



# **FIGHTING FOR LOCAL CONSUMPTION IN WEST AFRICA - A SUMMARY -**



Fondation  
de  
France



JAFOWA  
Joint Action for Farmer Organisations in West Africa

# editorial

Since the 1980s, family and peasant agriculture is threatened by liberalization and the weakening trend of African farming policies. However, in West Africa, it is producing most of the world's food, it is employing more than 60% of the active population and it is better able to manage natural resources sustainably.



**Axelle Davezac**,  
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Convinced by its potential, CFSI and Fondation de France launched the program "Promotion de l'agriculture familiale en Afrique de l'Ouest" (Pafao) ten years ago. It brings together the Network of West African Farmer and Producer Organizations (Réseau des organisations paysannes et de producteurs d'Afrique de l'Ouest - Roppa) within its steering and follow-up committee, Seed Foundation, JM. Bruneau Foundation and the JAFOWA program as partners. It is supporting initiatives from 300 organizations in favor of fair and sustainable farming and food systems. They are innovating, exchanging to produce knowledge and they are acting with policy makers. In order for those initiatives to spread, increase and to be included in public policies, since 2015 the PAFAO program is also prioritizing scaling-up strategies.

In the publication *Fighting for local consumption in West Africa*, we invite you to analyze the challenges to be faced. Those challenges are questioning farming, food and commercial policies because it is essential to support both local production and its agri-food processing, and to regulate the imports that are in competition. Senegal did it for the onion sector, Guinea for the potato one. In order for those experiences to become widespread, it is still necessary to build a political context that favors distribution methods protecting the employment further, ensuring decent prices to producers and participating to the evolution of dietary habits for the benefit of local consumption.

As we can see within those pages, some solutions exist on the scale of the territories: some associations are promoting nutritious cereals that are overlooked ; some communities are concerned about local markets. The contractual relationships between the producer and the food processor organizations are structuring the sectors. The quality approach is progressing thanks to the cooperation between producers and consumers.

But in the face of the remaining obstacles, civil society organizations have to remind decision makers continually of their commitments regarding the achievement of sustainable development and food right's objectives. They carry legitimate demands in order to achieve policies favoring agroecology, land access, the acknowledgment of farming professions and the opening of institutional purchases to local products (for schools canteens for instance). Therefore, the consumption of local products will be encompassed within territorialized food systems that prioritize the population and the environment.

**Axelle Davezac**, Fondation de France's chief executive  
**Anne-Françoise Taisne**, CFSI's general delegate

1. In English : *Promoting Family Farming in West Africa*



Poster on the  
cooperation  
Benin-Switzerland  
in a street  
of Cotonou.  
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# Consumption of local products in West Africa

**E**n In West Africa, high demographic growth and rapid urbanization have transformed our population's demographic characteristics: in 1961, 80% of the 70 million West-Africans were peasants; in 2011 the proportion fell to 56% of the 342 million; in 2050 they might be no more than 37% of the 815 million inhabitants.



Djibo Bagna,  
Chairman  
of the Board  
of the Roppa  
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du sahel et  
de l'Afrique  
de l'Ouest

Those evolutions have transformed food economy. Today 20% of our consumption is imported, representing from 30 to 50 billion dollars for sub-Saharan Africa, depending on the year. The International Food Policy Research Institute (Ifpri) considers that the check might reach 150 billion dollars in 2030. These figures are alarming: Which exports would enable us to pay such an invoice? What future do we offer to our agricultures? What kind of jobs will we be able to offer to our peasants, farming producers, stock breeders, shepherds, agropastoralists and fishers?

The responsibility for this situation is threefold: the value chain's actors of agrosylvopastoral, fishing and food productions (farming producers, food processors, merchants...), the consumers and public authorities are simultaneously responsible.

The Network of West African Farmer and Producer Organizations (Roppa), the national peasant platforms and their member federations have to increase their efforts in order to offer to their urban consumers national food products that match their needs and their demands. This objective requires structured partnerships and contracts

between the different actors of the national agri-food chains.

The consumers play a key role. Depending on their choice, the national food system will become the central driver of economic, social and environmental development or -if they prefer to opt for the imported products-, of national endowment and of the marginalization of the vast majority of economic actors that are involved in the large food system (...).

Lastly, public authorities have a great responsibility for the evolution of production, processing and distribution activities, for directing consumers' choices and for defending national products and market regulation. (...) Local authorities, government and regional organizations' policies must support all the dynamics that enable to make local, national and West-African food systems the key drivers of economic, social, environmental development at the local, national and regional levels.

In the light of this major challenge of "local consumption", it is on the field and by searching for alternatives that we wish to get involved with those –producers, consumers and public authorities- who work in our countries for the promotion of agriculture and food transition. (...) We would like to make national and West-African samples that would enable us to carry out, with the agriculture and food chains' actors, some dissemination and scaling up actions for those landmark initiatives, but also to strengthen our campaign "Afrique Nourricière" targeting the consumers and the advocacy for "food sovereignty and local consumption" towards public local and national authorities. Together, peasants and agricultural producers, consumers and public authorities, we must jump-start this central engine of our development.

| **Djibo Bagna, Chairman of the Board of the Roppa until December 2018**



Handling of imported rice from China in Dakar's autonomous port.  
© Rikolto

# understanding

**Understanding the challenges :  
a condition for the development  
of local products' consumption**

# Liberal model and competition between local and imported agricultural products

## A LIBERAL OFFENSIVE AGAINST AGRICULTURE

Over the last few years, agriculture has become again a political issue for the international community. Following the example of the African Development Bank's strategy *Nourrir l'Afrique* (Feeding Africa), productivist and free-trade agriculture remains the priority, to the displeasure of peasant movements which are blaming it for serving the multinationals and the agribusiness' interests and are claiming the support to family and healthy agriculture and to a local market in favor of food security. This discrepancy is at the heart of the opposition to the Economic Partnership Agreement (APE) with the European Union.



A Senegalese vegetable producer.  
© Enda Pronat

## A STRONG COMPETITION

In West Africa, demographic growth and rapid urbanization have transformed local food economy. According to the FAO, Africa should more than double its food production by 2050 in order to match population growth. Today, only 20% of the sub-regional consumption is imported but 72% of the consumed cereals are imported wheat and rice, the situation differing from one country to another. Today, according to the Development French Agency (DFA)'s study, the share of local products in the value of the West African Econo-

mic and Monetary Union's capitals consumption, all products taken together, amounts to 61.3%. However, Africans' food practices are evolving and therefore, products used for sauces (such as vegetal oil, sugar, fish) and fresh products (milk, fruits...) are added to the import bill. Processed products, which are developing on the market, are also affected by competition. Therefore, if nothing is done, the competition between local and imported products, today limited to some products, will rise.

## WHAT PLACE FOR LOCAL MILK IN NIGER?

Interview with Christophe Rigourd, program manager at the Institut de Recherches et d'Applications des Méthodes de développement (Iram).

« Today we see that the bottleneck has moved downstream. (...) This is because we tend to be reluctant to invest in equipment dedicated to local milk despite the evidence showing a favorable market, but also because the industrial sector has cash management difficulties, or because many Niamey's street sellers are displaced towards the end of the chain, and finally because of the lack of binding and incentive framework for the industrial sector.»

## FOCUS: MILK'S EXPORTATION: EUROPE IS MAKING A GOOD DEAL

**For more than fifteen years, the European Union has been seeking for an Economic Partnership Agreement with West Africa, while being constrained to remove most of its trade protections regarding the European exportations, including milk powder. Therefore, imported milk is competing significantly local milk which is, on one hand, sold at higher prices on the market and, on another hand, more difficult to conserve and to transform. This competition has only gotten worse with the growing importation of a new product: skim milk powder, which is fat-filled with vegetal oil and sold 30% cheaper than whole milk powder. Local milk production is rising in West Africa and has a strong development potential. Trade and support policies adapted to local milk sector would enable to limit imports dependence and poverty, which is affecting the breeders especially.**



Traditional market in Benin  
© Yves Le Bars

## The sectors' issues

### THE COMPETITION IS ALSO AFFECTING PROCESSED PRODUCTS

The agri-food processing sector remains unstructured in West Africa and is mainly organized by a myriad of micro and small agri-food companies essentially managed by women in the formal and informal sector who are not very visible in the economic landscape and even totally absent in the political choices. However, today processed products constitute 51% of the food purchased by the households. Much needs to be done to support those thousands of small companies and to address the issues related to the structuring of the sectors that create employment and incomes : creation of a link between the production and the consumption, funding, professional training, equipment, infrastructures... The opening of the West-African economies is all the more unfair as it is suddenly developing competition between the multinationals with massive resources and a myriad of very fragile small companies.

### INTERVIEW: "THE PRIVATE SECTOR ISN'T MAGIC POWDER!"

Interview with Simone Zoundi, Sodepal's manager and Chairman of the Federation of Agro-food industries in Burkina Faso (Fiab) whose mission is to support and promote local products.

"It is said that the private sector is the engine of development, so then give it the capacities! The private sector isn't magic powder: it needs funding! Moreover, our spaces in industrial area must be able to host the units, because it is where we can control costs, share the expenses, for energy particularly. (...) We ask the government to pass a legislation providing that if a foreign company is moving to Burkina it has to build a win-win partnership with a local company."

### THE COMMERCIALIZATION ISSUES

For the producers, production is being controlled by demand. Production planning, quality control, collection, storage and shipping organization, commercial follow-up, access to packaging,... are the new issues faced by local producers which force them to find new organizational structures, demand for new skills, particularly if they want to access large-scale distribution, a sector which is increasingly encouraged by African states that are willing for modernity.

### LARGE-SCALE DISTRIBUTION: A STEAMROLLER?

Although 90% of the West African sales are sold on traditional markets, West Africa is the new Eldorado for large-scale distribution, which is encouraged by the emergence of a middle class. Supermarkets are flourishing and are deemed as opportunities regarding employment and job prospects for local producers. The large-scale distribution -as a contractual integration system where all the costs are borne by the producers while the distributor controls the prices by keeping them as low as possible-, is still not benefiting small producers at present. Should we roll out the red carpet or better monitor its establishment?

### FOOD PRACTICES ARE EVOLVING

Contrary to what is commonly believed, both rural and urban consumers buy their food on markets and auto-production has significantly decreased. Likewise, most of the food consumed by the population is still produced locally apart from some cereals such as rice and wheat. Indeed, the consumers tend to promote imported rice which is cheaper and considered to be of better quality.



A canteen's team from the Matar Seck School being trained to prepare local products, Dakar, Senegal. © Grdr

However, the experiment conducted by the National Plateform of peasant and agricultural producers' organizations (*Plateforme nationale des organisations paysannes et de producteurs agricoles- Pnoppa*) in Benin on the quality of local rice shows otherwise. Similarly, Senegalese consumers are intending to diversify their diets and to consume local products. It would then seem essential to develop large awareness campaigns targeting consumers in order to tout the origins and the quality of "local products", a concept that is not meaningful for the whole population. The

government must make the consumption of local products a priority!

**FOCUS: GOOD ! BUT THERE IS STILL A LONG WAY TO GO...**

**In Senegal, the *Association des consommateurs du Sénégal (Ascosen)* provides support to local consumption, while highlighting the challenges to be met: the producers' adaptation to urban demand and the concrete achievement of political promise.**

## Women leadership enhancement

"We are fostering women's leadership". By Halima Thiouso, chairwoman of the women's college of the Niger's peasant Platform African women, who are in charge of the products' processing and conservation, play a leading role in the consumption of local products. The women's college of the Roppa has firmly committed to the campaign *Afrique Nourricière*, launched in 2005, as in Niger with local products tastings, culinary contests, cookbooks' publishing, and schoolchildren's awareness. The women's college is also gradually moving towards agribusiness in order to empower women economically. This will have a positive impact on women's land access.



Cooking competition within the *Afrique Nourricière* Campaign in Senegal. © CNCR

# regaining

How peasant organizations are influencing the system

# Building territorialized food systems

Territorialized food systems emerge as an alternative form of the dominant agroindustrial model. In West Africa the actors are implementing innovative agricultural initiatives focusing on agro-ecology as well as a new food governance based on ethical and participative methods.

The strategies meet the similar objectives of territorial enhancement through agro-ecology, the collective management of resources, the diversity of the production systems and the preservation of family exploitations, while adapting to the conditions and the challenges of local territories.

## FOCUS: LOUGA, A TERRITORIALIZED REGION-LEVEL FOOD SYSTEM

In the Louga region, in Senegal, the consumption of peasant families is dominated by wheat-based foods. The Peasant Associations' Federation of Louga (*Fédération des associations paysannes de Louga - FAPAL*) is taking actions to sustainably transform consumption patterns in favor of local cereals (corn, millet and niebe) on several strategic levels: awareness-raising on local products' consumption ; provision of means of production to its members; support for marketing and processing while creating added value; skills development; influence on policy-makers for the promotion of territorialized food systems.

However, quality standards, certification and mass distribution's opening are hindering the achievements of those objectives. Public authorities' responsibility is then incurred.

# Conducting advocacy

In 2016, Enda Pronat succeeded in introducing a master degree on agroecology into the Dakar's Cheick Anta Diop University (Université Cheick Anta Diop – Ucad). © I. Duquesne

## ENDA PRONAT'S ADVOCACY STRATEGIES

Established in 1982, Enda Pronat (for *Protection naturelle des territoires*) has first been engaged in advocacy activities in favor of agro-ecology and against pesticides by carrying out agro-ecology experiments and classes. Then, while making an alliance with peasant organizations, it got involved

in the management of land and natural resources which is fundamental for the implementation of a territorialized food system, and has taken actions against land grabbing. Its experience confirms that it is essential to conduct advocacy both nationally and locally and with the support of local authorities.

# Structuring the sectors

## INTERVIEW: "INTERMEDIATION IS A STRATEGIC ISSUE"

Interview with Nicolas Bricas, socio-economist at CIRAD.

"It is true that production has been considered for too long as the key issue, while intermediation has been underestimated: processing, storage, marketing, distribution... Yet, a West-African urban middle class has emerged while arousing the interest of major foreign corporations which are willing to integrate into local products' processing and might compete with thousands of small companies. The structuration and the professionalization of the intermediation sector is a major issue. (...) One of the approaches involves supporting the creation of service cooperatives that will carry out the downstream operations for a range of small companies."

## THE SECTORS' STRUCTURATION IS AFOOT

According to the paper written by Vital Pelon (Inter-réseaux) "Faire ou faire faire"

As can be seen in the capitalization work carried out by the Roppa, peasant organizations increasingly believe that it is more strategic for them to focus on their core business while developing contractual arrangements that are placed under the control of peasants. Indeed, an increasing number of peasant organizations is getting aware of the interest that binds them to craft processors:

the "sector-based approach" is taken for granted, which was not the case a few years ago. It usually starts with the creation of a consultation framework including the producers, the processors, the merchants, but also the decentralized State services, the local authorities, and the financial institutions. The alliance strategies have led to good results provided that they are supported by strong peasant organizations that are able to negotiate and which are based on trusting and longstanding relationship benefitting to the different actors.

# Developping market tools

## MIS AGAINST SPECULATION?

Reducing agricultural losses and standardizing seasonal supply imply not only to improve the supply chain but also to disseminate information. Mobile telecommunication offers opportunities: the Market Information Systems (MIS) collect, process and disseminate information about the evolution of prices and the availability of farming products, which therefore allow the reduction of speculation and perishable products while connecting excess and deficit areas. However the issues of sustainability and funding of this service still need to be addressed.

the consumption of local and quality products. "The producers must understand the challenge that quality compliance represents for them. If the packaging is attractive but the quality doesn't follow, the consumers' sanction comes right away. Consumers are wary, especially as the dangers of poisoning are real, given the lack of a real agri-food sector's supervision. [...] The State must at least create an enabling environment for the consumption of local and quality products (tax exemption or reduction for the certified companies, etc.)"

## INTERVIEW: HEALTH SECURITY, A MARK OF CONFIDENCE

Interview with Chakirath Salifou, teacher/researcher at the Department of animal health and production of the Ecole polytechnique of Abomey-Cavali's University, in Benin, who tells us about the importance of health security as a condition for accessing mass market and of the State's critical role in the creation of an enabling environment for



Peasant mobilization in Guinea-Bissau "Agriculture: we eat what we produce" © Essor



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Writing down prices in order to launch a MIS, Mbfafaye, Senegal © Agrisud



Shop-bar-restaurant (Bobar) of local products in Komé, Togo.  
© AFL

### **LABELLING TO CONVINCE CONSUMERS**

Promoting the consumption of local products begins with trust-building between producers and consumers. While adopting quality approaches, labelling and protected Geographical Indications, West-African producers can access more profitable markets. However, they would have to face high constraints that can be difficult to overcome. The Participatory Guarantee Systems are a good compromise for the producers who are increasin-

gly adopting this certification which is based on the participative and transparent cooperation between producers and consumers. This system ensures not only the organic quality of products, but also facilitates know-how and knowledge exchanges between the producers, the cost of quality control's reduction, the organization of short distribution channels, etc. However, public authorities' support is essential to encourage producers to conquer mass market.

## **Reaching mass markets**

### **STIMULATING DEMAND FOR MARKET DEVELOPMENT**

Demand tends to be neglected by agricultural policies. It is essential to stimulate consumers' demand of local products, which will have ripple effects on the whole chain.

During a workshop organized in Lomé, the Togolese organization Oadel and its Swiss partner, *the Plateforme Souveraineté Alimentaire*, have worked on the strategies to reverse the trend. The watchwords were : increasing consumers' awareness via all the existing media; strengthening the products' competitiveness through packaging or labelling; linking producers, processors and consumers; conducting advocacy while developing alliances. The sharing of communication tools must be key areas of work.

### **LOCAL PRODUCTS ACCESSIBLE TO ALL!**

In West Africa, local processed food are mostly sold on niche markets and are targeting upper

classes or emerging medium classes. The challenge is to combine peasants' fair remuneration and accessible prices for the working classes, which are in addition threatened by the fluctuations of global prices. There are several work approaches: working with intermediaries (the bana-bana), especially for the agro-ecological products' marketing, with the women cooking in the street by providing them quality food products under attractive conditions, by creating intermediate social companies, by putting in place credit funds or purchasing offices...

But fighting against food insecurity implies to reconsider the agricultural policies that focus on the production of cash crops or cereals at the expense of other sectors, and to encourage farm and food diversification... The solutions also require nutrition education and women's empowerment. Finally, a variety of initiatives must focus the poorest specifically.

# suggesting

Do not give up!

## Towards a greater role for the civil society

### INTERVIEW: «AGREEMENT ACP-UE: TOWARDS A GREATER INVOLVEMENT OF AFRICAN CIVIL SOCIETY?»

Interview with Neyen Mimica, EU Commissioner for Development who defends the EU's role as a political partner of African agriculture.

The EU, the 1st world importer of agricultural products from the LDCs, is today the largest provider of development assistance; the sectors of nutrition and food security and sustainable agriculture are its main sectors of intervention (2014-2020). Small-scale agriculture support became one of its strategic priorities. "The Cotonou agreement with the ACP countries (the African, Caribbean and Pacific states) provides an "unique setting" regarding international cooperation.

It specifies the role of its stakeholders (parliaments, local authorities, non-state actors, including the civil society) regarding the political dialogue, but also the planning and the implementation of the cooperation programs. As article 4 stipulates, they are informed and involved in the consultation on the policies, strategies and cooperation priorities, as well as in the political dialogue."

At a time when the future agreement is being negotiated, M. Mimica wants to enhance the role of non-state actors and of civil society. Therefore, it was suggested by the Commission that the new ACP agreement should be legally binding and that the future partnership should take a participative approach.



Meeting of the Association for the promotion of breeding in Sahel and in Savannah (Association pour la promotion de l'élevage au Sahel et en Savane – Apress) under the aegis of ECOWAS. © Apress

## Towards enabling policies for local products

### INTERVIEW: THE GREAT PARADOX

Interview with Materne Maetz, an agricultural economist

Agriculture is a vital sector for the West-African populations and economy. However, public policies are struggling to match the challenges, and food prices are kept at the lowest level. This is influenced by the interests of urban consumers who are almost entirely dependent of the market, and those of merchants and industrialists who are often very close to power. Moreover, the opening of markets that came with the structural adjustment programs has discouraged local production.

### AGRICULTURE: A WEST-AFRICAN POLITICAL PRIORITY

In over ten years, agriculture has become a priority agenda in West Africa again.

ECOWAS and WAEMU has managed to unify their objectives regarding food security, the increase of sustainable and agricultural productivity, and the improvement of producers' living conditions. They focus on the strategic sectors with regional investment programs, research investment sharing, family farms' valorization, while acknowledging the "check and balances" role of producer organizations and providing a support to the consumption of local products. However, competition remains a sensitive issue against West African producers. Furthermore, even though ECOWAS and WAEMU have defined regulations on seeds and inputs, those are based on free trade and are related to chemical inputs only. Finally, funding remains clearly insufficient and it mostly does not target peasants directly. The regional food security reserve, held jointly by ECOWAS and WAEMU, is the most emblematic supportive system for the consumption of local products.

### INTERVIEW: "THIS DECREE AIMS AT PROMOTING BURKINABE PRODUCTS"

Interview with Paul Kaba Thiéba, Prime Minister of Burkina Faso.

In 2017, Burkina Faso enacted a decree on the pur-

chase of local food products by the public institutions. It aims to protect the agricultural sectors that are experiencing difficulties.

"This leads naturally to an increase in the products' supply in quantity and in quality, to the improvement of those products' competitiveness against the similar imported products, and to a major source of income for the producers." The decree was adopted as a precautionary and temporary measure in view of the commitments towards regional and international organizations (such as WTO).

### THE DECREE ON LOCAL PRODUCTS: GOOD, BUT CAN BE BETTER

Although peasant organizations welcomed the decree on the promotion of local products and the benefits are tangible, much remains to be done. The Peasant Confederation of Faso (Confédération Paysanne du Faso – CPF) notes specifically a problem of incompatibility between the schedule of public orders and the peasant organizations' production, as well as the non-

respect of the directives by some public organizations.

### VAT EXEMPTION: A SOLUTION FOR THE CONSUMPTION OF LOCAL PRODUCTS

In Togo, the 2018 finance act exempted local rice from VAT. In favor of the consumption of national products, this measure has been applied by the BB Lomé (Brasseries du Bénin) in partnership with the "Services Companies and Producers' Organizations" (Entreprises de services et organisations de producteurs – ESOP) : once it has been ensured that the Togolese "Riz Délice" was meeting the quality requirements, the brewery substituted its imported rice for it and a contract was set with the producers for the provision of 1,000 tons of rice per year. However, the local rice supply capacity remains limited. According to Komi Abitor, Chief Executive of *Entreprises, Territoires et Développement* (ETD), "The conquest for local urban markets should extend to the agroindustries ».



Onion is part of the products targeted by the decree: the public structures must give priority to the purchase of Burkinabe onions. © Siad

## Towards an indispensable support to land access and agroecology

### INTERVIEW: IN ORDER TO FEED THE POPULATION, LET'S TRUST IN FAMILY AGRICULTURE.

Interview with Nadjiro Sall, general secretary of the Network of West African Farmer and Producer Organizations (Roppa)

The Roppa is fighting for the implementation of

more enabling agricultural policies and regulations for family agriculture and the consumption of local products.

"Every peasant family is, in a way, producing agroecologically : it is intending to preserve its land's productive capacity and to pass it on to the next generations. The Roppa is mobilizing to enhance





Training in agroecology, Mali © RHK

sustainability, resilience, natural resources' preservation and the production of healthy foods. [...] The Roppa's position is clear: we don't have any problem with the private sector. The family farms are the first private agricultural stakeholders! We want them to get access to this technical and financial resources dedicated to transformation. The main advances made towards the consumption of local products are mainly due to the mobilization of family farms and rural women."

**INTERVIEW: "A REAL STRUGGLE FOR INPUTS"**

Interview with Ibrahim Sarr, Chief Executive of the Réseau des horticulteurs de Kayes (Kayes' horticulturist network- RHK).

RHK is supporting the producers in their transition towards agro-ecology. Its major concern: the implementation of enabling policies for peasant seeds and organic inputs.

"First of all, the State should extend the list regarding the plantations that could be subsidized, especially to vegetable cultivations. It should also help small producers to set up production units with organic inputs, directly on the farms, rather than encouraging the multinationals' enrichment. With the subvention of a small production unit at the village level, the gain remains in the country."

**GIVING EQUITY TO LAND ACCESS**

Land is the first wealth of peasants and breeders. Under the combined onslaught of projects that are translated into land grabbing, demographic and urban growth, land pressure continues to grow, however. Land access security, especially for women and youth, is a matter of urgency.

Committee on World Food Security (CFS) provided a first and non-binding response through the adoption of Voluntary guidelines on responsible governance of land tenure (2012) as well as principles of responsible international investment in agriculture and food systems (2014); however progress remains to be made regarding the African states that have to reform their land systems in order to protect agricultural lands from the investors' greed, while facilitating land access to women and youth.

On this respect, the Beninese land policy is a model to follow: following a major peasant mobilization, land was returned to territorial authorities (and not to the State only). A land register, a National agency for Land and Estate (Agence nationale du domaine et du foncier – ANDF) as well as land management commissions have been set up in each municipality.

# Towards the integration of small producers into mass markets

**INSTITUTIONAL PURCHASES: A STRATEGIC ISSUE.**

Emergency food aid, national security stocks, school canteens and governments' supply... The State regularly has to make major agricultural and food orders that significantly benefit local products and sectors' development. The West African producers' organizations are getting organized in order to face the challenge of public order, for example in school feeding. But the potential is as real as the challenges that it implies. Therefore, producers' organizations have to adapt

to the demands related to the products' quality, the compliance with orders, the complexity and the length of the proceedings related to the purchases, the delays in payments, and unwanted implementation schedules. Furthermore, the prices charged by the institutions are often less advantageous than those charged by the market and do not cover the quality requirements. Then, efforts must be made by the public authorities in order to align government purchases' modalities with the requirements of food right. That is why advocacy is important.

**INTERVIEW: WE DO NOT WANT TO RAISE FALSE EXPECTATIONS ANYMORE.**

Interview with Gianluca Ferrera, senior advisor of the WFP's P4P program.

In 2008, the World Food Program (WFP) launched the initiative Purchase for Progress (P4P) which aimed to buy directly from local small producers in order to pay them at a more remunerative price that encourages them to invest.

"The WFP have set the target to reach approximately 10% of purchases from small producers. Thanks to P4P, we are currently around 2%. In some West African countries, we are even reaching 20%. Our demand must be steady and foreseeable (from 3 to 5 years) so that the small producers can invest and offer quality products. However, our need for food assistance can drop significantly, simply because the situation is improving or because the WFP substitutes in-kind assistance by money transfers".

"The WFP's demand can be a push for small producers but it cannot constitute a market in itself in the long term. [...] The vision that underlines our strategic plan 2017-2021 consists in connecting them as much as possible to both public and private markets. Therefore, the representatives of the

WFP are conducting advocacy actions toward the governments so they facilitate the cooperation for those policies' implementation."

**INTERVIEW: QUALITY STANDARDS IN ORDER TO PROTECT THE PRODUCERS.**

Interview with Tahirou Traoré, manager of GRET's health and nutrition programs in Burkina Faso.

Chronic malnutrition affects nearly one in three Burkinabe kids. Local producers of food supplements and infant flours managed to penetrate the institutional market.

"The WFP has food assistance programs that order imported products. Thanks to our advocacy activities, coupled with the government's actions, those programs are increasingly oriented towards the purchase of local infant flours. Moreover, the GRET and the WFP are supporting a small Burkinabe company so that it can produce flour in accordance with the WFP's quality standards. Our advocacy action is also targeting Echo 1 and most of the international NGO working in Burkina Faso so that they can get its supplies locally for the food assistance distributed to the poor households."

"We have been working for several years so that good quality food supplements are included in nutrition and food security Burkinabe policies."



Marching against Monsanto, 2015, Ouagadougou, Burkina Faso. © Autre terre

# The need for a collective backing

“Fighting for local consumption in West Africa”: this is not a trivial or random phrase. West Africa is facing several demographic, ecological, food and nutritional challenges. In 2050, it will have to feed 815 million inhabitants with less peasants. According to the FAO, this means that it would have to more than double its agricultural production! The region will also be home to more than one-third of the world's undernourished population, compared to a quarter today, according to the OECD and the FAO. The increase in demand for food products, the changes in food habits imply a rapid growth of net food imports (...). If we add the risk of higher agricultural inputs prices, the combination of these factors reminds the context of the “food riots” that hit sub-Saharan Africa in 2008.

The consumption of local products is nevertheless progressing strongly, thanks to many initiatives. This is reflected in the previous pages.

It is the promotion of an agricultural and food system based on family, peasant and sustainable farming, which is at stake, with its multiple impacts regarding job creation, especially for women and youth. It is the defense of a model that is best able to meet the double challenge of demographic growth and of the adaptation of climate change and environmental perturbation. And, finally, it is a struggle for food sovereignty and for a fairer future to ensure that the created value is better distributed from the upstream to the downstream sectors.

However, some concerns remain. Despite the promising innovations in quality and presentation, marketing, labelling, institutional purchases, etc., local products are still struggling in order to integrate markets. The range of experiences that are presented here allows to identify the reasons related to a set of constraints; (i) the rise of food imports; (ii) the massive arrival of large-scale distribution; (iii) the development of industrial agriculture and its consequences on environment and land grabbing; (iv) conspicuous consumption due to the still significant preference for imported products; (v) the lack of more protective regional trade policies and of national policies supporting local products; etc.

Far from discouraging, the obstacles and the examples described in this publication give guidelines to reverse the trend. Let's stay alert to the multiplicative initiatives because they show ingenious uses of technologies in order to reach new audiences, exemplary learning experiences that encourage to act in order to feel and to change (cooking, tasting, cultivating), and alliances to be replicated. For their part, the public authorities can participate to this scaling-up process while acting to the benefit of local products' consumption both as buyers and regulators.

But let us make no mistake: winning the fight for local consumption requires all the actors to play a role, both in West Africa and in Europe. The responsibility is three-fold: it is of the agrosilvopastoral, fishery and food value chain's actors (producers, processors, merchants...), of the consumers and of the public authorities both in the North and the South. Those alliances are essential for building strategies in the short, medium and long terms because the current frenzy over the consumption of local products is a cyclical advancement that needs a structural consolidation.

The program Promotion of Family Farming in West-Africa (PAFAO) contributes to this multi-actor dynamic by supporting local and peasants innovations, by encouraging their participative capitalization, by addressing the scaling-up issue, by linking its action to those of its partners: the Roppa, Seed Foundation, the program Joint Action for West Africa (Jafowa), among others. This publication is a concrete illustration.



Fanmilk, dairy products from imported milk powder, Togo.  
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In 2014, the publication *Nourrir les villes*<sup>1</sup> was promoting the expertise of the organizations supported by the program “Promotion de l’agriculture familiale en Afrique de l’Ouest” (PAFAO) carried out by Fondation de France and the Comité français pour la solidarité internationale (CFSI) in partnership with the Network of West African Farmer and Producer Organizations (Réseau des organisations paysannes et de producteurs d’Afrique de l’Ouest – Roppa). It was showing the great potential of family farming in West Africa which has been able to provide most of the populations’ food, despite its weak support.

Where are we standing today? Are local products expected to regain market shares against imports? Are the populations consuming what their peasants are producing? Four years later, the program PAFAO and the Roppa are collaborating with the program Joint Action for Farmers’ Organisations in West Africa (Jafowa) in order to update on the sensitive issues but also on the successes of local products’ consumption in West Africa. The challenges are outlined by three main issues : understanding the challenges in order to promote the development of local products’ consumption, taking action in order to regain

the food systems in the territories, being proactive in order to influence the political and institutional environment. Then, some interviews are carried out with “those who are acting” who explain how the organizations have embraced the challenge of a local products’ marketing that would distribute value-added equitably and that would provide the consumers a healthy food. Their word inspires, gives courage and, when it connects with the advocacy for a more enabling political environment for sustainable family farming, builds confidence. Could we then say : “Yes, can the fights for local consumption be won?”

