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**THE FOOD SITUATION IN AFRICA:  
TOWARDS AN AFRICAN FOOD DEVELOPMENT PLAN**

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FROM THE DIRECTOR-GENERAL OF THE FOOD AND AGRICULTURE ORGANIZATION



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THE FOOD SITUATION IN AFRICA:  
TOWARDS AN AFRICAN FOOD DEVELOPMENT PLAN

Introduction

1. This paper has been prepared by the secretariat in pursuance of resolution 1, adopted by the Executive Committee at its tenth meeting in November 1973, which inter alia invited the secretariat to "... prepare, for consideration by the Committee in its eleventh meeting, a comprehensive African position paper on food security measures and to outline an African long-term Food Development Plan including natural resource availability, technical, economic, financial and institutional requirements and measures required to increase the margins of marketable surpluses from traditional and subsistence agriculture". The Executive Secretary transmitted the Committee's resolution to the Director-General of FAO and sought the co-operation of FAO. The Director-General responded favourably (see annex VII) and FAO headquarters made a substantive contribution to the preparation of this document.

2. The document highlights the current world food situation and outlines the main factors responsible for the present global food shortages. It then indicates recent trends in African food production, consumption and trade. It discusses the main constraints to increasing food production in the region and the potential for expansion. The document then gives a summary of the steps taken by FAO to improve world food security and the main objectives of the World Food Conference which will be held at Rome between 5 and 16 November 1974 and concludes with an outline of the role which ECA has played and will play in the preparation and implementation of an African Food Security and Food Development Plan.

3. The secretariat is extending the food issue beyond the objective of greater security to that of the formulation of a long-term "Food Development Plan for Africa" which will treat long-term production, marketing and trade as a basic element in dynamic economic growth. The last section of this document gives a tentative outline of the proposed study and of its scope and objectives. The study will be the region's contribution to the World Food Conference and the basic document for a Pan-African Conference on Food and Nutrition which it is proposed to organize in close collaboration with FAO, OAU and African regional economic groupings in the course of 1975. The proposed Conference will also discuss follow-up action on the United Nations/FAO World Food Conference of November 1974.

World food situation

4. As a result of recent developments in the world cereals situation, the problem of assuring adequate basic food stocks as security against food shortages has become increasingly serious. After a long period of ample supplies and stocks, the past two years have witnessed unusually abrupt and unexpected change in the world cereals supply and stock situation. This situation was brought about through the interaction of a number of factors. In 1972, the USSR had a disastrous harvest largely due to poor weather and, to make up for the shortfall in food grain production and to maintain the programme of increasing the output of livestock products and rebuild stocks, the USSR contracted to import about 28 million tons of grains, comprising some 18 million tons of wheat and around 10 million tons of feed grains, all for delivery in the 1972-73 period. The USSR became the world's largest ever single wheat importer,

purchasing about half of the usual level of total world trade in wheat. This resulted in depleting the world grain stocks, largely held in the United States and Canada, to the lowest level for 20 years. The situation was further aggravated by China's joining the USSR as a major buyer of United States grain. In addition, poor wheat harvests were reported from Australia and Argentina, the other two major exporters.

5. India, which in 1971-72 achieved self-sufficiency in grain production, was forced back into the world market by a shortfall in food grain production. Drought also had severe effects in other countries, including Bangladesh and Pakistan, which resulted in an increase in imports of grains into these countries, also.

6. Other causes are: (a) the rising price of livestock and livestock products accompanied by increasing demand and the diversion of some food grain reserves into animal feed; (b) the drought in the African Sahel which has resulted in important demands for food relief; (c) the development of food storage capacity lagging behind the increase in production, especially in developing countries; (d) distortions in the international monetary system and financial surpluses leading to speculation in the food trade and to distortions in the supply/demand price structure; (e) the negative aspects of food aid programmes where they act as disincentives for expanding production in recipient countries; (f) the dislocation of production and distribution factors as a result of the Viet-Nam War and the Middle East situation; and (g) the continued emphasis in most developing countries, especially in Africa, on expanding the production of traditional exports at the expense of food production, despite the sharply rising demand for the latter as a result of rapid increases in population and urban incomes. The high food import bills of many African countries have put heavy pressure on foreign exchange reserves which would otherwise go to development capital.

7. These circumstances changed the whole pattern of the grain supply and demand situation in the world market, particularly for wheat. There was a sudden upsurge in the world wheat and other grain prices in the last quarter of 1972, with still sharper increases in 1973 which continued into 1974. Export quotations for United States wheat rose from \$60 per ton in July 1972 to \$199 in December 1973 and \$228 in February 1974, while Thai rice export prices were quoted at \$527 per ton in December 1973 compared to \$136 in June 1972 and \$575 in February 1974.

8. In addition to this unusual combination of events, the market situation also partly reflected longer-term trends. In the last decade as a whole, the agricultural production of the developing countries has not been making the progress that was essential if it was to contribute fully to their economic and social development. Since the early 1960s, agricultural production in the developing countries has grown at an average rate only slightly faster than their population growth. Moreover, this growth has been a long way short of the target set for the Second United Nations Development Decade. In 1972, the FAO index of food production showed no increase at all for developing countries and there was a slight fall in world food production for the first time since the Second World War. On a per caput basis, food production in the developing countries in 1972 was very close to the average level of the early 1960s; there was no real improvement.

9. The outcome of the 1973 grain harvests was thus awaited with considerable anxiety because even one crop failure in a major producing area could have meant a world-wide deficit. This exposed situation was the reason for the FAO Director-General's proposal for a World Security Plan against serious food shortages, which he presented first to the FAO Council in June and to the FAO Conference in November 1973. Fortunately, both world food and agricultural production increased in 1973 by 4 per cent in volume and by 2 per cent per caput. Production rose by 5 per cent in the developed and by 4 per cent in the developing regions. Food production in Eastern Europe and the USSR rose by 8 per cent, largely owing to a record Soviet grain harvest, which was one third larger than in 1972. The grain crop in China was also a record and total food production there rose by 4 per cent. Oceania also made a good recovery from the drought-stricken level of 1972. The Australian wheat crop increased by about two thirds although livestock production was down slightly. There was also a record grain crop in the United States and, with a bumper harvest in Canada, food production in North America rose by 3 per cent in 1973. Among developing regions, the Far East registered the best result with a food production increase of 10 per cent and excellent grain crops in several countries. In Latin America, food production rose by 4 per cent.
10. In sharp contrast with the encouraging picture outlined above, food production in the Near East region declined by 5 per cent in 1973. However, this fall in production followed a year in which there was an exceptionally large increase and production was still higher than the previous record attained in 1971. Of all developing regions, it was Africa that was in the most difficult position.
11. World supplies of grain remain very short in relation to demand, despite the 1973 increase in world production of wheat and coarse grains. Two thirds of the increase in grain production was in the USSR. For the rest of the world, the increase in production was less than the reduction in exporters' opening stocks. Food grain supplies outside the USSR and China in 1973/74 are therefore lower than the year before and the rising demand for imports can be met only by further depleting exporters' stocks to minimum levels. In 1974/75 the world will thus remain dependent for its grain supplies on current harvests to an even greater extent than in previous years.
12. The continued strong demand for meat together with a shortfall in red meat production in the major importing regions resulted in a very sharp price increase for all meat, especially during the latter half of 1972 and well into 1973. World meat prices have, however, tended to level off under the impact of Government price stabilization measures and growing consumer resistance to higher meat prices. Nevertheless, major drops in meat prices are not likely in the near future.
13. Food aid requirements have increased in recent years although supplies are decreasing. In 1973, food aid in grains was down to 5 million tons from an average of 10 million tons per year in 1970-72. The estimated outlay under the United States Food for Peace Programme in 1974-75 will fall from \$796 million to \$742 million and, with higher unit values, the quantities will be even more sharply curtailed. The Food Aid Convention, due to expire on 30 June 1974, is being extended for only one year because of opposition by some countries within EEC.
14. Higher food prices are also having a distinctly adverse effect on the developing countries' balance of payments. Cereal imports have been estimated at roughly \$10,000 million for 1973-74, compared with about \$4,000 million in 1972-73 and less than \$3,000 million in the calendar year 1972. This increase more or less offsets total annual official foreign aid received in recent years.

The food situation in Africa

15. Both ECA and FAO have repeatedly expressed great concern over the growing inability of the African region to feed itself. Imports of cereals have risen in the past ten years from 5.3 million tons to 7.3 million tons or an increase of nearly 40 per cent. However, these figures do not fully indicate the deteriorating food situation in many African countries where there are chronic shortages and basic food prices are high, causing excessive pressure on wages and salaries and on balances of payments. In 1973, the food situation in Africa was the worst of all developing regions and has been very difficult in many countries of the region for the last three years or more (see annex, tables I and II).

16. Although, for developing Africa as a whole, food production in 1973 remained at about the same level as in 1972, per caput food production has been on a downward trend for the last few years and in 1973 was about 4 per cent below the level of 1969. The worst situation in Africa was in the West African Subregion where production has again dropped and in per caput terms was about 12 per cent below the 1961-65 average in 1973. The drastic food shortages in the Sahelian zone of West Africa and the relief activities of the United Nations, FAO and other international and bilateral aid agencies have been described at previous sessions of the Executive Committee and constitute a separate topic for discussion at this meeting. The grain crop in several of these countries will continue to be inadequate in 1974 and FAO and the United Nations have issued a joint appeal for funds and food to combat this continuing emergency. Outside the seven drought-affected Sahelian countries in West Africa, extensive crop failures and livestock losses were also reported in parts of Ethiopia, Sudan, Cameroon, Kenya, Dahomey, Guinea, Nigeria and Togo.

17. In 1973, food production in the North African Subregion dropped by 2 per cent and per caput food production was very close to the average level of the early 1960s. A significant decrease in production occurred in several countries including the Libyan Arab Republic, Tunisia, Morocco and Algeria. Cereal crops in both Algeria and Morocco were sharply down from the very high levels of the previous years. Drought affected crops and livestock in Algeria, particularly in the highlands.

18. Food production in the East African Subregion fell slightly in 1973, largely as a result of extensive crop failures and high livestock losses in north and central Ethiopia, where more than two million people needed food relief. Per caput food production in the East African Subregion as a whole was 6 per cent above the 1961-65 average. However, for several countries in the Subregion including Madagascar, Lesotho, Somalia and Uganda, food production has continued to remain well below the 1961-65 average throughout the 1970s.

19. In the Central African Subregion food production continued to increase. In 1973, it rose by about 5 per cent and on a per caput basis was 17 per cent above the 1961-65 average level. However, this situation is not at all reflected throughout the whole of the Subregion. In Chad, the Congo and Equatorial Guinea, food production in 1973 was 23 to 30 per cent below the 1961-65 average level and, on a per caput basis, some 38 to 42 per cent less.

Table I: FAO Food production index and per caput food production  
1961-1965 = 100

	Food production					Per caput production				
	1969	1970	1971	1972	1973	1969	1970	1971	1972	1973
North Africa <sup>1/</sup>	122	128	134	138	135	103	105	106	106	101
West Africa <sup>2/</sup>	114	111	116	113	112	98	94	95	90	88
Central Africa <sup>3/</sup>	123	129	134	138	147	109	111	113	113	117
East Africa <sup>4/</sup>	125	130	131	136	135	108	110	108	109	106
Total Africa <sup>5/</sup>	119	122	126	128	128	103	102	103	102	99

Source: FAO, Rome, Italy, 27 March 1974.

- 1/ Algeria, Egypt, Libya, Morocco, Sudan and Tunisia.
- 2/ Dahomey, Guinea, Gambia, Ghana, Ivory Coast, Liberia, Mali, Mauritania, Niger, Nigeria, Senegal, Sierra Leone, Togo and Upper Volta.
- 3/ Burundi, Cameroon, Central African Republic, Chad, Congo, Equatorial Guinea, Gabon, Rwanda and Zaire.
- 4/ Botswana, Ethiopia, Kenya, Lesotho, Madagascar, Malawi, Mauritius, Somalia, Swaziland, Tanzania, Uganda and Zambia.
- 5/ Includes, in addition to the above countries, all the non-independent African Territories, but excludes South Africa.

## Food and nutrition in Africa

20. The nature and seriousness of nutritional problems in the African continent vary enormously from country to country and within individual countries. Assessment of the food situation in most African countries is handicapped by the lack of reasonably accurate statistics on agricultural production. As such important food products of the continent as, for example, sorghum, cassava, yams, sweet potatoes and livestock products are still produced at subsistence level, the food production indices and their relevance to actual consumption level must be taken as a very rough guide. However, since most of the rapidly rising imports of food products are shown in the records and since most of them are consumed in the modern sectors of the African economies, fairly accurate estimates of supply and demand can be made for planning purposes.

21. FAO's food production index is computed by aggregating the weighted values of all food crops including cocoa, which is almost entirely exported, and vegetable oils and oil seeds, of which a substantial proportion is exported. But in assessing the impact of year-to-year and trend changes in food production in the region, the major contributions to the diet are cereals which, on average, account for about half of the total calories in developing countries south of the Sahara and considerably higher in North Africa. Thus, while the food production index remained unchanged between 1972 and 1973, cereal production in developing Africa in 1973, at 47.6 million tons, was 16 per cent lower than the previous year. Maize, millet and sorghum, which together are by far the most important cereal crops in Africa, were at 29.4 million tons, or only about 1 million tons more than in 1961-65, so that per caput supplies were much less. Wheat, grown mainly in Morocco, Algeria, Egypt, Tunisia and Ethiopia, fell from 6.6 million tons in 1972 to 5.5 million tons in 1973, with poor crops in almost all the countries.

22. The general characteristics of nutrition and food consumption levels in Africa outlined by the secretariat at the fourth session of the Commission in 1961 are still more or less the same after twelve years. Thus, while total supplies of calories may be fairly adequate in relation to age, physique, climate and levels of activity, there are local and seasonal shortages and the diet is frequently deficient in such major nutrients as protein. Diets also generally lack variety, often depending heavily on starchy staples. Considerable seasonal deficiencies are still noticed in savannah areas, which depend on cereal crops. Rain forest areas are less affected by seasonal variations but calorie deficiencies have also occurred in some localities. Protein intake, on the other hand, is usually higher in savannah areas where the diet is largely derived from cereals, legumes, meat and milk. Inland and coastal fishing has shown remarkable increases over the last decade and has certainly led to a relative improvement in the protein status, especially in coastal rain forest areas.

23. The last decade has also witnessed a clear trend towards changing food habits and patterns in almost all regions of the continent. The main factors contributing to these changes are rising incomes together with industrialization, mining, expansion of cash crops and urbanization. There has been a marked tendency to substitute rice, wheat and maize for root crops in tropical zones and rising per capita incomes have increased the consumption of meat, milk, sugar and fats in Eastern Africa. Contrary to orthodox thinking, income seems to be more significant than education in determining the demand for high-value protective foods. The population factor becomes relatively more significant in subsistence-dominated and low-income groups. But even among these groups, income is very significant as regards elasticity of demand, even for better sources and forms of carbohydrates.

24. Despite all this general progress, Africa is still in a better position only than the Far East in terms of the average supply of calories in relation to optimal calorie requirements.

25. Food production in Africa has not been keeping pace with the very rapid natural rate of growth of the population with the result that the gap between the food requirements and actual food supplies is increasing. A large proportion of the women in African societies are either pregnant or nursing at any given time and about half of Africa's total population is under fifteen years of age. Thus, a large section of the population requiring proportionately larger amounts of food do not contribute to supplies. The economically active population in agriculture is rising at a much lower rate than the population dependent on agriculture and urbanization in the continent is increasing very rapidly. In recent years the growth rate of the urban population in developing Africa as a whole has been estimated at more than 6 per cent per year which is more than twice the rate of growth of the total population. These factors, together with the known difficulties in raising food productivity through traditional production techniques, unmistakably indicate the need for a determined and unprecedented effort to raise agricultural output merely to maintain the existing level of food available on a per capita basis.

26. A number of agricultural and socio-economic surveys undertaken during the past few years indicate that the average calorie intake in many countries in Africa is still only some 85 to 95 per cent of estimated minimum individual daily requirements.<sup>1/</sup> The protein intake in a number of African countries is seriously deficient as is demonstrated by the high incidence of kwashiorkor in small children.

27. Moreover, the low national average per capita calorie and protein supply is worsened by a number of factors, including uneven distribution and seasonal shortages. The staple foods of Africa, particularly the starchy roots and fruits, are bulky to transport and have a rather high volume value ratio. Thus, problems of transportation and storage hinder the proper distribution of food in Africa and it is a well-known fact that food may be rotting in parts of a country, while near-famine conditions exist in other parts. It has been reported that transportation has been the main bottleneck in the Sahelian food relief campaign. Food processing, which is a major tool for regulating the availability of food in other parts of the world, is very much in its infancy in Africa. Another major nutritional problem is the frequent pre-harvest food shortages. When the shortfall in production is especially severe or when there are two poor crops in succession, the shortage of food during the pre-harvest months can be so acute as to result in famine conditions.

28. Because the special needs of the different age groups are not understood by many, there are also food distribution problems within the family itself. A number of nutritional surveys have indicated that the food intake of children and adolescents frequently does not fully cover the energy requirements of this group of society. It has been estimated that children are receiving an average of 70 to 80 per cent of their estimated requirements. It is generally presumed that this particular problem is related to the general tightness of food supplies as well as to ignorance of the food requirements of growing children.

<sup>1/</sup> Because of the significant effect of income levels on demand for food, especially under African conditions, average estimates of food consumption could conceal wide discrepancies. Nutritional surveys and studies are now being based increasingly on stratified than on 'global' population samples.

29. It is thus clear that, apart from annual production changes due to weather conditions, food production trends have not managed to keep pace with population growth. Moreover, as a result of the improvement in health facilities, there should be a marked decline in mortality rates in Africa, which is likely to result in the coming decade in an even faster population growth than in the past. Thus, per caput food production may decline substantially in the future, if appropriate development policies and priorities are not given practical consideration to increase food production in relation to the rate of increase in population.

#### Food imports

30. Although population is the paramount factor in determining overall food demand in Africa, income growth and the rate of urbanization will continue to have a significant effect on demand for the marketable food supply. The rising cost of food in many countries in Africa is an indication that the growth of domestic food production has fallen short of that of effective demand resulting from the rise in real per caput income over the past decade. However, effective food demand is still very much restricted by the widespread poverty prevailing throughout the continent and the average per caput income for developing Africa excluding the Arab Republic of Libya was only some \$157 in 1971. On the basis of past trends in population and income growth, FAO has indicated that food supplies and production would have to increase by 3.5 per cent annually to 1980 just to meet effective demand, while calorie deficiencies would continue to persist in many countries. If, however, the targets of more rapid income growth established for the Second Development Decade are achieved, food supplies would have to increase by 3.9 per cent per year.

31. In the past, with the widening gap between food supply and demand, it has been found expedient to resort to food imports rather than to implement policies aimed at modernizing agriculture and raising food production. Since the mid 1960s, food imports have been increasing by about 5 per cent annually. Food imports in developing Africa in 1970 represented about 15 per cent of domestic production. The foreign exchange outlay for food imports for a group of 28 selected countries amounted in that year to over \$950 million or almost 13 per cent of the total value of imports in those countries. About one fifth of the volume of staple food crops, 10 per cent of other food crops and over 5 per cent of livestock products were imported into independent developing Africa, thus pre-empting scarce foreign exchange which could have been used for importing capital equipment and raw materials that were badly needed for agricultural as well as for industrial development.

32. Unfortunately, up-to-date information on grain imports into the region is not available but wheat and rice imports have risen sharply in recent years. Gross wheat imports in 1972, amounting to 5.6 million tons were, notwithstanding a slight drop from the previous year's level, nevertheless almost 50 per cent higher than the average level of the early 1960s. The North African Subregion accounted for about two thirds of Africa's imports in 1972, while Egypt alone took more than 30 per cent. Although imports of wheat and wheat flour into other subregions are still relatively small, they were more than double the 1961-65 level in 1972 (See table II). Moreover, imports in 1972 rose more than six times compared with 1961-65 in Lesotho and Ethiopia, more than five times in Burundi and Kenya, quadrupled in four other countries, trebled in another three and doubled in nine.

33. Gross rice imports into developing Africa have registered a steady rise and in 1972, at the level of 840,000 tons, were some 44 per cent above the 1961-65 average. The West African Subregion accounted for about 56 per cent of these imports with Senegal taking about 30 per cent of the region's total imports in 1972. 1972 rice imports in the Subregion were some 32 per cent above the level of ten years earlier, mainly because of the very sharp rise in shipments to Senegal. East Africa is the second largest rice importing subregion with imports of 183,000 tons in 1972, or about 4 per cent higher than in the early 1960s resulting from a fourfold increase in Zambia and more than a twofold rise in Kenya and Madagascar (See annex, table IV). Imports in the North African Subregion reached 50,000 tons in 1972 compared to some 14,000 tons in the early 1960s as a result of a tenfold increase in Algeria and the fourfold rise in Tunisia. By contrast, the Central African Subregion's rice imports in 1972 were slightly less than in 1961-65 with reductions in Zaire, Burundi and Rwanda.

34. Official projections have been made regarding the trend of the production of and demand for individual cereals in Africa based on the assumption that current policies would continue and the price relationship among cereals would remain constant. FAO's Agricultural Commodity Projections 1970-80 indicate that the overall net deficit of grain for the region as a whole will increase to more than 6 million tons by 1980 as a result of the sharply rising net wheat deficits being partly offset by a small surplus of coarse grain and rice (See table III).

35. By 1980 the net imports of wheat in developing Africa should reach about 7.4 million tons partly as a result of rising demands for imports in those countries where little wheat is grown as well as a growing deficit of some 4.5 million tons in producing countries such as the Arab Republic of Egypt, Morocco, Algeria and Tunisia. It is projected that developing Africa will have net exports of about 0.4 million tons of rice in 1980 as a result of surpluses in the Arab Republic of Egypt and Madagascar but, if these two countries are excluded, the imports by the other countries are likely to exceed the present level of 800,000 tons. These figures are useful only as an indication of the magnitude of future net deficits or surpluses. They are being revised by FAO to take account of the increased world grain prices as well as the rising cost of production inputs such as fuel oil and fertilizers. In West Africa, WARDA has set the target of self-sufficiency in rice for the Subregion by 1980 based on its programmes of rice development, on changing Government policies in favour of food production and on the rising world prices which would stimulate import substitution.

36. The figures quoted above for future imports cannot be taken to represent actual future effective demand, particularly as a sharp rise in the foreign exchange outlay would lead many Governments (except the few with substantial mineral and oil exports) to impose additional restrictions on cereal consumption or trade. Such action would naturally have an adverse affect on nutrition levels unless domestic production was sharply increased. Whatever the actual grain imports gap is by 1980, import requirements of many African countries will undoubtedly exceed their ability to purchase grain on commercial terms. Several countries in Africa are thus likely to continue to depend heavily, at least in the medium term, on grain imports made available to them on special terms.

Table II: Imports of wheat and riceWheat and wheat flour in wheat equivalent

(1000 metric tons)

	Avr.			
	1961-65	1970	1971	1972
Egypt	1,780	1,232	2,409	1,686
Algeria	404	431	712	814
Total North Africa	2,945	2,999	4,598	3,673
Nigeria	69	267	410	359
Senegal	65	113	112	117
Total West Africa	346	726	802	801
Zaire	69	116	125	139
Total Central Africa	125	244	240	268
Zambia	23	107	83	83
Total East Africa	214	425	390	529
Total Africa	3,772	4,659	6,329	5,599

Rice

Libyan Arab Republic	6	19	23	23
Total North Africa	14	35	40	50
Senegal	138	119	185	243
Ivory Coast	48	79	97	88
Total West Africa	325	459	470	472
Zaire	26	26	18	21
Total Central Africa	38	41	33	35
Mauritius	68	59	54	72
Madagascar	17	20	61	43
Total East Africa	135	120	186	183
Total Africa	583	760	832	841

Source: FAO Trade Year books

### Constraints to increased food production

37. There are technical, institutional and infrastructural constraints to increased food production and productivity but by far the most significant factor is the political one. In the past, efforts and investments were mostly concentrated on the development of crop production for export to the world market and until relatively recently little attention and only limited resources were given to raising the production of the continent's staple food crops. Techniques of food production have made little progress and the increase in production has on the whole remained proportional to that of the area under crop. Agronomic research in food crops has been neglected in the past and there is a great need for more research to adapt new techniques, new varieties and inputs to conditions in Africa so as to extend them to the farmers. The existing extension services are not capable of effectively disseminating the little knowledge available on the latest production techniques. The use of improved inputs has remained slight owing to the high cost and/or inaccessibility of such inputs and the lack of credit facilities. The recent sharp increases in the cost of inputs, especially fertilizers, fuel and equipment, have worsened the situation even where improved cultures such as rice are conducive to labour-intensive techniques. In several countries little or bad use has been made of credit facilities and extension services.

38. Scanty and unreliable rainfall is also a major problem in increasing food production in many parts of the continent. Although there is still a great potential for expanding irrigation, as yet there has been little increase in irrigation for food production over the past several years. In several countries the lack of water resources is the main obstacle to increased productivity and a simple technology for arid zone farming is of basic importance.

39. The vulnerability of a very large section of African agriculture to unfavourable weather conditions is becoming increasingly apparent, with food crops and livestock suffering more severely than export crops. Vulnerability and uncertainty are always associated more with low than with high levels of technology. New technologies have been applied quite successfully to expanding the production of export and industrial crops and these technologies include elements such as land development, irrigation, use of fertilizers and pesticides and better husbandry practices, which may themselves reduce dependency on rain and counterbalance weather effects. Another aspect of unfavourable weather is the general lack of crop reporting systems through which forecasts of the likely harvest can be made and alarm given of likely crop failures.

40. Previously, priority in terms of investment services and institutional support for agricultural development has been given to export crops, while food production has been expected to respond spontaneously to increasing demand. Increasing pressure on available cultivable land and on grazing areas has reduced the possibilities of such "horizontal" expansion for increasing food output while the essential measures aimed at intensifying food and fodder cropping systems have made little progress.

41. The distinction between food and export crops should not be construed to mean two water-tight compartments. In fact, several food products (e.g., maize in East Africa, rice in Egypt, fish and livestock products in Central, Eastern and Western Africa, vegetable oils in savannah Africa and sugar in the Malagasy Republic and the Congo) are already exported in large quantities. Recent studies have shown that at least 70 per cent of African border trade is in the form of food products. East African maize, Sudanese sorghum and African sugar in general have great potential for export within and outside the region.

Table III: Production, consumption and deficit of selected cereals in 1970 and projections for 1980

(In thousand metric tons)

	1970 1/				1980			
	Produc- tion	Deficit (surplus)	Total	Food	Produc- tion	Deficit (surplus)	Total	Food
<u>All cereals</u>								
North East African countries 2/	8999	2186	11207	9775	11649	3348	14997	13126
Other African countries 3/	43174	3071	45404	37319	59351	2810	62161	51812
Total Africa 4/	52173	5257	56611	47094	71000	6158	77158	64938
<u>Wheat</u>								
North East African countries 2/	1696	2552	4382	4077	2015	3825	5840	5467
Other African countries 3/	4515	2200	7126	6190	6394	3550	9944	8859
Total Africa 4/	6211	5216	11508	10267	8409	7375	15784	14326
<u>Coarse Grain</u>								
North East African countries 2/	5547	200	5747	4720	7250	413	7663	6309
Other African countries 3/	35410	(185)	34416	27578	48082	(1284)	46820	37943
Total Africa 4/	40957	5	40163	32298	55332	(849)	54483	44252
<u>Rice</u>								
North East African countries 2/	1756	(566)	1078	978	2384	(890)	1494	1350
Other African countries 3/	3249	602	3862	3551	4875	522	5397	5010
Total Africa 4/	5005	34	4940	4529	7259	(368)	6891	6360

Source: FAO Agricultural Commodity Projections 1970-80

1/ Stock changes have been taken into account where possible but are not shown separately.

2/ Egypt, Sudan, Libya and Somalia.

3/ Total Africa minus North-East African countries.

4/ African continent excluding Republic of South Africa.

42. The need for both more research and for the application of available research to the development of food crops in semi-arid areas has been recognized, particularly at the Conference held at FAO, Rome, in November 1968 on Establishing a Programme for Research in the Sudanian Zone. The recent widespread droughts affecting large areas of Africa have clearly indicated the need for high priority to be given to better management of water resources and to the improvement of water supplies through irrigation systems and the development of ground water.

43. In general, the infrastructure for the storage, preparation, marketing and processing of food crops for the African market is deficient. The food producing farmer often lacks accessible and assured markets at reasonable stable prices. Price stabilization measures are needed to lessen the sharp fluctuations in the availability and price of locally grown food due to such events as variable weather conditions from year to year and within the year and to inadequacy of storage facilities. The existence of a large number of small traders in the traditional food marketing system has resulted in wide differences between producer and consumer prices and in insulating the primary producer from market price movements and especially from obtaining a relatively larger share in rising prices. Incentive producer prices are essential to encourage farmers to produce beyond their immediate requirements, to specialize and to supply greater amounts to the market.

44. The provision of such facilities as improved and expanded research, extension and credit services and adequate marketing and storage institutions requires greater capital and recurrent Government expenditure. In view of the shortage of financial resources, this would require both the re-examination the allocation of Government priorities among the various sectors of the economy as well as the provision of external financial assistance.

45. Thus, while technological innovations, abundant resources and practical experiences and achievements exist within and outside Africa, a systematic effort to enhance food production in the continent would depend primarily on the adoption by Governments (individually and jointly) of progressive policies favouring food production as a basis for sustained development and economic growth. The past unbalanced emphasis on traditional export crops, based on the unrealistic concept of an "international division of labour" and further advocated in recent years on the grounds of deteriorating terms of trade for these products, should be expeditiously corrected by adopting more inward-looking strategies entailing a radical but planned transformation of the economic bases.

46. A full appreciation of the resource potential of individual countries and groups of countries and of the available and applicable range of technological innovations which could lead to a dynamic transformation of the production base is vital for the adoption of appropriate national and international development policies.

#### The potential for increased food production

47. Africa has by far the highest potential for expanding agricultural and food production. The present levels of human and land productivity are so low and the stage of technology is so rudimentary, especially in the food producing subsector, that the scope for increasing production and productivity within the presently cultivated, grazed and fish-cropped areas is very considerable. Present levels of productivity in the continent as a whole are far below what has been achieved elsewhere and in some parts of Africa under similar soil and climatic conditions.

48. Subject to further in-depth analysis, it is generally thought that just with the use of modern intermediate technology (improved seeds, fertilizers, controlled grazing and feed-lot fattening and improved fishing techniques) Africa should be able to double its food production in 10 to 15 years. With horizontal expansion in the form of irrigated farming and access to deep sea fishing, Africa is in a comparatively better position than any other continent to contribute in a lasting way to world food production.

49. Africa possesses this potential, not only because of the relative abundance of undeveloped resources or of the current low productivity levels, but particularly because of the low population density in relation to resources and potential productivity.

50. Taking the irrigation potential as an example (of which FAO is making a more precise inventory), surveys now available show that one million hectares or more are suitable for irrigation in each of Ethiopia, Nigeria, the Sahelian group of countries and Zambia. With an average yield of about three tons of cereals per irrigated hectare, one million hectares would feed about 30 million people. Sure food supplies as a result of lessening dependence on rain in marginal areas of the Sahel and the Sudano-savannah zones would certainly justify the relatively high cost of irrigation development.

51. Traditional farming in Africa has not only demonstrated a high degree of adaptability and adjustment to changing environmental, economic and social conditions, but it has proved to be relatively dynamic even at a low level of equilibrium and technological inputs. In practically every country, region and type of farming it has been adequately proved that traditional patterns of production can be effectively and economically transformed into more viable and more productive systems through modest applications of technology, organization and institutional change. What has been more impressive is the smooth way these processes can be adapted to African social patterns and cultural values.

52. In East Africa almost all plantation crops such as tea, coffee, tobacco, pyrethrum, sisal and cotton have been grown successfully in small-holdings, in most cases with more favourable input/output ratios and more intensive employment per cropped area, contrary to previously held theories and claims. Similar parallel achievements have been made in group ranching and co-operative dairy production. The extensive use of hybrid and synthetic maize in Kenya, Tanzania and Zambia, using chemical fertilizers and improved land preparation practices, has increased production several times and has made maize exports from East Africa a realistic target when there is additional grain storage capacity. Surplus grain, with other by-products, has been successfully fed to livestock resulting in a commercial break-through in cattle fattening which, combined with disease-free zoning, has enabled East African meat to reach European markets.

53. During the last decade, the African region more than doubled its total inland and marine fish catch as a result of developing intermediate and advanced fishing, processing and distribution technologies. But by far the greatest contribution here has been in the West African Subregion. As an indication of the potential, non-African fleets using long-range fishing technology were able to multiply their catch twenty times during the same period to a total of three million metric tons from the Atlantic waters off the coast of West Africa alone. Of this catch, only a residual 7 per cent of relatively lower protein quality is sold on the West African coast.

The scope for multiplying the catch from inland water resources using improved labour-intensive techniques is said to be very considerable. These and related aspects of fisheries development in Africa will be among the main topics scheduled for discussion during the eighth FAO Regional Conference for Africa in August 1974.

54. Several West African countries, including Senegal, Mauritania, Guinea, Mali, Sierra Leone, Ivory Coast and Dahomey, have made a technical breakthrough in rice growing at least. In these countries improved seeds and farming operations have demonstrated the technical and economic feasibility of irrigated rice growing under tropical and subtropical African conditions. The Subregion has doubled its rice production over the last decade, but is still far from the self-sufficiency mark. The efforts initiated by WARDA in the fields of co-ordinated trials and training, the emphasis given by the International Institute for Tropical Agriculture (IITA) to rice as a rapidly spreading staple food and the practical and large-scale demonstrations by the Chinese in rice growing in several countries, should make the seven year target set by WARDA for self-sufficiency a feasible proposition, especially in the context of unpredictable world supplies. Rice productivity is already very high by world standards in Egypt and the Malagasy Republic and recent years have seen a rapid horizontal expansion in Central Africa, Tanzania and the Sudan. In addition, it is estimated that there are at least 400-500 million hectares of flood plains in tropical Africa suitable for rice growing.

55. African output of cane sugar has increased one and a half times over the last decade, but is still far below the rapidly growing demand. However, overall productivity has shown steady progress; eight African factories in five countries have reached a per acre cane production comparable to the best world levels. Although several factories are still working below capacity (mainly because of management problems), over fifteen African factories with an average capacity of 50,000 tons of sugar have past the feasibility stage and are awaiting investment and/or arrangements for development and management. Several African countries including Mauritius, Egypt, Sudan, Ethiopia, Tanzania, the Congo and the Malagasy Republic, have gained experience in sugar production which should be shared with others in the spirit of African solidarity and in the long-term interest of collective viability and competitiveness.

56. Although wheat production has not shown comparable progress in the region, countries like Egypt and the Sudan have set the pace for raising production and productivity through the use of the high-yielding varieties and associated inputs. There is also good scope for increased production in Kenya, Ethiopia, Algeria, Tanzania and Tunisia if planned efforts are made to remove the structural and technological constraints limiting production and productivity. It is also most likely (judging by the experience in Sudan and Chad) that most of the countries of the Sahel should be able to grow short maturing spring wheat when they develop their irrigation possibilities. The Sahelian countries could also benefit from the vast experience gained in the Sudan in sorghum breeding and adaptation and in its large-scale production under wet savannah conditions by partial mechanization and under irrigation as a rotational crop together with major cash crops.

57. The demand for meat and milk has grown much faster than production in the region. The demand for milk has been particularly stimulated during the last decade by food aid schemes which have now subsided leaving either a serious vacuum in supply or huge import bills. But the abundance of livestock resources, the success of the multinational campaign against rinderpest, the relative progress made in the eradication

of trypanosomiasis (together with the rapid increase in the number and the distribution of resistant breeds) and the breakthrough already achieved in commercial feed-lot fattening should all be enhanced in order to bridge the supply-demand and protein gaps and to enable the region's livestock products to occupy a permanent place in the world's expanding markets. The uneven distribution of livestock resources and development opportunities in Africa provides wide scope for intraregional trade. Somalia, for instance, according to a recent ECA/FAO study, has sufficient milk production potential to meet the projected deficit in the whole of Eastern and Central Africa.

58. In addition to the possibilities offered by these commercial scale achievements in the region, a vast amount of research material which could lead to turning points in production and productivity has been accumulated in practically every aspect of food production. In many cases, the main reasons for these results not reaching the actual farmer are institutional bottlenecks between research and extension or the continued concentration of extension and administrative resources on traditional export crops. Among the prominent research achievements are wheat, rice and irrigated maize (Egypt), sorghum, wheat and groundnuts (Sudan), grain, legumes, groundnuts, palm oil and millet (Nigeria), rice, groundnuts and sorghum (Senegal), maize, sugar cane and livestock (East Africa), legumes, palm oil and improved root crops (IRAT Institut de recherches agronomiques tropicales et des cultures vivrières in French-speaking Africa).

59. Several African countries have made significant progress over the last decade in the field of commercial food processing. These include Kenya, Ethiopia, Sudan, Egypt, Morocco, Ivory Coast, Ghana, Nigeria and Guinea. In most of these countries the main factor limiting further expansion seems to be a shortage of raw materials or limited markets. Several countries, including Algeria, Morocco, Tunisia, Egypt, Sudan, Ethiopia, Kenya, Ivory Coast, Malagasy Republic and Somalia, have succeeded in establishing permanent markets in Europe for fresh fruits and vegetables, especially during the northern hemisphere's winter. European demand during this particular season is virtually unlimited.

60. After long and hard experience, it has now become the accepted agricultural development strategy in Africa that the development of small traditional farms should be the basic objective and target in any dynamic development policy. This is because of the need for balanced economic and social development. Because small-scale producers account for the major portion of the rural population, their development would be associated with maximum labour intensity and would, therefore, provide better opportunities for widening the income base and creating a demand for the goods and services produced in other sectors. This strategy has already produced positive results in many countries of the region and has shown encouraging signs of success in others where some structural and/or institutional adjustments are required before a real breakthrough can be achieved. In fact, several countries (Egypt, Sudan, Algeria, Ivory Coast, Mali, Guinea, Congo, Ghana, Kenya, Tanzania, Zambia and Uganda) have successfully married the advantages of large-scale commercial production with those of small-scale farming within single management units. Examples of the structural reforms in favour of small-scale producers, which should be added to the potentials of the region, are:

- The agrarian reform programme in Egypt with its associated programmes for land reclamation, resettlement and integrated institutions, especially marketing, co-operatives and credit facilities. This programme has been one of the main reasons for increased agricultural productivity in the country;

- The Ujamaa villages and associated collective farming closely integrated with the political organization and leadership in Tanzania;
- The impressive success of the one million acre settlement scheme in Kenya which has proved that productivity per unit of land and capital, could be appreciably increased by land distribution and has, therefore, made a legitimate case (c.f. the ILO Study on Unemployment in Kenya, 1973) for accelerating land distribution as a basis for structural productive employment and more dynamic economic growth 2/;
- Commodity-oriented integrated co-operative credit and co-operative ranching and group farming in Uganda;
- Modernization of traditional agriculture through co-operative or group mechanization and the use of improved inputs in the Sudan;
- Fishing co-operatives in many parts of the region;
- The self-arrangement programme in Algeria, despite temporary institutional and management problems related to post-decolonization adjustments;
- Co-operative farming in Tunisia;
- The organization of and institutional support for grain-producing peasants in Somalia which already resulted in record crops of maize and sorghum in 1973 and promises to solve the grain deficit permanently if the programme is continued with the same zeal and additional efforts are made to improve marketing and storage;
- Ghana's "Feed Yourself Programme," Nigeria's "Crash Food Production Programme" and Ethiopia's "Minimum Package Programme", all of which have the same objective of increasing food production through developing the small producer and improving his lot.

61. The potential for developing the fertilizer industry by hydro-electric power or as one of the petro-chemical industries is enormous. This is in addition to the still unexploited mineral fertilizers such as phosphates and potash and those which can be obtained as by-products of the metallurgical industries. Several African countries have blueprints for fertilizer factories with varying capacities, some of them exceeding domestic requirements. The implementation of these projects might well be accelerated, given the current and projected shortages of this most important single ingredient in the package of the "Green Revolution". Indeed, the current world energy situation might act as a stimulant for hydro-electric power and petro-chemical development in the continent. The Commission has already given high priority to these two possibilities as well as to the fertilizer industry in the regional programme of pre-investment surveys and feasibility studies.

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2/ Kenya has had a phenomenal GDP growth rate of 9-12 per cent per annum over the last decade, but has nevertheless suffered from chronic structural unemployment with serious social and political consequences.

62. African farmers at all levels and stages of development have given practical proof that they can respond favourably and profitably to new ideas and innovations and are psycho-socially prepared to use the value added on their enterprises in acquiring more and better production factors as well as in improving the living standard of their families. In both the production and consumption aspects they are positively exposed to national and international communication media.

63. It is evident from the foregoing survey that, notwithstanding the need for continued research, especially applied and adaptive, neither the appropriate technology nor practical experience are lacking in practically any field or branch of the food production, processing and distribution sciences. What is really needed is national and regional policies which would give higher priority to the food producing sector and related financial and institutional requirements, including planning, provision of infrastructure, organization and management, marketing and credit.

64. The upgrading of food production in the scale of national economic priorities will undoubtedly depend on the degree and pace of structural transformation suited to national conditions and requirements. The optimum choice should be based on the relative advantages of expanding food production as enumerated in the last section below. But whatever choice is made there will be a need to allocate additional resources, especially manpower and financial resources, to the accelerated development of food crops, livestock and/or fisheries. Investment criteria should be based on a thorough analysis of the role which increased food production is expected to play in long-term economic growth.

65. In the macro-economic analysis supporting the proposed African Food Development Plan, the secretariat will try to show that the present stage of economic development in most African countries is analogous to that experienced by several now developed countries where, at the same stage in their economic history, an intersectoral transfer of resources, especially capital, in favour of agriculture and first production was imperative for overcoming structural stagnation and laying solid foundations for dynamic growth.

66. It is appropriate to note that the recent increase in allocations for food production in the region by several multilateral institutions is a step in the right direction and a healthy guideline. Of the technical assistance projects now being undertaken by FAO in Africa costing \$US 150 million, 88 projects valued at \$US 51 million (34 per cent) are directly related to raising food output. An even larger share of IBRD/IDA investments in Africa was allocated to food production projects in 1973. Of the \$US 233.5 million of approved loans for agriculture, about \$US 175 million (75 per cent) will be applied to raising food output.

#### Africa and the World Security Plan

67. At the last meeting of the Executive Committee, the secretariat outlined the measures taken by the FAO Director-General to safeguard the world food situation, including his proposals for ensuring a minimum level of world food security and for an International Undertaking on Security. The basic elements of the International Undertaking are the adoption of national stockholding policies; setting targets for the minimum national stocks necessary to meet domestic and, where appropriate, export requirements; holding of regular intergovernmental consultations through the FAO Council; the development of an adequate food information system; and intensification of international assistance to developing countries to enable them to participate more effectively in the proposed system.

68. At its seventeenth session in November 1973, the FAO Conference endorsed these proposals in the resolution on world food security (see annex II). The Conference also recommended that the draft International Undertaking attached to the resolution should be further reviewed with a view to preparing an agreed text for formal acceptance by Governments at the earliest possible date. For this purpose, FAO is convening at Rome in May 1974 an intergovernmental working party on world food security consisting of all Governments with substantial interests in the production and consumption of and trade in cereals. Also, as suggested in the resolution, FAO has already established the proposed food information system, in co-operation with Governments and competent bodies and in particular the International Wheat Council. Through the ECA/FAO Joint Agriculture Division, ECA will be kept informed about developments in the region.

69. Food Security Programme for the region is to be one of the principal agenda items at the eighth FAO Regional Conference for Africa to be held between 1 and 17 August 1974 at Port Louis, Mauritius. A background paper on world and regional food security is under preparation in FAO. The Regional Conference will help in the formulation of African policy so as to enable the continent to play its full role in this vital issue.

70. The FAO Conference also invited developed countries, FAO and other international and regional agencies to assist the developing countries to strengthen their food production capabilities and to establish national food reserves according to their priorities and resources. It also recommended that Governments should consider making additional pledges to the World Food Programme so as to enable it to play a more significant role in this field. As follow-up action, the Director-General of FAO, in co-operation with all other interested agencies, has initiated an action programme to provide developing countries with co-ordinated assistance in this field. The International Bank for Reconstruction and Development (IBRD) and regional banks in Africa and elsewhere appear ready to finance storage facilities and related infrastructure as a part of development projects. IBRD also sees the possibility of financing the initial food stocks themselves as part of an overall project. The International Monetary Fund (IMF) has indicated interest in assistance over short-term balance-of-payments problems that might arise in building up, maintaining or replenishing reserve stocks while necessary policy adjustments are being made. WFP and UNDP are ready to help, while bilateral aid agencies are also expected to participate in such missions.

71. The United Nations World Food Conference is scheduled to be held from 5 to 16 November 1974 at Rome with the primary aim of ensuring at all times adequate standards of nutrition for all sections of the growing world population. The Preparatory Committee of the World Food Conference held its first session at United Nations Headquarters from 11 to 15 February 1974. The second session of the Preparatory Committee to be held at Geneva from 4 to 8 June 1974 is to decide on the draft provisional agenda for the Conference. The Conference is expected to formulate an effective programme for stepping up the rate of food production in developing countries and the gradual evolution of a truly meaningful world food policy embracing co-ordinated food reserve policies, improved arrangements for emergencies and food aid and more harmonious trade and adjustment policies.

72. The Conference is expected to base its forward-looking programme on a critical review of the current food crisis as reflected in the low stocks, high prices and serious shortages in many parts of the world. No doubt the Conference will give attention to the urgent problems of making available, to developing countries in particular more fertilizers and other inputs essential for increasing food production.

73. The Conference will be seeking longer-term solutions to the global food problem through national and international action. In this context the following major objectives will be examined by the Conference:

- Providing more food with high nutritional value to those people who do not currently have enough to eat;
- Keeping the costs of food production and distribution and international food prices at reasonable levels so that food is accessible to people with low incomes; this will involve a whole series of measures to raise food output and productivity;
- Evolving better national and international systems to ensure against food shortages; this will include improved co-ordination of stocks holdings, emergency relief and food aid;
- Improving international terms of trade for food products, particularly from developing countries, including securing assurances of export outlets for food surpluses in developing countries and the stabilization of food prices on world markets to safeguard importers from undue price fluctuations.

74. The Conference should play a valuable role in mobilizing the financial and technical aid resources required to remedy the chronic tendency for food production in many developing countries to lag behind the growth of domestic demand for food. It should also play a useful role in identifying the principal constraints on the expansion of food production such as land tenure systems, income distribution policies and agricultural marketing and pricing policies. It has been suggested that due stress should be given to the importance of promoting labour-intensive technology in developing countries. The view has been expressed that the role of the small farmer in increasing agricultural production should be strengthened through integrated rural development policies.

75. The Conference is also to examine methods of reorganizing the current ad hoc arrangements for food aid in which the multilateral element is comparatively small and the availability of resources uncertain. It will review arrangements for guaranteeing adequate flows of food aid in the short, medium and long terms. Developing countries have already stressed the need to discuss specific objectives and programmes in international trade and international agricultural adjustment relative to the solution of the food problem.

76. The FAO Conference resolution on world food security and the proposals related to the World Food Conference were endorsed by the Economic and Social Council (See annex III, resolution 1831 (LV), and also by the General Assembly in resolution 3180 (XXVIII) of 17 December 1973. Meanwhile the United Nations Secretary-General, in consultation with FAO and other concerned bodies, has appointed the former Minister of Agriculture and Land Reform and former Deputy President of the Arab Republic of Egypt, Mr. Sayed Marie, as Secretary-General of the World Food Conference. Mr. Marie's contributions to the agricultural revolution in his country have already been internationally recognized. He himself was originally a practising farmer and is well-known for his special concern for the small producer.

77. Co-operation and co-ordination between surplus and deficit countries are crucial in food security measures, both at the global and regional levels. ECA, with its primary aim of improving the overall economic and social welfare of the region, is in a unique position to evaluate the significance of the current food situation and trends within the overall economy of the African countries. Through its economic and technical co-operation activities within the region and at the international level, the Commission will also have an important role to play in the formulation of policy and implementation of food security measures in Africa.

78. The first FAO mission on food security is being carried out in Ethiopia with the participation of IBRD, WFP and ECA. This mission will recommend an appropriate food security policy and suggest areas in which international assistance might help Ethiopia to implement it. The Ethiopian Food Security Mission will serve as a pilot study and FAO intends to approach a number of other vulnerable developing countries to ascertain their interest in this type of assistance.

79. ECA, together with FAO, has been actively engaged in stimulating the improvement of the food and the agricultural situation in the continent. WARDA and AAASA, for example, which ECA was instrumental in establishing in co-operation with other international and bilateral aid agencies, are designed to make a significant impact in agricultural research and extension services in general and in promoting rice production and consumption in West Africa.

80. ECA, through its Agricultural Division which is jointly staffed by the FAO, will continue to have a crucial role in collecting and analysing food production, distribution and consumption data in the continent. The current major project of the ECA/FAO Joint Agriculture Division - namely intraregional co-operation and trade in the field of agriculture - has already, as the first phase, analysed and identified the current and future deficits and surpluses of major food products. As this project aims at promoting specialization of farming activities on the basis of ecological complementarity, it will encourage and promote food production in the countries which are comparatively in the best position to do so. This project, together with the livestock development project, should help to improve the long-term food situation.

81. ECA is also directly involved in detailed feasibility and investment plans for regional food grain reserves in Eastern and Western Africa in close collaboration with FAO, UNDP, OAU and the respective economic groupings. National food reserves starting from village level will be the basis of these projects, with the multi-national element being built in gradually, taking into consideration long-term security and overall development aspects.

82. It is, however, suggested that the details of the Commission's role in the African Food Security Plan should be revised and consolidated in the light of the findings, recommendations and conclusions of the forthcoming World Food Conference. The secretariat is proposing to convene in 1975 an African Conference on Food Development and Nutrition which will follow up these recommendations and examine the practical aspects of the proposed African Food Development Plan. The African Conference on Food Development and Nutrition will, of course, be organized in close collaboration with FAO and other interested agencies and a special effort will be made to involve OAU and the various regional economic groupings. This is particularly important since the Food Development Plan is expected to take the food issue beyond that of mere security to a meaningful examination of the problems and prospects of expanding food production as a major factor in general economic and social development. The following section outlines the objectives, scope and methodology of the proposed plan.

Towards an African Food Development Plan

83. It is quite evident from the foregoing review of food development problems, prospects and potentials that a permanent solution for food shortages in the region in relation to growing demand, lies in the planned transformation of the agricultural production base so as to expand food commodities without, however, prejudicing the resources acquired by traditional export products. In other words, the envisaged process of transformation will have to be based mainly on higher proportions of incremental resources allocated to food production and less to the expansion of traditional export commodities.

84. It is believed that the slow and inadequate development of African agriculture, especially in the traditional food-producing sector, is related to causes which science and technology can eliminate and that what is actually needed is a determined and purposeful development policy.

85. It is also evident from the foregoing analysis that increased emphasis on expanding food production could combine a wide range of the following structural benefits:

- Improving balances of payment where substantial foreign exchange reserves are spent on food imports at the expense of development goods and services;
- Expanding productive employment, since most of the food products in deficit are associated with relatively labour-intensive cultures;
- Widening the income-earning and income-distribution bases and hence generating demand for goods and services produced in other sectors, especially industry;
- Promoting balanced regional development within and among nations, since the food commodities in demand show a wide range of ecological adaptability;
- Achieving relatively low and favourable capital/output ratios in the development of most of these commodities which is primarily based on intermediate technology;
- Slowing down structural and "imported" inflation especially with regard to wages and salaries and associated production costs;
- Helping to offset, at least partially, the deteriorating terms of trade for traditional exports;
- Helping to utilize some of the region's inherent comparative advantages especially in resource endowment, research results and experience acquired;
- Utilizing available and relatively inexpensive improved technology;
- Providing better opportunities for partial specialization, division of labour and intraregional trade;

- Increasing net returns from a technologically dynamic food production sector and thereby contributing to capital formation in other sectors, especially industry and social services, now showing signs of structural stagnation;
- Generating relatively more multiplier effects and inter-sectoral linkage (e.g. food processing and distribution) through the food producing sector than through the traditional export sector; and,
- Expanding food production not only for food security purposes, but also for providing a structural base for a dynamic Sahelian economy in the drought-affected Sahelian countries, in accordance with the detailed sectoral analysis carried out as part of the long-term planning exercise.

86. The relative importance of these structural advantages and their relation to long-term dynamic growth will depend on the stage of development in any particular region or country. One of the primary objectives of the proposed Food Development Plan is to translate these advantages and structural parameters into concrete development plans.

87. The Plan will make use of the existing body of knowledge and data on African economic and agricultural development as well as agricultural and food research material. It will contain a critical evaluation of past and present development policies and priorities and assess natural resource potential and administrative and development capacities. It will identify countries with a high potential for self-sufficiency and food production exports as well as countries which will inevitably have to be in deficit.

88. The Plan will be based on sectoral, intersectoral and individual commodity analyses. It will also be based partly on a comparative analysis of coefficients of production, costs and returns and will relate every stage and result of the analysis to the conditions prevailing or which are likely to prevail in the world markets.

89. It is in the light of this analysis and the macro-economic framework which provides the intersectoral relationships that the Plan will proceed to:

- Determine the effect of economic growth and structural change on the demand for and supply of food under different economic patterns and stages of growth in Africa;
- Determine what proportion of the increase in food production can be achieved by enhancing the productivity of existing farms and development projects (including reduction of wastage in what is actually produced) and what proportion can be produced through horizontal expansion;
- Determine the level of resources needed to achieve targets through both approaches;
- Determine the kinds of institutions needed for applying technological change to the process of structural transformation starting from the small traditional farm as a unit and the optimal organization of these institutions under different farming conditions;

- Determine the intra- and intersectoral adjustments needed to expand food producing capacity;
- Determine which of the additional resources and inputs can be produced and made available at reasonably comparable prices within the region and which have to be imported; and
- Determine the impact of expanding food production on gainful employment under different farming patterns and factor combinations;
- Determine the policy adjustments and changes in approach required at the national multinational and international levels for promoting a regional food expansion policy.

90. The task may seem too ambitious, especially in view of the time factor. At least a suitably indicative policy plan is imperative if solid foundations are to be laid for long-term development. The formulation of this plan calls for an interdisciplinary approach and for close support from Governments, FAO, IDEP and the other United Nations agencies directly concerned. The secretariat will endeavour so to organize its limited resources and priorities as to give the project a maximum push, but additional resources will undoubtedly be required and should hopefully be obtained from any allocations which the international community may make available for the World Food Conference and the follow-up of its recommendations. Additional funds will be required for hiring specialized consultants and for travel.

91. The proposed study will be mainly based on a concise but fairly comprehensive questionnaire, on desk work and on visits to an objectively selected group of member countries. It is hoped that the elaboration of such a Plan will eventually lead to detailed planning work by interdisciplinary missions to be sent to all countries on request for the formulation of detailed country projects and plans.

92. In addition to securing the unqualified approval of the Executive Committee for the Plan, it is hoped that the Technical Committee of Experts and the Conference of African Planners will be fully involved in all stages of the preparation of the Plan. It is also hoped that a more detailed outline and operational schedule will be prepared for consideration and endorsement by the eighth FAO Regional Conference in August 1974. Meanwhile, it is important that agricultural development planners, general economic planners and statisticians in member States should be alerted and urged to devote full attention to the proposed questionnaire and to all the subsequent tasks related to the Plan.

ANNEX I: TABLES SHOWING FOOD PRODUCTION AND IMPORTS FIGURES

Table I: Food production index  
1961-1965 = 100

	1969	1970	1971	1972	1973
Algeria	97	104	100	118	105
Egypt	124	126	130	133	135
Libyan Arab Republic	145	123	109	171	139
Morocco	124	138	148	147	131
Sudan	141	147	153	155	161
Tunisia	96	109	139	136	132
Total North Africa	122	128	134	138	135
Dahomey	123	126	128	130	122
Gambia	117	107	116	108	122
Ghana	112	127	139	134	134
Guinea	119	120	122	104	122
Ivory Coast	135	130	144	141	141
Liberia	96	99	99	104	104
Mali	113	105	117	82	77
Mauritania	113	113	111	113	120
Niger	118	116	116	114	113
Nigeria	110	106	108	110	106
Senegal	102	79	107	67	87
Sierra Leone	124	124	125	127	128
Togo	132	134	134	117	133
Upper Volta	115	117	113	104	121
Total West Africa	114	111	116	113	112
Burundi	122	150	166	274	294
Cameroon	124	126	133	134	134
Central African Republic	106	108	113	114	116
Chad	99	97	97	71	71
Congo	88	84	83	76	77
Equatorial Guinea	86	97	83	70	77
Gabon	121	124	128	131	133
Rwanda	136	146	149	145	149
Zaire	133	136	140	125	139
Total Central Africa	123	129	134	138	147

Table I: Food production index (Cont'd)  
1961-1965 = 100

	1969	1970	1971	1972	1973
Botswana	110	110	124	126	140
Ethiopia	116	120	123	127	126
Kenya	126	128	131	138	140
Lesotho	103	100	102	77	93
Madagascar	118	118	117	120	120
Malawi	137	126	140	147	150
Mauritius	116	101	110	120	129
Somalia	117	120	120	120	119
Swaziland	161	176	183	200	198
Tanzania	138	170	168	176	172
Uganda	127	124	122	125	122
Zambia	120	114	116	126	112
Total East Africa	125	130	131	136	135
Total Africa <sup>1/</sup>	119	122	126	128	128

Source: FAO, Rome, 27 March 1974.

NOTE: <sup>1/</sup> Includes in addition to the above countries, all the non-independent Territories in the African continent but excludes South Africa.

Table II: Food production index per caput  
1961-1965 = 100

	1969	1970	1971	1972	1973
Algeria	82	85	79	89	77
Egypt	105	104	101	104	102
Libyan Arab Republic	119	97	83	125	98
Morocco	105	113	117	114	99
Sudan	118	119	120	118	118
Tunisia	81	88	110	104	98
Total North Africa	103	105	106	106	101
Dahomey	106	106	105	103	95
Gambia	105	94	99	90	101
Ghana	95	104	109	102	99
Guinea	105	103	103	85	98
Ivory Coast	118	111	120	115	112
Liberia	87	88	87	88	87
Mali	99	89	97	67	61
Mauritania	100	97	93	93	97
Niger	100	95	92	88	85
Nigeria	95	89	89	88	83
Senegal	89	67	89	54	68
Sierra Leone	109	107	105	104	103
Togo	114	113	110	94	104
Upper Volta	102	102	96	87	99
Total West Africa	98	94	95	90	88
Burundi	107	129	139	224	234
Cameroon	110	110	114	112	109
Central African Republic	94	94	95	94	94
Chad	87	83	81	58	57
Congo	78	72	70	63	62
Equatorial Guinea	80	89	75	63	67
Gabon	116	118	121	122	123
Rwanda	115	120	119	112	112
Zaire	117	117	118	102	111
Total Central Africa	109	111	113	113	117

Table II: Food production index per caput (Cont'd)  
1961-1965 = 100

	1969	1970	1971	1972	1973
Botswana	97	95	105	104	113
Ethiopia	100	104	105	106	103
Kenya	105	104	103	105	103
Lesotho	93	88	89	66	78
Madagascar	101	98	95	94	92
Malawi	119	106	115	118	117
Mauritius	101	85	90	96	100
Somalia	103	102	100	98	95
Swaziland	137	145	147	155	148
Tanzania	119	143	137	140	133
Uganda	109	104	99	99	94
Zambia	101	93	92	97	83
Total East Africa	108	110	108	109	106
Total Africa <sup>1/</sup>	103	102	103	102	99

Source: FAO, Rome, 27 March 1974.

NOTE: <sup>1/</sup> Includes in addition to the above countries, all the non-independent Territories in the African continent but excludes South Africa.

Table III: Imports of wheat and wheat flour in wheat equivalent

	(in '000 m.t.)			
	Average 1961-65	1970	1971	1972
Algeria	403.8	430.5	712.3	813.9
Egypt	1,780.3	1,232.4	2,409.3	1,685.9
Libyan Arab Republic	126.9	238.4	243.8	286.1
Morocco	309.7	414.6	708.4	396.3
Sudan	113.4	229.0	185.4	212.9
Tunisia	210.8	454.0	338.9	277.9
<b>Total North Africa</b>	<b>2,944.9</b>	<b>2,998.9</b>	<b>4,598.1</b>	<b>3,673.0</b>
Dahomey	4.9	11.0	16.5	17.6
Gambia	2.3	3.9	4.1	4.1
Ghana	60.9	85.0	46.6	68.3
Guinea	24.5	14.7	15.3	15.3
Ivory Coast	60.4	100.9	81.8	94.8
Liberia	4.8	8.7	9.5	9.4
Mali	8.9	16.7	11.1	12.5
Mauritania	11.4	16.7	16.7	16.8
Niger	2.6	6.9	4.2	6.9
Nigeria	68.6	267.1	410.7	359.2
Senegal	64.9	113.2	112.2	116.5
Sierra Leone	17.9	37.6	31.5	34.8
Togo	5.5	15.1	14.1	14.3
Upper Volta	8.2	28.8	27.8	30.6
<b>Total West Africa</b>	<b>345.8</b>	<b>726.3</b>	<b>802.1</b>	<b>801.1</b>
Burundi	2.4	12.0	10.4	11.1
Cameroon	24.0	53.4	41.2	49.7
Central African Rep.	4.9	9.6	10.0	11.6
Chad	3.5	10.9	11.0	11.0
Congo	15.5	23.2	28.8	31.6
Equatorial Guinea	-	-	-	-
Gabon	5.7	7.3	8.3	8.3
Rwanda	-	11.2	5.6	5.6
Zaire	68.9	116.0	125.0	138.9
<b>Total Central Africa</b>	<b>124.9</b>	<b>243.6</b>	<b>240.3</b>	<b>267.8</b>

**Table III: Imports of wheat and wheat flour in wheat equivalent (Cont'd)**

	('000 m.t.)			
	Average 1961-65	1970	1971	1972
Botswana	-	-	-	-
Ethiopia	10.4	71.5	62.8	68.6
Kenya	18.3	3.1	16.4	68.2
Lesotho	8.8	35.4	39.3	55.6
Madagascar	24.0	33.8	38.5	34.7
Malawi	8.7	21.4	27.9	28.6
Mauritius	38.8	62.9	60.5	68.5
Somalia	15.0	31.4	17.8	70.8
Swaziland	-	-	-	-
Tanzania	41.5	32.4	24.3	25.9
Uganda	26.3	26.2	19.5	25.0
Zambia	22.5	106.9	82.6	82.9
<b>Total East Africa</b>	<b>214.3</b>	<b>425.0</b>	<b>389.6</b>	<b>528.8</b>
<b>Total Africa <sup>1/</sup></b>	<b>3,772.2</b>	<b>4,659.2</b>	<b>6,329.2</b>	<b>5,599.1</b>

Source: FAO Trade Year Book, 1973

<sup>1/</sup> Includes in addition to the above countries: Angola, Mozambique, French Territory of Afars and Issas, Cape Verde Islands, Comoro Islands, Réunion, Rhodesia, Sao Tome, Seychelles and Guinea-Bissau.

Table IV : Imports of Rice

( '000 m.t.)

	Average 1961-65	1970	1971	1972
Algeria	1.5	3.5	6.0	15.9
Egypt	-	-	-	-
Libyan Arab Republic	5.7	18.5	22.8	23.0
Morocco	-	-	-	-
Sudan	4.4	11.1	8.9	9.0
Tunisia	2.3	1.7	2.0	2.0
<b>Total North Africa</b>	<b>13.9</b>	<b>34.8</b>	<b>39.7</b>	<b>49.9</b>
Dahomey	4.8	7.6	5.5	6.0
Gambia	8.6	14.2	7.6	11.0
Ghana	30.0	53.4	35.3	40.0
Guinea	32.9	25.0	25.0	40.0
Ivory Coast	47.7	78.8	97.3	88.0
Liberia	32.5	49.0	54.1	25.5
Mali	-	3.0	2.0	1.0
Mauritania	7.0	15.8	28.0	10.0
Niger	2.0	0.1	0.1	0.1
Nigeria	1.3	1.8	0.3	0.3
Senegal	137.8	119.2	184.5	242.7
Sierra Leone	14.4	86.9	27.4	5.2
Togo	2.9	3.1	1.0	1.0
Upper Volta	3.2	1.4	1.4	1.6
<b>Total West Africa</b>	<b>325.1</b>	<b>459.3</b>	<b>469.5</b>	<b>472.4</b>
Burundi	1.6	0.2	0.1	0.1
Cameroon	7.1	7.8	8.9	9.0
Central African Republic	0.1	0.8	1.0	0.6
Chad	1.0	-	-	-
Congo	1.1	1.5	1.5	1.5
Equatorial Guinea	-	-	-	-
Gabon	1.4	2.2	2.2	2.3
Rwanda	-	1.6	0.8	0.5
Zaire	25.6	25.6	18.3	21.0
<b>Total Central Africa</b>	<b>37.9</b>	<b>40.7</b>	<b>32.8</b>	<b>35.0</b>

Table IV: Imports of Rice (Cont'd)

	Average 1961-65	1970	1971	1972
Botswana	-	-	-	-
Ethiopia	1.6	1.0	1.0	1.0
Kenya	4.7	1.1	10.2	10.0
Lesotho	-	-	-	-
Madagascar	17.0	20.3	61.3	43.4
Malawi	-	-	-	-
Mauritius	68.1	58.8	54.1	72.3
Somalia	22.2	23.3	38.0	36.2
Swaziland	-	-	-	-
Tanzania	13.2	7.3	10.0	9.0
Uganda	6.6	4.0	4.1	4.2
Zambia	1.7	4.6	6.9	7.0
Total East Africa	135.1	120.4	185.6	183.1
Total Africa <sup>1/</sup>	583.4	760.0	832.2	841.3

Source: FAO Trade Year Book, 1973

<sup>1/</sup> Includes, in addition to the above countries: Angola, Mozambique, French Territory of Afars and Issas, Cape Verde Islands, Comoro Islands, Reunion, Rhodesia, Sao Tome, Seychelles and Guinea-Bissau.

ANNEX II: RESOLUTION ADOPTED BY THE CONFERENCE OF FAC

Resolution 3/73 - World Food Security

The Conference,

Expressing serious concern over the depletion of world food stocks in 1972-73, the dangers this would pose to consumption levels in the event of further large-scale crop failures, and the inadequacy of present international arrangements for reviewing and assuring the security of the world's food supplies which this situation has brought to light,

Welcoming the timely initiative of the Director-General in drawing up proposals for a world food security policy,

Affirming that the entire international community has a common responsibility to ensure the availability at all times of adequate world supplies of basic foodstuffs, primarily cereals, so as to sustain a steady expansion of consumption and to offset fluctuations in production and prices,

Recognizing that food security needs to be tackled from many sides, including national and international action to strengthen the food production base of developing countries, food aid programmes, and appropriate national stock policies,

Noting the positive role which can be played by other international and regional development agencies and appreciating their readiness to contribute actively to achieving the objectives of world food security as expressed by the Executive Heads of these agencies,

1. Endorses the basic principles and objectives of international action on world food security as outlined in the attached Annex, and commends it to the serious attention of all nations,

2. Requests the Director-General to convene a working party open to all governments having a substantial interest in the production, consumption, and trade of cereals to review the attached draft undertaking with a view to preparing a revised text for consideration by the Forty-Ninth CCP session, and adoption by governments at the earliest possible date, and authorizes the Director-General to invite interested non-member nations which are members of the United Nations and of its specialized agencies or the International Atomic Energy Agency to attend the Forty-Ninth Session of the CCP and to participate in its consideration of the revised text,

3. Requests the Director-General to transmit the text as adopted by the CCP and the Council to all Member Nations and Associate Members inviting them to signify their readiness to adhere to it, and to non-Member Nations of FAO with a substantial interest in world cereals production, consumption and trade, drawing attention to the importance of universal participation, and requesting their co-operation in promoting its aims, and further to inform the World Food Conference, if convened by the General Assembly, or the Eighteenth Session of the FAO Conference, of the progress made in this direction and of the nations which have accepted it,

4. Requests the Council, in keeping with its special responsibilities relating to world food problems and programmes, to review the situation as reported by governments regarding their national stock policies; to advise on further action considered necessary; and to initiate, with the assistance of the CCP, the Intergovernmental Groups on Grains and Rice, and the International Wheat Council, regular evaluations of the current and prospective world cereals stock position in the light of the objectives of world food security,

5. Invites all interested countries to give additional assistance to developing countries in strengthening their food production capabilities, and in establishing national food reserves as appropriate, according to their priorities and their resources,

6. Invites the Executive Heads of other international and regional agencies to pay special attention to the objectives of world food security in their respective fields of operation and to co-operate with FAO to the fullest extent possible in this regard,

7. Requests the Director-General, in co-operation with other interested international and regional development agencies, to assist interested developing countries in formulating appropriate food security policies and in identifying and mobilizing the resources required,

8. Further requests the Director-General to establish a comprehensive food information system, through a strengthening of the present arrangements, for assembling, analysing and disseminating information on the current world cereals situation and outlook, and on national stocks and stock policies, drawing upon the work already under way in the International Wheat Council.

Adopted on 27 November 1973,  
at the Seventeenth Session.

ANNEX TO RESOLUTION 3/73 ON WORLD FOOD SECURITY

Draft International Undertaking on World Food Security

I. Common Purpose and responsibility

1. Recognizing that the assurance of a minimum level of world food security is a common responsibility of the international community, member governments undertake to co-operate in ensuring the availability at all times of adequate cereal supplies in the world so as to avoid acute food shortages in the event of widespread crop failures or natural disasters.

2. To this end, member governments undertake:

(a) To follow national stock policies which, in combination, maintain at least a minimum safe level of basic food stocks for the world as a whole;

(b) To review or establish national stock targets or objectives with the aim of maintaining national stocks <sup>1/</sup> at least at the levels regarded as necessary for ensuring continuity of supplies to meet domestic and where appropriate export requirements, including a security margin for contingencies or emergency needs in case of crop failure or natural disaster;

(c) To take measures to ensure national stocks are replenished whenever they have been drawn down below such minimum levels to meet food shortages.

3. Governments of countries where there are no publicly-owned food stocks undertake to ensure that private stock-holdings perform the functions required by the community in accord with the objectives of minimum world food security.

## II. National stock guidelines

4. In reviewing current national stock policies and desirable minimum stock levels, and in establishing or adjusting such policies, account should be taken of the following considerations:

(a) Vulnerability to crop failure owing to drought, floods or other natural hazards, and extent of resulting shortfalls in national cereals output.

(b) The size of and trend in normal annual requirements for domestic consumption and, where applicable, for export including commitments under long-term bilateral contracts.

(c) The degree of dependence on imports of cereals in normal conditions and the scale of possible emergency import requirements in relation to the average level of world trade of the product concerned.

(d) The period of time required for imports to be arranged and delivered to the country in periods of emergency or sudden domestic shortage, and for internal transportation to centres of consumption.

(e) The period of time likely to be required to expand cereal production sufficiently to replenish stocks if these are drawn down to meet food shortages.

(f) The proportion of national supplies entering commercial market channels.

(g) The requirements of any government distribution programme of foodgrains.

(h) The desirability of locating stocks in a manner and place which ensure that the cereals are available for delivery when and where they are most likely to be required.

(i) Pledges to WFP and other international food aid programmes and allocations for bilateral food aid programmes.

(j) Maintaining a regular flow of supplies to meet foreseeable variations and likely trend in demand from importing countries.

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<sup>1/</sup> The term "stocks" means the supply of cereals carried over in stock at the end of the marketing year of the country concerned.

(k) The possibility of an interruption in the flow of imported supplies by events outside the government's control (e.g. dock strike in exporting country, shipping difficulties).

(l) The special position of developing countries, as set out in V. below.

5. The special difficulties of a number of developing countries in maintaining national stocks at desirable minimum levels place an added responsibility on the rest of the international community for ensuring world food security. Governments should take this into account in fixing their stock targets or objectives, and should where possible earmark stocks or funds for meeting international emergency requirements.

### III. Intergovernmental consultations

6. The adequacy of world cereal stocks to meet minimum needs should be kept under continuing review, so that timely action can be taken to maintain a minimum level of world food security. For this purpose, the Council, in keeping with its responsibilities for reviewing the world food position, shall:

(a) Make periodic evaluations of the adequacy of current and prospective stock levels, in aggregate in exporting and importing countries, for assuring a regular flow of supplies of cereals to meet requirements in domestic and world markets, including food aid requirements, in times of short crops and serious crop failure; account should be taken of the considerations set out in the guidelines.

(b) Advise governments on such short-term policy action as considered necessary to remedy any difficulty foreseen in assuring adequate cereal supplies for minimum world food security.

(c) Provide a mechanism for contingency planning in periods of severe world shortage, so as to be in a position to advise on whether any special joint action is necessary to arrange an orderly allocation of food supplies. In such situations, the Council may institute arrangements designed to ensure that priority is given to the urgent import requirements of developing countries for current human consumption.

7. To assist it in performing these functions, the Council should make full use of the expertise of existing specialized bodies and especially the Committee on Commodity Problems, the Intergovernmental Group on Grains, and the Intergovernmental Group on Rice. Close co-operative arrangements should be sought with the International Wheat Council and, if appropriate, joint consultative machinery should be established.

### IV. Information System

8. The effective functioning of the world food security system will depend greatly on the availability of timely and adequate information. Member nations should furnish on a regular basis all the information required and in particular on national stock levels, government stock-holding programmes and policies, current and prospective export availabilities and import requirements for cereals, and relevant aspects of the supply and demand situation.

9. To keep all member nations directly informed of current developments in the international cereals position during periods when world supplies are scarce the Director-General should prepare, on a quarterly basis or more frequently, concise factual appraisals of the situation and outlook which should be circulated promptly to governments.

10. In the assembly and analysis of information and statistics, the secretariat should seek the assistance of the International Wheat Council and other international organizations concerned.

#### V. Special assistance to developing countries

11. Although there is a special need for stock-holding in developing countries because they are highly vulnerable to crop fluctuations and food scarcities, most of such countries have to give priority in the allocation of their scarce foreign exchange and domestic capital resources to investment in agricultural production. Before deciding to strengthen existing stock-holding through the establishment of minimum food reserves, therefore, it is desirable for such countries to review their overall food policies and the various alternative courses they might follow within the context of national development priorities, and international assistance programmes. It is also recognized that some of the major exporting countries of grains and especially rice are developing countries which lack the capital resources required to maintain stocks beyond current requirements.

12. Continued reliance would therefore need to be placed on bilateral food aid programmes and the World Food Programme for meeting unforeseen shortages and emergency situations.

13. International assistance has an important role in providing financing and food aid, in research on the development of storage facilities suited to conditions in developing countries, and in furnishing advice on stock and related policies within the context of national development programmes. Interested countries, and especially developed countries, as well as the international and regional development agencies concerned, are invited to give additional assistance in identifying and mobilizing the resources required by developing countries for their food storage programmes.

14. As regards the WFP in particular, the degree to which it can assist developing countries by providing food aid for national reserves is severely restricted by its resource position. Where possible, therefore, governments should make additional resources available to the WFP or special pledges for this purpose, so as to permit it to play a more significant role in efforts to maintain world food security.

#### VI. Necessary safeguards

15. Bearing in mind the serious problems which have arisen in the past owing to the accumulation and disposal of large agricultural surpluses, full consideration should be given by governments to the possible repercussions on the structure of production and trade which might arise from implementing the world

food security policy. The agreed international strategy of the Second Development Decade should be borne in mind. In particular, the world food security policy should be seen as an element of international agricultural adjustment and must not be allowed to overshadow the importance of price adjustments, of policies of full employment and of economic development, of less restrictive trade policies and of the discouragement of uneconomic production and basic means of dealing with the problem of surpluses 1/.

16. To this end:

(a) All countries should endeavour to arrange their national food stock policies in ways which avoid adverse effects on the structure of production or international trade, paying particular attention to the interests of developing countries heavily dependent on food exports.

(b) If special governmental action is required to raise production in order to replenish stocks to desirable levels, appropriate production adjustment measures of effective action to regulate economic incentives to production should be taken to avoid an over-accumulation of stocks.

(c) Food aid provided for national reserve projects should be granted in accordance with the FAO Principles of Surplus Disposal and the procedures for consultations and reporting recommended by the Council.

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1/ Cf. "Guiding Lines for Dealing with Agricultural Surpluses", item (e), CCP, Twenty-Third Session.

ANNEX III. RESOLUTION ADOPTED BY THE ECONOMIC AND SOCIAL COUNCIL  
1831 (LV) World Food Conference

The Economic and Social Council.

Recalling its decision of 18 October 1973 to develop plans necessary to recommend the convening of a world food conference under the auspices of the United Nations in 1974,

Taking note with appreciation of the report of the Secretary-General <sup>1/</sup> submitted to the Economic and Social Council in response to the decision cited above,

Taking note with satisfaction of the report of the Conference of the Food and Agriculture Organization of the United Nations at its seventeenth session in which it recognizes that the solution of the food problem, which has become much more severe during the past year, cannot be found in the agricultural sector alone but should be considered in the broader context of the problems of development, and the report of the Governing Body of the International Labour Organization at its one hundred and ninety-first session, <sup>2/</sup>

Also noting with appreciation the views of the Secretary-General of the United Nations Conference on Trade and Development, expressed on 20 November 1973 at the seventeenth session of the Conference of the Food and Agriculture Organization of the United Nations,

Noting with appreciation the offer of financial and administrative resources contained in the report of the Conference of the Food and Agriculture Organization of the United Nations,

Stressing the need for additional financial arrangements, including voluntary contributions, to ensure the success of the world food conference,

Noting that recent trends in the supply and demand for food have highlighted the concern of Member States to ensure adequate food production and supplies to all members of the international community,

Considering that this subject relates directly to the goals set for the Second United Nations Development Decade,

1. Decides, subject to the adoption by the General Assembly of the draft resolution set forth below, to establish an intergovernmental preparatory committee, open to all States Members of the United Nations, which shall report to the Economic and Social Council on the progress of its work;

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1/ E/5443.

2/ See E/5442.

2. Recommends to the General Assembly the adoption of the following draft resolution:

"The General Assembly.

"Recognizing that the principal task of a world food conference, on which the greatest effort should be concentrated, consists in developing ways and means whereby the international community as a whole could take specific action to resolve the world food problem within the broader context of development and international economic co-operation,

"Believing that a world food conference would provide members with a forum in which to bring about the improvement of world food security and emergency assistance,

"Recognizing that the Heads of State or Government of Non-Aligned Countries, at their Fourth Conference held at Algiers from 5 to 9 September 1973, called for the convening, as a matter of urgency, of a conference on food problems at the ministerial level, sponsored jointly by the Food and Agriculture Organization of the United Nations and the United Nations Conference on Trade and Development, and further recalling the proposal of the United States of America for the convocation of a world food conference under the auspices of the United Nations,

"1. Decides to convene a World Food Conference under the auspices of the United Nations for about two weeks in November 1974, at Rome;

"2. Recommends that this Conference be an intergovernmental conference at the ministerial level;

"3. Entrusts the Economic and Social Council with over-all responsibility for the Conference;

"4. Requests the Secretary-General, after consultation with the Director-General of the Food and Agriculture Organization of the United Nations and the Secretary-General of the United Nations Conference on Trade and Development, to appoint as soon as possible a Secretary-General of the Conference, and to set up a small Conference secretariat drawing particularly upon the expertise and competence of the Food and Agriculture Organization of the United Nations, the United Nations Conference on Trade and Development and other relevant bodies of the United Nations system;

"5. Recommends that, in preparing for the Conference, proper account be taken of the recommendations of the seventeenth Conference of the Food and Agriculture Organization of the United Nations and of the recommendations made by legislative bodies of other organizations in the United Nations system concerning the goals and objectives of the Conference, as requested by the Economic and Social Council in its decision of 18 October 1973;

"6. Invites all the competent organizations of the United Nations system to collaborate closely in the organization of the World Food Conference;

"7. Accepts with appreciation the invitation of the Italian Government to act as host to the Conference in Rome."

1886th Plenary Meeting,  
13 December 1973.

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ANNEX IV: LETTER DATED 15 FEBRUARY 1974 ADDRESSED TO THE EXECUTIVE SECRETARY FROM THE DIRECTOR-GENERAL OF THE FOOD AND AGRICULTURE ORGANIZATION

Dear Mr. Gardiner,

Thank you for your letter of 10 January 1974, with the accompanying copy of resolution 1 of the Executive Committee of ECA concerning World Food Security as related to the African situation.

It was gratifying to learn that the Committee is giving such prominence to the problem of Food Security, and to the closely related question of the need for a Pan-African long-term plan for food development. The endorsement by the Executive Committee of the FAO call for an International Undertaking on World Food Security offers encouraging confirmation that the African nations are alive to the importance of this problem.

We are very anxious to do all we can to assist you in pursuing this matter with your member Governments. It is a fortunate coincidence that Mr. Mensah is coming to Rome in early March for a meeting of the FAO Regional Representatives, and I shall take this opportunity of discussing the matter with him, with a view to defining ways in which FAO can participate in this important undertaking.

In the meantime I understand that the ECA/FAO Joint Division has already written to the concerned units here asking for suggestions on and assistance in the preparation of the document for the next meeting of the Executive Committee, and I have instructed them to give the Division all possible help.

With kindest regards,

Sincerely yours,

A.H. Boerma  
Director-General

Mr. R.K. Gardiner  
Executive Secretary  
ECA, P.O. Box 4003  
Addis Ababa, Ethiopia

ANNEX IV  
SECRETARY

ANNEX IV: LETTER DATED 15 FEBRUARY 1974 ADDRESSED TO THE EXECUTIVE SECRETARY FROM THE DIRECTOR-GENERAL OF THE FOOD AND AGRICULTURE ORGANIZATION

Dear Mr. Gardiner,

Thank you for your letter of 20 January 1974, with the copy of resolution I at the Executive Committee of ECA concerning World Food Security as related to the African situation.

It was gratifying to learn that the Committee is giving such priority to the problem of food security, and to the closely related question of the need for a long-term plan for food development. The endorsement by the Executive Committee of the FAO call for an International Undertaking on World Food Security clearly emphasizes confirmation that the African nations are alive to the importance of this problem.

We are very anxious to do all we can to assist you in pursuing this matter with your member Governments. It is a fortunate coincidence that Mr. Kennah is coming to Rome in early March for a meeting of the FAO Regional Representatives, and I shall take this opportunity of discussing the matter with him, with a view to defining ways in which FAO could participate in this important undertaking.

In the meantime I understand that the ECA/FAO Joint Division has already written to the concerned States asking for suggestions on and assistance in the preparation of the document for the next meeting of the Executive Committee, and I have instructed them to give the Division all possible help.

With kindest regards,

Sincerely yours,

J. L. B. B. B.  
Director-General

Mr. R. K. Gardiner  
Executive Secretary  
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Addis Ababa, Ethiopia