



Agricultural and Food Security Policies and Small Scale Farmers in the East African Community

2 - Regional Policies

Contribution to ESAFF regional advocacy strategy

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Summary:

The study *Agricultural and Food Security policies and small-scale farmers in the East African Community* was conducted by Gret as part of INVOLVE project conducted by ESAFF (*Eastern and Southern Africa Small Scale Farmers' Forum*) to review:

- the main policy commitments on agriculture and food security in East Africa, at national and regional levels, as well as the state of implementation and the main strengths, weaknesses and constraints for this implementation,
- the degree of involvement the civil society organisations, and specifically small scale farmers' organisations, in the policy process and their positions on these policies.

The present report is related to the *EAC regional policies*.

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The East African Community (Burundi, Kenya, Rwanda, Tanzania, Uganda)



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ACRONYMS

ARDP	Agriculture and Rural Development Policy
ARDS	Agriculture and Rural Development Strategy
ATNR	Committee on Agriculture, Tourism and Natural Resources
CAADP	The Comprehensive Africa Agriculture Development Programme
CDF	Consultative Dialogue Framework
CESTRA	Centrale des Syndicats des Travailleurs du Rwanda
CET	Common External Tariff
COMESA	Common Market of Eastern and Southern Africa
COSYBU	Confédération des Syndicats du Burundi
COTU-K	Central Organisation of Trade Unions-Kenya
CSO	Civil Society Organisation
E3ADP	East African Agri-enterprises and Agro-industries Development Program
EABC	East African Business Council
EAC	East African Community
EACSOFF	East African Civil Society Organisations' Forum
EAFF	Eastern Africa Farmers Federation
EAGC	East African Grain Council
EALA	East African legislative Assembly
EPA	Economic Partnership Agreement
ESAFF	Eastern and Southern Africa Small Scale Farmers' Forum
FAO	Food and Agriculture Organisation
FASP	Framework for African Food Security
FSAP	Food Security Action Plan
FTA	Free Trade Agreement

GDP	Gross Domestic Product
MEACA	Ministry of East African Cooperation Affairs
MVIWATA	Mtandao wa Vikundi vya Wakulima Tanzania (National Network of Farmers' Groups in Tanzania)
NEPAD	New Partnership for Africa's Development
NGO	Non Governmental Organisation
NOTU	National Organisation of Trade Unions (Uganda)
NTB	Non Tariff Barrier
OSBP	One-Stop Border Post
RFBS	Regional Food Balance Sheet
SADC	Southern African Development Community
SPS	Sanitary and Phyto-Sanitary
TCP	Technical Cooperation Programme
TUCTA	Trade Union Congress of Tanzania
WSSD	World Summit of Sustainable Development
ZATUC	Zanzibar Trade Union Congress

INTRODUCTION

The present report was produced as part of INVOLVE project (*Involving small scale farmers in policy dialogue and monitoring for improved food security in the East African Region*) implemented by ESAFF (*Eastern and Southern Africa Small Scale Farmers' Forum*) in the five countries of the East African Community (EAC), namely Burundi, Kenya, Rwanda, Tanzania and Uganda, in partnership with the Tanzanian small-scale farmers organisation MVIWATA and the French NGO Gret, with the participation of the other ESAFF members in Burundi, Kenya, Rwanda and Uganda, and with the financial support of the European Union. INVOLVE project aims at strengthening the capacities of ESAFF and its members in the five countries of the East African Community (EAC):

- to contribute to the formulation and monitoring of the policies that have an impact on food security at local, national and regional levels;
- to foster agricultural commodities' trade within the region, building on MVIWATA-managed district-based bulk markets as pilot experience. MVIWATA has been supporting these bulk markets in various regions for more than ten years, in order to enhance market access for small scale farmers and improve trade conditions to their benefit.

Objectives and scope of the study

The objective of the study *Agricultural and Food Security policies and small-scale farmers in the East African Community* is to enable each ESAFF organisation to influence the situation in the countries of the EAC, as well at regional level. Specifically, the study is aimed at helping ESAFF organisations to build their national advocacy strategy and a regional strategy at EAC level.

The study does not intend to bring ready-made solutions or advocacy positions to be taken directly by ESAFF members. It intends to create a common understanding of food and agricultural policies of the five countries among ESAFF members.

An essential step of this study will be to put in debate the observations and the findings. Such debates will hopefully bring new questions on the table, new perspectives from other countries' experiences and fresh ideas to advance small scale farmers' interests.

This debate should help each ESAFF member organisation to make its own choices in terms of policy they want and advocacy they need to conduct.

The geographical coverage of the study is the same as the East African Community. This is due to the coverage of INVOLVE project and it makes sense in terms of regional agri-

cultural policies. However, linkages among ESAFF members could be done at a large scale, involving other neighbouring countries.

The study focused on the following questions:

What are the main policy commitments on food security in East Africa, at national and regional levels?

What are the positions of civil society organisations on these policies?

How is the civil society involved in the policy process and how does it monitor such commitments?

Methodological approach

As explained above, the purpose of the work is not to conduct an exhaustive research on agricultural and food security policies. It is more to mobilise knowledge of each country's situation to create exchange and debate among ESAFF members, in order to build the best possible advocacy strategies.

The methodological approach remained pragmatic and tried to use the best the limited resources available:

- Desk research on the context for food and nutrition security in the region and in the countries: situation, trends and key policies; and
- Interviews in country of key stakeholders: farmers' organisations, NGOs, civil society networks, ministries, academics, etc.

Study work was conducted by Laurent Levard and Louis Pautrizel, Gret experts in agricultural policies, with the participation of Cécile Laval for literature review activities, as part of a traineeship, in close relationship with ESAFF member organisations in the countries. Due to the constraints in time and resources, interviews and meetings had to be conducted in one week per country, leading to some gaps in the collection of data and interviews with stakeholders. However, as explained above, the study doesn't aim at being exhaustive in all policies and actors involved, but at creating debate and exchange among ESAFF members.

The findings were presented to and discussed with ESAFF members during a regional workshop, held in Dar es Salaam in September 2014.

The support provided by ESAFF members was extremely useful in identifying stakeholders, getting contacts, analysing primary raw information, etc. The result of the study is obviously influenced by what ESAFF members in the countries consider as key issues.

The authors thank all of the people they have interviewed for their cooperation in making this study possible.

The report on regional policies

This report presents the findings of the specific study conducted on *regional EAC agricultural and food security policies*, in complement of *specific studies on national policies in Kenya, Rwanda, Tanzania and Uganda*. A *summary report* of all the specific studies is also available.

The *report on regional policies* was addresses successively:

- The regional context; EAC integration process and the regional development strategy,
- The EAC Food Security Action Plan,
- The CAADP regional process,
- Other policies related with agriculture,
- The participation of the Civil Society at regional level,
- The main lessons for ESAFF and its national members.

I. THE CONTEXT: EAC INTEGRATION PROCESS AND REGIONAL DEVELOPMENT STRATEGY¹

1. EAC Integration process

The East African Community (EAC) is the regional intergovernmental organisation of the Republics of Burundi, Kenya, Rwanda, the United Republic of Tanzania, and the Republic of Uganda, with its headquarters in Arusha, Tanzania.

The Treaty for Establishment of the East African Community was signed on 30 November 1999 and entered into force on 7 July 2000 following its ratification by the original three Partner States – Kenya, Tanzania and Uganda. The Republic of Rwanda and the Republic of Burundi acceded to the EAC Treaty on 18 June 2007 and became full Members of the Community with effect from 1 July 2007.

According to the Treaty, The *Vision* of EAC is a “*prosperous, competitive, secure, stable and politically united East Africa*”; and the *Mission* is to “*widen and deepen Economic, Political, Social and Culture integration in order to improve the quality of life of the people of East Africa through increased competitiveness, value added production, trade and investments*”. The EAC aims “*at widening and deepening co-operation among the Partner States in, among others, political, economic and social fields for their mutual benefit. To this extent the EAC countries established a Customs Union in 2005 and a Common Market in 2010. The next phase of the integration will see the bloc enter into a Monetary Union and ultimately become a Political Federation of the East African States*”.

The negotiations for the East African Monetary Union, which commenced in 2011, and fast tracking the process towards East African Federation “all underscore the serious determination of the East African leadership and citizens to construct a powerful and sustainable East African economic and political bloc”.

EAC has set up its own bodies :

- the Summit of the Head of States;
- the Council of Ministers (with the creation of a Ministry of East African Cooperation Affairs – MEACA in each country);

¹ EAC Website.

- Sectoral Committees that prepare programs and identify priority areas, and with the coordination of a Co-ordination committee;
- The East African Court of Justice;
- The East African Legislative Assembly;
- The Secretariat, which is the executive organ of the Community.

Since the creation of the EAC, Agricultural development has been officially recognized as a priority for the region. The Treaty establishing EAC calls for the rationalization of agriculture production with a view to promoting complementarity and specialization in the sustainability of national agricultural programmes in order to insure:

- A common agricultural policy;
- Food sufficiency within the community;
- An increase in the production;
- Post harvest preservation and conservation and improved food processing².

According to the Treaty, the co-operation covers the following areas:

- seed multiplication and distribution;
- livestock multiplication and distribution;
- plant and animal diseases control;
- irrigation and water catchments management; and
- food security.
-
- The Community operates on the basis of a five-year Development Strategy. In 2011, the 4th EAC Development Strategy (2011/12 – 2015/16) was adopted.

2. The 4th EAC Development Strategy (2011/12 – 2015/16)³

The 4th EAC Development Strategy (2011/12 – 2015/16) doesn't include specific objective or priority area related to food security as such. Under Development Objective 6 "*To develop and strengthen the Regional competitive and sustainable productive Sectors to support regional and integration process*", the first priority Area relates to agriculture ("*Promotion of agricultural productivity and value addition for increased international and cross border trade and sustainable food security*"), with the following strategic interventions :

a) Expansion of the supply capacities through enhanced productivity, adoption of appropriate technology and input usage, capacity for emergence preparedness and response, expansion of irrigation potentials as well special programmes for the Arid and Semi Arid Land (ASAL) regions and pastoralists communities.

² EAC, Agriculture and rural Development Policy for the East African Community, 2006

³ EAC, 2011

- b) Establishing and strengthening of agro-processing and agri-business for enhancing value addition
- c) Institutionalization of investment in research and sharing of information within selected agricultural research Centres of Excellence
- d) Joint regional production of agricultural inputs, seed production and distribution;
- e) Joint management of trans-boundary plant and animal diseases control, animal breeding and distribution
- f) Addressing agriculture sector competitiveness through price mechanisms, to meet food safety and related international market requirements.
- g) Enhanced regional market information and early warning systems to monitor food shortage.
- h) Institutional capacity development including establishment of funds for Agricultural Development.
- i) Harmonization of remaining regional policies, regulations and technical Standards/SPS.
- j) Strengthening of stakeholder groupings including associations to enhance participatory development
- k) Co-operation in agriculture and food security.

The total budget for Agriculture and livestock amount to USD 49,550,000, ie 3.8% of the total budget of the 4th EAC Development Strategy (USD 1,288,538,790).

We can also consider that other interventions (trade, common market, energy, health, etc.) also contribute to agricultural development or/and food security.

The strategy is funded through contributions from Partner States, Development partners and the Private sector.

Actually, “the bulk of [the activities of the strategy is] implemented at the national level alongside development agenda while a limited number [is] implemented through inter and intra-regional frameworks”.

The 4th EAC Development Strategy specifies that “*agriculture and food security will receive more serious attention by the EAC in the next Decade [2011 – 2020] to tap the great potential that the Sector offers. This will be achieved through implementation of the EAC Agriculture and Food Security Action Plan so as to ensure structural change as well as technological upgrading of agriculture, especially in the face of adverse climate change*”.

II. EAC FOOD SECURITY ACTION PLAN

Firstly, it should be noted that an *EAC Agriculture and Rural Development Policy* (EAC-ARDP) was developed ten years ago. It guides sectorial initiatives and serves as the common agriculture policy for the region. EAC ARD Strategy provides detailed actions and interventions for the implementation of the policy from 2005 to 2030⁴. ARDP and ARD Strategy overall objectives are the *achievement of food security and rational agricultural production* with a set of specific objectives. The interventions of the Strategy are classified in broad categories: production; trade and commerce; services and infrastructure; natural resources conservation; and institutional arrangements⁵. These documents provide the fundamental framework to guide regional agriculture initiatives in the Community⁶.

However, more recently, the EAC has developed new documents related to agriculture and food security issues, namely the 4th *EAC Development Strategy* (2011/12 – 2015/16) (see above) that is not specific to agriculture but underlines the key role of agriculture for the region, and the *EAC Food Security Action Plan* (FSAP, 2011-15), launched in 2010. Agriculture and food security are identified as a priority area within the framework of an overall strategy through which EAC plans *to become an industrialized, competitive player in Africa and globally over the next decade*⁷. The main objective of the agricultural Sector is *to promote value addition, productivity and agricultural supplies to realize cross border trade for sustainable food security*.

The EAC Food Security Action Plan was adopted in 2011, in order to address food insecurity in the region. It aims at guiding coordination and implementation of the joint programmes and projects emanating from this plan. The priority areas, main actions of the EAC Food Security Action Plan, as well as the estimated costs and the time-frame, are the following :

- **1) Provision of enabling policy, legal and institutional framework**

Objective 1 : to create a harmonized approach for enhancement of food security in the East African region):

- Development of a regional food security and nutrition policy (USD 3m, 2011-15)
- Adoption and enforcement of a regional SPS legal, regulatory and institutional framework (USD 0.5m, 2011-12)
- Adoption and enforcement of a regional standards legal, regulatory and institutional framework (USD 2.5m, 2011-12)

⁴ Afun-Ogidan Dolly, Van Seters Jeske and Rampa Francesco, 2012

⁵ EAC, Agriculture and rural Development Policy for the East African Community, 2006 - EAC, Agriculture and rural Development Strategy for the East African Community (2005-2030), 2006

⁶ Afun-Ogidan Dolly, Van Seters Jeske and Rampa Francesco, 2012

⁷ Afun-Ogidan Dolly, Van Seters Jeske and Rampa Francesco, 2012

- Establishment of a regional mechanism of strategic food reserve : regional food balance sheet on monthly basis; predictable regional based model for management of regional strategic food reserve; food reserve facility both physical and financial (USD 1.5m, 2011-12)
 - Development of an awareness programme on Customs clearance procedures (USD 0.25m, 2011-13)
- **2) Increasing food availability in sufficient quantity and quality**
- Objective 2: to increase agricultural (crops, livestock and fisheries) productivity and make East Africa Region a net exporter of food*
- Enhancement of improved/appropriate technologies/inputs that are adaptive to climate change impacts, contribute to increased production, which entails that partner state to allocate at least 10% of their national budget to development of agriculture sector by 2015 (5.5 bn, 2011-15)
 - Increasing and optimizing water for agricultural production (USD 10 bn, 2011-15):
 - Reducing by 30% losses of fish, livestock and crops due to pests and diseases (USD 100m, 2011-15):
 - Reducing post harvest losses to less than 20% by 2015 (USD 2m, 2011-12):
 - Reducing food wastage by increasing value addition at least 20% by 2015 (USD 2bn, 2011-15) and by reducing food wastage as such to below 20% (USD 2m, 2011-15): awareness on the extent of wastage and its causes; monitoring food wastage; promoting technologies and practices that reduce food wastage.
- Objective 3: to ensure that food is effectively sourced from areas of surplus to areas of surplus to areas of deficit within the East African Community region*
- Increasing intra-regional trade share by 30% in regional food products markets through food information systems, easing access to trade policy and regulatory requirements, training on trade opportunities, trade finance targeting, marketing efficiency (USD 4m, 2011-15)
- Objective 4: to deliberately improve exploitation of non-conventional sources of food supply from crop, livestock, marine and fisheries, and forestry systems*
- Diversifying food products allowing to reduce dependence on major tradable cereals for caloric supply by 20% (developing standards for blending of cereal flours with other traditional crops) (USD 1m, 2011-15) and to increase consumption of emerging products by 3% annually (through activities of promotion) (USD 100m – medium term)

- **3) Improving access to food**

Objective 5: to improve physical access to food

- Improving market infrastructure: market centers and infrastructures (USD 50m, 2010-15); storage facilities (USD 100m, 2010-15)
- Improving transport infrastructure for access to markets (USD 10 bn, 2011-15)

Objective 6: to put in place structured trading system for food commodities and products

- Establishing an effective and efficient Warehouse Receipt System (WRS) (USD 2m, 2011-15)
- Establishing an efficient regional commodity exchange (USD 50m, 2011-15)
- Increasing contract farming and out grower schemes (USD 1.5m 2010-15)
- Improving marketing and traceability of agricultural products (USD 10m, 2011-15)

Objective 7: to improve food purchasing power of individuals, households and communities

- Increasing off-farm employment in rural areas (USD 2m, 2011-15)
- Reducing the level of vulnerability to food security in the EAC through specific development programs/schemes for vulnerable groups, or offering them starter packages (USD 300m, 2011-15)

- **4) Improving stability of food supply and access in the EAC region**

Objective 8: to improve capacity for emergency preparedness and adaptation to climate change impacts and response

- Enhancing capacity for emergency preparedness and response, through supporting food and animal feeds storage facilities, strengthening relevant institutions, establishing an EAC Early warning system, establishing a EAC Food and Feeds Security unit at the EAC Secretariat, contingency plan for livestock (USD 600m, 2011-15) ; setting up national food reserve funds (USD 550m, 2011-15); setting up a regional food security monitoring system (USD 1.5m, 2011-15)
- Reducing vulnerability allocating 5% of national budgets spent on emergency/relief food to long term development projects in vulnerable regions and promoting public work schemes towards sustainable development and management of productive resources (USD 200m, 2011-15)

- Developing secondary financial markets supporting financial insurance and finance for instruments covering food supply and price risks (USD 2bn, 2011-15)
- **5) Enhancing nutrition and food security**
- Objective 9: to improve on nutrition and food safety*
- Enhancing nutritional status in the EAC Partner States (underweight prevalence reduces by 15%) through identification of vulnerable groups, measures for diversified and improved food, targeted school feeding programmes, nutrition education among pregnant women and lactating mothers and persons affected by HIV/AIDS (USD 7.5m, 2011-15); school nutrition education (USD 2.5m, 2011-15); national dietary guidelines (USD 2.5m, 2011-15); promoting healthy diets and developing nutrition extension packages (USD 1m, 2010-15); provision of social services, safe drinking water, sanitation facilities and public health education (USD 2.5m, 2011-15)
 - Enhancing food safety in the EAC through a regional food safety regulatory framework (USD 5m, 2011-15); food risks assessment systems, public health education, management information system (USD 5m, 2011-15)

The total budget of the plan amounts to USD 43.11 Billion.

The EAC Food Security Action Plan represents a valuable effort to include all the dimensions of food and nutrition security in a global plan, i.e. including dimensions related to availability of food, accessibility, stability of food supply and nutritional issues (including issues of nutritional education, water sanitation, and health). In terms of budget, the main priorities are irrigation (USD 10 bn), other agricultural technologies (USD 5.5 bn), transport infrastructures (USD 10bn), insurance instruments (USD 2.5bn).

The plan is supposed to be financed with resources from EAC Partner States, Development partners, international funds, the private sector investors and financial institutions such as commercial banks, development finance institutions (DFIs) and micro-finance facilities.

Many of the activities are implemented at national levels under the responsibility of each national authority. Actually, in practice, formulation of agricultural policies in the EAC remains largely the jurisdiction of domestic authorities. However, some activities are implemented at regional level under the responsibility of the EAC Secretariat. Getting funds for regional activities is currently a real challenge. EAC Secretariat Agriculture and food security Department is supported by USAID for the implementation of several activities.

Herein are detailed the initiatives and activities developed at regional level and the progress of their implementation⁸:

- **Development of EAC Food Security and Nutrition Policy**

This activity is part of EAC FSAP Objective 1. The draft of the EAC Food Security and Nutrition Policy has been developed pursuant to implementation of various activities that are foreseen in the EAC Food Security Action Plan. The development of the Policy is expected to be finalized by September, 2014.

- **Development of SPS Protocol**

This activity is part of EAC FSAP Objective 1. The 14th Summit of EAC Heads of States (held November 2012 in Nairobi, Kenya) approved the East African Community Protocol on SPS Measures and now it's subject to Partner State ratification process.

The principal objective of the SPS Protocol is to adopt and enforce sanitary and phytosanitary measures in order to minimize their negative effects on trade. The Protocol elaborates rules for application, which relate to the use of SPS measures, and recognizes the rights of importing countries to implement these measures.

- **Development of EAC food balance sheet framework**

The Secretariat with technical and financial support from USAID East Africa's Competitiveness and Trade Expansion Project (USAID COMPETE) has developed comprehensive Regional Food Balance Sheet (RFBS) Framework. The framework have the six sub-components, namely cereals and pulses, livestock (meat, dairy and poultry products and animal fats), fisheries, horticulture (fruits, vegetables, roots and tubers) and industrial crops (sugar and sugar products, oil crops and vegetable oils). Efforts are still underway to operationalize the framework in all Partner States. This activity, which is supposed to be finalized within 2 years, is part of EAC FSAP Objective 1 and is a first step towards the establishment and management of a regional strategic food reserve, based on the coordination and harmonization of national food reserves.

- **Development of EAC Livestock Policy**

The draft of the EAC Livestock Policy (EAC FSAP Objective 1 mentions a Pastoral policy) has been validated at regional level, it is expected to be presented to the Sectoral Council on Agriculture and Food Security. According to the EAC Secretariat, *“the draft policy has taken a pro-poor and economic growth orientation and meant to be responsive to people’s needs”*.

⁸ Source: Agriculture and Food Security Department, EAC Secretariat.

- **Development of Agricultural Development Fund**

The first draft of the Agricultural Development Fund Framework and Modalities has been produced.

The need for the fund is stipulated in the EAC Common Market Protocol Article 45(6) which states that the purpose of the Fund shall be to:

- promote sustainable and competitive agricultural production;
- finance agricultural capital investment and working capital;
- finance agricultural mechanization and inputs;
- facilitate access to credit by all categories of farmers and agricultural entrepreneurs especially small scale farmers and agricultural entrepreneurs;
- facilitate financing for value addition and processing capacity; and
- cater for any other financing requirement in the agricultural sector.

This fund will mainly finance activities related to EAC FSAP Objective 2.

- **East African Agri-enterprises and Agro-industries Development Program (E3ADP).**

The EAC Secretariat received support of United Nation Food and Agriculture Organization (UN FAO) through the proposed Technical Cooperation Programme (TCP) to develop a fully-fledged East African Agri-enterprises and Agro-industries Development Program (E3ADP). The TCP agreement amounting to US\$ 349,000 was signed on September 2012 for a period of 17 months. The main objective of the programme is to increase capacity, performance and competitiveness of agro-industries and agri-business in the EAC region leading to income generation and poverty reduction.

This fund will mainly finance activities related to EAC FSAP Objective 2.

- **EAC Strategy on prevention and control of transboundary animal and zoonotic diseases**

The EAC Strategy on prevention and control of transboundary animal and zoonotic diseases with emphasis on ‘one health’ approach was finalised and published. The Strategy aims at providing the region with a framework for effective management and prevention of disease outbreaks in the region. This activity is part of EAC FSAP Objective 2.

- **Development of a Regional EAC Emergency preparedness and response plan for pastoralists in arid and semi-arid areas in the region**

A regional emergency preparedness and response plan for inhabitants of arid and semi-arid areas in the EAC region have been developed. The plan complements the EAC Food Security action Plan and is in tandem with the EAC Summit on Food Security and Climate Change

focusing on addressing the plight of drylands inhabitants especially pastoralists who have borne the brunt of negative impacts of climate change in the region. The plan aims at enhancing resilience capacity of inhabitants of the drylands in the region to cope with impacts of climate change and variability. It envisages both short and long interventions areas.

This activity is part of EAC FSAP Objective 8.

III. CAADP REGIONAL PROCESS

Established by the African Union assembly in 2003, the Comprehensive Africa Agriculture Development Program (CAADP) is an agricultural program of the New Partnership for Africa's development (NEPAD, created in 2001). The CAADP aims at improving food security, nutrition, and increasing incomes in Africa's largely farming based economies⁹. The main targets of the CAADP are:

- To raise agriculture growth to at least 6% per year
- To increase public investment in agriculture to at least 10% of the national budget per year

CAADP has identified four priorities, namely:

- 1. Extending the area under sustainable land management;
- 2. Improving rural infrastructure and trade-related capacities for market access;
- 3. Increasing food supply and reducing hunger through **Framework for African Food Security (FAFS)**;
- 4. Agricultural research, technology dissemination and adoption.

“The CAADP is centered around the definition of national and regional plans (“Compacts”), an agreement between all stakeholders (public, private as well as donors) serving as a framework for partnerships, alliances, and dialogue to design and implement the required policy interventions and investment programs. The formulation of national and regional investment plans is one of the most important activities to implement CAADP after the definition and signature of the Compact”¹⁰.

The EAC FSAP was developed outside of the CAADP framework up until August 2011, when the EAC agriculture ministers mandated the EAC Secretariat to start the regional

⁹ [CAADP Website](#)

¹⁰ Afun-Ogidan Dolly, Van Seters Jeske and Rampa Francesco, 2012

CAADP compact process¹¹. “Although the foundational policy documents were developed before CAADP gained momentum, their underpinning goals are seen as compatible with the core principles of CAADP¹²”. The EAC Food Security Action Plan is aligned to the continental CAADP framework and principles focusing on Pillar 3 on Food Security¹³. However, it also includes actions related to the other CAADP pillars i.e. Pillar 1: Sustainable Land Management and Water Control, Pillar 2: Improved Rural Infrastructure and market Access, Pillar 4: Agriculture Research, Dissemination and Adoption. Doing so, the EAC Food Security Action Plan is considered as “un instrument of furtherance of the CAADP agenda in Africa”¹⁴ or “EAC’s entry into the CADDP process”¹⁵.

However CAADP process goes beyond the FSAP : With the support of the NEPAD Planning & Coordination Agency (NPCA) through its CAADP Head Office, the EAC Secretariat developed a detailed road map for the development of EAC Regional CAADP Compact. As per the roadmap, EAC commissioned a comprehensive assessment study in January 2013. This stocktaking assessment identified, analyzed and documented past and ongoing agriculture targeted economic development policies and strategies in the EAC. A *Regional CAADP Compact Stocktaking Report* and a *draft Regional CAADP Compact framework* were produced from the assessment. The *draft regional Compact* and will be soon submitted to national and regional workshops for validation¹⁶. It will be completed by a regional investment plan. Despite progress, “the region has been slow in taking forward the regional dimension of CAADP” and “the strong focus on national CAADP processes reflects the priority partner states give to national agriculture development in comparison to promoting the regional agenda”, as mention Dolly Ofidan and al¹⁷

EAC Regional Compact is aimed at address the issues of regional nature that require coordination and cooperation among EAC Partner States. The EAC Secretariat proposed a bottom-up approach that builds on the existing national compacts and addresses regional challenges shared among partners. Existing and emerging regional initiatives will also be included into the regional compact¹⁸. Consequently the regional compact is supposed to be complementary of the national compacts and not duplicate them. EAC Partner States identified the following issues of regional nature that should be included in the regional Compact:

- Trade facilitation and mutual recognition arrangements in order to facilitate access to markets for agricultural products in the EAC region;
- Control of cross-border / transboundary diseases and pets;

¹¹ Afun-Ogidan Dolly, Van Seters Jeske and Rampa Francesco, 2012

¹² Afun-Ogidan Dolly, Van Seters Jeske and Rampa Francesco, 2012

¹³ EAC, *EAC Food Security Action Plan (2011-2015)*, EAC, February 2011

¹⁴ EAC, *EAC Food Security Action Plan (2011-2015)*, EAC, February 2011

¹⁵ [Wesonga Timothy and Wafula David, 2014.](#)

¹⁶ [Wesonga Timothy and Wafula David, 2014.](#)

¹⁷ Afun-Ogidan Dolly, Van Seters Jeske and Rampa Francesco, 2012

¹⁸ Afun-Ogidan Dolly, Van Seters Jeske and Rampa Francesco, 2012

- Harmonisation of SPS measures;
- Trade policy harmonization on importation / exportation of inputs from outside EAC;
- Harmonisation of standards / technical specifications;
- Harmonisation of policies on use and management of shared ecosystems / resources;
- Development of regional information management and sharing systems¹⁹.

“At the same time, discussions are underway with COMESA and SADC to develop a “Tripartite” CAADP compact within the framework of the Tripartite arrangement. The COMESA-EAC-SADC Tripartite was created in 2006 to assist in the process of harmonising programmes and policies within and between the three RECs and to advance the establishment of a COMESA-EAC-SADC Free Trade Area (FTA), trade corridors, infrastructure development and industrial development. The Tripartite CAADP process is envisaged as a trilateral COMESA-EAC-SADC approach to implement CAADP principles across the entire Tripartite region”. Dolly Afun-Ogidan and al. mention how “challenging is the possibility of a two-pronged compact process: launching a regional EAC compact and being part of a tripartite regional compact would be a tough balancing act”²⁰.

IV. OTHER POLICIES RELATED WITH AGRICULTURE

1. The EAC Cooperatives Society Bill²¹

On January the 3rd, 2014, an Act to provide a legal framework for cooperative societies in the Community and to provide for other related matters was enacted by the EAC and assented to by the Heads of State.

Furthermore, beyond agricultural and food security policies, other policies impact on food security and nutrition. Among them, the policies related to trade (intra-regional and external) impact on the various component of food security, in particular availability, accessibility, quality and stability. Specifically, these policies affect:

- the levels of agricultural prices paid to the producers, seasonality and inter-annual volatility –and sometimes the very existence of market for their products- and their income and consequently:
 - Their short-term accessibility to other food products, as well as its stability,

¹⁹ [Wesonga Timothy and Wafula David, 2014.](#)

²⁰ Afun-Ogidan Dolly, Van Seters Jeske and Rampa Francesco, 2012

²¹ EALA, the EAC Cooperative Societies Bill, Arrangement of clauses, 2014.

- Their long-term interest and capability to invest in production, and so to increase the global availability of food products, as well as its long-term stability;
- the availability of food products and levels of food prices for consumers, seasonality and inter-annual volatility, and thus:
 - short term accessibility, and its stability,
 - indirectly on food quality, which is lower when food prices are high because people tend then to prioritize cheap and low-quality products.

In addition, it is necessary to highlight the role of:

- transport infrastructure policies,
- economic and social policies that impact on employment and incomes,
- the policies that impact the use of food at household level (care and feeding practices, family environment, health services), particularly sanitation, health and educational policies.

2. External trade policy

The Customs Union was established in 2005 and became fully-pledged in January 2010. A 3-band common external tariff (CET) was established with a minimum rate of 0% (raw materials and capital goods), a middle rate of 10% (intermediate goods) and a maximum rate of 25% (finished goods). Higher rates, ranging from 35% to 100%, apply to 58 tariff lines of sensitive items^{22 23}.

The following products are part of the list of sensitive products:

- Maize: 50% protection rate;
- Rice: 75% or 200 USD/t, whichever is higher;
- Wheat: 60%;
- Milk and milk products are: 60%, less for some fresh products such as butter, cream, yoghurt, curdled milk, whey, cheese (25% tariff),
- Sugar: 35% for jaggery; 100% or 200 USD/t (whichever is higher) for the other products²⁴.

²² Levard, L., Gambagambi, D., 2012.

²³ WTO, 2013.

²⁴ Levard, L., Gambagambi, D., 2012.

Thus, agricultural products benefit from higher tariff protection than non-agricultural goods²⁵.

In addition, EAC is facilitating trade through the establishment of a “single customs territory” which aims at making faster to clear goods and reduce on the cost of doing business. The region is considered to be one region for customs purposes while circulation of goods will happen with no or minimal border controls. Taxes are collected from the first point of entry.

3. Trade integration policies

The main objective of the agricultural Sector is *to promote value addition, productivity and agricultural supplies to realize cross border trade for sustainable food security*. Trade facilitation within the region is thus considered by EAC countries as a key issue for facilitating cross border trade and thus improving conditions both for agricultural production and for access to food, taking advantage of the complementarities within the region²⁶. Trade facilitation initiatives are aimed at reducing trade barriers and complexity and costs of trade transactions process. They can also contribute to increase importations from outside of the region when these products are transit through a country of the region to the ultimate importer country (see above). Some of the trade facilitation initiatives are part of the regional food security action plan (EAC Standards, SPS measures, infrastructures), although they can be managed by sectors other than agriculture and food security.

The Protocol on the establishment of the East African Community Common Market was signed by the Heads of States on 20 November 2009, coinciding with the 10th Anniversary of the revived Community. It entered into force on 1 July 2010, following ratification by all the five Partner States: Burundi, Kenya, Rwanda, Tanzania and Uganda.

The establishment of the EAC Common Market is in line with the provisions of the EAC Treaty. The common market provides for “Four Freedoms”, namely the free movement of goods; labour; services; and capital, in order to significantly boost trade and investments and make the region more productive and prosperous. General provisions in the Protocol touch mainly on the following: Institutional Framework needed to operationalise the East African Community Common Market; Approximation and Harmonization of Policies, Laws and Systems; Safeguard Measures; Measures to address imbalances; Monitoring and Evaluation; and Regulations²⁷.

Although tariff barriers within the EAC have been removed, various non-tariff barriers remain : bans exports, particularly by Tanzanian Government ; costs and delays for trad-

²⁵ WTO, Trade policy review, Report by Secretariat, The East African Community, Revision May 2013.

²⁶ [Wesonga Timothy and Wafula David, 2014.](#)

²⁷ More information in <http://www.eac.int>

ing goods from one country to another. In coordination with the Partner States, the EAC implements various actions in order to eliminate non-tariff barriers (NTBs)²⁸. A regional Time Bound Programme on elimination of identified NTBs has been established and is regularly updated, taking into account the reports of the National Monitoring Committees (NMCs) on non-tariff barriers. For each NTB identified, are mentioned the affected countries; the NTB source & Ministry/Department/Agency involved; the impact on business; the prioritized actions to be undertaken; bottlenecks or success factors; current status and recommendations; the timeframe. The last updated Time Bound Programme shows the status of elimination of NTBs in the region as per December 2012: 37 NTBs were unresolved, 3 NTBs were reported as new and 40 NTBs had been resolved²⁹.

With the EAC Customs Union Protocol, customs formalities should be harmonized but in practice, customs procedures and documentation are not fully standardized yet. EAC is currently assisting its members in developing “one-stop border post (OSBP) infrastructures”³⁰.

The Customs Management Act³¹ refers to export prohibitions “decided on and enforced by individual member states when necessary”.

V. PARTICIPATION OF THE CIVIL SOCIETY AT REGIONAL LEVEL

1. Regional Civil Society Organisations

1.1 East African Civil Society Organisations’ Forum (EACSOF) :

The East African Civil Society Organisations’ Forum is a platform of more than fifty Civil Society Organisations, i.e. national CSO, national CSO platform (national chapters) and regional organisations. EACSOF was established seven years ago but really started working three years ago. Its major aims are “*to promote an East African society based on friendship, solidarity and mutual respect; that endeavours to build an independent, self-reliant economy; upholds respect of human rights; fosters healthy traditions and cultural norms; and fights for democracy, rule of law, social justice, good governance and people-centred development and protects the interests of Forum*”³².

²⁸ Levard, L., Gambagambi, D., 2012.

²⁹ EAC, *Status of Elimination of Non Tariff Barriers in the East African Community, Volume 5* – December 2012

³⁰ WTO, 2013.

³¹ EAC, Customs Management Act, 2004, revised edition 2012.

³² <http://eacsof.net/profile.html>

EASCOF also works towards strengthening and institutionalizing a relationship between East African CSOs and the EAC through an annual General assembly. A strategic plan was made in 2010.³³

The main mandate of EACSOFF is to support its members, in particular through national CSO platforms. It helps its members to develop their advocacy activities by linking with the EAC Secretariat, the East African Legislative Assembly (EALA) and national Ministries of EAC Affairs (MEACAs). It develops its own positions and advocacy on the working environment of CSOs in the countries. The forum publishes a newsletter and press releases, especially on the theme: “Strengthening Civil Society in the integration process”. In 2013, EACSOFF conducted National Conferences for Civil Society Organizations on EAC Integration, “*The EAC We Want*” that takes EAC integration campaign to National Levels. It is a pursuit of the objectives of the EAC Consultative Dialogue Framework (CDF) (see below). According to EACSOFF, “*This activity [would] not only promote successful operationalization of the EAC CDF, but also contribute to deepening the consultative process to national, sub-national and grassroots levels where citizens are*”³⁴.

EACSOFF has signed in 2010 an agreement with the EAC Secretariat to get observer status. doesn't have EAC observer status.

ESAFF is one of the EACSOFF members. It is in charge of agriculture issues within EACSOFF.

1.2 Eastern Africa Farmers Federation (EAFF)

EAFF was created in 2001 and gathers twelve national members organizations, included from Kenya, Tanzania, Uganda, Rwanda, and Burundi, which represent 570 000 farmers.³⁵

The lobby and advocacy for interests of farmers in the region is one of the core functions of the EAFF³⁶. Whilst its national members develop advocacy activities at national level, EAFF undertake a series of lobbying and activities to influence regional authorities. EAFF has an observer status at EAC level. EAFF and its national chapters have been active in providing position statements on the CAADP process, particularly at national level³⁷.

³³ EACSOFF, Strategic directions, 2010-2015, April 2010.

³⁴ <http://eacsof.net/>

³⁵ FIDA, Les agriculteurs prennent la parole, vision et recommandations des organisations paysannes africaines pour le Programme détaillé pour le développement de l'agriculture africaine. P. 14.

³⁶ EAFF, 2011.

³⁷ Afun-Ogidan Dolly, Van Seters Jeske and Rampa Francesco, 2012

1.3 ESAFF

The Eastern and Southern Africa small scale Farmers' Forum is a network of small holder farmers that advocate for policy, practice and attitude change that reflects the needs, aspirations, and development of small-scale farmers in East and Southern Africa. It was established in 2002 after the World Summit of Sustainable Development (WSSD) held in Johannesburg in South Africa. ESAFF is registered in Morogoro, Tanzania, under Non-Governmental Organizations Act 2002 of the United Republic of Tanzania³⁸. It operates in 13 countries. A coordinator reports the Regional Board.

In the ESAFF strategy's context, workshops are organized to enable small scale farmers to deepen their understanding on CAADP and other regional agriculture policies.

It aimed at deepening understanding of small scale farmers on CAADP issues within the EAC region "so that they can identify their role in planning, implementation and monitoring of CAADP programmes".

A specific objective is to strengthen interactions **between ESAFF and EALA** in order to influence policies at both national and regional level.

The initiative from ESAFF is to call the EALA's **Committee on Agriculture, Tourism and Natural Resource** (ATNR) "to partner with small-scale farmers in the EAC to increase agricultural productivity. The committee should be the intermediary between the small scale farmers and the CAADP implementation. Officially, the EAC Committees "are charged with the responsibility of overseeing implementation of the provision and the Treaty and the EAC development strategy. In essence, they are the technical arm of the Assembly and as such play a significant role in the final decisions taken by the Assembly".³⁹

1.4 Other organisations

The **East African Local Government Association (EALGA)** provides political space for local authorities' participation in East African regional integration processes⁴⁰.

The **East African Trade Union Confederation** was formed in 1988 as an umbrella for national trade union centres in East Africa, its members are the umbrella trade union centres for Burundi, Kenya, Rwanda, Tanzania and Uganda. These are the National Trade Union Federations (COSYBU) from Burundi; Central Organisations of Trade Unions (COTU-K) from Kenya; the National Organisation of Trade Unions (NOTU) from Uganda; Zanzibar Trade Union Congress (ZATUC); the Trade Union Congress of Tanzania (TUCTA) and CESTRAR from Rwanda.

³⁸ <http://www.esaff.org/>

³⁹ <http://www.eala.org/>

⁴⁰ <http://ealga.org/>

East African Grain Council (EAGC): It is a regional organization based in Nairobi founded in 2007 to coordinate matters concerning the grain industry and to promote intra-regional trade in agricultural products. It is meant to represent all stages along the grain value chain and industry, including farmers, traders, milling industry, service providers and national associations⁴¹.

East African Business Council (EABC): It is the most important private industry that is the EAC Secretariat's partner. This is an umbrella organization of industry association from Kenya, Tanzania, and Uganda. There was 170 members in 2012⁴².

2. Regional mechanisms to associate CSOs and private sector

The EAC has recognized the status of observers, among others, to some NGOs and CSOs. The criteria to get the status are:

- General criteria: Acceptance of the fundamental principles underlying the East African Community; Interest in the fundamental and operational principles of the East African Community; Constitution towards the strengthening of regional integration in East Africa; and Ability to enhance development partnership.
- Specific criteria for NGOs/CSOs : The organization should have objectives of common interest to the Partner States; the organization's activities should bear a regional dimension with the organization being registered in each of the Partner States; in its regional activities the organization should have a track record of at least three years of active operation.

The EAC has established a Consultative Dialogue Framework (CDF). According to EAC Secretariat, "the desire to have an institutionalized dialogue framework is shared by the EAC, civil society and private sector and has received support from some development partners in the region"⁴³.

For example, cooperative movement played a decisive role in the development of a regional bill on Cooperative Societies.

⁴¹ <http://www.eagc.org/>

⁴² <http://www.eabc.info/>

⁴³ EAC, Consultative dialogue framework for the private sector, civil society and other interests groups in the EAC integration process (adopted by council), EAC Secretariat, November 2012.

VI. MAIN LESSONS FOR ESAFF AND ITS NATIONAL CHAPTERS

In the next years, decisions will be taken at regional level related to the implementation of the EAC Food Security Action Plan and of the regional Compact, as well on other issues impacting on agriculture and food security and relevant for small scale farmers. It would be useful for ESAFF and its members to improve their ability to influence decision making not only at national but also at regional level.

Although many policies related to agriculture and food security are decided at national level, a regional framework favorable to small scale farmers are be useful for advocacy activities of ESAFF national chapters at national level. Moreover, some policies are implemented at regional level.

While being the regional policies, strategies and plans often very detailed on some specific issues, they never really specify which kind of agriculture should be promoted. Will the various components of the policies benefit to small scale farmers on a priority basis? Or will they benefit mainly to large-scale farmers and large companies? For example, will all the investments (for production, storage, and agro-processing) identified in the FSAP meet the specific needs of small-scale farmers? Or will they be more focused on large-scale farmer's and big companies' needs? Many objectives and actions are potentially very positive for small-scale farmers, but on condition that their effective implementation take really into account the specificities and needs of small-scale farming. Actually, some elements of the policies suggest that large-scale farmers or big companies could be the main beneficiaries of such policies, with even possible direct or indirect negative consequences for small-scale farmers, such as the promotion of contract farming and out-grower schemes (sometimes unfavorable to small-scale farmers) or insurance instruments (hardly accessible to small-scale farmers).

On the other hand, the EAC FSAP mentions the establishment and strengthening of farmers organizations –including cooperatives- for the actions related to contract farming and out grower schemes. However it doesn't mention them in many areas where they can play a decisive role for increasing production volumes, added-value and incomes in the benefit of small-scale farmers, and to improve their position in the negotiation with other stakeholders.

In addition, the policies, strategies and programs do not really precise which technological model is promoted for agriculture. On one hand, the EAC FSAP mentions the need to promote agroecology and the diversification of crops, in the other hands the region is promoting the specialisation of agriculture, which can be contradictoty with the promotion of agroecology.

Regarding trade policies, the current TEC allow an effective protection of East-African farmers against low-prices imports, which is very important for increasing farmers incomes, enhancing agricultural investments, and thus improving medium and long-term regional agricultural production levels and food-security. However, there are many exemptions, with in particular low-prices imports of rice, that affect profitability of regional production.

We suggest therefore the following recommendations:

- Development of evidence-based arguments for prioritizing small-scale farming in the agricultural and food-security policies. It should be demonstrated, through pertinent studies throughout the region, that when small-scale farmers have a good access to productive resources (land, water, credit, inputs, equipment) and benefit from a favorable socio-economic environment (in particular in terms of access to markets), they are in a better position the large-scale farmers:
 - to increase production and added-value per hectare (and therefore total production and added-value);
 - generate employment and incomes;
 - reduce poverty;
 - improve food security; and
 - preserve the environment.
- Development of proposals for the future regional policies, strategies and plans (CAADP regional Compact, Investment plan, livestock policy, food security policy and future policy initiatives), in order to advocate for provisions, actions and adequate budgets that benefit to small-scale farmers, not only for their development but also for the monitoring of their implementation. Every time, a specific strategy for advocacy should be developed for further implementation, combining influence activities at regional level (Secretariat, EALA) and at national level (MEACAs, Ministries of Agriculture and, as appropriate, other Ministries) with the active participation of ESAFF national chapters. Every time, a previous dialogue should be sought with other regional stakeholders (SCOs, including other farmers organisations; representatives of other economic sectors) in order to identify and negotiate possible common positions.
- Recognition of ESAFF as EAC observer. It would be useful for ESAFF to get the EAC status observer. This status offers some advantages to be able to follow and influence policy processes and decisions:
 - Getting information on what is discussed at EAC level, and therefore having the possibility to elaborate own positions when needed;

- Being invited to meeting with stakeholders;
- Being officially recognized as partner by the regional authorities.

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