



**ECONOMIC COMMISSION FOR AFRICA  
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**AN OVERVIEW OF THE FOOD SECURITY SITUATION  
IN EASTERN AFRICA**

**By**

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## 1. Introduction

This report presents the preliminary findings of a study commissioned by the United Nations Economic Commission for Africa (UNECA) Sub-Regional Office for Eastern Africa (SRO-EA), on “Stocktaking of Food Security-related Initiatives in Eastern Africa” undertaken by the Intergovernmental Authority on Development (IGAD), the International Conference on the Great Lakes Region (ICGLR), the Eastern African Community (EAC), the Economic Community of Great Lakes Region (CEPGL), and six pilot countries, namely Uganda, Rwanda, Kenya, Tanzania, Burundi and DRC Congo.

The objective of the study was partly to provide a detailed assessment of food security related initiatives, plans and strategies developed and implemented by the RECs/IGOs within the SRO-EA mandate area and also partly to describe the status of food security in six countries that will be included in the SRO-EA Pilot Programme on Food Security in Eastern Africa. Based on the experiences and lessons learnt thereof, the study also aims at making a proposal on ways and means to enhance synergies and coherence between the identified food security initiatives of the RECs, IGOs and individual member states within Eastern Africa through a shared food security programme for Eastern Africa. The purpose is to develop a proposal on further guidelines to strengthen regional and country-specific partnerships in the development of a regional Food Security programme for Eastern Africa, taking into account the principles of the AU/NEPAD and the CAADP framework for Africa food security (FAFS).

Data and information gathering involved documentary research and literature review (desk studies) followed by visits to and interviews and discussions with the officials of relevant RECs/IGOs and individual member countries, including some potential partners.

## 2. Food Security in Pilot Countries: Uganda, Rwanda, Kenya, Tanzania, Burundi and DRC

### 2.1 Current food security status

#### **BURUNDI**

Food production for season A 2009 shows a 2 % increase at 934,269 Tons as compared to 919,501 Tons the previous year. This consisted of 77,524 Tons of cereals (+ 4%), 33,533 Tons of pulses (- 2%), 360,125 Tons of roots and tubers (+1 %) and 463,087 Tons of Bananas (+1%)

#### *Food availability*

The production of major crops has declined drastically over the last 15 years. Cereals have the biggest drop with (- 41 %), pulses (- 37 %). Dry beans are the major source of proteins for the majority of Burundian smallholder farmers. This has happened despite a sizeable increase in crop land of 39 % from 792,510 hectares (1982) to 1,295,000 hectares (2007). This decline is attributable to many reasons among which: (a) lack of appropriate improved seeds and or planting materials, (b) High cost of farming inputs, (c) Human pressure on the land, (d) Drastic reduction in animal manure that are commonly used by these smallholders farming families that are unable to afford chemical fertilizers, (e) Repeated

drought, flooding and huge mass wasting that have repeatedly been felt in Northern Burundi and part of the wet central plateau, (f) Diseases outbreak on both crops and livestock, (g) Lack of credits facilities for farmers and (h) the prevalent civil strife in Burundi for the last 17 Years (MINAGRIE, PDDAA, 2009)

#### *Food commodities Access*

Food access is alarmingly low with only 18 % of the population being food secure and the remainder 82 % having a caloric coverage from 1400 to 1900 calories per day. Chronic malnutrition rate was of 46 % in 2007. It is estimated that 75 %, 40 % and 22 % respectively of energy, proteins and lipids needs are assured. The daily intake consists in 90 % of starchy foods (i.e. Roots and tubers, Bananas) with limited supply of proteins, lipids and micro-nutrients (MINAGRIE, PDDAA, 2009). A poor household spend up to 67 % of their meager earnings to feed themselves, 17.3 % for housing, 5.5 % for health care, 4.4 % for clothing and the rest for communication (1.9 %), Miscellaneous (1.5 %), entertainment (1.4 %) and education (0.9 %) (CURDES (2006), Survey QUIBB 2006).

#### *Food utilization*

In Burundi, the proposed consumption for a daily intake of 2,100 calories consist of 47 Kg of cereals, 52 Kg of pulses (i.e. dry beans, Green peas, etc), 230 Kg of root and tubers and 264 Kg of bananas and plantains. With 1,108,000 Tons of equivalent cereals produced, the estimated shortfall for 2009 stands at 556,000 equivalent tons of cereals and the import volumes of 100,000 cereals equivalent leaves a serious gap of 456,000 that is supposed to be acquired through food relief aid.

### **DEMOCRATIC REPUBLIC OF CONGO (DRC)**

Recent studies have reported that in 2003, 73 % of DR Congo population was food insecure (E. Tollens, 2003). In 2008, a WFP vulnerability assessment report in North Eastern Orientale Province had shown a considerable improvement. Agricultural production in DRC has been declining for decades and this is estimated at – 20 %, - 12 % and – 6 % for cereals, roots and tubers, and vegetables respectively. The most striking decline is that of cassava a staple that occupies 50 % of arable land and represent 70 to 80 % of food intake for the majority of rural dwellers due to the prevalence of pests, diseases and lack of production attributable to the civil strife of the last 14 years.

A similar trend is reported for fishing activities that have seen a decline from 25 to 60 %. With an average decline posted at around 45 %. The annual fishing potential stands at 707,000 Tons. Pastoralists of the North Kivu, South Kivu, Ituri, Tanganyika, North Katanga and Bandundu regions have lost from 80 – 100 percent of their livestock.

The general insecurity known in DRC from 1996 and prior to the democratic election of 2006, has led to an abandonment of agricultural and marketing activities that, resulted in a serious shortage of food commodities

#### *Availability*

The level of internal Agricultural production is largely unknown. Statistical data on production in the DRC prepared by the SNSA (The National Service of Agricultural Statistics) is actually unreliable (E. Tollens, 2008, IFPRI / MINAGRI). The last major agricultural survey in the provinces dates back to 1996 / 1997. It is noticed that, since 1996 the agricultural production has been declining in all Provinces and this is untenable. The ministry of Agriculture and Rural development (MINAGRI, 2008) has highlighted the gaps

from internal production as follow: there is a 51% shortage in cassava (main staple crop), 7% shortage in rice, 35% in maize and 45% in dry beans.

#### *Access to food commodities*

Food stuff demand had not been met since the early 70's. Food imports in the DRC are constantly rising. Imported products are primarily cereals (Rice, Wheat and Maize), Sugar, Vegetable oil and meat products (Meat and Fishes) that are mostly used to supply Kinshasa and other large cities.

A survey conducted in 2001 showed that 27 % of the households in DRC eat only one meal a day, while 2 percent of the population doesn't eat every day (J. Ulimwengu, 2008, IFPRI / MINAGRI). The food insecure population was estimated at 64 and 73 percent in 2001 and 2002 respectively. In 1991 the estimated food insecure population was just 31 %. The price of wheat and corn has doubled, as have the prices of rice, vegetable oil and dairy products since 2003. The cost of living is rapidly increasing in cities.

#### *Utilization of food commodities*

The daily consumption of food in DRC expressed in calories and grams of proteins has been more or less normal until 1992-93 and since then it has been deteriorating and reached only 1,514 calories and 24.3 grams of proteins in the year 2000 (E. Tollens, 2003). The most striking observation is the consumption of Cassava of 288 Kg per person per year estimated in 2000 with an annual global cassava production of 15,959,000 Tons which translates into 859.5 calories that represent (57 %) and the per capita consumption of cereals which stands at 274 calories (18 %).

An FAO (2002), household consumption survey in Kinshasa covering 2000 households selected from the center to the periphery had shown that the daily average consumption was 1,349 calories and 36 g of proteins. Therefore, the inhabitants of Kinshasa consumed about twice less calories than the world average of 2,750 calories. In the center of Kinshasa, the average was 1,579 calories and 46 g of proteins against 1,165 calories and 27 g of proteins in the outskirts. The same trend was observed in Lubumbashi, Kikwit (1,835 calories and 32.6 g of proteins) and Kindu (1,116 calories and 22.4 g of proteins). Similar results have been reported for both North and South Kivu Provinces Districts by ACF (Action contre la faim) and North Katanga and, Tanganyika by FH (Food for the Hungry) in 2008 and 2009 surveys.

Nutritional surveys have reported that a global rate of malnutrition among children under 5 years ranges from 10 to 20 % for the Districts of Kinshasa, while it is higher in the interior (i.e. Kasai 24 %, UNICEF / MoH, 2008). The nutritional situation in the DRC remains very critical for the regions under civil strife of Eastern Provinces (Kivus). The estimated indicators still show either stagnation or a continual deterioration (Kankonde & Tollens, 2001).

## **KENYA**

Over the last four years, Kenya has been experiencing unprecedented food insecurity, mainly due to climate change and inadequate rainfall in the main food production areas whose effects were exacerbated by internal political problems (ethnic violence and farm family displacements) following the 2007 general parliamentary and local authority elections. In 2009, Kenya witnessed general increases in food prices as well as input prices. The combined effects of these factors dampened agricultural output in a significant manner. This factor, in the face of declining economic performance after 2007, has had a negative impact on the population's ability to access food from the market.

The downturn in agricultural growth in Kenya has had a negative impact on the food security status in the country, and it is estimated that in 2009, about 51% of Kenya's population lacks access to adequate food and the little that is available is of poor nutritional value. High poverty rates have actually resulted in an increased proportion of the population relying on food aid, and the worst affected are those living in the arid and semi-arid land areas (ASALs) of the country (Maalim, February 2010). About a decade ago, the rate of malnutrition amongst children under 5 years stood at 18%, but it is now 35% (Oniango, February 2010), thus reflecting the deteriorating food security status in Kenya (Economic Review of Agriculture-**ERA 2007 and 2009**). Inaccessibility to food is linked to poverty, which stands at 46% of the population (Songa, 2009).

## **RWANDA**

Given the prevailing levels of poverty in rural areas, it is not surprising that most rural households are not yet secure in their ability to obtain the food they need. According to the *Comprehensive Food Security and Vulnerability Analysis, Rural Rwanda* (World Food Programme, 2006), 28 percent of the rural population is food insecure, 24% is highly vulnerable, and 26% is moderately vulnerable (Republic of Rwanda, 2008).

The *Comprehensive Food Security and Vulnerability Analysis and Nutrition Survey in Rwanda* (World Food Programme, 2009) identified three livelihood profile groups in Rwanda as being especially vulnerable: Low income agriculturalists, agro-labourers and marginal livelihood. The largest absolute number of food insecure households is found among the low income agriculturalists. This group depends nearly uniquely on agriculture to sustain their livelihood and income. The agro-labourers group consists of households depending on labour (manual and seasonal, paid in cash or kind) and agriculture. They have limited access to land and also have low diversity of agricultural production. The third most vulnerable group consists of households characterised by different livelihood activities with a limited role in agriculture. Such marginal activities include assistance, remittances, hunting/gathering, transport and other unspecified activities.

In the 2006 similar survey, 7% of households were considered as having a poor Food Consumption Scores, and 28% had borderline Food Consumption Scores. This compares with 4% and 17% respectively in the 2009 survey. The improvement may reflect a general trend towards better food security.

Nationally, 7% of women of reproductive age (15-49 years) are malnourished. Malnutrition among children 6 to 59 months of age is 52% stunting, 4.6% wasting and 15.8% underweight. The prevalence of stunting is highest among low income agriculturalists (55%) and agro-labourers (55%). It is lowest among agro-traders/business (42%).

Generally, there are food insecure households across all strata in the country, largely falling into the three most vulnerable profiles. However, the strata with the highest proportion of households reporting poor food consumption are Nyabihu (9.5%), Ngororero (9.5%) and Nyaruguru-Nyamagabe (8.4%), located along the Crete of the Nile line that runs from North to South in Rwanda. Together they constitute 14% of the total population, but account for 42% of all the households with poor food consumption scores. Another group of strata with prevalence of food insecurity above average of 5.0% includes Karongi-Rutsiro (5.6%), Ruhango-Muhango-Kamonyi (5.5%), and Bugesera (5.0%). The highest observed prevalence of malnutrition among women is in the Southern Province at 10.1% followed by Eastern Province at 8.2%.

## **TANZANIA**

The food situation in Tanzania during 2009/2010 period has not been satisfactory, particularly in the parts of the country with bimodal rainfall regime due to poor performance of the 2009/2010 short rains (“vuli”) harvests. Preliminary Food Crop Production Forecast is that Tanzania will be marginally self sufficient in food during the 2009/10 period. Preliminary food crop production forecast is 10,921,536 tons of grain equivalent against the requirement estimated at 10,578,196 tons of grain equivalent during the 2009/10 period. This implies a surplus of 343, 340 tons, giving a self sufficiency ratio (SSR) of 103% (Mngodo, 2010; Mtambo 2009).

Tanzania has 21 regions, including the City of Dar-es-Salaam. If Dar-es-Salaam is excluded, the Preliminary Food Crop Production Forecast for 2009/10 showed that 9 regions were likely to experience food deficits, and that 11 regions were definitely self-sufficient, with 7 of them having surpluses. Pockets of vulnerable areas during the 2009/10 period have been identified in 65 districts within the country. The vulnerable regions which tend to experience transitory food insecurity are mainly in the northern regions of Dodoma, Singida, Shinyanga, Tabora, Tanga, Arusha, Kilimanjaro and Manyara. The regions that enjoy food surpluses are mainly in the southern regions. On average, about 20-25 districts tend to have food shortages annually. Nevertheless, the general trend is that food self-sufficiency in Tanzania, as measured by the Food Self Sufficiency Ratio (SSR), has been positive but fluctuating above 100% over the past 7 years.

A RVA (rapid vulnerability assessment) to ascertain the existing (2009/10) situation is under way, but relief food distribution continues. Between January and December 2009, about 149,000 tons of grains were distributed to about 1.8 million people.

## **UGANDA**

Uganda is generally self sufficient in food at the national level and is a net exporter of food to neighboring countries. However, many households and specific segments of the population suffer from food insecurity and high levels of malnutrition. Ugandans face food distribution and affordability problems that result in both seasonal acute and perpetual chronic under-nutrition and food insecurity at the household level. The causes of food insecurity and malnutrition include poverty, low agricultural productivity, irregular food accessibility, inadequate food intake, pre-disposing diseases, ignorance, taboos and other cultural restrictions, civil strife, irregular rainfall, poor child-bearing practices, inadequate safe water supply, poor environmental sanitation, and the effects of HIV/AIDS. In addition, there is an increasing incidence of diet-related, chronic, non-communicable diseases such as hypertension, diabetes, and heart disorders, particularly in urban populations (Republic of Uganda, 2005).

There are high levels of childhood under-nutrition and 40% of deaths among children are due to malnutrition. Over 38% of children below 5 years are stunted, 4% are wasted and 22.5% are under weight. Micro-nutrient deficiencies are common. Vitamin A deficiencies has a prevalence rate of 5.4%, iron deficiency anemia is slightly over 50%, while 10% of the women population are undernourished. The total goiter rate ranges from 60-70% (Republic of Uganda, 2003, 2005).

The food and nutrition security situation in the country has not been satisfactory since 1992. The country's average calorific intake per person per day improved from 1,494 in 1992 to 2,193 in 1999, but declined to 2,066 in 2002 and to 1,971 in 2005. Although the trend is positive, the average intake is still less than the recommended daily calorie intake of 2,300. The food caloric intakes vary geographically: Kapchorwa has the highest caloric and protein intake, followed by other districts in Western Uganda – notably Mbarara, Ibanda and Bushenyi. The least amount of caloric intake is found in Karamoja and Acholi sub-regions. Districts in Northern Uganda show relatively higher rates of protein intakes than those in Central Uganda (Republic of Uganda, 2010).

The proportion of the national population that was food insecure reduced from 83% in 1992/93 to 59% in 1999/2000, before rising back to 63% in 2002/03.

According to the January – June 2010 FEWSNET report (FEWSNET, 2010) on the current food security conditions in Uganda, the number of vulnerable people, both moderately and highly food insecure, currently stands at approximately 1.4 million people. At least 900,000 of them are in Karamoja Region, an area that continues to suffer widespread high food insecurity due to consecutive lower than normal or total crop failures since 2006. The other areas of food insecurity include northern Uganda, where most households continue recovering and gradually rebuilding their food production and means of accessing food following nearly two decades of insecurity and displacement that limited or wiped out production; and eastern Uganda, where a combination of population displacements over the years and poorly distributed rains or floods in the recent past have reduced people's means of production, leaving many households suffering moderate food insecurity. Currently, only the population in Karamoja may continue requiring emergency food assistance. The UN World Food Programme's (WFP) Emergency Operation that was due to end in December has been modified and extended to March 2010 to provide food rations to extremely vulnerable individuals, estimated at 20 percent of the population, through community-based supplementary feeding programs.

## **2.2 Food security programmes undertaken in the pilot countries**

### **BURUNDI**

The Burundi National Programme on Food Security (PNNSA, 2009-2015) is crafted around 8 sub-programmes: (a) Sustainable management of natural resources; (b) Intensive production of food crops; (c) Diversification of farming systems; (d) Crop protection, processing and marketing; (e) Nutrition; (f) Early Warning and Strategic Reserve Establishment; (g) Support for procurement of inputs, micro-finance, research, extension, and capacity building; and (h) Implementation support. This programme awaits funding with a proposed budget of 406 millions US dollars. The Government of Burundi is poised to finance 30 % and request 60 % from development partners and, the beneficiaries will have an in-kind contribution of 10%.

The National Agricultural strategy of 2008 provides a basis for formulating and implementing programs and projects that can rehabilitate and modernize the agricultural sector of Burundi. The overall objective of the agricultural development strategy is, first of all to restore the production factors and revitalize farming, when restarting production meet or exceed the best levels before the crisis and, second to modernize all aspects of the agricultural sector so as to transform agriculture from subsistence farming to market with An annual growth rate of 6% or more.

Burundi has developed a draft CAADP DOCUMENT (Comprehensive African Agriculture Development Programme) planned for a period of 6 years (2010-2015) to coincide with the presumed completion of the Millennium Development Goals (MDGs). The first year will be devoted to outreach partners, policy makers, communities and beneficiaries of the administrative authorities. The following five years will be devoted to the implementation of investment choices.

This program is in synergy with the Poverty Reduction Strategy Paper (PRSP), the National Agricultural Strategy, Sector Policy and the National Program of Food Security and aims to consolidate the gains of other agricultural development projects.

### **DEMOCRATIC REPUBLIC OF CONGO (DRC)**

The Ministry of Agriculture (MINAGRI) has since 2008 prepared an “Agricultural Code” that is meant to spearhead a green revolution in DRC following a public – private partnership approach. The code’s main contribution is the security of tenure.

The Master Plan for Agricultural Development prepared way back in 1990, was to be re-updated in 2003. This plan reviewed the guidelines necessary to establish a sustainable agricultural development in the DRC. The proposed areas for sustained interventions were : (1) large rural infrastructure that would allow the opening up of much of rural areas, (2) support for a performing agricultural research, (3) facilitation for access to fertilizers and other agricultural inputs, (4) the establishment of agricultural credit services, (5) the specialization for major food crops and support for commercial crops.

This Master plan presented a coherent policy for agricultural and rural development and involving state structures, NGOs, traders, peasant producers, the different socio-professional groups, the Consumer and donors’ community as well.

The MINAGRI has been collaborating for the past 5 years with the International Fund for Agriculture Development (IFAD) to facilitate the implementation of two on-going rural development and food security related projects. PRAPE (*Programme de relance agricole dans la Province de l’Equateur*) and PRAPO (*Programme de Relance Agricole dans la Province Orientale*) with a third project in an advanced designing stage for Maniema Province.

At the current stage of economic development in DRC, agriculture is still the sector which offers the best perspectives for sustained economic growth which, with benefits for the majority of the population. No other sector can employ as many people and provide as much real wealth as the agricultural sector. Relatively few things are needed in order to relaunch the agricultural sector and make it contribute significantly to economic growth: a favourable macroeconomic context, free circulation of persons and goods, improved transport infrastructure, availability of improved seeds and planting material, a minimum of agricultural extension, etc. A general consensus on policies and actions to be taken through a participatory debate among Congolese and many stakeholders would be the best guarantee for successful economic growth.

### **KENYA**

Agricultural sector has continued to be the backbone of the national economy contributing directly 24% of Gross Domestic Product (GDP) and 65% of the export earnings. In addition, the sector provides the

livelihood of over 80% of the Kenyan population and their food security. The strengthening of the agricultural sector is a prerequisite condition for achieving economic recovery and growth.

A number of guiding policies and strategies have greatly influenced the sector. These include the Economic Recovery Strategy 2003 to 2007 (ERS), the Strategy for Revitalizing Agriculture 2004 to 2014 (SRA) and now the Vision 2030. However, the vision, mission and strategy for the development of the agricultural sector in Kenya are spelt out in the **Strategy for Revitalization of Agriculture (SRA) (2004 to 2014)**. The **SRA** is the Government of Kenya's vision for transforming the agricultural sector into a more commercially oriented and competitive sector, capable of attracting private investment and providing higher incomes and employment. The SRA has now been revised into an Agricultural Sector Development Strategy 2009 to 2020 (ASDS), to align the agricultural sector strategies to the Government of Kenya's new overall development framework, the **Vision 2030**. The ASDS aims at positioning the agricultural sector strategically as a key driver for delivering the 10 per cent annual economic growth rate envisaged under the economic pillar of the Vision 2030. The strategy is aimed at guiding the public and private effort in addressing major development challenges facing the agricultural sector.

To achieve the objectives of the sector development, the government has developed a broad strategy that involves a combination of both long term actions to enhance productive potential and incomes and programmes and policies that respond to immediate needs of the poor and food insecure. Short term measures include Waiver of Duty on imported food products (especially maize) and government importation to replenish the strategic grain reserves in times of need (SGR) (Songa, 2009).

Some examples of short term and long term food security related initiatives include: (i) Kenya Agricultural Productivity Project (KAPP), a 12-years' multi-institutional programme funded by the World Bank and the GOK that aims at increasing agricultural productivity through reforms in policy, research, extension and farmer/client empowerment, and is being implemented in 20 pilot districts in 7 provinces, starting in 2004; (ii) National Agriculture and Livestock Extension Programme (NALEP II), supported by SIDA, is an upscale of NALEP I and covers 62 districts, compared to the previous 43, aims at enhancing the contribution of agriculture and livestock to social and economic development and poverty alleviation by promoting pluralistic, efficient, effective and demand-driven extension services to farmers and agro-pastoralists; (iii) Horticulture and Traditional Food Crops Development Programme, covering 8 districts in Eastern Province, is funded by IFAD; (iv) Agricultural Sector Research under KARI and Agricultural Research Foundations (such as Coffee Research Foundation), is supported by EEC/EDF, WB, and industry stakeholders; (v) A national food security promotion programme called "Njaa Marufuku Kenya" (NMK), covering 71 districts and directly supported by the GOK, is an up-scaled implementation phase of the Kenya Special Programme for Food Security (KSPFS) that had been initiated through FAO, and its main objective is to reduce by half the number of people who are food insecure in Kenya by 2015 (MDG1) through the mobilization of farmers to form support groups who are then empowered through training and provision of seed and agro-inputs; (vi) Agricultural Sector Programme Support (ASPS), covering 15 districts in Eastern and Coast Provinces, is supported by Danida and is part of the long-term (10-15 years) Danish support to the agricultural sector in Kenya, being an up-scaling from the previous programme (called ASP) that ended in 2005 (the ASPS covers 16 districts in Eastern and Coast provinces, compared to the previous 4 under the ASP, and its objective is to contribute towards raising incomes of smallholder-farmers and agro-based micro and small-enterprises in the targeted semi-arid districts); and (vii) National Accelerated Agricultural Inputs Access Programme (NAAIAP), started by GOK in July 2007, focuses on small farmers who are currently not using modern agricultural inputs – the vast majority of farmers with less than 2 acres—and provides inputs and extension services to such farmers (it aims at

reaching 2.5 million small farmers, who farm between 0.50 and 1 hectare, will concentrate activities in 33 districts in medium and high potential areas of Kenya during the initial 3-years phase, from 2009), among many others.

## **RWANDA**

Like Uganda, Rwanda has detailed strategies and programmes for strengthening its food and nutrition security within the framework of the poverty reduction strategy paper (PRSP) process. Recent agricultural policy has been articulated through two documents published by MINAGRI: a National Agriculture Policy (NAP) issued in early 2004, followed by the *Strategic Plan for Agricultural Transformation in Rwanda – Phase I* (PSTA I) in October 2004. The NAP spells out the main areas of agriculture that need to be transformed and lays down guidelines for government intervention in the sector. The PSTA I document was intended to provide the basis for implementing the Policy, and to that end it defines four overarching Programmes and 17 Sub-Programmes and specifies detailed contents of the latter.

The four Programmes are: Intensification and development of sustainable production systems; Support to the professionalization of the producers; Promotion of commodity chains and agribusiness development; and Institutional development

The *Strategic Plan for Agricultural Transformation in Rwanda – Phase II* (PSTA II) is the current food security strategy for Rwanda for the period of four years, 2009-12. It is a revision of the previous PSTA I of October 2004. PSTA II was developed in response to the need for an updated strategy for agriculture (Republic of Rwanda, 2008). However, PSTA II retained the four Programmes of PSTA I, but reinforced and amplified them somewhat.

## **TANZANIA**

Based on discussions held with various officers of the key food security ministries in Tanzania, and consistent with both Mngodo (2010) and Mtambo (2009), unprecedented “climate change” in Tanzania has largely been responsible for the fluctuating food production situation in Tanzania. According to Ntikha (2010), agriculture in Tanzania is primarily rain-fed, a situation that makes the country particularly vulnerable to climate change. He further observes that Tanzania’s national adaptation programme of action (NAPA) that was formulated in 2005 has ranked agriculture at the top of the list of sectors for which the dependent population is most vulnerable to foreseeable climate change. An analysis of climate trends and food production in Tanzania reveals that climate change has not only resulted in a decline in crop production and productivity, but it has also led to (i) increased incidences of some harmful plant species (e.g. such weeds as *Striga*) and vermin, such as the mole rats; and (ii) an increase in the prevalence of insect pests/crop pests (e.g. *Prostephanus truncatus*, and *Bemisia tabacci*) and diseases which, in turn, have caused increased demand for pesticides and herbicides. Other negative effects related to climate change in Tanzania include droughts, floods, strong winds and low soil fertility. Available studies indicate that some of the previous highly productive areas in Tanzania, which are found in both the southern and northern highlands, are likely to continue to experience sporadic dry spells with significant decreases in average rainfall. Unreliable rainfall has inevitably prompted intensification of agriculture in wetlands and riversides.

The Government of Tanzania is very concerned about the fluctuating situation of food security in the country and has, over time, formulated a number of policies, legislations and strategies geared towards addressing environmental challenges, including the impacts of climate change on the agricultural sector (Mngodo, 2010). Relevant policies include: the Agricultural and Livestock Policy (1997), National Food Security Policy (1997), National Environmental Policy (1997), the National Livestock Policy (2006), National Water Policy of 2002 and the National Land Policy (1995). Relevant legislations include the Plant Protection Act (1997), the Protection of New Plant Varieties (Plant Breeders Rights) Act (2002), Land and Village Land Acts (1999), the Forest Act (2002), Water Resources Management Act (2009) and the National Environmental Management Act (EMA, 2004). The EMA 2004 for instance requires every sector to establish a Sector Environmental Section/Unit to oversee compliance with EMA 2004 requirements in the implementation of the sector's activities.

## **UGANDA**

Like other IGAD member states, Uganda has detailed strategies and programmes for strengthening its food and nutrition security within the framework of the poverty reduction strategy paper (PRSP) process. The Government has adopted a development policy agenda that resulted in several action plans being implemented to address the problems of poverty, hunger and malnutrition. The most important of these are: Poverty Eradication Action Plan (PEAP), 1997; Plan for Modernization of Agriculture (PMA), 2000; Health Sector Policy and Strategic Plan (HSSP); Decentralization Policy/Local Government Act, 1997; The Children's Statute No. 6, 1996; The Food and Drug Act; The Water Statute No. 7, 1997; The Uganda National Bureau of Standards Act, 1993; The Food and Nutrition Policy (UFNP), 2003; The Uganda Food and Nutrition Strategy (UFNS), 2005; and the current Development Strategy and Investment Plan (DSIP), 2010-15 (Republic of Uganda, 2005). These policies and strategies singly and collectively address various dimensions of the food and nutrition security problem in the country comprehensively.

The country is also a signatory to the Maputo Declaration, under which it is committed to the principal of agriculture-led growth as a main strategy, and the subsequent CAADP.

### ***2.3 Results, challenges and gaps***

## **BURUNDI**

In recent years, the performance of the agriculture sector has reported a 3 % (2006-2007) increase in overall food production which in reality has not offset the required food needs. This rate of growth has been equal to the population growth rate of 3.0 %, but the per capita agricultural GDP has been declining for years, with obvious implications on food and nutrition security. This is also far below the recommended 6 % agricultural sector growth of CAADP.

Burundi faces a number of challenges for achieving its food and nutrition security. These comprise a high pressure on available land for farming; a persistent lack of needed inputs (i.e. fertilizers, improved seeds, agro-chemicals, etc.); a protracted insecurity in some regions; a regular drought that affects the Northern part of the country; the need to accommodate returnees who have recently come back from Tanzania; a high population growth rate of 3% per annum; and the continued soil erosion and degradation of the natural resources base. Studies conducted recently in Burundi have reported soil loss of to 18 tons per hectare (SNA, 2008)

The following gaps are identified in Burundi's food and nutrition security strategies and programmes:

- CAADP and PNSA represent the first attempt by MINAGRIE (Ministry of Agriculture and Livestock) to implement a sector wide and food insecurity alleviation programme. These two are expensive and require proper monitoring.
- There is a serious risk of overlapping between the national and regional (CEPGL/ICGLR or ECA) food and nutrition security strategies and programmes.
- Low level of budgetary allocation to the agricultural sector below the CAADP threshold of 10% of the national budget.
- No effective M&E to guide implementation and measure performance.

### **DEMOCRATIC REPUBLIC OF CONGO (DRC)**

The review of the agricultural sector carried - out in 2003 with the support of the World Bank revealed that constraints perceived in the agricultural sector are at two levels: endogenous and exogenous. The following exogenous constraints affect the expansion of the agricultural sector in the DRC : (a) economic policies implemented by successive governments that were in power in the country; (b) the looting that took place in 1991 and 1992; (3) the degradation of economic infrastructure; etc. And the highlighted endogenous constraints are: (4) the degradation of infrastructure that supports marketing, which leads to the non competitiveness of the products from the agricultural sector; (5) the inadequacy of basic agricultural services, which has resulted in the low productivity of the agricultural sector; (6) the low organisational and technical capacity of producers' organisations and (7) the Insecurity of tenure. (M, Kapambwe, 2009). The time has come for the DRC to consider the development of the agricultural sector.

### **KENYA**

While there is little doubt that climate change has negatively impacted on food security in Kenya, inappropriate policies and government responses to food insecurity in the past are equally to blame. The observed declining trend in agricultural productivity can be associated with inadequate and/or inappropriate policies to address agricultural production. The outcome has been rising food prices and declining terms of trade (livestock versus grains) in pastoral and agro-pastoral areas. Rising food prices in the face of declining terms of trade in pastoral and agro-pastoral areas, which traditionally suffer from food shortages, especially during droughts, have certainly made the food insecurity situation become very severe throughout Kenya.

From a food insecurity perspective, year 2009/10 has been very challenging in Kenya's history. Raising adequate resources to deal with emergency situations has been very challenging, but development partners have been quick to respond when called upon to give relief aid at such times. It sounds ironical that development partners are quick to support relief efforts but are slow to support food security initiatives that would avoid the need for future relief efforts. Although Kenya has been and still is undertaking many food security initiatives, limited information is available on the impact of such initiatives on food security and nutrition. Kenya claims that it is committed to the AU/NEPAD principles and CAADP framework, and that its food security related initiatives are compliant with these ideals. However, it is not clear how these ideals influence its budgetary process. Kenya is also a member of the EAC, IGAD, ICGLR and COMESA, and it is not clear how commitments to EAC, IGAD, ICGLR and COMESA influence its food security related activities.

## **RWANDA**

Rwanda has made significant economic progress in recent years. Since the end of 1998, annual GDP growth has averaged 5.8% per annum. The recovery of the tourism industry and infrastructure has helped the emergence of structural shift in the economy, with the service and industry sectors growing at an average of 8% per annum. Agriculture, which remains the most important economic sector, has grown from -0.4% in 2007 to 15% in 2008 resulting in significant improvements in the food and nutrition security of the population. For instance, prior to 2008 average calorie availability hovered around 1,800kcal/person/day, while in 2008 and 2009 this has increased to 2,300 kcal/person/day; thus exceeding the WHO standard of 2,150kcal/person/day for the first time since 1994. Similarly, the production of proteins has increased from 37g to 46g per person per day between 2004 and 2009, while lipid production increased from 7g to 21 g per person per day (compared to the WHO target of 59g of protein and 40g of lipids per person per day. In addition, livestock numbers, as well as their productivity, has increased significantly in the last few years. Milk production, for example, increased from 190,000 to 250,000MT between 2007 and 2008, which has been complemented by an improved milk marketing chain, to ensure that increases in production result in higher incomes for producers.

Rwanda's agricultural sector faces a set of unique challenges. These include: high population density and resultant land scarcity; high rates of soil erosion due to steep sloped landscape, with resultant deterioration of soil fertility; low levels of improved technology use, including fertilizers and seeds; high level of poverty, especially in rural areas; and In terms of gender equality, heavy burdens continue to be placed on women, who are responsible for the majority of food crop production. Rwanda faces similar gaps as Uganda in many respects in its food and nutrition security strategies and programmes.

## **TANZANIA**

Unprecedented "climate change" in Tanzania has not only resulted in a decline in crop production and productivity, but it has also led to (i) increased incidences of some harmful plant species (e.g. such weeds as *Striga*) and vermin, such as the mole rats; and (ii) an increase in the prevalence of insect pests/crop pests (e.g. *Prostephanus truncatus*, and *Bemisia tabacci*) and diseases which, in turn, have caused increased demand for pesticides and herbicides. Available studies indicate that some of the previous highly productive areas in Tanzania, which are found in both the southern and northern highlands, are likely to continue to experience sporadic dry spells with significant decreases in average rainfall. Unreliable rainfall has inevitably prompted intensification of agriculture in wetlands and riversides (Mngodo, 2010).

Tanzania has been and still is undertaking many food security related initiatives. However, limited information is available on the impact of such initiatives on food security and nutrition. Tanzania claims that it is committed to the AU/NEPAD principles and CAADP framework, and that its food security related initiatives are compliant with these ideals. However, it is not clear how these ideals influence its budgetary process. Tanzania is a member of the EAC, IGAD, ICGLR and SADC, and it is not clear how commitments to EAC, IGAD, ICGLR and SADC influence its food security related activities.

## **UGANDA**

Evidence suggests that in recent years, the performance of the agriculture sector has not been impressive. Real growth in agriculture output declined from 7.9% in 2000/01 to 0.1% in 2006/07, before recovering to 1.3% and 2.6% in 2007/08 and 2008/09, respectively (Republic of Uganda, 2010). This rate of growth has been less than the population growth rate of 3.4%, implying that per capita agricultural GDP has been declining, with serious implications for food and nutrition security. It is also far short of the 6% growth target for agricultural sector required by CAADP.

Uganda faces a number of challenges to achieving its food and nutrition security. These include: a high population growth rate of 3.2% per annum, the third highest rate in the world; the country is experiencing degradation of land resources with declining soil fertility and top soil losses of as much as 5 tons per hectare per annum in some areas; perhaps the most serious challenge of all is climate change, which is already being experienced. Average temperatures in Uganda are likely to increase by up to 1.5°C in the next 20 years and up to 4.3°C by the 2080. There are likely to be changes in the frequency or severity of extreme climate events, such as heat waves, droughts, floods and storms. All these will have significant implications for water resources, food security, natural resource management, human health, settlements and infrastructure, and will have the potential to halt or reverse the country's development trajectory (Republic of Uganda, 2010).

The following gaps are identified in Uganda's food and nutrition security strategies and programmes:

- DSIP is the first attempt by the agricultural sector to implement a sector wide programme. This approach requires robust and functional government structures, systems, procedures, processes and political and institutional will which are not fully in place (Republic of Uganda, 2010).
- There is an absence of clear linkage between national and regional (IGAD or ECA) food and nutrition security strategies and programmes.
- Lack of or insufficient effective market institutions, systems and mechanisms to link farmers to domestic, regional and international markets. There is bias towards increasing production in government strategies, programmes and funding at the expense of market and trade development and promotion.
- Low level of budgetary allocation to the agricultural sector below the CAADP threshold of 10% of the national budget.
- No effective M&E to guide implementation and measure performance.

### **3. Food Security in Regional Economic Communities (RECs)/ Intergovernmental Organizations (IGOs)**

#### ***3.1 Current food security status***

##### **EASTERN AFRICAN COMMUNITY (EAC)**

The United Nations (FAO) statistics indicate that nearly 20 million people in the EAC region are food insecure, and are depending on food relief (World Vision (Kenya and EA), February 2010). Widespread poor and erratic weather patterns, resulting in massive food shortages and rising food prices are largely to blame for food insecurity in the EAC region. However, food security situation varies from country to country. For Tanzania, food situation during the 2009/2010 has not been satisfactory due to poor food production performance during the 2007/2008 and 2008/2009 period (Mngodo, 2010). For Kenya, Food Security Status in 2009/2010 is gloomy: about 9.9 million people are food insecure, with production of maize and other major crops, such as beans, potatoes and wheat, being reported to have dropped by as much as 40% of the expected production (Ingosi, 2010). The food situation in Uganda, Rwanda and Burundi has mixed signals: whereas the three states tend to be generally food secure, Hakuza (2010) notes that there are some pockets of food insecurity, particularly in the Karamoja, Acholi, Teso, and Elgon regions of Uganda.

At a recent (16 February 2010) food security symposium that was organized by the FAO's Country Office in Kenya in Nairobi, it was noted that Kenya has the largest food deficit among the EAC countries. Using the anticipated maize stocks as the yardstick for the food security situation, the forecasted maize grain situation in relation to the expected consumption requirements within the EAC by June 2010 will be a deficit of 714,000 metric tons for Kenya, a deficit of 447,515 tons for Tanzania, a surplus of 409,000 tons for Uganda, and a surplus of 206,500 tons for Rwanda (World Vision, Kenya and EA). The maize surplus situation in Uganda has already resulted in a big decline in maize prices in the country ("The East African", a Weekly Newspaper, February 22-28, 2010 Issue, p.5). Despite the current food situation in Uganda, Rwanda and Burundi, food insecurity still exists in these countries if gauged against a food utilization and nutrition perspective.

The EAC region is frequently affected by serious food shortages, with some serious pockets of hunger, even though the region as a whole has a huge potential and capacity to produce enough food for regional consumption and a large surplus for export to the world market. A number of factors cause food insecurity in the EAC, but the key ones include inadequate food exchange or trade between places of abundant harvests on one hand and those with deficit harvests on the other hand, high variability in production due to high variability of weather (droughts and floods), which is becoming too frequent due to climate change, poverty, poor economic performance, land availability and access as well as other associated land tenure issues, land degradation, and human conflicts and internal displacements. Ironically, the EAC countries are usually represented at high level Conference on Food Security (e.g. at FAO, Rome in 2008), yet these countries continue to experience food shortages whenever droughts occur due to their heavy reliance on rain-fed agriculture. Irrigated agriculture needs to be enhanced.

## **INTERGOVERNMENTAL AUTHORITY ON DEVELOPMENT (IGAD)**

Despite well intended strategies and programmes undertaken in the past, the IGAD region is still perhaps the most food insecure part of the world, with over 70 million people facing chronic hunger and poverty (IGAD 2005). Over the past several years, the region, like other parts of the world, has experienced sharp increases in food prices, arising mainly from climate change, high fuel prices and conversion of food into bio-fuels by major food exporting countries (IGAD 2008). Other causes of food insecurity include: severe and recurrent droughts; perennial internal and inter-state conflicts; diseases (HIV/AIDS, Malaria, RVF, etc.); high population growth rates; land degradation; low technology agriculture; poor infrastructure and poverty.

In 2008, the region was estimated to have about 15% cereal food deficit of about 4 million tons, with imports amounting to about 1.1 million tons. Livestock contribute nearly 60% of the combined agricultural GDP of the IGAD member states, ranging from 20% in Uganda to nearly 90% in Somalia, and are an important component of the livelihoods of an estimated 40 million poor people in the region. However, member states do not have policies in place to optimize the contribution of the livestock sector to food security and GDP (IGAD, 2009).

## **INTERNATIONAL CONFERENCE ON THE GREAT LAKES REGION (ICGLR)**

The ICGLR region is regularly affected by serious food shortages for the past two to three decades, with some serious pockets of hunger, stunting in children, even though the region as a whole has a huge potential and capacity to produce enough food for regional consumption and a large surplus for export to the world market.

A number of factors cause food insecurity in the ICGLR countries, but the key ones include: (a) low agricultural sector production, (b) inadequate agricultural technology, (c) persistence of some inappropriate food utilization habits, (d) inadequate food exchange or trade between places of abundant harvests on one hand and those with deficit harvests on the other hand, (e) the civil strife that has engulfed some regions for the past two decades, (f) the occasional drought that affect some regions every five to seven years, etc.

## **ECONOMIC COMMUNITY OF GREAT LAKES COUNTRIES (CEPGL)**

Recent WFP and FAO statistics indicate that nearly 50 to 58 million people in the CEPGL are food insecure and, a wider section of these vulnerable depend solely on food relief aid. This situation will tend to persist due to a lack of appropriate measures and interventions that could gradually reduce the on-going food insecurity.

In DRC, persistent reduction and gaps have been reported for most of the major food crops from thousand to millions tons (MINAGRI, 2008). However, food security situation varies from region to region and country to country. For DRC, it is expected a gradual reduction of the food insecure people with the peace and resumption of farming and many socio-economic activities. There are still pockets of food insecurity in parts of Eastern Province and much of the Northern and Southern Kivus. In Burundi, a gap of 400,000 tons equivalent cereals to be covered by food relief aid is expected. The Northern region of Burundi is in a dire food security situation with people migrating out of their provinces.

### ***3.2 Food security programmes undertaken in RECs/IGOs***

#### **EASTERN AFRICAN COMMUNITY (EAC)**

Guided by the principle that individual countries should undertake food security related initiatives, programmes and projects that take advantage of their unique endowments and conditions, the EAC Secretariat is aiming at undertaking food security related initiatives, programmes and projects that are of “interregional nature”. The goal should be to minimize resource misallocation.

To complement the various efforts that the individual EAC Individual Partner States are taking to promote food security in their countries, the EAC (Agriculture and Food Security Department, EAC-AFSD) has formulated and developed an Agriculture and Rural Development Policy (EAC-ARDP) to address food security issues in the EAC, following a directive by the EAC Council of Ministers.

The development of an EAC Food Security Action Plan (EAC-FSAP) is an important milestone in the efforts being made to realize food security within the EAC. Though the Plan (EAC-FSAP) is at its draft stage, it is already being used to guide the operations of the EAC with regard to food security issues.

The EAC-FSAP outlines the key activities that the EAC plans to undertake to address the key factors that cause food insecurity in the East African Community, and the following are recognized to be the key areas of priority interventions: (i) provision of an enabling policy, legal and institutional framework, (ii) increasing food availability in sufficient quantity and quality, (iii) improving access to food, (iv) improving food stability in the EAC region, (v) promotion of food utilization.

The EAC collaborates with the other RECs and IGOs in food security related initiatives by trying to create an enabling environment within its mandate area through the harmonization of their policies. This effort is facilitated through the meetings of the EAC Council of Ministers and the EAC Heads of State Summits.

#### **INTERGOVERNMENTAL AUTHORITY ON DEVELOPMENT (IGAD)**

IGAD has developed successive strategies and plans to address food security issues of the region, namely the IGAD Food Security Strategies of 1986, 1990, 2003 and the most recent one of 2005-8.

The formulation of the 2005-8 strategy involved a detailed examination of the food security policies of the member states, identifying areas of regional cooperation and suggesting regional actions to enhance regional food security, and specifying the role of the IGAD Secretariat and the member states in implementing the strategy.

The Strategy was formulated to deliver four regional strategic outputs, namely harmonized policies, information, capacity building, and science and technology. The overall objective of the Strategy was enhanced capacity of IGAD member states to achieve food security through closer regional cooperation in sustainable food production, marketing and poverty reduction. The strategy envisages regional actions to boost food production, improve marketing and provide safety nets for vulnerable populations.

IGAD has received the cooperation of partners including the European Commission, the African Development Bank (ADB), African Union (AU), United Nations Food and Agriculture Organization (FAO),

Global Mechanism (GM), New Partnership for African Development (NEPAD), Sahara and Sahel Observatory (OSS), United Nations Convention to Combat Desertification (UNCCD), United Nations Environmental Programme (UNEP) and the World Meteorological Organization (WMO) (IGAD, 2009).

### **INTERNATIONAL CONFERENCE ON THE GREAT LAKES REGION (IGLR)**

Heads of states of the eleven member States of ICGLR agreed to transform the Great Lakes Region into a space of sustainable peace and security for States and peoples, political and social stability, shared growth and development.

This is implemented based on the strategies and policies of convergence within the framework of a common destiny which they are determined to build, in line with the aspirations of their peoples, in conformity also with the AU Vision and Mission, and in partnership with the United Nations, the African Union, and the International Community as a whole.

ICGLR has developed five major programmes which are: (1) Peace and security; (2) Democracy and good Governance; (3) Economic development and regional integration; (4) Humanitarian, social and environmental issues and (5) Cross cutting issues. The food security sub-programme is part of the “Economic development and regional integration” cluster and revolves around agriculture, livestock and fisheries development.

IFDC is implementing a regional “catalyst project” that is working in the five countries of ICGLR (Burundi, Eastern DRC, Rwanda, Tanzania and Uganda) with aspects of land improvement and reforestation with fast growing trees species. UNDP through FAO had initiated and carried-out a number of food security related projects.

### **ECONOMIC COMMUNITY OF GREAT LAKES COUNTRIES (CEPGL)**

Since its inception, CEPGL had made remarkable progress with functional food security related programmes. The civil strife that had engulfed the CEPGL countries from 90’s to date did not allow for a resumption of the research activities that were being implemented. CEPGL was reinstated again in 2007 with five programs under the economic integration portfolio: Since the early 90’s CEPGL had known a period of low activities or no activities at all. CEPGL was reinstated again in 2007 with 5 programs under the economic integration portfolio: (1) Peace and security, Democracy and good governance, (2) Agriculture and Food security, (3) Energy, infrastructures and communication, (4) Education and scientific research and (5) Investment.

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The revived programme on agriculture and food security of CEPGL aims to improve food balance and security in member States and increase agricultural trade. Several projects are planned from the supply of high-yielding seeds to inputs delivery, livestock breeding, agricultural mechanization, storage facilities

for agriculture products, etc. as part of the implementation of the renewed programme. The planned projects will be finalized and executed through a collaborative framework with the CEPGL specialized Agricultural and livestock research institute (IRAZ).

National Research Institutes (*Institut National pour les Etudes et la Recherche Agronomiques-DRC-INERA, Institut des Sciences Agronomiques du Burundi-ISABU*) have been collaborating through ASARECA with a number of IARC's (International Agricultural Research Centre of the CGIAR ) to support a growing number of food security related research and initiatives from the early 80's with various interventions from the provision of seeds for major food crops to Natural Resources Management.

### **3.3 Results, challenges and gaps**

#### **RECs/IGOs**

Despite laudable successive strategies and programmes implemented by the RECs/IGOs active in the sub-region, food and nutrition insecurity are still rampant in the Eastern African region member states. This is accompanied by an accelerated depletion of the natural resource base and degradation of the environment. A number of challenges arose to limit effectiveness implementation of the strategies. These include:

- i. Insufficient capacity by both RECs/IGOs and member states to implement the strategies and a multitude of often complex programmes and projects.
- ii. Donors' failure to remit pledged funds for implementation.
- iii. Lack of clear or proper definition of roles between RECs/IGOs and the member states.
- iv. Lack of clear vision, mission, mandate, role, priorities, tasks and outputs for IGAD.
- v. Weak or limited interaction between the RECs/IGOs Secretariat management staff and the technical implementing teams.
- vi. A multitude of uncoordinated top-down international initiatives, i.e. "too many cooks spoiling the soup".
- vii. Lack of or insufficient cooperation by partner organizations in programme implementation.
- viii. Lack of or under-developed markets. It is increasingly acknowledged that one of the single biggest challenge to agricultural and food production in the sub-region is related to markets. Lack of markets and poor marketing infrastructure make agriculture an unprofitable venture.

There are five main gaps identified within the strategies and programmes of RECs/IGOs; namely:

- There are pronouncements about ensuring food and nutrition security for all citizens, but food and nutrition insecurity persists, and in many countries is deteriorating over time.
- There is a gap between planning and implementation. Strategies, programmes and projects have been formulated and reformulated with limited implementation, due to the above challenges, which keep recurring during implementation. Many policy, strategy and programme initiatives seem to be donor driven.
- There is a gap between pronouncements to improve marketing or linking farmers to markets and investments required to make the markets work well for the poor. There is

a bias towards supply enhancing rather than demand enhancing strategies, programmes, projects and activities. The thrust has been towards increasing production.

- There is a gap between pronouncements for CAADP compliance in policies and strategies, and the level of budgetary allocations to the agricultural sector by member states. There is no member state which is allocating at least 10% of its national budget to the agricultural sector as required by CAADP.
- Lack of effective M&E to guide implementation and measure performance. It is not clear that M&E systems are in place to detect early when things are going wrong and trigger rectification. Programs seem to have been implemented until an external or donor funded consultancy review is commissioned that often resulted in recommendations to reformulate strategies.

## **4. Lessons Learned**

### **4.1 Pilot Countries**

- Member states are focused on domestic strategies and programmes with little regional focus.
- Food and nutrition strategies and programmes are biased towards supply (production) enhancing with little on demand (market) enhancing; towards primary production and much less on value addition.
- Countries are implementing programmes using a sector wide approach, but conditions necessary for the success of sector wide approach lacking.

### **4.2 RECs/IGOs**

- Food and nutrition insecurity is still a major challenge in all the RECs and IGO regions, and in some countries it is getting worse. The major causes are rampant poverty, adverse climatic changes, raging conflicts and rapid population increases. Programmes implemented appear to be ineffective.
- Agricultural production is largely rain-fed, with little irrigation, thus prone to the vagaries of droughts.
- RECs/IGOs are pursuing various strategies and programmes addressing the issues of food and nutrition security. However, all of them are biased in content and resource allocation toward increasing agricultural production with much less on market and trade development.
- Strategies and programmes are mainly donor driven, and keep changing, with less than full implementation, to new ones, with changing donor demands.
- Limited capacity for implementation. Often, programmes are too many, complex and multi-sectoral, requiring human and financial capacities that are not in place.
- Limited coordination and interaction between Secretariats and implementing field teams as well as with member countries in implementation.
- Multiplicity of RECs/IGOs, where a country belongs to more than one REC/IGO. This tends to create confusion or divided loyalty or commitment. It also makes it expensive for member

country contributions, and hence many are in arrears. This limits the capacity of RECs/IGOs to implement programmes.

## **5. Way Forward and Recommendations**

In general, increased agricultural production strategies and programmes implemented in the various RECS/IGOs and member countries should now be complemented with significant market and trade development programmes to complete the value chain. Without market and trade development, farmers and livestock producers get discouraged from surpluses and resultant below production cost prices they receive due to lack of remunerative markets. Improved returns and incomes from remunerative markets would act as an incentive to agricultural producers to invest more for increased production. Promoting trade in the larger Eastern Africa region would offer remunerative markets to agricultural producers. But market and trade development should be accompanied by risk management strategies to cope with climatic change, sub-regionally conflict prevention and resolution mechanisms, population control interventions, and targeted social protection interventions to protect the poor and vulnerable groups.

The way forward and recommendations listed below are meant to be illustrative and not exhaustive. In their operationalization, local context and peculiarities play an important role and inform the approaches adopted. Many of the suggested recommendations are being implemented already and are part of the day to day policy making and programme implementation routine of member States and RECs/IGOs. In these cases, scaling-up of these interventions is what is needed. The need to prioritize investment in human and social capital formation permeates all recommendations.

### **5.1 Pilot Countries**

The countries should:

- i. Increase investments in agricultural sector to at least the CAADP minimum of 10% of national budget. This will avail adequate resources for implementation of food and nutrition security programmes.
- ii. Promote domestic and regional trade as a pathway to increased agricultural production and productivity, as well as to food and nutrition security, through investments in the development of pro-poor markets, market systems and mechanisms, infrastructure (e.g transport corridors) and elimination of non-tariff barriers.
- iii. Implement targeted input subsidies programmes to enhance production and productivity.
- iv. Scale up social protection interventions targeting well identified vulnerable populations that cannot access markets for their food and nutrition security.
- v. Embrace a regional approach in the development of shared natural resources e.g. river basins, lakes, forests and minerals.

### **5.2 RECs/IGOs**

The RECs/IGOs should:

- i. Focus on comparative advantage of being REC/IGO vis-a-vis member countries: i.e. RECs/IGOs should focus on coordination and capacity enhancement of member countries while the member countries focus on implementation of programmes.
- ii. Identify best practices in food and nutrition security in the region and promote scaling out throughout the region.
- iii. Promote regional trade as a pathway to increased agricultural production and productivity, as well as to food and nutrition security.
- iv. Promote harmonization of policies and mechanisms for regional programmes.
- v. Promote the enhancement of human, financial and physical capacities for the implementation of regional programmes.
- vi. Promote regional risk management interventions to assist countries cope with climatic change.
- vii. Improve coordination among RECs/IGOs in the development and implementation of regional trans-REC/IGO programmes.