AFRICAN COMMON POSITION ON FOOD SECURITY
AND AGRICULTURAL DEVELOPMENT

Prepared by

THE GENERAL SECRETARIAT
OF THE
ORGANIZATION OF AFRICAN UNITY
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**ABBREVIATIONS**

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Full Form</th>
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<tr>
<td>ADB</td>
<td>African Development Bank</td>
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<tr>
<td>AEC</td>
<td>African Economic Community</td>
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<td>AMU</td>
<td>Arab Maghreb Union</td>
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<td>APPER</td>
<td>Africa's Priority Programme for Economic Recovery</td>
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<td>CILSS</td>
<td>Permanent Inter-State Committee for Drought Control in the Sahel</td>
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<td>COMESA</td>
<td>Common Market for Eastern and Southern African States</td>
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<td>DLCO/EA</td>
<td>Desert Locust Control Organization for East Africa</td>
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<td>ECA</td>
<td>Economic Commission for Africa</td>
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<td>ECCAS</td>
<td>Economic Community for Central African States</td>
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<td>ECOWAS</td>
<td>Economic Community for Western African States</td>
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<td>FAO</td>
<td>United Nations Food and Agriculture Organization</td>
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<td>GATT</td>
<td>General Agreement on Tariffs and Trade</td>
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<td>IDA</td>
<td>International Development Assistance</td>
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<td>IFAD</td>
<td>International Fund for Agricultural Development</td>
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IGGAD - Inter-governmental Authority for Drought and Development
ILRI - International Livestock Research Institute
IMF - International Monetary Fund
IRLCO/CSA - International Red Locust Control Organization for Central and Southern Africa
LIFDCS - Low Income Food Deficit Countries
NGOs - Non-governmental Organizations
OAU - Organization of African Unity
OMVS - Organization for the Development of Senegal River
RECs - Regional Economic Communities, SADC, COMESA, ECOWAS, ECCAS, AMU
SADC - Southern African Development Community
SAP - Structural Adjustment Programme
UNDP - United Nations Development Programme
UN-PAAERD - United Nations Programme of Action for Africa's Economic Recovery and Development
WARDA - West Africa Rice Development Association
WFP - World Food Programme
WHO - World Health Organization
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P R E F A C E

In compliance with the OAU Resolution AHG/Res. 244 (XXXI), on Food Security and Agricultural Development, adopted by the Assembly of Heads of State and Government at its Thirty-first Ordinary Session, held in Addis Ababa, Ethiopia, from 26 to 28 June, 1995, the OAU General Secretariat has taken the initiative to prepare a draft document entitled "African Common Position on Food Security and Agricultural Development", in anticipation of the World Food Summit, organized by the FAO, to be held in Rome, Italy, from 13 to 17 November, 1996. The African Common Position is expected to be adopted at the highest level in Africa, prior to the World Food Summit.

Accordingly, the draft document on the African Common Position was discussed at different levels, including an Inter-agency Meeting (January 1996), FAO Headquarters (March 1996) and the Nineteenth Session of the FAO Regional Conference for Africa (April 1996) - which is composed of African Ministers of Agriculture.

The main objectives of the African Common Position on Food Security and Agricultural Development include its transmission by the OAU Assembly of Heads of State and Government as Africa's official document to the World Food Summit, to sensitize African Governments to take the appropriate measures and actions to reverse the situation and to mobilize the international community in support of these measures and actions.
PREAMBLE

We, the Heads of State and Government of the Organization of African Unity, meeting in Yaounde, Cameroon, from 8 to 12 July, 1996, for the Thirty-second Ordinary Session of our Assembly, having discussed the issue of Food Security and Agricultural Development in Africa,

Aware of the deteriorating food and agricultural situation in Africa,

Determined to arrest and reverse this trend,

Affirm that Africa's food situation and its agricultural development are of primary concern to our countries,

Reaffirm Africa's faith in international co-operation and its dedication to solidarity in the context of dependence of nations and their common interests,

Adopt a common position paper entitled "African Common Position on Food Security and Agricultural Development", in anticipation of the World Food Summit,

Present this document, as a basis for future action programmes in tackling the African food insecurity and agricultural development,

Launch an urgent appeal to the developed countries to join us in our efforts to tackle this challenge facing the African population.
AFRICAN COMMON POSITION ON FOOD SECURITY
AND AGRICULTURAL DEVELOPMENT

I. THE FOOD SECURITY AND AGRICULTURAL CRISIS IN AFRICA

1. Although agriculture is Africa's most important resource base, and the engine of growth stimulating other sectors of the economy, it has been confronted by three major problems, namely, declining production, increasing rural poverty and environmental degradation. There is wide agreement that food shortage, famine and hunger in Africa pose a serious threat to the Continent's peace and security. The fact that Africa's per capita food production dropped 20 per cent over the past two decades despite increasing national and international efforts remains one of the greatest development dilemma. This situation has compelled OAU Member States to use scarce foreign exchange resources to import food.

2. Africa has seen its population growth increase more rapidly than its food production. Population grows at the rate of 3% per annum whereas food production grows at 2%. This gap has been prevalent since the 1970s and has led to increased imports of non—traditional foods from commercial sources and as food aid.

3. The average population growth of 3% per annum indicates that Africa has the fastest growing population in the world; and as such, its population will most likely double in 23 years from now. It is estimated that the number of hungry people in Africa will be around 165 million by the year 2000.

4. The number of malnourished people in Africa has remained disturbingly high, reaching around 175 million. Nutritional disorders exact a heavy toll in Africa. Protein energy malnutrition affects 40% of children under three years of age.
including five per cent who are severely malnourished. Serious vitamin "A" deficiency affects three per cent of the population in affected areas. Efforts at national level, should be made to reduce these figures.

5. Annual food imports bill for Africa represents more than 30% of its agricultural export earnings. The decline in terms of trade and poor export performance, has resulted in decline in the export revenue. This situation suggests that Africa will continue to rely increasingly on food aid in the short term.

6. Several major constraints have been identified as obstacles on the way for increased food (which includes crops, livestock, fisheries and apiculture) and agricultural production. These include inadequacies in national food and agricultural policies. The latter have taken the form of a consistent bias against the domestic food production sector, resulting in inadequate incentives for food and agricultural production. Over the years, over-valued currencies have made food imports artificially cheap in relation to costs for domestic production. Price policies have had an adverse effect on domestic production. Bureaucracy has had a heavy hand in input supply and output marketing with a consequential weakening of the private sector.

7. Agricultural research has been ineffective because in most cases, research workers did not build on the practice and experience of the farmers whose problems they were meant to address. The limited budgetary allocation to the food and agricultural sector, heavy duties on export crops, unfavourable international trade policies, unfavourable foreign exchange rate policies and the weakness of the private sector resulted in limited services to the farming community.

8. Both technology and input use in Africa are generally low, that resulted in low crop yield. With low inputs, almost
all African countries were unable to support their populations from their own resources. The problem is that innovative techniques in food production and agricultural produce in general which have proved of immense benefit elsewhere have not been introduced successfully into African farming systems and adapted to African practices. Research and training have not adequately addressed the technical problems of pre- and post-harvest food losses, livestock diseases, low crop yields and the dissemination of knowledge through a continuous chain of communication.

A substantial part of the farm produce is lost between the farm and the consumers because of poor infrastructure. Infrastructure here includes roads, storage, processing, transportation, construction of small dams for irrigation purposes, marketing, etc... There is need to mobilize the resources and interest for accelerated rural infrastructural development.

Population pressure, deforestation, livestock overstocking, shift cultivation and water wastage have had their impact on the environment. Appropriate measures have to be taken to deal with these problems so as to reverse the growing environmental degradation and to preserve natural resources.

Drought has become an endemic problem in Africa. Drought-affected areas constitute a large part of our Continent. Acute food shortages have most commonly been triggered off by drought. Other natural disasters include floods, cyclones, locusts, birds, etc... These natural disasters also have an adverse impact on the food and agricultural situation in Africa. The problem of recurrent drought could be tackled through development of small scale irrigation projects, including water harvesting techniques.

The impact of both political and civil strifes is clear from the performance of the food and agricultural sector in most
of the affected countries. These conflict-affected countries have to cope with attendant problems such as refugees, returnees and displaced persons, etc.

13. Diseases and pests of crops and livestock constitute a real hazard to expanding food and agricultural production in Africa, e.g. locusts, grain eating birds (Queuea Quelea), armyworm, stem borer, rinderpest, foot and mouth disease, etc. Efforts should be made to develop and maintain appropriate monitoring, documentation and early warning systems for local as well as transboundary animal and plant pests and diseases, and for controlling them at the right time.

14. Some of the above-mentioned constraints occur individually, others in multiplicity, in coincidence or as a result of chain reactions. While many studies have been carried out on these constraints, action to contain and resolve them has been rather minimal.

15. The magnitude and extent of the present food and agricultural crises clearly expose the economic, social and political vulnerability of many African countries. The first line of action to combat the crises is to treat its most urgent and immediate symptoms. It is important therefore that emergency and medium term measures are urgently conceived and implemented. Intra-regional trade could assist in re-orienting the production pattern of advantageous products in Africa.

II. REVIEW OF POLICIES AND STRATEGIES ON FOOD AND AGRICULTURE

16. Although Africa is diverse and heterogeneous, the main lines of policies and strategies on food and agriculture that have been pursued by African countries over the years are remarkably similar. In the 1960s, the agricultural development strategy pursued by African governments was prompted by the
prevailing view that the main role of African agriculture was as a principal source of resources for industrialization and that the binding constraint on this process was foreign exchange. Thus cash crop strategy was followed by a community development strategy which was meant to provide socio-economic changes in the rural areas as a means of increasing the incomes of the rural population and decreasing poverty in the rural areas in anticipation of the benefits coming from the commercialization of cash cropping.

17. Rapid urbanization, declining terms-of-trade, and rapid expansion in development assistance flows to Africa in the 1970s, forced a number of African countries to switch to a basic needs strategy which argued for a direct approach to meeting the basic needs of the poor as quickly as possible. In terms of policy, the basic human needs strategy was a statement of priorities for the allocation of investments across programmes and projects. This strategy was being pursued simultaneously with an import-substituting industrialization strategy whose policy response focused on increasing African food production and the establishment of Marketing Boards. During this period, food was considered strategic not only because it was critical for survival but also because of the rising food prices in the urban centres. As a result, the principle of giving priority to small-scale farming became widespread throughout the Continent and across ideologies.

18. During the early 1980s, an economic and financial crisis, that arose basically from domestic policy deficiencies, engulfed the African Continent. As a result, many African countries adopted Structural Adjustment Programmes under the auspices of the IMF and the World Bank. This was accompanied by hardships in many African countries. The 1980s was characterised by rising food imports in many countries.
19. The 1990s prompted some African countries to opt for a regional integration strategy based on food self-sufficiency. The key policy prescription of this strategy called for differential protection for food to raise production prices. The policy was based on the assumption that a Common African Agricultural Programme to protect food production in Africa would provide the basis for uplifting African agriculture.


21. The African countries have, however, recognized the need to change policies which have not proved their worth. The foregoing documents especially the parts dealing with food and agriculture, adopted by different fora, clearly indicated new directions to be followed, e.g. LAP, APPER, AEC and Cairo Agenda for Action. African governments (at sub-regional, regional and international levels) have passed a number of resolutions related to food security and agricultural development. They also reaffirmed their commitment in this sector.

22. Throughout Africa, generally, the trend in food and agricultural production remains discouraging, although governments have made some efforts to reverse the trend, improve diet, reduce food imports and increase exports. These efforts have however,
met with limited success. In fact, food shortages continue to be the order of the day in most African countries coupled with declining export earnings due to decrease in crops, minerals and other products and declining world market prices for Africa's exports. The declining exports and the deteriorating terms of trade have resulted in lowering the purchasing power of African exports-based revenue, leading to the inability of African countries to cover food deficit. At the home level, food prices continue to escalate due to the adoption of SAPs, leading to social discontent.

23. Measures have been recommended by international and regional conferences with a view to overcoming the various constraints to food and agricultural production in Africa. The OAU Secretariat, FAO, ECA, ADB, WFP, IGADD, World Bank, UNDP, IFAD, WHO, and other Organizations have been instrumental in creating awareness of the African food and agricultural crises, and galvanizing assistance and other actions by the international community. Food self-sufficiency constitutes a major goal in the development plans of many OAU Member States. Many African countries are now intensifying agricultural production of the basic staples and supplementary food.

24. Cultivated lands of Africa amount to 195 million hectares or 26 per cent of the potentially arable area. Of these, only 108 million hectares are harvested annually. Present crop yields in Africa are between a third and a fourth of those that can be obtained under high inputs, and so far only 6 per cent of the cultivated lands are irrigated. These data show the considerable potential for intensification and expansion of agriculture in Africa.

25. A maize-based production process is slowly emerging in some countries including Zimbabwe, Zambia, Kenya, Nigeria, Malawi, Ghana, Burkina Faso and South Africa. In Zimbabwe, for instance, virtually 100% of the area under maize has been planted
with hybrid seeds, in Zambia 60% and in Malawi 24%. There is also the spontaneous spread of improved cassava varieties from the International Institute for Tropical Agriculture (IITA), Ibadan, Nigeria. Like the IITA, other international and national research centres have also made significant contribution to Africa's agricultural research challenges.

26. There are a number of integrated schemes that have been designed and initiated for pooling resources from Member States, e.g. food security in SADC, CILSS, WARDA, ECOWAS, COMESA, AMU, IGADD. ADB has been assisting a number of African countries to evolve strategies for food security either on joint sub-regional basis or on single country basis. Land and water resources and river development have been started in a number of Member States, e.g. the two major dams - Diama and Manatali, under OMVS.

27. The efforts undertaken by some intergovernmental organizations to control insect pests and diseases have been encouraging, e.g. DLCO/EA, against desert locusts, Quelea Quelea bird, armyworms and tse tse fly in the Horn of Africa, and IRLCO-CSA against red locusts, armyworms and Quelea Quelea bird in Central and Southern Africa.

28. Available evidence suggests that the potential for Africa to feed itself exists provided appropriate policies and decisions are taken with regard to the food and agricultural sector. Some of the problems that have led to the food and agricultural crises are enumerated in Section I of this document. Other problems include: problem of financing, low capacity of manufacturing tools and equipment and problem of access to foreign exchange, devaluation of national currencies, declining production, increasing rural poverty and environmental degradation. The initiatives that were taken in the food and agriculture sector, have not paid the results expected, due to the problems encountered, and mentioned above. These problems need to be addressed urgently.
29. The persistence of Africa's food problems despite the efforts mentioned earlier clearly demonstrates that much remains to be done in Africa to reach an adequate level of food production and agricultural development. While the focus of African governments to improve food security and achieve sustainable agricultural development has sharpened significantly over the last decade, there is need for the international community to accentuate its interests in that direction. There is equally need for a concerted and continued commitment by African Governments and their partners, to attain the desired levels of development in that sector.

III. COMMON POSITION ON FOOD SECURITY AND AGRICULTURAL DEVELOPMENT

30. Policy options require to be devised and adopted to close the widening food gap and thus feed the populations adequately. These could include: production of food and fodder crops which are drought resistant, early maturing varieties of crops, removing constraints facing intra-regional trade, strengthening agricultural research to generate adaptable and sustainable technologies, improving natural resources management, and processing and utilization of underexploited food resources, improving management of the environment, etc..

(i) Elements of the Common Position

31. Food security is determined by physical availability of supplies and consumer purchasing power. The physical availability of food depends on levels of production and effectiveness of the marketing and distribution systems. Consumer purchasing power, on the other hand, is determined by the levels and stability of incomes and prices.

32. In view of the predominance of subsistence agricultural production, and the overwhelming extent to which rural subsistence
producers are susceptible to recurrent droughts and famines in Africa, efforts to redress the situation, especially in the short and medium terms must centre on increasing the size and stability of food production by rural producers, due recognition being given to the predominant role of women. Accordingly, the special constraints faced by women farmers, e.g. very limited access to credit, land, agricultural inputs etc. have to be addressed by national policy-makers. In some instances, women account for no less than 50% of the farm produce, but are only allocated one per cent of the resources. Equally important is the need to improve the capacity of these producers to conserve and stock food and thus minimize post-harvest food losses.

33. In devising strategies for increasing and stabilizing food and agricultural production, priority has to be assigned to promoting the production, handling and consumption of the principal indigenous staple crops most adapted to each community and locality. There is also need to re-orient agricultural policies towards having a favourable balance between food crops for local consumption and export crops. Both of these contribute towards a better life for the people.

34. Success of efforts aimed at improving productivity will facilitate the progressive production of marketable surpluses of both food and non-food cash crops, thus continuously achieving the integration of the subsistence and monetary sectors of the economy. This latter objective will be assisted by improvements in both institutional and physical infrastructure aimed at achieving a smooth flow of output from rural areas to consumption centres, and of production inputs in both the production areas.

35. A policy to increase the production and consumption of under-exploited traditional food plants such as roots, tubers, plantains and in some cases cereals, can make a significant contribution to people's dietary energy intake. Similarly,
increased consumption of legumes, vegetables and fruits will play an important role in the reduction of vitamin A, iron and other micro-nutrient deficiencies so widely prevalent in Africa. Increased consumption of fish*, wild animal meat** and insects*** can substantially improve the quality and quantity of protein intake and provide micro-nutrients. This of course depends on the food habits, beliefs, customs and preferences of the people or community, the area or location and the coping strategies used in case of food shortage. In some parts of Europe, snails and frogs are consumed as delicacies; whereas in China, snakes have provided a place in the food of the people.

36. Unconventional or traditional food resources can thus improve the nutritional status through both diversification and provision of a balanced diet. They will particularly contribute in meeting the food needs of populations during seasons of food shortage, and thus improve household food security and smoothen the seasonal effects of malnutrition.

37. At least, 2,000 indigenous food plants are lying unappreciated in scattered parts of Africa, e.g. African Yam Bean (root crop), Bambara groundnut (legume), Hungary rice (a small grain crop), Hausa potato (a tuber), Tamarind (a tree), Baobab (monkey bread - a tree), Kariti (shea butter - a tree) and False Banana (used for making bread - a tree) etc... Most of these have fed Africans centuries over. Some are wild; many are domesticated. A number of them are "lifesupport plants", that the poor people rely on to keep themselves alive in times of drought or other hardship.

*under-exploited fishery resources cover sardines, anchovies, mackerel, trigger fish, etc....

**wildlife resources include bush meat from mammals, birds, reptiles and rodents such as gazelles, antelopes, grass cutters, mice and rats, etc....

***insects like termites, grasshoppers, locust, etc... for the improvement of protein intake.
38. It is estimated that Africa has an area of 760 million hectares that is infested with tsetse fly. If this area can be reclaimed, cleared and developed as pasture for grazing and animal production, it could produce 1½ million tons of meat. The cost of reclamation and clearance is estimated at four billion US dollars. Such an area constitutes one fourth of untapped resources in Africa. The use of environmentally friendly means of exploiting tsetse infested areas should be stressed. It is possible to promote animal agriculture in the tsetse infested non-forested edges of the humid zone with trypanotolerant breeds of livestock and appropriate tsetse control measures such as baited traps. The desert locust has an invasion area of 29 million square kilometres and affects 57 countries worldwide, including most of Africa north of the equator.

39. In order to increase the production of food for the market, official policies must focus on the provision of producer incentives, availability of inputs in time and production support services. Producer prices must be set to take account not only of the costs of production, but also provide them with an adequate means of livelihood so that engaging in food production proves to the farmer as worthwhile employment possibilities. At the same time, the need for providing economically accessible food to poor consumers will have to be kept in view. To be effective, the price incentives will need to be combined with improvements in the delivery of production support services, including extension services, inputs supply, credit supply and supervision services.

40. Food and agricultural production, nutrition and processing research will also need to be strengthened in order to provide the requisite recommendation packages for improving both productivity and producers' capacity to get the most nutritious value out of available food products.

41. Market availability of food should guarantee adequate access to food to all consumers. Such access may be ensured
through employment creation and wage structures that guarantee the consumer enough income to afford adequate quantities of the right foods. Additionally, measures designed to benefit vulnerable groups should be devised.

42. To facilitate availability of food supply to markets, it is necessary to establish or strengthen the physical structures, that could include feeder roads, transport, storage facilities and marketing institutions. Maximum use should be made of the producers' and consumers' co-operative societies.

43. Africa should, as far as possible, endeavour to be food self-sufficient, and therefore aim at meeting its food and agricultural requirements from within the Continent. But it is obvious that not all countries will succeed in being self-sufficient in all their food and agricultural requirements all the time. Indeed, in certain cases and under certain circumstances, it may be advisable for certain countries to specialize in producing certain commodities and import others, to the extent possible, taking into account the possibilities of intra and inter-regional trade.

44. At present, 450 million people in Africa burn about 300 million cubic metres of firewood each year. In the tropical forest areas of Africa, biomass can be produced to meet the demand for energy. About 50 million Africans today lack the energy they require. Thus, re-afforestation programmes should be pursued as a means of checking the rate of desertification of arable lands and for preserving soil fertility. The objective should be to integrate forestry more closely with agriculture in order to ensure adequate supplies of fuelwood and to increase the contribution of forest resources to industrialization. It follows from this that there is great need for the development of national environmental policies, programmes, action plans, environmental education and awareness programmes.
45. Under conditions of adverse weather, natural and man-made disasters, and other similar circumstances that interfere with domestic production, even countries which are normally self-sufficient, are compelled to import food. In these circumstances, African countries will need to have a guarantee of physical and economic access to food from international markets.

46. Continued international support for such arrangements as food aid and its utilization as a development resource to support Africa's efforts towards greater food self-reliance, will help the Continent overcome its food crises. But African countries should not rely on food aid in perpetuity; it should be used for emergencies only.

47. A number of agencies and NGOs have been increasing their assistance to Africa. African countries and the international community might consider undertaking, in the future, accelerated efforts in selected areas affecting food security and agricultural development.

48. Periodic, critical evaluation of performance can provide those agencies and NGOs with the tools for intensifying efforts, affecting progressive policies and encouraging inter-agency collaboration. This attitude could help to identify, at an earlier stage, any deteriorating situation, or situation calling for urgent assistance.

49. There is hardly any country that is self-sufficient in food which does not rely heavily on subsidies on agriculture. African countries must devise carefully, packaged subsidy programmes that are consistent with the carrying capacity of their resources, non-inflationary growth and fiscal balance. Subsidies must be effective, relieving both farmers and consumers and should not be allowed to fall in the hands of middle-men or intermediaries between farmers and consumers.
50. Since the 1980s, African agricultural policies have been disturbed by the introduction of structural adjustment programmes. The measures that were taken have led to reforms which have affected the sector of food and agriculture; these included credit terms, public services, budgetary cutbacks, commercial system reforms, over-valued currencies and higher protection to the industrial sector. The food and agriculture sector has been particularly sensitive to those reforms related to production incentives e.g. removal of subsidies on price of inputs led to their restricted use. The income of the small farmer and the production of food crops have been particularly affected by structural adjustment programmes. There is great need therefore to remove disincentives from macro-economic policies and to eliminate inconsistencies in agricultural development policies.

51. The Uruguay Round of Multilateral Trade Negotiations were concluded after seven years in April 1994, when the Final Act was signed in Marrakesh, Morocco. The implementation of the Agreement started in 1995. The effect of the Agreement varies from region to region. The Uruguay Round Agreement will certainly worsen the situation in Africa's exports, food imports, technology and investment flows. "By the year 2000, Africa is expected to turn from a small net exporting region to a small net importing region."

52. With regard to commodities, due to the erosion of the preferential margins, African countries will face increased competition from more efficient producers in commodities such as coffee, cocoa and rubber in Latin America and Asia.

53. The main issue with respect to food is that the liberalization of trade in agricultural products and erosion of most subsidies will result in food price increase in the medium and long term. This will adversely affect net food importing
countries. African agricultural exports will fetch less revenue while agricultural imports will cost Africa more.

54. The following actions could therefore be envisaged by OAU Member States with respect to the Uruguay Round Agreement:

(i) FAO could be approached to assist in the analysis of the impact of Uruguay Round Agreement commodity by commodity, sector by sector and at different levels;

(ii) Assessment of the implications of the Uruguay Round Agreement could include policy, legal and administrative requirements as well as the new market access conditions facing African exports;

(iii) Launching a programme to restructure Africa's export, expanding intra-African trade particularly through trade liberalization programmes, development of tourism, as a potential area, and the involvement of RECs (e.g. SADC, COMESA, ECOWAS, ECCAS and AMU) in this matter; and

(iv) Establishing innovative instruments in national banks with the aim of promoting trade and development.

55. Regional and international programmes should be encouraged such as the current initiatives being undertaken by the OAU, FAO and UN System. These should be finalized and made operational, where applicable, and also be given donor support and expanded as soon as possible, namely:
OAU Framework for a Common African Agricultural Programme (FCAAP);

- FAO Special Programme on Food Production in Low-Income Food Deficit Countries (LIFDCs)*;

- FAO Special Programme on Emergency Prevention System (EMPRES) for Transboundary Animal and Plant Pests and Diseases; and

- The United Nations System-wide Special Initiative on Africa, which was launched on 15 March, 1996.

(ii) Priority Areas for Action

Priority areas for action and the implementation of action programmes remain the responsibility of individual countries. However, if countries are not to continue to depend on emergency food aid indefinitely, they must effectively address the critical issues and constraints by finding adequate solutions in priority to those that impede increase in food production, improvement in the distribution and consumption network, and the strengthening of food security on the Continent. Political will is required to turn national food security plans into concrete programme actions.

Priority areas consist of:

(i) Emergency Actions and Disasters

The OAU commends the International Community for its continued support for Africa in combatting emergencies, such as drought, famine, epidemics and conflicts, etc. and hopes

*Low Income Food Deficit Countries (LIFDCs) = are those with income below US$ 1,135 per capita in 1989, and which were net importers of cereals. This level of income is the one used by the World Bank to determine eligibility of countries for IDA assistance.
that other avenues would be explored to help in the implementation of the Common Position on Food Security and Agricultural Development.

59. Immediate efforts must concentrate on mobilizing supplies of food from both domestic and external sources to minimize the impact of food shortage, whenever it occurs in Africa. This calls for financial resources with which to acquire supplies, and for logistical support including, in particular, the shipment, collection, storage and internal distribution of the food supplies. Special attention, in this regard, needs to be given to ascertaining that supplies reach in good time. This calls for the setting up of decentralized food banks in different sub-regions of the Continent.

60. Increased international co-operation will be called for in mobilizing the necessary food, financial and technical assistance. Due to the drought of 1994 in Southern African Sub-region as well as parts of the Eastern African Sub-region, affected countries pronounced their requirements to counteract drought and also the poor harvest. What is needed, from the international community, in this respect, is a recognition of the need and commitment to co-operate, with the drought-affected countries, as needs unfold.

61. While the urgent answer to famine-stricken countries is the immediate food aid, those countries must look and plan ahead. This, in particular, should be with respect to the rehabilitation of the sector of agriculture, especially the food production capacities including crops, livestock, fisheries and apiculture.

62. Africa has suffered from a complex array of natural and man-made disasters. Drought, desertification, locust infestation and conflicts constitute the most important disasters
in Africa. Co-operation among OAU Member States could be encouraged in the monitoring, prediction, prevention, preparedness, response and management of natural and man-made disasters. Efforts should also be made for launching awareness campaigns to highlight dangers arising from disasters e.g. desertification, shift cultivation and bush fires etc.

63. The most pressing of all man-made disasters facing Africa today is managing and resolving conflicts in Africa. Fighting within and between countries has caused immense human suffering, squandered scarce financial resources and worsened the problem of food insecurity, malnutrition and famine. Peace cannot be imposed from outside the Continent; it must be nurtured from within Africa.

64. The Assembly of Heads of State and Government of the Organization of African Unity, established in 1993, the OAU Mechanism for Conflict Prevention, Management and Resolution. Since the OAU does not have the financial or military capabilities to undertake field operations as those related to peace-keeping, its mechanism focuses mainly on prevention and resolution. The mechanism has been in operation in different parts of the Continent. However, the root-cause of conflicts remains mainly political and economic. Improvement in food security and agricultural problems can go a long way in addressing conflicts.

65. Efforts should be made to strengthen the capacity and operationalization of the OAU Special Emergency Assistance Fund for Drought and Famine in Africa, created by the OAU Resolution AHG/Res. 133 (XX) so that, through this Fund, African Countries or sub-regions that have surplus food could assist those that are in need. In this regard, triangular transactions should be encouraged in the event of need for food aid. The concerned aid agencies would purchase food from a surplus food country for consumption by a food deficit country within Africa.
(ii) Medium and Long-term Actions

66. Medium and long-term actions are best visualized within the context of well conceived and emphasized appropriate national food and agricultural policies, strategies and programmes for improving food security and agricultural development. Within that context, each Member State should pursue the priorities proposed hereunder, or such other priorities as those adopted in APPER, in pursuit of food security and agricultural development as it may deem appropriate. There is also an over-riding need to strengthen existing sub-regional and regional programmes in food security and agricultural development; and to remove all constraints facing the growth of intra-African trade.

67. Priority areas in which internal and external resources should be concentrated during the next ten years or so, as of 1996, have been identified by African countries in order to overcome food insecurity, the slow pace of agricultural development and the combination of rural impoverishment and growing urban distribution. It is the judgement of the African governments that the overall impact of food security and agricultural programmes would be maximized if they were concentrated on a few but key priority areas, namely: manpower development, research and the development of technologies, strengthening or creation of effective delivery systems, investment, inter- and intra-African co-operation and trade, water conservation and irrigated agriculture and institutional development.

68. The seven key areas under the medium and long-term action, are closely inter-related. Eradication of mass hunger, food insecurity and famine as well as other aspects of food and agricultural development in Africa will require simultaneous but well-focused efforts in all these areas at different levels. These efforts must recognize the farmer as the centre of all activities, both as the source of information and as the ultimate
user of the results of all these efforts. As such, the farmers must be able not only to adopt appropriate techniques for farming, conservation, processing and nutrition, but also to exercise effectively, their civic roles, rights and responsibilities as consumers and decision makers. At the national level, this presupposes the elaboration and implementation of coherent and stable policies for revitalizing rural village communities with a view to improving their living standards and to checking rural-urban exodus.

(a) **Manpower Development**

69. The calibre of manpower to be trained should, to the fullest extent possible, be those who can effectively handle the small-scale sector, especially in the planning, management and execution of development policies and programmes for the sector.

70. Training programmes focused on the subsistence sector would aim at producing people to man research, training, storage, processing, transport and communication activities and other delivery systems. Special attention will need to be given to field level extension personnel, because of their special role in ensuring the flow of information between farmers on the one hand, and training and research institutions on the other. It is also essential not only to tackle manpower shortages, but also to cut down on the waste of human resources wherever it occurs.

71. Educated Africans who are working outside the Continent, should be encouraged to come back and assist in developing Africa, through adequate incentives and using them as consultants.

(b) **Research and Technology Development**

72. Basic and applied research should be re-directed and
concentrated, with specific action-oriented development programmes, on issues directly relevant to small holder subsistence agriculture, that could include:

- small scale farming systems;

- technology package including improved seeds, tools for small-holder production, extension services, marketing, food loss reduction and prevention, storage and processing, especially with respect to traditional and indigenous food crops;

- techniques for dryland farming, and land and water resources development and management;

- establishment of small dams especially in drought affected areas;

- development of appropriate irrigation systems;

- crop and livestock varieties capable of performing well in harsh environment;

- development of fisheries and the establishment of aquaculture at village level;

- development and promotion of apiculture;

- nutritive diets based on each community's staple foods.

- establishment of food banks at sub-regional and regional basis;
initiation of research work on the causes of the invasion of sand dunes on agricultural lands in coastal areas and identification of possible remedies;

- initiation of research on the possibility of identifying environmentally friendly pesticides and insecticides in Africa.

c) Delivery Systems

73. Whether public or private, the delivery systems for agricultural inputs and services should facilitate and not hinder the efficient performance of the food and agricultural sector. The production requisites should be available to the farmer, especially the small farmer at the right time, at the appropriate place, and at prices he can afford. The current practice of having compulsory farmer co-operatives should be discontinued; it should be replaced by voluntary co-operatives.

74. Adequate progress in training at all levels will provide the manpower to both manage and deliver the needed production, marketing, farm credit, food conservation, processing and nutrition services. Success in efforts to improve research, on the other hand, will provide the technology packages to be delivered. An additional ingredient necessary to ensure effectiveness of the delivery system consists in innovative terms of service that accord the relevant personnel adequate incentive in executing their various tasks.

75. Farmers' organizations should be encouraged to participate in all relevant governmental institutions, e.g. agricultural research, extension, agricultural boards, parliament, etc.
Another area of concern for food security and agricultural development in Africa, relates to investment. Recent studies on the relevant importance of agriculture in overall public expenditure points to a situation where a majority of African countries devote less than ten per cent of their public expenditure for all sectors to agriculture. The low priority accorded to the food and agriculture sector should be raised. In this context, African Countries should implement their commitment to invest at least 20 - 25% of their budgets in the agriculture and food sector.

To ensure food security, Africa should also develop its water resources and increase the area of irrigated agriculture. Also, investment is needed in research, extension, infrastructure, storage, roads, inputs production and agro-industry at national and sub-regional levels. Agro-industry in Africa accounts for 60% of the manufacturing value added. Most of the foodstuff is processed at home. Processing perishable agricultural products results in their ready availability, reduces food imports and acts as an incentive to increased food production.

Efforts should be made to relieve African countries from debt and debt service burdens, which limit availability of domestic savings for development purposes, and continuation of dialogue with the industrialized countries in that regard.

The weight of the external debt has become unbearable for most African countries. External debt obligations have risen sharply. This has created a fundamental crisis in which the pressure of debt repayment has grown sixfold. It has, therefore, been often necessary to borrow more in order to stay level with the international debt commitments.
80. Commitments to the food and agricultural sector from external sources have been decreasing. Also the volume of assistance is not adequate to satisfy the requirements. Action for reversing such trends at the international level will be most welcome.

81. In addition, mention should be made of the goals of financial institutions, e.g. agricultural banks etc. in providing small farmers with credit for investment in their holdings.

(e) **Inter- and Intra-African Co-operation**

82. Member States should consider inter- and intra-African co-operation as a means of realizing collective self-reliance.

83. Member States should co-operate on the different aspects of food security and agricultural development, including:

- exchange of information and expertise;
- water resources development;
- establishment of early warning systems;
  - dissemination of information;
  - disaster preparedness, response and management;
- building up food stocks;
- control of rodents, insect pests and diseases;
- identification of gaps in the assistance required and suggesting ways for meeting these needs;
availability of agricultural inputs;

- elaboration of common thinking;

- strengthening sub-regional/regional co-ordination and solidarity whenever the need arises;

- promotion of human resources development and training needs;

- encouraging trade among African countries, e.g. agricultural products and inputs that are produced by some African countries should be made available to those who import those products from outside the Continent, e.g. coffee, tea, fruits and fertilizers. African Countries should endeavour, within their RECs, to liberalize trade in African food-stuffs as a necessary condition for collective self-reliance.

- there is great need for the active participation of all RECs in the food and agriculture sector, for attaining food security and developing agriculture.

84. The problems facing Africa are so huge and complex that there is no one single organization or institution that can solve them. This situation hence calls for inter-phase, co-operation, co-ordination, partnership and complimentarity among African countries, UN Systems, NGOs, the donor community and the Regional Economic Groupings, including SADC, COMESA, AMU, ECCAS, ECOWAS and IGADD.

(f) Water Conservation and Irrigated Agriculture

85. On one side, Africa contains many of the largest river
86. It is noted that the rate of evaporation in Africa is the highest in the world and the run-off factor is almost half that of the world average. Furthermore, the water resources are not evenly distributed and most areas are vulnerable to drought. On the distribution side, about 50% of the total water resources of the Continent are in one single basin, that is the Congo/Zaire and 75% of the total water resources are concentrated in eight major river basins. Of 200 major international river basins in the world, 57 are in Africa. Most of the rivers of Africa are characterized by seasonal and annual variations.

87. Every year, the equivalent of 4,500 billion cubic metres of water from African rivers flow into neighbouring seas and oceans. In theory, 3,100 billion cubic metres of this water could be used to irrigate as much as 220 to 260 million hectares. Efforts should be made in the area of promotion of irrigated agriculture including development of small-scale irrigation rather than large-scale irrigation, for environmental and economic reasons. In this regard, efforts should be made to:

(a) rehabilitate existing irrigation systems;
(b) use efficiently, irrigation water at farm level; avoid water wastage;
(c) protect agricultural land from effects of water logging and flooding;
(d) use drainage system when need arises;
(e) take necessary measures against soil erosion;

(f) avoid over-exploitation and mismanagement of natural resources especially in the drought-prone areas and acute competition for water;

(g) initiate soil salinity surveys and monitoring, and accordingly adopt measures to change soil salinity; and

(h) manage water quality so as not to cause crop damage, affect crop yield and that agricultural activities do not affect the quality of surface and ground water.

88. The ground water resources in Africa are about 20% of the total water resources. They provide limited supplies for domestic and irrigation purposes. However, ground water development in many parts in Africa is constrained due to natural and human activities.

(g) Institutional Support

89. Deliberate policy decisions must be made to establish or strengthen institutions for the priority areas already identified. The institutions for training, research, distribution, investment, inter- and intra-African co-operation, water conservation and irrigated agriculture, and the streamlining of transport and infrastructural development, and other logistic amenities should have built-in incentives to carry out their tasks efficiently and effectively.

90. An initial step to be taken could be an evaluation of the effectiveness of existing institutions, in order to establish the need for abolishing or strengthening the inefficient
ones. Greater attention should be given to strengthening national capacities for policy formulation, research and extension. There is also need to establish African centres of excellence in the area of food production and agricultural development.

IV. IMPLEMENTATION STRATEGIES

91. The following three factors constitute the strategies for implementing the African Common Position on Food Security and Agricultural Development:

(a) **Commitment to Implement the Priority Areas**

92. The identified priority areas for action are considered to constitute the core programme for the effective performance of food security and agricultural development in Africa. Appropriate measures and renewed commitment are therefore necessary to tackle them. The commitment at the national and international levels, and better co-ordination between the efforts of OAU Member States and those of the international community should always be emphasized.

93. The commitment (domestic and external) should concentrate on the subsistence sector and the major priority areas spelt out above. All relevant agencies, organizations and NGOs should co-operate and harmonize their efforts, as this is the only way for effectively tackling the problems of food security and agricultural development in Africa.

94. Recent studies indicate that a majority of African countries allocate less than ten per cent of their total expenditure to agriculture. Clearly, this level of resources allocation cannot meet the requirements of the priority areas indicated in this document. African Governments have to step up their efforts further in a bid to back up the objectives
contained in the documents adopted by them and referred to earlier.

95. External resource flows are also yet to attain the target called for by relevant documents. To achieve the desired quality and range of resources require a deep commitment from the donor community, whose efforts must be accompanied by a change of attitude to trade and debt obligations, as well as by major policy adjustment in favour of improved food security and agricultural development in Africa; e.g. assistance from financial communities, private and public sectors.

(b) Role of the Principal Actors at the National, Sub-regional and Regional Levels

96. Greater emphasis should be given to the role of the principle actors, including, the private sector, bi-lateral and multi-lateral and NGOs in assisting in the implementation of the Common Position. Usually these actors attach high importance to the sector of food security and agricultural development. Accordingly, these actors should be sensitized to the urgent need to assist in the implementation of the Common Position; for example, they could start with the improvement and/or construction of rural infrastructure and rural development, in support of food and agricultural production, marketing and distribution. They could also assist in training e.g. research, extension, food loss control etc... so that African countries could build up their capacities for generating the appropriate and adaptable technologies, and disseminating the necessary information.

97. Partnership between African countries and the principal actors in pooling resources and efforts to address the critical issues related to the Common Position, should always be properly co-ordinated at all levels, so as to remove all obstacles, avoid
duplication of efforts, waste of resources and any manifestation of frustration.

(c) Follow-up Mechanism

98. The implementation of the African Common Position on Food Security and Agricultural Development requires the establishment of a mechanism at the national, sub-regional/regional levels for monitoring, follow-up and evaluation.

99. There is need to establish a Task Force or High Powered Committee for food and agricultural development, and the implementation of the African Common Position, at the national level. The Task Force should be chaired by a Minister and should be directly responsible to the Head of State or Prime Minister of the respective country. All economic and social ministries, agricultural societies and farmers' associations should be represented in the Task Force. It will review past and current policies, activities, institutions and accordingly, propose necessary improvements. The proposals and measures adopted by the Task Force should move the sector of food and agriculture towards self-sufficiency and beyond. The activities of the national Task Force should be framed within a time table, with periodic progress reports.

100. Use should be made of existing RECs, OAU General Secretariat and other relevant organizations including FAO, WFP, IFAD, UNDP, ECA, WHO, World Bank, IGADD, ADB, in the Follow-up and Monitoring Committee on the Implementation of the African Common Position on Food Security and Agricultural Development at sub-regional/regional levels. The Committee should have access to progress reports prepared by the National Task Forces.

101. The Follow-up Committee will report, periodically, to the policy-making bodies of the OAU.
V. CONCLUSION

102. The OAU Assembly of Heads of State and Government at its Thirty-second Ordinary Session, held in Yaoundé, Cameroon, from 8 to 12 July, 1996, discussed the issue of Food Security and Agricultural Crisis in Africa; and adopted the African Common Position on Food Security and Agricultural Development, in anticipation of the World Food Summit, to be held in Rome, Italy, from 13 to 17 November, 1996, as indicated in this document.


104. African agriculture constitutes 30-35% of GDP and provides employment for 70% of its labour. 70% of Africa's poor live in rural areas and are dependent on agriculture.

105. This document has revealed serious shortcomings in African policies and strategies in relation to food security and agricultural development. It is emphasized that to achieve greater food security and to lay the foundation for agricultural revival, OAU Member States must take the measures stated in this document.

106. Some major policy adjustments and institutional reforms are required to accelerate the food security and agricultural sector, to make a compromise between cash crops and food crops, to turn the tide of present and future food shortages, mass hunger and starvation on the Continent and not to depend on foods that Africa cannot grow.
107. Stress should be on the small farmer as the key to the Continent's economic destiny. External assistance must be properly directed and geared to the needs of African countries to develop the food security and agricultural sector. This sector should be placed as the highest priority and at the highest political level in each OAU Member State, to ensure effective implementation of the measures included in this document. The doors of this sector should always be open for the private sector. In seeking to bridge Africa's food gap, a strong emphasis has to be made by African governments for achieving food self-sufficiency in domestic food production. This is vital for food security, greater self-reliance and greater political independence.

108. Food and agriculture recurring crises pose the biggest challenge to OAU Member States and the international community. The food supply now and in the foreseeable future, is a continuous cause for concern. The nature of the problem is represented by the fact that population grows at 3% per annum, whereas food growth is at 2%. There is a growing gap between production and consumption of food and agricultural products. The average population growth of 3% per annum indicates that Africa has the fastest growing population in the world; and as such, its population will most likely double in approximately 23 years from now.

109. National governments should take the necessary steps to find solutions for all the constraints facing this sector. These include: inadequate food and agricultural policies, scarce agricultural inputs, non-aggressive marketing, poor infrastructure and research, uncontrolled pests and diseases and natural and man-made disasters.

110. Africa has immense potential which, if properly harnessed, could adequately feed the present and future
populations. The development of such potentials and the taking of the appropriate action, require a serious commitment of all concerned, especially OAU Member States in their drive towards self-reliance.

111. Increasing food imports to meet the growing gap between demand and domestic production cannot be sustained over a long term. In order to accelerate the growth of food and agricultural output, a shift to intensification and diversification will be required, involving the utilization of adaptable technology, availability of agricultural inputs, incentives to farmers, appropriate national policies, investment and commitment at the national and international levels.

112. The priority areas centre around: emergency actions and disasters, medium and long actions. The latter include: manpower development, research and technology development, delivery systems, investment, inter- and intra-African co-operation, water conservation and irrigated agriculture, institutional support and implementation strategies. The findings of the follow-up mechanism will be submitted for the consideration of the OAU policy-making bodies.
RESOLUTION ON FOOD SECURITY AND AGRICULTURAL DEVELOPMENT IN AF RICA

The Assembly of Heads of State and Government of the Organization of African Unity, meeting at its Thirty-first Ordinary Session in Addis Ababa, Ethiopia, from 26 to 28 June, 1995,

Considering that food security is one of the key problems facing the African Continent, and constitutes a core objective of development,

Bearing in mind the agricultural and food situation in Africa, characterized by slow growth of production and productivity, as well as insufficient food availability caused by the combined effect of increased demand and high population growth,

Noting that the majority of the African population suffers from malnutrition,

Considering the heavy external debt burden of African countries which contributes to the worsening of the food deficit by depriving the agricultural and food sectors of the investments needed to procure equipment and means of production,

Observing that food production has fallen by 20% in the last 25 years, thereby transforming the African Continent from net exporter of food at the beginning of the 1960s into net importer,

Noting that food security in most African countries continues to be predicated on food importation and food aid,

Convinced that food security in Africa is first and foremost, the responsibility of Africans themselves and is an achievable objective, given the enormous natural and human potentials of the African Continent, and that Africa could attain a sufficient level of food security, through rational, judicious and clear-sighted use of these immense potentials,

Recalling the various commitments made by African States to ensure economic development in Africa, attain national and collective self-sufficiency, and harmonize policies, programmes and projects of OAU Member States in the areas of food and agriculture (Harare Declaration), the African Regional Nutrition Strategy, (1993 - 2003),
Highlighting the need to adopt a common African position in anticipation of the World Food Summit on Food Security which the FAO intends to organize in November 1996,

Taking note of the outcome of the Conference on Food Security and Agricultural Development in Africa held in Tunis from 15 to 18 April, 1995:

1. REITERATES the commitment of African States to strive individually and collectively towards food security in the Continent through a number of ways, including increased food production, inter-country trade and attaining food self-sufficiency;

2. RECOGNISES the need for Africa, through the forthcoming OAU Summit, to adopt an Common African Position on Food Security and Agricultural Development, which reflects the concern of the Continent, in anticipation of the World Food Summit planned by the FAO on the same theme;

3. UNDERSCORES the need to include the African Regional Nutrition Strategy (1993 - 2003) in the Common African Position as mentioned in the paragraph above;

4. REQUESTS the Secretary-General, in collaboration with the appropriate agencies, to take the necessary measures for the preparation and adoption of the Common African Position before the World Food Summit.
RESOLUTION ON THE WORLD FOOD SUMMIT; THE NEED FOR AN ACTIVE AFRICAN INVOLVEMENT AND PARTICIPATION

The Council of Ministers of the Organization of African Unity, meeting in its Sixty-third Ordinary Session in Addis Ababa, Ethiopia, from 26 to 28 February, 1996,

Recalling AHG/Res. 244 (XXXI) on Food Security and Agricultural Development in Africa,

Bearing in mind that poverty alleviation and food security constitute one of Africa's basic challenges and preoccupations,

Noting that the low agricultural production and precarious food situation resulted from domestic and external factors have transformed the Continent from a net exporter of food at the beginning of the 1960s into net importer,

Considering that the heavy external debt, high population growth and increased demand, man-made and natural calamities have slowed the growth of food production which fell by 20% in the last 25 years making most African Countries to continue depending on food importation and food aid,

Aware of the enormous natural and human potentials of the African Continent and the various commitments made by African States to attain socio-economic development and the attainment of national and collective self-sufficiency, as spelt out in the Lagos Plan of Action, the Abuja Treaty, the Cairo Agenda of Action for Relaunching Africa's Economic and Social Development and the Declaration adopted by the Twenty-sixth Ordinary Session of the Assembly of Heads of State and Government on the fundamental changes taking place in the world and their implications for Africa.

Mindful that a World Conference, at Summit level, on Food will be organized by FAO during 13 - 17 November, 1996, and cognizant of the importance of an active African preparation, full involvement and participation in the above-mentioned Conference:

1. REITERATES the commitment of the African States to strive individually and collectively towards food security, increased food production, national and collective self-sufficiency, and CONSIDERS that the forthcoming World Food Summit constitutes an important and timely event towards the attainment of these objectives;
2. **REAFFIRMS** the imperative need to adopt a Common African Position on Food Security during the Conference of African Ministers of Agriculture, which will be held for that purpose in Burkina Faso during April 1996;

3. **CALLS ON** all Member States to actively participate in the World Summit as well as in the preparatory Ministerial Meeting;

4. **REQUESTS** the General Secretariat of the OAU as well as the African Regional Groupings to intensify their efforts in the process of preparation;

5. **REQUESTS** the Secretary-General of the OAU to report on the implementation of this resolution to the Sixty-fourth Ordinary Session to which the African Common Position will be presented for adoption.
AFRICAN COMMON POSITION ON FOOD SECURITY AND AGRICULTURAL DEVELOPMENT

OAU

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