

**SUSTAINABLE
FOOD SECURITY
STRATEGY PAPER
FOR POVERTY
REDUCTION IN THE
SAHEL**

***Volume I
Sahel 21
Process and Summary of
strategic framework***

November 2000

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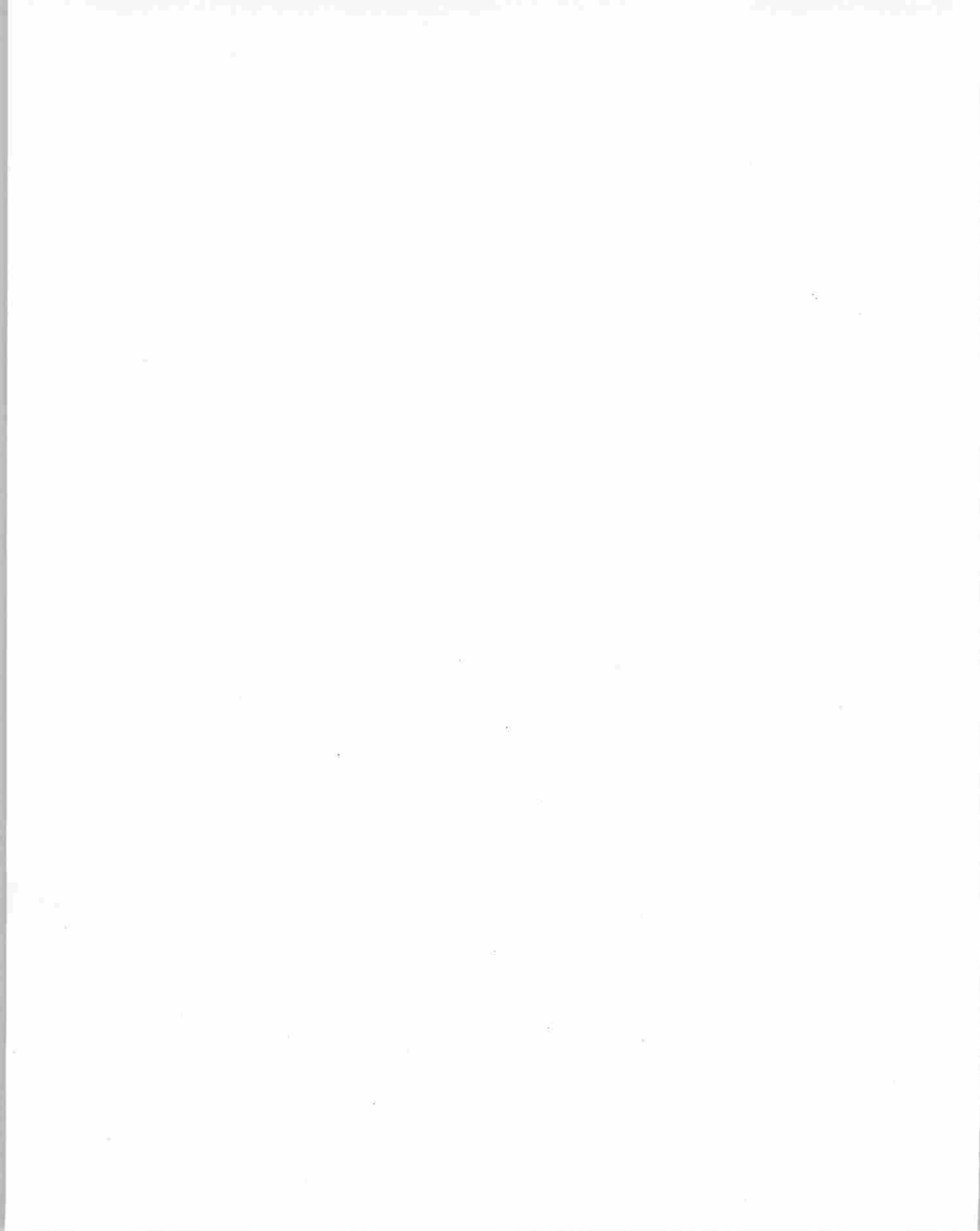
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Summary

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CONTENTS

I. Sahel 21: The concept and its operationalisation	11
1.1 - Sahel 21: What is it all about ?	13
1.2 The Banjul'97 Declaration	15
1.3 The Heads of State's Declaration (Banjul 97)	19
II. Sahel 21: Implementation of the second phase of the process	21
2.1 - An intense Communication-media coverage	24
2.2 The post-Banjul mid-term regional meeting (9-13 October,2000)	24
2.3 The Second Forum of Sahelian Societies	25
2.3.1 The Sahelian Societies 'Declaration	25
2.3.2 The Heads of State's Declaration	27
III. The Strategic Framework for Sustainable Food Security in a perspective of poverty reduction in the Sahel (Summary)	31
3.1 - Why a regional strategic framework ?	34
3.2 - The diagnosis of food insecurity in the Sahel	35
3.3 The major stakes	36
3.4 Ultimate goal and objectives of the strategic framework	37
3.5 Implementation of the strategic framework	44

1.1 - Sahel 21 : What is it all about ?

The need for reflection

Established in the aftermath of the first acute drought spells, the Permanent Inter-State Committee for Drought Control in the Sahel (CILSS) mobilised the Sahelian populations and the International Community to provide emergency relief to the distressed populations and undertake first generation programmes which covered a wide range of key areas: rainfed and irrigated agriculture, water supply, environment, transport, communications, human resources...

The inception of the Club du Sahel in March 1976 in Dakar by the member countries of OECD and CILSS was the response of the international community to the disaster in the Sahel: it was aimed at bringing a sustainable response to the structural problems of the Sahelian societies, which had changed a climate disorder into a humanitarian disaster. A generation contract that helped to mobilise considerable resources for the Sahel, enabled for two decades, the creation of material and intellectual conditions for mid and long term development of the CILSS member countries, even though these outcomes were affected by the international economic crisis.

However, the internal trends in member countries, the political, economic and social changes that occurred in the international context required undertaking reflection within CILSS so as to adapt the organisation to the stakes for the future. The Secretariat has therefore undertaken with the support of the Club du Sahel secretariat and on the decision of the Council of Ministers of Agriculture held in Nouakchott in April 1995, to facilitate a large prospective reflection and debate process on the Sahelian countries' development priorities, by and with the Sahelian. This process is known as "Sahel 21".

Originality of the reflection

"Sahel 21 is a large reflection process which stems from the use and synthesis of numerous regional, technical or sectoral prospective studies conducted on the future of the Sahel. It was thereafter continued by giving the floor to Sahelian women and men for them to express their vision, ambition, commitment and to devise a collective purpose through decentralised national debates bringing together all major actors: States, civil societies, development partners... In this widely open debate, specific place is given to considering the rural development issue which is of interest to a large proportion of Sahelians (60 to 80% of the population are rural, depending on countries) and whose contribution to the economy, though gradually declining, remains significant in overall economic performance.

The exercise was neither restful nor easy as it was new but also because the Sahelian agriculture is the subject of contradictory analyses whereby afro-pessimism and afro-optimism are confronting each other.

Despite the difficulties, the authors are convinced that it is now fundamental to mainstream in all reflections, the vision and judgement of Sahelian societies on the current time and priorities for the future, as they are the people who should direct and then take charge of the changes required in the future.

Hence the importance of starting with such an approach which is relatively innovative at the country level. The exercise has its own limitations and is certainly perfectible. But it should be praised for having been completed.

The objectives of Sahel 21

The Sahel 21 process which was steered by the Executive Secretary of CILSS is part of the strategic reflection mission assigned to the Core Unit of the Institution. The first phase was run from November 1995 to September 1997. It was based on an ambition, that is freeing the voice and intelligence of the Sahelian to take up the challenges and

stakes for the future in order to enable the emergence of a purely Sahelian vision of operational dynamics and priorities for the future, to be shared and to be built with the Friends of the Sahel.

At the end of this first phase, the following assessment was made :

- Existence of an original set up for participatory debate at the regional and national levels ;
- Cooperation partners' investment in and support to the process ;
- a vision of the future of the Sahel and 5 practical priorities that were validated by a forum of Sahelian societies and the 12th Conference of Heads of State and Government ;
- a mandate given by the Heads of State to CILSS for the implementation of the second phase.

1.2 - The Sahelian Societies' Declaration (Banjul 97)

Meeting in Banjul on 4th and 5th September 1997 in the framework of the forum of Sahelian Societies, we, actors, of Sahelian Societies, have discussed and validated, after amendments, the synthesis document of the Sahel 21 process, which presents our diagnosis of the situation in the region, our vision and our priorities for the future as follows :

Reflecting together to prepare a common future

The Banjul forum is the culmination of two years of work by the Sahelians with the support of CILSS in the context of the "Sahel 21" process. The objective was to outline a future that is desirable and possible for the Sahel, as seen by the Sahelian men and women themselves. Inadequate incorporation of their views was in fact identified as one of the major weaknesses in almost all reflection exercises on the future of the sub-region.

The forum noted that the Sahel and Sahelian men and women have deeply evolved over the past twenty years. Greater political pluralism and improved information, the development of communications, emergence of a new generation of both executives in both public and private sectors, decentralisation and capacity building for local management, multiplication of economic actors and revival of the production, re-establishment of macro-economic balances are combined to form assets built up by the Sahel in recent times. Yet, the world is also fast changing around the Sahel and an array of structural problems continue to constrain the region in fully playing its role in the global economy and society: low educational level among the population, a challenge very difficult to meet with the rapid population growth; an agricultural sector which, despite its dynamism is still highly dependent on erratic rainfall and declining natural resources; an economic diversification that is lagging behind and non diversified export products that remained limited to primary commodities with fluctuating prices and low value added, inadequate infrastructure in terms of both quality and quantity, etc.

In a competitive and often conflicting world that is rapidly changing, Sahelian men and women form a group united by history, geography and culture, with similar interests. Together, they can do better in the face of the challenges awaiting them on the eve of the coming century. Together, they are stronger for negotiating their place in Africa and in the world. For a collective vision of their future, they will be better equipped to seize the opportunities offered to them and to avoid the dangers on the path of their common future.

It is in this spirit that Sahelian men and women worked, debated, confronted their views and ultimately engaged collectively in expressing facts, a vision of the future and priorities that can change this vision into reality. The forum heartily calls for a pact around the simple but essential priorities derived from its deliberations.

For a Sahel that is federated, democratic, peaceful, physically and morally healthy, productive and competitive, with respect for its values.

- Sahelian men and women are unanimous in wishing that the people be seen as the first and foremost resources and that their potential be enhanced and improved through capacity building and the advancement of human resources;
- They aspire to a revitalised Sahel, rich in the diversity of its rural productions based on sound natural resources management but also less dependent on the whims of nature, thanks in particular to increased water resource development and soil fertility, a Sahel whose economy is blooming and diversifying ;
- Sahelian men and women wish to live in a social, political, cultural and economic space that is harmonised but

still fulfilling the interest of each individual country. They wish to build a Sahelian economy and culture that is further ascertained, reconciling their real values and adapting to current and future changes.

- They reaffirm in particular, their attachment to the fundamental values underlying the Sahelian society: attachment to the family and to the community, respect for and assistance to parents and grand-parents, collective accountability in raising children and the youth; collective awareness of community-owned property; protection of the weakest and poorest; welcoming and showing respect for the foreigner, tolerance, dialogue and consultation as a means for resolving problems; the spirit of sharing, solidarity and mutual assistance.
- Sahelian men and women are thus keen to living in societies and spaces the foundations of which would be consolidated and whose functioning would meet their expectations, they the women and men operating such societies and spaces. That is how the Sahel can develop a collective identity, thus achieving regional collective integration. This would give CILSS countries increased weight on the regional and international arena. It would allow the redefinition of their cooperation and exchange relationships with the rest of the world.
- United around a shared project for the future generation, stimulated by the joining of active manpower of the countries that make it, the Sahel will be less dependent on aid and will be in the position to renegotiate with its partners, the content and modalities of the partnership that would give it the place and role its daughters and sons are dreaming of for the next century.

Properties and strategies at the service of the vision

A vision is an ideal, the indication of a desirable direction for the future. The debates also addressed the practical ambitions that would help to move away from the trend-based scenario towards the vision of the desired future. During the forum, Sahelian men and women have thus unambiguously expressed several priorities :

The first priority consists in basing the development of the Sahel on a self-willing policy for the advancement of human resources. It aims at giving all people, regardless of any condition, access to the essential rights to health, basic education for children and life skills training for adults, decent living conditions. Certain groups and certain levels of the society should however, receive special attention, particularly women, the youth or the urban informal sector.

The development of the human resources also goes through training and information of all those people taking responsibility in the society, building their capacity for analysis and management.

The second priority consists in strengthening the capacity of institutions at all levels. In fact, for capacity building in actors to be fully valued, there is need to encourage their effective participation in designing and implementing development policies. Sahelian men and women therefore want their region to build local, national and regional dynamic and pluralist institutions that can ensure democracy, peace, security and justice and promote both local development and regional cooperation. In the economic area, ensuring rapid and sustainable development of agricultural, livestock, forest and fish productions is still very critical as the rural world will continue for long to account for the majority of the Sahelian people. These productions and the related agro-industrial activities will remain the key sectors of the CILSS countries' economies.

That is the reason why Sahelian men and women call for the rapid development of diversified productions that can fully use the potential of the region. These productions should be sustainable because they would be natural resource friendly and also less dependent on unpredictable nature, with increased water resource development through irrigation, soil fertility restoration and increased protection of the productions. To achieve this, they want production inputs to be made accessible to the greatest number of people. The participants finally express the wish to see the modernisation of agriculture not translated into exacerbation of social differences and de-structuring of traditional values relating to family farms.

The forum also reminds the need for ensuring the growth and diversification of the economy as Sahelian men and women are aware of the necessity for them to respond to the transformation of their societies and of the global economy by developing an open, effective and increasingly diversified economic space.

This dynamism should first rely on the diversity of economic operators. It should contribute to reinforcing complementarities between the cities and the countryside so as to make of the development of local exchange, the dynamic foundation for the Sahelian economy. All business people should coordinate among themselves and get together in seeking to improve the quality and competitiveness of their products, a prerequisite for the development of their markets. The forum however underlines that the States and international partners have an irreplaceable role to play upstream, by creating enabling conditions for economic development.

Sahelian men and women are finally convinced that their economy should be placed in a perspective of regional integration and growing integration in the global economy. To achieve this, they want the obstacles and monopolies that impede regional exchanges to be removed and communication infrastructure to be developed.

Finally, Sahelian men and women wish to build a Sahelian space that is more united, open up onto Africa and onto the world. They also clearly expressed their desire to see greater integration of the Sahelian space, in view of the United States of the Sahel. This growing integration should first go through the construction of a unified market, harmonisation of economic and agricultural policies and gradual development of common policies, creation of a Sahelian convertible currency so as to move gradually towards up to a Sahelian citizenship.

Such an evolution would finally materialise the historical, geographical and cultural links interweaving the Sahelian countries and their peoples. It would enable them to form a wider space, making them more capable of finding place in Africa and negotiating new cooperation relationships in the world.

Call for a new generation contract

Based on this fact and the inherent priorities, the forum of Sahelian societies calls on each and everyone to mobilise within the countries in order to implement these ambitions through a collective long term effort, representing a new generation among Sahelian men and women and serving as the basis for renewed cooperation with the international community.

Within the Sahelian societies, this implies the States, social actors and economic actors, as well as inter-governmental organisations present in the sub-region are mobilising and coordinating their energies based on their competencies and their opportunities.

The State should remain a front line actor but it should refocus its action on its key functions: orienting development policies, setting the pace at the national level, coordinating and regulating the strategies and resources, ensuring the negotiation among actors and arbitrating as appropriate. It ensures in priority its sovereign functions in order to create a stable environment of peace, security and freedom and establishes the conditions for the development of human resources and of the economy. Furthermore, the forum requests that the CILSS countries define and implement policy choices enabling national communities to get closer to the Sahelian society project, in partnership with the groups concerned. As part of this, they should delegate to the local communities or to the relevant socio-professional groups the functions that these can better perform, and create the conditions for them to acquire the necessary knowledge and resources for ensuring those functions.

The social actors are requesting to be given an enhanced role in all development aspects and are getting organised for the recognition of their social role and the consideration of their needs and priorities. Women and young people wish to be given a wide space in the debates and in the society. Local representatives and NGOs should complement each other in order to ensure the representation of the populations in their diversity. Finally, traditional and religious leaders remain significant references for cohesion in the society and change in mentalities; they should be involved in the debates and mobilised for the development of the Sahel.

Economic operators: promoters, traders and rural producers reaffirm their vocation of creating and circulating riches. They commit themselves to forming professional groupings in order to become proposal and lobbying forces that are required for the emergence of an enabling climate for the development of economic activity. They wish to be the engine for sub-regional integration and to achieve this purpose, they want to establish sub-regionally-oriented enterprises.

The structuring of economic and social actors at the national and regional levels through platforms of women, young people and people's representatives and NGOs, rural producers and economic operators and journalists etc. should help to make of them responsible partners, capable of dialoguing with the States. The latter are requested to give them all the necessary room in the development and implementation of projects and policies.

At the regional level, the emergence of a variety of inter-governmental organisations has already reflected the will of the West African leaders to join their forces in addressing the problems of the populations in a space wider than the countries taken individually. The multiple nature of these organisations, replications and inadequate expression of political will constitute major constraints to their smooth functioning. The forum calls on IGOs in the region to strengthen their actions through greater professionalisation, seeing to the complementarity of mandates in an overall vision of regional integration.

In particular, the forum requests CILSS to manage with intelligence and wide openness the next steps of the Sahel 21 process. It particularly expects from CILSS concrete commitments to supporting the participation of civil society representatives to the development of national policies, the development of consultation with other IGOs around the vision expressed by Sahelian men and women and the quest for sustainable solutions to the problems specific to Sahelian countries, besides its traditional missions of ensuring food security and natural resource management.

In response to the active consensus of Sahelian women and men, the forum calls on international partners to sustainably support them in achieving the objectives they have set to themselves, through renewed, revived long term cooperation in a genuine partnership lending ears to Sahelian men and women and their leaders, a partnership that is flexible and adaptable.

Acknowledgements

In conclusion, the forum addresses its heartfelt congratulations to the Secretariats of CILSS and the Club du Sahel, to the States and their international partners and to all the people who have invested their means, their time and their knowledge to the completion of this exercise of regional democracy which opens a new page in the history of CILSS and of the Sahel.

Banjul, 5th September, 1997

The Forum of Sahelian Societies

1.3 – The Heads of State’s Declaration (Banjul 97)

We, the Heads of State and Government of the Permanent Inter-State Committee for Drought Control in the Sahel (CILSS) member countries, meeting in Banjul (Republic of the Gambia), on 11th and 12th September 1997 :

CONSIDERING the first ever and significant regional and participatory reflection exercise conducted by men and women from all sectors of the Sahelian societies with the support of the Executive Secretariat of CILSS as part of the Sahel 21 process ;

CONSIDERING the simple but ambitious priorities set by the populations in the Forum of Sahelian Societies’ Declaration ;

CONSIDERING the in-depth work of assessment and critical review of aid implementation methods and mechanisms, carried out by the Club du Sahel as part of the Cooperation 21 process ;

CONVINCED that the Sahel forms an entity united by history, geography and culture, the interests of which are interrelated ;

DETERMINED to build a more united Sahelian space which is open to Africa and the rest of the world in the interest of these populations and countries ;

APPRECIATE the renewed reflection on the future of the Sahel and more particularly the method used, which is an example of people’s participation ;

WELCOME the entering of new actors such as women, young people, economic operators and local representatives, enabling the reinforcement of CILSS action at the regional level and within their respective countries ;

ACKNOWLEDGE the conclusions of both exercises, most of them approved by us ;

COMMIT the Sahelian States to taking into account these conclusions in their national policies for economic and social development, and in their national and regional cooperation strategies ;

CALL ON CILSS and Club du Sahel to seek ways and means, in the same spirit of wide consensus, for the effective implementation of the recommendations contained in the Forum of Sahelian Societies’ Declaration and the Banjul memorandum, a generation’s contract between the Sahel and its cooperation partners, developed by the Conference of the 20th anniversary of the Club du Sahel.

*Banjul, 12th September, 1997
The Conference.*

II - Sahel 21 :

Implementation of the second phase of the process

1. The first part of the document is a letter from the President of the United States to the Secretary of the Navy, dated 18th March 1899. The letter is addressed to the Secretary of the Navy, and is signed by the President.

2. The second part of the document is a letter from the Secretary of the Navy to the President, dated 19th March 1899. The letter is addressed to the President, and is signed by the Secretary of the Navy.

The objective of the second phase of Sahel 21 is to pursue the dynamics of the debates and reflections, seeking now to translate the priorities into concrete actions and directly influencing development policies so that they further take account of the priorities highlighted in the Sahel 21 vision, while gradually addressing the weaknesses in the analysis, debate and proposal mechanism put in place during the first phase.

In fact, following the Banjul forum (in September 1997), a retreat bringing together CILSS senior staff and country representatives as well as civil society actors, was organised in March 1998 to make an assessment of the first phase and outline the way forward. Thus, three complementary outcomes were selected for the second phase :

- ensuring the communication and media coverage of the Sahel 21 vision in the countries and region;
- translating the priorities into concrete actions, through the development and implementation of priority intervention programmes at the national and regional levels ;
- leading the process in view of consolidating the regional and national set up for participatory reflection.

To prepare the process towards the development of national programmes for priority interventions, a number of preparatory meetings were held, reminder letters sent to the countries by the incumbent President of CILSS and by the Coordinating Minister, a common approach and terms of reference were drafted and presented to the national Committees of Sahel 21.

Technical and financial support was given to the countries for the development and discussion of their proposals. All countries currently have draft proposals that were debated in the framework of multi-actor workshops.

Regional proposals were also designed; the document is available since October 2000. They are focused on the prerequisites for sustainable food security in the Sahel within the perspective of poverty alleviation. All countries, IGOs and regional platforms of the civil society were involved in the definition of these proposals and have participated in their validation.

2.1 – An intense effort towards communication – media coverage

In December 1997, a workshop was organised in Bamako to develop a strategy for wide dissemination of the outcome of the first phase of the Sahel 21 process. This workshop determined the different target audiences and the most appropriate means for informing them.

After this workshop, feedback was given at the national, regional and international levels.

At the national level, the feedback was in the form of decentralised workshops or two or three-day large national workshops chaired by the Ministers of Agriculture or their counterparts from other departments.

For each workshop, discussions were introduced by notes prepared by the National Committee and Regional Coordination. These notes were basically on:

- the vision and priorities stemming from the forum of Sahelian Societies' Declaration;
- the strengths and weaknesses of the process at the national level;
- the operational approach to the second phase.

At the regional level, all missions by CILSS officials (Coordinating Minister, Executive Secretary) and the seminars organised by the Institution were used to present the Sahel 21 vision and priorities, using the documents drafted for this purpose.

Thus, the results of the first phase of the process were successfully presented to all NGOs working in West Africa, while requesting their active participation in the implementation of the second phase. The same activity was conducted with ADB, BOAD, the regional office of FAO and the UNDP "Future Africans" Programme.

Similarly, an intense information campaign was designed for several actors gathered at the regional level: the youth and educators, parliamentarians, journalists, NGOs, peasants, economic operators, decision-makers (Ministers, Secretaries General of Ministries, Directors General of national services).

At the international level, invitations to CILSS and to certain organisations of the civil societies (peasants, young people, women, business promoters, NGOs) that were involved in the process were used to disseminate the vision and priorities of Sahel 21. This was specially the case of the meetings organised by the CAD, the Council of Europe, European and American NGOs.

2.2 – The post-Banjul mid-term regional meeting (9-13 October 2000)

The post-Banjul mid-term regional meeting made a regional level assessment of the national debates, in view of the second regional forum of the Sahelian Societies.

In the first step, the national proposals were confronted to enable exchange of views, on both the conclusions of the diagnosis and planned priority actions set out by each country, highlighting possible synergies among the countries as well as their peculiarities.

As a **second step**, discussions were conducted on a regional document drafted on the basis of provisional national papers, the analysis of the performance of the programmes related to Sahel 21 priorities (on-going or planned) at the level of inter-Government organisations in the Sahel, as well as interviews with Sahelian decision-makers and networks of actors of the civil society. The regional document dealt with :

- ➡ the priority interventions for convergence and coherence building among national strategies;
- ➡ and regional priority interventions complementary to the national interventions.

The discussions made it possible to take stock of the concrete proposals that helped to finalise the document validated during the second regional Forum of Sahelian Societies.

2.3 – The second Forum of Sahelian Societies

At the invitation of the Permanent Inter-State Committee for Drought Control in the Sahel (CILSS), the second regional Forum of Sahelian Societies took place in Bamako on 13 and 14 November 2000 as part of the participatory Sahel 21 process.

The goal of the meeting which was placed in the perspective of the XIII Summit of Heads of State and Government of CILSS member countries scheduled to take place in Bamako on 25th and 26th November, 2000, was to enrich the draft regional document proposing a “Strategic Framework for Sustainable Food Security in the Sahel in the perspective of Poverty Reduction”, as a follow up to the work undertaken since the regional workshop held in Banjul from 9th to 12th October, 2000.

The meeting brought together all actors of the Sahelian civil society (peasant organisations, economic operators of the private sector, women, the youth, parliamentarians, NGOs...), the coordinators of the national Sahel 21 committees, national food security strategy officers, poverty reduction officers, and also experts from the Sahel and from the North, representatives of the major cooperation partners, of regional and international IGOs as well as the Club du Sahel and CILSS Secretariats.

2.3.1 – The Sahelian Societies’ Declaration (Bamako 2000)

We, the representatives of different categories of actors of the Sahelian society (public administrations, peasant organisations, women’s and youth organisations, operators of the private sector, parliamentarians, Non Governmental Organisations), meeting in Bamako from 13 to 14 November 2000, in the context of the participatory Sahel 21 process for the second Forum of Sahelian Societies, in view of enriching the draft regional document of the “regional strategic framework for sustainable food security as part of the poverty alleviation effort in the Sahel”:

Considering the Sahel vision and the five (5) priorities for the 21st Century, adopted by the first Forum of Sahelian Societies held in Banjul in September 1997, namely:

- the promotion of human resources ;
- institutional capacity building at all levels;

- rapid and sustainable development of agricultural productions (plant, animal, forest and fish resources) based on sound management of natural resources, in particular the development of water resources and enhanced soil fertility ;
- growth and diversification of the economies ;
- building up of a Sahelian space that is more united and open to Africa and the rest of the world ;

Considering the mandate of the twelfth Conference of the Heads of State and Government for translating these priorities into concrete actions and for implementing the Banjul memorandum relating to a "contract of generations" between the Sahel and its development partners ;

Considering good governance, notably the effective involvement in the management of common affairs of all the people, in particular women and young persons, as a prerequisite for the transformation of the Sahel to take up the numerous challenges of the 21st century ;

Considering the need for responding to the challenges of food security for the 85 million Sahelians by year 2015;

Considering the "regional strategic framework for sustainable food security as part of the poverty alleviation effort in the Sahel" adopted by the second Forum of Sahelian Societies :

1. Forcefully reaffirm our commitment to the operational implementation of the five (5) priorities;
2. Commit ourselves to taking up the challenges of food security for all, in implementing the strategic framework for food security in the perspective of poverty reduction that builds on participatory and sustainable management of natural resources.
3. Request the support of the Heads of State and Government in :
 - pursuing the efforts undertaken in the framework of the Sahel 21 process for the mainstreaming of priority actions in the strategies and policies and for translating the food security priority into financial commitment in national budgets ;
 - taking further the democratisation and decentralisation process for more effective involvement of all nongovernmental actors, particularly women and young people, in the decision-making and implementation processes of operational food security programmes ;
 - setting up a conducive structuring framework for food security through the development of basic social and communication infrastructure, as well as the improvement of the economic and legal environment of agricultural enterprises ;
4. Support the Heads of State and Government in the efforts deployed towards preventing and resolving conflicts hindering investment in support of food security ;
5. Call on development partners for :
 - a stronger commitment by the side of the Sahelian societies in view of implementing the programmes selected on the basis of the priorities that were set ;
 - Extending support to the Sahel 21 process, through capacity building in nongovernmental actors in particular ;

- effective and urgent implementation of the agreements secured within the framework of the reflection on the reform of development aid.

6. Call on CILSS to :

- implement the provisions of the strategic framework ;
- extend support to the countries as part of the operationalisation of the Sahel 21 process ;

7. sincerely thank the Heads of State and Government, CILSS and its Executive Secretary more particularly, as well as the whole of the International Community for the support and the efforts deployed in the context of the Sahel 21 process.

Bamako, 14th November 2000

The Forum

2.3.2 – The Heads of State’s Declaration (Bamako 2000)

We, the Heads of State and Government of the Permanent Inter-State Committee for Drought Control in the Sahel (CILSS) member countries, meeting in Bamako (Republic of Mali), on 25th November 2000, in the 13th Summit Conference,

- CONSIDERING the participatory Sahel 21 process which expresses the vision that Sahelian societies have of their future, their objectives and their priorities ;
- CONSIDERING the mandate given to CILSS by the Heads of State during the 12th Conference of Heads of State and Government held in Banjul in 1997 ;
- CONSIDERING the importance of the phenomenon of poverty in the Sahel that affects more than half of the population, the permanent food insecurity which concerns 40% of the population, particularly women, jobless persons and households in vulnerable rural areas ;
- CONSIDERING the rates of population growth which are expected to increase the Sahelian population at more than 100 million inhabitants in 2025 and the ecological hazards inherent to increased pressure on renewable natural resources ;
- CONSIDERING that water resources development in all forms (dams, ponds, water points, hydro-agricultural infrastructure, small irrigated perimeters...) constitute the most appropriate response to the increase and diversification of the demand without heightening the pressure on natural resources ;
- CONSIDERING the recommendation of the 2nd Forum of Sahelian societies, the Sahelian women’s Declaration and the recommendation of the 35th session of the Council of Ministers to give a positive response to the Strategic Framework for Food Security within the perspective of poverty reduction in the Sahel ;

- CONVINCED that the historical, geographical and cultural unity of the Sahel, more than ever commits us to making of this region an economic and social space that is further united, integrated in the rest of Africa and in the world;
- CONVINCED that food security represents a challenge that the Sahel can meet by first developing the resources available in the sub-region and using the economic complementarities with other countries in West, Central and North Africa ;
- ENDORSE the Strategic Framework for Food Security in the perspective of poverty reduction in the Sahel, in order to create the conditions for sustainable, structural and regionally integrated food security and to strengthen the prevention and management of food crises ;
- COMMIT the Sahelian States to putting the priority sustainable food security for all Sahelians at the centre of their economic and social development strategies and other budgetary arbitration and, to referring to the ten principles of the Strategic Framework for policy reforms and for improving governance and food security ;
- COMMIT the States and CILSS to implementing the strategic framework for food security at the local, national and sub-regional levels, especially by building on decentralisation processes and using the strategic frameworks for poverty reduction ;
- CALL ON all actors in the Sahel, the States, peasant associations, economic operators, IGOs, etc. to mobilise in order to make the initial effort towards the development and sound management of hydro-agricultural infrastructure (dams, ponds, water points, etc.) and call on the International Community to complement the momentum gathered for irrigation in the Sahel;
- DRAW the attention of all actors and government authorities on the need to give importance to women and young people in designing and implementing food security and desertification control strategies and programmes ;
- COMMIT the States and CILSS to pursue their efforts towards implementing national and regional action programmes to combat desertification, seeking effectiveness and consistency with the strategic framework for food security ;
- **ENCOURAGE all regional actors intervening in the area of food security, other inter-governmental organisation, particularly ECOWAS, UMA, UEMOA and CEMAC to integrate their actions with this new strategic Framework which henceforth constitutes the single reference for the Sahelian region ;**
- REQUEST all the International Community and particularly the donors gathered in the Club du Sahel, to provide determined support for the rapid implementation of the "Strategic Framework for Food Security in the perspective of poverty reduction in the Sahel" in favour of member countries and at the regional level and to take advantage of the consultation mechanism selected to coordinate their interventions and their support while strengthening the Sahelian leadership ;
- URGE CILSS, Club du Sahel donors and other cooperation partners to seek the required ways and means for the effective implementation of the recommendations contained in the Declaration of the Second Forum of the Sahelian Societies and in the Declaration of the Sahelian Women's Network ;

- **COMMIT** the States to take account of all the priorities of Sahel 21 in defining strategic frameworks for poverty reduction and more generally in all sectoral policies and interventions ;
- **ENCOURAGE** CILSS to intensify efforts to fulfil these commitments and put all its resources at the service of the regional strategies for food security and sustainable management of natural resources / desertification control;
- **SUPPORT** the establishment of the Foundation for Sustainable Development of the Sahel in view of strengthening the autonomy of CILSS and its capacity to carry out its mission at the service of Sahelian women and men ;
- Finally **CALL ON** all Sahelian States and their people to show prompt solidarity for the most affected countries, regions and zones, in the current difficult food situation facing the Sahel.

*Bamako, 25th November, 2000
The Conference*

III - The Strategic Framework for Sustainable Food Security within the per- spective of Poverty Reduction in the Sahel.

Summary

711 - The Strategic Importance of
Intelligence and Counterintelligence
Operations of Special Forces

The Sahel 21 process made it possible for all organs and actors in Sahelian societies to be involved in the definition of their own vision for the future. The five priorities (promotion of human resources, strengthening of capacities at all levels, rapid and sustainable development of agricultural productions, growth and diversification of economies, creation of a more closely knitted sahelian environment and open to Africa and the world at large) carried out in Banjul in 1997 question, out of necessity, all of the development policies and strategies of the countries, the attitudes and strategies with regard to cooperation and regional integration and finally, the strategies, priorities and practices of international cooperation in the Sahel.

Since the Banjul Summit, the CILSS countries have been committed to the implementation of these priorities with a view to offering development opportunities at the Sahelian sub-region, in conformity to the expectations of the populations. In the majority of the countries, that is translated by the development of priority investments programmes destined to precisising the interventions for the implementation of all of the priorities. On the sub-regional plan, CILSS, according to its mandate, supervised the integration into these programmes and reflections the strategic lessons of Banjul and the priorities defined by the Sahelian societies. CILSS has also sought to do it by multiplying the consultations with the actors and networks of the sub-region, in its concern to share the reflections and orientations borne by the Sahelians at the level of all of the sub-regional integration strategies.

The strategic importance of food issues in the sub-region has led the CILSS countries to make a priority in the operational translation of the Sahel 21 orientations. This is translated by the drafting of national synthesis documents centered on food issues and poverty reduction. At the regional level, a number of consultations have been realised in different countries aiming at the creation of a regional programme for priority interventions. The "strategic framework for sustainable food security within a perspective of poverty reduction in the Sahel" supports these works. It also inspires a number of reflections conducted in the region bearing notably on food security and management of natural resources, the prevention of food crises, local governance and water control.

3.1. Why a regional strategic framework ?

The option in favour of the definition of a common sub-regional approach to the questions of food security and poverty reduction aim at placing the issues of food security as the first dimension of poverty reduction.

This sub-regional approach is indispensable for :

- Complete and ensure a coherence to the proposed reforms at the national and infra-national levels ;
- Encourage the treatment of common problems within the framework of a regional cooperation which reduces costs and improves the efficacy of the efforts undertaken ;
- Seriously note down the issues of food security within a perspective of regional integration of the Sahelian markets and with West, Central and North Africa. Only this integration is likely to inject in an economic and commercial dynamic capable of playing the role of an added impetus for agricultural transformation and the structuring of agroalimentary networks ;
- To control the interface between the regional markets and the international markets and contribute effectively to the negotiation of the international regulatory frameworks.

In so doing, the strategic framework constitutes a common point of reference for all actors (governments, Sahelian organizations, IGOs, etc...) joining hands together within a concerted and coordinated framework..

3.2 – The diagnosis of food insecurity in the Sahel

Over the past 15-20 years, sectoral policies and the macro-economic framework have undergone deep reforms which combined with improved climate conditions, have enabled significant improvement in the Sahelian food situation.

However, despite the considerable increase in food productions (cf. graphs on cereal production assessments in CILSS countries and region), food insecurity remains in the Sahel, a daily concern to a great proportion of people, about 40% of them.

This food insecurity affects mainly the most vulnerable people: women, children, rural households in dry areas, urban or rural households headed by single women... food insecurity results from poverty among the populations and represents one of the major constraints to development.

Growing urbanisation of the Sahelian population and low diversification of income sources in rural areas are such that the food issue in the Sahel relates to both accessibility problems and non availability of farm products.

The strategic framework is based on the conviction that it is possible to ensure food security for all Sahelians despite the population growth and urbanisation, by relying mainly and in priority on the sustainable enhancement of the resources in the sub-region and by exploiting the economic and natural complementarities with other countries in West, Central and North Africa.

It is part of the poverty reduction strategies on the basis of a three-fold fact noted :

- * low level of income and difficult access to resources are the main reasons for the circumstantial or chronic food insecurity among vulnerable populations in urban and rural areas as well ;
- * Food insecurity among the populations leads them to implementing survival strategies which speed up and replicate the phenomenon of pauperisation (selling out the productive capital, migrations...).
- * Difficult access to basic social services (health, education, sanitation...) are all impediments to overcoming poverty and improving the food situation (c. graphs on "Poverty and access to basic social services").

The Sahelian countries consider that the objective of food security for all may be achieved if self-willing strategies are implemented in every country, if such strategies are coherent at the sub-regional level, integrating the different dimensions of food security and involving all actors in their definition and implementation.

3.3 – The main issues at stake

The Sahel 21 process has shed light on a number of challenges to be taken up which constitute issues at stake to be considered in building up food security focusing on poverty reduction in the Sahel. These are the following in particular :

- * Responding to the needs of a fast growing population of 85 million inhabitants in 2015 and 100 million in 2025, half of which will probably be living in cities, with increasingly diversified food systems ;
- * Basing the increase in rural income on a rapid growth strategy for the agricultural sector, which relies on exports, international markets and the dynamics in the national and sub-regional demand ;
- * Coping with repeated food crises, beyond their climate origin: political crises and conflicts; conflicts over the use of resources, transboundary conflicts in particular; declining prices in an area that depends on a single cash crop; sharp increase in international prices...
- * Integrating the management of food security into the decentralisation and State reform processes in a way to set the articulations between food security, natural resource management and access to nearby public services (access to safe drinking water, to education in general terms and to nutritional education in particular, to health in general and to reproductive health in particular...);
- * Integrating food security management into a strategy for poverty reduction and for filling social gaps: growing urbanisation and monetisation give a more and more important role to the market in meeting food needs. The issues of access to income and poverty reduction will be increasingly critical in household food security.
- * Strengthening cooperation and regional integration: certain facets of food security, particularly those relating to the issues of markets, infrastructure, shared natural resources management, cannot be adequately addressed without a framework for sub-regional coherence building, which is all the more indispensable due to the fact that Sahelian countries are in four economic and /or monetary integration zones (cf. maps showing integration zones and imports to the zone).

3.4 – Ultimate goal and objectives of the strategic framework

4.1. *Ultimate goal and general objective*

Food insecurity and poverty generally go together. As a result food insecurity is, at the same time as inadequate income, the primary dimension of poverty and poverty is the reason behind most structural situations of food insecurity in the Sahel. Both of these factors are multi-dimensional phenomena with multiple overlapping facets, which require a multisectoral and participatory approach and call for the same fight at all levels: local, national and regional, in the framework of sound natural resource management. The quest for food security in the Sahel can only be placed within the perspective and logic of poverty reduction.

In accordance with the Sahel 21 process, the ultimate goal pursued is to create enabling conditions for sustainable regional food security, structurally reduce poverty and address social inequalities in the Sahel.

The general objective is to “ensure access, for all Sahelians and at any time, to food items required for a healthy and active life by 2015”. This builds on the commonly accepted definition of food security and thus includes the four dimensions corresponding to the major factors of food security in general and in the Sahel in particular:

- * availability of good quality food, healthy and nutritional;
- * accessibility to these food items by the populations, including the most vulnerable segment;
- * stability of supplies in space and time;
- * optimal use of food items by individuals.

Each of these dimensions of food security should be apprehended at 4 levels :

- * at the individual and household level ;
- * at the community and local territory level ;
- * at the national level ;
- * at the Sahelian sub-regional level.

The analysis of food insecurity situations in the Sahel, in the light of the challenges in the offing for 2015, shows that in order to achieve the general objective of the present Strategic Framework, the interventions should seek to:

- * create, on the one hand enabling conditions for structural food security that is mainly based on the systematic and sustainable mobilisation of food resources in the sub-region: this component essentially concerns the stakes of transforming the productive agricultural base and the fundamental and urgent issue of water resource management, the valuing and marketing of food commodities, strengthening the capacity of households to produce or buy part or all of their food. These actions thus tackle the root causes of food insecurity in a coherent and articulated manner.
- * Strengthen on the other hand, the capacity to prevent and manage circumstantial food crises: these crises are so far climate-based essentially and are expressed in deficits in cereal production at the national level or in agro-ecologically vulnerable areas; their origins however tend to diversify and their impacts to concentrate on particular areas and/or categories of people.

The structuring actions of food security should contribute to reducing the vulnerability of households, communities, countries and the sub-region and to strengthening their capacity to cope with external shocks (circumstantial crises). Conversely, the interventions implemented in the framework of the management of circumstantial food crises

should take account of the stakes and options made at the medium and long terms. Consequently and to the extent possible, they should rely on the instruments for building the local capacity to cope with crises rather than on intervention modalities that give top priority to assistance. This integration and synergy are not possible unless they are based on clear and widely debated strategies agreed upon by consensus within local communities and in consultation with the international community.

4.2 Orientations and intervention strategies

4.2.1 General principles for action

The strategic framework builds on the fact that achieving food security that is focused on poverty reduction cannot be developed in a sustainable way without strong political will on one hand and a demanding operationalisation method based on the involvement of all public, private and civil society actors on the other. This method entails the compliance by all of the actors with guiding principles shared by all, at all levels :

- * the principle of differentiation: taking into consideration the variety of national and infra-national situations constitutes a key element for the implementation of specific responses to the issue of food insecurity ;
- * the principle of complementarity and subsidiarity: the application of this principle aims at empowering to the extent possible, the actors at the level where problems are raised and referring to the higher level only for issues that did not find relevant and coherent response at the lower level. In practical terms, certain dimensions of food security may be essentially dealt with at the national level while others involve harmonisation efforts at the sub-regional level. Finally, some dimensions depend mainly on a sub-regional action. This principle will also serve as a guide to clarifying the missions of the different IGOs in the implementation of the regional intervention avenues of the strategic framework ;
- * the decentralisation and good governance principle: improving governance by building on the decentralisation and local development processes (principle of subsidiarity); effective involvement of private stakeholders and socio-professional organisations in the implementation of the strategy; sound and effective management of national and international resources ;
- * the principle of participation: the participatory approach has set the objective of negotiating collective choices and it is expected to lead to compromises agreed to by the actors. It should enable the involvement in institutional mechanisms of all responsible actors of food security at the local, national or regional levels, in order to improve the performance of these participatory processes, from the design to the implementation of the strategies ;
- * the principle of multi-actor and inter-institutional partnership: the recognition of the multidimensional nature of food security in the perspective of poverty reduction implies the endorsement by each country of a food security strategy negotiated with all actors concerned, involving the different ministerial departments the prerogatives of which relate to one or another of the food security dimensions ;
- * the principle of equity: focusing interventions on the poorest social sectors in priority and improving in particular, the inclusion of women who form the population most affected by poverty, in the definition and implementation of food security strategies, programmes and projects, given the major role they play in the area of agricultural production and food processing ;

- * the principle of shared responsibility: the strengthening of the democratic processes goes through the control by the society of public action. The implementation of the framework is dependent on the responsibility of each actor who should be accountable to the community for his or her action ;
- * the principle of transparency, good management of public affairs and the obligation to be accountable: empowerment relates to the results obtained but also to the management of financial resources. The setting up of monitoring –evaluation mechanisms should also seek to enable full transparency ;
- * the principle of coherence: the integration of the food security stakes in the orientation of macro-economic policies, sectoral policies and poverty alleviation strategies –Poverty Reduction Strategy Papers (PRSP) ;
- * the principle of coordination and Sahelian leadership: the coordination and harmonisation of the interventions of the various actors of the national, sub-regional and international community, as part of a leadership by Sahelian actors is a key principle for improving the governance of food security in the Sahel. This leadership should be expressed in the definition of priorities for full ownership and internalisation of the strategic framework.

4.2.2 Role and scope of the regional strategic Framework

Resulting from a negotiated approach, the regional Strategic Framework is an orientation and coordination reference for the interventions for all the persons involved in the search for food security in the Sahel: the States, the Sahelian civil societies, IGOs and external partners. It is therefore complementary to the national strategies that it avoids replacing, rather seeking to ensure their convergence because of the major current stakes and in the longer term, food security in the sub-region.

In this perspective, the orientations proposed in the strategic Framework include two categories of guidelines, according to their level of implementation :

- * either mainly at the national level but cutting across common concerns to all Sahelian countries and hence bearing great regional incidence and/or providing a fertile ground for the development of sub-regional cooperation;
- * or specifically at the regional level or in other words, taking account of aspects that the national level cannot implement alone or which are complementary to the national or infra-national interventions and/or depend on the core or shared mandate of CILSS or mandates of other IGOs in the sub-region.

All of these are working towards building convergence in the national policies. For so doing, the strategic Framework keeps the required flexibility ;

- * to give every country the latitude to define its own policies and instruments based on its realities, while complying with the axes of regional convergence ;
- * and to enable the levelling-up of existing or future national and regional strategies, and more accurate identification of activities responding to situations specific to every country and to the specific mandates of institutions.

The institutional set up selected for the implementation of the strategic Framework includes infra-national, national and sub-regional dimensions. Compliance with the principles adopted in the strategic Framework should enable these different levels to materialise the relevant intervention lines.

4.3 *Specific objectives*

The present Framework deals in detail with all the specific objectives, results and lines of intervention that are most relevant to the actions of Sahelian societies, Sahelian decision-makers and the International Community who are therefore likely to cover all the needs of the region. It maintains all the required flexibility to allow adjustment in the national and regional operational strategies, the priority actions to be achieved, by facilitating the framework of this approach, the participation of different actors concerned by their identification, development and implementation, at the various territorial scales selected.

The **general** objective such as defined above includes five (5) specific objectives, namely :

- * promoting a productive, diversified, sustainable and regionally integrated agriculture (Specific objective n°1)
- * developing, fluidifying, and sub-regionally integrating national markets (Specific objective n°2)
- * Sustainably improving the structural conditions for access to food and basic social services by vulnerable groups and zones (Specific objective n°3)
- * Improving the set up for the prevention and management of circumstantial crises, consistently with the building up of structural food security (Specific objective n°4)
- * Capacity building in the actors and promotion of good governance for food security (Specific Objective n° 5).

4.3.1 **Specific objective n°1: Promoting a productive, diversified, sustainable and regionally integrated agriculture**

The objective is to ensure food security in the sub-region without increasing its dependence on extra regional imports, by relying on the development of capacity to produce locally. Conversely, the idea is also to take advantage of the growth of consumer markets to ensure the economic foundations for Sahelian agricultural development (notably the development of basins), diversify and increase income in the rural area.

The prerequisite however remains the development of water resources and other natural resources, as well as their sustainable management, in the context of the structural scarcity that characterises such resources in the Sahelian region. A structural convergence relation is thus established between the Sub-regional action program to combat desertification (S.R.A.P) and the present strategic Framework for food security.

The main results to be achieved are the following:

- Result 1 : the use of natural resources is optimised within the framework of the sustainable management of agricultural and agro-pastoral production systems.
- Result 2 : The Sahelian agriculture responds better to the growing diversification of the demand for agricultural and agro-industry products.
- Result 3 : The agricultural production better responds to the increase in the demand for agricultural and agro-industrial products.

Result 4 : Fish production is highly increased on sustainable bases.

4.3.2. Specific objective n°2 : developing, fluidifying and sub-regionally integrating the national markets

The idea is to improve the functioning of national markets on the one hand and to increase their sub-regional integration on the other, so as to further stimulate the demand, facilitate investments in agro-industrial sectors, reduce the costs for transaction, reduce consumer prices and strengthen the competitiveness of the products offered at the regional level compared to imported products.

The main results to be achieved are the following :

Result 1 : national markets are more dynamic

Result 2 : regional markets are more fluid and better integrated and exchanges highly increased

Result 3 : the Sahelian agriculture and agro-industrial sectors are more competitive in external markets and better prepared to face international competition.

4.3.3. Specific Objective n°3 : sustainably improving the conditions for access to food and basic social services for vulnerable groups and zones.

The Sahel is still facing a two-fold challenge: responding to a rapid population growth and adapting to the current socio-political and economic mutations. The income of the rural populations and of a large proportion of urban people are still low and their access to food is more and more precarious, the situation being exacerbated by poverty. Strategies and measures should be devised to facilitate the access of the poor to higher incomes and to production means that are likely to contribute to increasing their income. These however require in-depth knowledge of the phenomenon of poverty which is specifically characterised by extreme diversity of their causes, their polysemy and the great number of objectives, measures, actors and means to be taken account of in order to find economically and socially sustainable solutions to these causes.

The objective is to ensure that every Sahelian has access to the resources enabling him or her to meet his or her food needs and get access to public services of safe water, health and education, which are the parameters of well-being that cannot be dissociated from food security.

Result 1: The conditions of access to food that are remarkably improved in the poor zones and for the groups of poor populations.

Result 2: The conditions of access to basic social services are remarkably improved in the poor zones for the groups of poor populations.

4.3.4. Specific Objective n°4 : Improving the mechanism for the prevention and management of circumstantial crises, consistently with the building up of structural food security.

The idea is to anticipate crises in such a way as to minimise their magnitude and optimise management on the one hand, and to avoid the undermining of efforts towards building up structural food security at the longer term by these circumstantial crises, leading to significant human and financial costs.

Taken in its wider definition, the crisis prevention concept includes all the elements presented above, in relation to the strategic orientations of structural food security. Taken in a more operational perspective, a crisis prevention strategy aims at anticipating the circumstantial factors that would affect during the season, people's capacity to appropriately feed themselves.

The prevention of crises was a major axis in the reform of food security policies. Countries are at various levels, armed for early identification of a food crisis. They have collectively developed for that purpose, tools and mechanisms that are fairly effective in the area of food crisis prevention, in particular climate-based food crises. Crises have diverse origins now, and these should be better identified.

The main results to be achieved are the following:

- Result 1 : Relevant early warning systems enabling the prevention of diverse forms of food crises are reinforced or put in place.
- Result 2 : The food security information network is better coordinated and analyses on vulnerability, household living and survival systems are better harmonised.
- Result 3 : Emergency actions are better focused on the potential to get out of the crisis.
- Result 4 : Available food surpluses are better known and better utilised to ensure the supply of vulnerable populations and zones.

4.3.5 Specific objective n°5 : Actors' capacity building and promotion of good governance in food security.

Exercising collective responsibilities in the economic and social areas in the Sahel is still dominated most often by public authorities, especially the central State which is expected to find solutions to all development problems. This also applies to the handling of food security and poverty reduction issues, despite increasingly frequent NGO interventions.

The effective involvement of other categories of actors (professional organisations, company managers, locally elected representatives...) require capacity for organising, steering, management and expertise required for this purpose, as these are most often one of the areas where the State has a comparative advantage. The strengthening, or even creation of such capacity is a prerequisite to give flesh to the required approach to good governance in food security in the Sahelian countries, building particularly on on-going decentralisation and local development processes.

The main results to be achieved are the following:

- Result 1 : the decentralisation process is deepened and consolidated and the capacity of local communities is strengthened.
- Result 2 : Peasant organisations are consolidated and further involved in the definition of strategies for food security and poverty reduction.
- Result 3 : Regional actions of training and experience exchange on sustainable food security and poverty reduction are systematically implemented, based on effective regional practices.

Result 4 : Demographic constraints to sustainable development in the sahel are better controlled.

Result 5 : Regional and national policies for the development of the agricultural sector are better harmonised, for more effective governance in sustainable food security strategies and programmes at the national and regional levels.

3.5 - Implementation of the strategic framework

5.1 The institutional set-up

The institutional set-up for the implementation covers both national and sub-regional levels.

At the national decentralised level, based on the orientations and principles of the strategic framework, especially those relating to participation, coherence and complementarity with poverty reduction, the countries will adapt their institutional set-up to their specific context.

At the sub-regional level, the set-up builds on a light and flexible architecture which values the existing body and supports CILSS in its mandate on food security and natural resource management, enables the operational coordination of actions relating to food security and carried out by different organisations.

The set-up includes a political body (the Council of Ministers) and a sub-regional consultation and coordination framework, both of these ensuring the steering and monitoring-evaluation of the implementation of the orientations of the strategic framework. It is facilitated by CILSS and involves the countries, the major networks of civil society actors, organised at the sub-regional level and other IGOs. Its technical secretariat is the CILSS strategic reflection unit which is currently steering the Sahel 21 process and the support programme from the development up to the implementation of national food security strategies. It will receive the support of the CILSS major programmes in particular.

5.2 Financial resource mobilisation

The principle agreed on by the strategic Framework is that of organising round table meetings for fundraising. These round table meetings will take place at three levels :

- * At the decentralised level for the funding of local programmes for sustainable food security and poverty reduction;
- * At the national level for the funding of the various components of national food security strategies.
- * At the sub-regional level for the funding of activities on convergence building in national strategies and for complementary activities to national and infra-national actions.

The principle of round tables for fundraising should enable reasoning programme priorities based on improved visibility of resources that can be actually mobilised to all actors (budgeted resources, resources mobilised by communities or local community organisations, development aid resources of government or non governmental origin...). The effectiveness of the strategic Framework largely depends on flexibility in allocating resources and on harmonisation of funding procedures.

The institutional set-up proposed for its implementation aims at ensuring complete transparency and sound management of resources, in such a way to create the conditions for greater flexibility in aid. This is particularly reflected in the composition of institutional set up, how it operates and how monitoring-evaluation of the set-up is conducted (cf. supra).

Given the importance of food security in the issue of poverty reduction in the Sahel, it is advisable and legitimate to mobilise a substantial part of the HIPC initiative resources for the funding of the activities programmed for food security.

5.3. Timeframes, responsibilities and monitoring-evaluation indicators

The implementation of the sub-regional strategic framework entails multiple responsibilities at the level of public actors and private and socio-professional actors. Compliance with the principles of the strategic Framework requires that time be given for consultations and negotiations to be conducted normally and effectively at the various geographical levels. National and sub-regional operational strategies will be proposed by CILSS (in 2001) for the implementation of concrete actions for the next five years (2002-2006).

The monitoring-evaluation approach to the implementation of the strategic Framework also builds upon the above-mentioned principles, particularly on the principles of responsibility, transparency, accountability and Sahelian leadership. It relies on a set up that takes account of the reflections undertaken as part of the aid reform.

The mechanism aims at simultaneously ensuring :

- * transparency in the use and management of financial resources, required for establishing confidence between all actors mobilised in the decentralised, national and sub-regional set up ;
- * Transparency with aid agency in such a way as to facilitate the creation of mutual funds and make them fungible, giving all required guaranties in funds utilisation.
- * Permanent evaluation of the results achieved through actions and programmes implemented, enabling the improvement of the steering of the strategic Framework using indicators of results and evaluation criteria accepted by all actors involved and by development partners. The monitoring-evaluation approach therefore has two levels :
 - * The monitoring-evaluation of programmes strictly speaking that are implemented at various levels as part of the strategic Framework for food security. This component aims at verifying the implementation of the principles, compliance with the orientations and timeframes set and with activities selected.
 - * The monitoring-evaluation of the results of national strategies and regional actions...

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This document is the outcome of a process which was started in Banjul in 1997. Based on a rapid diagnosis of the situation of the countries of the Sahel, the developments of food-related issues and the major transformations at work in the Sahelian societies, it outlines the major issues at stake that all indicate that food security cannot be achieved unless it is closely associated with a strategy for alleviating poverty. It does not represent therefore a burden for the international community but rather an opportunity for local level development and regional integration.

Adopted by the second Forum of Sahelian Societies and the 13th Assembly of Heads of State and Government of CILSS Member Countries, this Strategy Paper is the single reference frame for both the public and private actors of the Sahel.



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