



INDEPENDENT MEMORANDUM

(PAFO) Pan African Farmers Organization (PAFO)

Vision : Une agriculture africaine dynamique, prospère et durable qui assure la sécurité et la souveraineté alimentaires, ainsi que le développement socio-économique et culturel.

Mission : Représenter les intérêts des agriculteurs africains et promouvoir le développement de l'agriculture africaine.

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1. CONTEXT AND SUMMARY OF THE CONSULTATION PROCESS

The future belongs to African agri-food systems. In addition to the wealth of natural resources and the diversity geo-agro-ecological landscapes on the continent, the African market is strong with 1.5 billion people, 45% of whom live in urban areas. By 2030, and while the food import bill currently stands at USD 50 billion, Africa's food and agriculture market is expected to reach \$1 trillion by 2030. Today, a majority of Africans derive their livelihoods from agrifood systems and are the main investors. They are the beating heart of today's, and the custodians of tomorrow's food systems. As direct practitioners, farmers are those first impacted by policies; they are also the best placed to alert on and analyze new emerging trends and challenges influencing the capacity to produce food. Their knowledge, understanding and experience as to agriculture's economic, social, cultural and environmental role is unique and directly complements academic research. **Farmers, food producers and peasants across Africa have a critical contribution to make to the Post-Malabo agenda and they intend to accompany its implementation throughout the next decade at local, national, regional and continental level**

This independent Memorandum stems from a series of consultations led by PAFO in collaboration with its regional partners, EAFF, PROPAC, ROPPA, SACAU and UMNAGRI across the continent, between 3 June and 3 July 2024. Held in English and French (with Portuguese and Arabic inputs taken into account) to ensure quality discussions and maximize participation, these consultations involved more than 200 representatives of official national farmer networks across more than 42 countries, representing very diverse geographical- ecological-climate landscapes and a variety of farming types, from subsistence to commercial, from peasant organizations, family farmers and agro ecological producers to exports-oriented and big businesses.

Across all the five regions, a number of commonalities emerged. The progress of CAADP implementation was recognized, along with positive agricultural growth, in no small part thanks to increased public spending in the agricultural sector, and operationalized policies on land, seed and inputs distribution, consistent with the Maputo and Malabo commitments. A number of **successful policies and innovative practices and solutions** were referenced, from restructuring of actors by value chain for increased bargaining power (Morocco) to women-led cooperatives and family farming support (Mauritania, Tunisia) to technological hubs that allow tractor and equipment loans for small-scale producers (Chad, Burkina Faso, Ghana, The Gambia) or research institutions, from land policies incentivizing women, youth and small-scale farmers (Morocco, Botswana, Lesotho, Eswatini) to youth empowerment banks (Zimbabwe) or programmes (Planting for Jobs, Ghana). Convergent policies are particularly effective when various sectors, from investments to land, climate and irrigation, social protection, access to technology are harnessed in synergy (Green Morocco and Generation Green, or wider recognition of family farming and agroecology in Central Africa), especially when peasant movements and producer organizations are associated in the design (Cameroon), or in the review of progress in the context of CAADP joint sectoral reviews (Benin, Uganda) or NAIPs (Niger).

However, **challenges** remain high, which do not allow food producers and the sector to live up to their huge potential in Africa and as confirmed by the findings of Biennial Reviews across Malabo commitments 2 to 6. Across all five regions, producer organizations stressed the opportunities lost as a result of insufficient inclusion of farmer networks in the design of policies, their implementation, or collective impact evaluation, or lack of transparency. Climate-change concerns are recurrent everywhere. The insufficient knowledge and research, technological and financial capacity to adapt to the effects of climate change is plaguing efforts and the impact of policies (Morocco expected to lose 20% of its production in 2024 due to climate). In particular, water management and irrigation, along with other lacking infrastructures such as clean energy, road infrastructure are huge limitations.

Women and Youth are far from reaching their potential, both as food producers (insufficient access to land, adapted equipment, inputs, finance and energy), and market actors (processors, marketers) where higher margins could be made, due to insufficiently developed local and regional markets threatened by unfair competition of imports and lack of government investments and well targeted policies. Behind the progress in approaching the 10% public spending target lies big disparities in data transparency (after operational or recurring costs, only a small portion reaches food producers). Conflict, political instability and weak governance are a major barrier (with development partners often contributing to existing unbalances) against which better insurance and risk mitigation measures are needed; the strengthening and empowering of legitimate, representative peasant organizations and networks is an important element of resilience, stability and ally to advance transparent implementation.

Having acknowledged the persistent efforts made in implementation of the CAADP at national, regional and continental levels, and the positive growth performance that our agricultural sector has been registering in recent years,

Concerned with the challenges of the last decade of CAADP implementation, according to the farmers' experiences,

The Pan African Farmers organization (PAFO), with five (5) regional Farmers Organizations in Africa, representing about 80 million farmers herewith present its independent Memoranda for the post-Malabo 2025 Extraordinary Summit in Kampala as follows:

2.RECOMMENDATIONS

Enhancing Finance in the Agri-food system: invest more and better!

While at least 10% investment of national budgets to agriculture and rural development goal remains valid and governments should be encouraged (through more transparent data), too little of this finance is invested strategically to reach **small-scale food producers** (especially fisheries and livestock) who remain **the main investors (equipment, inputs, infrastructure) and the primary CAADP policy implementers, resulting in a failure to achieve 6% agricultural growth**. PAFO recommends that governments consider allocating at least 20% funding to National Implementing Entities and other agricultural public and private sector including farmer organizations to support CAADP implementation. A specific agricultural transformation fund or mechanism is needed, with funding devolved at subnational levels. More catalytic and at scale finance is needed to trigger the transformations needed for African food systems, recognizing small-scale and family farmers as the engine and encouraging income diversification while developing local markets (through facilitated access to loans for youth and women, creation of youth Empowerment banks, women cooperatives, public procurements, safety net programmes, connecting national institutions to village saving initiatives etc); dedicated Regional Agricultural Development Fund windows must be operationalized and synergies developed between national public spending and regional funds. In particular, **mobilizing climate finance for adaptation** (especially for irrigation systems, renewable energy infrastructure, and boosting youth and women's entrepreneurship), aligning instruments such as the Green Climate Fund to national priorities, and **loss and damage** (creating agricultural climate risk funding mechanisms) should be priorities for CAADP.



However, investments alone do not suffice and must be accompanied by effective policies and concrete targets. In particular, simple and transparent mechanisms for measuring and evaluating the implementation of post-Malabo agenda should be developed to facilitate the monitoring by stakeholders like farmers organisations. The mechanisms must also be communicated effectively to the various stakeholders.

Ending Hunger in Africa - food security, Nutrition, Health and Food Safety/Sanitary and Phyto-Sanitary (SPS)

To meet the demand while lifting communities out of poverty, African food producers, including fisherfolks and pastoralists, must be enabled through **national, regional and continental policies that prioritize family farming as the engine for African food sovereignty** rather than considering them part of the informal sector, small-scale food producers must be recognized as the primary investors and implementers of Africa's food policies.

Secure land access remains a concern in many countries, especially for women and youth; similarly, facilitated access to finance (loans or collaterals), inputs, modern technology adapted to local contexts and users must remain a priority. Extension or advisory services have proven their effectiveness and must be revitalized throughout Africa as the point of contact between research and farmers and include training on agri-preneurship that empower family farmers and agro-ecological small-scale food production. Locally-produced organic and inorganic fertilizers are key, as well as locally produced seeds that are protected against seed imports. Farming is successful if there is security and safety. PAFO recommends that governments should ensure security and safety of farmers through appropriate laws, investment, protection of farmers and farming activities.

Africa's food problem does not stem from production or productivity; it is infrastructure (local processing units, storage), and producer income. Markets and local value chains must be developed, not only for local, safe and nutritious food to reach all Africans in both rural and urban areas, but also because these markets guarantee livelihoods and decent income for the majority of Africans. These markets need to be supported by policies (procurements, training on processing and marketing, promotion of local foods and crops, reduction of imports) and investments. (rural infrastructure, especially water, energy and storage, market information systems,), and an organized private sector (through Public Private Partnerships).

Continental trade is a real opportunity for markets: it creates employment, reduces costs, guarantees food security (see recommendation 5). At continental level, an African Union Action Plan to promote strategic foods (rice, dry cereals, corn, tubers, beans, meat, milk and fish) with associated monitoring mechanism could go a long way (see recommendations 5).

Emerging Technologies, Biotechnology, Artificial Intelligence and Productivity Growth

Research investment: regional participatory research and development institutions that work hand in hand with (family) farmers to incorporate their knowledge, secure multiplication of local indigenous seeds, generate comprehensive and reliable data, address emerging challenges (especially climate change), disseminate knowledge, scale-up successful approaches such as agro-ecology and facilitate access to adequate (relevant to specific agro-ecological contexts) technology and inputs must be strengthened.

Technologies, ICT and Innovation: Agricultural mechanization can accelerate agricultural development and become a key element of food sovereignty, provided it is guided by a broader, long-term vision with clear priorities, and that the type of technologies promoted remains relevant to agro-ecological zones and users. Accelerate government programs that make appropriate technologies and equipment accessible to food producers (material loan, hubs). Digital innovations and digital agriculture platforms (including AI) can yield many benefits for youth when it comes to weather forecasts, markets and opportunities and youth, if accompanied by strong safeguards and data governance.

To modernize the agricultural sector and maximize the production, PAFO recommends investment in research institutions and ICT infrastructure through establishment of necessary technologies, train farmers' representatives to use such tools, support farming innovations and put in place laws and mechanisms that promote ICT and innovation from local, national, regional and continental levels.

Halving Poverty through Inclusive Agri-food Growth and Transformation

Producers not only have the power to feed the continent, but they can also become the engine of its economic growth and greater equality and equity, provided that agricultural, rural development, trade and social policies converge. For farmers, as for any private sector entity, the equation is simple: food producers must earn enough revenue to cover production costs and make a profit margin that allows them to feed their family, send their children to school and pay medical bills. **Decent income for food producers must be at the heart of the Post-Malabo agenda**, otherwise running the risk to see more of its **youth** migrate, fall to violence or terrorism. Farmer-centered policies must be strengthened (such as family farming), that guarantee producers of stable and remunerative prices within the framework of an appropriate CET, limit price fluctuations strengthen value-chain approaches and manufacturing, promote and incorporate local products into value chains; valorize organic fertilizers to reduce reliance on imports and inflation risks, and promote agro ecological products, especially in the face of climate change. Social protection programmes and safety nets (at least 2-3% of agricultural spending) must be expanded (insurance and credit cooperatives). In particular, women and youth should be the focus of positive discriminative policies due to the substantial challenges they face, from access to finance to fund their businesses, to access to land, agricultural equipment, technologies and innovation.

Boosting intra-African Agri-food trade

The effect of recent polycrises on African Food Security, and projected import dependencies by 2050 have only made the call for African Food Sovereignty more urgent. While measures to boost intra-African food trade and regional trade are welcome, the effect and pace of standard harmonization policies need to take into account small-scale food producers' realities. Unfair competition with imports continue to challenge the development of vibrant local and regional value chains and to lock producers away from markets into subsistence agriculture. Quality standards and norms should be agreed that mirror African cultures and encourage regional and local trade, as opposed to "international" norms reflecting other cultural preferences. A target, that instead of promoting agricultural growth, explicitly aims at import reduction or substitution, will be more effective in nudging importers to partner with small-scale food producers, promote manufacturing and create jobs for youth. Regional and national farmer organizations strongly advocate for, and are ready to accompany the development of regional, inter-regional and South-South trade through addressing tariff and non-tariff barriers, while calling for increased data collection. A key enabler of intra-African trade is facilitated payments and the Afreximbank pass-payment system should be scaled up. At the regional level, a common currency such as in ECOWAS could go a long way.



Enhancing Resilience of Livelihoods and Agri-food Systems to Shocks (Health, Social, Economic, Climate, etc)

Farming is usually perceived as a risky activity that is vulnerable to several risks arising from climate change, conflicts, market conditions, etc. PAFO calls for the support of governments in the management of risks through appropriate policies and instruments that will help farmers to mitigate risks. Such policies will also facilitate access to finance through financial institutions.

Greater equality and inclusion, especially of women and youth, are key elements of increased resilience. Most importantly, greater involvement, as central partners of governments and donors, of food producer and peasant organizations in policy implementation, monitoring and evaluation, and investment in strengthening and empowering these trans partisan, legitimate, representative structures, can act as a safeguard and asset for agrifood system resilience, alongside improved regional strategic cooperation (see recommendation 9).

Mitigation and adaptation to climate change for Agri-Food Systems

From floods to droughts, pests and diseases, African countries, and most of all their food producers, are amongst those most impacted by Climate Change while least contributing to it. **Accompanying small-scale food producers adapt to climate change** (instead of being pushed out of the sector and to migration), in particular by **mobilizing climate finance for smallholders**, must be a top-priority of the new CAADP framework. Donor countries must be held accountable to their commitment of USD 100 billion to climate finance, and existing funds, such as Green Climate Fund, must better align to national priorities. Climate change is insufficiently emphasized by comprehensive national and regional agriculture and food policies, as well as preparedness and mitigation measures. More generally, investments in rural infrastructure (irrigation systems, and renewable energy infrastructure) are urgently needed, as well as nation-wide policies to boost youth and women's entrepreneurship and help them adapt to climate change in villages and communities. Climate adaptation also depends on new and better disseminated knowledge, effective weather information systems, for which **research institutions and extension services** are essential, and reformed insurance schemes. An operationalized agricultural climate risk funding mechanism (supported by an operationalized global Loss and Damage Fund) is needed to support producers to overcome the consequences of accelerating climate related disasters, such as floods and droughts.

Gender and youth: do not just “include”: empower!

Women and youth have demonstrated greater adaptation and resilience, and as such are the key to unlocking agriculture growth potential across value chains, from productivity to market development, and to face the challenges of tomorrow; but more advocacy and public institutional support are needed. What is needed is policies, not projects: Too often, development partner projects directly targeting women and youth are piecemeal measures which fail to address the bigger picture and may be instrumentalized towards specific client communities. Positive-discriminative measures are required to encourage women and youth's participation in agriculture (land policies, women cooperatives and PPPs, youth empowerment banks, facilitated access to credits and inputs etc), and as market actors (training for marketing) inc. Policy-makers should consider expanding the definition of youth to enable business profitability. Sex, and age-disaggregated data (for instance, on youth and women employment) is of paramount importance to track progress. Women and youth associations must be intentionally associated in policy development.



Implementation and coordination capacity (delivery mechanism) Policies

The CAADP framework, especially when it is met with sustained political commitment, has proven it can make a difference. But key financial announcements must be met with coherent policies and targets based on clear needs and gaps analysis. A number of top-down, global and regional policies directly impact food producers, often with contradictory effects (for instance, CAP, AfCFTA, UNDAF); national policies on transboundary issues (for instance, pastoralists; water management) must be harmonized; commitments to align global financial commitments and technical support must be enforced, and regional strategic cooperation improved. The CAADP biennial review process spearheaded at continental level what accountability looks. However, success of the CAADP Post-Malabo agenda will ultimately be determined by transparent and participatory national accountability mechanisms.

PAFO and producer organizations as a central implementation partners

An effective way to ensure policy coherence constructive monitoring and evaluation is by directly involving the primary actors: producer organizations (including women and youth representation), in the design, implementation, and evaluation of these policies, and empowering them to advocate for the policy changes needed. Food producers are the most central actors of agrifood systems. However, they are often considered, at best, as beneficiaries, instead of the primary actors of change. PAFO's and its national and regional producer networks' institutional capacities must be strengthened. They are perfectly positioned to act as CAADP policy implementation partners regionally, continentally and in their respective countries. **to contribute to reliable information systems, mobilize and familiarize food producers with new policies and strategies for more effective implementation. PAFO and its food producer organizations stand ready to work in close collaboration with CAADP government focal points, and to contribute to the development of the Post-Malabo outcomes, the Kampala Declaration and the 10-year Action Plan,** through active participation in relevant technical working groups and the Steering Committee. Furthermore, governments must invest more directly in the human development potential of their food producers, by supporting the development of cooperatives, capacity building and training (at national, regional and continental levels), prioritizing their access to technological innovations (mechanization and digitalization), particularly when it comes to accessing information such as weather forecasts, markets and trade opportunities.

Strengthening Intra Africa exchanges, learning and Solidarity

As actors leading national agricultural transformation efforts, producer organizations welcome the possibility to exchange between peers of different countries and regions, for instance on new technologies, to learn from more advanced countries on production, transformation or marketing, identify value chain champions who can help strengthen producers' capacities at both regional and continental level and sustain political momentum throughout the next Decade of the Kampala Declaration.

3. Call to Action

1. Climate change impacting on crop yields, livestock and livelihoods will become the biggest threat to agriculture and food sovereignty. We urge policy makers to prioritize climate change adaptation and resilience in all agricultural policies and develop mechanisms that accompany adaptation through information systems and technology. We further call for more investments in climate adaptation programs, more research, and scaling up in agro-ecology, political commitment on climate change, more partnerships with the private sector and increased direct access of climate finance by farmers.

2. Inclusion of women, youth and family farming: Land tenure systems across many African countries do not favor women and youth and currently contribute to youth migration and increased instability. We call upon all governments to ensure women and youth have equal rights to own land, an enabler to accessing financial resources or collateral. Special funds or reformed credit systems targeting Youth and Women enterprises should be established at the national level. In addition, we call upon governments to ensure that women and youth have meaningful participation in decision-making processes, commercial farming is included in school curricula, and countries to consider increasing the youth age bracket from the current 35 to 40 years so that they can get the full benefit of the next 10 years of CAADP. **Family farming** remains an effective approach for promoting food security across the continent. Member states should consider family farmers' as priority, capacitate them and provide avenues for them to access substantial financial support and agriculture inputs.

3. Research and development for agriculture: Member countries must consider creating and strengthening regional research and development institutions that enhance farmer's capacity and produce participatory research that incorporates farmer knowledge and responds to farmer needs. Research institutions should promote the multiplication of local indigenous seeds, build capacities on climate smart and climate resilient agriculture, generate comprehensive and reliable data, and disseminate knowledge in local languages.

4. Develop vibrant local and regional markets: Promote local production over imports and legislate policies (such as public procurement, import substitution programs, set import reduction targets) that incentivize agripreneurship, promote local and indigenous foods, crops and traditional knowledge, and develop manufacturing. Train food producers, especially women and youth, on business management, improve marketing, and facilitate their access to processing technologies. Encourage intra-regional and intra-African trade by addressing tariff and non-tariff barriers and through facilitated payment and promote regional (REC-level) commodity-based cooperatives established along the food systems value chain. Market information system should be encouraged and promoted to enable farmers access local, national, regional and continental markets, particularly with the opportunity of the AfCFTA. While closely related to poverty reduction and continental trade, the development of local and regional should be considered more explicitly and prominently in the Post-Malabo framework, otherwise running the risk of remaining only marginally addressed in between TWG 4 and TWG5. PAFO proposes the creation of a Technical Working Group dedicated to trade and market development (access, norms, infrastructure, trade).



5. Infrastructures: Road, water, energy, local processing units including storage, post-harvest facilities, markets and value addition infrastructure should be given urgent attention. In particular, irrigation remains inaccessible to most rural areas in Africa and will condition climate change adaptation.

6. Modern technology which is adapted to local contexts: Member states to consider agriculture mechanization as an engine to national and continental food sovereignty. We urge member states and governments to increase the uptake of organic agriculture and prioritizes the diverse needs of small-scale food producers and family farmers.

7. National and Regional policy reform and coherence: Coherent national and transboundary policies are critical (for instance, on sanitary and phytosanitary issues, transboundary conflicts, management of natural resources or development of value chains). Beyond coherent policies, their adequate dissemination to food producers is essential. Member states should build stable institutions that respect global and regional commitments (UNDROP, ECOWAP) and inspire stakeholders' trust.

8. Agricultural Risk Management: Farming is usually perceived as a risky activity that is vulnerable to several risks arising from climate change, conflicts, market conditions, etc. PAFO calls for the support of governments in the management of risks through appropriate policies and instruments that will help farmers to mitigate risks. Such policies will also facilitate access to finance through financial institutions.

9. Involve farmer organizations in national, regional and continental planning processes, and empower them as implementation partners. Farmers (including women and youth) are the engine of agri-food system transformations; we call upon agricultural ministries and CAADP focal points to involve them at all stages of policies, from contextual assessments and analysis to policy formulation, implementation, data collection and evaluation. Farmer Organizations must also be better leveraged to translate and disseminate policies, and **food producers must be empowered** to become active ferments of change.

10. Accountability: National mutual accountability processes should be strengthened, and farmer associations included in monitoring of Kampala declaration commitments. Member countries should ensure there is political will and similar conventions on biodiversity are included in the accountability frameworks. Failure to comply should result in deterring measures for governments and food system actors. The position, coordination authority and implementation capacities of CAADP focal points should be strengthened and farmers stand ready to accompany this effort. At continental level, PAFO is the most structured, inclusive and representative, mechanism to channel farmer's voices in African Union processes and must be a part of all relevant discussions by default.

4. Conclusion

In conclusion, the Pan African Farmers Organization (PAFO) acknowledges the African Union Commission and affiliated organs for the efforts made during the implementation of Malabo commitments for the past 10years. PAFO acknowledges the commitment and political will from the head of States and governments and concerned Ministries and public institutions. We remain hopeful that the African Union Commission, Head of States and Governments will positively value this memorandum geared towards food sovereignty and agricultural sector improvement in all the member states.

PAFO acknowledges all farmers, women and youth across the continent for their commitment to food production and their participation in the various agriculture value chains. Moving forward, women and youth will not be left behind and will be partners in the agriculture sector transformation through their expertise, commitments and collective strength.

PAFO and its members remain thankful to all the partners: Local, national, regional, continental and global levels for their support and contributions to make agricultural growth and investment sustainable, productive and viable. Collaboration is vital and must be steered by the interest of African people. More investments and support are still needed to tackle the challenges in line with productivity, policies, advocacy, innovation, inclusion of women and youth, infrastructures among others to ensure food and nutrition security in the continent.

Finally, we recognize all the losses of human and animal lives that occurred in the past 10 years in Africa dueto effects of climate change.

