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ECONOMIC COMMISSION FOR AFRICA  
SILVER JUBILEE ANNIVERSARY MEETINGS  
Eighteenth session of the Commission  
and ninth meeting of the Conference  
of Ministers of the Commission  
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Item 12A.(c) of the provisional agenda

SITUATION OF FOOD AND AGRICULTURE IN AFRICA, 1982:  
A SYNOPSIS

## I. INTRODUCTION

1. In response to the steadily worsening pace of development and the distinctly unsatisfactory performance of the food and agriculture sector, the African Heads of State and Government adopted in July 1979 the Monrovia Strategy for the Economic Development of Africa. The Lagos Plan of Action for the Implementation of the Monrovia Strategy was adopted by Heads of State and Government at their extraordinary session in Lagos in April 1980. The Regional Food Plan for Africa (AFPLAN) which served as a basis for the preparation of the agricultural sector of the Lagos Plan had been adopted earlier by the FAO Regional Conference of Ministers of Agriculture for Africa in September 1978 in Arusha, United Republic of Tanzania. Both AFPLAN which addresses itself to long term measures (1978-1990) and the Lagos Plan (1980-1985) which focus on the medium- and short-term development aspects of the region provide policy positions and the specific framework for restructuring and transforming the African food and agricultural sectors so that they become integrated and self-reliant. Emphasis is given in these documents to the development of the agricultural sector so as to achieve higher levels of self-sufficiency in food by the end of the century and to provide the necessary impetus for the overall development of the economy.
2. Mindful of the need for accelerated implementation of AFPLAN and the Lagos Plan of Action (the United Nations General Assembly adopted resolutions 35/69 of 5 December 1980, 36/186 of 17 December 1981 and 37/245 of 21 December 1982, all of which consistently called for progress reports of the food situation and for the adoption of specific measures to accelerate food production and agricultural development in Africa.
3. Only slight improvements have occurred since the last progress report entitled "Implementation of the Regional Food Plan for Africa: Progress, problems and prospects", (E/ECA/CN.8/12) was submitted to the ECA Conference of Ministers in Tripoli in 1982, which provided a succinct analysis of progress in attaining self sufficiency in Africa and the problems and prospects for the future. The report of the Secretary-General to the General Assembly on the situation of food and agriculture in Africa, (A/37/390) provided a review of the food and agriculture situation and progress in implementation of the Lagos Plan and discussed the problems perceived in striving to attain the set goals.
4. Unfortunately, the poor performance of the past few years still persists and Africa's imports continue to outstrip export values, Africa's total imports of agricultural, forestry and fisheries products were worth some \$US 17.6 billion in 1981 and while agricultural products alone brought in \$9.8 billion, the continent had to import agricultural products, even excluding forestry and fishery products, at a cost of \$15.7 billion. Of this amount, 24.4 million tons of cereals worth \$5.7 billion were imported in 1981 compared to 21 million tons worth \$4.7 billion in 1980. Over 36 per cent of all agricultural imports in 1981 were cereals. Wheat imports represented 68.5 per cent (16.7 million tons) of the total quantity and about 53 per cent of total value of all cereals that year.

## II. IMPLEMENTATION OF ON-GOING ACTIVITIES OF THE LAGOS PLAN OF ACTION AND THE AFRICAN REGIONAL FOOD PLAN (AFPLAN)

### A. Food self-sufficiency

5. Decreasing per capita food production as well as high levels of post-harvest losses and periodic shortages during the last two decades have led to Africa's rapidly decreasing self-sufficiency ratio, increasing dependence on food imports and extra and inexcusable drains on foreign exchange, thus putting undue and unhealthy constraints on development financing. During this period, consumption was increasing at 3.3 per cent per year. In 1982, total cereal production in Africa (excluding South Africa) was 59.7 million tons an increase of 2.9 per cent from the 1981 production level of 58 million tons. Consequently, the self-sufficiency ratio (SSR) for food declined further. The relatively slow pace of growth of food production in 1981 (2.7 per cent) persisted in 1982 mainly owing to a lower growth rate in cereals. The food situation in 1982 continued to be disappointing and precarious. Seventeen African countries, in all, namely Angola, Benin, Cape Verde, Chad, the Comoros, Djibouti, Ethiopia, Ghana, Madagascar, Mauritania, Mozambique, the Niger, Sierra Leone, Somalia, Uganda, the United Republic of Tanzania and Zambia had poor harvests and abnormal imports in 1982. Growing imports of cereals, particularly wheat and rice, have continued to play an important role in the region's swelling food import bill.

6. Cereals SSR declined from 83 per cent in 1972/1974 to 73 per cent in 1982. However, between 1981-1982, per capita food production increased by 1.1 per cent. Per capita cereals production increased by 1.3 per cent as a result of increases in per capita production of wheat, rice and barley and a decrease in maize, millet and sorghum. Per capita production of pulses increased by 5.6 per cent and that of livestock by 1 per cent. Oil crop production, however, decreased by 4.5 per cent. The increase in per capita production in 1982 over 1981 is marginal and has to be much more marked and sustained over the coming years before African countries can be considered to have made any dent in the present depressed state of food supply. In spite of the increase in food imports, dietary energy supplies for most African countries have persistently continued at below nutritional requirements.

7. Perceptible progress is being made by some African countries which have started to adopt policies and programmes to improve food self-sufficiency in conformity with the recommendations of AFPLAN and the Lagos Plan. New measures adopted in some countries include extensive public awareness campaigns for increased food production through mass mobilization of farmers and resources, increased investment and inputs, better organization of marketing, higher producer prices at farm gate points and an improved food security infrastructure. At the national level, investment so far undertaken includes improved rural infrastructure, as in Benin, Burundi and the United Republic of Cameroon; development of irrigation, as in Egypt, Madagascar, Mauritania, Morocco, Nigeria and the Sudan; rehabilitation of food industries, as in Sierra Leone, the United Republic of Tanzania and Upper Volta; improved research and extension facilities, as in Zaire and Zambia; and the provision of a food security infrastructure, including storage, transportation and related services, as in the Sahel and Mozambique.

8. International organizations, particularly FAO, are also playing a greater role, providing technical assistance and generating investments for food development in Africa. For example, FAO, through its International Meat Development Scheme and the International Scheme for the Co-ordination of Dairy Development, has identified constraints to the development of meat and milk and generated more than \$300 million for investment programmes.

9. In the area of food development, both livestock and food crops, FAO's assistance for increasing production in Africa is designed to assess and develop water resources, improve soil and water management, and promote increased and more efficient use of agricultural inputs.

### 8. Post-harvest losses and food processing

10. This has been a subject of high priority in both AFPLAN and the Lagos Plan in response to the call of the United Nations General Assembly resolution of 1975 to reduce these losses by 50 per cent by 1985. Notwithstanding the effects of adverse climatic conditions and international economic conditions, post-harvest food losses continued as a major factor frustrating efforts to reduce the widening shortfall in food. The United Nations call to reduce post-harvest losses by at least half by 1985 is a long way from being achieved. Although the countries of the region are well aware of the problem, only a few have initiated effective programmes for the prevention of food losses. Major constraints were absence of well-designed plans and programmes, lack of qualified manpower and shortage of financial resources.

11. ECA continued its efforts to assist in this important field. On the initiative of ECA, an inter-agency consultation attended by OAU and the relevant United Nations organizations, FAO, UNEP and IFAD, was held in Addis Ababa on how best to improve the effectiveness of the activities and projects being implemented in Africa by United Nations organizations in the area of post-harvest food losses. In addition, a meeting on Prevention of Food Losses (PFL) was held in Lusaka in October 1982, taking advantage of the meeting of the Agricultural Committee of the Preferential Trade Area (PTA) for Southern and Eastern Africa. To further buttress these activities, a consultancy on a mass-media campaign for prevention of post-harvest losses in a few selected countries, depending on available funds, was financed by FAO. The recommendations of this consultancy are now being edited and will later be forwarded to the countries concerned.

12. A project on PFL estimated to cost \$1 million has been formulated to enable ECA to provide more effective and additional assistance to member States on the formulation and implementation of PFL projects as well as on the training of desperately needed manpower. This project has been submitted for bilateral assistance but not yet financed. FAO action programmes for the prevention of food losses continued to provide assistance to the region and backstopping to ECA projects and activities in this important area.

13. The FAO Action Programme for the Prevention of Food Losses, which began operation in 1978, has devoted special attention to Africa. The programme has concentrated on the reduction of post-harvest losses of staple foods, mainly cereals and root crops. Its main components include: improvement of farm and storage structures, design and management of pilot warehouses, provision of grain driers, training at all levels in all aspects of PFL, assessment of losses and improvements in drying, pest control, processing, marketing, harvesting and threshing. The Action Programme for PFL has so far received a total of 57 requests from Africa; 39 projects have been approved.

Financing has been arranged for 31 projects (\$6.6 million) and discussion is in progress with potential donors for financing the remaining 6 projects, (\$3.4 million). Additionally, 20 projects requests (\$13.6 million), are under formulation. In a determined effort to ease the severe shortage of qualified manpower, which has continued to frustrate efforts to establish effective national programmes for PFL, a programme of higher education in this subject for English-speaking students in Africa, has been initiated and will start operation in 1983 at the University of Ghana. The immediate objective is to conduct a series of specially designed post-graduate courses in PFL.

### C. Agronomic research and inputs for increased food output

14. ECA, FAO, UNIDO and OAU and other organizations and agencies continue to collaborate in research activities relating to agriculture, forestry and fisheries in Africa with a view to increasing the production of basic food crops and livestock through better seeds and breeds, control of pests and diseases, and the expansion of the use of chemicals and other inputs. A number of projects exist for most of these activities. Agricultural research, especially on staple food crops, has yet to make an effective impact in many countries of the region. The need for such an impact is even more urgent at the subregional level. Major difficulties have been the training of research staff and the strengthening and development of research organizations at the national and subregional levels. The dissemination of research findings and the development of appropriate extension services also needed to be improved and expanded.

15. ECA, in collaboration with FAO and the International Institutes for Tropical Agriculture (IITA), extended technical assistance to member States of the region for strengthening national research institutions and promoting co-operation in agronomic research, training, and extension, especially at the subregional level, through the Multinational Programming and Operational Centres (MULPOCs). The co-ordination of research programmes for improving basic food crops, particularly maize, rice, beans and soya, was encouraged through specific studies and activities implemented in the different subregions of the continent. Thus, a prefeasibility study for establishing a subregional maize research centre for Eastern and Southern Africa was completed during the period. This study had been requested by the member States of the Lusaka-MULPOC subregion. Initial steps were taken to implement another subregional project for the Great Lakes-MULPOC countries, including Burundi, Rwanda, and Zaire, for strengthening multinational co-operation in cereals-seed production, multiplication and distribution, with special focus on improving infrastructural facilities and the research capacity to develop high-quality seeds. ECA has continued its assistance to the Yaounde-MULPOC in the implementation of a project to establish a subregional centre for a Current Agricultural Research Information System, in close collaboration and with the support of FAO.

16. Agricultural education, extension and training constitute an important item in the FAO programme in the region, both at the continental level and at the national level: 76 education, training and extension projects in about 40 countries were financed by FAO. Ten research and development projects and 116 agricultural development projects, with different degrees of agricultural education, extension and training components, were being implemented during the period under consideration.

17. To ensure self-reliance in food production at the farm level, FAO undertook a preliminary study to define existing traditional farming systems; to identify traditional technologies for the production and conservation of staple food crops; and to ascertain the national and international institutions concerned with the subject.

18. Within the context of food productivity and agriculture generally, technology can be defined as a combination of assimilable proven scientific skills, processes and practices applied within the context of the available and acceptable arts, crafts and culture of a society which, when managed in an organized and consistent manner, leads to increased and/or improved physical productivity of foods and/or services. Inadequate application of needed technology is one of the major constraints to agricultural development in the region. Application of adaptable and appropriate technology, whether indigenous or imported, is essential for development of agriculture in the region, especially among small farmers.

19. In pursuance of paragraph 8 of United Nations General Assembly resolution 37/245 of 21 December, calling on ECA to organize an inter-agency consultation on technology in food and agriculture in Africa, ECA is planning to engage a consultant who will assist in the preparation of a basic study for the inter-agency expert meeting scheduled to be held from 23 to 27 May, 1983, in Addis Ababa. The consultant and ECA staff will be expected to visit at least one country in each of the MULPOC areas to assess or survey the existing levels of agricultural technology, identify the gaps in technology application and propose measures to achieve greater food self-sufficiency by the end of the century. Other international organizations and United Nations agencies will also be required to prepare technical papers relevant to their fields of competence as well as a number of experts from countries of the region. The report of the inter-agency consultation will be submitted through the Economic and Social Council to the General Assembly in December.

20. In the field of agronomic research, efforts were made by many Governments with the assistance of FAO, to improve research institutions and their programmes in food research. ECA has assisted the countries of Eastern and Southern Africa in the formulation of a project for a Subregional Maize Research Institute and an expert consultation on Agronomic Research for Food Self-Sufficiency is planned for late in the year, to be held in Addis Ababa.

#### B. Transport infrastructure for food self-sufficiency

21. The general state of transport infrastructure and services in Africa continues to be inadequate. This situation has been aggravated by the increasing scarcity of spare parts and the cost of energy. Very few countries have yet to initiate programmes to restructure their agriculture so that it consumes less energy or to reduce their dependence on imported energy through conservation and recourse to alternate energy sources.

22. Transport and communication facilities continue to impede Africa's development effort, particularly for food and agricultural productivity. The Transport Decade for Africa is expected to remedy this problem. The Decade is being implemented, though slowly, and improvement is likely, provided estimated resource are forthcoming, and countries continue to co-operate in constructing and maintaining these facilities.

23. The general state of transport infrastructures and services in Africa is so poor that almost any development problem in the continent can be directly or indirectly linked to lack of efficient and reliable transport services. The poor conditions of transport in Africa are well documented in the United Nations Transport and Communications Decade in Africa studies. Phase I of the Decade programme, which will end in 1983, has been primarily concerned with the development and improvement of international transport modes and links. With most major international links now already identified and included in the Phase I programme, ECA believes that Phase II of the programme, which is currently under preparation, will include a considerable number of individual national, rural, urban and farm-to-market transport projects, which would eventually improve food evacuation and distribution in the countries specifically and in Africa generally.

24. The United Nations Secretary-General is required to report annually to the General Assembly on the progress of the implementation of the Decade, which has an obvious link with Assembly resolutions 35/69, 36/186 and 37/245. In the report to the Economic and Social Council and the General Assembly (DEC/TRANSCOM/ESC/82), strong emphasis has been placed on the need to devote greater attention in the Phase II programme to the improvement and development of urban, rural and farm-to-market transport infrastructures and facilities in Africa.

25. Prospects for solving the subregional and regional transport problems of Africa are thus in sight both in terms of policies and projects within the context of the Decade. Within the Decade programme, transport links between African countries in the various modes will be improved, new ones constructed, regulations co-ordinated, physical and non-physical barriers eliminated, procedures facilitated and joint development and training policies and facilities established. Indeed, the success of the Decade depends to a large extent on the individual and collective efforts of African States, since international links are invariably made up of two or several national infrastructures and facilities, whose upgrading and upkeep is the responsibility of each nation.

26. On the whole, it is quite feasible to provide adequate year-round transport services on farm-to-market, rural roads within a country at minimal or reasonable costs through:

- (a) Selective upgrading of critical sections or stages of the roads;
- (b) Regular and well programmed maintenance, employing basic low-cost yet effective technologies;
- (c) Provision for and timing of emergency maintenance to precede the local harvest-seasons.

27. The inadequacy and poor conditions of transport infrastructure and equipment coupled with inefficiency of the services of various transport modes remain a major obstacle to the development of agriculture and other development sectors in many African countries. Major problems being experienced in the transport sector are characterized by inadequate financial resources for investment, poor maintenance,

deterioration in fleet conditions and lack of skilled manpower. These problems are gradually being solved through efforts of various Governments in collaboration with intergovernmental agencies and United Nations bodies. The current economic slowdown is, however, giving rise to difficulties both for investment and operations. In several countries these difficulties are causing the disappearance of the small road and inland water enterprises, which in turn affects the services which should be rendered by transport to agriculture and other sectors of economy.

23. African countries have the same or similar national objectives and policies for establishment of transport infrastructures that would facilitate the achievement of the goals of economic development. Their major aim is to upgrade the existing transport infrastructure so as to meet the demands of their ever-growing economies and especially to connect all productive areas of individual countries. The transport infrastructure which many African countries inherited from colonial governments were inadequate and suited only the needs of transporting raw materials, cash crops and minerals from the hinterland to the coastal ports. No transport networks were developed in food-growing areas and, as a result, African Governments are still experiencing difficulties in developing transport infrastructures that suit their food plans. The network of roads and railways currently available in many countries are inadequate for the supply of agricultural inputs and for the distribution of food in the respective countries. Road transport in particular is of the utmost importance in opening up rural areas which have potential for agricultural development. Many countries have embarked on projects for building "agricultural roads" as against trunk roads so as to provide access to those rural areas where food crops can grow and donor agencies are encouraging the development of rural access roads in various African countries.

29. In order to develop transport networks that suit the needs of African countries, there is a strong drive towards the promotion of integrated transport and towards the co-ordination of the various transport systems at national and subregional levels. Progress is being made through the Transport and Communications Decade programme towards the development of transport infrastructures that suit the needs of the various countries. The development of transport infrastructures during the Decade programme will undoubtedly enhance and facilitate the contribution of transport to the improvement of agriculture in African countries.

#### E. Food trade and marketing organizations

30. African agricultural trade is still exhibiting a trend of falling export earnings and an ever-increasing import bill. The terms of trade of agricultural exports vis-à-vis imports of manufactured goods deteriorated still further in many countries. This frightening situation is further worsened by the import restrictions being religiously applied by some developed countries. Intra-African trade in agricultural commodities has continued to be insignificant, and African Governments have yet to take adequate steps to improve intra-regional trade. In an effort to promote intra-African trade, the Preferential Trade Area for Eastern and Southern Africa (PTA) has been established (1982) mainly with the political and financial support of the PTA members themselves. The important recommendations of the Agricultural Committee are given below.



31. A number of studies on the improvement of infrastructure and food distribution have been and are being undertaken as well as studies on intra-African trade. Related to these is a project on the improvement of agricultural marketing institutions used by small farmers in Africa. It is aimed at providing necessary incentives to peasant farmers to transport subsistence commodities. Other FAO and regional programmes exist for the provision of agricultural credit and other needed inputs.

32. Inadequate pricing and ineffective marketing policies continued as the major bottlenecks for increased agriculture and food development. They could be cited as one of the most disturbing features of 1982, accounting for the slow pace in the production revival of food and agriculture. The failure by African Governments to revise pricing policies in favour of agriculture and the rural population has been accepted as a major factor which discouraged production and distorted priorities and the rational utilization of resources. It also intensified inequalities and disparities between sectors and economic regions and played a decisive role in accelerated rural to urban migration.

33. As far as the provision of necessary credit for food production and rural development is concerned, FAO has channelled its assistance through the recently established African Regional Association for Agricultural Credit. This is an autonomous association made up of agricultural credit institutions from 30 African countries. The Association makes full use of the technical experts and the experience of its members. It arranges for technical exchanges, subregional training courses and seminars and, whenever necessary, seeks FAO's assistance in mobilizing technical and financial support. FAO has established a Scheme for Agricultural Credit Development (SACRED), which is composed of some 150 correspondent banks of financing agencies in developed countries. The regional agricultural credit associations are also members of SACRED through whose auspices they can obtain assistance in harnessing their financial systems (central banks, agricultural and co-operative banks and commercial banks) in support of rural development, providing credit for food and non-food development as well as for animal husbandry, forestry, fisheries and cottage and agro-industry.

#### F. Manpower development and training in project analysis

34. Apart from the shortage of competent personnel at all levels, and in all the sectors in the African countries, those who are available lack the necessary facilities and are inappropriately utilized, and therefore their productivity is often low.

35. Both ECA and FAO have provided training in different sectors of agriculture, ranging from new production and storage techniques and food preservation to training in nutrition. Training also covers the preparation, execution, implementation and evaluation of development projects and rural development and agricultural extension systems. Workshops on curriculum development and teaching methodology are also envisaged.

## A. Forestry

36. The forestry programme of the Lagos Plan complements that of FAO in Africa. Theoretical and practical training has been undertaken in many African countries. Emphasis in the management of forestry resources and the environment is on agriculture/forestry co-ordination, land-use and eco systems, conservation of the environment and the control of desertification and soil erosion. National projects exist in many African countries, while an ECA regional project supports national efforts in realizing these objectives. The ECA project on Forestry Conservation and Development for Africa had to be terminated as a consequence of the lack of financial support from UNDP within the 1982-1983 Programming Cycle.

## B. Fisheries

37. ECA has no expertise in this field but has adequate backstopping from FAO. Most of the activities carried out by African countries in the past few years had received the co-operation and assistance of FAO, such as the FAO/EEZ Programme which has assisted a number of coastal countries in management policies and strategies and in the processing and marketing of fishery products. Training and research in agriculture and other specialized training continue to be provided by the Agriculture Development and Co-ordination Programme (ADCP) through its African Regional Centre based in Port Harcourt, Nigeria. There are also some activities and projects at regional and subregional levels such as those organized by CILSS for inland fisheries.

## III. PERCEIVED PROBLEMS IN ATTAINMENT OF GOALS

### A. National level

38. The inability of most Governments to pursue and implement programmes and projects consistent with national plans, lack of adequate finance and skilled manpower constitute the most critical and chronic constraints limiting food development in Africa. Inefficient markets, inappropriate pricing policies, inadequate research and transfer of technology, poor transportation facilities and restrictive trade regulations and practices are also major inhibiting factors. Furthermore, an appropriate monitoring mechanism recommended by the Lagos Plan of Action is yet to be implemented, and the reporting system is not in operation.

39. Manpower constraints have continued to plague all efforts for the development of agriculture in the region. Although many commendable efforts have been made to ease these constraints, they are still far from adequate. ECA, through its African Training and Research Centre for Women and its Manpower Division has continued its efforts to assist in the training of the required manpower at all levels. FAO has also intensified its training programmes. Member states have yet to assign sufficient priority to the development of middle-level manpower.

40. The lack of development of appropriate technology adaptable to Africa's socio-economic farming units constitutes a serious weakness at the national level. Governments, bilateral programmes and United Nations organizations assisting in the development of food production in Africa have failed to take due cognizance of the pivotal

role of research and technology in increasing productivity. The proposed inter-agency meeting is expected to come out with specific recommendations on ways and means of reducing the widening gap between modern technology and traditional farm operations in Africa

### B. Subregional and regional levels

41. At the subregional and regional levels, inadequate transportation infrastructures and restrictive trade policies and regulations limit the flow of commodities between countries, making it impossible to rationalize spatially and temporally the supply and demand of commodities.

42. There are three major constraints to effective implementation of food development programmes at the subregional and regional levels. The few existing transport infrastructures and facilities linking most African countries are rudimentary, inadequate, inefficient and expensive for low-value heavy foodstuffs. There are bewildering and contracting transport rules and regulations and lack of proper trade arrangements among African countries. Lastly, since an adequate market news service is lacking timely information on surpluses, deficits and price levels that could help trade is not available. It is hoped that the efforts of ECA and the co-operation of the African countries in the Transport and Communication Development Decade, as well as the attempts by the FAO to establish a Commodity Intelligence Service, will go a long way in over-coming these constraints.

### C. International level

43. Although the Resolution of Africa's food problems is primarily the task of the African countries themselves, external assistance has a critical role to play. In the past, external assistance continued to decline because of:

- (a) The low priority assigned by such organizations to agricultural development;
- (b) The continuing economic crisis in the developed/donor countries;
- (c) The piece-meal nature of assistance which is insufficient to allow many African countries to undertake the desired structural changes in agriculture.

44. Recent developments in the global perspectives for the food and agriculture sector, particularly for Africa are very worrying, in so far as these developments will continue to have a significant impact on the economies of African countries in the foreseeable future. Three of these developments of immediate concern to Africa are: (i) the long-term decline in the share of primary commodities in total world trade; (ii) the rise in the share of advanced countries in world exports of primary commodities; and (iii) the increasing share of developing countries in world imports of primary commodities, particularly food.

#### IV. RESOURCES

##### A. Resources committed

45. The Lagos Plan of Action, envisaged a total investment of \$21,370 million and an additional \$600 million is estimated for the period 1980-1985 for increased inputs at 1979 prices (\$4.4 billion per annum) of which half has to come from domestic sources. Although calculation of total investment levels is rendered difficult by problems of quantifying small farmers' investment and by lack of up-to-date accounts of government expenditures, there are indications that the resource levels for agricultural development have only slightly improved. There has been a greater level of awareness, sensitivity and concern for increased resource allocation for food and agriculture at both national and international levels. A number of African governments have prepared national plans variously known as "Food Plan", "Green Revolution", "Operation Feed the Nation". Other Governments have increased budgetary allocations for agriculture and national financial institutions have increased their credit facilities to agriculture. The recent economic recession has made life generally difficult for most African countries. They find it hard to obtain loans and financial assistance in general and especially for the food and agriculture sector, where returns on investments are not too substantial and take much longer.

46. UNDP resources allocated to food and agriculture increased from \$156 million to \$250 million between the first and second cycle. However, the resources available for the third cycle (1982-1986) have been seriously reduced and this is bound to have a very critical impact on food production in Africa. Resources from other international financial institutions (World Bank, DAC and EEC, ADB/ADF, OPEC and IFAD) increased in absolute terms from \$1,853.2 million in 1979 to \$2,653.4 million in 1981. This represents a 21 per cent increase per annum without considering the effect of inflation.

47. External assistance generated extra funding for food and agriculture but not to the level of closing the gap between what was required and what was available from domestic resources. The disorder in the international monetary system, coupled with the tight global economic recession, particularly in the developed countries which are the major donors, were major contributory factors to the shortfall in external assistance to the region.

48. The World Bank allocated \$759.1 million in 1981 compared to \$510.2 million in 1980, an increase of about 49 per cent. The World Bank contribution had actually declined in 1980 by about 13 per cent from that of 1979 (annual increase from 1979 to 1981 was 15 per cent). The World Bank reports that between 1980 and 1982 the total funding for agriculture and rural development was \$2.31 billion to 31 African countries. This is made up of \$1.102 billion from the IBRD and \$1.228 billion from IDA funds. In addition, a grant totalling \$7.07 million (43.4 per cent of the total grant) was made in 1982 to agricultural research institutes 1/ in Africa, bringing the 1980-1982 total to \$18.78 million. ADB/ADF increased its aid from \$209.4 in 1980, to \$276.1 in 1981. OPEC bilateral and multilateral assistance had risen from \$130.9 million in 1980, to \$196.7 million in 1981.

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1/ These research institutes are the International Institutes for Tropical Agriculture (IITA), International Livestock Institute for Africa (ILCA), The International Laboratory for Research on Animal Diseases (ILRAD) and the West African Rice Development Association (WARDA).

49. The importance of the African region in IFAD's operations has been increasing. In 1978-1980, 21 per cent of the Fund's loans went to Africa, while its share in 1981-1982 amounted to 30 per cent. These figures show that the Fund recognizes the seriousness of the problems facing the African countries as a group, namely, slow overall economic growth and sluggish agricultural performance, coupled with rapid rates of population increase. In addition to its own direct contribution through project loans, IFAD hopes to play a catalytic role in stimulating large investments from other sources in agriculture and rural development.

50. During the period 1978-1982, IFAD assisted 34 African countries in financing 44 projects. The total cost of these projects amounted to about \$1.2 billion, of which IFAD's contribution was about \$523 million, consisting of \$519 million in loans and \$4 million in grants. About 90 per cent of the loans (i.e., \$472 million) was provided on the Fund's highly concessional terms (50 years, including 10 years grace and a service charge of 1 per cent per annum), and the remaining 10 per cent (\$45 million) on intermediate terms (20 years, including 5 years grace and an interest charge of 4 per cent per annum). Of the 44 projects financed, 23, involving an aggregate lending of \$281 million were initiated by IFAD. Nine of these, to which IFAD contributed \$100 million were co-financed with approximately ten multilateral or bilateral sources: the African Development Bank, the Islamic Bank, the World Food Programme, UNDP, the OPEC Fund, CCCE (France), KfW (West Germany), the Netherlands, USAID and the European Development Fund. In these cases, IFAD can claim to have fulfilled a role in mobilizing additional funds beyond its own resources to finance development projects in Africa. Twenty one projects, entailing IFAD loans of \$238 million, including a large national agricultural credit project in Morocco (total cost \$737 million), were co-financed with other financing institutions which had initiated them.

51. In order to accelerate its own activities in the region, IFAD has mounted a relatively large effort in project identification and preparation in Africa, as compared with the other regions. Thus, a total of 15 out of 29 identification missions were mounted in the region in 1982. Similarly, technical assistance grants amounting to over \$1.4 million to assist in project preparation were approved for seven countries in the region during 1982.

52. All seven projects recognize the weakness of existing institutions and the need to strengthen them. Three projects - in Mali, Mauritania and Zambia - focus on institution-building. The Mali project seeks to strengthen village associations with a view to setting in motion the process of self-financing village development. The Mauritania project is aimed at training farmers to obtain greater benefits from the facilities provided by the Qorqol irrigation project approved by IFAD in 1980. The project in Zambia is designed to assist the Government in redirecting its agricultural services and research towards increasing the productivity of traditional farmers in one of the poorest provinces in the country.

53. Two projects - in Upper Volta and Mozambique - have the promotion of food production as their central objective. The project in Upper Volta would encourage the use of rainfed farming techniques and promote the integration of livestock and agricultural practices. In Mozambique, the national programme for food production in the co-operative and family sectors would provide much-needed inputs for increasing agricultural, livestock and fish production. Of the two remaining projects, one (Benin) aims at rural development, while the other (Madagascar) is in the livestock sector.

54. Bearing in mind the urgency of increasing food production, the Fund has initially concentrated on overcoming the specific obstacles that have slowed productivity gains. These include shortage of inputs and institutional or other barriers to the dissemination of new technologies. Efforts have been directed at increasing productivity on land already under cultivation. Since many of the poorest developing countries have limited cultivable land, the emphasis on land already in use assumes greater importance, and this involves additional supporting services to farmers, such as the provision of acceptable improved crop varieties, better tillage practices and improved water and soil management.

55. The Fund has given equal attention to prevention of food losses by incorporating in many of its projects adequate storage and marketing components in cases where such facilities are lacking or inadequate. IFAD has become increasingly involved in promoting "participatory" mechanisms in the management of project components. The project beneficiaries can thus participate in decisions affecting their development efforts and share equitably in the benefits of development. However, as experience has shown, successful "participatory" actions require overcoming certain constraints.

56. To mention just a few of these constraints, it is important, firstly that the Governments concerned as well as the institutions and cadres involved with projects, fully realize - and support - the genuine efforts to mobilize the energies of the target groups. Secondly, a constraint common to many projects, notably those in the Sahelian belt, is the lack of well-defined and reliable production packages. IFAD has contributed to the search for such packages, not only through the projects concerned, but also by financing the activities of institutions such as, WARDA, ICARDA and ILCA in Africa. Of equal importance in research and development is the need to develop a more productive role for livestock, natural pastures, and crop by-products in meeting the dietary and income needs of traditional societies. Thirdly, a fundamental need in countries where poverty predominates is for Governments to realize fully the motivation for development that exists among small farmers. Such farmers must be given adequate support through appropriate pricing policies and Governments must ensure that, whatever modes of control are exercised through prices or subsidies, do not, in aggregate, inhibit them from producing more. Finally, one of the important concerns emerging from IFAD's short experience in Africa is that of ensuring full initial involvement of governmental implementing agencies in the identification and planning process. Implementation, however, is essentially the responsibility of the country concerned. It is only through each country's firm commitment to the objective of relieving hunger and poverty that IFAD can contribute to its efforts.

57. IFAD's activities in Africa have assisted the implementation of the Lagos Plan of Action. As noted above, the Fund has been channelling increased resources to Africa in general, and to its least developed countries in particular. Special attention is given to the design of poor-oriented projects. Through such project designs, small and landless farmers, including women farmers, are assisted to become more productive and self-reliant.

58. At the regional and subregional levels, IFAD supports co-operation through financial assistance, including grants for research on tropical agricultural and animal health - among others. Lessons learnt from activities carried out at the country level are synthesized for stimulating action at the regional and subregional levels. The monitoring and evaluation division of IFAD is the focal point for disseminating information concerning the impact of African projects financed by IFAD.

59. The loans and grants made by IFAD to agricultural projects in Africa, and its technical assistance activities in the region, undertaken to maximize the impact of its own project and programme activities, have included most of the countries affected by desertification in the Sudano-Sahelian region. As a financial institution, its activities are concentrated on increasing food production but, in designing its projects, particularly in the Sudano-Sahelian region, IFAD takes into consideration the need to combat desertification as a major objective. The Fund considers that sufficient attention should be given to combatting desertification by developing the arid and semi-arid areas through the rational use of available national resources and within a positive social and economic framework.

60. On 25 June 1982, the OAU and IFAD concluded a co-operating agreement stipulating, inter alia, that the two bodies should co-operate on questions of agricultural development of common interest to both organizations. Just before IFAD began operations, a co-operation agreement was concluded with the African Development Bank covering many matters. These included the identification and preparation of projects, bank services to be rendered by ADB for IFAD-financed projects and co-operation, consultation, and exchanges of views on matters relevant to the promotion of common objectives. A further co-operation agreement was concluded with the African Development Bank in March 1982, for operational aspects of loan administration supervision of IFAD's projects.

61. The Arab Bank for Economic Development in Africa (ABEDA) committed during the period 1979-1982 to non-Arab African countries \$189.52 million for agriculture and infrastructure out of total commitments of \$259.046.

62. The ADB group loan commitment to agriculture and rural development increased from \$181.35 million in 1981 to \$211.66 million in 1982. The change of the individual group loans commitments from 1981 to 1982 were as follows: ADB from \$70.28 million to \$101.89 million, ADF from \$109.67 million to \$109.77 million and NTF from \$1.4 million to zero. Disbursement figures are not available for 1982. However, in 1981 total group disbursement was \$51.46 million increasing from \$36.35 million in 1980. In 1982, ADB contribution in total disbursement was \$22.49 million, ADF \$28.48 million and NTF \$5.11 million. The ADB new operational programme is projecting during the period 1983-1986 that annual lending of the group to agriculture would be in the line of \$2.1 billion out of total lending of \$6.4 billion to all sectors.

63. The Arab Funds continued to play an active role in financing agricultural development, particularly for the Arab African countries. The Arab Fund for Economic and Social development extended up to 1982, 52.3 million Kuwait dinars in terms of loans to agriculture. The Saudi Fund for Development made loans to the region for agriculture. During the period 1975-1982, these amounted to \$722 million. The loans were for 41 agricultural projects situated in 10 countries. The Abu Dhabi Fund for Arab Economic Development made loan commitments to agriculture in Africa for the period 1976-1981 amounting to DH28 million (\$7.63 million), while in 1982 alone it committed 42 million dirhams (\$11.44 million).

64. FAO has continued its efforts to increase food aid to most affected countries and areas. The FAO Conference in November 1981, urged all current and potential donors to increase efforts to meet the minimum annual target of 10 million tons of food aid, which was recommended by World Food Conference in 1974 and was the main objective of

the Food Aid Convention 1980 (FAC). The FAC has now been extended to 1986 with a legally binding commitment for the remaining 7.6 million tons of cereals annually. Actual food aid shipments have risen from 8.5 million tons in 1980/1981 to 9.4 million tons in 1981/1982.

65. In June/July 1981, the FAO Council attached particular importance to increased and new contributions to the International Emergency Food Reserve (IEFR), thus permitting annual replenishment to reach a target of at least 5000,000 tons. IEFR operations are now placed on a predictable and assured basis. The IEFR target in 1981 was exceeded because contributions amounted to 608,000 tons of cereals and 22,000 tons of food. The target in 1982 was also met as a result of contributions of 51,000 tons of non-cereals food in addition to 450,000 tons of cereals. The IEFR contribution for 1983 is expected to be about 177,000 tons of cereals and 7,300 tons of other food. The pledges for 1984 amount to 177,000 tons of cereals.

66. The FAO Investment Centre has played an increasingly important role in identifying projects for financing by various institutions. It has also increased its regular budget and extra-budgetary resources devoted to agriculture in Africa through FAO Field Programmes, Technical Co-operation and Special Action Programmes. The FAO and ECA jointly submitted in 1981 several food and agriculture regional projects to UNDP for the 1982-1986 UNDP Cycle, to the value of \$117.2 million for First Category Projects; \$47.8 million, for Second Category Projects; and \$21.9 million worth for Third Category Projects, totalling \$186.9 million for all projects. But the financial difficulties facing UNDP reduced the contribution from this source to a mere trickle of \$30.4 million or 17 per cent of total requests.

#### B. Resource gap

67. Although the exact figures cannot be obtained, Africa's domestic resources are estimated to add up to approximately to \$1 billion in 1981 leaving a gap of \$800 million or 44 per cent deficit of envisaged domestic contribution. With respect to external contributions, the total for the year 1981 from DAC bilateral assistance and EEC, World Bank, ACP/ADB, OPEC and IFAD amounted to \$2,653.4 million. It is not yet possible to obtain complete figures for 1982. But the Bank loans which amounted to \$1,106.6 million have to be repaid with interest. The ODA total in 1981, however, was \$1,350.1, which leaves a smaller gap of \$485 million from external sources.

68. Whether bilateral or multilateral, net disbursement of official development assistance was not forthcoming at the desired level. At the same time, the region's ability to borrow from commercial banks and private sources was greatly handicapped by the region's limited and worsening debt servicing capacity, sharp rise in indebtedness and debt service ratio and the supply constraints of many of the lending institutions. Because of all the above factors, investment in agriculture fell short of the minimum requirements and was not commensurate with the role it should play and the demand put on it by the rest of the economy. Insufficient investment could therefore be singled out as the most crucial factor for the lack of progress in the food and agriculture situation in Africa.



#### V. SUMMARY AND CONCLUSION

68. In conclusion, the improvement of the food situation in Africa will require a strong political will to channel a greatly increased volume of resources to agriculture and inter-country co-operation. Over the coming years (1983-1985), the objective should be to bring about an immediate improvement in the food situation and to lay the foundation for the advancement of self-sufficiency in cereals, livestock, particularly, meat, milk and eggs and fish production. The priority areas should be reduction of food waste, attainment of a higher degree of food security and a large increase in production of tropical cereals. Increasing domestic resource flows into food and agriculture and improvement in the capability of African Governments to effectively implement the essential food programmes and projects will actually constitute two major constraints in implementing the Lagos Plan of Action.

70. Member States have to renew their determination to improve the food and agriculture sector and implement more effectively the recommendations of the Lagos Plan of Action through improved co-ordination of projects, improved research in appropriate fields and the elimination of intra-regional trade-barriers for all locally-produced raw materials pertaining to food and agriculture. The world economic situation is not likely to improve appreciably in the immediate future. Hence, the chances and responsibility for any significant improvement in food and agriculture, in the foreseeable future, rests largely on the decisions of all member States, individually and collectively.

71. African Governments must create a socio-economic environment and adopt policies and measures that would motivate the farmers to attain higher productivity levels. They also need to set up effective machinery for the formulation and execution of food development programmes and projects. For the attainment of greater food self-sufficiency in particular and agricultural development in general, the primary responsibility lies with the governments themselves for (a) action at the national level (b) co-ordination and co-operation and intergovernmental level; and (c) co-ordinated efforts to call upon and negotiate with international bodies for continued and increased assistance for food development in Africa.