANVAC, based in Ethiopia and entirely funded by development partners, has hitherto been an OAU Specialized Technical Office for the certification of animal vaccines. A host government agreement was signed between the Commission and the Ethiopian Government in Maputo in July 2003. A proposal to incorporate PANVAC within the organizational structure DREA of the Commission has been prepared and is under consideration for adoption.

1.3 *Environment and natural resources.*

For the implementation of the Decision adopting the revised African Convention on the Conservation of Nature and Natural Resources, which is an important legal instrument aimed at ensuring food security through sustainable management and development of Africa's biodiversity, the AUC organized two 'Convention Signing Weeks', firstly on from 3-10 December 2003 and secondly 6-13 December 2004. As a result of this exclusive efforts, thirty (30) Member States have now signed the Convention while three (3) have ratified it. Given

that the Convention requires 15 ratifications to enter into force, Member States would need to take urgent actions to step up the ratification process in order to permit the Convention's early entry into force and to enable the Commission to undertake measures to facilitate its coherent implementation

As regards natural disasters, the Commission and the NEPAD Secretariat, supported by the African Development Bank (ADB) and the United Nations Secretariat for the International Strategy for Disaster Reduction (UN/ISDR), spearheaded regional consultations, involving RECs, Member States and relevant development partners, to develop an Africa Regional Strategy for Disaster Risk Reduction. The resulting Strategy was adopted by the tenth meeting of the African Ministerial Conference on the Environment (AMCEN). As a follow-up, the Commission and its partners have developed a Concept Note/Action Plan for the implementation of the Strategy during the 2005 - 2007 plan period.

The implementation of the action plan will require close collaboration with the Regional Economic Communities, who are expected to play the leading role in getting their respective Member States to incorporate risk reduction strategies in their development plans and to commit resources for its implementation.

1.4 Status of Implementation: Food Safety Standards

Food safety, Sanitary and Phytosanitary (SPS) measures, aimed at protecting human, animal and plant health, are receiving increasing attention following progressive liberalization of tariffs and quotas on trade in agricultural and animal products. Such non-tariff technical trade barriers include plant pathogens, animal pathogens, food-borne pathogens, chemical toxicants such as pesticide residues, and toxicants of microbial origin (*e.g.*, mycotoxins). Generally the health and hygiene standards adopted by the developed countries are substantially higher than those of the developing countries. Particular problems have arisen in relation to crops, animals and their products. A case in point is the requirement from European Union that cereal and nut crop imports should have less than 4 parts per billion of aflatoxin which is estimated to cost 19 African nations 670 million dollars for failure to comply with the regulation. Disputes have also arisen between developed countries regarding the effects of SPS measures on trade.

Tariffs, quarantine restrictions and the inability to diversify export base are largely accountable for the poor performance of African agricultural and food exports. Among all the non-tariff barriers, sanitary and phytosanitary regulations are perhaps the biggest constraints impacting both traditional and non-traditional exports. Broadly defined, SPS Measures are specific measures intended to protect human, animal or plant health against risks arising from entry, establishment and spread of pests; from risks arising from additives,

contaminants toxins or disease causing organisms in food, beverages, or feedstuffs; or otherwise to prevent or limit damage from the entry, establishment or spread of pests. SPS Measures may take many forms including laws, decrees, regulations, and requirements and procedures; and they involve the application of specific standards

Constraints to implementation of phytosanitary standards and the obligations of the member states in WTO-SPS requirements continue to pre-occupy and draw the attention of the AU-Inter-African Phytosanitary Council (IAPSC). **The Maputo Declaration** assigned the Inter-African Phytosanitary Council the responsibility to ensure the implementation of international phytosanitary standards in plant health and food safety.

Requirements of compliance with international phytosanitary standards represent the most crucial challenge for African countries in plant protection in a liberalised agriculture. The IAPSC has raised and voiced these constraints through various fora both locally (in Africa during the 21st General Assembly in Dakar, Senegal) as well as internationally (during the 16th Technical Consultation among Regional Plant Protection Organisations- 16th Technical consultation in Nairobi, September, 2004).

The outcry of African countries has been received positively, and some areas of concern and observations have been highlighted during the 16th Global Technical Consultative Committee meeting as needing the attention of international support in accordance with WTO-SPS Agreement article .9. These areas include:

❖ ***Information exchange and sharing.***

As in most countries, public understanding of the international requirements for agricultural markets is limited in Africa. In Africa, large communication gaps of information exist between interested persons. The African countries will benefit from:

- The strengthening of the IAPSC for phytosanitary information exchange and management and to *develop technical expertise and* capabilities to facilitate the exchange of official phytosanitary information in Africa. This activity will provide the framework for the establishment of national and sub-regional phytosanitary information systems.
- Training and reinforcement of capacities and infrastructure in AU-IAPSC for the implementation of Phytosanitary standards.

❖ **Risk Analysis and Pest surveillance systems in Africa;**

- African countries need help to build capacity in Risk Analysis to ensure that fresh agro produce meet International requirements.
- Train and provide diagnostics, sampling equipment and phytosanitary treatments to increase border and other entry point patrols and controls.
- Put in place regional laboratories to test fresh agricultural produce for Maximum Residue Levels (MRLs) and other chemical contamination
- Strengthening infrastructure for (surveillance work, diagnostic capacities, disease outbreaks and emergency response programs) for the implementation of Phytosanitary controls in Africa.
- African countries need assistance in the elaboration of National Pest Lists, Diagnostics and Manuals for Pest identification.

❖ **Import Control and treatment of Consignments;**

Africa needs assistance to address issues of fraudulence and credibility of phytosanitary certificates. They require training in certification systems to curb fraudulence. A possibility for Technical Cooperation Projects in electronic certification is highly desirable in this respect. The Inter-African phytosanitary Council will play the devils advocate on behalf of member states and express the above needs at various international fora with the hope of soliciting international indulgence in addressing the above problems.

AU-IAPSC has been participating in the in the Africa Trade and Investment program (ATRIP) project for building capacities in Sanitary/phytosanitary capacity and infrastructure in Sub-saharan Africa through PRA training for the past three years. The objective of this project was to identify and train a critical mass of trainers in animal and plant health, and food safety. To date, 15 countries and 69 participants have been trained. The AU-IAPSC convened a panel discussion involving the trainees representing the various RECs on issues of PRA and access to markets. AU-IAPSC has also conducted Risk Analysis training in CEMAC countries and plans another training for SADC countries in March 2005. The second Pan African Conference will be held in South Africa in 2005.

AU-IAPSC in collaboration with the International Food Policy Research Institute (IFPRI) will be conducting a study with the main objective of consolidating Africa's common position on GMO.

Challenges in the of Implementation of decisions on International Food Safety Standards and Steps Taken to Address them.

Lack of data and scientific information on pests is a problem in member states and AU-IAPSC is working with RECs to develop a database of quarantine pests

for the countries of each region. Results of this activity will see increased trade in agricultural products from the African region.

Collaboration is underway between the Inter-African Phytosanitary Council and the International Institute for Tropical Agriculture (IITA) with the objective of quantifying SPS related losses in trade and elucidation of mitigation measures for the ECOWAS nations.

The most common SPS factors responsible for losses and rejection of commodities, as well as volumes rejected, will be established. Institutional arrangements and quality of trained human capacity in each country will be documented and training programs will be organised to address the gaps. Results of this study are aimed at developing a continental framework that will undertake training of member states in improved techniques of Germplasm health and plant protection.

Pest Risk Analysis (PRA)

The 21st General Assembly of the AU-IAPSC (24-28 June 2004) recommended the formation of a Pest Risk Analysis Working group to develop capacity in PRA in Africa. This has been achieved through the Africa Trade and Investment program (ATRIP) project where 69 train trainers have been trained in Risk Analysis.

Contacts have been made with various RECs for training and Regional capacity building in Pest Risk Analysis. The IAPSC continues to seek international partner for discussing and exchange of ideas to improve risks assessments, enhancing the use of ISPMs in Africa and otherwise strengthening the plant health risk assessment and creating a food safety awareness community. It is the hope of IAPSC that increased funding for its work program will enhance capacity building for Risk Analysis in Africa.

Way forward:

The Inter-African Phytosanitary Council is focussed on its work program of harmonisation, advocacy and facilitation in matters of plant health and food safety in Africa. However the council is constrained in financial resources and human capacity and this calls for support from the member states or donors in mobilising funds from development partners through financing concept notes and study/training sessions. AU-IAPSC will endeavour to collaborate with institutions of higher learning and sourcing for expertise within the continent to complement the efforts of the IAPSC as and when necessary. Further, collaboration and joining hands with similar initiatives in the RECs and other partners engaged in plant protection matters in Africa will enhance the capacity of the Inter-African Phytosanitary Council to implement the Maputo Declaration.

Member States need to take steps to develop and harmonise Food Safety Standard policies. They should strive to attain international standard in all of SPS issues.

AU/ Inter-African Phytosanitary Council should be mandated:

- ❑ To provide enabling environments for phytosanitary surveillance through advocating for updating of phytosanitary legislations that is compliant with international obligations.
- ❑ To increase transparency and capacity for scientific decision making through training in Pest Risk Analysis.
- ❑ To increase capacity for phytosanitary inspections across regional borders and boundaries throughout Africa.
- ❑ To institute early warning systems for migratory pests especially locusts, armyworm and queale birds.
- ❑ To promote integrated pest and crop management and advocate for removal obsolete pesticide stockpiles throughout Africa.
- ❑ To facilitate capacity building in Member States in complying with SPS requirements for market access on livestock and livestock products.

2. The Sirte Declaration on the Challenges of implementing integrated and sustainable development in agriculture and water.

The ***Sirte Declaration*** is a reaffirmation of the commitments made in the Maputo decisions and declarations. It however goes further to identify specific concrete measures that need to be implemented in order to sustainably address the food security, agriculture and water development challenges of the continent, and calls on the Commission to prepare plans for its implementation.

2.1 Development of an Action Plan to implement the Declaration.

The Commission's 2004 – 2007 Strategic Plan covers the implementation plan for nearly all the issues in the Sirte Declaration. A programme of action has been developed for the implementation of the following during the 2004 - 2007 plan period:

- Agricultural development and finance; Fisheries; Food products market;
- Food Security; Livestock; Institutional strengthening; Rural development; Use of Genetically Modified Organisms;
- Land management and policy; Disaster Risk reduction; Integration of AMCOW and AMCEN and conference of agriculture ministers as Specialized Technical Offices; and Shared water managements and use.

Detailed implementation plan prepared for the year 2005 include policy measures such as: studies for the establishment of an Agricultural development Fund; establishment of a continental early warning system for food security; establishment of an agency for strategic agricultural commodities; land and soil management; shared water management and use; and the promotion of disaster risk reduction.

2.2 Institutional strengthening and establishment of partnerships

The Commission has been seeking and establishing partnership with some institutions in Africa with a view to identifying areas of collaboration in furtherance of the implementation of the institutional strengthening commitments made in the Sirte Declaration. In this respect the AUC is currently considering signing a Memoranda of Understanding (MoU) with institutions such as the Forum for Agricultural Research in Africa (FARA), The African Centre for Meteorological Application for Development (ACMAD), the International Livestock Research Institute (ILRI), the World Food Programme (WFP) and the United Nations Environment Programme (UNEP).

The Commission has also developed a road map for the integration by end of 2005 of AMCOW, AMCEN and the African Ministers Conference on Agriculture as Specialized Technical Committees (STC) of the AUC. In this connection AMCOW has been contacted to seek its views on how the integration process should proceed.

2.3 Water Sector

Following the adoption of the African Water Facility and the acknowledgement of the African Water Vision 2025 in the Sirte Declaration, the African Ministers' Council on Water (AMCOW), announced the launching of the facility during its Executive Committee meeting in Tunis in June 2004. The Facility has now been officially opened in the African Development Bank (ADB). The instruments for its administration and management have been developed and will be reviewed by AMCOW. The facility is within the framework of African Union's effort to mobilise African countries and partners to respond to the challenge of ensuring water security in Africa through sustainable trans-boundary water resources management strategies. Within this context, and as part of its role of providing technical assistance to the AU, the ADB has indicated that strong commitments for support to the Facility have been received from Canada (Can\$20 million); ADB itself (US\$2.3 million); Netherlands (Euro 16 million - at Euro 4 million per year); European Commission (Euro 20 million); and France, which has indicated possibilities of an annual commitment of Euro 3 – 5 million.

The African Development Bank commissioned situation assessment studies in seven major African river basins to design a framework and action plan for NEPAD's involvement in transboundary water resources management. The African Union Commission has also developed a Concept Paper on joint management and utilization of trans-boundary/shared waters which is currently under discussion with the RECs and will submit to partners for funding consideration during the course of 2005.

3. The Ouagadougou Declaration on Employment and Poverty Eradication in Africa.

The Ouagadougou Declaration on Employment and Poverty Alleviation in the area of agriculture, environment and natural resources is being addressed in the framework of the implementation of the Maputo and Sirte Decisions and Declarations in our strategic plan 2004-2007.

2005

Status of implementation of the Maputo decisions, sirte and Ouagadougou declarations on agriculture and water for food security

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