In pursuit of a benchmark for optimal food security and nutrition guidelines: a critical analysis of the policy of Regional Economic Communities in East and West Africa

MC Kotzé

Orcid.org/0000-0001-5483-4041

Dissertation accepted in fulfilment of the requirements for the degree Master of Law in Perspectives on Law at the North-West University

Supervisor: Prof E Van Der Schyff
Co- Supervisor: Dr A Gildenuys

Graduation ceremony: May 2019
Student number: 24027162
ABSTRACT

One of the most important aspects, in the interest of communities, countries and continents can be considered being food security and nutritional aspects affecting those communities. The United Nations and the African Union have been involved and at the forefront of the research and development of programmes which focus on specifically achieving food security and nutrition across the globe. With particular reference to developing countries on the African Continent the importance of food security and nutrition is apparent. The evolution and progress of the these terms and the programmes aimed at achieving these objectives are evident from the history of food security and nutrition. Africa, as a developing country, has been divided up into several regional economic communities in terms of international law, which finds its purpose in dividing the continent up into smaller, more manageable regions, being East, West, North, Central and South. Each of these Regional Economic Communities have their own governing treaties, policies and programmes to be adhered to by each of their member states. In terms of these policies, several of the objectives set by the United Nations and the African Union are to be attained by the Regional Economic Communities. One of these objectives, is the attainment of zero hunger or, in other words, food security and nutrition. Although some guidelines are available, no single benchmark exists for Regional Economic Communities to serve as a basis for the effective attainment and implementation of these objectives. Critically analysing the different policy documents and programmes from Regional Economic Communities in East and West Africa, in order to extract similar principles and objectives which correlate with those of the United Nations and the African Union, would therefore create an opportunity to establish such a benchmark. This benchmark would serve as a tool with which the progress of reaching food security and nutrition could be improved while continuing to implement those aspects which are already applied successfully. In providing the Regional Economic Communities with such a tool or benchmark for best practice, more time would be available to the Regional Economic Communities to implement these tools rather that time spent on more research before such implementation would be a possibility.
KEYWORDS:

Regional Economic Communities; RECs; Sustainable Development Goals; SDGs; Millenium Development Goals; MDGs; Benchmark; Guidelines; Policy; Programmes; East Africa; West Africa; CAADP.
TABLE OF CONTENTS

LIST OF ABBREVIATIONS ................................................................................................... viii

LIST OF FIGURES ........................................................................................................... xi

Chapter 1: Introduction ........................................................................................................ 1

1.1 Introduction ................................................................................................................ 1

1.2 Research question ....................................................................................................... 6

1.3 Assumptions and hypothesis ....................................................................................... 6

1.3.1 Assumptions ........................................................................................................... 6

1.3.2 Hypothesis ............................................................................................................. 6

1.4 Research Objectives .................................................................................................. 7

1.4.1 Primary Objective ................................................................................................. 7

1.4.2 Secondary Objective ............................................................................................. 7

1.5 Framework of the dissertation ................................................................................... 8

1.6 Research methodology ............................................................................................... 8

Chapter 2: The definition of food security and nutrition and related terms 9

2.1 Introduction ................................................................................................................ 9

2.2 The right to adequate food ....................................................................................... 10

2.2.1 Normative content of the right to food ................................................................. 12

2.2.2 State obligations in terms of the right to adequate food .................................... 16

2.3 Historical development of the definition of food security and nutrition .................. 19

2.3.1 The four dimensions of food security .................................................................. 23

2.3.2 Indicators of Nutrition Security ........................................................................... 26

2.4 The link between the right to adequate food and food security ............................... 28

2.5 Summary ..................................................................................................................... 29
Chapter 3: Food Security and Nutrition Objectives Contained in Agenda 2030 and Agenda 2063

3.1 Introduction ............................................................................................................. 31

3.2 Background of the United Nations and African Union ...................................... 31

3.2.1 Millennium Development Goals (MDGs) ....................................................... 34

3.3 Agenda 2063 .......................................................................................................... 36

3.3.1 Aspiration 1: A prosperous Africa, based on inclusive growth and sustainable development .............................................................. 37

3.3.2 Aspiration 3: An Africa of good governance, democracy, respect for human rights, justice and the rule of law ......................................................... 40

3.4 Agenda 2030: Sustainable Development Goals (SDGs) ..................................... 41

3.4.1 Sustainable development goals and targets ....................................................... 43

3.4.2 Sustainable development goal 2: End hunger, achieve food security and improved nutrition and promote sustainable agriculture .......................................... 44

3.4.3 Sustainable development goal 12: Ensure sustainable consumption and production patterns .............................................................................................. 46

3.4.4 Sustainable development goal 13: Take urgent action to combat climate change and its impacts ................................................................. 47

3.4.5 Sustainable development goal 14: Conserve and sustainably use the oceans, seas and marine resources for sustainable development ................. 48

3.5 Conclusion .............................................................................................................. 48

Chapter 4: An analysis of existing policies and programmes pertaining to food security and nutrition of Regional Economic Communities of East Africa ............................................................... 49

4.1 Introduction ............................................................................................................. 49

4.2 Regional Economic Communities ........................................................................ 50

4.3 COMESA: Common Market for Eastern and Southern Africa ....................... 55

4.3.1 Introduction ........................................................................................................ 55
4.3.2 Aims and objectives of COMESA ........................................... 56
4.3.3 Programmes aimed at food security and nutrition ....................... 59

4.4 EAC: East African Community ................................................ 62
4.4.1 Introduction ........................................................................... 62
4.4.2 Aims and objectives of the EAC ............................................ 64
4.4.3 Programmes aimed at food security and nutrition ....................... 68

4.5 IGAD: Intergovernmental Authority on Development ...................... 72
4.5.1 Introduction ........................................................................... 72
4.5.2 Aims and objectives of the IGAD ............................................ 74
4.5.3 Programmes aimed at food security and nutrition ....................... 76

4.6 Conclusion ................................................................................ 80

Chapter 5: An analysis of existing policies and programmes pertaining to food security and nutrition of Regional Economic Communities of West Africa. ................................................................. 82

5.1 Introduction .............................................................................. 82
5.2 Regional Economic Communities ............................................... 82
5.3 CEN-SAD: Community of Sahel-Saharan States ......................... 83
5.3.1 Introduction ........................................................................... 83
5.3.2 Aims and objectives of CEN-SAD ........................................... 84
5.3.3 Programmes aimed at food security and nutrition ....................... 85

5.4 ECOWAS: Economic Community of West-African States .............. 88
5.4.1 Introduction ........................................................................... 88
5.4.2 Aims and objectives of ECOWAS .......................................... 89
5.4.3 Programmes aimed at food security and nutrition ....................... 91

5.5 Conclusion ................................................................................ 96

Chapter 6: Proposing a benchmark for best practice pertaining to food security and nutrition. ............................................................................................................... 98
6.1 Introduction.................................................................................................................. 98
6.2 What is a benchmark of best practice?.......................................................................... 98
  6.2.1 The definition of benchmarking ........................................................................... 99
  6.2.2 Different considerations in the benchmarking process ...................................... 100
  6.2.3 Benchmarking defined in terms of food security and nutrition ......................... 101
6.3 Agenda 2030 and Agenda 2063 as starting point ...................................................... 103
  6.3.1 Guidelines extracted from Agenda 2063 ............................................................. 103
  6.3.2 Guidelines extracted from Agenda 2030 (SDGs) ............................................... 104
6.4 Regional Economic Communities’ policy documents and programmes ...................... 106
  6.4.1 Guidelines extracted from COMESA .................................................................. 107
  6.4.2 Guidelines extracted from the EAC ................................................................. 109
  6.4.3 Guidelines extracted from IGAD ........................................................................ 111
  6.4.4 Guidelines extracted from CEN-SAD ............................................................... 114
  6.4.5 Guidelines extracted from ECOWAS ............................................................... 116
6.5 Proposed benchmark of best practice for food security and nutrition in East and West Africa .................................................................................................................. 119
  6.5.1 Guidelines to include in the benchmark of best practice and measurement and implementation thereof ................................................................. 119
6.6 Conclusion...................................................................................................................... 126

Chapter 7: Conclusion and Recommendations ................................................................. 128
  7.1 Conclusion ............................................................................................................... 128
  7.2 Recommendations .................................................................................................... 131

BIBLIOGRAPHY.................................................................................................................. 126
  Literature ....................................................................................................................... 132
  International and Regional instruments ...................................................................... 141
  Internet sources ........................................................................................................... 143
<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Full Form</th>
</tr>
</thead>
<tbody>
<tr>
<td>ACC SCN</td>
<td>Administrative Committee on Coordination Subcommittee on Nutrition</td>
</tr>
<tr>
<td>ACCNNR</td>
<td>African Convention on the Conservation of Nature and Natural Resources</td>
</tr>
<tr>
<td>AEC</td>
<td>African Economic Community</td>
</tr>
<tr>
<td>AU</td>
<td>African Union</td>
</tr>
<tr>
<td>CEN-SAD</td>
<td>Community of Sahel-Saharan States</td>
</tr>
<tr>
<td>CESCR</td>
<td>Committee on Economic, Social and Cultural Rights</td>
</tr>
<tr>
<td>CFS</td>
<td>Committee on World Food Security</td>
</tr>
<tr>
<td>COMESA</td>
<td>Common Market for Eastern and Southern Africa</td>
</tr>
<tr>
<td>EAC</td>
<td>Eastern African Community</td>
</tr>
<tr>
<td>EC</td>
<td>European Commission (Previously Commission of European Communities)</td>
</tr>
<tr>
<td>ECDPM</td>
<td>European Centre for Development Policy Management</td>
</tr>
<tr>
<td>ECOWAS</td>
<td>Economic Community of West-African States</td>
</tr>
<tr>
<td>ELJ</td>
<td>European Law Journal</td>
</tr>
<tr>
<td>ESAFF</td>
<td>Eastern and Southern Africa Small Scale Farmers' Forum</td>
</tr>
<tr>
<td>ESC</td>
<td>Economic and Social Council of the United Nations</td>
</tr>
<tr>
<td>FANRPAN</td>
<td>Food, Agriculture and Natural Resources Policy Analysis Network</td>
</tr>
<tr>
<td>FAO</td>
<td>Food and Agriculture Organisation of the United Nations</td>
</tr>
<tr>
<td>GA</td>
<td>General Assembly of the United Nations</td>
</tr>
<tr>
<td>GGW</td>
<td>Great Green Wall</td>
</tr>
</tbody>
</table>
ICCPR  International Covenant on Civil and Political Rights
ICESCR  International Covenant on Economic, Social and Cultural Rights
IFPRI  International Food Policy Research Institute
IGAD  Intergovernmental Authority on Development
LPA  Lagos Plan of Action
MDG  Millennium Development Goals
NEPAD  New Partnership for Africa’s Development
OAU  Organisation of African Unity
OECD  Organisation for Economic Co-operation and Development
PTA  Preferential Trade Area for Eastern and Southern Africa
REC  Regional Economic Community
RPFS  Regional Programme for Food Security
SDG  Sustainable Development Goals
SRO-EA  Economic Commission for Africa Sub-Regional Office for Eastern Africa
UDHR  Universal Declaration of Human Rights
UN  United Nations
UNCCD  United Nations Convention to Combat Desertification
UNECFA  United Nations Economic Commission for Africa
WFC  World Food Council
WFP  World Food Programme
<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Full Form</th>
</tr>
</thead>
<tbody>
<tr>
<td>WFS</td>
<td>World Food Summit</td>
</tr>
<tr>
<td>WHO</td>
<td>World Health Organisation</td>
</tr>
</tbody>
</table>
LIST OF FIGURES

Figure 1: Map of the African Continent depicting membership of RECS 50
1. Chapter 1: Introduction

1.1 Introduction

Food security and nutrition are themes that are relevant to both international and regional communities. Since the 1970s, programmes developed by the United Nations (hereafter the UN) were focussed on the eradication of world hunger and on improving food security. More recent developments in the international arena focussing on food security and nutrition are the Millennium Development Goals (hereafter the MDGs) and the subsequent Sustainable Development Goals (hereafter the SDGs). The latter are incorporated in *Agenda 2030 for Sustainable Development* (hereafter referred to as *Agenda 2030*). The SDGs are not legally binding international law principles but voluntary government agreements. Governments are however expected to take

---

1 This study was made possible by the Feed the Future Innovation Lab for Food Security Policy award EDH-A-00-07-00005-00 through the generous support of the American people through the *United States Agency for International Development (USAID)* under the Feed the Future initiative. The contents are the responsibility of the study author and do not necessarily reflect the views of USAID or the United States Government.


ownership and establish national frameworks for the achievement of the goals and to report on their progress pertaining to realising the goals on national, regional and global level.\(^8\) In aggregate, seventeen SDGs have been identified, with a multiplicity of focus areas.\(^9\) The importance attached to the eradication of world hunger, food insecurity and malnutrition is evident from the fact that SDG Goal 2 (hereafter referred to as SDG2) is specifically aimed at "ending hunger, achieving food security and improved nutrition as well as promoting sustainable agriculture".\(^10\) The Food and Agriculture Organisation of the UN\(^11\) (hereafter the FAO) describes SDG2 as addressing:

...a complex condition with a holistic approach that involves a series of complementary actions targeting the access dimension of food security, all forms of malnutrition, the productivity and incomes of small-scale food producers, resilience of food production systems and the sustainable use of biodiversity and genetic resources.

Despite the prevalence of food insecurity and malnutrition on the African continent, it has been reported that “African countries have collectively made the least progress towards achieving the Millennium Development Goal of reducing hunger by half by 2015”\(^12\). African member states proceeded to address this issue in 2013 by compiling *Agenda 2063 The Africa We Want (Agenda 2063)*\(^13\) focussing on issues identified in

---

the MDGs as well as issues specifically related to the African context. Agenda 2030 with its SDGs was therefore preceded on the African continent by Agenda 2063. In Agenda 2063, the African Union (hereafter AU) identified seven aspirations. It is stated by The New Partnership for Africa’s Development (hereafter NEPAD) that:

The African Union has set a target to ‘eliminate hunger and food insecurity by 2025’. Both Agenda 2063 and the African Union Summit decision on Accelerated Growth and Transformation have reaffirmed this commitment.

The aspirations, as set out in Agenda 2063, pertaining to food security and nutrition indicate that the AU regards the eradication of food insecurity and malnutrition as a very important objective. These objectives must be achieved through Agenda 2063.

The AU implements the goals set out in Agenda 2063 through the assistance of Regional Economic Communities (hereafter RECs). These RECs were established by the Abuja Treaty in 1991 with the overarching goal of achieving economic, social and cultural development on the African continent. The relationship between the RECs and the AU is mandated not only by the Abuja Treaty, but also the AU Constitutive Act. In addition, the 2008 Protocol on Relations between the RECs and the AU and the Memorandum of Understanding on Cooperation in the Area of Peace and Security between the AU, RECs and the Coordinating Mechanisms of the Regional Standby Brigades of Eastern and Northern Africa guide the relationship between the AU and

---

20 Constitutive Act of the AU.
21 Article 3 of the Protocol on Relations between the RECs and the AU (2008).
the RECs. The RECs are therefore “increasingly involved in coordinating AU Member State’s interests in wider areas such as peace and security, development and governance.”

Eight RECs are recognised and, together with NEPAD, the RECs are responsible for raising the standard of living of people of the African continent. The Abuja Treaty emphasises the importance of the RECs to be actively involved with improving food security and sustainable agriculture as well as the "harmonisation of food security policies". The RECs are required to develop policy documents that will drive the development of food security and nutrition in the region. With the RECs working in close relation with the AU to meet the objectives stated in Agenda 2063, it can be deduced that one of the common goals among all RECs, is the promotion of food security and nutrition on the African continent. In order to give effect to this common goal, a benchmark providing RECs with a best practice guideline with regard to food security and nutrition guidelines would be useful to RECs in East and West Africa to the extent that this benchmark would provide best practice guidelines that could be implemented across all regions.

---

29 A bursary was granted to the LLM candidate, as well as another LLM candidate simultaneously. The study is done in collaboration with the University of Pretoria and USAID. The funders of the study focus on "The governance of food security in Africa" and the author hereof was instructed by said bursars, to focus on the eastern and western RECs. The reason for this focus area being that the other LLM candidate mentioned, was instructed to focus on the southern region of Africa.
30 All five regions applicable to the current study.
In light of the above, the research question that underpins this study is: "which general food security and nutrition guidelines may be extracted from policy documents of RECs in East and West Africa to develop a benchmark of best practice for RECs in East and West Africa dedicated to addressing food insecurity and nutrition in their respective regions?"

The RECs that formed part of this study are:

a. CEN-SAD: Community of Sahel-Saharan States;
b. COMESA: Common Market for Eastern and Southern Africa;
c. EAC: Eastern African Community;
d. ECOWAS: Economic Community of West-African States; and
e. IGAD: Intergovernmental Authority on Development.

In order to develop this benchmark, it is necessary to have a clear understanding of the meanings attributed to the terms “food security and nutrition”. The second chapter of the study thus serves as an introduction to food security and nutrition, focussing in particular on defining “food security” and “nutrition” and related terms. Thereafter, the relationship between the objectives related to food security and nutrition as contained in the SGDs and Agenda 2063 are discussed in Chapter 3.

A discussion focussing on the role of RECs in realising these objectives then ushers in the critical analyses of the existing policy of the identified RECs that are aimed at addressing food insecurity and malnutrition in Chapters 4 and 5. In the penultimate section of this dissertation, Chapter 6, a benchmark of best practice for RECs in East and West Africa dedicated to addressing food insecurity and nutrition in their respective regions is proposed.

The study concludes with specific recommendations that indicate the improvements that need to be considered to ensure that the respective identified RECs’ policies with regard to food security and nutrition meets the requirements of the proposed benchmark of best practice in Chapter 7.
1.2 Research question

Which food security and nutrition guidelines may be extracted from policy documents of Regional Economic Communities in East and West Africa to develop a benchmark of best practice for RECs in East and West Africa to ensure adherence to applicable international legal instruments?

1.3 Assumptions and hypothesis

1.3.1 Assumptions

This study was based on the following assumptions:

a. The UN has certain food security and nutrition strategies which are designed to be implemented throughout the world.

b. The AU has identified objectives aimed at eradicating food insecurity and malnutrition on the continent.

c. RECs have been established on the African continent in order to facilitate regional economic integration between the member states of the AU by dividing the African continent into smaller, more manageable economic regions.

d. RECs are involved in coordinating the AU member states’ interests in eradicating food insecurity and malnutrition.

1.3.2 Hypothesis

A critical analysis of the policy of RECs in East and West Africa pertaining to food security and nutrition may assist in creating a benchmark of best practice for RECs in East and West Africa dedicated to addressing food insecurity and malnutrition in their respective regions.
1.4 Research objectives

1.4.1 Primary objective

The primary objective of this study is to create a benchmark of best practice for RECs in East and West Africa, dedicated to addressing food insecurity and malnutrition in their respective regions.

1.4.2 Secondary objective

In order to be able to achieve the abovementioned primary objective, the following secondary objectives were identified namely:

1.4.2.1 To clarify the definition of food security and nutrition and related terms.

1.4.2.2 To analyse, interpret and align the food security and nutrition objectives contained in the UN's Agenda 2030 and the AU's Agenda 2063.

1.4.2.3 To critically analyse the policy documents of the RECs of East and West Africa respectively pertaining to food security and nutrition. These RECs are:

- CEN-SAD: Community of Sahel-Saharan States;
- COMESA: Common Market for Eastern and Southern Africa;
- EAC: Eastern African Community;
- ECOWAS: Economic Community of West-African States; and
- IGAD: Intergovernmental Authority on Development.

1.4.2.4 To develop a benchmark of best practice of food security and nutrition guidelines to be implemented by the various RECs. 31

1.4.2.5 To draw specific conclusions and make recommendations that will indicate the improvements that need to be considered to ensure that the respective

---

31 The use of, and background on a benchmark will be explained in detail in chapter six of this study
identified RECs’ policy pertaining to food security and nutrition meet the requirements of the proposed benchmark of best practice.

1.5 **Framework of the dissertation**

1. Introduction and problem statement.
2. The definition of food security and nutrition as well as related terms.
3. Food security and nutrition objectives contained in *Agenda 2030*\(^{32}\) and *Agenda 2063*.\(^{33}\)
4. A critical analysis of existing policy pertaining to food security and nutrition of RECs of East Africa.
5. A critical analysis of existing policy pertaining to food security and nutrition of RECs of West Africa.
6. Proposing a benchmark of best practice pertaining to food security and nutrition.
7. Conclusion and recommendations.

1.6 **Research methodology**

This study was based on a literature review comprising of the research and interpretation of relevant legislation, international documents and policies, text books, academic articles and available case law. The different RECs and their founding documents as well as their policies on food security and nutrition were the main focus hereof. Furthermore, it is of importance to note that, since this study is one of the first legal studies dealing with this theme, it is necessary to provide more detailed legal historical or background information in certain aspects to contextualise the study.


2 Chapter 2: The definition of food security and nutrition and related terms

2.1 Introduction

There is a common notion that misunderstandings between scholars may be as a result of the different understandings or conceptions of words and terminology. In attempting to diffuse a situation in which such misunderstandings arise, it is important to define terms which are essential to this study. The defining of terms is an essential part of a study in order to ensure that the author and the readers have a common understanding of the terms used throughout the study. Although one word may have a variety of different definitions, it is imperative that the author should explain the relevance of terms specific to the study. This explanation is done in terms of the specific context applicable thereto. Moreover, clear definitions are also necessary in instances where changes in the meaning of terms are to be measured over time.

The measurement of such change can be used in determining what progress has been made with regard to the specific field of study and what progress should still be made.

In this chapter, the definition of the right to adequate food is discussed as well as the definitions of food security and nutrition security. It is also indicated how these three terms are interrelated. It is necessary to establish the evolution in terms of the development of these definitions in order to understand what should still be done to reach the goals and objectives as set out by international instruments such as Agenda 2063 and Agenda 2030 respectively.\footnote{Andrees 2014 http://www.ilo.org/global/about-the-ilo/newsroom/news/WCMS_234854/lang--en/index.htm.}

Notably, many international instruments recognise the right to food by focussing on particular groups such as vulnerable groups, gender specific nutrition and other nutritional aspects.\footnote{Mechlem 2004 \textit{ELJ} 636-637 Some of the other international instruments are \textit{inter alia} The Convention on the Elimination of all Forms of Discrimination Against Women of 1979 (in Article 24); The Convention on the Rights of the Child of 1989 (in Article 27); The Protocol to the African Charter on Human and People’s Rights on the Rights of Women in Africa (2003); The World Declaration on Nutrition of 1992 and the Rome Declaration on World Food Security in 1996.} An exposition of these instruments is provided in Chapter 3 and therefore, the only focus of this chapter is on defining the right to food as well as food security, nutrition and other relevant terms.

\section*{2.2 The right to adequate food\footnote{Article 25 \textit{Universal Declaration of Human Rights} (1948).}}

When the right to food is under discussion, it is important to note that this concept originated from The Universal Declaration of Human Rights.\footnote{Universal \textit{Declaration of Human Rights} (1948); The rights in the Universal Declaration of Human Rights are considered by some as so important that it could be seen as customary international law. The UDHR also enjoy higher status than soft law status. See Vidar "The Right to Food in International Law: Critical Issues in Realising the Right to Food" 3.} In this declaration it is stated that:

\begin{quote}
Everyone has the right to a standard of living adequate for the health and well-being of himself and of his family, including food\footnote{Article 25 \textit{Universal Declaration of Human Rights} (1948); EC "Communication from the Commission to the Council World Food Conference" 7.}
\end{quote}

The Food and Agriculture Organisation of the United Nations (FAO) places the right to food in the same category as all other rights recognised in the United Nations (UN)
Declaration of Human Rights and emphasises the interrelatedness of the right to food with other human rights contained therein.\textsuperscript{46}

During the 1960s, the UN adopted the International Covenant on Economic, Social and Cultural Rights (ICESCR)\textsuperscript{47} as well as the International Covenant on Civil and Political Rights (ICCPR)\textsuperscript{48} which included most of the human rights in the Universal Declaration of Human Rights\textsuperscript{49} including \textit{inter alia} on the "Right to Food".\textsuperscript{50} The ICESCR which is often hailed as one of the most important sources of the right to food\textsuperscript{51} enshrined this right in Article 11 wherein the parties to the Covenant recognise:

\begin{quote}
... the right of everyone to an adequate standard of living for himself and his family, including adequate food, clothing and housing, and to the continuous improvement of living conditions.\textsuperscript{52}
\end{quote}

The ICESCR further expands the right to food in Article 11.2 wherein a fundamental right is recognised by stating that "everyone has the right to be free from hunger".\textsuperscript{53}

Although the relationship between the right to food and food security is only discussed in paragraph 2.4, it remains important to note that focus is also drawn to the "equitable distribution of world food supplies in relation to the need" in terms of the right to \textit{adequate}\textsuperscript{54} food and therefore relates to the food security definition developed after the Hot Springs conference.\textsuperscript{55}

The ICESCR's focus is on economic, social and cultural rights which include issues such as food, education, health and shelter and is therefore relevant in discussions surrounding the right to food.\textsuperscript{56} The importance of the ICESCR is further emphasised

\textsuperscript{46} FAO "Introduction to the Right to Adequate Food: Lesson 1" 3, 6-7, 9-10.
\textsuperscript{48} \textit{International Covenant on Civil and Political Rights} (1966).
\textsuperscript{49} Article 25 \textit{Universal Declaration of Human Rights} (1948).
\textsuperscript{50} WHO 2007 http://www.who.int/hhr/Economic_social_cultural.pdf; Article 25 \textit{Universal Declaration of Human Rights} (1948).
\textsuperscript{51} Mugabe \textit{A Proposed Framework Act for Food Security in South Africa} 8; Vidar "The Right to Food in International Law: Critical Issues in Realising the Right to Food" 1-2.
\textsuperscript{52} Article 11.1 \textit{International Covenant on Economic, Social and Cultural Rights} (1966).
\textsuperscript{54} Own emphasis.
\textsuperscript{55} Article 11.2(b) \textit{International Covenant on Economic, Social and Cultural Rights} (1966); FAO "Coming to Terms with Terminology" 2; Vidar "The Right to Food in International Law: Critical Issues in Realising the Right to Food" 1-2; see also Vidar "The Right to Food in International Law: Critical Issues in Realising the Right to Food" 3-4.
\textsuperscript{56} Vidar "The Right to Food in International Law: Critical Issues in Realising the Right to Food" 8; FAO "Introduction to the Right to Adequate Food: Lesson 2" 13.
by the ratification of the Covenant by 153 states to date. These 153 states have taken on the duty and have a corresponding responsibility to progressively realise the right to adequate food within their respective jurisdictions and in line with the ICESCR. If, however, a state has not ratified the ICESCR, it is still under a universal obligation to adhere to human rights including the right to adequate food, which is an essential right.

2.2.1 Normative content of the right to food

Although the right to adequate food is referred to commonly as the right to food, both terms are acceptable. The FAO is clear that, in any event, this right not only entails the right to food, but rather the right to adequate food. In supporting this statement, the Special Rapporteur on the right to food defined the right to adequate food as:

The right to have regular, permanent and free access, either directly or by means of financial purchases, to quantitatively and qualitatively adequate and sufficient food corresponding to the cultural traditions of the people to which the consumer belongs, and which ensures a physical and mental, individual and collective, fulfilling and dignified life free of fear.

The above definition further confirmed the contents of General Comment 12 stating that the right to adequate food should be interpreted in a wider sense, rather than a

57 FAO "Introduction to the Right to Adequate Food: Lesson 2" 13; Vidar "The Right to Food in International Law: Critical Issues in Realising the Right to Food" 8.
60 Own Emphasis.
61 (Own emphasis) The FAO describes the right to adequate food as an interdependent human right which needs to focus on the nutrition aspects of food to be effectively implemented See FAO "Introduction to the Right to Adequate Food: Lesson 2" 3.
62 The Special Rapporteur on the right to food was appointed at the 56th session of the Commission on Human Rights See Report by the Special Rapporteur on the right to food, Mr Jean Ziegler submitted in accordance with Commission on Human Rights resolution 2001/25 UN ESC Report E/CN.4/2002/58 2002 5-6; see also Vidar "The Right to Food in International Law: Critical Issues in Realising the Right to Food" 7.
64 General Comments are guidelines to the states who ratify the covenants which guide these states' obligations in respect of covenants. See Committee on Economic, Social and Cultural Rights General Comment 12 The Right to Adequate Food (Article 11): 12/05/99 E/C 12/1999/5 1999.
narrow sense. In the interpretation of the right to adequate food, the author found that such interpretations ought to include all methods of access to food including but not limited to the economic and physical access thereto. It was in light of the above mentioned findings that further research had to be done to better understand what the right to food entailed.

The definition of the right to food by the Special Rapporteur includes four distinctive elements, namely the availability of food, the adequacy of food, the accessibility of food and the stability of food supply. Each of these elements is briefly discussed next in order to indicate how they relate to the definition as well as how they relate to the definition of food security in paragraph 2.4.

2.2.1.1 The availability of food

Availability of food refers to:

the possibilities either for feeding oneself directly from productive land or other natural resources, or for well-functioning distribution, processing and market systems that can move food from the site of production to where it is needed in accordance with demand.

An example of the application of the availability of food is where food production is reduced due to external factors such as drought or natural disasters, decreasing the

---


66 In The Social and Economic Rights Action Center and the Center for Economic and Social Rights v Nigeria-case 155/96 it was held that the right to food is included in the right to economic, social and cultural development and linked further to inherent human dignity. See also Committee on Economic, Social and Cultural Rights General Comment 12 The Right to Adequate Food (Article 11): 12/05/99 E/C 12/1999/5 1999 para 6-8; FAO "Introduction to the Right to Adequate Food: Lesson 2" 3-4; Vidar "The Right to Food in International Law: Critical Issues in Realising the Right to Food" 7.

67 The Special Rapporteur on the right to food was appointed at the 56th session of the Commission on Human Rights See Report by the Special Rapporteur on the right to food, Mr Jean Ziegler submitted in accordance with Commission on Human Rights resolution 2001/25 UN ESC Report E/CN.4/2002/58 2002 5-6; see also Vidar "The Right to Food in International Law: Critical Issues in Realising the Right to Food" 7.

68 Vidar "The Right to Food in International Law: Critical Issues in Realising the Right to Food" 8; FAO "Introduction to the Right to Adequate Food: Lesson 2" 4-8; Mechlem 2004 ELJ 638-639.

69 FAO "Introduction to the Right to Adequate Food: Lesson 2" 4-5.
farming community's ability to provide consumers with food. As a result of these external factors, there will be a decrease in the availability of food causing consumers to experience problems with the procurement of an adequate food supply, ultimately limiting their right to food. In effect, the demand for an adequate food supply will simply not be met by the actual supply of food.

2.2.1.2 The adequacy of food

The second element of the right to food is the adequacy of the food consumed in the sense that it relates directly to the dietary needs of consumers, their age, gender and occupation. In terms of adequate food, food products should be free from harmful substances or by-products as a result of agricultural processes. Moreover, these adequate foods should be culturally acceptable. Due to the vast cultural differences within the African continent, all consumers do not necessarily consume or utilise the same food products at the same levels.

It is therefore important to note that the adequacy of food products refers not only to the amount of food consumed but also to the nutritional content of food providing the consumers with adequate nutrient values. An example of such cultural acceptability is that the availability of pork will not be construed as adequate food supply to certain religious groups. In this sense, food might be deemed to be available but would not be utilised by these particular religious groups and therefore will not be considered "adequate" by them.

---

72 Idang 2015 "African Culture and Values" 1.
2.2.1.3 The accessibility of adequate food

The third element, namely the accessibility of adequate food, comprises of two forms of accessibility which are economic availability and physical availability.\textsuperscript{74} The economic aspect of accessibility deals with the finances available to an individual or household to purchase the food needed by that person or household. This includes the accessibility of nutritious foods throughout the year.\textsuperscript{75} On the other hand, the physical accessibility aspect deals with the vulnerable groups of people for whom it might be more difficult to acquire their own adequate food such as vulnerable groups.\textsuperscript{76}

These two forms of accessibility are interrelated which means that any change in the one, for example the financial difficulty in a household relating to economic accessibility, could ultimately lead to a decline in the physical availability of food products within that household. This would then mean that this household’s right to adequate food would be hindered.

2.2.1.4 The stability of food supply

The fourth element related to the right to adequate food is the stability of food supply. This last element is a combination of the availability and accessibility of food in the sense that the food supply must reach a state of constancy where food products complying with all three of the above concepts are adhered to all year round. A continuous food supply would indicate that a certain stability of food exists and that the consumers would be able to access this food when needed.

An example of this would be where subsistence farmers only have their supply of food available at specific times in the year, making their access to adequate food seasonal.

\textsuperscript{74} Mugabe \textit{A Proposed Framework Act for Food Security in South Africa} 12; FAO "Introduction to the Right to Adequate Food: Lesson 2" 7.


\textsuperscript{76} Vulnerable groups include children, elderly, persons with medical disabilities, famine stricken groups and any other groups of people who will be unable to acquire their own food supply See Committee on Economic, Social and Cultural Rights General Comment 12 The Right to Adequate Food (Article 11): 12/05/99 E/C 12/1999/5 1999 para 13; FAO "Introduction to the Right to Adequate Food: Lesson 2" 7.
and not constant. This would leave the subsistence farmer without a continuous food supply for the remainder of the year, negatively affecting the stability of food supply and finally limiting their right to adequate food.

From the discussion of the four distinctive elements relating to the right to food, it is apparent that the right to food can be otherwise defined as: the stable availability of adequately nutritious food, independent of external factors and both physically and economically accessible to all consumers. It can be concluded that, in all four of these aspects of the right to adequate food, state actors play an important role in progressively realising this right. This realisation can be depicted in terms of the state's obligations related to the right to adequate food as well as the importance of this right in terms of food security and nutrition.

2.2.2 State obligations in terms of the right to adequate food

In determining the obligations that any state can incur in terms of realising the right to food, a distinction must first be drawn between binding and non-binding international instruments. Binding instruments can be described as treaties or conventions entered into between states which are enforceable and applicable in the states' domestic legislation after the ratification of such treaties. Upon entering into a treaty, states might have the option of ratifying such a treaty which, by definition, means that a state consents to be bound by such a treaty and commits to enforcing the aspects of the treaty in its own domestic law. This is in other terms referred to as hard law.

Non-binding international instruments however are considered soft law and include declarations, guidelines, recommendations and resolutions. These instruments are

77 FAO "Introduction to the Right to Adequate Food: Lesson 3" 2-3.
78 Own definition deduced from the discussion of the four elements of the right to adequate food in this paragraph.
82 FAO "Introduction to the Right to Adequate Food: Lesson 3" 8.
not considered binding. They would have been if they were treaties but they are still used by states as a guideline for action. 83 The right to food is contained in various treaties and would, in light of the above distinctions, qualify as hard or binding law in states ratifying agreements enshrining the right to adequate food. If, however, a state has not ratified such a treaty, the state would still be obliged to consider the right to adequate food as a guideline in their actions. 84

The ICESCR, which is a treaty and has been ratified will therefore form part of binding law in the above instance. 85 This classification and General Comment 12 86 place certain obligations on the states which have ratified the ICESCR to respect, protect and to fulfil the right to adequate food. 87 The obligation to respect the right to adequate food requires that states and should not take any action to deprive people of their right to adequate food without valid reasoning. 88 An example of what states cannot do is the removal or the refusal of resources like water or animal resources, used for food, from communities or its people, without valid reasoning or compensation provided. 89

The obligation on the state to protect the right to adequate food means that states should enforce laws and any other measures to prevent any person or organisation from violating any other person's right to adequate food. 90 The state cannot allow any person or organisation to prevent people from exercising their right to food, for example by allowing farmlands to be used for non-agricultural purposes. 91

---

84 FAO "Introduction to the Right to Adequate Food: Lesson 3" 8-10; Abbott and Snidal 2000 International Organization 421-423.
85 FAO "Introduction to the Right to Adequate Food: Lesson 3" 13; Vidar "The Right to Food in International Law: Critical Issues in Realising the Right to Food" 8.
89 FAO "Introduction to the Right to Adequate Food: Lesson 3" 11-12.
91 FAO "Introduction to the Right to Adequate Food: Lesson 3" 12-13.
Lastly, the obligation of fulfilling the right to adequate food includes the state's facilitation and provision to pro-actively take part in activities to increase the people's access to adequate food. In increasing the people's access to adequate food, the right to adequate food is realised. States are, for example, further prohibited from frustrating this obligation when authorising the use of agricultural land without conducting proper impact studies. These impact studies should also account for the impacts on the right to adequate food and access thereto.

In realising these obligations, states should take the necessary steps to progressively realise the right to food and the access to adequate food. The resources states are expected to use in the realisation of the right to adequate food, do not include using all of its available resources solely for the purpose of realising this right, but rather that the realisation should occur in relation to the resources available.

States should further adhere to Article 2 of the ICESCR when realising the right to adequate food by not discriminating against any person and providing equal opportunity for all to have access to adequate food. From this discussion on the obligations imposed on states, it can be deduced that states are under immense pressure to ensure that the right to adequate food in terms of the ICESCR is progressively realised at all times.


94 FAO "Introduction to the Right to Adequate Food: Lesson 3" 14-18.

95 FAO "Introduction to the Right to Adequate Food: Lesson 3" 14-18.

96 FAO "Introduction to the Right to Adequate Food: Lesson 3" 6-7.


98 The States Parties to the present Covenant undertake to guarantee that the rights enunciated in the present Covenant will be exercised without discrimination of any kind as to race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status. See Article 2.2 *International Covenant on Economic, Social and Cultural Rights* (1966); Ziegler 2012 http://www.righttofood.org/work-of-jean-ziegler-at-the-un/what-is-the-right-to-food/; FAO "Introduction to the Right to Adequate Food: Lesson 3" 9.
2.3 Historical development of the definition of food security and nutrition

Food security and nutrition as terms have developed over a long period and have evolved since their inception.99 One of the first recorded definitions of the term food security was developed after the end of World War II in Virginia, United States of America at the Hot Springs conference, where food security was described as the "secure and adequate supply of food".100 This conference led to the establishment of one of the most prominent organisations with regard to food security and nutrition, namely the Food and Agriculture Organisation of the United Nations (FAO).101 The purpose of this organization was the development of the FAO, as well as defining the term "food security" and to strive toward objectives such as people being "free from hunger".102

Some of the earlier programmes focussing on the achievement of food security in the initial developmental period with regard to food security, focussed on the increase in production of staple foods.103 It was however apparent that the goal in terms of the increase of production of staple foods succeeded to an extent, but also that the recurring problem with poverty remained.104 Due to these remnants of poverty and increase in food insecurity as a result thereof, the use of food aid programmes and the World Food Programme (WFP) were established in 1961.105 This resulted in a gradual recognition of the importance of the development of the global economy to assist in the eradication of the food insecurity problems.106

---

99 FAO "Food Security Policy Brief" 1.
100 FAO "Coming to Terms with Terminology" 2; Wöingartner "The Concept of Food and Nutrition Security" I-3; FAO "Food Security Policy Brief" 1.
101 The FAO was established in 1945 in Quebec, Canada with primary goal to be a permanent organisation for food and agriculture; Shaw *A History of Food Security from 1945-2007* 3.
102 FAO "Food Security Policy Brief" 1; FAO "Coming to Terms with Terminology" 2; Shaw *A History of Food Security from 1945-2007* 3-4.
103 Wöingartner "The Concept of Food and Nutrition Security" I-3; FAO "Coming to Terms with Terminology" 2; FAO "Food Security Policy Brief" 1.
104 Wöingartner "The Concept of Food and Nutrition Security" I-3; FAO "Coming to Terms with Terminology" 2; FAO "Food Security Policy Brief" 1.
105 WFP Date Unknown http://www1.wfp.org/history; Wöingartner "The Concept of Food and Nutrition Security" 1-4.
106 FAO "Coming to Terms with Terminology" 2-3; Shaw *A History of Food Security from 1945-2007* 4.
Following the establishment of the WFP and the recognition of the importance of the global economy as part of the issues relating to food security and the importance of the "right to food", the first World Food Conference was held in 1974.107 During this conference it was stated that:

...every man, woman and child has the inalienable right to be free from hunger and malnutrition in order to develop their physical and mental faculties.108

The main topics relating to food security discussed at this conference were the provision of food aid to vulnerable groups, reserve food stocks and early warning systems to assist with food insecurity.109 To assist the FAO in achieving these food security and nutrition goals, the World Food Council (WFC), the Committee on World Food Security (CFS) as well as the Administrative Committee on Coordination Subcommittee on Nutrition (ACC SCN) were established.110 The main focus of these committees was however to increase production of staple foods and in turn stabilise world food market prices.111 The objective of the ACC SCN was to focus on the UN to ensure that programmes were be established to provide people with balanced nutrition.112

It was after this first World Food Conference that the definition of food security not only focussed on the production of food, but also on the availability and pricing of food, therefore encompassing the term food supply.113 The inclusion of food supply

107 FAO "Food Security Policy Brief"1; Shaw A History of Food Security from 1945-2007 121.
110 FAO "Coming to Terms with Terminology" 4; EC "Communication from the Commission to the Council World Food Conference" 5.
111 Shaw A History of Food Security from 1945-2007 124; FAO "Coming to Terms with Terminology" 4. See Also Shaw A History of Food Security from 1945-2007 131 Where Shaw stated that Henry Kissinger (US Secretary of State in 1974) outlined a five-point, 25-year plan to "free mankind from hunger": this included the following points: • increased food production in the developed nations; • accelerated food production in the developing world; • improving distribution of food throughout the world; • improving the quality and nutrition of food; and • creating worldwide reserves against food crises.
112 Shaw A History of Food Security from 1945-2007 124; FAO "Coming to Terms with Terminology" 4. See Also Shaw A History of Food Security from 1945-2007 131 Where Shaw stated that Henry Kissinger (US Secretary of State in 1974) outlined a five-point, 25-year plan to "free mankind from hunger": this included the following points: • increased food production in the developed nations; • accelerated food production in the developing world; • improving distribution of food throughout the world; • improving the quality and nutrition of food; and • creating worldwide reserves against food crises.
113 FAO "Food Security Policy Brief"1; Shaw A History of Food Security from 1945-2007 124-128.
indicated the importance of the economy in food security as a whole and was an important step taken in reaching global food security. The definition of food security after the first World Food Conference was noted as the:

Availability at all times of adequate world food supplies of basic foodstuffs to sustain a steady expansion of food consumption and to offset fluctuations in production and prices.\textsuperscript{114}

During the 1980s, the WFC turned its attention to Africa and the prevailing food crisis.\textsuperscript{115} At the 12\textsuperscript{th} session of the WFC in 1986, the status of hunger and malnutrition in Africa was discussed in particular. This was done with the view of establishing a programme in Africa to assist with these problems.\textsuperscript{116} It was during the 1980s that the definition of food security was expanded to include physical as well as economic access to food supply.\textsuperscript{117} The definition of food security in 1983 by the FAO was therefore set out as:

Ensuring that all people at all times have both physical and economic access to the basic food that they need.\textsuperscript{118}

The above definition has been linked by the Committee on Food Security (CFS) and the World Bank to three main objectives, namely the adequacy of food supplies, the stability in food supplies and markets and the security of access to these food supplies.\textsuperscript{119} After the definition of food security was initially formulated in the 1980s, increasing focus was placed on the development of a new definition of food security as well as a food secure world. During the 1990s, the majority of development in the food security realm took place after growing attention was drawn to the importance of adequate food and food security. This was investigated by research organisations with one of the most important developments taking place in 1996 at the World Food Conference.

\textsuperscript{114} FAO "Food Security Policy Brief" 1.
\textsuperscript{115} Shaw \textit{A History of Food Security from 1945-2007} 180-182.
\textsuperscript{116} Shaw \textit{A History of Food Security from 1945-2007} 180-182.
\textsuperscript{117} Wéingartner "The Concept of Food and Nutrition Security" 1-5.
\textsuperscript{118} FAO "World Food Security: A Reappraisal of the Concepts and Approaches"; FAO Trade Reforms and Food Security: Conceptualizing the Linkages 27.
\textsuperscript{119} FAO "Coming to Terms with Terminology" 4-5.
The WFS took place after the election of the new director-general of the FAO Jacques Diouf from Senegal in 1993. Although the aim of the WFS was to address the advancement of global food security, the main purpose for the meeting was to renew the global commitment to food security and to "redesign realistic approaches to food security". This re-evaluation was to be done by considering the change in market conditions as well as the progress that has already been made in terms of food security at that stage. It was at this WFS where the most widely accepted definition of food security was established as:

Food security exists when all people at all times have physical and economic access to sufficient safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life.

The development of the more current versions of the definition of food security, being the point of reference of this study, could not exist without the historical context of this development. It is therefore essential to understand the reasoning behind the current focus of food security and nutrition. The more recent definition of food security and nutrition is briefly discussed next.

120 International Food Policy Research Institute (IFPRI) in Washington, DC (the policy arm of the Consultative Group on International Agricultural Research (CGIAR) of 15 international agricultural research centres, 13 of which are located in developing countries, 'to mobilize agricultural science to reduce poverty, foster human wellbeing, promote agricultural growth and protect the environment'), became, in the words of its director-general, Per Pinstrup-Andersen, 'increasingly concerned at the apparent complacency of the international community about the future of the world's food situation'. As a result, in late 1993, IFPRI began an initiative looking forward to the year 2020 'to identify the critical issues that must be confronted if the world's growing population is to be fed and the livelihoods of today's poor and hungry are to be improved'. This initiative, called A 2020 Vision for Food, Agriculture and the Environment, had as its goals: 'to seek consensus about the problems of ensuring adequate future food supplies while protecting the world's natural resources for future generations, to create a vision of what the future should look like, and to recommend steps that must be taken immediately to make that vision come true'. See Shaw A History of Food Security from 1945-2007 334.

121 Shaw A History of Food Security from 1945-2007 347.

122 Shaw A History of Food Security from 1945-2007 347.

123 FAO Trade Reforms and Food Security: Conceptualizing the Linkages 28; Shaw A History of Food Security from 1945-2007 347.

2.3.1 The four dimensions of food security

It is clear that the concept of food security and nutrition is not a one-dimensional concept but rather a more complex multidimensional idea.\textsuperscript{125} As mentioned above, the most widely accepted definition of food security was set out in the mid-1990s by the WFS as:

...a situation that exists when all people, at all times, have physical, social and economic access to sufficient, safe and nutritious food that meets their dietary needs and food preferences for an active and healthy life.\textsuperscript{126}

From this amended definition of food security, it can be concluded that the focus has shifted from mainly supplying and the availability of food in terms of the first definitions of food security to that of a nutrition orientated view ensuring that food security and nutrition exist.

Food security can be broken up into four dimensions, namely food availability, food utilisation, economic and physical access to food and the stability of food supply (the first three dimensions being measured over time).\textsuperscript{127} These four dimensions are further split into a double-tracked approach in terms of the FAO Special Programme for Food Security.\textsuperscript{128} The first track is the approach to improve the long-term sustainability of food (in alignment with General Comment 12).\textsuperscript{129} The second track is however to provide immediate relief for famine-stricken areas.\textsuperscript{130}

\begin{thebibliography}{99}

\bibitem{125} Gualtieri 2013 \textit{Future of Food: Journal of Food, Agriculture and Society} 21; FAO "Food Security Information for Action: Lesson 1" 3; "Shaw A History of Food Security from 1945-2007" 349; FAO "Coming to Terms with Terminology" 2; FAO "Introduction to the Right to Adequate Food: Lesson 2" 15-16; FAO \textit{Trade Reforms and Food Security: Conceptualizing the Linkages} 25.

\bibitem{126} FAO \textit{Trade Reforms and Food Security: Conceptualizing the Linkages} 28; FAO 2001 http://www.fao.org/docrep/003/y1500e/y15000e06.htm#P0_2; FAO "Food Security Policy Brief" 1; Wöingartner "The Concept of Food and Nutrition Security" 1-5; FAO "Introduction to the Right to Adequate Food: Lesson 2" 15-16.

\bibitem{127} Gualtieri 2013 \textit{Future of Food: Journal of Food, Agriculture and Society} 21; FAO "Food Security Information for Action: Lesson 1" 3.


\bibitem{130} FAO "Introduction to the Right to Adequate Food: Lesson 2" 17; \textit{Committee on Economic, Social and Cultural Rights General Comment 12 The Right to Adequate Food (Article 11): 12/05/99 E/C
While these four dimensions of food security remain paramount, the FAO Special Programme for Food Security continuously acknowledges multiple sectors like agriculture, nutrition and other sectors for reaching these goals in terms of the four dimensions.131

The four dimensions of food security can be described as:

Food availability:

The availability of sufficient quantities of food of appropriate quality, supplied through domestic production or imports (including food aid).132

As the concept of food security developed however, it became clear that the availability of food alone would not be adequate in achieving world food security.133

Economic and physical access to food:

Access by individuals to adequate resources (entitlements) for acquiring appropriate foods for a nutritious diet. Entitlements are defined as the set of all commodity bundles over which a person can establish command given the legal, political, economic and social arrangements of the community in which they live (including traditional rights such as access to common resources).134

As can be seen from the discussion above, the definition of food security first included only physical access to food but as the definition and the understanding of food security developed, so did the methods of accessibility of food, to include both economic, social and physical access to food in order to be food secure.135

Food utilisation:

132 FAO "Food Security Policy Brief"1.
133 Wœingartner "The Concept of Food and Nutrition Security" I-6; FAO "Food Security Information for Action: Lesson 1" 4.
134 FAO "Food Security Policy Brief"1.
135 FAO Trade Reforms and Food Security: Conceptualizing the Linkages 28; FAO 2001 http://www.fao.org/docrep/003/y1500e/y1500e06.htm#P0_2; FAO "Food Security Policy Brief"1; Wœingartner "The Concept of Food and Nutrition Security" I-8; FAO "Introduction to the Right to Adequate Food: Lesson 2" 15-16.
Utilisation of food through adequate diet, clean water, sanitation and health care to reach a state of nutritional well-being where all physiological needs are met. This brings out the importance of non-food inputs in food security.\textsuperscript{136}

The utilisation aspect of food security has only found its importance in the definition since the 1990s. These aspects of food security are the main focus areas which indirectly refer to the nutrition aspect of food security by focussing on the methods of utilisation of food by the human body and the prevention of hunger.\textsuperscript{137}

Stability of food supply:

To be food secure, a population, household or individual must have access to adequate food at all times. They should not risk losing access to food as a consequence of sudden shocks (e.g. an economic or climatic crisis) or cyclical events (e.g. seasonal food insecurity). The concept of stability can therefore refer to both the availability and access dimensions of food security.\textsuperscript{138}

The last dimension of the food security definition, the stability of food supply, focusses on the stability of all three of the other dimensions, namely food availability, access to food and food utilisation. This means that, to be food secure, the food must at all times be available, economically, socially and physically accessible and food must be utilised in such a way that the highest nutritional value is available to the consumers.\textsuperscript{139}

In reaction to the utilisation dimension in food security and the importance of nutrition security which should be linked to food security, various definitions have been proposed for nutrition security as a separate term.\textsuperscript{140} In response to the definitions of nutrition security combined with the increased importance of food security, the FAO has developed a draft definition of Nutrition security which reads as follows:

\textsuperscript{136} FAO "Food Security Policy Brief" 1.
\textsuperscript{137} Gualtieri 2013 \textit{Future of Food: Journal of Food, Agriculture and Society} 21; FAO "Food Security Information for Action: Lesson 1" 5-6; Wöingartner "The Concept of Food and Nutrition Security" I-7.
\textsuperscript{138} FAO "Food Security Policy Brief" 1.
\textsuperscript{139} Wöingartner "The Concept of Food and Nutrition Security" I-7; FAO "Food Security Information for Action: Lesson 1" 6; Gualtieri 2013 \textit{Future of Food: Journal of Food, Agriculture and Society} 21; FAO "Coming to Terms with Terminology" 5.
\textsuperscript{140} IFPRI proposed the following definition in 1995: "Nutrition security can be defined as adequate nutritional status in terms of protein, energy, vitamins, and minerals for all household members at all times." Where after the World Bank and The WHO amended the definition to "Nutrition security exists when food security is combined with a sanitary environment, adequate health services, and proper care and feeding practices to ensure a healthy life for all household members." See FAO "Coming to Terms with Terminology" 6.
Nutrition security exists when all people at all times consume food of sufficient quantity and quality in terms of variety, diversity, nutrient content and safety to meet their dietary needs and food preferences for an active and healthy life, coupled with a sanitary environment, adequate health, education and care.\textsuperscript{141}

It is clear from this definition that certain aspects of both the definitions of food and nutrition security overlap and when combined, create a holistic overview thereof. From the development of the concept of food security as it was discussed above, it can be seen that food security, as a concept, emanates from the right to adequate food as it is contained in the UDHR.\textsuperscript{142}

2.3.2 Indicators of Nutrition Security

Nutrition, in terms of an aspect of the term food security and nutrition, can be measured by results in terms of medical tests done on individuals.\textsuperscript{143} In terms of these results, the most common nutrition indicators, especially focussing on the nutrition status of children, were identified to create a clear picture of how nutrition can be measured.\textsuperscript{144} There are a variety of factors that will influence a community's nutrition status which include agriculture, water, consumption patterns and food safety.\textsuperscript{145} The factors influencing nutrition status and the factors influencing food security are expected to overlap in some instances due to the similar effect they will have on the consumers.\textsuperscript{146}

Communities tend to experience a variety of forms of malnutrition which was clarified in the Global Nutrition Report in 2016 to include the following form: child stunting, child wasting, overweight children and overweight adults, micronutrient deficiency,

\begin{itemize}
\item \textsuperscript{141} FAO "Coming to Terms with Terminology" 6; Wéingartner "The Concept of Food and Nutrition Security" I-5.
\item \textsuperscript{142} Article 25 \textit{Universal Declaration of Human Rights} (1948); FAO "Coming to Terms with Terminology" 7-8.
\item \textsuperscript{145} FAO "Coming to Terms with Terminology"; Hendriks 2017 "Guide on Food Security and Nutrition" 4.
\item \textsuperscript{146} Wéingartner "The Concept of Food and Nutrition Security" I-8-I-9; Hendriks 2017 "Guide on Food Security and Nutrition" 6.
\end{itemize}
The importance of nutrition in terms of food security and nutrition as a combined term in the SDGs is emphasised again by the Global Nutrition Support upon stating that 12 out of the 17 SDGs include some or other form of indicator as it relates to nutrition. Throughout the SDGs as well as *Agenda 2063*, measures in terms of nutrition are linked to wasting, stunting, overweight and underweight. To be able to later understand the relevance of these concepts, a short description of each is provided next.

Underweight is defined as:

...children who have low weight for age (underweight) can reflect wasting, stunting, or both. Thus, underweight is a composite indicator and may therefore be difficult to interpret.

This requires a definition for each of the terms referred to in terms of underweight as an indicator for malnutrition. Wasting however can be defined as "low weight for height" which can be interpreted as an indicator for acute weight loss. Wasting therefore means that a child is very thin and has lost essential fat as well as muscle mass which could be caused by a lack of nutritious food or due to illness.

Although the indicators of malnutrition may be interlinked, the definition of stunting may be reflected by a child who, on international growth charts, reflects a short height-for-age, indicating that malnutrition may be the cause of the retardation of growth. Stunting therefore means that a child is quite short in stature or has not achieve the required length according to his or her age. Stunting can also be considered a

---

149 The relevance of malnutrition and food security will be discussed in Chapter 3 to follow.
150 WHO 2010 "Interpretation Guide" 1.
serious indicator of malnutrition as it is caused by a long-term progression of malnutrition starting with the malnutrition of the expectant mother. It is important to note that the prevalence of either stunting or wasting does not exclude the presence of the other indicator. The last indicator in terms of malnutrition is the overweight of children as well as adults. Although this might not seem as serious as the other indicators reverting back to a 'lack' of nutrition, it can still be considered a form of malnutrition which negatively affects an individual's health and nutrition status. The prevalence of overweight or obesity may be due to the excessive intake of energy without the proper utilisation thereof.

2.4 The link between the right to adequate food and food security

The right to adequate food and food security as relevant, interdependent concepts and in particular to this study, has been interlaced. Evidence of this can be seen from the detailed discussions above where the one constantly overlaps with the other. Both concepts continually complement each other, where principles such as human dignity, accountability, empowerment and non-discrimination are involved.

Although food security is based on the four dimensions mentioned above, it differs from the right to adequate food in that food security is mainly based on a need-based approach. This means that food security and the existence of food security can be determined and measured by analysing the needs of communities or people. However, when analysing the right to adequate food, it is self-explanatory that the right to adequate food is founded on a rights-based approach. This means that, when the

158 FAO "Introduction to the Right to Adequate Food: Lesson 2" 17.
159 Food availability; food utilisation; economic and physical access to food and stability of food supply and the other three dimensions of food security over time See Gualtieri 2013 Future of Food: Journal of Food, Agriculture and Society 21; FAO "Food Security Information for Action: Lesson 1" 3.
160 FAO "Introduction to the Right to Adequate Food: Lesson 2" 17.
161 FAO "Introduction to the Right to Adequate Food: Lesson 2" 18.
right to adequate food is involved, the needs of communities and people are not the determining factor, but rather the right to adequate food applicable to all. When combining these two concepts, the approach followed in terms of food security changes the foundation thereof from a needs-based to a rights-based approach. This approach identifies its primary goal, which is to realise the right to adequate food. The result is that the goals underlining food security will focus on similar goals as with the right to adequate food.

2.5 Summary

In this chapter, it was established that there is a definite correlation between the right to adequate food as it is contained in the UDHR and the terms food security and nutrition. This can be seen from the similarities in the respective definitions and the objectives to be realised in each respect. The importance of the implementation of policies in terms of food security and nutrition has also been stated as it relates to the distinction between hard law and soft law and the universal obligation to realise human rights (which include the right to adequate food).

It was also been stated that the presence of either food security and nutrition or the right to adequate food does not exclude the other but rather builds upon and influences the presence of each other. In referring to the advancement of the definition of food security and nutrition, it is clear that these definitions have indeed evolved over time, to include a broader sense of consumer consciousness. The most apparent change with regard to the definition of food security and nutrition is that of the change

162 FAO "Introduction to the Right to Adequate Food: Lesson 2" 18.
166 Article 25 Universal Declaration of Human Rights (1948); EC "Communication from the Commission to the Council World Food Conference" 7.
167 Gualtieri 2013 Future of Food: Journal of Food, Agriculture and Society 21; FAO "Food Security Information for Action: Lesson 1" 3; " Shaw A History of Food Security from 1945-2007 349; FAO "Coming to Terms with Terminology" 2; FAO "Introduction to the Right to Adequate Food: Lesson 2" 15-16; FAO Trade Reforms and Food Security: Conceptualizing the Linkages 25.
of the supply-orientated perspective to the perspective of including the four elements of the definition. These four elements, which were discussed in detail above, are food availability, food utilisation, economic and physical access to food and stability of food supply.\textsuperscript{168}

This chapter further emphasised that food security and nutrition should direct the focus to both elements of this combined term. Moreover, food should not only be available but it should positively impact the nutrition status of individuals.\textsuperscript{169} The definitions and the discussions are of great importance for this study as these terms are used continuously in order to evaluate the guidelines set to reach a food secure state in communities with high regard for their nutrition status. These definitions will also be of importance when attempting to introduce such a benchmark for food security and nutrition.

\textsuperscript{168} FAO "Food Security Policy Brief"\textsuperscript{1}; Hendriks 2017 "Guide on Food Security and Nutrition" \textsuperscript{3}; Gualtieri 2013 \textit{Future of Food: Journal of Food, Agriculture and Society} \textsuperscript{21}; FAO "Food Security Information for Action: Lesson 1" \textsuperscript{3}.

\textsuperscript{169} Wëingartner "The Concept of Food and Nutrition Security" I-8-I-9; Hendriks 2017 "Guide on Food Security and Nutrition" \textsuperscript{6}.
3 Chapter 3: Food security and nutrition objectives contained in Agenda 2030\textsuperscript{170} and Agenda 2063\textsuperscript{171}

3.1 Introduction

From the development of the definitions of food security, nutrition security and the right to food, it can be inferred that food insecurity and malnutrition have been continuous problem areas in history as well as in recent years.\textsuperscript{172} It is clear from Chapter 2 that programmes developed by the United Nations (hereafter UN) as well as different stakeholders were greatly focussed on the eradication of world hunger and on improving food security.\textsuperscript{173} The desperate need for the development of more comprehensive measures to combat food insecurity lead to various international conferences held since the 1970s with its core focus on food security and how to promote food security within various fields of expertise.\textsuperscript{174} In this chapter, the relevance of both Agenda 2063 and Agenda 2030 (SDGs) in its chronological development and its application to food security and nutrition guidelines are subsequently discussed.

3.2 Background of the United Nations and African Union

In order to understand the context of both Agenda 2030 and Agenda 2063 as well as the guidelines relating to food security and nutrition as provided for in these two instruments, it is necessary to provide an overview of the development and the importance of the UN and African Union (hereafter AU), the respective policy

\textsuperscript{170} Resolution 70/1 Transforming our World: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015.


\textsuperscript{172} Mochoge and Zziwa "Agriculture Success in the Greater Horn of Africa" 1; Shaw A History of Food Security from 1945-2007 271-272; Eicher and Staatz "Food Security Policy in Sub-Saharan Africa" 215; FAO 2017 http://www.fao.org/3/a-mu208e.pdf.

\textsuperscript{173} See paragraph 2.2 above. See also Eicher and Staatz "Food Security Policy in Sub-Saharan Africa" 215-216; Shaw A History of Food Security from 1945-2007 271-272; Simon Food Security: Definition, Four Dimensions, History 10-21.

\textsuperscript{174} Two of these conferences included the UN Millennium Summit in 2000 and the UN Conference on Sustainable Development in 2012. See Shaw A History of Food Security from 1945-2007 274-278.
documents, the relevance of these conferences and the legal structure in which they operate.

The impact of decisions made by the UN and in particular the General Assembly (hereafter GA), can be explained by the main purpose as well as the context of the decisions made by the UN. According to Duggar, "the main purpose of the UN is the maintenance of international peace and security" and the organs which form a part of the UN include the Security Council, the GA and the Office of the Secretary-General (Secretariat). The GA meets annually to report and discuss issues as identified during the past year and comprises of all member states to the UN, each having one vote in these meetings.

The GA may discuss any problem that relate to the Charter of the UN, which is the founding document of the UN and issue a resolution based on the outcome of the meeting if supported by at least two-thirds of the member states of the UN. Any resolution pertaining to the internal management of the GA are to be considered legally binding whereas resolutions made with regard to member states are not legally binding. Although this is the case, Dugard is of the opinion that this doesn't decrease the value of such decisions made by the GA but that these resolutions should have an important political effect.

Article 13(2)(b) of the UN Charter further makes provision for decisions to be made where issues of health and fundamental rights and freedoms are involved. It is in this area where the issue of food security and nutrition will form part of the GA's jurisdiction.

---

177 Dugard *International Law a South African Perspective* 475.
180 United Nations Charter UN Doc 1 UNTS XVI (1945) Articles 4-6, 17; Dugard *International Law a South African Perspective* 476; See also Chapter 2's discussion on hard- and soft law.
181 Dugard *International Law a South African Perspective* 476.
as part of the economic and social goals within the UN Charter which in turn focusses on a higher standard of living, health problems and environmental freedoms.\textsuperscript{183}

The UN held various meetings and conferences on the matter of world poverty and chronic hunger.\textsuperscript{184} Furthermore, food insecurity and sustainable development have become some of the most important factors concerning to the economic growth and development of the international community.\textsuperscript{185}

Although the UN focusses on global reduction of food insecurity and malnutrition,\textsuperscript{186} it continuously stresses the importance of the sovereignty of individual states on continents which should be preserved and promoted when implementing the objectives of the UN, and therefore include East and West African RECs.\textsuperscript{187} In 2000, the UN focussed mainly on the factors influencing global economic growth and development of communities and held the \textit{Millennium Summit} to establish objectives and targets to achieve these goals.\textsuperscript{188}

In achieving these UN objectives on the African continent, the AU was established.\textsuperscript{189} The AU was established as the Organisation of African Unity (hereafter OAU) in 1963 and was replaced by the AU in 2002 with over 50 African member states and was depicted as a "regional intergovernmental organisation with its aim to promote unity amongst African states".\textsuperscript{190} The objectives of the AU are set out in the \textit{AU's Constitutive Act}\textsuperscript{191} which, like the UN, also focus on sustainable development, human

\footnotesize{
\begin{itemize}
\item\textsuperscript{183} United Nations Charter UN Doc 1 UNTS XVI (1945) Article 55, 61-72.
\item\textsuperscript{184} Two of these conferences included the \textit{UN Millennium Summit} in 2000 and the \textit{UN Conference on Sustainable Development} in 2012. See Shaw \textit{A History of Food Security from 1945-2007} 274-278; Eicher and Staatz "Food Security Policy in Sub-Saharan Africa" 216.
\item\textsuperscript{185} Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 p1-4; Eicher and Staatz "Food Security Policy in Sub-Saharan Africa" 215.
\item\textsuperscript{186} AU 2015 https://au.int/web/sites/default/files/pages/3657-file-agenda2063_popular_version_en.pdf par 66(f).
\item\textsuperscript{187} Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 para 38, 40 - 41.
\item\textsuperscript{188} United Nations \textit{Millennium Development Goals} (2000).
\item\textsuperscript{189} Dugard \textit{International Law a South African Perspective} 493; United Nations Charter UN Doc 1 UNTS XVI (1945) Article 22, 52-54.
\item\textsuperscript{190} Dugard \textit{International Law a South African Perspective} 540.
\item\textsuperscript{191} Article 3 of the \textit{Constitutive Act of the AU}.
\end{itemize}
}
rights and good health as part of their goals and would indirectly also include food security and nutrition as an important aspect of the development of the continent.\textsuperscript{192}

3.2.1 Millennium Development Goals (MDGs)

One of the most recent developments, which focussed on the eradication of hunger and the promotion of food security and nutrition, is the UN Millennium Summit held in 2000.\textsuperscript{193} This resulted in the aim of the Millennium Summit being to establish an action plan for reaching those targets as set out in the Secretary-general's report.\textsuperscript{194} The bringing about of the UN Millennium Declaration and eventually identifying certain targets to achieve these objectives, later became known as the Millennium Development Goals (hereafter MDGs).\textsuperscript{195}

The MDGs included eight goals, namely to eradicate extreme poverty and hunger, to achieve universal primary education, to promote gender equality and empower women, to reduce child mortality, to improve maternal health, to combat HIV/AIDS, Malaria and other diseases, to ensure environmental sustainability and to develop a global partnership for development.\textsuperscript{196} Each of these eight goals' targets was set to be achieved within 15 years.\textsuperscript{197} This resulted in one of the "most effective anti-poverty movements in history".\textsuperscript{198}

Although the MDG's brought about a significant decrease in poverty and hunger, certain areas of shortfall remained.\textsuperscript{199} However, some of the poorest parts of communities were not sufficiently provided with effective change in their

\textsuperscript{192} Dugard \textit{International Law a South African Perspective} 544-545, 552.
\textsuperscript{193} United Nations \textit{Millennium Development Goals} (2000).
\textsuperscript{194} Shaw A History of Food Security from 1945-2007 366.
\textsuperscript{195} Shaw A History of Food Security from 1945-2007 366.
\textsuperscript{199} UN 2015 http://www.unafricagateway.org/2015-millennium-development-goals-report-2015.html; The report mentions that more that, 1 billion people have been lifted out of extreme poverty, as well as the decrease of the child mortality rate and the out of school child rate by half and that the HIV/AIDS infections decreased by nearly 40% since 2000.
circumstances. The eradication of world hunger as well as food insecurity and malnutrition remained of the utmost importance and as a result, the UN continued to build on the success of the MDGs in the subsequent Sustainable Development Goals (hereafter SDGs). Furthermore, the UN specifically focussed on the development in African countries and the most vulnerable groups within African countries in developing these goals. Despite the prevalence of food insecurity and malnutrition on the African continent, it has been reported that “African countries have collectively made the least progress towards achieving the MDG of reducing hunger by half by 2015”. In reaction to this, African member states proceeded to address this issue in 2013 by compiling Agenda 2063 The Africa We Want (Agenda 2063) focussing on issues identified in the MDGs as well as issues specifically related to the African context. Agenda 2030 was therefore preceded on the African continent by Agenda 2063.

---

200 Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 par 2.
201 Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 1-4; Eicher and Staatz "Food Security Policy in Sub-Saharan Africa" p 215.
202 Vulnerable groups include children, elderly, persons with medical disabilities, famine stricken groups and any other groups of people who will be unable to acquire their own food supply. See Committee on Economic, Social and Cultural Rights General Comment 12 The Right to Adequate Food (Article 11): 12/05/99 E/C 12/1999/5 1999 para 13; FAO "Introduction to the Right to Adequate Food: Lesson 2" 7; Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 par 22; Report of the Secretary-General: Progress towards the Sustainable Development Goals UN ESC Report 2016/75 UN Doc E/2016/75* 2016 par 13; Lisowska 2016 "Sustainable Development Goal 2: joining-up standards for ending hunger" 8.
3.3 Agenda 2063

In 2013, the AU met at the 50\textsuperscript{th} anniversary of the AU with the vision of re-dedicating the AU to its vision and mission.\textsuperscript{206} The AU entered into deliberations regarding Agenda 2063 with the purpose of looking toward the next 50 years and the goals to be achieved during this time. One of the factors to be considered during these deliberations was the MDGs as set out by the UN.\textsuperscript{207} The development of Agenda 2063 did not take place in isolation but rather through extensive research concerning various stakeholders\textsuperscript{208} and with the UN's goals on development already in place in the form of the MDGs.

Through this extensive research, the AU was able to compile Agenda 2063 with a vision of representing the people of the African continent's shared ambitions.\textsuperscript{209} The ambitions forming the basis of Agenda 2063 were expressed in the principles of "unity, integration human progress, welfare and freedom" and were recorded as "the seven aspirations of Agenda 2063".\textsuperscript{210} Each of these aspirations has been divided into various goals and priority areas in order to interpret each aspiration and to reach the ultimate objective. The aspirations, goals and priority areas as they are applicable to food security and nutrition guidelines are discussed hereafter. Of these seven aspirations, those which are applicable to this study are discussed. The relevant aspirations are aspiration 1 and aspiration 3.\textsuperscript{211}

\textsuperscript{206} AU African Union Agenda 2063 Background Note 3; African Union Agenda 2063 Framework Document: The Africa We Want (2015) 1.


\textsuperscript{208} These stakeholders include the following: youth, women, Civil Society Organizations, the Diaspora, African Think Tanks and Research Institutions, Government planners, Private Sector, the African media, inter-faith leaders, the Forum for Former African Heads of State and Government, African Islands States and others. In addition (ideas captured from continent wide sector ministerial meetings and meetings with the Regional Economic Communities are included). See African Union Agenda 2063 Framework Document: The Africa We Want (2015) iii, 5.


\textsuperscript{210} These stakeholders include the following: youth, women, Civil Society Organizations, the Diaspora, African Think Tanks and Research Institutions, Government planners, Private Sector, the African media, inter-faith leaders, the Forum for Former African Heads of State and Government, African Islands States and others. In addition (ideas captured from continent wide sector ministerial meetings and meetings with the Regional Economic Communities are included). See African Union Agenda 2063 Framework Document: The Africa We Want (2015) iii, 5.

\textsuperscript{211} See paragraph 3.3.1 and 3.3.2 below.
Agenda 2063 clarifies the importance of food security and nutrition throughout the framework document when proclaiming that "Africa will be a continent without any form of food or nutrition insecurity and hunger by 2025". This statement may be seen as one of the statements most indicative of food security and nutrition contained in Agenda 2063.

3.3.1 Aspiration 1: A prosperous Africa, based on inclusive growth and sustainable development

The first aspiration applicable to this study is aspiration 1 "A prosperous Africa, based on inclusive growth and sustainable development". Agenda 2063 states in its framework that the first aspiration will be realised with the achievement of shared prosperity including managing its own finances, economic growth and transformation. The first goal included in this aspiration is "high standard of living, quality life and well-being for all citizens". This goal should be attained through focussing on priority areas such as the increase of income of individuals, more available jobs, decrease in hunger and inequality which will result in a higher standard of living.

The achievement of this goal can be measured by making use of indicators and strategies which distinguish between those applicable at national and regional level. In determining if the higher standard of living-goal is reached, the use of a "vulnerability index" as measurement tool is suggested in the Agenda 2063 framework document.

Furthermore, inequality and hunger, which are the indicators to control the measurement of the goal and where it is placed on the vulnerability index, are the following: (a) whether the country (on national level) has implemented CAADP; and

---

219 CAADP is Africa’s policy framework for agriculture and agriculture-led development. It is an integral part of the NEPAD. It is within the NEPAD context, that CAADP is able to link and align with
(b) whether there are policies in place within the country focussing on food and nutrition improvement as well as access to adequate food.\textsuperscript{220} Agenda 2063 does however not provide for indicators or strategies to reach food security and nutrition objectives on regional and continental level.\textsuperscript{221} This could be interpreted to be an oversight. Alternatively it may be deduced that the drafters of Agenda 2063 intended that the same strategies were to be implemented on regional level.

Another goal set to achieve the first aspiration is "healthy and well-nourished citizens" to be reached by focussing on enhancing the health and nutrition of all citizens.\textsuperscript{222} Three other goals to be achieved with regard to the first aspiration include "modern agriculture for increased agriculture and production", "ocean economy for accelerated growth", and "environmentally sustainable and climate resilient economies and communities".\textsuperscript{223} With these three goals, the focus was placed on priority areas such as the sustainable management and usage of resources including both ocean and agricultural resources.\textsuperscript{224}

The relevance of this first aspiration relates to the supply and production of food that will be nutritionally adequate and will eventually result in a food secure population as required by the right to adequate food\textsuperscript{225} as well as the definition of food security as critically discussed in Chapter 2 of this study.\textsuperscript{226} In focussing on the nutrition aspect of food security and nutrition within Agenda 2063’s framework document, the indicators aimed at promoting regional and international health and nutrition goals

\textit{Development objectives in other sectors, thereby providing for comprehensive and harmonised development policies, strategies and programmes. In CAADP, Africa believes that agriculture and the food industry can be the engine for growth in Africa’s largely agrarian economies, with tangible and sustainable impact on improving food security and nutrition, contributing to wealth and job creation, empowering women and enabling the expansion of exports See NEPAD Date unknown http://www.nepad.org/resource/introducing-comprehensive-africa-agriculture-development-programme.}

\textsuperscript{225} Article 25 Universal Declaration of Human Rights (1948).
\textsuperscript{226} Report by the Special Rapporteur on the right to food, Mr Jean Ziegler submitted in accordance with Commission on Human Rights resolution 2001/25 UN ESC Report E/CN.4/2002/58 2002 11; Vidar "The Right to Food in International Law: Critical Issues in Realising the Right to Food" 8; FAO "Introduction to the Right to Adequate Food: Lesson 2" 4-5;
include the implementation of action plans within the regions and countries and furthermore also on national level. The greater focus on nutrition policies within Agenda 2063, however, falls on the national level goals. The proposed indicators to follow in attaining nutrition goals in terms of Agenda 2063, include the implementation of the African Nutrition Strategy, promoting policies which will increase access of people to balanced diets and developing and implementing nutrition programmes which will promote healthy lifestyles and decrease health risks.

In achieving this aspiration, Agenda 2063 further focusses on modernising agriculture for the purpose of increasing production and productivity through developing effective policies and plans and the promotion of agribusinesses in both regional and global markets. The focus of modernising agriculture does not only fall on the modernisation of production methods, but also on the collection methods of data to accurately establish a database for current levels and desired future production levels. With modernising agriculture, the aim according to Agenda 2063 is to decrease food imports and to rather produce enough food to establish a surplus and to be able to export this surplus to increase the income of African countries. In order to achieve these goals, the AU has predicted that the commercialisation of agriculture will be inevitable.

Agenda 2063 approaches the blue-ocean economy in the same way as with agriculture in that policies are to be developed for monitoring the relevant ecosystems and planning government policies aimed at sustainable development.

Food consumption as well as food production influence the levels of food security. This relates to the next goal to be reached by Agenda 2063 which focusses on the

235 See paragraph 2.2.1 above. See also Gualtieri 2013 Future of Food. Journal of Food, Agriculture and Society 21; FAO "Food Security Information for Action: Lesson 1" 3; FAO "Food Security Policy Brief"1; Wёingartner "The Concept of Food and Nutrition Security" 1-7.
environment, sustainable development as well as sustainable agricultural methods.\textsuperscript{236} \textit{Agenda 2063} further attends to the importance of climate change and the resilience thereto in the sense that it would influence sustainable production and consumption patterns in line with the MDGs.\textsuperscript{237} The indicators aimed at promoting sustainable production and consumption practices emphasise the importance of creating an awareness within communities as well as governments about sustainable practices and eventually implementing national regulatory frameworks for the same.\textsuperscript{238}

In terms of regional and international strategies related to sustainable development, the focus falls on the ratification of the African Convention on the Conservation of Nature and Natural Resources (ACCNNR)\textsuperscript{239} which emphasises the commitment to sustainable development and natural resources in article XIV.\textsuperscript{240} The importance of this convention is found in the conservation of the global environment for generations to come and in turn ensures the availability of nutritional food production and ultimately assists in reaching a food secure community.\textsuperscript{241}

\textbf{3.3.2 Aspiration 3: An Africa of good governance, democracy, respect for human rights, justice and the rule of law}

This aspiration does not focus on food security and nutrition guidelines directly, but impacts human rights, which also include the right to food as well as food security and nutrition.\textsuperscript{242} This paragraph therefore only includes a brief statement of the content thereof as well as its relevance. Aspiration three does however confirm the commitment to human rights in the Universal Declaration of Human Rights (UDHR) which includes the right to adequate food as stated in Chapter 2 of this study.\textsuperscript{243} \textit{Agenda 2063} further states that countries are to adapt national laws to adhere to the

\textsuperscript{236} African Union \textit{Agenda 2063 Framework Document: The Africa We Want} (2015) 145.
\textsuperscript{242} See paragraph 2.2 above.
\textsuperscript{243} Article 25 \textit{Universal Declaration of Human Rights} (1948); FAO "Introduction to the Right to Adequate Food: Lesson 1" 3, 6-7, 9-10; Vidar "The Right to Food in International Law: Critical Issues in Realising the Right to Food" 3-4.
UDHR and to develop programmes to create awareness of human rights amongst the communities. The implementation of human rights should flow through to regional and international law in the same sense as with national legislation and implementation of programmes to inform communities of their rights.

3.4 Agenda 2030: Sustainable Development Goals (SDGs)

Although the MDGs resulted in some success by approaching the set targets and decreasing the levels of poverty and hunger and food and nutrition insecurity, some of the targets were, however, not met to satisfaction. At the General Assembly’s annual meeting in 2015, new SDGs were identified and the UN further discussed the need for the revision of the MDGs. The poorest parts of communities were however not sufficiently provided with effective change in their circumstances and a revisit of the MDGs in the form of SDGs became necessary. The UN reiterated the success of the MDGs and stated that the formulation of Agenda 2030 was meant to "build upon the achievements" of the MDGs in such a way as to finish what has been started.

The UN made specific reference to the eradication of world hunger and the promotion of food security and nutrition as part of the 17 new SDGs together with their corresponding 169 targets. The UN refers to these targets and SDGs as "Agenda 2030 for Sustainable Development", where targets are set to be achieved within the next 15-year period, by the year 2030.

---

246 The report mentions that more that, 1 billion people have been lifted out of extreme poverty, as well as the decrease of the child mortality rate and the out of school child rate by half and that the HIV/AIDS infections decreased by nearly 40% since 2000. See UN 2015 http://www.undp.org/content/undp/en/home/librarypage/mdg/the-millennium-development-goals-report-2015.html.
247 Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 par 2.
248 Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 para 14, 16.
249 Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 para 23.
250 Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 para 18 - 19.
251 Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 para 23.
The 17 SDGs include: (a) no poverty; (b) zero hunger; (c) good health and well-being; (d) quality education; (e) gender equality; (f) clean water and sanitation; (g) affordable and clean energy; (h) decent work and economic growth; (i) industry innovation and infrastructure; (j) reduced inequalities; (k) sustainable cities and communities; (l) responsible consumption and production; (m) climate action; (n) life below water; (o) life on land; (p) peace, (q) justice and strong institutions; and lastly (r) partnerships for the goals. These SDGs, like the MDGs and Agenda 2063, are not legally binding international law principles but voluntary government agreements. Governments are however expected to take ownership and establish national frameworks for the achievement of the goals and to report on their progress pertaining to the realising of the goals on national, regional and global level. Agenda 2030 confirms this by stating that the agenda as well as its contents are applicable to all countries and should be implemented on national as well as regional level. Accordingly, although Agenda 2030 is globally applicable and relevant, it is also specifically focussed on Africa with its vulnerable countries and serious challenges.

The importance attached to the eradication of world hunger, food insecurity and malnutrition is evident from the fact that SDG Goal 2 (SDG2) is specifically aimed at "ending hunger, achieving food security and improved nutrition as well as promoting sustainable agriculture". The Food and Agriculture Organisation of the UN (FAO) describes SDG2 as addressing

---

255 Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 par 5.
256 The UN reaffirms the importance of supporting the African Union’s Agenda 2063 and the programme of the New Partnership for Africa’s Development, both of which are integral to the new Agenda. See Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 par 42-43.
...a complex condition with a holistic approach that involves a series of complementary actions targeting the access dimension of food security, all forms of malnutrition, the productivity and incomes of small-scale food producers, resilience of food production systems and the sustainable use of biodiversity and genetic resources.\textsuperscript{258}

\textit{Agenda 2030} further supports the advancement of sustainable production and consumption patterns of agricultural products in order to change how societies consume and produce goods and services.\textsuperscript{259} In anticipation of sustainable development, the UN acknowledges the importance of climate change and the global response thereto.\textsuperscript{260}

\subsection*{3.4.1 Sustainable development goals and targets}

The goals set out in \textit{Agenda 2030} are explicitly stated as being universally applicable while continuously considering the different circumstances and developmental stages within individual countries and regions.\textsuperscript{261} It is also recognised that countries which face more stringent challenges with regard to sustainable development include African countries and amendments need to be made to the targets to be achieved through SDGs to make provision for those specific challenges.\textsuperscript{262}

Although \textit{Agenda 2030} contains 17 SDGs, upon the critical analysis of the SDGs, it was found that the SDG which will have the most relevance in the realisation of food security and nutrition and the targets set to be reached in terms of food security and nutrition, of which the most important to be mentioned is SDG 2: "End hunger, achieve food security and improved nutrition and promote sustainable agriculture".\textsuperscript{263} Other goals which will also influence food security and nutrition would include SDG 12, namely ensuring sustainable consumption and production patterns; SDG 13: namely

\begin{itemize}
  \item \textsuperscript{258} FAO \textit{Sustainable Development Goals: Goal 2.}
  \item \textsuperscript{259} Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 par 28.
  \item \textsuperscript{260} United Nations \textit{Framework Convention on Climate Change} (1992); Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 par 30-31.
  \item \textsuperscript{261} Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 par 55.
  \item \textsuperscript{262} Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 par 56-57, 59.
  \item \textsuperscript{263} Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 15.
\end{itemize}
taking urgent action to combat climate change and its impacts as well as SDG 14 namely the conservation and sustainably use the oceans, seas and marine resources for sustainable development”.264

*Agenda 2030* sets out broad guidelines pertaining to the implementation and follow up of the SDGs contained therein on national, regional and global level and requires further that states should remain accountable to both the UN as well as their citizens in effectively implementing these SDGs.265 This confirms the importance attached to the SDGs and in eventually reaching a point at which food security and nutrition security are reached.

### 3.4.2 SDG 2: End hunger, achieve food security and improved nutrition and promote sustainable agriculture

SDG2 creates a conceptual link between food security and nutrition as well as sustainable development and specifically sustainable agriculture, which can be related back to the MDGs in terms of "eradicating extreme poverty and hunger".266 This link is created by the influence that agriculture has on food systems and the inevitable effect on food security and the eradication of hunger and malnutrition.267 *Agenda 2030*’s vision in terms of SDG2 is to achieve "zero-hunger" by the year 2030 and in terms of shorter term focus the 10-year implementation plan has been established.268 The effective implementation of SDG2 is reliant on eight targets to be achieved by 2030.

---

264 Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 14.

265 Lisowska 2016 "Sustainable Development Goal 2: joining-up standards for ending hunger" 3, 9; Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 par 73.


268 Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 15; UN "2017 HLPF Thematic Review of SDG2: End Hunger 2, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 1.
Although all of the targets to be achieved are aimed at reaching the same goal, each target focusses on different aspects of ending hunger, achieving food security and improved nutrition, and promoting sustainable agriculture. The first target focusses on "ending hunger" which includes that all people and in particular vulnerable people should have access to safe, nutritious food. The second of these targets are aimed at improving the nutritional status of all people by eradicating all forms of malnutrition and is also specifically aimed at the measures of malnutrition and hidden hunger relevant to child nutrition.

In terms of agricultural activity it is the aim of Agenda 2030 to double the agricultural productivity by 2030 which will in turn create a larger supply and availability of food products and through this decrease the prevalence of food insecurity and malnutrition. When referring to sustainable agriculture the fourth target in terms of SDG2 is to ensure sustainable food production systems as well as implementing agricultural practices that are resilient to external challenges such as climate change, weather conditions which might be undesirable and any conditions which may negatively impact the soil quality. The fifth target and also related to agricultural methods, is aimed at maintaining a genetically diverse seed and plant variety and that this diversity be managed in a sustainable manner. This target should be applied on

269 Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 15; UN "2017 HL_GF Thematic Review of SDG2: End Hunger; Mollier et al. "SDG2 End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 34.

270 Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 15; UN "2017 HL_GF Thematic Review of SDG2: End Hunger 11; Mollier et al. "SDG2 End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 34.

271 WFP "Enhancing the Evaluability of SDG2" 16; Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 15.

272 Swiderska 2016 http://pubs.iied.org/17410IIED; Lisowska 2016 "Sustainable Development Goal 2: Joining-Up Standards for Ending Hunger“ 2; Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 15.


national regional and international level in order to provide all with access to a diverse food supply.\textsuperscript{275}

The third set of targets to be achieved by SDG2 are specifically directed at the methods in which the other targets are to be implemented. The first of which entail to increase international investment in agricultural research and methods to be implemented in order to implement the previous three targets.\textsuperscript{276} The second of these targets provide for the amendments and prevention of trade restrictions in world agriculture markets in order to maintain correct levels of food supply.\textsuperscript{277} The last measures set out to reach SDG2 is to adopt measures to ensure the proper functioning of food commodity markets and to supply information on these markets and food reserves. The rationale behind this is to be able to monitor the food prices and to be able to measure the ease of access to food in terms of financial means and SDG1.\textsuperscript{278} Although SDG2 can be described as the most important goal with which food security and nutrition security may be achieved it is also necessary to briefly discuss three other SDGs which will have an influence on food security and nutrition.\textsuperscript{279}

3.4.3 SDG 12: Ensure sustainable consumption and production patterns

\textit{Agenda 2030} mentions that SDG12 may be realised by the implementation of a 10-year Framework Programme focussing on sustainable consumption and production patterns.

\textsuperscript{275} Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 16; UN "2017 HLPF Thematic Review of SDG2: End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 11.

\textsuperscript{276} Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 15; UN "2017 HLPF Thematic Review of SDG2: End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 11; Swiderska 2016 http://pubs.iied.org/17410IIED; WFP "Enhancing the Evaluability of SDG2" 15.

\textsuperscript{277} Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 16; UN "2017 HLPF Thematic Review of SDG2: End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 11; WFP "Enhancing the Evaluability of SDG2" 15.

\textsuperscript{278} SDG1 focusses on ending poverty in all its forms everywhere and is closely linked to SDG2 due to the fact that if no finances are available to purchase food, food insecurity and malnutrition may follow inevitably See Mollier et al. 2017 "SDG2 End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 36; Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 16; UN "2017 HLPF Thematic Review of SDG2: End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 11; WFP "Enhancing the Evaluability of SDG2" 15.

\textsuperscript{279} Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 16; Mollier et al. "SDG2 End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 34.
patterns in all countries individually.\textsuperscript{280} This framework will include targets such as the sustainable management of resources in line with SDG2 and in line with \textit{Agenda 2030}.\textsuperscript{281} In terms of the Framework the focus on SDG12 is on both national and regional level implementation and development of sustainable consumption and production patterns as well as the sustainable management and efficient use of natural resources.\textsuperscript{282}

In order to achieve this SDG, it is necessary to decrease the amount of food wastage at both retail and consumer levels and to reduce any food losses in food production chains which include post-harvest losses experienced in agriculture and will in turn increase the food availability in terms of food security.\textsuperscript{283} It is clear that SDG2 focusses more on the production and nutritional outcomes to reach food security and nutrition objectives and that SDG12 focus more on the processing and the supply of these produced food products. Although these SDGs can be applied to all countries and regions it can be said that the implementation thereof should be tailor made to fit the circumstances of each country and region for optimal results.\textsuperscript{284}

\textbf{3.4.4 SDG 13: Take urgent action to combat climate change and its impacts}

Climate change is one of the external factors which will influence food security in an indirect manner and cannot be controlled by the countries or regions as such. It should however be considered as one of the most important influences on food security and nutrition as it has a great influence on agriculture and the production of nutritious

\textsuperscript{280} UN 2014 \url{https://sustainabledevelopment.un.org/content/documents/1444HLPF_10YFP2.pdf}.

\textsuperscript{281} Mollier et al. 2017 "SDG2 End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 40; \textit{Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development} UN GA Res 70/1 UN Doc A/RES/70/1 2015 22.

\textsuperscript{282} UN 2014 \url{https://sustainabledevelopment.un.org/content/documents/1444HLPF_10YFP2.pdf}; Mollier et al. 2017 "SDG2 End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 40; \textit{Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development} UN GA Res 70/1 UN Doc A/RES/70/1 2015 22.

\textsuperscript{283} UN 2014 \url{https://sustainabledevelopment.un.org/content/documents/1444HLPF_10YFP2.pdf}; \textit{Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development} UN GA Res 70/1 UN Doc A/RES/70/1 2015 22.

\textsuperscript{284} Mollier et al. 2017 "SDG2 End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 40; \textit{Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development} UN GA Res 70/1 UN Doc A/RES/70/1 2015 22.
In developing countries and in vulnerable communities it is deemed even more important to implement measures to combat climate change due to the vulnerability of the agriculture sector in these areas.286

3.4.5 SDG 14: Conserve and sustainably use the oceans, seas and marine resources for sustainable development

The relevance of SDG14 to food security and nutrition can be found in the nutrition content and variety of diets in the world and according to diets of different cultures.287 However, the advancement of SDG14 is deemed by some writers as a potential threat to the realisation of SDG2 in terms of short-term implementation of the targets set out therein.288 The interrelatedness between SDG14 and SDG14 is considered by Mollier289 who conceives that it is caused by the negative impact that some of the by-products of the agricultural process might have on the ocean economy.

3.5 Conclusion

Upon evaluating the guidelines pertaining to food security and nutrition in Agenda 2063 as well as Agenda 2030 it is apparent that the goals to be achieved in these documents align with each other and create a clear understanding of the purpose thereof. The golden thread throughout these documents remain the eradication of hunger through means of incorporating sustainable agricultural methods and thereby pursuing food and nutrition security. This will serve as a baseline for the benchmark of best practice for food security and nutrition in chapter six. Furthermore, the analysis of Agenda 2063 and Agenda 2030 was necessary to comprehend what will be analysed in the policy documents of the RECs in chapter four and five.

286 Mollier et al. 2017 "SDG2 End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 40.
287 Mollier et al. 2017 "SDG2 End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 41.
288 Mollier et al. 2017 "SDG2 End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 41.
289 Mollier et al. 2017 "SDG2 End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 41.
4 Chapter 4: An analysis of existing policies and programmes pertaining to food security and nutrition of Regional Economic Communities of East Africa.

4.1 Introduction

Chapter 3 provided a brief outline of certain guidelines that are contained in *Agenda 2063* and in *Agenda 2030* which focus specifically on achieving global food security and nutrition objectives. These guidelines are to be implemented by the Regional Economic Communities (hereafter RECs) as a method of assistance to the UN and the AU. The aim with the establishment of the RECs were to divide Africa into smaller, more manageable areas in which to implement these guidelines. It will be necessary to outline the purpose and function of the RECs in order to understand how these economic communities are expected to operate.

In this chapter, the various policies and programmes implemented by the RECs in Eastern Africa aiming to achieve guidelines set by *Agenda 2063* and *Agenda 2030* are analysed and compared to establish whether these targets are met. This chapter also focuses on a discussion of the importance and the operation of RECs within the African continent. This will create a better understanding of the importance of the guidelines, in terms of food security and nutrition to be implemented here.

Furthermore, in order to provide the reader with a clearer perspective of the RECs and the areas in which they operate on the African Continent, a map of the continent will be used to illustrate in which regions the applicable RECs' policies find application and to illustrate where these RECs overlap and have more than one area of application in this chapter and in Chapter 5.


292 See figure 1: Map of the African Continent depicting membership of RECs.
4.2 Regional Economic Communities

During 1980 in conjunction with the African Economic Community (AEC), African leaders attempted to develop a regional integration system throughout the continent. This integration system focussed *inter alia* on the integration of economic

---

objectives, safety and security, governance and development in general. Furthermore, this integration was initiated with the Lagos Plan of Action (LPA) as an initiative of the Organisation of African Unity (OAU) (which was to later become the AU).

The LPA was developed to address the rapid population growth in Africa which caused the current food production and agriculture methods to be insufficient and in turn fell short in meeting nutritional requirements. The LPA therefore recognised the importance of agriculture, increased production of food as well as the decrease in food wastage that was needed in order to improve the nutritional status of the communities of member states. The focus of the LPA was not only on the development of more advanced agricultural methods but also on that of economic and social development of these communities. The areas of focus fell on areas including the (a) limitation of food losses, (b) food security, and (c) food production. In terms of the food losses the LPA focussed on the reduction of food wasted through the development of incentives to farmers and improved methods of food preservation.

Moreover, in terms of achieving food security as such, the obligations fell on the member states of the LPA to set up their own national food reserves as well as adopting relevant national food security policies in order to address the problems at hand. Food production in terms of assisting the decrease of levels of food insecurity, however were directed at the member states' obligations to implement existing regional food

301 These strategies included the implementation of early warning systems as well as increased storage facilities for reserve food stocks. See Lagos Plan of Action for the Economic Development of Africa 1980 - 2000 (1980) 9.
The overall objective to be achieved with this was increasing both the quantity and quality of food products resulting in the treatment of malnutrition.\textsuperscript{303}

The overarching objectives of the LPA was aimed at the promotion of self-sustaining member states which was to result in the decrease of malnutrition across the African continent.\textsuperscript{304} These objectives were to be attained over a period of 20 years and stages of implementation focussed on the strengthening of the economic communities in terms of economic development, and furthering social integration through the harmonising of policies.

Following the partial implementation of the LPA, RECs were established in terms of the \textit{Abuja Treaty} in 1991, which came into force in 1994 with the objective of achieving economic and social and cultural development on the African continent.\textsuperscript{305} The \textit{Abuja Treaty} focussed even more on the regional integration in Africa establishing the African Economic Community (AEC) which is referred to by Ruppel\textsuperscript{306} as the RECs' "umbrella institution" with its framework for continental economic integration.\textsuperscript{307}

The objectives of the \textit{Abuja Treaty} are set out in Article 4 of the treaty and are the following: (a) that resources should be mobilised and utilised; (b) that the standard of living of African people be raised; and that (c) policies amongst regional communities should be harmonised.\textsuperscript{308} These objectives are to be reached by the strengthening of the current RECs as well as through the conclusion of agreements between member states which will aim at enforcing the objectives of the \textit{Abuja Treaty}.\textsuperscript{309} The objectives

\begin{thebibliography}{9}

\bibitem{306} Ruppel \textit{Regional Economic Communities and Human Rights} 275.
\bibitem{308} Article 4 \textit{Treaty Establishing the African Economic Community} (1991).
\end{thebibliography}
of the *Abuja Treaty* were to be implemented over a period of 34 years, divided up into six different stages with each stage focussing on the strengthening of the RECs and the ultimate integration of the African regions.  

The *Abuja Treaty* further specifically focusses on "food and agriculture" in article 46.  

This emphasises the importance of the RECs to be actively involved with improving food security and implementing sustainable agricultural methods which will eventually result in the harmonisation of food security policies. In building on the LPA the *Abuja Treaty* strives to harmonise the African agricultural development strategies which should be done through the reduction of food losses and food waste, managing natural disasters, reaching regional food security agreements between RECs, and providing emergency food aid to countries or regions in need. These objectives are to be attained by creating and implementing policy documents that will drive the development of food security and nutrition in each of their specific regions of operation. With the RECs working in close relation with the AU to meet the objectives stated in *Agenda 2063* it can be deduced that one of the common goals among all RECs is the promotion of food security and nutrition on the African continent.

The relationship between the RECs and the AU are mandated not only by the *Abuja Treaty*, but also the AU Constitutive Act. In addition the *2008 Protocol on Relations between the RECs and the AU*, and the *Memorandum of Understanding on Cooperation in the Area of Peace and Security between the AU, RECs and the Coordinating Mechanisms of the Regional Standby brigades of Eastern and Northern Africa*, also guide the relationship between the AU and RECs. The RECs are

---

therefore “increasingly involved in coordinating AU Member State’s interests in wider areas such as peace and security, development and governance.”

Eight RECs are recognised by the UN and together with the New Partnership for Africa’s Development (NEPAD), these RECs are responsible for raising the standard of living of people of the five regions of the African continent. It is apparent from this section that a continuous thread remained throughout the development of the RECs in that the regional integration amongst African countries and regions were to be considered highly important. It remained imperative throughout the design of the LPA as well as the *Abuja Treaty* that the regions within the African continent should eventually harmonise regional and national policies and in particular policies relating to food security and nutrition.

Within the following chapter as well as in Chapter five, the goal is to critically analyse the policy documents and programmes of the RECs of East and West Africa respectively pertaining to food security and nutrition and how these policy documents relate to the guidelines set out in *Agenda 2030* and *Agenda 2063*. The RECs that form part of the analysis in both Chapter 4 and 5 respectively are listed below. The focus of Chapter 4 is on the following three RECs:

- COMESA: Common Market for Eastern and Southern Africa;
- EAC: East African Community; and
- IGAD: Intergovernmental Authority on Development.

---

319 AU Date Unknown https://www.au.int/en/organs/rec.
323 To follow in Chapter 5.
324 The RECs here are listed in alphabetical order, and the RECs in this chapter are discussed because they include countries that are mostly situated in the Eastern part of the African continent.
The analysis of the policies and programmes of the RECs that is done in Chapter 5 is on the remaining two RECs as they are relevant to West Africa and are the following:

- CEN-SAD: Community of Sahel-Saharan States; and
- ECOWAS: Economic Community of West-African States.325

### 4.3 COMESA: Common Market for Eastern and Southern Africa

#### 4.3.1 Introduction

The Common Market for Eastern and Southern Africa (hereafter COMESA) was established in 1994, following in the footsteps of the Preferential Trade Area for Eastern and Southern Africa (PTA) which had been established in 1981.326 COMESA was established to address the effective implementation of the previous PTA treaty to establish a common market within the jurisdictional area of the PTA.327 COMESA as a REC is governed by its founding document, the Treaty Establishing the Common Market for Eastern and Southern Africa (1993) (COMESA Treaty) which clearly contains the objectives of the REC as well as obligations which member states should achieve in relation to economic integration, development and food security and nutrition objectives.328 Herein it states that membership to COMESA would be limited to some states which has formed part of the previous PTA but that the REC may also admit a member state if it is a neighbouring state to an existing COMESA member state.329

---

325 The current state of food security and nutrition in East and West Africa is a comprehensive topic, which cannot be discussed at a specific moment in time, and will be mentioned and discussed throughout the study and analysis of the various policy documents. See De Melo 2017 https://www.ictsd.org/bridges-news/bridges-africa/news/a-fresh-look-at-africa%e2%80%99s-integration-in-regional-economic. Although the first of the two RECs to be discussed in Chapter 5, namely CEN-SAD, also include member states from the Eastern part of the African continent, its policy documents will be analysed here as it is considered one of the RECs with the largest number of member states form both East and West Africa. See CEN-SAD 2017 http://censad.org/; Anon 2017 http://www.polity.org.za/article/africas-regional-economic-communities-the-pieces-assembling-africas-economic-and-security-mosaic-2017-08-02.

326 Preamble Treaty Establishing the Common Market for Eastern and Southern Africa (1993); See Also Madyo The Importance of Regional Economic Integration in Africa 78; Ndomo Regional Economic Communities in Africa a Progress Overview 30; Ruppel Regional Economic Communities and Human Rights 284; 2017 http:// COMESA www.comesa.int/overview-of-comesa/.

327 Madyo The Importance of Regional Economic Integration in Africa 78; Ndomo Regional Economic Communities in Africa a Progress Overview 30.


The current member states of COMESA include the following countries located in the eastern and southern part of the African continent: Burundi, Comoros, Democratic Republic of the Congo, Djibouti, Egypt, Eritrea, Ethiopia, Kenya, Libya, Madagascar, Malawi, Mauritius, Rwanda, Seychelles, Sudan, Swaziland, Uganda, Zambia and Zimbabwe. These states are all under the obligation to promote the general aims and objectives of COMESA as contained in Article 3 of the COMESA Treaty. Member states are expected to conform to the provisions of the COMESA Treaty due to the commitment made to the Abuja Treaty. These provisions focus on the following: (a) equality and inter-dependence of member states, (b) self-reliance of member states, (c) harmonisation of policies and integration of programmes amongst member states and (d) recognition as well as protection of human rights by these member states.

4.3.2 Aims and objectives of COMESA

The COMESA Treaty focusses on six main aims and objectives to be achieved by its member states which also form the basis of all other objectives and programmes implemented by COMESA. These aims and objectives focus primarily on promoting "sustainable economic development" in the formation of an economic trade unit amongst its member states. The first objective is to promote sustainable growth and development within each member state through the harmonisation of the state's production and promotion structures. The second objective includes the improvement of the standard of living of the inhabitants of the member states and promoting joint economic development. The third, fourth and fifth objectives focus

334 Article 3 Treaty Establishing the Common Market for Eastern and Southern Africa (1993); Ruppel Regional Economic Communities and Human Rights 285.
mainly on research to be done and developments within the fields of technology and economic development within the COMESA region and to co-operate with other RECs in order to achieve international harmony in terms of similar policies.\footnote{338 Article 3(a-e), 134 Treaty Establishing the Common Market for Eastern and Southern Africa (1993); UNECA 2016 https://www.uneca.org/oria/pages/comesa-common-market-eastern-and-southern-africa; Ndomo Regional Economic Communities in Africa a Progress Overview 30.} The sixth and last objective in terms of the COMESA Treaty entails the contribution that member states of COMESA are to make in order to reach the objectives as set out by the AEC.\footnote{339 As discussed earlier in this chapter under paragraph 4.2. Article 3(f) Treaty Establishing the Common Market for Eastern and Southern Africa (1993); UNECA 2016 https://www.uneca.org/oria/pages/comesa-common-market-eastern-and-southern-africa; Ruppel Regional Economic Communities and Human Rights 285.} In terms of objectives specifically relevant to food security and nutrition contained in the COMESA Treaty, article 4(5) focusses on the agricultural objectives influencing food security.\footnote{340 Article 4 Treaty Establishing the Common Market for Eastern and Southern Africa (1993).} In terms of these agricultural objectives relating to food security member states are expected to (a) co-operate in agricultural development, (b) adopt common agricultural policies, (c) enhance regional food sufficiency, and (d) enhance rural development to name a few sub objectives.\footnote{341 Article 4(5) Treaty Establishing the Common Market for Eastern and Southern Africa (1993).} The objectives as set out above can be evaluated against the background of the AU and UN objectives as discussed in Chapter 3.

In terms of a comparison with the objectives of Agenda 2063, the COMESA Treaty greatly supports the goals to be achieved by Agenda 2063 focussing on the acceleration of economic growth and integration, reducing poverty, achieving sustainable economic development and increasing the standard of living of all African people.\footnote{342 Ruppel Regional Economic Communities and Human Rights 285; See also SDG2. Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 15; UN "2017 HLPF Thematic Review of SDG2: End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 1; See further Agenda 2063 Aspiration 1 African Union Agenda 2063 Framework Document: The Africa We Want (2015) vii, 131.}

With the specific focus of food security and nutrition in relation to this study, it is important to note that Chapter 18 of the COMESA Treaty gives attention to the agricultural and rural development and the importance it holds within COMESA.\footnote{343 Treaty Establishing the Common Market for Eastern and Southern Africa (1993) 175-184.} The
overall focus in terms of the agricultural development is placed on the co-operation of the agricultural sector in achieving regional food security by ways of adopting agricultural policies which will eventually reach this goal. The COMESA Treaty clearly sets out the objectives to be reached by member states in terms of the agricultural policy in Article 129 in terms of which member states should implement common agricultural policies to ultimately ensure regional food sufficiency. This should be done through increased crop production both for domestic consumption as well as for export in terms of the Common Market within COMESA member states.

In order to achieve the objectives set out by COMESA in Article 129, member states should focus their attention on Article 130 stating that their agricultural policies should be in harmony with those of other COMESA member states and conduct research and exchange technical information accordingly. These policies should not only focus on their agricultural production plans but should also include any climate change management and utilisation policies of water resources. These objectives are once again aligned with the objectives set out in Agenda 2063 as well as with MDGs preceding the SDGs in Agenda 2030. The importance of COMESA’s approach to climate change and building a resilience thereto is furthermore also supported by the UN and the SDGs. Moreover, the COMESA Treaty urges member states to ensure that the supply and availability of food should be adequate and that provision should be made for adequate storage to this effect. The COMESA Treaty also makes mention of the decrease of pre- and post-harvest food losses which will in turn increase the availability of food supply and positively affect the level of food security in member

350 See paragraph 3.4 above. See also United Nations Framework Convention on Climate Change (1992); See also SDG13 Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 par 30-31; Mollier et al. 2017 "SDG2 End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 40.
These objectives are once again a reiteration of the SDGs contained in *Agenda 2030* which effects implementation of the SDGs on regional level.  

### 4.3.3 Programmes aimed at food security and nutrition

In its effort to implement the *COMESA Treaty* and in reaching the objectives contained therein, COMESA has implemented various programmes with the primary goal of reaching those food security and nutrition objectives. In 2002 COMESA drafted the Regional Programme for Food Security (RPFS) in collaboration with FAO which was to be implemented across all COMESA member states. COMESA’s objective with the RPFS was to combine the strengths of the member states within its region in order to utilise the full development potential available. In terms of the RPFS one of the main objectives of COMESA was to reach a level of regional, national, and household food security and to coordinate their efforts with those of other RECs in order to maximise the affect. In its rationale for the regional approach to food security, COMESA mentioned that although most of the food security problems may be solved at national level, some instances remain where a regional approach would be the only effective way in which to effect change.

In continuing with developments of the RPFS, COMESA further discussed the importance of the need to follow a regional approach to food security and to stimulate regional agricultural growth in order to reach the food security objectives as set out in the MDGs in 2009. During this discussion it was stated that the proper management of national food surpluses required the existence of a regional framework or policy to assist in the distribution of these surpluses. It was as a result of this discussion that

---

353 See paragraph 3.4 above. See also UN 2014 https://sustainabledevelopment.un.org/content/documents/1444HLFP_10YFP2.pdf; *Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development* UN GA Res 70/1 UN Doc A/RES/70/1 2015 22.
359 COMESA *Staple Food Trade in the COMESA Region 1*.
360 COMESA *Staple Food Trade in the COMESA Region 1, 9.*
COMESA consulted with stakeholders through the *Food, Agriculture and Natural Resources Policy Analysis Network (FANRPAN)* in order to compile a draft regional food security policy that would adhere to CAADP principles and which would focus *inter alia* on food security, the increase of food production and utilisation of wasted food products across the COMESA region. It was due to the consistent demand of the COMESA Ministers of Agriculture that the development of a regional compact was considered as a priority area within the region. One of the main areas of focus of this regional compact was deemed to be the enhanced regional integration as well as the attainment of "sustainable food security".

The rationale for the development of a regional plan to address similar issues that would be addressed by a CAADP national plan was laid out by COMESA for the following two reasons. Firstly, COMESA was of the opinion that the nature of the political borders of countries within the COMESA region was of such a design that the food surpluses was frequently distributed across the region, decreasing the prospect of food security. Therefore, a regional approach to the distribution of surplus food products would aid in diffusing this situation. Secondly, COMESA considered the advantages of research to be done across countries within the region and the technological advancements to assist in achieving regional economic growth through collaboration

---

361 Stakeholders included the following: COMESA Secretariat, COMESA Ministers of Agriculture, Private sector within the region, Farmers organisations, Regional research institutions within the region, Regional policy institutions and Regional investment institutions. See FANRPAN *COMESA Regional -CAADP Compact 7-8.*

362 FANRPAN *COMESA Regional CAADP Compact 6; Rampa et al. Regional Approaches to Food Security in Africa: The CAADP and Other Policies and Programmes in COMESA vi; FANRPAN 2010 http://www.fanrpans.org/archive/documents/d00996/;*


364 The basis for the main objective of the regional compact was found in Article 129 of the *COMESA Treaty* in which the aim was to achieve food self-sufficiency and increased agricultural productivity. See Article 130 *Treaty Establishing the Common Market for Eastern and Southern Africa (1993);* See also FANRPAN *COMESA Regional CAADP Compact 7, 10.*


366 Rampa et al. *Regional Approaches to Food Security in Africa: The CAADP and Other Policies and Programmes in COMESA 1.*
amongst national agricultural sectors.\textsuperscript{367} Although these two reasons for aiming at implementing a regional compact which focus \textit{inter alia} on food security could be considered as a necessary step in reaching the MDGs and the objectives relating to food security and nutrition in \textit{Agenda 2063}, some writers and stakeholders are of the opinion that the drafting of this compact in 2010 was premature.\textsuperscript{368} Rampa\textsuperscript{369} wrote that COMESA should first focus on the implementation within its own region before a Tripartite regional compact should be considered.\textsuperscript{370}

In 2014 reports of improvement in terms of the food security situation in member states of COMESA were widespread with the FAO reporting significant improvement.\textsuperscript{371} Some of the most recent programmes developed by COMESA in terms of food security and nutrition focus on the distribution of quality seed among member states in an effort to positively impact the food security levels within the region.\textsuperscript{372} The "domestication of harmonised seed trade regulations within COMESA" has been implemented on national level within the COMESA region in order to provide farmers with the opportunity of producing the most possible staple food products with the best quality seed.\textsuperscript{373} COMESA's aim with the domestication of seed policy is to ensure

\begin{footnotesize}
\begin{enumerate}
\item Rampa 2012 \url{http://ecdpm.org/great-insights/more-effective-efficient-public-expenditure/food-security-eastern-southern-africa-comesa-tripartite/}; FANRPAN \textit{COMESA Regional CAADP Compact} 12.
\item Rampa 2012 \url{http://ecdpm.org/great-insights/more-effective-efficient-public-expenditure/food-security-eastern-southern-africa-comesa-tripartite/}.
\item The Tripartite is a project process currently under development for establishing a Free Trade Area "from Cape to Cairo", bringing together the regional markets of COMESA, the East African Community (EAC), and the Southern African Development Community (SADC). See Rampa 2012 \url{http://ecdpm.org/great-insights/more-effective-efficient-public-expenditure/food-security-eastern-southern-africa-comesa-tripartite/}; See also Rampa et al. \textit{Regional Approaches to Food Security in Africa: The CAADP and Other Policies and Programmes in COMESA} vii, 3
\item Bucyensenge 2014 \url{http://www.newtimes.co.rw/section/read/183072/}.
\item Implementation of the Domestication of seed programme has commenced in January 2015 and has been implemented by five countries in terms of their national legislation within the COMESA region. See COMESA 2017 \url{http://www.comesa.int/country-harmonized-comesa-seed-regulations-have-been-launched/}.
\item COMESA 2017 \url{http://www.comesa.int/country-harmonized-comesa-seed-regulations-have-been-launched/}; Mashiri 2017 \url{http://spiked.co.zw/comesa-seed-regulation-to-improve-food-security/}; Anon 2015 \url{http://www.chronicle.co.zw/comesa-sets-up-committee-to-improve-food-security/}.
\item Implementation of the Domestication of seed programme has commenced in January 2015 and has been implemented by five countries in terms of their national legislation within the COMESA region. See COMESA 2017 \url{http://www.comesa.int/country-harmonized-comesa-seed-regulations-have-been-launched/}.
\end{enumerate}
\end{footnotesize}
consistent improvement in staple food production and to be able to utilise the surpluses produced on national level in the COMESA region to decrease the levels of food insecurity.374

The programmes mentioned in this section show that COMESA has indeed attempted to implement the objectives aimed at reaching a food secure Africa and have focussed greatly on the development of the agricultural sector within the COMESA region. It is however clear that progress should be made within the COMESA region itself before any attempts should be made at implementing a larger programme incorporating multiple RECs in one food security compact.375

4.4 EAC: East African Community

4.4.1 Introduction

The East African Community (EAC) was initially founded in 1967 but it was dissolved a year later.376 After the EAC was dissolved the Heads of State from Kenya, Tanzania and Uganda negotiated the "Permanent Tripartite Commission for East African Cooperation" which was established in 1993 and effectively launched in 1996 using the EAC's headquarters in Tanzania.377 A year later the Permanent Tripartite Commission initiated discussions to proceed to establish the EAC once again, upgrading the Commission into a treaty.378 The discussions lead to the acceptance and signing of the Treaty for the Establishment of the East African Community379 (EAC Treaty) in Tanzania in 1999.380 The EAC was finally established again after the EAC Treaty

entered into force on 7 July 2000, following the ratification of the treaty by all three Heads of State initialising the re-establishment of the EAC. The EAC was established with the overarching objectives of establishing a Common Market, Customs Union and Monetary Union within the Eastern African region.

The EAC refers to the members of their Community as "Partner States" in the definitions of the *EAC Treaty* as well as in Article 3 thereof and the term is therefore used in the discussion of the EAC, its aims and objectives as well as the food security and nutrition programmes drafted or implemented by the EAC. At present the EAC has six Partner States including the initial three Partner States. These Partner States are the Republic of Uganda, the Republic of Kenya, the United Republic of Tanzania, as well as the more recent Partner States being the Republic of Rwanda and the Republic of Burundi (who acceded to the *EAC Treaty* in 2007) with the newest Partner State, the Republic of South Sudan who acceded to the *EAC Treaty* in 2016. The *EAC Treaty* determines furthermore that the membership to the EAC would not be limited to the current Partner States, but that the Partner State may negotiate the membership of other states within the EAC region to be admitted as Partner State.

The *EAC Treaty* does however make provision for certain conditions to be met by a foreign state intending to accede to the *EAC Treaty* which include (a) acceptance by the EAC, (b) that the foreign state should adhere to the principles as set out in the *EAC Treaty*, (c) that the foreign state would be able to potentially contribute to the strengthening of the EAC, (d) that the foreign state should be in the same geographical region as the existing Partner States, (e) the existence of a market driven economy.

---

381 The three states who initialised the re-establishment of the EAC was the three states forming part of the Permanent Tripartite Commission for East African Co-operation namely Kenya, Tanzania and Uganda. See EAC 2017 https://www.eac.int/eac-history; UNECA 2017 https://www.uneca.org/oria/pages/eac-%E2%80%93-east-african-community; EAC 2017 http://www.eac.int/about/overview.
within the foreign state and (f) compatible existing social and economic policies within the foreign state. Moreover the current Partner States as well as any foreign states to accede to the EAC Treaty should adhere to the objectives of the EAC as set out in Article 5 of the EAC Treaty which are discussed shortly.

4.4.2 Aims and objectives of the EAC

The EAC's objectives are specifically stated in Article 5 of the EAC Treaty and should be considered as principles which will enhance policy harmonisation and integration across the EAC region by all the Partner States of the Community. The objectives as listed in the EAC Treaty are discussed briefly in this section against the background of Agenda 2063 to be implemented across the African continent. The first objective to be reached is the "attainment of sustainable growth and development of the Partner States". The EAC Treaty provides for the progress in terms of the first goal to be met through the development within the partner states to take place in a more balanced and harmonious manner. The first objective is in line with the objectives as set out in Agenda 2063 where sustainable growth of economic, social and political sectors are to be achieved throughout the implementation of Agenda 2063 and more specifically through the implementation of modernising agricultural methods in the achievement of food security.

The second objective in Article 5 (which is to be considered relevant to discuss in terms of its relation food security and nutrition in this study and in terms its correspondence to Agenda 2063) is the development which is to take place within Partner States. The specific development mentioned in the EAC Treaty is aimed at the

---

economic sectors of Partner States which would in turn increase the standard and quality of life of their communities.\textsuperscript{393} This second objective corresponds well with the first aspiration contained in \textit{Agenda 2063} which focusses on the shared prosperity among nations of the African continent to be achieved through \textit{inter alia} economic development.\textsuperscript{394} \textit{Agenda 2063}'s first aspiration, like the second EAC objective also focus on the increase in the standard of life of the community and the enhanced quality of life that goes hand in hand with development.\textsuperscript{395}

The third relevant EAC objective is the sustainable use of all Partner States' natural resources in order to protect the natural environment within the Partner States.\textsuperscript{396} This third objective is also a resonating example of implementing sustainable development practices in agreement with \textit{Agenda 2063} in terms of its first aspiration as discussed above.\textsuperscript{397} Moreover, the three objectives from the \textit{EAC Treaty} discussed founds similar importance in terms of the SDG's and more specifically coincides with SDG2 as discussed in more detail in Chapter 3.\textsuperscript{398} The \textit{EAC Treaty} makes specific mention that the Partner States to the treaty should plan and direct the relevant policies in terms of the objectives mentioned in the treaty within their own jurisdictions.\textsuperscript{399} Furthermore, the Partner States are required to implement any such legislation necessary within 12 months of acceding to the treaty.\textsuperscript{400} This can be seen as a depiction of the seriousness that the EAC has with the implementation of its objectives and the burden on the Partner States to effect the \textit{EAC Treaty} within their jurisdictions.


\textsuperscript{394} See paragraph 3.3.1 above. See also African Union Agenda 2063 Framework Document: The Africa We Want (2015) 2.3.

\textsuperscript{395} Agenda 2063 however goes further to explain that the standard of life is to be increased through the decrease of hunger among the nations. See African Union Agenda 2063 Framework Document: The Africa We Want (2015) vii.


\textsuperscript{397} See paragraph 3.3.1 above. See also African Union Agenda 2063 Framework Document: The Africa We Want (2015) 142-143.

\textsuperscript{398} See Section 3.4.2 above. See also UN 2017 https://sustainabledevelopment.un.org/sdg2; Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 15; UN "2017 HLPF Thematic Review of SDG2: End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 11; Lisowska 2016 "Sustainable Development Goal 2: Joining-Up Standards for Ending Hunger" 6.

\textsuperscript{399} Article 8(1) Treaty for the Establishment of the East African Community (2007).

\textsuperscript{400} Article 8(2) Treaty for the Establishment of the East African Community (2007).
In terms of objectives specifically aimed at food security and nutrition, like those contained in the *EAC Treaty*, the overall focus falls on Chapter 18 of the treaty. The *EAC Treaty*’s overarching objective in terms of food security and nutrition is set out in Article 105 and demands the involvement of all Partner States' agricultural sectors in the attainment of food security as objective coupled with rational levels of production of food products. Partner States are further required to adopt domestic policies aimed at achieving the general objective of the EAC as contained in Article 3 of the *EAC Treaty* by aiming their focus on sustainable agriculture development in order to ensure the following four objectives. The Partner States are to ensure that a common agriculture policy can be implemented across the EAC region which will in turn ensure food sufficiency in the community. Furthermore, Partner States are under the obligation to ensure that an increase in production would take place, both domestically and throughout the EAC region, and lastly the Partner States are required to preserve any post-harvest surpluses through improving any possible food preservation methods.

The remainder of Chapter 18 of the *EAC Treaty* focusses its attention on the methods in which the required agricultural growth should take place by specifically putting guidelines in place for "seed multiplication and distribution", "livestock multiplication and distribution", "plant and animal disease control" and "irrigation and water catchments management". Moreover, the last article contained in Chapter 18 draws specific attention to food security. The special consideration awarded to food security in the founding document may be interpreted as the importance that the EAC has attached to the attainment of food security and in turn to all food security

---

objects. Partner States of the EAC are required to establish methods with which information regarding available food supply, demand, surpluses and deficits may be shared with other Partner States in the region.\textsuperscript{412} Furthermore, Partner States are under the obligation of establishing policies aimed at achieving food security and nutrition in their jurisdiction in harmony with the other Partner States in the EAC region.\textsuperscript{413}

Although the focus of the EAC in terms of food security objectives may be admirable, very little focus is placed on the development of the nutrition aspect of food security and nutrition as was clear from the research done.\textsuperscript{414} The \textit{EAC Treaty} focusses on nutrition in Article 118 of the treaty in demanding that Partner States should "promote the development of good nutritional standards and the popularisation of indigenous foods".\textsuperscript{415} Upon analysis of these food security objectives as they are contained in the \textit{EAC Treaty}, a correlation can once again be found between \textit{Agenda 2063} as well as \textit{Agenda 2030} in terms of food security and nutrition objectives.\textsuperscript{416} Both of these agendas focus on the improvement of agricultural practice in order to increase the food production and supply, much like the objectives as stated in the \textit{EAC Treaty} and discussed in this section.\textsuperscript{417} Moreover, the focus on the increase in food production and supply also correlated with the objectives as set out in \textit{Agenda 2063} focussing on the improvement of sustainable consumption and production patterns.\textsuperscript{418} When considering \textit{Agenda 2030} the adherence to the specific goal set out herein by the \textit{EAC Treaty} are even more on point. The EAC focus on the sustainability of food supply as

\textsuperscript{412} Article 110(a) \textit{Treaty for the Establishment of the East African Community} (2007).
\textsuperscript{413} Article 110(d) \textit{Treaty for the Establishment of the East African Community} (2007). Other objectives in terms of food security include (a) harmonising quality standards of food products, (b) developing methods to have relevant information regarding market prices of food, (c) maintaining strategic food reserves and (d) developing aquaculture farming. See Article 110(b, c, e, f) \textit{Treaty for the Establishment of the East African Community} (2007).
\textsuperscript{414} See paragraphs 3.3.2 and 3.3.3 above.
\textsuperscript{415} Article 118(h) \textit{Treaty for the Establishment of the East African Community} (2007).
\textsuperscript{416} See chapter 3 above.
well as the quality of the food supplied and consumed which is in line with the objectives as stated in *Agenda 2030*. The adherence to *Agenda 2030* can further be noted in terms of the methods with which the EAC attempts to decrease the food wastage as well as the reduction of post-harvest food losses which will increase the available food supply and increase the prevalence of food security within the region.

In short, after the analysis of the adherence to *Agenda 2063* and *Agenda 2030* the EAC, through the *EAC Treaty* can be considered to effectively incorporate important food security and nutrition objectives.

### 4.4.3 Programmes aimed at food security and nutrition

From the discussion of the EAC thus far it can be said that the EAC has had a continuous focus on the agricultural development within the region. With this in mind the EAC developed various strategies and action plans to achieve the goals as set out in the *EAC Treaty* relating to food security and nutrition as well as agricultural development. Two of these programmes are shortly discussed next providing an overview of the policies implemented by the EAC. The first programme to be discussed is the "4th EAC Development Strategy". Although this programme did not focus its attention explicitly on the attainment of food security, it determined in its sixth objective that sustainable production was to be achieved in production sectors. The programme further identified broad priority areas of focus during the implementation of the programme from 2011 to 2015, one of which included the agricultural sector and specifically mentioned the improvement in food security within the EAC region. Moreover the programme made specific mention of methods with which the objectives within its priority area should be reached and included the availability of "regional

---

419 FAO *Sustainable Development Goals: Goal 2; Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development* UN GA Res 70/1 UN Doc A/RES/70/1 2015 15. See Also Article 110 *Treaty for the Establishment of the East African Community* (2007).


421 Levard and Pautrizel *Agricultural and Food Security Policies and Small-Scale Farmers in the EAC* 11.


market information and early warning systems" which is similarly mentioned in *Agenda 2030* as methods of achieving SDG2 and consequently attaining food security.\(^{425}\)

In more recent developments the EAC has developed another programme, following the "4th EAC Development Strategy".\(^ {426}\) The second programme to be discussed focusses its attention mainly on the achievement of a state of food security within the EAC region.\(^ {427}\) The EAC launched the "EAC Food Security Action Plan 2011-2015" (FSAP) in 2010 with its priority areas identified clearly as agriculture and food security.\(^ {428}\) The FSAP was divided up into four sections which describe the (a) background to the development of the FSAP, (b) the context in which the FSAP will be implemented, (c) the defined priority areas contained in the FSAP, and (d) detailed actions plans to reach the objectives of the FSAP.\(^ {429}\) The FSAP further established that the implementation thereof across the EAC region will take place through continuous collaboration between the EAC Secretariat and the Partner States together with detailed annual progress analysis.\(^ {430}\) It was apparent from analysing the first section of the FSAP that extensive research was done by the EAC in order to compile and launch the FSAP. Although the FSAP was not a CAADP programme as such, it aimed to combine the objectives set by CAADP with the MDGs as well as the SDGs, in order to create a longer-term food security plan to be implemented across the region.\(^ {431}\)

To grasp what the focus of the FSAP was, it is necessary to make mention of the priority areas and objectives which the FSAP identified.\(^ {432}\) The first priority area to be

---

mentioned is the "provision of enabling policy, legal and institutional framework".\textsuperscript{433} In achieving the outcomes as set out by the first priority area the FSAP identifies the first objective with methods of reaching these goals.\textsuperscript{434} This objective identifies the priority area as a tool for creating a unified approach to enhance food security within the region.\textsuperscript{435} The action plans identified in the fourth section of the FSAP identified actions such as the development of regional food security and nutrition policies, analysing food security and nutrition issues in the region, revision of current policies within the region and creating more public awareness as part of the ways in which this objective may be reached.\textsuperscript{436}

The second priority area focusses on a further aspect of food security and nutrition namely the adequate quantity as well as quality of food available to be increased.\textsuperscript{437} The objectives linked to this priority area focus mostly on the agricultural aspect of food security and nutrition and aims to decrease food losses and to increase agricultural productivity in order to ensure that adequate quantities are available for consumption.\textsuperscript{438} In attempts to reach these objectives, the FSAP aims to reduce losses by 30%, with specific reference to post-harvest losses to be reduced by 20% as well as the reduction in the amount of food wasted by at least 20% all of which were to be reached by 2015.\textsuperscript{439} The results in terms of this objective was to be measured by food information systems providing the EAC with valuable information in terms of the trade market as well as production statistics.\textsuperscript{440} The FSAP further focussed its attention on the second priority area by including an extensive action plan, not only focussing on

\textsuperscript{434} Food Security Action Levard and Pautrizel \textit{Agricultural and Food Security Policies and Small-Scale Farmers in the EAC} 13.
\textsuperscript{439} Levard and Pautrizel \textit{Agricultural and Food Security Policies and Small-Scale Farmers in the EAC} 14.
the constant collection of information regarding food loss, production and wastage but also in terms of sustainable agricultural methods to be applied.\textsuperscript{441}

The third priority area continues to focus on the definition of food security in attempting to improve the access to food.\textsuperscript{442} In terms of this priority area the objectives included, which form the basis of the focus of the FSAP action plans regarding the third priority area, focus on both the improvement of the physical access to food as well as the enhanced purchasing power of the communities within the EAC region in order to improve the economic access to food.\textsuperscript{443} The access to food was to be enhanced in the physical dimension through the improvement of infrastructure, improved agricultural markets, electricity advancements and developmental programmes focussed on the youth within the EAC region in terms of the economic dimension.\textsuperscript{444}

The fourth priority area contained in the FSAP turned its attention to yet another dimension of the definition of food security namely the improvement of the stability of food supply and access to food supply within the EAC region.\textsuperscript{445} In terms of the fourth priority area the FSAP focussed on the objective of improving the EAC's capacity in terms of emergency food supply as well as the adaption of climate change policies.\textsuperscript{446}

The action plans in the FSAP discussed the actions to be taken in terms of the increase of storage facilities across Partner State boundaries within the regions in order to be

\textsuperscript{442} The definition of Food Security has been discussed in Chapter 2 of this study and was established as: " Food security exists when all people at all times have physical and economic access to sufficient safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life" See FAO 2001 http://www.fao.org/docrep/003/w3613e/w3613e00.HTM; FAO "Food Security Policy Brief"1; FAO Trade Reforms and Food Security: Conceptualizing the Linkages 28; Weingartner "The Concept of Food and Nutrition Security" I-5; FAO "Introduction to the Right to Adequate Food: Lesson 2" 15-16. See Also EAC Food Security Action Plan 2011-2015 (2010) para 3.3; Levard and Pautrizel Agricultural and Food Security Policies and Small-Scale Farmers in the EAC 15.
\textsuperscript{446} See Levard and Pautrizel Agricultural and Food Security Policies and Small-Scale Farmers in the EAC 15.
able to provide food to the EAC region in times of emergency as well as establishing a 5% contribution to emergency relief to assist in long term developments of relief programmes across the EAC region.447

The fifth and last priority area focussed only on the improvement of food security and nutrition as such.448 The objective to be achieved in terms of this priority area aims to improve the nutrition of communities within the EAC region as well as the food safety in the region.449 Moreover, the FSAP action plan sets out certain actions in order to achieve this objective namely the establishment of a mechanism with which the EAC would be able to identify vulnerable groups in terms of food insecurity and malnutrition as well as to establish school feeding programmes in order to help prevent malnutrition among children.450 In attempting a collaboration with the communities within the region the action plan further focus on the provision of information regarding food safety, food security and nutrition to the public in terms of public health education programmes.451

From the discussion of the programmes implemented and designed by the EAC, it can be established that one of the largest focus areas of the EAC is on the attainment of food security and nutrition. It has also been clear that, in designing comprehensive programmes to reach these objectives, the EAC has continuously taken cognisance of the food security and nutrition objectives as set out in Agenda 2063 as well as Agenda 2030 and have earnestly attempted to effectively implement such objectives.

4.5 IGAD: Intergovernmental Authority on Development

4.5.1 Introduction

The Intergovernmental Authority on Development (IGAD) was established in 1996 following its predecessor Intergovernmental Authority on Drought and Development (IGADD) which was founded in 1986 due to widespread famine and drought during

449 See Levard and Pautrize Agricultural and Food Security Policies and Small-Scale Farmers in the EAC 16.
the time period between 1974 and 1984 in this part of Eastern Africa. IGAD's predecessor was established in 1986 with six member countries, namely Djibouti, Ethiopia, Kenya, Somalia and Uganda with Eritrea joining later in 1995 as member state to IGADD. Although some successes were achieved, the member states to the IGADD decided at a meeting in Addis Ababa to re-invent the IGADD in order to have a greater influence across member states from the region. The Agreement Establishing Intergovernmental Authority on Development (IGAD Treaty) was signed in March 1996 and came into effect later in the same year. IGAD was established with the vision of increasing economic cooperation and integration amongst member states as well as the promotion of peace and security and to promote food security within the IGAD region. The mission of the REC as set out by IGAD is to assist member states in complementing one-another in order to achieve inter alia food security and environmental protection.

The IGAD Treaty clearly determines furthermore that member states should share in the same values and objectives contained in the treaty and that member states should make a genuine effort to meet the objectives of the treaty. Member states to the IGAD Treaty at present include the seven initial member states of IGADD, namely Djibouti, Ethiopia, Kenya, Somalia and Uganda Sudan and Eritrea together with South Sudan being the newest member state after acceding to the treaty in 2011. Although the IGAD Treaty stipulates that member states should only include those states within the IGAD region, where new members may be admitted upon the receipt of such written request as well as a unanimous decision by the current member states

453 Article 2 Agreement Establishing Intergovernmental Authority on Development (1996); IGAD 2017 https://igad.int/about-us.
455 Agreement Establishing Intergovernmental Authority on Development (1996).
459 Article 6A Agreement Establishing Intergovernmental Authority on Development (1996); IGAD 2017 https://igad.int/about-us.
460 IGAD 2017 https://igad.int/about-us; Van Dijk African Regional Integration 8; FAO IGAD Early Warning and Food Information System for Food Security 1.
The aims and objectives of IGAD are contained in the *IGAD Treaty* in Article 7 and member states are obligated to commit themselves to these aims and objectives in order to enjoy the membership to IGAD. Some of these aims and objectives are discussed next focusing specifically on aims and objectives relating to food security and nutrition within IGAD.

### 4.5.2 Aims and objectives of the IGAD

Article 7 of the *IGAD Treaty* sets out 11 aims and objectives as established by IGAD to which all of the member states should adhere. Of these objectives, three objectives can be linked to the attainment of food security and nutrition although only one objective specifically mentions the term "food security". The *IGAD Treaty* seems to be in agreement with the previous three Eastern African RECs in that this treaty also focus on the harmonisation of policies and development strategies with specific regard to trade policies, agriculture and natural resources. The second objective relevant to the increase in the prevalence of food security within the IGAD region focus on "achieving regional food security". Moreover, IGAD urges member states to assist each other in combined efforts to attempt to combat instances of drought as well as any man-made disasters with their consequences. This is supported by Article 16 of the *IGAD Treaty* which establishes a Special Drought Fund in order to provide assistance to the member states in instances of emergencies.

The last objective aimed at food security in an indirect manner is the promotion of programmes (both domestically and regionally) in order to promote sustainable

---

461 Article 1A *Agreement Establishing Intergovernmental Authority on Development* (1996).
462 Article 1A *Agreement Establishing Intergovernmental Authority on Development* (1996); AU date unknown https://www.au.int/en/organs/recs. See also Article 7 *Agreement Establishing Intergovernmental Authority on Development* (1996).
463 Article 7 *Agreement Establishing Intergovernmental Authority on Development* (1996). See Article 7 (b), 7(d), and 7(e) as objectives relating to food security; IGAD State of the Region Report 3.
464 Article 7(a-b) *Agreement Establishing Intergovernmental Authority on Development* (1996); Dresso *East Africa and the Intergovernmental Authority on Development* 11; AU date unknown https://www.au.int/en/organs/recs; IGAD 2017 https://igad.int/about-us.
465 IGAD 2017 https://igad.int/about-us; Article 7(d) *Agreement Establishing Intergovernmental Authority on Development* (1996).
466 Article 7(d) *Agreement Establishing Intergovernmental Authority on Development* (1996); IGAD 2017 https://igad.int/about-us.
467 Article 16 *Agreement Establishing Intergovernmental Authority on Development* (1996); Dresso *East Africa and the Intergovernmental Authority on Development* 14.
development in all sectors including the agricultural sector.\textsuperscript{468} Furthermore, IGAD includes a unique objective in the \textit{IGAD Treaty} when stating that one of the aims and objectives of IGAD is to also "promote and realize the objectives of COMESA".\textsuperscript{469} This particular objective specifically aims at incorporating the objectives of the AEC focussed on a united African continent and cooperation between all RECs.\textsuperscript{470}

In terms of the application of the aims and objectives as set out above and in the \textit{IGAD Treaty}, the treaty assigns certain areas of cooperation to the member states collectively in Article 13A.\textsuperscript{471} In terms of these areas of cooperation, the member states to IGAD undertook to once again focus on coordinating their individual domestic policies in order to comply with the aims and objectives of IGAD and more specifically focusses on areas of sustainable agricultural development and food security.\textsuperscript{472}

Furthermore, another area of cooperation focusses on the nutritional aspect of food security and nutrition in addressing the importance of climatology as well as nutrition in providing nutritious food as well as information regarding food supply.\textsuperscript{473} IGAD clearly emphasises its commitment to the development of the agricultural sector by adding another area of cooperation focussed on improving the agricultural research and training programmes taking place within the region.\textsuperscript{474} The last area of cooperation in terms of food security and nutrition to be made mention of is the continuous effort of IGAD to focus on the sustainability of resources and the sustainable use and management thereof.\textsuperscript{475}

\begin{thebibliography}{99}
\bibitem{Dresso EA} Dresso \textit{East Africa and the Intergovernmental Authority on Development} 14; IGAD 2017 https://igad.int/about-us; Article 7(e) \textit{Agreement Establishing Intergovernmental Authority on Development} (1996).
\bibitem{IGAD Treaty} Article 7(i) \textit{Agreement Establishing Intergovernmental Authority on Development} (1996); Dresso \textit{East Africa and the Intergovernmental Authority on Development} 12; IGAD 2017 https://igad.int/about-us.
\bibitem{13A} Article 13A \textit{Agreement Establishing Intergovernmental Authority on Development} (1996).
\bibitem{13A(a)} Article 13A(a) \textit{Agreement Establishing Intergovernmental Authority on Development} (1996).
\bibitem{13A(b)} Article 13A(b) \textit{Agreement Establishing Intergovernmental Authority on Development} (1996); Dresso \textit{East Africa and the Intergovernmental Authority on Development} 12.
\bibitem{13A(d)} Article 13A(d) \textit{Agreement Establishing Intergovernmental Authority on Development} (1996).
\bibitem{13A(f)} Article 13A(f) \textit{Agreement Establishing Intergovernmental Authority on Development} (1996); IGAD 2017 https://igad.int/about-us; Dresso \textit{East Africa and the Intergovernmental Authority on Development} 14.
\end{thebibliography}
Upon comparison between the IGAD Treaty and Agenda 2063 as well as Agenda 2030 it is evident that some correlation exists between the three instruments. The research indicated that the IGAD Treaty continuously focussed on the importance of sustainability whether it was through production of food or the utilisation of resources. Moreover, it can be said that IGAD focus on another aspect of food security by implicitly stating that one of its overarching objectives with the IGAD Treaty remains the attainment of regional food security and not only food security in terms of domestic policies of member states. Although the analysis of the IGAD Treaty showed that mention was made to the food security situation within the region, little mention was made to the nutrition aspect thereof. The following section however focusses on the food security and nutrition programmes that have been implemented thus far by IGAD.

4.5.3 Programmes aimed at food security and nutrition

The first programme compiled and implemented by IGAD to be discussed in this section is the Food Security Strategy 2005-2008. This strategy was compiled by the IGAD secretariat together with various stakeholders and after a thorough consultation process where all member states’ individual food security and nutrition policies were evaluated and assessed. The overall objective as set out in the strategy is for member states to attain food security through regional cooperation as well as sustainable food production and poverty reduction. Throughout the IGAD strategy the research done in terms of food security as well as factors influencing food security was evident and created a clear picture of what was to be expected from the member states in implementing this strategy. The strategy further also focusses on the

477 IGAD 2017 https://igad.int/about-us; Article 7(d) Agreement Establishing Intergovernmental Authority on Development (1996).
479 Stakeholders included in the development of the Intergovernmental Authority on Development Food Security Strategy 2005-2008 include the European Union (EU), the World Programme (WFP), the IGAD member states as well as Canadian International Development Agency (CIDA). See Intergovernmental Authority on Development Food Security Strategy 2005-2008 (2005) iii.
development of the term food security and the specific aspects are that should be focussed on in order to reach the goals set out by the IGAD Treaty.\(^{483}\)

The strategy was formulated on the backbone of four regional strategic outputs which included the harmonisation of policies and information, building capacity within the region, and the furtherance of science and technology within the region.\(^{484}\) Moreover the strategy was focussed on the development of programmes which would boost food production and improve marketing of those programmes which will inevitably provide larger supplies of food products to vulnerable people within the communities in the region.\(^{485}\) Although the strategy was focussed on the attainment of regional food security it clearly stated that subsidiarity should be considered by the member states.\(^{486}\) The subsidiarity principle simply entails that the member states to IGAD should first place their focus on their own national policies in terms of food security and nutrition before implementing the regional strategy.\(^{487}\) This strategy noted furthermore, that the aim of the strategy was not to increase the burden on its member states but rather to provide a guideline as well as continuous support in reaching the goals and objectives pertaining to food security.\(^{488}\)

IGAD’s strategy focussed on a further important aspect in order to be able to reach the food security goals and objectives by including the collaboration that government organisations should pursue with non-state actors, thus involving the private sector.\(^{489}\) Upon evaluating the strategy in light of Agenda 2063 and Agenda 2030 it was found some the correlation was found with principles of improving the food security within the IGAD region. The specific principles in agreement with Agenda 2063 and Agenda

\(^{483}\) Intergovernmental Authority on Development Food Security Strategy 2005-2008 (2005) 8-10; See also Gualtieri 2013 Future of Food: Journal of Food, Agriculture and Society 21; FAO "Food Security Information for Action: Lesson 1" 3; " Shaw A History of Food Security from 1945-2007 349; FAO "Coming to Terms with Terminology" 2; FAO "Introduction to the Right to Adequate Food: Lesson 2" 15-16; FAO Trade Reforms and Food Security: Conceptualizing the Linkages 25.

\(^{484}\) Mukhebi et al An Overview of the Food Security Situation in Eastern Africa 18.


were found to be that of poverty reduction, sustainable production and consumption and the overall attainment of food security on a regional level.\textsuperscript{490}

The second and more recent food security strategy aimed at food security and nutrition is the *IGAD Regional Investment Plan 2016-2020*\textsuperscript{491} (2016 Strategy) which was designed and implemented by IGAD and is currently active.\textsuperscript{492} The 2016 Strategy was developed in light of a previous strategy which was recalled in the middle of its implementation for the purpose of being re-evaluated.\textsuperscript{493} IGAD focusses the new strategy on four pillars identified by IGAD in simplification of the areas of cooperation contained in the *IGAD Treaty*.\textsuperscript{494}

Of these four pillars, the first one explicitly focusses on "agriculture, natural resources and environment" and the goal to be achieved hereby is set out as the attainment of food security and sustainable resource management.\textsuperscript{495}

IGAD remains consistent in the goals to be achieved since its inception in 1985, as IGADD which is evident from sustainable resource management and the protection of the environment being one of the overall objectives of the 2016 Strategy.\textsuperscript{496} With this objective in mind, the 2016 Strategy places the focus on food security in the Agriculture, livestock, fisheries and food security sector of IGAD together with measures focussed on the sustainable management of all resources.\textsuperscript{497} The *State of the region report*\textsuperscript{498} which was compiled by IGAD in consideration of the historical development taking place across all four pillars of IGAD's areas of cooperation states that IGAD has made tremendous progress in terms of food security with the

\textsuperscript{491} *IGAD Regional Investment Plan 2016-2020* (2016)
\textsuperscript{492} IGAD 2017 https://igad.int/index.php/aboutus/strategy.
\textsuperscript{493} NEPAD *Strengthening the Institutional Capacity of the Intergovernmental Authority on Development (IGAD) 2*; IGAD *Regional Strategy Framework 21.*
\textsuperscript{494} Article 13A *Agreement Establishing Intergovernmental Authority on Development* (1996).
\textsuperscript{495} The other three pillars include economic cooperation and integration and social development, peace and security and humanitarian affairs, and corporate development services. See NEPAD *Strengthening the Institutional Capacity of the Intergovernmental Authority on Development (IGAD) 2*; See Also IGAD *State of the Region Report 2, 4*; IGAD *Regional Strategy Framework 10.*
\textsuperscript{496} IGAD *Regional Strategy Framework 5*; IGAD *State of the Region Report 10.*
\textsuperscript{497} IGAD *State of the Region Report 10*; IGAD *Regional Strategy Framework 3-5.*
\textsuperscript{498} IGAD *State of the Region Report 13*; IGAD *Regional Strategy Framework 20.*
programmes implemented across the region together with the cooperation of the member states.

IGAD concludes the report by emphasising future endeavours to be focussed on by member states which include aspects of food security and nutrition and the implementation of CAADP guidelines in order to meet global requirements. In the framework document for the 2016 Strategy, IGAD dedicates a brief description of both the SDGs and Agenda 2063. IGAD also acknowledges the importance of these two instruments in the domestication of policies aimed at achieving their targets. It can be concluded that IGAD hereby recognises the importance of collaboration between international organisations and the goals and objectives set by these instruments in its own regional strategy. In terms of collaborations with non-state actors, IGAD once again recognises that collaboration should occur on a larger scale to be able to promote involvement with the community.

The framework for the 2016 Strategy stipulates the desired outcomes of the strategy in terms of the agriculture, livestock and food security programme area as the following three objectives. The first objective aims at the regional improvement of food security. This should occur through the continuous development of this sector followed by the second objective. The second objective, which aims at building a resilience to natural disasters and other economic disasters influencing this particular sector. The third objective notes the progress made by member states with regard

to their domestic policies in terms of food security. Moreover, the third objective intends to incorporate those strategies into the regional framework in order to build on the progress already made.

While the food security aspect has been present throughout the discussion of the 2016 Strategy, the first mention of nutrition is to be found in the discussion of the health and social development area and its indicators. This health area focusses on all health related aspects including parts of the population which may be regarded as vulnerable groups. IGAD further states that the overall objective of this particular sector is to ensure that the quality of life of the people within its region is improved.

This correlates well with the goals and objectives contained in both Agenda 2063 and Agenda 2030 and substantiates the commitment made by IGAD thereto to some extent.

From this section it is clear that IGAD has indeed made attempts in the achievement of food security in line with the objectives as set out in Agenda 2063 as well as Agenda 2030. IGAD has implemented various programmes aimed at specifically achieving these objectives and have also had some success in this regard. It can however be said that too little attention has been paid to the development of the nutritional status of the communities within the region and the importance thereof as it is linked to food security.

4.6 Conclusion

This chapter used the food security and nutrition objectives contained in both Agenda 2063 and Agenda 2030 (see chapter 3) as a basis to evaluate current policy documents

509 IGAD Regional Strategy Framework 45.
510 IGAD Regional Strategy Framework 45.
511 The strategy aims at improving the nutritional status of the mobile population and communities by 2020 See IGAD Regional Strategy Framework 45.
of the RECs of East Africa. In order to be able to understand the role and functioning
of the RECs, a discussion on the background to the development of RECs ushered in
the analysis of the three REC’s policy documents as well as programmes aimed at
attaining food security and nutrition.

The analysis of the three RECs which have their application only in East Africa provided
an overview of the policies and programmes aimed at achieving food security and
nutrition. From this chapter, it is clear that some RECs have a larger and more specific
focus relating to food security such as the EAC with its clear action plans and food
security policies including, to a lesser extent, objectives related to nutrition.

COMESA as a REC and in terms of food security and nutrition has made some
commendable attempts at implementing regional action plans to achieve food security.
COMESA has also gone further in the sense that they have even attempted a tripartite
joint regional food security compact. This regional plan included CAADP principles
in order to have a wider reach, although it was deemed premature by some writers.

When referring to IGAD however, it seems that, although limited progress has been
made in terms of food security, the least of their focus has been on the nutritional
aspect of food security. IGAD should therefore re-evaluate their policies and
programmes to include nutrition related objectives.

Although CAADP mainly applies to national investment plans for food security and
nutrition, all three RECs discussed in this chapter have made some mention of CAADP.
While a lot of progress could still be made, the application of CAADP principles and
objectives contained in Agenda 2063 and Agenda 2030 indicates the importance of
these instruments and the consideration thereof by these RECs.

---

513 See paragraphs 4.3 above.
Chapter 5: An analysis of existing policies and programmes pertaining to food security and nutrition of Regional Economic Communities of West Africa.

5.1 Introduction

Throughout Chapter 4, a brief discussion was provided regarding the role, purpose and development of the Regional Economic Communities (hereafter RECs). This discussion is also applicable to this chapter insofar as the food security and nutrition guidelines implemented by RECs are concerned. In Chapter 4, the guidelines implemented by some of the RECs in Eastern Africa were discussed, analysed and compared with the SDGs and guidelines contained in Agenda 2063 and Agenda 2030 pertaining to food security and nutrition.514

The same approach was followed regarding the RECs of Western Africa in order to determine what, if any similarities are present in comparing these two regions, East and West Africa.

5.2 Regional Economic Communities

It has already been explained in Chapter 4 that the role and functions of the RECs should be kept in mind when analysing the policies and programmes in regard to food security and nutrition guidelines.515

The focus of this chapter is on the Community of Sahel-Saharan States (hereafter CEN-SAD) and the Economic Community of West-African States (hereafter ECOWAS). These RECs have been identified to form the subject matter of this chapter since countries that are situated in the Western part of the African Continent fall within the respective areas of jurisdiction.516

514 See Chapter 3 of this study for a detailed discussion on the guidelines to be obtained in terms of food security and nutrition as it relates to Agenda 2063 and Agenda 2030.
515 See paragraph 4.2 above.
516 Listed in alphabetical order, as they include countries that are mainly situated in the Western part of the African continent.
Although the first of the two RECs to be discussed in this chapter, namely CEN-SAD, also include member states from the Eastern part of the African continent, its policy documents and programmes are analysed here as it is considered one of the RECs with the largest number of member states form both East and West Africa.\textsuperscript{517}

\subsection*{5.3 CEN-SAD: Community of Sahel-Saharan States}

\subsubsection*{5.3.1 Introduction}

The Community of Sahel-Saharan States (hereafter CEN-SAD) was established on 4 February 1998 in reaction to the Conference of Leaders and Heads of State in Libya.\textsuperscript{518} The countries which initially ratified the Treaty establishing CEN-SAD included Burkina Faso, Chad, Libya, Mali, Niger and Sudan.\textsuperscript{519} Since its inception in 1998, CEN-SAD has grown to one of Africa's largest economic communities with as many as 29 member States.\textsuperscript{520} CEN-SAD as a REC was governed by its Treaty Establishing CEN-SAD since 1998.\textsuperscript{521} Thereafter, the treaty was revised in 2013 and accepted at the 2013 Conference of the Heads of State held in N'Djamena, Chad and is currently in the process of being ratified by its member states.\textsuperscript{522}

Although all the member states have not yet ratified the revised treaty, the current member states to CEN-SAD include: Benin, Burkina Faso, Cabo Verde, Central African Republic, Comoros, Côte d'Ivoire, Djibouti, Egypt, Eritrea, Gambia, Ghana, Guinea, ...
Bissau, Guinea, Liberia, Libya, Mali, Morocco, Mauritania, Niger, Nigeria, São Tomé and Príncipe, Senegal, Sierra Leone, Somalia, Sudan, Chad, Togo and Tunisia.523

5.3.2 Aims and objectives of CEN-SAD

The primary objective of CEN-SAD at its inception in 1998 was to promote the economic, cultural, political and social integration of its member states.524 In order to be able to reach this primary objectives CEN-SAD initially reached out to numerous regional and international organisations with a similar purpose and objectives.525

Other objectives that were envisaged by CEN-SAD include the establishment of a comprehensive Economic Union, the elimination of obstacles impeding unity amongst members of CEN-SAD, and coordination of educational systems in cultural and scientific aspects.526 In addition it is imperative to note that the sustainable development of specifically agricultural aspects and education in a broad sense with a more specific focus on social development of its member states are of great importance to CEN-SAD.527 Therefore, sustainable development as well as the development of the agricultural sector, has enjoyed increased attention being one of CEN-SAD’s two main objectives since 2013.528


In the following paragraphs, the objectives of CEN-SAD and how it relates to food security and nutrition are clarified. This is done by discussing the programmes aimed at achieving the food security and nutrition targets on a regional level as envisaged by CEN-SAD.\footnote{AU date unknown https://www.au.int/en/organs/recs; AU date unknown https://www.au.int/en/organs/recs; AU 2000 https://au.int/en/recs/censad.}

\subsection*{5.3.3 Programmes aimed at food security and nutrition}

In attempts to achieve the objectives as set out by CEN-SAD in 1998 some substantial programmes were implemented.\footnote{UN 2014 https://sustainabledevelopment.un.org/content/documents/1444HLPF_10YFP2.pdf; Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 22.} The first of these were the \textit{Regional Food Security Programme} initially implemented in 2007 with several phases planned for implementation thereafter.\footnote{NEPAD Strengthening the Institutional Capacity of the Communauté des Sahélo-Sahariens (CEN-SAD) 6; UN 2014 https://www.uneca.org/oria/pages/cen-sad-community-sahel-saharan-states.} The implementation of this \textit{Regional Food Security Programme}\footnote{NEPAD Strengthening the Institutional Capacity of the Communauté des Sahélo-Sahariens (CEN-SAD) 5.} commenced in member states which had the highest prevalence of reoccurring food insecurity at that time, namely Burkina Faso, Mali, Niger, Chad and Sudan.\footnote{NEPAD Strengthening the Institutional Capacity of the Communauté des Sahélo-Sahariens (CEN-SAD) 6.}

The first phase of the \textit{Regional Food Security Programme} was to focus on rural development within these member states and addressing issues in terms of natural resource preservation in the REC.\footnote{NEPAD Strengthening the Institutional Capacity of the Communauté des Sahélo-Sahariens (CEN-SAD) 5.} The second phase of the programme, was implemented in 2010 and focussed mainly on activities relating to livestock and the prevention and treatment of diseases in livestock in order to strengthen the market and in turn favourably influencing food security.\footnote{NEPAD Strengthening the Institutional Capacity of the Communauté des Sahélo-Sahariens (CEN-SAD) 6.}

The \textit{Regional Food Security Programme} further focusses on the development of the capacities of both the human factor and the environmental factor in its objectives of

\begin{itemize}
\item \textit{Regional Food Security Programme}\footnote{NEPAD Strengthening the Institutional Capacity of the Communauté des Sahélo-Sahariens (CEN-SAD) 5.} commenced in member states which had the highest prevalence of reoccurring food insecurity at that time, namely Burkina Faso, Mali, Niger, Chad and Sudan.\footnote{NEPAD Strengthening the Institutional Capacity of the Communauté des Sahélo-Sahariens (CEN-SAD) 6.} The first phase of the \textit{Regional Food Security Programme} was to focus on rural development within these member states and addressing issues in terms of natural resource preservation in the REC.\footnote{NEPAD Strengthening the Institutional Capacity of the Communauté des Sahélo-Sahariens (CEN-SAD) 5.} The second phase of the programme, was implemented in 2010 and focussed mainly on activities relating to livestock and the prevention and treatment of diseases in livestock in order to strengthen the market and in turn favourably influencing food security.\footnote{NEPAD Strengthening the Institutional Capacity of the Communauté des Sahélo-Sahariens (CEN-SAD) 6.}

The \textit{Regional Food Security Programme} further focusses on the development of the capacities of both the human factor and the environmental factor in its objectives of

\end{itemize}
decreasing food security and nutrition within the CEN-SAD region. In terms of the purpose and objectives of the Regional Food Security Programme the focus is further placed on an increase in food production to realise an increase in food accessibility for members of vulnerable groups within the CEN-SAD region. The argument for the increase of food production and how it relates to subsistence farmers was one of CEN-SAD's primary focus areas. Furthermore, CEN-SAD emphasises the positive effect that favourable levels of food security, in households, would have on the food security status of a community and country as a whole. This support is founded on the fact that households are food secure would in all likelihood lower the rate of dependence on communities within the countries for food production.

The second program, related to the food security and nutrition objectives within the CEN-SAD region is the Great Green Wall of the Sahel-Saharan Initiative (GGWSSI). This initiative started off in 2005 when Nigeria's former President, as president of a CEN-SAD member state presented the idea of creating a green wall in the Sahel-Saharan desert to the African Union. The aim of this initiative was to plant an enormous, 8000km green wall of trees at the southern edge of the Sahel-Saharan desert. The main objective of this initiative was to combat climate change and favourably impact food security and agriculture in this region. The impact it would have on climate change would be measured in terms of the sustainable management of land and the restoration of degraded land.

541 NEPAD Strengthening the Institutional Capacity of the Communauté des Sahélo-Sahariens (CEN-SAD) 6-7; UNCCD 2018 https://www.unccd.int/actions/great-green-wall-initiative.
Although the Great Green Wall initiative was suggested to CEN-SAD in 2005, its implementation only commenced in 2007 with the purpose of restoring the degradation of the land and in turn mobilising the communities around it and finally restoring some political stability. The first action plan for the implementation of the initiative was adopted by the European Union as part of an Africa-EU partnership. The outcomes to be achieved by the launch of the GGWSSI included: (a) the development of capacity of the arid land; (b) the development of strategies to utilise available resources within partaking countries; (c) cross-border support; (d) formulation of projects and investment plans which implement successes achieved; and (e) educating local communities to implement successes in their surrounds.

The success of this initiative has been under constant evaluation by the United Nations Convention to Combat Desertification (hereafter UNCCD). It was found that the results achieved within the first decade of its implementation was astonishing in relation to the fruitfulness of the Sahel-Saharan desert. In terms of the restoration and improvement of productiveness of the land through this initiative, a grand total of 20 million hectares of land speaks for itself.

Although the information available for research in terms of CEN-SAD and the relevant region was much more limited than the other RECs, a clear commitment towards food security and nutrition from CEN-SAD was indeed evident. CEN-SAD’s commitment to the overall objectives of the SDGs can further be seen from other programmes implemented focusing on economic, rural and trade development. In terms of programmes aimed at attaining food security in this region, the implementation of the

546 NEPAD Strengthening the Institutional Capacity of the Communauté des Sahélo-Sahariens (CEN-SAD) 6-7; UNCCD 2018 https://www.unccd.int/actions/great-green-wall-initiative;
547 NEPAD Strengthening the Institutional Capacity of the Communauté des Sahélo-Sahariens (CEN-SAD) 6-7.
551 NEPAD Strengthening the Institutional Capacity of the Communauté des Sahélo-Sahariens (CEN-SAD) 6.
two programmes discussed above show the willingness to affect change here. It is of significant importance to state that although the CEN-SAD region faces many challenges in terms of agriculture, these challenges have not been insurmountable in the face of this REC.

5.4 **ECOWAS: Economic Community of West-African States**

5.4.1 **Introduction**

ECOWAS was established as an Intergovernmental Organisation on the 28th of May 1975. The establishing treaty was initially signed by 16 countries on this date, 15 of which are currently still member states. The establishing treaty of ECOWAS focussed on the achievement of economic integration in all fields including the agricultural, environmental and trade sectors. The member states to ECOWAS are spread across West-Africa as well as East Africa and include the following states: Benin, Burkina Faso, Cape Verde, Cote d'Ivoire, Gambia, Ghana, Guinea, Guinea Bissau, Liberia, Mali, Niger, Nigeria, Senegal, Sierra Leone and Togolese.

It was due to the increased focus on achieving food security, agricultural objectives and the need to accelerate economic development that ECOWAS revised its original *Treaty Establishing the Economic Community of West African States* and in response thereto launched the *ECOWAS Revised Treaty* in 1993. With the member states of ECOWAS signing the revised treaty, it was re-affirmed that the ECOWAS remained an important REC and that the member states should at all times realise the objectives of the *ECOWAS Revised Treaty* as well as the objectives of the African Economic

---


Community (hereafter AEC).\textsuperscript{558} It is therefore important to subsequently address the aims and objectives of ECOWAS as it is set out in its Revised Treaty.\textsuperscript{559}

\subsection*{5.4.2 Aims and objectives of ECOWAS}

The ECOWAS Revised Treaty as mentioned above sets out the aims and objectives to be specifically followed by ECOWAS and all its member states in Article 3 of the ECOWAS Revised Treaty.\textsuperscript{560} In terms of Article 3, the overall objective of the ECOWAS has been found to be the achievement of an economic union, and the promotion of coherent policies to ensure the protection of the environment within its now, 15-member states.\textsuperscript{561}

In achievement of this objective the ECOWAS aims to raise the standard of living of the communities of its member states as well as striving to enhance the stability within its economic environment.\textsuperscript{562} In order to achieve these objectives, the progress and implementation of the ECOWAS Revised Treaty would take place in various stages, each with its own particular objective.\textsuperscript{563}

In terms of the current study, however, the discussion only addresses those stages of implementation which focus on the achievement of food security and nutrition objectives within the region. The first stage pertaining to the attainment of food security and nutrition within the ECOWAS is the harmonisation of all national policies of member states with the purpose of integration programmes to focus on food, agriculture and natural resources specifically.\textsuperscript{564}

Due to the fact that agriculture accounts for over 35\% of the gross domestic product of the ECOWAS, the objectives pertaining to food security and nutrition are three-

\footnotesize
\textsuperscript{558} Economic Community of West-African States Revised Treaty (1993).
\textsuperscript{559} Article 3 Economic Community of West-African States Revised Treaty (1993).
\textsuperscript{560} Article 3 Economic Community of West-African States Revised Treaty (1993).
\textsuperscript{562} Article 3(1) Economic Community of West-African States Revised Treaty (1993); Dabugat 2015 West Africa Insight 37-38.
\textsuperscript{563} Article 3(2) Economic Community of West-African States Revised Treaty (1993).
\textsuperscript{564} Article 3(2)(a) Economic Community of West-African States Revised Treaty (1993).
pronged. These objectives can be described as the attainment of food security by achieving increased production of food products; a reduction of poverty within the region by means of increasing the incomes derived from the agricultural sector; and focussing on the increased production aspect together with the consideration to sustainable resource management.

In order to be able to achieve these goals in relation to food security, nutrition and agriculture the ECOWAS has established two technical commissions in terms of Article 22 of the *ECOWAS Revised Treaty*. The technical commissions established by the revised treaty are the Food and Agriculture technical commission and the Environment and Natural Resources technical committee respectively. The functions of these two commissions are also determined by the *ECOWAS Revised Treaty* and include the establishment of community programmes, co-ordination of projects and the facilitation of the application of the *ECOWAS Revised Treaty* in achieving its objectives.

The *ECOWAS Revised Treaty* specifically focusses on the important role that agriculture and food security play in this region by the codification of important aspects in Chapter 4 of the treaty. These three-pronged objectives for attaining food security and nutrition are further supported by Article 25 of the *ECOWAS Revised Treaty*. In terms of the above mentioned, member states should develop their agricultural sectors in such a way as to ensure food security, increase production and productivity, source products locally and to guard against failing to protect the international agricultural export market.

---

568 Article 22(1)(a) and Article 22(1)(c) *Economic Community of West-African States Revised Treaty* (1993).
Furthermore, member states in the ECOWAS are required to draw specific attention to actively reducing food wastage and food loss as a result of production methods.\textsuperscript{573} Moreover, they are required to be proactive in regards to disaster management, food aid and disease control and should aim to enter into agreements which strives to attain regional food security objectives.\textsuperscript{574}

5.4.3 \textit{Programmes aimed at food security and nutrition}

The research indicated that ECOWAS has a variety of focus programmes aimed at achieving food security and nutrition. This is of great importance as food insecurity in this region is an undeniable reality, specifically in terms of the vulnerable population groups.\textsuperscript{575} In terms of nutrition it has been found that at least 33% of the population of the member states within this REC have been deemed to be undernourished.\textsuperscript{576} The ECOWAS determined in 2002 that this undernourishment could be attributed to the poor health conditions, monotonous diets of communities and inadequate food supply.\textsuperscript{577} In reaction hereto many food security programmes have been initiated by ECOWAS focussing on the attainment of both national and regional food security and nutrition.\textsuperscript{578}


\textsuperscript{575} Vulnerable groups include the rural and urban poor communities as well as refugees as result of continued conflict in countries such as Liberia and Sierra Leone. See ECOWAS 2002 http://www.fao.org/fileadmin/templates/tc/spfs/pdf/ecowas.pdf 6; USAID 2018 https://www.usaid.gov/west-africa-regional/agriculture-and-food-security; Dabugat 2015 West Africa Insight 37-38; ECOWAS \textit{Regional Food Security Reserve} 16.


In evaluating the importance associated with achieving the SDG's in terms of *Agenda 2063 and Agenda 2030* it is important to discuss the two most recent programmes implemented by ECOWAS aimed at food security and nutrition. The programmes to be discussed are the Special Programme for Food Security (hereafter SPFS), and ECOWAS Agricultural Policy (hereafter ECOWAP).

The first programme to be discussed is the SPFS. This programme was initiated in attempts to pursue the goals and objectives and how they relate to food security contained in the World Food Summit Declaration and the Lagos Plan of Action. In terms of the SPFS, assistance should be provided to developing countries in an attempt to attain national food security and eventually attain regional food security.

Although the SPFS focusses on the food security status of the countries, the methods proposed focus on a variety of approaches which lead to agricultural sustainability and the increase of the economy relative to agricultural trade. The SPFS further identified some challenges facing the achievement of a food secure region in West Africa which includes challenges pertaining to sustainable production as well as agricultural trade.

Of these challenges the most relevant, to the current study include: (a) the efficacy of infrastructure in terms of sustainable production methods for the agricultural sector; (b) the improvement of access to food supplies and agricultural products by the vulnerable groups of the community; (c) the ability to adapt agricultural methods in reaction to threatening climate change and disastrous circumstances; and (d) the lack

---

of institutions carrying forward the knowledge base in order to combat food insecurity and agricultural decay.  

In terms of the SPFS the majority of programmes addressing food security focus on increasing agricultural productivity on a national level. However, on regional level the focus will shift from production to trade across national boundaries, thus increasing the regions overall stance in relation to food security.

Following the SPFS, ECOWAS adopted ECOWAP in 2005. ECOWAP has been implemented through the use of the Regional Agricultural Investment Plan (hereafter RAIP) in 2009 as a part of the Comprehensive Africa Agricultural Development Programme (hereafter CAADP) for West Africa. This implementation was a positive development in terms of food security and nutrition on regional level as CAADP was initially mainly concerned with the implementation of national investment plans as opposed to regional plans. This approach is labelled by Rampa as a top-down approach to food security and nutrition as opposed to the development of domestic investment plans before addressing regional plans.

---


589 See paragraph 5.4.2 above. A bottom-up approach is deemed to be an approach where progress is achieved by a country-led process whereas a top-down process is deemed to be a process driven by the regional development followed by national progress. See Rampa et al Regional Approaches to Food Security in Africa: The CAADP and Other Relevant Policies and Programmes in ECOWAS 5-6.
The development of ECOWAP was in correlation with the slow pace at which regional progress was made at the time of its implementation pertaining to the achievement of food security and nutrition objectives. Although the importance of such a regional investment plan can be understood by all RECs, ECOWAP is currently the only implemented regional CAADP plan.

In light of the above it is important to mention the overall objective as stipulated by the ECOWAP policy which can be directly related to CAADP namely:

...to contribute in a sustainable manner to satisfying the food needs of the population, to economic and social development and to poverty reduction in Member States as well as to address inequalities between territories, areas and countries.

Furthermore, in the effort of achieving these objectives ECOWAP’s vision is set out as:

...a modern and sustainable agriculture, based on effectiveness and efficiency of family farms and the promotion of agricultural enterprises through the involvement of the private sector. Once the productivity and competitiveness on the intra-community and international markets are achieved, the policy should be able to guarantee food security and secured even incomes for agricultural workers.

In achieving the abovementioned objective as well as the vision for ECOWAP, seven specific objectives have been identified by ECOWAS focussing on:

a) Attaining food security within communities;
b) Decrease of the dependence on food aid and achieving food sovereignty;
c) The involvement of the food production sector in the markets;
d) The creation of more local employment opportunities with a higher income to be able to provide for families within the communities;
e) Ensuring that production of food is done sustainably;

---

592 Dabugat 2015 West Africa Insight 37; ECOWAS Regional Agricultural Policy for West Africa: ECOWAP 9; Rampa et al Regional Approaches to Food Security in Africa: The CAADP and Other Relevant Policies and Programmes in ECOWAS 4.
593 ECOWAS Regional Agricultural Policy for West Africa: ECOWAP 9; USAID West Africa Fact Sheet 1; Dabugat 2015 West Africa Insight 37; Rampa et al Regional Approaches to Food Security in Africa: The CAADP and Other Relevant Policies and Programmes in ECOWAS 4.
f) To limit the risk factors which makes the production sector more vulnerable; and
g) Ensuring that adequate funding is available to achieve these objectives.\textsuperscript{594}

It is clear that the purpose of ECOWAP was not only to achieve sustainable food production or to attain food security within the national perspective but rather to ensure that a regional, international structure could be established.\textsuperscript{595} This would result in food security supporting economic growth, sustainable agricultural production methods and employment opportunities.\textsuperscript{596} The RAIP, as well as National investment plans, in reaction to ECOWAP, implemented regulatory frameworks which focussed on seeds, pesticides and agricultural production methods to promote food security and nutrition.\textsuperscript{597}

The manner in which ECOWAS has been implementing the ECOWAP and its RAIP in terms of the achievement of regional food security and nutrition differs considerably from the other RECs.\textsuperscript{598} The major difference is that ECOWAS first focussed on the attainment of regional food security followed by the National implementation of National investment plans to reach corresponding objectives.\textsuperscript{599} Other RECs, however, focussed on the attainment of national food security and have in a sense placed the responsibility of achieving food security and nutrition objectives in the hands of each individual country.\textsuperscript{600} Although the progress made by ECOWAP and ECOWAS thus far

\textsuperscript{594} These specific objectives were further recognised through the recognition of six priority areas by NEPAD in order to reduce poverty and food insecurity and in order to assist in regional integration. See ECOWAS Regional Agricultural Policy for West Africa: ECOWAP 9-10; USAID West Africa Fact Sheet 1; Dabugat 2015 West Africa Insight 37-38.
\textsuperscript{595} ECOWAS Regional Agricultural Policy for West Africa: ECOWAP 9-10; USAID West Africa Fact Sheet 1.
\textsuperscript{596} ECOWAS Regional Agricultural Policy for West Africa: ECOWAP 9-10; USAID West Africa Fact Sheet 1.
\textsuperscript{597} ECOWAS Regional Agricultural Policy for West Africa: ECOWAP 10-11; USAID West Africa Fact Sheet 1; Dabugat 2015 West Africa Insight 37-38.
\textsuperscript{599} Rampa et al Regional Approaches to Food Security in Africa: The CAADP and Other Relevant Policies and Programmes in ECOWAS 5-6; ECDMP 2013 http://ecdpm.org/talking-points/west-africa-regional-agricultural-policy-ecowap/.
\textsuperscript{600} Rampa et al Regional Approaches to Food Security in Africa: The CAADP and Other Relevant Policies and Programmes in ECOWAS 5-6.
is to be commended, Rampa is of the opinion that the RAIP still requires some work in terms of coherence and collaboration between the member states of the region.

It is clear from the researcher's perspective that ECOWAS, as a REC, attends eagerly to the attainment of international, regional and national food security objectives. The two programmes mentioned in this section shows that ECOWAS has indeed attempted to implement the objectives aimed at reaching a food secure Africa and have focussed greatly on the development of the agricultural sector within the ECOWAS region and not only within the national borders of its member states.

5.5 Conclusion

This chapter focussed on the food security and nutrition objectives contained in both Agenda 2063 and Agenda 2030 as a basis to evaluate current policy documents of the RECs of East Africa in terms of CEN-SAD and West Africa in terms of ECOWAS.

After analysing the two RECs in this chapter, it is clear that, although the RECs function according to the same founding principles in relation to the AU and the AEC, both have different methods of achieving the same objectives.

It is clear that ECOWAS functions at a vastly different level to the previous RECs relating to East Africa in the sense that a so-called top-down approach is followed in the attainment of food security and nutrition objectives. In terms of this approach, the revision of the Treaty establishing ECOWAS, and from the discussions above it is clear that the attainment of food security and nutrition is not a country-led initiative but rather led by the regional structures.

601 Rampa et al Regional Approaches to Food Security in Africa: The CAADP and Other Relevant Policies and Programmes in ECOWAS 6.
604 As discussed in Chapter 3 of this study above.
605 A bottom-up approach is deemed to be an approach where progress is achieved by a country-led process whereas a top-down process is deemed to be a process driven by the regional development followed by national progress. See Rampa et al Regional Approaches to Food Security in Africa: The CAADP and Other Relevant Policies and Programmes in ECOWAS 5-6.
606 Rampa et al Regional Approaches to Food Security in Africa: The CAADP and Other Relevant Policies and Programmes in ECOWAS 5-6.
It is furthermore important to note that both of these RECs mentioned CAADP in their investments plans or establishing documents and that the importance of CAADP is therefore acknowledged and supported. In turn the objectives contained in *Agenda 2063* and *Agenda 2030* are therefore also confirmed by this which shows the consideration that has been awarded to these instruments in developing the regional and national programmes.

After the analysis and the discussion of the various food security and nutrition guidelines contained in the policies and programmes of the RECs as discussed in this chapter as well as Chapter 4, the information gathered is used in the next chapter to establish a benchmark of best practice for food security and nutrition.
6 Chapter 6: Proposing a benchmark for best practice pertaining to food security and nutrition.

6.1 Introduction

Throughout the study and by making use of intensive research, the question to be addressed remained that of establishing if there are any comparable guidelines from existing Regional Economic Communities' (RECs) policy documents and programmes which could be used in establishing a benchmark for food security and nutrition. Why do you need this benchmark? To test what? Why? Explain...

The researcher critically analysed the existing policy documents as identified in the first chapter of this study as they pertain to East and West Africa. The analysis was done to identify which guidelines were used by each REC in order to reach their respective food security and nutrition objectives. The guidelines were further compared to the goals set out in the SDGs and guidelines contained in Agenda 2063 and Agenda 2030 pertaining to food security and nutrition.

With this chapter, the researcher aims to extract the comparable guidelines from each REC as analysed in Chapter 4 and 5 above in order to compile one singular benchmark for best practice intended for the application by every REC in East and West Africa. This benchmark should then be able to serve as an extension of the guidelines set out in the SDGs in Agenda 2063 and Agenda 2030 in order for RECs and countries to implement comparative policy documents and work together in achieving a food secure and nutritional region.

The researcher further explains the purpose and idea behind such a benchmark and how this term is applied to the current study. Thereafter, the compilation of the said benchmark is done by analysing both the positive and negative aspects of each REC's policy documents together with identifying how these guidelines could be measured and implemented.

6.2 What is a benchmark of best practice?

In order to be able to compile a benchmark of best practice in this study it will be necessary to research and establish what a benchmark of best practice is. The
researcher will consult a variety of sources, which mainly focus on the term benchmarking within a corporate or business perspective in order to explain these terms in the current context.

6.2.1 The definition of benchmarking

Benchmarking as such has been implemented by businesses and corporations since the 1970's in lieu of a way of improving these entities and their market share. Although according to many writers, benchmarking has been difficult to define, the definitions presently applied and studied by the researcher agreed with one another. Abuzaid defined benchmarking as the process of measuring the performance of one's company against the best in the same or another industry.

Benchmarking could further also be defined as "a process for improving performance of an organisation". Knipe further defined benchmarking as a method to determine which products produced by an organisation was superior to those of other competitors together with analysing the processes and production methods of those product. Blanchard continues to define "benchmarking" as follows:

...the continuous process of comparing one's business processes and performance metrics to industry bests and/or best practices from other industries... through dimensions measured being quality, time and cost and improvements making processes better, faster and cheaper.

---

609 Abuzaid Benchmarking 4-5.
610 Knipe "Benchmarking for Competitive Advantage – Striving for World Class Project Management Practices" 2; Abuzaid Benchmarking 4-5.
According to this definition, benchmarking does not entail a once-off analysis of any single process or procedure within the organisation, but rather a continuous process applied in comparison with external organisations.

### 6.2.2 Different considerations in the benchmarking process

In agreement with the abovementioned definitions, Elmuti and Kathawala\(^\text{613}\) further added that benchmarking not only focuses on the evaluation of the best practice or standards of products and services, but also included the improvements that was to be made to current less satisfactory products or services in order to achieve the same level of outcomes.\(^\text{614}\) It has also been clear to the researcher that the literature studied in this regard, focus on the improvement of current processes and procedures from within any industry, whether it be service or production, to achieve the best possible outcomes or results.\(^\text{615}\)

Furthermore, it was also evident from the research that benchmarking studies in corporate environments, focussed on specific goals to be achieved or with specific outcomes, such as the enhancement of performance in mind, and in most cases entailed structured approaches.\(^\text{616}\) In applying a reasoning strategy like the continual enhancement of processes and procedures, organisations gain invaluable insight into a pro-active, rather than a re-active approach in their businesses.\(^\text{617}\) Another addition of value to any process subject to benchmarking, is the identification of any gaps in a product or process.\(^\text{618}\) By using the analysis of one's own product and process and identifying the gaps therein, pre-emptive measures can be recognised to prevent

---

613 Elmuti and Kathawala 1997 *Benchmarking for Quality Management & Technology* 229.
618 Abuzaid *Benchmarking* 5-6.
similar gaps in future.\textsuperscript{619} In a similar manner the use of a benchmark of best practice relating to food security and nutrition objectives will be used to address gaps and problem areas in reaching the AU’s goals and objectives in this regard.

As a further method of complementing a continual benchmarking process, the success of such an analysis relies on the "compliance of the organisation".\textsuperscript{620} This compliance would mean that the organisation who conducted the benchmarking process should continue to monitor the progress made on the basis thereof.\textsuperscript{621} The monitoring of the enhance processes and procedures should further be followed up by an evaluation process to ensure that the goals and objectives set by the organisation should be met.\textsuperscript{622} Moreover, according to Elmuti and Kathawala\textsuperscript{623} by applying the process of benchmarking in an organisation, it creates an opportunity for the said organisation to depart from traditional implementation of processes and procedures. This departure makes way for a flexible application of the results obtained in a benchmarking process to be adapted to a variety of environments and circumstances.\textsuperscript{624}

\textbf{6.2.3 Benchmarking defined in terms of food security and nutrition}

In order to apply the abovementioned to the aspect of policies and food security and nutrition guidelines it could be stated that benchmarking might be defined here and in terms of the current study as:\textsuperscript{625}

The continuous non-exhaustive process of comparing Regional guidelines and performance measures to the Sustainable Development Goals (SDGs) as set out by \textit{Agenda 2030} and \textit{Agenda 2063}, by means of referring to measuring dimensions such as the overall food security status and nutritional level of each regional economic community.

\textsuperscript{619} Knipe "Benchmarking for Competitive Advantage – Striving for World Class Project Management Practices" 3; Elmuti and Kathawala 1997 \textit{Benchmarking for Quality Management & Technology} 234, 242; Abuzaid \textit{Benchmarking} 6-7.


\textsuperscript{621} Abuzaid \textit{Benchmarking} 10.

\textsuperscript{622} Elmuti and Kathawala 1997 \textit{Benchmarking for Quality Management & Technology} 231; Abuzaid \textit{Benchmarking} 4-5.


\textsuperscript{624} Elmuti and Kathawala 1997 \textit{Benchmarking for Quality Management & Technology} 241-242.

\textsuperscript{625} Compilation of a definition of benchmarking by the author hereof by utilising benchmarking background and definitions in paragraphs 6.2.1 and 6.2.2 above.
This would mean that the benchmark to be suggested in this chapter is not a closed list and does not exclude any alternatives. It is expected that it will merely indicate, in order for the attainment of regional food security and nutrition, it is necessary to establish certain evaluative measures as a starting point.626 These evaluative measures would be obtained from the SDGs and the analysis of the five RECs.627

In considering the definition and description of the benchmarking process, it is evident that the process of benchmarking has taken place throughout the current study and research through the critical analysis of the RECs policy documents alongside the SDGs in Agenda 2030 and Agenda 2063.628 With reference to the measuring dimensions used to evaluate the progress made in terms of applying the benchmark, the importance of definitions of food security and nutrition (with the inclusion of malnutrition) should be referred to.629

The last aspect applied to the benchmark in relation to food security and nutrition should be the application of such a benchmark in the midst of varied circumstances. With the application of a single benchmark in large areas such as East and West Africa it needs to be kept in mind that these regions are not necessarily subject to parallel environments and circumstances.630 The benchmark should therefore allow for flexibility and consideration of differing environments. It is with this in mind that the following section of this chapter focuses on the attempt to compile such a flexible and practical benchmark for food security and nutrition guidelines.631 This is of paramount importance in order to create a singular tool for use by all relevant RECs as no such tool is available and each REC uses its own policies and guidelines for this purpose.632

---

626 Lisowska 2016 "Sustainable Development Goal 2: joining-up standards for ending hunger" 3, 9; Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 par 73.
627 See Chapters 4 and 5 above.
628 See also Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 par 55-57, 59.
629 See Chapter 2 and 3 above; See also Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 14-15.
630 Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 par 22,55-57, 59.
631 Mollier et al. 2017 "SDG2 End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 40; Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 par 22,55-57, 59.
632 See the critical analysis of RECs policy documents in chapters four and five above.
6.3 Agenda 2030 and Agenda 2063 as starting point

With reference to the abovementioned discussion on the establishment or development of a benchmark, some type of overall guideline needs to be set. In the current study the guidelines which run through the entire critical analysis of all five RECs, are the SDGs in terms of Agenda 2063 and Agenda 2030.633 The RECs' policy documents and the programmes aimed at attaining food security and nutrition were analysed and compared to these SDGs in order to find similarities therein.634 The comparison to the SDGs will serve as the external evaluation of each REC to be able to proceed with the benchmarking process and eventually reach guidelines which will be proposed as a benchmark of best practice.635 As such the SDGs, contained in both Agenda 2030 and Agenda 2063, which were the main focus of the study are briefly mentioned below.

6.3.1 Guidelines extracted from Agenda 2063

The first objective to be listed to a possible guideline in the benchmarking process is the first aspiration contained in Agenda 2063 which includes a "high standard of living, quality of life and well-being for all citizens".636 This aspiration will be measured by means of evaluating the overall income of individuals, the availability of jobs and an overall decrease in hunger amongst citizens with the addition of citizens being "healthy and well-nourished".637 Measurement in terms of the standard of living of citizens in the first aspiration in Agenda 2063 is proposed to take place with the use of a "vulnerability index."638 whereas decrease in prevalence of hunger should be measured

633 See Chapter 3 above.
634 See Chapters 4 and 5 above.
635 Lisowska 2016 "Sustainable Development Goal 2: joining-up standards for ending hunger" 3, 9; Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 par 73.
in terms of national CAADP implementation and an evaluation of the established national policies within each region.\textsuperscript{639}

In addition to the abovementioned objective as set out in \textit{Agenda 2063}, it is further stated that objectives such as modernising agriculture and production methods should be pursued and that countries should focus increasingly on the importance of climate resilience and pursuing environmental sustainability.\textsuperscript{640} The measurement for these objectives should be the increase of production and productivity through the development and implementation of sustainable policies and procedures and to keep production waste to a minimum.\textsuperscript{641}

From the discussion above as well as Chapter 3 of this study the following guidelines could be extracted from \textit{Agenda 2063}:

\begin{itemize}
  \item a) A higher standard of living for all citizens;
  \item b) Modernising agricultural and production methods;
  \item c) Environmental sustainability;
  \item d) Climate resilience;
  \item e) Increased production; and
  \item f) A decrease in production wastage.
\end{itemize}

6.3.2 \textit{Guidelines extracted from Agenda 2030 (SDGs)}

In addition to the abovementioned mainly national guidelines contained in \textit{Agenda 2063}, the SDGs provide for a regional and global implementation of similar objectives.\textsuperscript{642} As mentioned in Chapter 3 above, the most important SDG in \textit{Agenda

\textsuperscript{639} The strategies in \textit{Agenda 2063} in relation to obtaining food security and nutrition are mainly focussed on the attainment of these objectives on national level and very little guidelines are provided for the provision thereof on regional level. See Chapter 3 above; See also African Union Agenda 2063 Framework Document: The Africa We Want (2015) 132.


\textsuperscript{642} See Chapter 3 above; See also The UN reaffirms the importance of supporting the African Union’s \textit{Agenda 2063} and the programme of the New Partnership for Africa’s Development, both of which
2030 focussing on the attainment of food security and nutrition together with sustainable agriculture is SDG2. Moreover the SDGs focus on also addressing the importance of climate change and the global importance of acting in response thereto.

In conjunction with SDG2, SDG12 further emphasises the importance of sustainable agricultural methods as well as "sustainable production and consumption patterns". The ways in which the objectives relating to climate change and the global resilience thereto should be addressed, are set out in the SDGs as adapting production methods to circumvent external challenges such as undesirable weather conditions, droughts, floods and those negatively influencing the soil quality.

Furthermore it was recommended that agricultural practices should focus on genetically diverse seeds and plant varieties in order to further combat undesirable climates or challenges. One of the last objectives in terms of SDG2 is to focus on the advantageous amendment to trade agreements in order to be able to maintain are integral to the new Agenda. See Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 par 42-43.

According to the FAO, SDG comprises of a complex condition with a holistic approach that involves a series of complementary actions targeting the access dimension of food security, all forms of malnutrition, the productivity and incomes of small-scale food producers, resilience of food production systems and the sustainable use of biodiversity and genetic resources. See paragraph 3.4 and 3.4.2 above. See also FAO Sustainable Development Goals: Goal 2; Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 para 15, 18 – 19; WWF 2015 http://blogs.wwf.org.uk/blog/green-sustainable-living/what-on-earth-are-sustainable-development-goals/; UN "2017 HLPF Thematic Review of SDG2: End Hunger; Mollier et al. "SDG2 End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 34.

SDG 13 focusses greatly on the importance of climate change resilience. See United Nations Framework Convention on Climate Change (1992); Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 par 30-31.

Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 14.


favourable levels of food supply and to decrease any trade restrictions which will negatively impact these levels.\textsuperscript{648} A measurement tool for the maintenance of adequate levels of food supply should \textit{inter alia} monitor the food prices, and measure the communities' ease of access to food products.\textsuperscript{649}

From the discussion above as well as Chapter 3 of this study the following guidelines could be extracted from \textit{Agenda 2030}:

\begin{enumerate}
\item Sustainable production and consumption;
\item Climate change and climate adaption;
\item Utilising genetically diverse seeds; and
\item Increasing food supply through:
  \begin{enumerate}
  \item Implementing less trade restrictions;
  \item Monitoring food prices; and
  \item Measuring the communities' ease of access to food supplies.
  \end{enumerate}
\end{enumerate}

\subsection*{6.4 Regional Economic Communities' policy documents and programmes}

After a brief summary of objectives extracted from \textit{Agenda 2030} and \textit{Agenda 2063} as well as relevant measurement tools thereof, the establishment of a benchmark of best practice now necessitates that a similar brief summary of existing guidelines in terms of the five RECs that have been critically analysed in previous chapters, should follow. These existing guidelines have been summarised in terms of the RECs that they were obtained from where after the researcher aimed to find the strengths and weaknesses of each to establish a proposed benchmark of best practice.

\textsuperscript{648} \textit{Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development} UN GA Res 70/1 UN Doc A/RES/70/1 2015 16; UN "2017 HLPF Thematic Review of SDG2: End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 11; WFP "Enhancing the Evaluability of SDG2" 15.

\textsuperscript{649} SDG1 focusses on ending poverty in all its forms everywhere and is closely linked to SDG2 due to the fact that if no finances are available to purchase food, food insecurity and malnutrition may follow inevitably See Mollier et al. 2017 "SDG2 End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 36; \textit{Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development} UN GA Res 70/1 UN Doc A/RES/70/1 2015 16; UN "2017 HLPF Thematic Review of SDG2: End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 11; WFP "Enhancing the Evaluability of SDG2" 15.
6.4.1 Guidelines extracted from COMESA

In a general application of objectives relating to food security and nutrition objectives, the COMESA Treaty frequently focusses on "sustainable economic development" and an economic trade unit which correlates with Agenda 2063 as well as Agenda 2030. Furthermore, COMESA focusses on the improvement of the standard of living of the member states' communities in order to be able to increase economic development within member states. In addition to attempting to reach an increased economic development, COMESA also focusses on the international cooperation within its REC to reach similar goals.

In terms of specifically relating objectives to the attainment of food security and nutrition COMESA strives to adhere to most of Agenda 2030 and Agenda 2063's objectives with reference to the co-operation of member states in agricultural development, the adoption of common agricultural policies and the focus of enhancing regional food sufficiency and rural development. COMESA as a REC gave serious consideration to the attainment of food security on a regional level and motivated

---


regional and international co-operation amongst its member states.\footnote{Article 129(c), 132 Treaty Establishing the Common Market for Eastern and Southern Africa (1993).} A positive attribute in terms of COMESA's contribution toward food security and nutrition aspirations is that COMESA encourages its member states to continuously share technical information and food security and nutrition policies to ensure coherence within the REC.\footnote{Article 130 Treaty Establishing the Common Market for Eastern and Southern Africa (1993).}

In addition to the objectives relating to food security and nutrition contained in the \textit{COMESA Treaty} the Regional Programme for Food Security (RPFS) further emphasises the importance of sharing information and reaching a level of food security and nutrition on a national and regional level.\footnote{COMESA Regional Policy for Food Security (2002) para 10.; Rampa 2012 http://ecdpm.org/great-insights/more-effective-efficient-public-expenditure/food-security-eastern-southern-africa-comesa-tripartite/; FANRPAN COMESA Regional CAADP Compact 12.} It was further evident from the analysis of the programmes implemented by COMESA that the importance of a regional framework to serve as a guideline for member states in order to reach desired targets for food security and nutrition is to be considered in all relevant areas.\footnote{COMESA Staple Food Trade in the COMESA Region 1, 9.}

Although it was deemed premature by some, COMESA further laid groundwork for the implementation of a regional compact focussing on otherwise national CAADP compact principles in order to focus on food security through the increase of food production coupled with a decrease of food wastage within the REC.\footnote{Rampa 2012 http://ecdpm.org/great-insights/more-effective-efficient-public-expenditure/food-security-eastern-southern-africa-comesa-tripartite/; FANRPAN COMESA Regional CAADP Compact 6; Rampa et al. \textit{Regional Approaches to Food Security in Africa: The CAADP and Other Policies and Programmes in COMESA} vi; FANRPAN 2010 http://www.fanrpan.org/archive/documents/d00996/}

The guidelines which could be extracted from COMESA's policy documents and programmes are listed here below as:

a) Common agricultural policies to enhance food security and nutrition;

b) Sustainable economic development;

c) Establishing an economic trade unit;

d) International co-operation with other RECs;

e) Sharing technical information with RECs; and
f) Applying regional frameworks in all member states through a regional CAADP compact.

6.4.2 Guidelines extracted from the EAC

In terms of the EAC Treaty it was clear to the researcher that this REC, like COMESA focussed greatly on the sharing of information amongst its partner states. The EAC also codified the importance of the SDGs with specific reference to their commitment to sustainable development, in terms of production and agricultural practices amongst the region’s partner states. These objectives are to be achieved through the implementation of corresponding agricultural policies in all partner states within the REC which would in turn ensure that these partner states would strive toward a self-sufficient REC.

In correlation with Agenda 2063 and Agenda 2030 the EAC also considers the well-being and the quality of their communities' lives of great importance as it relates to food security and nutrition objectives. The EAC emphasises further that the improvement of the lives of the communities within the partner states is reliant *inter alia* on the decrease of post-harvest and production losses as well as rational levels of food production and preservation.

In terms of measurement of these aspirations the EAC aims to ensure that partner states should implement programmes and legislation to combat food insecurity within

---


12 months after acceding to the *EAC Treaty*. 664 Further checks and balances suggested by the EAC in terms of monitoring food security and nutrition amongst the partner states include the establishment of systems or methods to record and report back to the EAC in terms of food production statistics, the demand for food, deficit figures. 665

With specific reference to programmes implemented in the EAC, the EAC Food Security Action Plan 2011-2015 (FSAP) was the clearest in terms of defining objectives for attaining food security and nutrition. 666 As in the case of COMESA, the EAC also noted the importance of CAADP principles in establishing a programme aimed at achieving similar objectives. 667

The FSAP further emphasised the objectives in the *EAC Treaty* with regard to the implementation of policy amongst member states and the seriousness with which the EAC views adherence thereto. 668 Furthermore, the FSAP envisaged the development of regional policies aimed at food security and nutrition which would be monitored and continuously analyse the food security and nutrition issues within the region. 669 Of equal importance was that the FSAP emphasised the importance of community involvement in the implementation of programmes aimed at achieving a food secure region. 670

In accordance with the *EAC Treaty* the FSAP states that action plans needed to be in place for the provision of sufficient levels of quality food products and which would lead to the least amount of food wastage. 671 Moreover, the measurement of these objectives are prescribed by the FSAP to include a complete food information system which will provide the EAC with complete details regarding the food production, -

671 Levard and Pautrizel *Agricultural and Food Security Policies and Small-Scale Farmers in the EAC 14*.
wastage, demand and trade aspects thereof. The FSAP also added that the relevance of the information system would be that vulnerable groups within the partner states would be identifiable. In applying an information system like this, the FSAP envisions that it will improve the stability of food supply and favourably influence the levels of food security and nutrition within the region.

The guidelines which could be extracted from EAC's policy documents and programmes are listed here below as:

a) A higher standard of living for its citizens;
b) Sustainable production;
c) Common agricultural policies to enhance food security and nutrition;
d) Increased production and preservation of food supply;
e) Decreased production wastage;
f) Monitoring food prices with the use of a food information system; and
g) Co-operation amongst RECs on the African continent.

6.4.3 Guidelines extracted from IGAD

In analysing the objectives of IGAD as set out in the IGAD Treaty, only one objective specifically mentioned the terms "food security". IGAD's objectives are further also in agreement with the objectives as set out in those treaties of COMESA and EAC discussed above. These similarities include the coordination of policies in order to promote co-operation amongst its member states and implementing similar policies across the region. Furthermore, IGAD’s objectives encourage member states to

674 See Levard and Pautrizel Agricultural and Food Security Policies and Small-Scale Farmers in the EAC 15.
675 Article 7 Agreement Establishing Intergovernmental Authority on Development (1996). See Article 7 (b), 7(d), and 7(e) as objectives relating to food security; IGAD State of the Region Report 3.
676 Article 7(a-b) Agreement Establishing Intergovernmental Authority on Development (1996); Dresso East Africa and the Intergovernmental Authority on Development 11; AU date unknown https://www.au.int/en/organs/recs; IGAD 2017 https://igad.int/about-us.
assist other member states in the case of natural disasters or other instances of man-
made disasters to ensure that food security is still a priority.\textsuperscript{677}

In the spirit of the African Union (AU) and the establishment of co-operation amongst
RECs the \textit{IGAD Treaty} makes specific mention of the objectives of COMESA which
should be promoted and realised.\textsuperscript{678} Together with these objectives and the co-
ordination that IGAD requires from its member states, IDAG emphasises the
importance of sustainable agricultural practices and food security and the management
of natural resources in a sustainable manner as key objectives.\textsuperscript{679}

These objectives were again included in the objectives in the \textit{Food Security Strategy
2005-2008}, implemented after the careful analysis of domestic food security and
nutrition policies in the region.\textsuperscript{680} In terms of this strategy member states of IGAD
were to focus on the attainment of food security through co-operation with one
another within the region and by applying sustainable food production methods.\textsuperscript{681} In
considering the regional attainment of food security and nutrition, IGAD does however
note that member states should first focus on the attainment of food security and
nutrition within their own borders before striving for regional food security.\textsuperscript{682} What
has however enjoyed more attention in the \textit{IGAD Treaty} in comparison with COMESA
and the EAC, was that IGAD focussed in its objectives on the importance of nutrition
as a part of food security objectives, although no extensive guidelines were given in
this regard.\textsuperscript{683}

\textsuperscript{677} Article 7(d), 16 Agreement Establishing Intergovernmental Authority on Development (1996); IGAD
2017 https://igad.int/about-us; Dresso \textit{East Africa and the Intergovernmental Authority on Development} 14.
http://hornaffairs.com/2014/10/07/explainer-african-economic-community-aec/; AU date
679 Article 13A(a) Agreement Establishing Intergovernmental Authority on Development (1996);
Mukhebi et al \textit{An Overview of the Food Security Situation in Eastern Africa} 18; IGAD State of the
Region Report 13.
680 Mukhebi et al \textit{An Overview of the Food Security Situation in Eastern Africa} 18; Intergovernmental
681 Intergovernmental Authority on Development Food Security Strategy 2005-2008 (2005) x; Mukhebi
et al \textit{An Overview of the Food Security Situation in Eastern Africa} 18; IGAD State of the Region
683 Article 13A(b) Agreement Establishing Intergovernmental Authority on Development (1996);
Dresso \textit{East Africa and the Intergovernmental Authority on Development} 12.
With further reference to the implementation and the measurement of the levels of food security and nutrition within the IGAD region, IGAD also proposed making use of information systems which record levels of food supplied and produced. IGAD further also in agreement with COMESA and the EAC confirms the importance of regional food security and not only its focus on food security on national level. IGAD also motivates member states to approach the private sector and private stakeholders to assist the member state in achieving food security and nutrition objectives.

In IGAD’s current programme for implementing objectives aimed at achieving food security and nutrition, *IGAD Regional Investment Plan 2016-2020 (2016 Strategy)* a clearer emphasis is placed on food security and the sustainable management of natural resources. The *2016 Strategy* further recognize the importance of the SDGs and *Agenda 2063* together with CAADP guidelines and how they apply to food security and nutrition in the region. The *2016 Strategy* goes even further to reiterate the objectives in the *IGAD Treaty* as well as those in the preceding programme for food security and adds that member states should place their focus on establishing a resilience against the occurrence of natural disasters which include droughts and climate change. Progress made by member states in terms of the previous food security programme as well as the general objectives in the *IGAD Treaty* are further also applauded and recognised by the *2016 Strategy* through the possibility of incorporating such successes into a future regional framework.

---

684 Article 13A(b) Agreement Establishing Intergovernmental Authority on Development (1996); Dresso East Africa and the Intergovernmental Authority on Development 12.
685 IGAD 2017 https://igad.int/about-us; Article 7(d) Agreement Establishing Intergovernmental Authority on Development (1996).
687 NEPAD Strengthening the Institutional Capacity of the Intergovernmental Authority on Development (IGAD) 2; See Also IGAD State of the Region Report 2, 4; IGAD Regional Strategy Framework 3-5.
Although extensive attention has been focussed on the attainment of food security in the IGAD Treaty and the Food Security Strategy 2005-2008, very little attention was paid to the equally important nutrition aspect focussing on the decrease of incidences of malnutrition in relation to vulnerable groups. In terms of the 2016 Strategy, no greater effort was made to implore the importance of the decrease of prevalence of malnutrition in the IGAD region.691

The guidelines which could be extracted from IGAD’s policy documents and programmes are listed here below as:

a) Increased production;
b) Climate resilience;
c) Sharing technical information with other RECs;
d) Applying a regional CAADP framework;
e) Sustainable management of natural resources; and
f) Establishing a food information system.

6.4.4 Guidelines extracted from CEN-SAD

Due to the relatively short period that CEN-SAD has been recognised as a REC, information pertaining to food security and nutrition policies seem lacking.692 After its inception CEN-SAD’s focus in terms of food security and nutrition were on objectives such as sustainable agricultural development as were evident from the implementation of the Regional Food Security Programme in 2007.693 CEN-SAD utilised the existing progress made and information gathered by member states to determine which member states had the highest occurrence of food insecurity.694 With this information, CEN-SAD was able to address the problem areas in the objectives of the Regional Food

---

691 IGAD Regional Strategy Framework 45.
Security Programme and adjust the objectives thereof accordingly. Although still in its initial phases the Regional Food Security Programme was aimed at achieving the preservation of natural resources, the prevention and treatment of livestock diseases and to focus on strengthening the market. The manner in which these objectives were to be obtained were through the increase of food production, the increase of accessibility of food with specific reference to vulnerable groups and considering the effects of food insecurity on household level.

A further programme indirectly aimed at food security and nutrition through addressing aspects of climate change and agriculture was the Great Green Wall of the Sahel-Sahara Initiative (GGWSSI). In this programme corrective measures are being taken to address the problems facing CEN-SAD in terms of fertility of agricultural land as well as the challenges presented by the incidences of drought and influences of climate change.

The guidelines which could be extracted from IGAD's policy documents and programmes are listed here below as:

a) Using a vulnerability index to monitor standard of living of citizens;

b) Sustainable production and consumption;

c) Increased production and preservation;

d) Ensuring access to food; and

e) The importance of food security and nutrition at household level.

---

696 NEPAD Strengthening the Institutional Capacity of the Communauté des Sahélo-Sahariens (CEN-SAD) 6.
6.4.5 Guidelines extracted from ECOWAS

Through the analysis of policies and programmes pertaining to food security and nutrition within the ECOWAS region it has been established that the *ECOWAS Treaty* already notes in its first objective that the aim of ECOWAS is to raise the standard of living of communities within the region. This is in line with *Agenda 2063* as well as the SDGs and compares well with eventually achieving food security. Like with COMESA, the EAC and IGAD, ECOWAS also emphasise the importance of harmonising policies amongst member states within the region with a further purpose of integration of programmes which focus on food production, agricultural methods and the use of natural resources. ECOWAS further emphasises elements of the definition of food security as discussed in Chapter 2 above and recognising the importance of increased production and the reduction of poverty whereby access to food would be enhanced and used in a sustainable way.

In order to achieve the objectives as set out in the *ECOWAS Revised Treaty* ECOWAS has established two technical commissions to assist in the furtherance of these objectives focussing on food and agriculture on one side and the environment and natural resource usage on the other. The *ECOWAS Revised Treaty* further specifically states that obtaining food security should be at the core focus of all agricultural practices whether it were through the increase in food production or through the sustainable use of available resources. In the furtherance of food security objectives and in agreement with SDGs and *Agenda 2063* ECOWAS requires

---

703 Article 22(1)(a) and Article 22(1)(c) *Economic Community of West-African States Revised Treaty* (1993).
that member states continually and actively combat food production wastage and encourage thorough planning in terms of disaster management and climate change.\textsuperscript{705}

ECOWAS also implemented some programmes specifically aimed at achieving the goals in the \textit{ECOWAS Revised Treaty} aimed at food security and nutrition and made a clear distinction between achieving food security a national level before progressing to a regional trade orientated focus.\textsuperscript{706} The focus areas in the \textit{Special Programme for Food Security (SPFS)} mainly targeted sustainable agricultural methods and a more efficient infrastructure development.\textsuperscript{707} Moreover, the SPFS’s detailed objectives went further to address objectives such as those contained in \textit{Agenda 2063} and the SDGs. These included the improvement of access to food for vulnerable members of communities, continuously considering the importance of climate change and methods with which natural disasters can be handled better.\textsuperscript{708}

A further programme implemented by ECOWAS, \textit{ECOWAP} similar to those implemented by EAC and IGAD take into consideration the principles as set out in CAADP and apply them to a regional level.\textsuperscript{709} The objectives of this programme reiterate those objectives in the \textit{ECOWAS Revised Treaty} and in Agenda 2063 and the SDGs by focussing on a decreased dependence on external assistance in order to attain levels of food security, to encourage greater food production and sustainable agricultural methods, to limit the vulnerability to natural disasters and climate change.


and to increase the standard of living for communities. These objectives were set as regional targets and not only focussed on the attainment of food security on a domestic level.

Through the study of existing food security programmes implemented in ECOWAS, it was evident that a great focus was placed on the nutritional status of the communities within this region. What was evident from the objectives above and the programmes implemented in the ECOWAS region, a large emphasis has been placed on the attainment of food security within the region and not only on the member states as such.

The guidelines which could be extracted from ECOWAS' policy documents and programmes are listed here below as:

- a) Reducing poverty amongst citizens;
- b) Modernising agricultural production methods;
- c) Increased production;
- d) Climate resilience and disaster management;
- e) Decreasing production wastage;
- f) Improving ease of access to food supply;
- g) International co-operation amongst RECs;
- h) Sharing technical information with other RECs;
- i) Applying a regional CAADP framework; and
- j) Infrastructure development.

---

710 These specific objectives were further recognised through the recognition of six priority areas by NEPAD in order to reduce poverty and food insecurity and in order to assist in regional integration. See ECOWAS Regional Agricultural Policy for West Africa: ECOWAP 9-10; USAID West Africa Fact Sheet 1; Dabugat 2015 West Africa Insight 37-38.

711 ECOWAS Regional Agricultural Policy for West Africa: ECOWAP 9-10; USAID West Africa Fact Sheet 1.

6.5 Proposed benchmark of best practice for food security and nutrition in East and West Africa

In the attempt to create a benchmark of best practice for food security and nutrition guidelines it was necessary to critically analyse the five RECs chosen in this study which represent most of the African countries in the eastern and western parts of the African continent. From the analysis earlier in this chapter as well as Chapters 3, 4 and 5 above, the guidelines which have been present and applied in the majority of RECs are now grouped together to create a singular benchmark for best practice. This benchmark would be able to serve as a guideline for all five of the RECs in this study and possibly by the three remaining RECs in Africa to use for the development of future regional food security and nutrition policies and strategies.

6.5.1 Guidelines to include in the benchmark of best practice and measurement and implementation thereof

After careful analysis and comparison between the abovementioned RECs and international instruments similar guidelines have been extracted to form part of the benchmark of best practice here. These guidelines were those guidelines found in most of the RECs policy documents, founding documents or food security and nutrition programmes. The guidelines found in these documents were grouped together, in order to create a singular, simplified benchmark, considering the similarities between them and finally six guidelines of best practice were identified and are listed below together with the methods with which these guidelines are to be measured to ensure implementation as a paramount aspect of importance in applying a benchmark is also discussed shortly.

6.5.1.1 Regional food security and nutrition frameworks.

One of the overarching success factors amongst the analysed policy documents in this study, is the focus on regional co-operation and the importance of regional frameworks as a basis for national food security and nutrition frameworks. RECs implementing these regional frameworks include COMESA, the EAC, IGAD and ECOWAS. These four

---

713 See Chapter 3, four and five above.
RECs showed a great commitment to regional frameworks and in two RECs even lead to the development of a regional food security and nutrition plan implementing CAADP principles aimed at national compacts.\textsuperscript{714}

In terms of measurement and implementation of the first food security and nutrition objective, the regional frameworks should be evaluated against the guidelines set out in CAADP compacts for national food security and nutrition frameworks as none of these regional frameworks currently have set targets of objectives to adhere to.\textsuperscript{715}

Moreover, the only REC with a guideline as to when partner states or member states should implement legislation to enforce food security and nutrition policies, the EAC set a guideline of 12 months in which such implementation should take place.\textsuperscript{716} This timeline would ensure that member countries not only accede to treaties and food security and nutrition policies as promises yet to be fulfilled. The importance of such a measurement tool would also support the Malabo Montpellier Panel’s (hereafter Malabo Panel) recommendation of "strengthening food-systems regulations".\textsuperscript{717}

According to the Malabo Panel national governments can significantly decrease food


\textsuperscript{715} The strategies in \textit{Agenda 2063} in relation to obtaining food security and nutrition are mainly focussed on the attainment of these objectives on national level and very little guidelines are provided for the provision thereof on regional level. See Chapter 3 above; See also African Union Agenda 2063 Framework Document: The Africa We Want (2015) 132.; Rampa 2012 http://ecdpm.org/great-insights/more-effective-efficient-public-expenditure/food-security-eastern-southern-africa-comesa-tripartite/; FANRPAN COMESA Regional CAADP Compact 6; Rampa et al. Regional Approaches to Food Security in Africa: The CAADP and Other Policies and Programmes in COMESA vi; FANRPAN 2010 http://www.fanrpnan.org/archive/documents/d00996/.

\textsuperscript{716} Article 8(2) \textit{Treaty for the Establishment of the East African Community} (2007).

\textsuperscript{717} Malabo Montpellier Panel \textit{Nourished} 5.
insecurity and malnutrition where better legislation and policies are promulgated to achieve these objectives.\textsuperscript{718}

6.5.1.2 International co-operation and common agricultural practices for achieving food security and nutrition within RECs.

Another invaluable aspect in terms of development in terms of food security and nutrition was found in the policy documents and programmes of four RECs namely COMESA, the EAC, IGAD and ECOWAS. In terms of these policy documents great care has been taken to explicitly note that member countries to these RECs should co-operate with each other and assist each other in achieving the REC’s food security and nutrition objectives.\textsuperscript{719}

Implementation of a guideline such as this would be a continuous process of sharing technical information with member countries within one REC and would also make sharing information amongst RECs a viable option.\textsuperscript{720} Another way in which the international co-operation within RECs can be achieved would be through the increased focus on national and regional research projects with the aim of increasing levels of food security and nutrition.\textsuperscript{721}

6.5.1.3 Modernising agricultural methods to achieve more sustainable production and consumption patterns and sustainable management of resources.

The SDGs and \textit{Agenda 2030} contains objectives to the extent of modernising agriculture and with which more sustainable agricultural methods, production and

\begin{thebibliography}{99}
\bibitem{718} Malabo Montpellier Panel \textit{Nourished 5}.
\bibitem{720} Article 130 \textit{Treaty Establishing the Common Market for Eastern and Southern Africa} (1993).
\bibitem{721} Malabo Montpellier Panel \textit{Nourished 5}.
\end{thebibliography}
consumption should occur. These objectives are further mentioned various times in the policy documents of RECs such as the EAC, ECOWAS, and IGAD. Moreover, it is of the utmost importance that member countries should enforce legislation which will focus on the sustainable use of natural resources. In attempting to modernise these agricultural methods, member countries would need to turn their attention to the infrastructure within its borders and improving same to ensure environmental sustainability as well as sustainable agriculture methods.

Measurement guidelines however, should focus on statistics and recording figures relating to increased production and productivity within these member countries and within the regions. Furthermore, a clear record should be kept of the incidences of food wasted due to production methods, food preservation and post-harvest food losses.

---

722 See Chapter 3 above; See also The UN reaffirms the importance of supporting the African Union’s Agenda 2063 and the programme of the New Partnership for Africa’s Development, both of which are integral to the new Agenda. See Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 par 42-43; Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 14.


6.5.1.4 Increase in food supply

_Agenda 2030_ states that one of the most important objectives in achieving food security and nutrition is the increase in food supply. In terms of this objective the UN suggests that food supply should be increased by the application of various strategies, the first of which is that less trade restrictions should be applied. COMESA also addressed this objective of the UN in terms of the establishment of an economic trade unit which would decrease trade restrictions amongst its member states.

The second strategy suggested by the UN in _Agenda 2030_ is that the communities' access to a secure food supply should be measured and increased. This objective is again recognised by ECOWAS and CEN-SAD as RECs by also focussing on the standard of living and the income of members of the communities.

---

727 Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 16; UN "2017 HLPF Thematic Review of SDG2: End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 11; WFP "Enhancing the Evaluability of SDG2" 15.

728 Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 16; UN "2017 HLPF Thematic Review of SDG2: End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 11; WFP "Enhancing the Evaluability of SDG2" 15.


730 SDG1 focusses on ending poverty in all its forms everywhere and is closely linked to SDG2 due to the fact that if no finances are available to purchase food, food insecurity and malnutrition may follow inevitably See Mollier et al. 2017 "SDG2 End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 36; Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015 16; UN "2017 HLPF Thematic Review of SDG2: End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 11; WFP "Enhancing the Evaluability of SDG2" 15.

731 ECOWAS Regional Agricultural Policy for West Africa: ECOWAP9-10; USAID West Africa Fact Sheet 1; Dabugat 2015 West Africa Insight 37-38.
The third strategy to be addressed as a measurement of an increased food supply is the monitoring of food prices.\textsuperscript{732} In terms of this monitoring, the EAC has proposed a food information system, of which a similar suggestion could be found in policy documents of IGAD.\textsuperscript{733} These RECs suggest that an information system should be created with which food production statistics can be obtained and recorded.\textsuperscript{734} This would then assist member countries to use further date to estimate the demand for food and any deficit figures when a food insecure status would be imminent.\textsuperscript{735} Through utilising the data available in these information systems an identification would be possible of likely vulnerable groups or areas in countries where such vulnerable groups would be.\textsuperscript{736}

6.5.1.5 Climate resilience

Both the SDGs set out in \textit{Agenda 2063} and \textit{Agenda 2030} recognise the importance of climate change and the relevance of taking pro-active measures in anticipating possible problem areas.\textsuperscript{737} Climate change and natural disasters are often viewed by RECs as a problem to be addressed side-by-side and as such the importance of both issues

\begin{itemize}
\item \textsuperscript{732} Mollier et al. 2017 "SDG2 End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 36; \textit{Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development} UN GA Res 70/1 UN Doc A/RES/70/1 2015 16; UN "2017 HLPF Thematic Review of SDG2: End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 11; WFP "Enhancing the Evaluability of SDG2" 15.
\item \textsuperscript{733} Article 110(a) \textit{Treaty for the Establishment of the East African Community} (2007); Article 13A(b) \textit{Agreement Establishing Intergovernmental Authority on Development} (1996); Dresso East Africa and the Intergovernmental Authority on Development 12.
\item \textsuperscript{735} Article 110(a) \textit{Treaty for the Establishment of the East African Community} (2007).SDG1 focusses on ending poverty in all its forms everywhere and is closely linked to SDG2 due to the fact that if no finances are available to purchase food, food insecurity and malnutrition may follow inevitably See Mollier et al. 2017 "SDG2 End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 36; \textit{Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development} UN GA Res 70/1 UN Doc A/RES/70/1 2015 16; UN "2017 HLPF Thematic Review of SDG2: End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 11; WFP "Enhancing the Evaluability of SDG2" 15.
\item \textsuperscript{736} Malabo Montpellier Panel \textit{Nourished}5; Mollier et al. 2017 "SDG2 End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 36; \textit{Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development} UN GA Res 70/1 UN Doc A/RES/70/1 2015 16; UN "2017 HLPF Thematic Review of SDG2: End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture" 11; WFP "Enhancing the Evaluability of SDG2" 15.
\item \textsuperscript{737} SDG 13 focusses greatly on the importance of climate change resilience. See United Nations \textit{Framework Convention on Climate Change} (1992); \textit{Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development} UN GA Res 70/1 UN Doc A/RES/70/1 2015 par 30-31.
\end{itemize}
must be considered in establishing a benchmark of best practice for reaching food security and nutrition objectives. In terms of addressing these challenges, the SDGs determine that adaptation of production method should be considered and that these adaptation should aim to circumvent external obstacles. These are further also reiterated in the policy documents of ECOWAS and emphasis is placed on the limitation of the REC's vulnerability to these occurrences.

6.5.1.6 Improved standard of living of communities

The last guideline to be added to the proposed benchmark of best practice is one of the first goals to be found in Agenda 2063 and should aim to increase the standard of living of people on the African continent. Although this guideline might seem vague to some it encompasses the entire purpose of food security and nutrition as an objective in Agenda 2063. The standard of living of communities not only addresses the purchasing power of individuals, but also address their nutritional and overall well-being. This guideline can further be measured by making use of a proposed "vulnerability index" and will obtain data in this regard from the previously mentioned information system.

---


740 These specific objectives were further recognised through the recognition of six priority areas by NEPAD in order to reduce poverty and food insecurity and in order to assist in regional integration. See ECOWAS Regional Agricultural Policy for West Africa: ECOWAP 9-10; USAID West Africa Fact Sheet 1; Dabugat 2015 West Africa Insight 37-38.


In terms of this index, members of communities' overall income was evaluated together with their access to food supply as mentioned in the fourth guideline above.\textsuperscript{744} RECs like COMESA, the EAC, CEN-SAD, IGAD and ECOWAS focus on these objectives as set by \textit{Agenda 2063} through their own objectives in attempts to reduce poverty within their regions.\textsuperscript{745}

\textbf{6.6 Conclusion}

This chapter focussed on the culmination of the information gathered and analysed throughout this study. The purpose was to propose a benchmark for best practice which could be applied by RECs in order to reach their already existing objectives relating to food security and nutrition. After a discussion of the term "benchmarking", a definition of a benchmark in terms of food security and nutrition was compiled as follows:

The continuous non-exhaustive process of comparing Regional guidelines and performance measures to the Sustainable Development Goals (SDGs) as set out by \textit{Agenda 2030} and \textit{Agenda 2063}, by means of referring to measuring dimensions such as the overall food security status and nutritional level of each regional economic community.

Although a definition of benchmarking was proposed, it is necessary to note that this definition is a constantly developing term and should be treated as such.

After the analysis, a benchmark of best practice was proposed and includes six guidelines, each with their corresponding measures and implementation guidelines. These guidelines are regional food security and nutrition frameworks, international co-operation and common agricultural practices for achieving food security and nutrition within RECs, modernising agricultural methods to achieve more sustainable production and consumption patterns and sustainable management of resources, increased food

\textsuperscript{744} ECOWAS \textit{Regional Agricultural Policy for West Africa: Ecowap} 9-10; USAID \textit{West Africa Fact Sheet} 1; Dabugat 2015 West Africa Insight 37-38.

supply, climate resilience and improved standard of living of communities. These guidelines would now be able to serve as a guideline to all RECs and are not bound to a specific region or REC. The relevance of this is that a benchmark should not be an unchangeable and rigid tool, but rather be applied to different and variable situations, such as the different circumstances that exists in each REC.
7 Chapter 7: Conclusion and Recommendations

7.1 Conclusion

The research question underpinning this study was which food security and nutrition guidelines could be extracted from policy documents and programmes of Regional Economic Communities (hereafter RECs) in East and West Africa, to ultimately attempt to develop a benchmark of best practice for these RECs in order to adhere to the SDGs.

To begin with this study, a foundation was created for the reader to better understand the core concepts of the study. This was done to prevent confusion relating to the meaning of terms used in the study. Furthermore, it created a clear picture of what exactly was to be analysed and discussed. In describing the terms food security and nutrition, the universal right to food was of paramount importance as well as the link between the right to food and food security.746 Furthermore, states' obligations in terms of the right of food ushered in a discussion on the historical development of the definition of food security and nutrition.

Although various different definitions of these terms could be found, the core concept remained and it was found that food security included four elements namely: food availability, economic and physical access to food, food utilisation and the stability of food supply.747 Furthermore, nutrition security focussed on certain indicators of malnutrition such as low weight for age, stunting and high weight for age.748

With the definition of food security and nutrition established, the study then proceeded to ascertain what the objectives in terms of food security and nutrition were in terms of Agenda 2030 and Agenda 2063. This discussion, however, necessitated the researcher to discuss the background of the United Nations (hereafter UN) and the African Union (hereafter AU). In terms of the AU, the importance of food security and

746 Article 25 Universal Declaration of Human Rights (1948). See also paragraph 2.4 above.
747 See paragraph 2.3.1 above. See also Gualtieri 2013 Future of Food: Journal of Food, Agriculture and Society 21; FAO "Food Security Information for Action: Lesson 1" 3; " Shaw A History of Food Security from 1945-2007 349; FAO "Coming to Terms with Terminology" 2; FAO "Introduction to the Right to Adequate Food: Lesson 2" 15-16; FAO Trade Reforms and Food Security: Conceptualizing the Linkages 25.
748 See paragraph 2.3.2 above.
nutrition fell on National obligations, although some mention was made of regional involvement.\textsuperscript{749} Continuous mention was however made of the importance of the enhancement of food security status of the citizens of the African continent as well as their improved well-being.\textsuperscript{750}

In terms of the UN, the sustainable development goals (hereafter SDGs) formed part of the most important guidelines in this study. Of these guidelines, those with the largest focus on food security and nutrition were identified as (a) no poverty; (b) zero hunger; (c) good health and well-being; (d) sustainability; (e) responsible consumption and production methods; and (f) climate resilience.\textsuperscript{751} The most important of these being SDG2 focussing on bringing an end to hunger and attaining food security and improved nutrition.\textsuperscript{752}

Before the analysis of the policy documents and programmes of the RECs could be done, the importance, role and objectives of RECs needed to be discussed. Where after the relevant SDGs were identified and discussed the next step was to analyse the policy documents and programmes aimed at food security and nutrition of each of the five RECs identified in this study. A map of the African continent was then also used to plot out the membership of the RECs and to illustrate the jurisdiction of these RECs.\textsuperscript{753}

The analysis of these policy documents, programmes and the international instruments applicable ensured that a common thread could be identified. This golden thread as it were was then used to attempt to establish a benchmark of best practice for guidelines pertaining to food security and nutrition.

\textsuperscript{749} In terms of the AU the focus fell on the implementation of National CAADP compacts as opposed to regional investment plans. See Chapter 3 above.
\textsuperscript{750} See paragraph 3.3.1 above. See also African Union Agenda 2063 Framework Document: The Africa We Want (2015) 136-137.
\textsuperscript{751} UN 2015 www.undp.org/content/undp/en/home/sustainable-development-goals.html.
\textsuperscript{752} See paragraph 3.4.2. See also UN 2015 www.undp.org/content/undp/en/home/sustainable-development-goals.html.
\textsuperscript{753} See Chapter 5 above.
The importance and the development of such a benchmark also had to be discussed to ensure that the reader would have a better understanding of the process followed in identifying relevant goals and objectives.

An attempt was made to continuously simplify the magnitude of information pertaining to regional food security and nutrition guidelines and to apply the existing information to the research question. Consequently, the main food security and nutrition objectives identified in this study can be summarised as follows: (a) the improvement of the standard of living of communities; (b) modernising agricultural methods to pursue climate resilience and environmental sustainability; (c) increase of food production; (d) decrease of food waste; (e) availability of nutritious food supply.

In creating a benchmark of best practice these and other objectives were grouped together and six guidelines of best practice was identified. These guidelines include regional food security and nutrition frameworks; international co-operation and common agricultural practices for achieving food security and nutrition within RECs; modernising agricultural methods to achieve more sustainable production and consumption patterns and sustainable management of resources; increased food supply; climate resilience; improved standard of living of communities.

Finally, in answering the research question for this study, a benchmark of best practice in terms of food security and nutrition, and considering the SDGs and RECs' policy documents the benchmark proposed is: the continuous non-exhaustive process of comparing Regional guidelines and performance measures to the Sustainable Development Goals (SDGs) as set out by Agenda 2030 and Agenda 2063, by means of referring to measuring dimensions such as the overall food security status and nutritional level of each regional economic community.

754 See paragraph 6.5 above.
7.2 Recommendations

In considering the abovementioned, the following considerations in terms of food security and nutrition on a regional level are made:

a) Although the aspect of food security was evident in all policy documents and programmes, the aspect of nutrition was considerably neglected. More attention should therefore be given to the importance and implementation of nutrition objectives.

b) The greatest obligation on the attainment of food security and nutrition objectives was placed on national governments as opposed to regions. Of the five RECs analysed, only the ECOWAS implemented a well-rounded regional investment plan incorporating all member states' contributions. More attention should therefore be paid to the development of regional investment plans as opposed to national investment plans.

c) Extensive research has been done in terms of addressing droughts, food shortages and malnutrition, as is evident from the study. However, a more important focus should be placed on proactive steps to combat the occurrence of drought.

d) Very little effort is made to harness technology with the collection of data or the distribution thereof. In considering that a more proactive approach should be taken the importance of data gathering must not be underestimated to follow examples of the EAC proposal to create food information systems. These information systems could be used to provide information on food production, the demand for food, food deficits and identifying vulnerable groups within communities.

e) Finally, in consideration of all previous information the most important goal should be to continue to strive toward the sustainable management and utilisation of natural resources in order to ensure the possibility of food security and nutrition for generations to come.
BIBLIOGRAPHY

Literature

Abbott and Snidal 2000 International Organization

Abbott KW and Snidal D "Hard and Soft Law in International Governance" International Organization 2000 421-456

Abuzaid Benchmarking

Abuzaid AII Benchmarking (Project Quality Management Paper College of Environmental Design 2009)

AU Africa Regional Nutrition Strategy 2015-2025


AU African Union Agenda 2063 Background Note


COMESA Staple Food Trade in the COMESA Region

Common Market for Eastern and Southern Africa Staple Food Trade in the COMESA Region: The Need for a Regional Approach to Stimulate Agricultural Growth and Enhance Food Security (COMESA Nairobi 2009)

Dabugat 2015 West Africa Insight

Dabugat K "Agriculture and Food Security in West Africa" 2015 West Africa Insight: ECOWAS at 40 37-40

Dresso East Africa and the Intergovernmental Authority on Development
Dresso S *East Africa and the Intergovernmental Authority on Development: Mapping Multilateralism in Transition No. 4* (International Peace Institute New York 2014)

Dugard *International Law a South African Perspective*


EAC *Food Security Action Plan (2011-2015)*


EC "Communication from the Commission to the Council World Food Conference"


ECOWAS *Regional Agricultural Policy for West Africa: ECOWAP*


ECOWAS *Regional Food Security Reserve*

Economic Community of West African States 2012 *Regional Food Security Reserve* (ECOWAS Nigeria 2012)

Eicher and Staatz "Food Security Policy in Sub-Saharan Africa"


Elmuti and Kathawala 1997 *Benchmarking for Quality Management & Technology*

FANRPAN COMESA Regional CAADP Compact

Food, Agriculture and Natural Resources Policy Analysis Network COMESA Regional CAADP Compact: Draft Version 19 (FANRPAN Pretoria 2010)

FAO "Coming to Terms with Terminology"

Food and Agriculture Organisation of the United Nations "Coming to terms with terminology" Unpublished contribution delivered at the Committee on World Food Security 39th Session (15-20 October 2012 Rome)

FAO "Food Security Information for Action: Lesson 1"

Food and Agriculture Organisation of the United Nations "Food Security Information for Action: Lesson 1 What is Food Security?" (2008 Rome)

FAO "Food Security Policy Brief"

Food and Agriculture Organisation of the United Nations "Food Security Policy Brief" (June 2006 Rome)

FAO "Introduction to the Right to Adequate Food: Lesson 1"

Food and Agriculture Organisation of the United Nations "Introduction to the Right to Adequate Food: Lesson 1 Human Rights Based Approach to Development" (2017 Rome)

FAO "Introduction to the Right to Adequate Food: Lesson 2"

Food and Agriculture Organisation of the United Nations "Introduction to the Right to Adequate Food: Lesson 2 The Right to Adequate Food" (2017 Rome)

FAO "Introduction to the Right to Adequate Food: Lesson 3"

Food and Agriculture Organisation of the United Nations "Introduction to the Right to Adequate Food: Lesson 3 Rights and Obligations" (2017 Rome)
FAO Sustainable Development Goals: Goal 2


FAO Trade Reforms and Food Security: Conceptualizing the Linkages

Food and Agriculture Organisation of the United Nations *Trade Reforms and Food Security: Conceptualizing the Linkages* (FAO Rome 2003)

FAO "World Food Security: A Reappraisal of the Concepts and Approaches"


FAO IGAD Early Warning and Food Information System for Food Security


Founou-Tchuigoua 1990 *Food Self-sufficiency" Crisis of the Collective Ideology*


Gualtieri 2013 *Future of Food: Journal of Food, Agriculture and Society*

Gualtieri D "Right to Food, Food Security and Food Aid Under International Law, or the Limits of a Right Based Approach" *Future of Food: Journal of Food, Agriculture and Society* 2013 18-28

Hartzenberg *Regional Integration in Africa*

Hartzenberg T *Regional Integration in Africa* Manuscript of WTO: Trade Law Centre for Southern Africa (Tralac) (Geneva 2011)
Hendriks 2017 "Guide on Food Security and Nutrition"


Idang 2015 "African Culture and Values"

Idang GE "African Culture and Values" (University of Uyo 2015)

IGAD State of the Region Report

Intergovernmental Authority on Development *IGAD State of the Region Report* (IGAD Djibouti 2016)

IGAD *Regional Strategy Framework*

Intergovernmental Authority on Development *IGAD Regional Strategy Framework* (IGAD Djibouti 2016)

IGAD *Regional Strategy Implementation Plan 2016 - 2020*

Intergovernmental Authority on Development *IGAD Regional Strategy Implementation Plan 2016 - 2020* (IGAD Djibouti 2016)

IFPRI 2016 "Global Nutrition Report 2016"


Knipe "Benchmarking for Competitive Advantage – Striving for World Class Project Management Practices"

Knipe A "Benchmarking for Competitive Advantage – Striving for World Class Project Management Practices" in Project Management Institute of South Africa


Levard and Pautrizel Agricultural and Food Security Policies and Small-Scale Farmers in the EAC


Lines Inventory on Policy Measures for Food Security and Prioritisation in the IGAD Region

Lines T Inventory on Policy Measures for Food Security and Prioritisation in the IGAD Region (GOPA Bad Homburg 2009)

Lisowska 2016 "Sustainable Development Goal 2: joining-up standards for ending hunger"


Madyo The Importance of Regional Economic Integration in Africa

Madyo MR The Importance of Regional Economic Integration in Africa (MCom-Dissertation University of South Africa 2008)

Malabo Montpellier Panel Nourished

Meade *A Guide to Benchmarking*


Mechlem 2004 *ELJ*

Mechlem K "Food Security and the Right to Food in the Discourse of the United Nations" 2004 *ELJ* 631-648

Mochoge and Zziwa "Agriculture Success in the Greater Horn of Africa"

Mochoge B and Zziwa S "Agriculture Success in the Greater Horn of Africa" in Agricultural and Food Security Challenges for the IGAD Region NEPAD/IGAD Regional Conference (22-25 November 2004 Nairobi) 1-14

Mollier et al. "SDG2 End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture"


Mugabe *A Proposed Framework Act for Food Security in South Africa*


Mukhebi et al *An Overview of the Food Security Situation in Eastern Africa*


Ndomo *Regional Economic Communities in Africa: A Progress Overview*

Ndomo A *Regional Economic Communities in Africa A Progress Overview* (German Corporation for Technical Cooperation Nairobi 2009)
NEPAD  *Strengthening the Institutional Capacity of the Intergovernmental Authority on Development (IGAD)*

New Partnership for Africa's Development *Strengthening the Institutional Capacity of the Intergovernmental Authority on Development (IGAD)* (NEPAD Midrand 2015)

Rampa et al  *Regional Approaches to Food Security in Africa: The CAADP and Other Policies and Programmes in COMESA*


Rampa et al  *Regional Approaches to Food Security in Africa: The CAADP and Other Relevant Policies and Programmes in ECOWAS*

Rampa F et al  *Regional Approaches to Food Security in Africa: The CAADP and Other Relevant Policies and Programmes in ECOWAS* (ECDPM Discussion Paper 128d 2012)

Ruppel  *Regional Economic Communities and Human Rights*

Ruppel OC 2009  *Regional Economic Communities and Human Rights in Eastern and Western Africa* in Bosl A and Diescho (eds.) Human Rights in Africa Windhoek Macmillan Education Namibia 275-317

Sako  *Challenges Facing Africa's Regional Economic Communities in Capacity Building*

Sako S  *Challenges Facing Africa's Regional Economic Communities in Capacity Building* (The African Capacity Building Foundation Harare 2006)

Shaw  *A History of Food Security from 1945-2007*

Simon Food Security: Definition Four Dimensions History

Simon G Food Security: Definition Four Dimensions History (University of Roma Tre Faculty of Economics 2012)

Striebinger Coordination Between the African Union and the Regional Economic Communities

Striebinger K Coordination Between the African Union and the Regional Economic Communities (International Institute for Democracy and Electoral Assistance Stockholm 2016)

Themistocleous and Irani 2001 Benchmarking: An International Journal

Themistocleous M and Irani Z "Benchmarking the Benefits and Barriers of Application Integration" 2001 Benchmarking: An International Journal 317-331

UN Sustainable Development Goals


UN "2017 HLPF Thematic Review of SDG2: End Hunger, Achieve Food Security and Improved Nutrition and Promote Sustainable Agriculture"


USAID West Africa Fact Sheet


Van Dijk African Regional Integration
Van Dijk M *African Regional Integration: Implications for Food Security* (Wageningen 2011)

Vidar "The Right to Food in International Law: Critical Issues in Realising the Right to Food"

Vidar M "The Right to Food in International Law: Critical Issues in Realising the Right to Food in South Africa" unpublished contribution delivered at the *Socio-Economic Rights Project of the Community Law Centre* (14 November 2003 Cape Town)

Weingartner "The Concept of Food and Nutrition Security"


WFP "Enhancing the Evaluability of SDG2"


*International and Regional instruments*

Agreement Establishing Intergovernmental Authority on Development (1996)


COMESA Regional Policy for Food Security (2002)

Committee on Economic, Social and Cultural Rights General Comment 12 The Right to Adequate Food (Article 11): 12/05/99 E/C 12/1999/5 1999


Economic Community of West-African States Revised Treaty (1993)


Intergovernmental Authority on Development Regional Investment Plan 2016-2020 (2016)

International Covenant on Economic, Social and Cultural Rights (1966)

International Covenant on Civil and Political Rights (1966)


Resolution 45/199 International Development Strategy for the Fourth Development Decade UN GA Res 45/199 1990

Resolution 70/1 Transforming our world: the 2030 Agenda for Sustainable Development UN GA Res 70/1 UN Doc A/RES/70/1 2015


Treaty Establishing the African Economic Community (1991)


United Nations Charter UN Doc 1 UNTS XVI (1945)

Universal Declaration of Human Rights (1948)

United Nations Framework Convention on Climate Change (1992)


Internet sources


Anon 2015 http://www.chronicle.co.zw/comesa-sets-up-committee-to-improve-food-security/


AU date unknown https://www.au.int/en/organs/recs

African Union Date Unknown *Regional Economic Communities (REC's)* https://www.au.int/en/organs/recs Accessed 5 April 2017

AU 2000 https://au.int/en/recs/censad

African Union 2008 Memorandum of Understanding on Cooperation on the Area of Peace and Security Between the African Union, the Regional Economic Communities and the Coordinating Mechanisms of the Regional Standby Brigades of Eastern Africa and Northern Africa

African Union 2008 Protocol on the relationship between the African Union (AU) and the Regional Economic Communities (RECs)

African Union 2015 Agenda 2063: The Africa We Want

Berhane 2016 Explainer: African Economic Community (AEC)

Blanchard 2014 Benchmarking and Best Practices "What are they and how do we use them?"

Bucyensenge 2014 http://www.newtimes.co.rw/section/read/183072/


CEN-SAD 2017 http://censad.org/


COMESA 2017 http://www.comesa.int/comesa-members-states/

COMESA 2017 http://www.comesa.int/key-issues-in-regional-integration/

Accessed 25 August 2017


EAC 2017 https://www.eac.int/eac-history


EAC 2017 http://www.eac.int/about/overview
East African Community 2017 *Overview of the EAC*
http://www.eac.int/about/overview Accessed 5 May 2017

ECDMP 2013 http://ecdpm.org/talking-points/west-africa-regional-agricultural-policy-ecowap/

European Centre for Development Policy Management 2013 *West Africa on the Move to Accelerate the Implementation of its Regional Agricultural Policy (ECOWAP)*


Economic Community of West-African States 2002 *Regional Programme for Food Security*
Accessed 25 August 2017


Economic Community of West-African States 2010 *Vision 2020*

ECOWAS 2016 http://www.ecowas.int/about-ecowas/history/

ECOWAS 2016 *History*
http://www.ecowas.int/about-ecowas/history/ Accessed 7 August 2017

FANRPAN 2010 http://www.fanrpan.org/archive/documents/d00996/

Food, Agriculture and Natural Resources Policy Analysis Network 2010 Towards a COMESA Regional CAADP Compact: Framework for the Development of a COMESA Regional CAADP Compact

148


IGAD 2017 https://igad.int/about-us

Intergovernmental Authority on Development 2017 *About Us* https://igad.int/about-us Accessed on 17 April 2017

IGAD 2017 https://igad.int/index.php/aboutus/strategy


Mashiri 2017 http://spiked.co.zw/comesa-seed-regulation-to-improve-food-security/

Miller-Dawkins M 2014 *Global Goals and International Agreements: Lessons for the Design of Sustainable Development Goals*


expenditure/food-security-eastern-southern-africa-comesa-tripartite/ Accessed 17 November 2017


Swiderska 2016 http://pubs.iied.org/17410IIED


WHO 2010 "Interpretation Guide"


Regional Case Law

The Social and Economic Rights Action Center and the Center for Economic and Social Rights v Nigeria-case 155/96

The Social and Economic Rights Action Center and the Center for Economic and Social Rights v Nigeria-case 155/96 (ACHPR) Available at http://www.achpr.org/communications/decision/155.96/