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**Mobilizing and federating programs:
detailed presentation**

Table of Contents

1	What need for mobilizing and federating programs?..7
2	Definition of the mobilizing and federating programs..7
3.	How do the mobilizing programs intermesh with the RAIIP and the thematic programs which already exist or are under development?10
4.	Summary presentation of the three mobilizing programs.....12
4.1.	“The promotion of strategic products for food sovereignty”12
4.2.	“The promotion of a global environment conducive to regional agricultural development”13
4.3.	“The reduction of food vulnerability and the promotion of sustainable access to food”13
5.	Financing mobilizing programs14
6.	The institutional implementation framework16
7.	The policy instruments and incentive measures16
8.	The next steps18
Mobilizing Program n°1 : Promotion of strategic products for food sovereignty 19	
1.	Purpose and thematic field.....20
2.	Preparation process21
3.	Issues.....21
3.1.	Major problems to address.....21

3.2. Ongoing Programs in the region.....	24
3.3. Lessons learned of previous programs.....	25
4. Linkages to ECOWAP/CAADP guidelines and axes.....	26
5. Logical Framework of the Program	26
5.1. Overview.....	26
5.2. Component 1: Promotion of rice, maize and cassava value chains.....	28
5.3. Component 2: Promotion of livestock, meat and milk value chains.....	33
6. Summary of financing plan	38

Mobilizing Program n° 2 : Promotion of a global environment conducive to regional agricultural development 41

1 Purpose and thematic field.....	42
2 Preparation process	42
3 Issues.....	43
3.1. Major problems to address.....	43
3.2. Lessons learned from previous approaches.....	44
4 Link with the orientations and guidelines of ECOWAP/CAADP.....	45
5 Logical framework of the program.....	46
5.1. Overview.....	46
5.2. Component 1: The improvement of the business environment of the agri-food value chains.....	48

5.3. Component 2: Adaptation to climate variability and change and integrated management of shared resources	57
5.4. Component 3: Operationalization of an information and decision support system	60
5.5. Component 4: Strengthening institutional and human capacities.....	64
6 Synthetic presentation of the financing plan.....	67
Mobilizing Program n°3 : Reduction of food insecurity and promotion of sustainable and stable access to food.....	70
1. Purpose and thematic field.....	71
2. Preparation process	73
3. Issues.....	73
3.1. Major problems to address.....	75
3.2. Ongoing Programs in the region.....	76
3.3. Lessons learned from previous approaches.....	76
4 Linkage with ECOWAP guidelines and axes	78
5 Logical framework of the program.....	79
5.1. Overview	79
5.2. Component 1: Definition of a regional approach to safety nets for vulnerable populations.....	83
5.3. Component 2: Adapting the mechanism for monitoring vulnerability and prevention of food crises"	90
5.4. Component 3. "Providing safety nets for the vulnerable urban populations"	95

5.5. Component 4: Establishment of safety nets targeted at the rural poor and the vulnerable	97
5.6. Component 5. "Promoting regional instruments for food security"	98
6 Synthetic presentation of the financing plan.	102

GENERAL INTRODUCTION

1 What need for mobilizing and federating programs?

- 1 The implementation of ECOWAS/CAADP is based on the implementation of investment programs at the national level (NAIP) as well as at the regional level. The NAIPs represent the visions, aspirations and priorities of Member States. As such, they constitute the referential framework for the programming of activities in the agricultural sector and the framework for coordinating international aid.
- 2 At the regional level, the mobilizing programs combine investments and public policy reforms (instruments and measures). They complement the NAIPs, incorporate regional dimensions, manage interdependent relationships between countries and organize their cooperation on common issues.
- 3 The mobilizing programs are designed in accordance with the desire of the ECOWAS Commission to accelerate the implementation of the regional agricultural policy. They correspond to a selection of strategic priorities enabling a response to be implemented to the crisis resulting from the new international and regional economic situation while undertaking structural reforms facilitating a far-reaching transformation of the West African agricultural sector.
- 4 By undertaking this prioritization work, the ECOWAS Commission aims to promote West African leadership in defining, steering and implementing policies and programs corresponding to the orientations defined by the Heads of State and Government following a comprehensive process of dialogue and negotiation with the operators in the agricultural sector and the field of food security. It also wishes to present the Member States and the Community with realistic programs which are in line with the implementation capacities and represent an acceptable cost for the different domestic and foreign contributors.

2 Definition of the mobilizing and federating programs

- 5 The mobilizing programs focus on a limited number of key questions which are decisive in stimulating and guiding a crucial and massive transformation of the West African agricultural sector.
- 6 They are aimed at providing solutions to the main obstacles to agricultural growth by simultaneously dealing with the production objectives, the business objectives and global environment in the agricultural sector and the objectives relating to access to food.

- 7 They are designed with a view to significant short- and medium-term results. These results must be measurable when this first generation of programs comes to an end in 2014.
- 8 While focusing on the three axes and six components of ECOWAP/CAADP as well as the four pillars of NEPAD, these federating and mobilizing programs facilitate the implementation of the guidelines of the “Regional Initiative for Food Production and the Fight Against Hunger”. They aim to ensure the correct coordination of short-term investments in response to the urgent nature of the crisis as well as the medium- and long-term framework interventions: (1) the rapid and sustainable increase in food production, (2) the organization of the value chains and market regulation and (3) the food and nutritional security of vulnerable populations.
- 9 The mobilizing programs endeavor to pursue the efforts made within the framework of the emergency programs supported by the special facilities introduced by the development partners with a view to obtaining sustainable results in the fields of agricultural development and food security. In particular, the mobilizing programs facilitate the development of institutional mechanisms and the provision of services essential to agriculture on a sustainable basis with a view to securing the conditions of production and trade.
- 10 The mobilizing programs require priority investment from ECOWAS as they combine three main characteristics:
 - The need for coordination between the different departments within the ECOWAS Commission (agriculture, environment and water resources, macroeconomics, trade/customs, infrastructures, humanitarian affairs etc.);
 - The need for high-level political dialogue with the Member States of ECOWAS concerning the convergence of public policies;
 - The combination, both in their definition and their implementation, of (i) regulatory instruments (which cannot be delegated to other institutions) and (ii) investment programs at a regional level.
- 11 They respect the principle of subsidiarity between the different levels of public action. They therefore contribute to gradually making governance more transparent and consolidating the specific terms of the implementation of ECOWAP/CAADP, based on:
 - Permanent dialogue with the operators in the agricultural sector, in particular producers’ organizations.
 - Taking advantage of the competences and know-how of the technical institutions specializing in the implementation of investment programs.

- Leadership clearly exercised by the ECOWAS Commission and the other bodies (Summit, Council, Parliament) with regard to the general policy orientation and the development of regional compromises. More specifically, this leadership affects the fields of sovereignty or regional competence involving public policy reforms or spheres where the partitioning of competences or capacities of specialist technical institutions do not permit an efficient delegation of the implementation process.
 - Focusing the regional level on three main categories of intervention: i) management of interdependences between the countries; ii) cooperation concerning problems common to several countries whereby the regional level allows significant economies of scale to be achieved; and iii) management of the region's international relations.
- 12 The mobilizing programs allow the thematic actions envisaged in the different sub-programs of the RAIP to be intermeshed in the framework of more coherent and holistic transversal approaches. They take into account the different determinants of the transformation of the agricultural sector and abandon the "technicist" approaches which push the economic, business and institutional environment of the producers and other economic operators into the background.
- 13 The mobilizing programs attempt to satisfy a feasibility criterion. They must reflect the human and institutional capacities currently available for the implementation process and the budgets that might reasonably be allocated in light of the commitments of the regional and international communities (cf. the conclusions of the last G8 summit held in Aquila in July 2009).
- 14 The federating nature of the programs can be expressed on three levels:
- They federate the national and regional priorities within a shared vision: the NAIPs include priority programs integrating regional dimensions which exceed the prerogatives of the national institutions and which are covered by the mobilizing programs.
 - They federate and coordinate the investments approach and the public policy instruments approach (regulations, incentives etc.).
 - They federate the approaches developed in the different sub-programs of the RAIP around common key issues.

3. How do the mobilizing programs intermesh with the RAIP and the thematic programs which already exist or are under development?

- 15 After the adoption of the agricultural policy in 2005, a series of thematic programs was designed. These relate, for example, to cross-border transhumance, the fight against avian flu, the fight against fruit fly, the inputs market, biosecurity, etc. Furthermore, ECOWAS began work on defining an Regional Agricultural Investment Program (RAIP) focusing on six components:
1. ***The improvement of water management***, consisting of (i) the improvement of irrigation, (ii) the integrated management of invasive aquatic plants and (iii) capacity building for organizations in the cross-border basins;
 2. ***The improved management of other shared natural resources***, including (i) the organization of transhumance and the planning of the route taken, (ii) the sustainable management of forest resources and (iii) the sustainable management of fish resources;
 3. ***The sustainable development of farms***, taking into account (i) the integrated management of soil fertility, (ii) the strengthening of support services provided to producers and (iii) the dissemination of improved technologies;
 4. ***The development of agricultural value chains and the promotion of the markets***, consisting of (i) the development of the different value chains (food, peri-urban agriculture, export crops, short-cycle breeding, agro-forestry products, non-industrial fishing and aquaculture), (ii) the development of product processing, (iii) the strengthening of support services provided to operators and (iv) the promotion of national, regional and international trade;
 5. ***The prevention and management of food crises and other natural catastrophes***, focusing on (i) the promotion of early warning systems, (ii) the development of crises management systems, (ii) support for the rehabilitation of zones after crises and (iv) the development of compensation mechanisms/insurance against catastrophes;
 6. ***Institutional strengthening***, including (i) the integration of a standard approach, (ii) support for the improvement of agricultural and rural policy and strategy formulation capacities, (iii) the sustainable financing of agriculture, (iv) communication, (v) steering and coordination capacity building and (vi) monitoring and evaluation capacity building.
- 16 These components were subject to detailed programming. To this end, ECOWAS designated project and thematic group leaders responsible for guiding the process for each component. These components are intended

to be sufficiently exhaustive and to correspond to the objective of the complete implementation of ECOWAP/CAADP. A similar work was undertaken for the formulation of the regional agricultural information system (AGRIS).

- 17 The thematic sequencing of the components of the RAIP poses a problem of activities overlapping between the different components making it more difficult to ensure the coherence of the project as a whole. Moreover, the distinction between actions falling under national responsibility, regional responsibility and those shared between the two levels of governance is not complete. The decision to develop mobilizing programs aims to overcome these difficulties. Consequently, the design of the mobilizing programs drew heavily on the actions identified within the framework of these components and processes. In the first few years, these programs are intended to focus on a set of regional priorities in phase with the resources that can be mobilized as well as the institutional and human implementation capacities.
- 18 With regard to the issue of information, seen as an essential priority, the entire AGRIS program is integrated in mobilizing program no.2 focusing on the global environment of the agricultural sector. This is also justified with regard to the steering and monitoring/evaluation needs concerning the policy and programs which require a noticeable improvement in the production and processing of data at the national and regional levels. AGRIS also brings together the "information" elements handled specifically in each component of the RAIP.
- 19 Once the first three mobilizing programs have been implemented a second generation of programs will be developed to complement the first and to cover other priorities.
- 20 One further fundamental point is that the financial mechanism provides for the implementation of a **fund or account dedicated to regional or multi-country initiatives. These initiatives have already been developed** and are part of the implementation of ECOWAP/CAADP, but could not be covered by the first three mobilizing programs. This account will enable new thematic programs to be financed as soon as they are prepared.
- 21 Finally, a certain number of work sites are in progress and concern the 2nd and 3rd axes of ECOWAP focusing on the implementation of the intra-community trade mechanism and the adaptation of the foreign trade mechanism respectively. These work sites concern in particular the adaptation of the Common External Tariff with the creation of a fifth tariff bracket and the re-categorization of certain products, the negotiation of the market access offer within the framework of the EU-West Africa Economic Partnership Agreement and the reduction of obstacles to internal regional trade. They are coordinated by the ECOWAS Commission's Department of Trade and Customs. These essentially

regulatory aspects are included in the mobilizing programs, primarily numbers one and two.

4. Summary presentation of the three mobilizing programs

4.1. "The promotion of strategic products for food sovereignty"

- 22 Achieving regional food sovereignty means prioritizing products which (i) demonstrate a significant production potential, (ii) correspond to the changing dietary habits of the populations and (iii) are subject to large imports from outside the region which can be substituted by taking advantage of the complementarities of the production basins and promoting regional trade.
- 23 All food products (millet/sorghum, corn and rice, roots and tubers, fruit and vegetables, animal products etc.) contribute to food sovereignty: nevertheless, in light of the three previous criteria, the strategic food value chains are given initial priority: rice-corn-cassava and livestock-meat and related products.
- 24 The objective of the first mobilizing program is to support all regional initiatives and strategies for the development of agri-food value chains, in order to improve the incomes of the rural population, reduce food dependency of the ECOWAS Member States and modernize production systems. It is structured around two components:
- Component 1: Promotion of food commodities that contribute to food sovereignty: rice-corn-cassava. This component 1 includes (i) support for the modernization of family farms and sustainable intensification of production systems, (ii) the development of irrigation, (iii) structuring and organizing value chains and (iv) promoting processing and value addition of products.
 - Component 2: Promotion of the livestock, meat and milk value chains. This component includes (i) supporting the adaptation and securing of the various livestock production systems; (ii) the management of movement of herds among countries and the prevention/regulation of conflicts in the use of natural resources; (iii) the restructuring and organization of marketing channels or value chains; and (iv) the promotion of processing and value addition to products.

4.2. “The promotion of a global environment conducive to regional agricultural development”.

- 25 With regard to the economic and business environment or the physical environment, major changes affect regional agricultural development. This program is more global in nature than the previous one in that it concerns actions enabling the environment of the sector as a whole to be improved, irrespective of the type of production and the agro-ecological zone. Consequently, they have a general scope of application and avoid support being channeled away from sub-sectors considered to be non-priority within the framework of the first mobilizing program.
- 26 The objective of the second mobilizing program is to contribute to the creation of a business, physical, informational and institutional environment conducive to a massive transformation of production systems and agricultural value chains in West Africa. It has four components:
- Component 1: improving the business environment of agri-food chains through (i) the promotion of regional trade of food products, (ii) the development of trade infrastructure suitable for agricultural food products, and (iii) the adaptation and implementation of new trade provisions at the borders of the ECOWAS area.
 - Component 2: adaptation to climate change and variability, and integrated management of shared resources. This component includes: i) strengthening regional research on climate change and its impacts on production systems and ii) strengthening the capacity for integrated management of shared water resources.
 - Component 3: Operationalization of an information and decision support system including i) monitoring of the environmental and macroeconomic context, ii) monitoring of agricultural policies, iii) monitoring of production systems and of the food and nutritional situation and (iv) monitoring of markets and trade opportunities.
 - Component 4: strengthening institutional and human capacities through three complementary sub-components: i) regional support to capacity strengthening initiatives, ii) strengthening the coherence of regional policies, and iii) improving the management of ECOWAP/CAADP.

4.3. “The reduction of food vulnerability and the promotion of sustainable access to food”.

- 27 The development of regional food production requires better income for producers and other operators in the value chains while attempting to improve the competitiveness of the products to reduce the cost of food for

all consumers in West Africa. In the short term, the price increase caused by the global environment and this strategy of promoting regional products will exacerbate the problems of access to food for vulnerable populations. A mobilizing program in this field is justified (i) with regard to the food security¹ objectives pursued by the regional and international communities and (ii) to guarantee the feasibility of the agricultural development and promotion of food sovereignty policy in light of the proportion of the population concerned by problems of economic access to food.

28 The general objective of the third mobilizing program is to help ensure the coverage of food needs of vulnerable populations and reduce the structural vulnerability of populations in rural as well as urban areas. This program is structured around five components:

- Component 1: Definition of a regional approach to safety nets for vulnerable populations, including support for defining a common approach and intervention instruments concerning access to food for the poorest, in urban as well as in rural areas.
- Component 2: Adaptation of the vulnerability and food-crisis-prevention monitoring system. This component includes i) adaptation of the crisis-prevention and management systems to the changing context and food risk factors, (ii) developing the capacity to support decision-making for prevention of crises within the region and for targeting of interventions; and (iii) strengthening the consultation and coordination mechanism on the food and nutrition situation.
- Component 3: Promotion of safety nets for vulnerable urban populations.
- Component 4: Implementation of targeted safety nets for poor or vulnerable rural populations.
- Component 5: Promotion of regional instruments for food security.

5. Financing mobilizing programs

29 The financial mechanism proposed to mobilize and commit resources linked to the implementation of the mobilizing programs refers to the global ECOWAP/CAADP financing mechanism. This mechanism corresponds to the decision of the Heads of State and Government to adopt ECOWAP. It is based on the creation of a regional fund dedicated to the financing of the agricultural policy (ECOWADF). The fund management mechanism, the guiding principles of which were approved by the extraordinary meeting of the Ministers of Integration, Economics and Finance, Agriculture and Trade,

¹ Food security exists when all human beings have, at any moment, physical and economic access to sufficient, healthy and nutritive food enabling them to satisfy their energy needs and food preferences in order to lead a healthy and active life (extract from the Declaration adopted during the World Food Summit – Rome – November 1996)

is examined in a separate note "The institutional framework and financial mechanism of the implementation of ECOWAP/CAADP".

- 30 The ECOWAS Commission estimated the needs for implementing the priority actions defined in these three mobilizing programs at 900 million dollars over a period of five years. The funds are allocated to the three programs as follows: program no.1 = 50%; program no.2 = 30%; program no.3 = 20%.
- 31 The total contribution of ECOWAS using its own resources is 150 million dollars over the same period, representing internal financing of 16.7%. This rate of internal financing is calculated on the basis of the Community's current resources and the budgetary allocations of the Department of Agriculture, the Environment and Water Resources. The measures implemented within the framework of the implementation of ECOWAP, in particular the change in customs duties, will lead the Community to re-evaluate the allocation of these additional resources in relation to the importance of agriculture in the sector-based policies of ECOWAS. Nor does the budgeting include the contributions of other types of operator, primarily producers and the private sector. This leads to a mechanical over-evaluation of the share of resources required from the international partners.
- 32 The programs are budgeted globally. This relies on political arbitrage linked to the respective importance of the three programs. At the end of the International Conference and depending on the commitments of the international partners, the feasibility studies will enable the content of the activities to be identified together with the corresponding costs while revising, if necessary, the proposed allocations.
- 33 The financial mechanism provides for:
 - o The implementation of a fund dedicated to agriculture and food, including where necessary sub-funds or accounts dedicated to specific themes or enabling resources intended for Member States to be channeled;
 - o The creation of a common framework enabling resources to be mobilized with a view to the sustainable financing of agriculture, prioritizing the pooling of resources while offering the possibility of opening dedicated accounts which are managed according to the common procedures of the fund;
 - o The guarantee that the resources are collected, managed and disbursed in an efficient, equitable, transparent and responsible manner in order to reassure the contributors with regard to the use of the funds (member states, international partners, foundations, ECOWAS Commission etc.) and ensure the sustainability of the mechanism;

- The guarantee that the use of the resources is controlled and that the performance of the fund is evaluated.
- 34 Several scenarios are currently being studied and evaluated and will be discussed with the international partners before being submitted to the arbitrage of the decision-making bodies of ECOWAS.

6. The institutional implementation framework

- 35 The institutional framework is also presented in greater detail in the specific note “The institutional framework and financial mechanism of ECOWAP/CAADP”. In brief, the framework is based on:
- The strengthening of the political steering capacities of ECOWAP/CAADP within the Department of Agriculture, the Environment and Water Resources of the ECOWAS Commission;
 - The introduction of a mechanism linking the different departments concerned by the establishment of the agricultural policy within ECOWAS Commission: **the Inter-departmental Committee for Agriculture and Food**. This handles questions falling into the sphere of influence of other departments, in particular those of trade and customs, taxation, infrastructures, macroeconomics, humanitarian affairs;
 - The establishment of an **Advisory Committee on Agriculture and Food** bringing together the member states, the parliament and the different groups of operators. It is the multi-operator forum for discussion with regard to the implementation of ECOWAP/CAADP.
 - The creation of a structure enjoying autonomy with regard to administrative and financial management, the **Regional Technical Agency for Agriculture and Food**, delegated by the Commissioner responsible for Agriculture, the Environment and Water Resources. This body will primarily be responsible for implementing the mobilizing programs by establishing contractual agreements with the operators, regional cooperation institutions and socio-professional operators by means of calls for proposals, calls for tender or private contracts in accordance with precise criteria.

7. The policy instruments and incentive measures

- 36 In parallel to formulating national and regional agricultural investment programs, the ECOWAS Commission undertook the definition of regional public policy instruments necessary to achieve the objectives of ECOWAP. There is a strong interdependence between the investment approach and the instrument approach. For example, in the case of storage, the viability

and efficiency of investments to be made in infrastructures is highly dependent on the existence of a pertinent regulatory framework.

- 37 The public policy instruments refer to the fields of i) controls and standardization, ii) incentives or de-incentives (taxation) and iii) regulation. They represent levers which allow ECOWAS to operationalize the options, orientations and objectives undertaken when ECOWAP was adopted. Due to their adaptable nature, they can accompany the changes in the agricultural sector by anticipating them as quickly as possible.
- 38 The studies in progress relating to these regional public policy instruments cover three domains: i) the intensification of production, ii) market regulation and iii) the improvement of access to food for vulnerable populations:
- o The instruments of the sustainable intensification of production aim to promote economic and fiscal incentives to ensure a considerable improvement in the general access of producers to inputs (improved seeds, fertilizer, pesticides, veterinary products, cattle and poultry feed) and agricultural equipment. They represent one of the major levers of the modernization of farms. These instruments also include specific mechanisms encouraging the dissemination and use of technological innovations.
 - o The instruments of market regulation, the main function of which is to stabilize agricultural and agri-food prices in order to favor remunerative incomes for producers and limit the reduction in consumer purchasing power. Two categories of instrument are currently being examined: border instruments including customs duties (re-categorization of the ECOWAS CET) and the adoption of a ~~safeguard~~~~precautionary~~ measures and instruments concerning storage (warehouse receipts, private regional stocks, public buffer stocks etc.).
 - o The instruments of social protection aimed at improving access to food for vulnerable populations. These instruments will specify the terms of shifting from an approach focusing on the food crisis to an approach aimed at reducing structural vulnerability. They will include measures aimed at strengthening the capacities of the national and regional institutions responsible for food security and the capacities allowing the effects of the instability to be reduced (local stocks, intervention stocks and targeted interventions).
- 39 The results of all the studies concerning the instruments will be discussed with the member states and the socio-professional operators before being submitted for examination and adoption by the ECOWAS Ministries of Integration, Economics and Finance, Agriculture and Trade.

8. The next steps

40 In the weeks following the International Conference on Financing ECOWAP, three important activities have been scheduled:

- A dialogue with the member states and regional actors. In addition to the senior personnel of the Department of Agriculture, the Environment and Water Resources, it will involve the leaders of the NAIP process in each country, the leaders of the technical bodies involved in defining the components of the RAIP, the professional organizations and the support structures. The expected results of the meeting are:
 - The analysis and evaluation of the scope of the results from the conference;
 - The definition of the process of formulating the logical frameworks of the three mobilizing programs, including the identification of the tasks to be performed, the target groups, the results achievement indicators and the definition of a timing chart for each activity;
 - The examination of the results of the studies concerning the policy instruments and the institutional steering framework and financial mechanisms for ECOWAP/CAADP.
- An in-depth discussion between the ECOWAS Commission and the technical and financial partners with a view to better understanding the domains in which the different parties concentrate their efforts. This discussion will also aim to consolidate the synergy between the regional actions currently being implemented and the actions scheduled in the framework of the three mobilizing programs.
- At the end of the two previous activities, the ECOWAS Commission will define an action plan including a precise work program for 2010. This work program will include the introduction of economic policy reforms, the implementation of the institutional framework and the financial mechanism for ECOWAP/CAADP and the development of the monitoring/evaluation mechanism.

MOBILIZING PROGRAM N°1 : PROMOTION OF STRATEGIC PRODUCTS FOR FOOD SOVEREIGNTY

1. Purpose and thematic field

- 1 The "Promotion of strategic products for food sovereignty" program aims is to develop a number of products that, given their productive potential and place in the food system in the region, are likely to contribute decisively to: i) improving rural incomes, ii) achieving food security or food sovereignty of the population and iii) alleviating poverty. For the most part, these are products with the potential to produce enough food to significantly reduce imports, which have increased in recent years.
- 2 The program focuses on developing two categories of products: crops and livestock. The first category focuses on promoting cereal production, particularly rice and maize, and roots production: cassava in this case. These crops, which circulate the best in the region, are representative of different ecosystems and are increasingly in high demand due to their multiple uses: human consumption, animal feed and industrial needs. Despite progress on the production front over the last twenty-five years, the domestic supply of these two types of plant production is still far from covering growing regional demands.
- 3 The second category addresses the animal products and their derivatives, in particular meat and milk. Like cereals and cassava products, consumption of meat and animal by-products in West Africa is the lowest in the world. Total meat produced in the region amounted to 2.35 million tons, i.e., 8.7 kg per inhabitant; milk production is estimated at 2.05 million tons, i.e., 7.7 liters per inhabitant. Indeed, despite the region's significant potential (given its 210 million ha of pasturelands and the size of its livestock herd), West Africa's dependence on foreign animal protein has grown over the years. Imports of meat products, increasingly dominated by cut-rate products from Brazil, Argentina and the EU, have gone up considerably, and constitute a disincentive to regional production. The region is also dependent on dairy products including milk powder, previously subsidized by the European Union.
- 4 The program proposes for these two product categories for which all West African countries have development strategies, to implement a number of incentives primarily aimed at i) upgrading agricultural, agropastoral and pastoral, poultry as well as operating systems, ii) promoting access to resources and inputs, iii) supporting sector structuring and finally, iv) promoting production through the development of processing and creation of value chains.

- 5 The program covers all fifteen countries of the Economic Community of West African States and will last five years, enough time to create lasting impacts.

2. Preparation process

- 6 The preparation of this program is part of the investment program framework of the agricultural policy of ECOWAS (ECOWAP/CAADP). It has not only benefited from several initiatives within this framework, but also several outputs. In particular, it has benefited from, i) results of the six regional investment programs and fifteen national agricultural investment programs of ECOWAP, whose formulation process started in 2007 and was completed in 2009, ii) guidelines for Regional Initiative for Food Production and the Fight Against Hunger, adopted by Heads of State in response to the 2008 food crisis, iii) the results of studies on production intensification tools, market regulation, vulnerability management and financing mechanisms, and finally iv) recommendations and action plans from the summit on Food Security that took place among Heads of State in Abuja in 2006.
- 7 Experts of various intergovernmental organizations and West African Member States validated the program's terms of reference and guidelines in Abuja on September 3-4, 2009.
- 8 The program was validated by the ministers of agriculture, trade and finance at their special meeting on the adoption of documents to be submitted to the International Conference on Financing of ECOWAP/CAADP held in Yamoussoukro, October 22, 2009.

3. Issues

3.1. Major problems to address

3.1.1. Low productivity of West African agriculture

- 9 The West African agricultural sector has made significant progress over the last twenty-five years, including a significant increase in production, all crops combined². The volume of cash crops grew from 19 million tons in 1980 to 38 million in 2006, i.e., a 100% increase. Volume of all food crops combined multiplied by 3.5, going from 59 million tons in 1980 to 212 million in 2006.
- 10 However, these results mask a critical problem facing West African agriculture: low productivity. Production yields remain very low and only rose slightly. Between 1980 and 2006, growth in yields averaged

²

Fondation pour l'agriculture et la Ruralité dans le Monde; 2007: Agricultural Potential of West Africa

only 42%. This growth pace has increased production volumes only 30%. Increased production was mainly achieved through a marked rise in cultivated lands (which grew by 229% over the period 1980-2005). This extensive model of output growth is no longer sustainable or replicable (exploitation of marginal lands, soil degradation, land use conflicts, etc.). Climate change will further complicate the situation.

- 11 Low productivity masks disparities in crops and production areas. In the case of cereals, increased production volumes are due to the doubling of cultivated areas; yields only rose by 14%. In the case of roots and tubers, growth of production volumes stems from the fact that cultivated lands grew nine fold. Productivity is highly dependent on production conditions, including natural conditions, access to technology, credit and inputs and the existence of profitable market channels.
- 12 Specifically, productivity of major crops remains low. Cereal productivity ranges from 600 kg and 1000 kg/ha, with maize peaking at 1.5 ton, while the worldwide average is around 8 tons. Rice yields average 2.5 tons per hectare, compared to a worldwide average yield of 4.5 tons. Cassava yields reach only 15 tons, compared to a worldwide average of 40 tons. This low productivity is coupled with significant post harvest losses due to lack of good quality preservation and storage infrastructure. Post harvest losses for maize amount to 17%, against a global average estimated at 4%.
- 13 In sum, production volumes of these three food crops have evolved very differently. Maize production increased from 2,130,000 tons in 1980 to 11,778,000 tons in 2006, representing an average increase of 4.5%. Rice grew at a slower pace: 1.8% from 1986 (3,200,000) to 2006 (9,000,000). Cassava production, concentrated in coastal forests, but increasingly traded regionally in the form of by-products, increased from 16 400 000 tons in 1986 to 63 260 000 tons in 2006, an average 2.8%, close to population growth. These increases are the result of considerable research efforts of the IITA to produce high yielding varieties of cassava.
- 14 The situation of the livestock sector and its byproducts is largely similar to that of crop production. Although short-cycle species have experienced a significant boom in recent years, ruminants still allegedly have low productivity. However, poor quality statistical data makes it difficult to appreciate their true value. Developing areas on the basis of extensive systems for ruminants would nevertheless produce quality meat at low cost. Poultry flocks were estimated at some 400 million head in 2006, cattle herds at 57 million, goats at 100 million and sheep at 83 million.

3.1.2.Strong and growing food dependency in the region.

- 15 The value of West African agri-food imports increased from 3.2 billion U.S. dollars during the period 1994-1996 to 7.1 billion between 2004-2006, an increase of 221%. Cereal imports grew from US\$1.2 billion to US\$2.8 billion, an increase of 233% over the same period.
- 16 Despite its enormous potential, West Africa remains a net importer of cereals, rice, wheat and maize. Rice imports, for which the data is more or less reliable, amounted to nearly 8 million tons in 2008, some 50% of the region's needs. Nigeria alone officially imports over 1.7 million tons, and an additional 500 thousand tons from re-exportation via Benin and Niger. Senegal is the region's second largest importer, with 700,000 tons, followed by Côte d'Ivoire (450,000 tons) and Ghana (350,000 tons). With the exception of Mali, which is close to self-sufficiency, most countries are less than 35% self-sufficient in rice.
- 17 Regional maize imports are lower, but growing due to strong demand for poultry feed and human consumption. Many countries that have developed poultry chains are increasingly resorting to non-African maize imports. Recent developments in the international market indicate that it may be increasingly hard to access maize for human consumption as global industrial demand for biofuels and alcohol grows. Let us recall that corn is a staple for about 50% of the population South of Sahara. In West Africa, consumption has grown in recent years as production has spread into cotton growing areas.
- 18 The cassava by-product market (chips, tapioca and gari) is less tight. The region imports small quantities from Asian countries. However, it remains largely dependent on the international market for starch. Nigeria, Ghana and to a lesser extent, Mali and Senegal are the largest importers in the region. West Africa is currently the world's largest cassava producing region, but scarcely benefits from the global market for starch that IFAD estimates at US\$ 20 billion. Nor has it developed the production of chips to feed livestock, a by-product for which Thailand is the market leader.
- 19 The regional supply of animal products, including meat and milk, still do not meet the region's needs. Recent studies estimate beef production at 631,000 tons per year, and 1.26 million tons for small ruminants. Total meat produced in the region amounted to 2.35 million tons, equal to 8.7 kg per inhabitant. Milk production is estimated at 2.05 tons, or around 7.7 liters per inhabitant, which is very low.
- 20 Over the period 1994-1996 to 2004-2006, all categories of meat and meat by-product imports increased almost twofold, from US\$126 085 000 to US\$ 258 658 000. The volume of poultry meat imports increased more than 5.5 over the same period. In 2007, the imported meat supply

(chilled and frozen from outside Africa) exceeded, for the first time, that of fresh meat from local livestock, imported from the region: 29 742 tons compared to 22 525 tons in Côte-d'Ivoire, for example.

- 21 Imports of dairy products in the region have grown significantly over the last ten years. According to FAO statistics, the value of dairy imports from West Africa grew from US\$ 323.4 million in 2000 to US\$ 740.8 million in 2008, an increase of 129%.

3.2. Ongoing Programs in the region

- 22 Many programs for the development of cereals, root and tubers, and livestock systems (ruminants and poultry, as well as by-products - milk, meat, hides and skins) have been initiated and implemented at both country and regional scales.
- 23 In the case of cereals, it is worth mentioning the many initiatives taken by all the West African states to promote short and medium term development of maize and rice, in particular. These programs involve a number of incentives (input subsidies, harvest loans, purchasing production). Many experienced a new impetus in 2007 and 2008 in response to the crisis resulting from soaring food prices. They have since been complemented with programs of greater scope:
- The African rice development project, financed by the Japanese. This US\$4.2 billion project will benefit six West African countries: Ghana, Guinea, Mali, Nigeria, Senegal and Sierra Leone. It focuses on varietal research and input supply.
 - The Islamic Development Bank (IDB) and a group of Saudi investors are considering a seven-year plan to promote rice to reduce Africa's dependence on imports. The total project is estimated at US\$ 1 billion. Known as "7 x 7", this project aims to develop 700,000 hectares of farmland to produce in the next seven years, seven million tons of rice paddy. Mali and Senegal are among the potential West African beneficiaries.
 - Several other major initiatives have targeted the Office of Niger region: WAMU, CENSAD, Libya.
- 24 Roots and tubers programs (especially cassava and yam) are prevalent in West Africa, mainly in the forest countries. Among the best known are (i) Roots and Tubers Improvement and Marketing Program in Ghana (2006-2014), whose total funding reaches US\$ 27 million, and the special initiative of President Kufor for cassava; (ii) the Roots and Tubers Improvement Program of Nigeria (2001-2009), with a budget of US\$ 36 million, and (iii) the US\$ 19.2 million Roots and Tubers Development Program of Benin (2001-2008). Also noteworthy is IFAD's Regional Initiative for Processing and Marketing Cassava for West and

Central Africa. This program aims to develop value chains within the cassava sub-sector to expand market opportunities.

25 The livestock sector, which contributes nearly 44% to the region's agricultural GDP, is also the target of several initiatives:

- The World Bank ALive project was launched in 2004 to (i) improve productivity of pastoral systems, (ii) promote intensive livestock farming, and (iii) implement an action and investment plan for the livestock sector.
- The Livestock, Environment and Development (LEAD) Initiative is aimed at promoting natural resources for livestock development. LEAD operates in arid and semi-arid regions.
- The Pro-Poor Livestock Policy Facility (PPLF), funded by DFID and implemented by FAO since 2001, aims to develop livestock in view of reducing poverty.
- The World Initiative for Sustainable Pastoralism aims to build farmers' capacity to sustainably manage natural resources.
- The joint ECOWAS-WAMU program aims to secure the pastoral economy in West Africa.
- The ECOWAS program against bird flu.

3.3. Lessons learned of previous programs

26 West Africa has seen many agricultural and pastoral development programs. While these programs have reached nearly all sub-sectors, they have rarely been pursued within the framework of implementing a genuine regional policy. An integrated view of all sub-sectors has rarely been taken into account. The result has been agricultural development without productivity gains. Production increases have been obtained by implementing natural resource-consuming production systems.

27 Worse, the food security and poverty reduction objectives of these programs have not been achieved. Having failed to achieve its green revolution, Africa, and particularly West Africa, remains heavily dependent on international markets to supply many products that it has potential to produce internally.

28 What these programs have lacked is a coherent intervention policy framework, particularly coordinating bodies, and a consensus approach throughout the programs' development and implementation. As a result, they have not always reflected the beneficiaries' priorities, which explains their mixed results.

4. Linkages to ECOWAP/CAADP guidelines and axes

- 29 This program focuses on implementing the first line of intervention of ECOWAS agricultural policy. It strives for increased productivity and competitiveness of agriculture, mainly of family farming. It focuses on improving food security, increasing farmers' incomes, reducing poverty at both household and community levels.
- 30 More specifically, the program capitalizes on the initiatives contained in the first four areas of the ECOWAP Regional Agricultural Investment Program:
- Improved water management, including: (i) the improvement of irrigation, (ii) the integrated management of invasive aquatic plants and (iii) capacity building for organizations in the cross-border basins;
 - Sustainable development of farms, including: (i) integrated management of soil fertility, (ii) strengthening support services to producers, (iii) dissemination of improved technologies;
 - Improved management of other natural resources, including: (i) the organization of transhumance and range management, (ii) sustainable management of forest resources, (iii) sustainable management of fisheries resources;
 - Development of agricultural chains and markets, including: (i) the development of different chains (food, horticultural export crops, livestock - meat and poultry, agri - forest harvesting, aquaculture and artisanal fisheries), (ii) strengthening support services for operators, (iii) promotion of national, regional and international levels;
- 31 As well as the selected measures implemented under the Regional Offensive for Food Production and the Fight Against Hunger, which is organized around three axes:
- increasing food production,
 - facilitating market exchange,
 - food access for vulnerable populations.

5. Logical Framework of the Program

5.1. Overview

5.1.1. Overall objective

- 32 The overall objective of the *Promotion of strategic products for food sovereignty program* is to support all regional initiatives and development strategies for the development of agri-food value chains,

in order to (i) improve incomes of the rural populations, ii) reduce food dependency in ECOWAS Member States and iii) modernize production systems.

5.1.2. Specific objectives

- 33 The first specific objective is to *improve productivity and regional supply of food crops, mainly rice, maize and cassava*. Achieving this objective calls for specific accompaniment of national and regional actions aimed at modernizing family farms in key production areas. It also calls for actions to improve (i) the structuring and organization of value chains, (ii) product competitiveness through the reduction of unit production costs and (iii) post harvest operations. Finally this specific objective endeavors to facilitate trade in rice, maize and cassava by-products on the regional market, which is still highly fragmented and import-dependent.
- 34 The second specific objective aims to *develop the livestock industry and animal by-products: specifically meat and dairy products*, by concentrating mainly on measures to improve production systems for ruminants and poultry. This objective strives to promote value chains through an intensification of pastoral activities and poultry operations that includes improved productivity, better management of natural resources, support to structure the value chain and add value to products. It also includes creating an environment conducive to the promotion of value chains and development of regional trade in meat and dairy products, and by-products such as hides and skins. The goal is to reduce region's dependence on meat and dairy products.

5.1.3. Expected results:

- 35 With regard to the specific objective 1, on regional supply of food crops, the following results are expected:
- R.1.1: Rice/maize and cassava imports are reduced by a quarter and half respectively, thanks to significant yield increases, reduced post harvest losses and substantial increase of regional supply.
 - R.1.2: The number of farms with sustained access to inputs (fertilizers and improved seeds) has increased.
 - R.1.3: Irrigated surface areas for rice and maize crops have increased substantially.
 - R.1.4: Rice, maize and cassava production yields have increased significantly.
 - R.1.5: Post harvest losses are reduced to less than half.
 - R.1.6: Value chain actors are better organized and their products have better access to local and regional markets.
 - R.1.7: Corn and cassava by-products from maize and cassava are subject to norms and standards.

R.1.8: Many value chains are enhanced and developed.

36 With regard to the specific objective 2, on livestock industry and animal products, the following results are expected:

R.2.1: Meat and dairy imports are reduced by one quarter as a result of securing the pastoral and agropastoral economy and developing poultry farming; animal by-products such as meat and milk have greater value added thanks to an external tariff incentive.

R.2.2: Pastoral systems and poultry have secure access to production factors: veterinary products, livestock and poultry feed, watering points,

R.2.3: Animal mortality is reduced substantially,

R.2.4: Transboundary diseases: (avian flu epidemics and plagues) are better monitored and controlled,

R.2.5: Value chain actors are better organized and their products have better access to local and regional markets,

R.2.6: Quality certification of meat and dairy products is improved,

R.2.7: Livestock, meat and other animal by-product value chains are supported.

37 The Promotion of Strategic Products for Food Sovereignty Program is structured around two components, eight sub-components and thirty activities. The latter aim to improve the productivity of farming and livestock systems, still largely dominated by small family farms, and to support the structuring and organization of value chains. The objective is to achieve food sovereignty in the region, by increasing competitive supply of major food crops to the EU market, including maize, rice and cassava.

5.2. Component 1: Promotion of rice, maize and cassava value chains

38 For years, agricultural development strategies focused on promoting export chains with quick investment returns. Liberal structural adjustment policies reinforced this situation by encouraging massive imports of food products at low prices. They served as a disincentive to local food production. According to IFPRI, "African countries have potential to reduce poverty and ensure food security during the next 15 to 20 years by focusing on policies and investment strategies to: (i) increase the average growth rate of agricultural production by 50%, (ii) and accelerate the GDP growth rate from 6.5 to 8%."

39 Rice, maize and cassava value chains are undoubtedly best suited to achieving this goal: thanks to strong regional potential, proficient production techniques, strong demand from a booming regional

market (according to FAO, demand for rice in West Africa is growing at an annual rate of 6%).

- 40 The objective of this component is to improve productivity and competitiveness of West African production systems in order to meet food demands at competitive costs.

5.2.1.Sub-component 1: Support to the modernization of family farms and sustainable intensification of production systems.

- 41 West African agriculture is dominated by small family farms, highly vulnerable to various shocks: weather, continued degradation of soil fertility and market imperfections. These farms face enormous difficulties in accessing inputs (agricultural inputs and equipment); indeed, level of input use in West Africa is one of worlds lowest. In this context, farmers develop alternative survival strategies based on overexploitation of natural resources and underpaid work. The modernization of farms is part of a broader effort to intensify production systems, sustainably manage natural resources, improve productivity and wages and improve product competitiveness.
- 42 This sub-component focuses on helping family farms shift from subsistence farming toward market agriculture. They must be able to cope with three major issues in next 15 to 20 years: food security for a growing population, agricultural growth for poverty eradication, and regional integration via the development of trade based on production complementarities.
- 43 The actions proposed under this sub-component are:
- Research on crop varieties and soil fertilizers to identify the most productive varieties suited to climate change. This activity includes capacity building of specialized research institutes like the Center for African Rice, IITA (on roots and tubers), CEDRES in Bobo-Dioulasso for livestock and promoting an institute specializing in maize.
 - Support for the production of basic rice and maize seeds and cassava cuttings. Access to seed is one of the constraints to improving rice, maize and cassava productivity in almost all countries. This activity aims to coordinate and expand basic seed production and develop certification mechanisms;
 - Strengthening the professionalism of improved seed multipliers (private sector and farmer organizations). This activity aims to increase the quantity and quality of seed produced by individual multipliers. It calls for partnerships between multipliers and national research institutes on the one hand and individual producers, i.e., the consumers of the final product, on the other.

- The development of certification mechanisms for imported and regionally produced fertilizers. Such mechanisms may be deployed at major ports of entry. This activity complements initiatives to regulate the regional inputs market;
- The development of a fertilizer wholesaler network to explore the possibility of pooling purchases at the sub regional level and for main production areas. This activity includes training heads of wholesale agencies to participate in tenders, canvass the market and manage orders.
- The harmonization of national input policies (taxation, subsidies, conditions for internal circulation) to limit trafficking. This activity aims to strengthen existing regulation on inputs and pesticides.
- Capitalization and dissemination of good extension practices on technical procedures for production, conservation and storage. These actions will be underpinned by dialogue between producers or between managers of their organizations, to exchange experiences. A regional agricultural advisory forum will be set up.

44 To ensure the implementation of these activities, ECOWAS will mainly use the planned intensification tools. These include incentives to facilitate supply, distribution and use of production factors: fertilizers, improved seeds, pesticides. Tools also include economic and fiscal measures:

- detaxation of imports or removal of tax levies on value added of imported or locally produced agricultural inputs,
- targeted distribution of fertilizer and improved seeds to farmers,
- creation of special windows at the Agricultural and Food Development Fund to help farmers access inputs.

5.2.2.Sub-Component 2: Development of irrigation

45 Less than 10% of irrigable land is exploited in West Africa. Similarly, less than 2% of renewable groundwater reserves, estimated at more than 1000 billion m³, are used for agricultural development. This subcomponent aims to maximize irrigation potential in the region to improve productivity of family farms. It focuses on building capacity as well as drawing lessons from and disseminating successful experiences:

- Take stock of technologies and results of irrigation research in the sub region (IWMI, PSSA, PSI, NARS) for use in small-scale irrigation;
- Identify, evaluate and disseminate (via manuals, brochures, fact sheets, radio, TV, electronic forum, newspapers) the region's best examples of small, water efficient irrigation technologies, low-land irrigation structures, infrastructure to collect and store water;

- Promote small-scale irrigation technologies from other parts of the world (Bangladesh, India, China, Pakistan, etc.) in view of testing and adapting them to West Africa, and ensure dissemination;
- Organize activities whereby actors can exchange experiences in the sub-region and other regions around small-scale irrigation (study tours, workshops, seminars);
- At the country level, support the definition and implementation of small-scale irrigation strategies based on private investment;
- Encourage private sector involvement in the development of major production areas (particularly the Office du Niger). This activity aims to promote investment and land codes conducive to private investment. It could be coupled with efforts to promote regional warehouses for strategic food crops to ensure food security.
- Strengthening response capacity of agencies responsible for watershed management in view of promoting large-scale irrigation. This activity aims to foster dialogue among the actors involved in managing the region's major watersheds.

46 The idea is not only to facilitate dissemination and exchange of experiences, but also develop appropriate funding mechanisms to encourage irrigation development. Involving the local or international private sector requires two actions at the regional level:

- definition of incentives to encourage private investment: investment codes, land codes, fiscal measures, subsidized loans, equipment subsidies,
- dissemination of experiences

5.2.3.Sub-component 3: Structuring and organizing value chains

47 Over the last twenty years, West Africa has seen a considerable rise in trade associations, both at country and regional levels. But not all value chains are in the same boat. Those geared towards the international market have been structured around multiple organizations to remove production and marketing constraints. Most strategic food crops in the region do not yet enjoy this kind of structure. The lack of organization and structuring of value chains and their stakeholders can be felt at different levels: production, marketing, transportation, processing, and storage. The result is low competitiveness of regional sectors, which has opened the door to imports. Inability to secure the seasonal credit, critical for sustainable access to inputs and equipment, is also a major handicap.

48 This sub-component aims to support the structuring of the three strategic agri-food value chains by strengthening the capacity and professionalism of the stakeholders, promoting small producers' access to local and regional markets and promoting new value chains. The activities proposed under this component are:

- Support for structuring of stakeholders of rice, maize and cassava value chains (support for cooperation frameworks, the creation trade associations for seed producers, farmers, processors and traders);
- Support and strengthening farmers' marketing strategies (warrantage, regional warehouses, agricultural commodity exchanges). This activity includes creating a network of decentralized group marketing mechanisms, building technical capacity of stakeholders, and identifying opportunities to access subsidized credit.
- Support for implementing action plans of socio-professional organizations and ROPPA (organization of agricultural fairs, lectures on key topics related to agricultural development, development of agricultural insurance, promotion of rural income generating activities, etc.).
- Support for partnerships between the private sector and agricultural producers (including contractual and interprofessional relationships between different stakeholders within the rice, maize and cassava chains). This activity also involves setting up specific windows in the Regional Fund for Agricultural and Food to facilitate the contracting of certain services between small producers and traders (input supply, product pick-up, etc.).
- Accompany the definition and implementation of trade policy that incentivizes rice, maize and cassava production (see MP2, particularly with regard to defining safeguard measures and customs duties for a customs union).

5.2.4.Sub-component 4: Promoting the processing and value addition of products

49 Low levels of processing of agro-food products produced by family farms pose a serious constraint for accessing regional and international markets. While some products are minimally processed by cottage industries, they are rarely distributed beyond their production area. As a rule, agricultural products are marketed in their raw state. They have little value added and are generally low quality. The region has actually lost significant market share internationally and regionally for a number of products. Low processing of rice, maize and cassava accentuates market segmentation: many consumers prefer better

processed imported products. Increased standard of living among urban consumers has created a market demand for easy to prepare processed food.

50 This sub-component aims add value to selected products, while guaranteeing quality standards in view of improving their competitiveness in local and regional markets. The activities proposed under this component are:

- Capitalize and disseminate initiatives and technologies to improve processing (rice shelling machines, rapper shavings and starch for processing of cassava into gari, tapioca, grated chips and starch).
- Strengthening capacities of agri-food actors for standardization of agricultural products. Organize training workshops at the sub regional level on the evolution of international standards;
- Establishment of a regional competitive fund to support the establishment and modernization of food processing units. This activity aims not only to promote new units but also upgrade existing units;
- Support for the development of tools for certification and quality control, including capacity building services and national initiatives for certification and standards.
- Strengthening the presence of strategic food products at regional fairs.

5.3. Component 2: Promotion of livestock, meat and milk value chains

51 Livestock production is increasingly important in the regional economy. In addition to ruminant livestock farming, prevalent in arid and semi-arid countries of Sahelian and Sudanian zones in association with crop systems, short-cycle animals such as poultry and pigs are increasingly common near major urban centers, especially in coastal countries. Livestock farming has not only helped diversify rural economies, it has also become a powerful vehicle for regional integration. It has led to the development of trade corridors for animals between production areas of the Sahelian countries and consumption centers in coastal countries. But further development of livestock, animal and dairy products is hampered by constraints that limit productivity:

52 Complex production systems, mostly based on extensive practices and livestock mobility that depends on forage availability. Indeed ruminant livestock is mainly based on an extensive system for which the region is struggling to find a good management strategy. Pastoral farming is much more than an economic activity: it is a lifestyle. It does not adapt

well to changes induced by evolving markets, food systems or product standardization. The saturation of pasturelands due to expanding farmlands and the association of livestock with cropping systems is challenging the practice of transhumance and source of conflict between pastoralists and farmers.

- 53 The prevalence of outbreaks like bird flu and swine fever resulting in high mortality rates, sometimes exceeding 50%, especially in poultry and pigs.
- 54 The dramatic increase of meat and dairy imports resulting from aggressive export policies of West African competitors (subsidized by the European Union), weak protection of regional markets and increase in regional demand (urbanization, population growth and improved purchasing power for some consumers).
- 55 This component addresses these constraints in four sub-components, (i) supporting the adaptation and securing of the various livestock production systems, (ii) the management of movement of herds among countries and the prevention/regulation of conflicts in the use of natural resources; (iii) the restructuring and organization of marketing channels or value chains; and (iv) the promotion of processing and value addition to products.

5.3.1.Sub-component 1: Supporting the adaptation and securing of various livestock systems

- 56 Several livestock systems coexist in West Africa. An intensive poultry and swine system has grafted to traditional extensive systems found in arid and semi-arid Sahelian zones and crop-livestock systems common in Sudanian and even humid forest areas. This new poultry and swine system is booming around the periphery of major urban centers. The same is true of the dairy processing industry which is experiencing rapid growth in urban centers.
- 57 All these systems need to make adjustments: Traditional extensive and crop-livestock systems must find a new balance between crop and livestock production while the swine and poultry system must find ways to management environmental pollution. Yet some issues are common to all livestock systems. Availability of health and veterinary services, control of transboundary diseases, but also those related to trade. Animal products have not integrated local markets, another constraint to productivity.
- 58 This sub-component aims to adapt the different livestock systems to better account for the management of natural resources and market needs, in view of increasing productivity. Securing the various systems requires modernization and removal of bottlenecks that limit performance.

59 The activities proposed under this component are:

- Strengthening capacity of national and regional laboratories to conduct serological tests. Some labs are able to isolate viruses, conduct molecular diagnostics and even sequencing. This activity is part of the regional strategy to prevent and fight animal diseases;
- Reinforcing the ECOWAS program against bird flu. This activity aims to boost surveillance systems and improve early warning mechanisms.
- Improvement of the supply and distribution of veterinary products and livestock and poultry food by networking producers and importers. This activity also includes creating a facility to improve farmers' access to veterinary products via the Regional Fund for Agricultural Development and Food,
- Strengthen the response capacity of certifying bodies for veterinary products and animal feed. This activity is designed to ensure compliance of health standards, including animal health, phytosanitary and food safety codes,
- Accompany the ongoing revitalization of the poultry value chain, which is the only chain capable of providing, in the short term, an alternative to imports. This activity intends to introduce measures to increase chick production and ensure regular food and veterinary supplies to peri-urban poultry operations.

5.3.2.Sub-component 2: Management of movement of herds among countries and the prevention/regulation of conflicts in the use of natural resources

60 The simultaneous growth of livestock and human population has increased competition for natural resources, the critical element of most West African livestock systems. In arid and semi-arid areas, home to over 85% of the region's livestock, the feed balance is increasingly negative. This deficit has become practically structural since the serious droughts of the 1970s and 1980s. Increasingly, herds are moving South each year to more humid areas that are generally ill prepared to receive additional livestock: few range lands, insufficient watering points, proximity of fields or protected areas, etc.

61 Although the Heads of State adopted in 1998 the decision A/DEC.5/10 98, on transhumance between the States and in 2003, the Regulation C/REG.3/01/03 on regulating transhumance between the Member States, movement of herds is still marked by many incidents. Many Member States continue to enforce parallel regulations, often ignored by herdsmen. The lack of adequate infrastructure exacerbates the

situation, which can lead to deadly conflicts when cattle cause damage in farmers' fields, protected areas are disregarded, and farmers do not comply with regulations governing open pasturelands post-harvest.

62 It is important to have a regional strategy for managing these conflicts to develop livestock in the region, ensure a mutually advantageous coexistence between pastoralists and farmers, and preserve natural resources. Specifically, this sub-component's objective is to secure the mobility of herds and transhumant pastoralists.

63 The activities proposed under this component are:

- Improvement of grazing lands for transhumant herds. This activity involves updating maps, negotiating passage corridors, parceling and marking routes.
- Creation of viable rangelands by setting up reception facilities for herds (watering points, infrastructure along borders that respect animal health codes) and producing quality forage for beef cattle.
- Revision of texts regulating border transhumance, which requires defining and adopting a sustainable natural resources management strategy.
- Establishment of early warning systems for potential fodder and water crises, allowing herders to better plan their movements.
- Establishment of a regional conflict management mechanism involving, at the country level, the decentralized government authorities and representatives of interest groups.

5.3.3.Sub-component 3: Restructuring and organization of marketing channels or value chains

64 The livestock and meat sectors are starting to be structured. Among the most prominent stakeholders is the National Confederation of Associations of Livestock and Meat Chain of WAMU Member States (COFENABVI-PAM/WAMU). This Confederation comprises national federations from Burkina Faso, Côte d'Ivoire, Mali and Niger, and has set a goal "to better organize market channels and make them more fluid."

65 In the poultry sector, a structure is emerging to function as a regional observatory to influence public policy for the poultry industry.

66 Experiences are still limited, however, and indicate a low level of professionalism in the sector. The weak structure and organization of the livestock and meat value chains is responsible for the insufficient

supply of meat and dairy products, the persistence of sanitary and phytosanitary issues which compromise product quality and low levels of regional trade. The activities proposed under this component are:

- Accompany the structuring of conventional livestock sectors (cattle, poultry and by-products, especially milk): support for cooperation frameworks, the creation of trade associations, such as an order of veterinarians, support to promote private sector supply of food and health products, support to livestock traders throughout ECOWAS;
- Strengthening producers' marketing strategies including self-managed market livestock markets. This activity includes support to develop cross-border livestock market infrastructures (to monitor animal health). It also includes support for creating a network of decentralized group marketing mechanisms, building technical capacity of stakeholders, and identifying opportunities to access subsidized credit.
- Support for implementing action plans of socio-professional organizations representing different livestock and meat value chains (organization of agricultural fairs, participation in conferences on key issues for the livestock sector, etc.).
- Support for partnerships between the private sector and ruminant and poultry farmers, including contractual, interprofessional relationships between different stakeholders within the livestock and meat value chains and consumers),
- Accompanying the definition and implementation of a trade policy that incentivizes the livestock sector (see MP2, particularly with regard to defining safeguard measures and customs duties for a customs union).

5.3.4.Sub-component 4: Promotion of processing and value addition to products

67 The regional market for livestock products is still very segmented. Apart from trafficking animals on foot, which, despite efforts to control, continues to be a problem, the meat and dairy products market faces stiff competition from international imports. Although this competition can be partially attributed to weak protection of the regional market (excluding Nigeria), the insufficient processing of animal products still remains the main cause. Processing of animal products is minimal, and consumers must settle for goods processed by informal butcher operations that rarely respect international production standards. Product quality is rarely guaranteed.

68 This low value addition of products limits the productivity of various systems and reinforces regional dependence on meat and dairy

imports. Significant efforts are needed in terms of equipment and capacity building, to move beyond small-scale butcher operations and produce foods that meet international norms and standards.

69 The component's objective is to add value to regional animal products to promote regional trade. The activities proposed under this component are:

- Strengthening capacities of stakeholders in livestock, meat and dairy value chains to standardize their production. Organize training workshops at the sub regional level for stakeholders on the evolution of international standards;
- Establish a competitive regional fund to support the establishment and modernization of animal processing units. This activity aims to promote not only new units (modern slaughterhouses, cold stores, milk-cheese-yogurt factories), but also upgrade existing ones;
- Support for the development of certification and quality control tools, including capacity building services and national mechanisms for certification and standards.
- Promotion of an investment code to support the development of animal products processing industries (slaughterhouses, refrigerated warehouses and trucks), etc.

6. Summary of financing plan

70 The program budget is estimated at four hundred fifty (450) million U.S. dollars: two hundred twenty-seven (227) million for Component 1: the promotion of rice, maize and cassava; two hundred (200) million for Component 2: promotion of livestock, meat and milk value chains and finally twenty two million five hundred thousand dollars (22.5) for program management.

Component	Total costs in million U.S. dollars					
	1 st year	2 nd year	3 rd year	4 th year	5 th year	Total
Component 1: Promotion of rice maize and cassava value chains	23	47	65	55	37,5	227,5
Sub-component 1.1: Support to the modernization of family farms and sustainable intensification of production systems	10	20	25	25	20	100
Sub component 1.2: Development of irrigation	5	10	20	15	10	60
Sub component 1.3: Structuring and organizing value chains	3	5	5	5	2,5	20,5
Sub component 1.4: Promoting the processing and value addition of products	5	12	15	10	5	47
Component 2: Promotion of livestock and meat sectors	22	48	55	48	27	200
Sub-component 2.1: Supporting the adaptation and securing of the various livestock production systems	10	20	25	25	10	90
Sub component 2.2: Management of movement of herds among countries and the prevention/regulation of conflicts in the use of natural resources	5	15	15	10	10	55
Sub Component 2.3: Restructuring and organization of marketing channels or value chains	2	3	5	3	2	15
Sub component 2.4: Promotion of processing and value addition to products	5	10	10	10	5	40
Component 3: Monitoring and Evaluation	2,5	3,5	5,5	5,5	5,5	22,5
Total	47,5	98,5	125,5	108,5	70	450

**MOBILIZING PROGRAM N° 2 : PROMOTION OF A
GLOBAL ENVIRONMENT CONDUCIVE TO REGIONAL
AGRICULTURAL DEVELOPMENT**

1 Purpose and thematic field

- 1 In both the economic and business environment and the physical environment, major changes affect regional agricultural development. This second mobilizing program is more global in nature than the first as it concerns actions enabling the environment of the sector as a whole to be improved, irrespective of the type of production and the agro-ecological zone. As they have a general scope of application, these actions avoid any delay in the implementation of support to sub-sectors considered to be non-priority within the framework of the first mobilizing program. By the nature of their content, the framework components of this second program require strong coordination between the different departments of ECOWAS, in particular the departments responsible for agriculture, trade and macroeconomic policy. The main objective is to enable the Department of Agriculture to ensure better representation of the agricultural sector's aims in community policies. Finally, it should be stressed that this second mobilizing program will help to ensure the efficient coordination and implementation of ECOWAP through the introduction of an information and decision support mechanism as well as the implementation of capacity building actions for the different groups of operators concerned.

2 Preparation process

- 2 This second mobilizing program has been prepared within the framework of the ECOWAP/CAADP process. Its current formulation is based on the main results of i) the Regional Investment Programs (RAIPs) and the fifteen National Agricultural Investment Programs (NAIPs), developed between 2007 and 2009; ii) the orientations of the Regional Offensive for Food Production and Against Hunger, adopted by the ECOWAS Heads of State in response to the food crisis of 2008; iii) the result of the studies on production intensification instruments, market regulation instruments, vulnerability management tools and financial mechanisms; and iv) the recommendations and action plans resulting from the Summit of Heads of State on Food Security held in Abuja in 2006.
- 3 The terms of reference and orientations of the program were approved in Abuja on September 3 and 4, 2009 by the experts of the different Inter-governmental Organizations and the states of the region. An initial draft was submitted for examination by the experts and ECOWAS Ministers of Agriculture in Yamoussoukro on October 18 and 20, 2009.

- 4 The program was validated by the ministers of agriculture, trade and finance at their special meeting on the adoption of documents to be submitted to the International Conference on Financing of ECOWAP/CAADP held in Yamoussoukro, October 22, 2009.

3 Issues

3.1. Major problems to address

- 5 The agricultural sector in West Africa is currently faced by a number of daunting challenges. The first is to satisfy the increased regional demand for food; this is primarily the result of population growth which is continuing at a high rate. In 2007, the population of the 15 member states of ECOWAS was estimated at 290 million inhabitants; given the current growth rates and inertia, this population should increase to about 353 million in 2020 and 455 million in 2030. Irrespective of the hypotheses adopted concerning the respective rates of growth of the urban and rural populations, two facts are guaranteed: the urban population will be larger than the rural population³ and the working rural population (including agricultural workers) will continue to grow. During the next two decades, West African agriculture should therefore produce more while preserving natural resources, commercialize an increasingly large proportion of this production (as the share of non-producing consumers will increase) and guarantee a decent income for an increasing number of agricultural workers.
- 6 This quantitative challenge will involve overcoming several constraints which are inextricably linked to one another, in particular:
 - The deterioration of climatic conditions, characterized by reduced rainfall (isohyets moving south) and by a worsening of certain phenomena (temperature peaks, floods etc.), which is the probable result of the global climate change process.
 - The non-reproducible nature of the “extensive” growth model (much higher growth in surface areas than in output) which has prevailed in recent decades.
 - Massive rural poverty, which curbs investment and the adoption of innovations.
 - The weakening of the institutions responsible for providing public goods intended for agricultural producers and other actors in the sector: agronomic research, training, technical advice, information etc. This weakening is the result, among other things, of the structural adjustment policies applied during the 1980s and 1990s.

³ In 1960, the urban population represented 14% of the total population of the ECOWAS area; by 2000, this rate had increased to 42%; in 2030, it should be between 57% and 60%.

- The increased exposure of producers to market risks (inter- and intra-annual price variability) and the poor connection of the vast majority of these producers to the market.
 - The numerous imperfections and the incompleteness of the agricultural and food product markets which exacerbate price fluctuations and limit the connection of the production basins to the consumption centers.
- 7 Consequently, the West African agricultural sector must undertake massive transformations to be in a position to overcome the challenges of both the present and the future. With regard to production, this means increasing work, land and water productivity significantly while curbing the degradation of natural resources and increasing the resilience of production systems to climatic change. Downstream from production, the aim is to increase the performances of processing and commercialization systems in order to create conditions conducive to both the sustainable intensification of production and increased food security (price, quantity and quality of food).

3.2. Lessons learned from previous approaches

- 8 Following the far-reaching transformation of the role of the states in the economic and business sphere in the 1980s and 1990s, public authorities now have few instruments enabling them to make an effective contribution to market regulation and to a sustainable increase in agricultural production. In this context, and in light of the dramatic increase in prices which occurred in 2008, the states tended to reinstate the national approaches in place before the adjustment. However, the regionalization of the markets, their openness to the world markets and the major changes which occurred with regard to international commitments, the organization of economic operators and regional integration all contribute to profoundly changing the conditions for and nature of effective public intervention.
- 9 The region is still characterized by highly compartmentalized public intervention initiatives, be they between states, financial backers or regional organizations (whose mandates occasionally overlap). This compartmentalization is prejudicial to the implementation of ambitious regional actions in fields where the creation of economies of scale would significantly increase the effectiveness of the interventions. This is particularly the case for public efforts in the fields of agronomic and environmental research, information mechanisms and capacity building.
- 10 Despite the efforts made in recent years, discrepancies between national regulations (access to credit, access to inputs, production and processing standards etc.) remain, creating numerous obstacles to the construction of genuine regional markets. These obstacles are

exacerbated by the continued existence of administrative and transport bureaucracy which increase transaction costs on the regional market despite the existence of several initiatives aimed at eliminating this phenomenon.

- 11 Finally, the economic situation on the agricultural and food markets during the past two years has demonstrated the essential role of a regional trade policy at the borders of the ECOWAS area with a view to improving the price regulation of imported products and supporting the development of intra-community trade of agricultural products from within the region.

4 Link with the orientations and guidelines of ECOWAP/CAADP

- 12 This second mobilizing program is explicitly aligned with the different orientations of ECOWAP⁴.
- 13 Actions relating to the improvement of the business environment of agricultural value chains (component 1 of the mobilizing program) refer more specifically:
 - Within the framework of the first orientation of ECOWAP ("increased productivity and competitiveness of agriculture"), to the "Promotion of agricultural and agri-food value chains" component;
 - To the entire second orientation ("Implementation of an intra-community trade mechanism"); and
 - To the entire third orientation ("Adaptation of the external trade mechanism").
- 14 Actions aimed at improving the optimization of the environmental and climatic context of agricultural activity (component 2 of the mobilizing program) are aligned with the "Modernization and security of farms" and "Management of shared resources" components within the framework of the first orientation of ECOWAP.
- 15 Actions relating to the information and decision support mechanisms (component 3 of the mobilizing program) and to capacity building (component 4) refer more specifically to the "Promotion of agricultural and agri-food value chains" component, within the framework of the first orientation of ECOWAP.

⁴ Cf. the document adopted by the Heads of State and Government of West Africa in January 2005.

5 Logical framework of the program

5.1. Overview

5.1.1 Global objective

- 16 In a context⁵ marked both by a worrying discrepancy between production dynamics and population growth and by a relatively slow development of intra-regional agricultural trade, the global objective of this second mobilizing program is to contribute to the development of a business, physical, informational and institutional environment conducive to a massive transformation of the production systems and agricultural value chains in West Africa.

5.1.2 Specific objectives

- 17 Specific objective n°1: The improvement of the business environment of the agri-food value chains. The construction of an economic environment within the ECOWAS area conducive to the trade of agricultural products is founded on a dual strategy involving both the increased protection of essential agri-food chains with respect to food and rural subsistence and the minimization of the costs inherent to regional trade. The connection of farms to the market in satisfactory conditions, the consolidation of the regional market, the reduction of price instability and the increased efficiency of the value chains are the decisive factors of sustained agricultural growth and improved food security.
- 18 Specific objective n°2: The implementation at regional level of mechanisms facilitating adaptation to climate variability and change and the integrated management of shared resources. By its very nature, agricultural activity is dependent on climatic conditions and the state of natural resources. In a context where the West African agricultural sector must undertake a “dual green revolution”⁶, it is absolutely essential to promote all regional actions capable of i) limiting the impacts of climate change on the agricultural production systems and ii) achieving the sustainable management of resources shared between several countries, especially water resources.
- 19 Specific objective n°3: The operationalization of an information and decision support system. In light of the complexity and interdependence of the challenges facing the agricultural sector in West Africa as well as the speed of the changes that occur, public and

⁵ See the presentation of the sector-based problem above.

⁶ Term invented by Gordon Conway in 1994 to describe a future agricultural sector which will be both highly productive (as with the “Green Revolution”), environmentally friendly (hence the dual green element) and founded on equity. See: M. Griffon. “Nourrir la Planète : Pour une révolution doublement verte”, Paris, Ed. Odile Jacob, 2006

private operators must be able to rely on an efficient information and decision support system. Through the implementation of the priorities adopted in AGRIS, this involves increasing the relevance and effectiveness of public policies and reducing information asymmetries weighing on private operators' choices, in particular for small-scale agricultural producers.

- 20 Specific objective n°4: The establishment of a sub-regional framework facilitating the strengthening of institutional and human capacities. Achieving the specific objectives presented here as well as those included in the other mobilizing programs requires the strengthening of the technical capacities and the competences of the different groups of operators concerned by the implementation of ECOWAP. This involves implementing actions in the fields of training, institutional consolidation and monitoring/evaluation conducive to coherent regional agricultural governance whereby the different operators will be able to play their roles effectively.

5.1.3 Expected results

- 21 With regard to the first specific objective focusing on the improvement of the business environment, the main expected results are the following:
- R.1.1: Regional trade of agricultural goods has increased significantly in conditions satisfactory to all operators in the value chains.
 - R.1.2: The infrastructure necessary to the growth of regional agricultural trade has been implemented.
 - R.1.3: The trade measures at the borders of the ECOWAS area necessary to the success of the regional agricultural value chains have been implemented.
- 22 With regard to the second specific objective focusing on the adaptation to climate change and the integrated management of shared water resources, the main expected results are the following:
- R.2.1: Regional research into climate change, its impacts and the adaptation of production systems provides the different actors with useful information.
 - R.2.2: The regional concerted management mechanisms for shared water resources are efficient and effective.
- 23 With regard to the third specific objective focusing on the implementation of a regional information and decision support system, the main expected results are the following:
- R.3.1: The regional monitoring mechanism for the environmental and macroeconomic context is operational.

- R.3.2: The regional monitoring mechanism for agricultural policies is operational.
- R.3.3: The regional monitoring mechanism for production systems and the food situation is operational.
- R.3.4: The regional monitoring mechanism for markets is operational.

24 With regard to the fourth specific objective focusing on the strengthening of institutional and human capacities, the main expected results are the following:

- R.4.1: The regional capacity building initiatives are supported.
- R.4.2: The coherence of ECOWAS sector-based policies is reinforced.
- R.4.3: The ECOWAP/CAADP steering capacities of the ECOWAS Commission are strengthened.

5.2. Component 1: The improvement of the business environment of the agri-food value chains

5.2.1 Context and justification

25 Improving the conditions for commercializing West African agricultural products is one of the key factors in reducing the uncertainty weighing on agricultural activity. Consequently, it will exercise a considerable influence on the dynamics of investment in the agricultural sector. It will also contribute to increasing food security by reducing commercialization costs and improving the quality of the food available to consumers.

26 The low level of intra-regional trade of agricultural products⁷ reflects several constraints which characterize the business environment of the agri-food value chains in West Africa. These can be divided into several sub-groups:

- The continued existence of numerous obstacles to the movement of goods, such as illegal charges levied throughout the transport corridors in the region, the lack of harmonized quality standards and the difficulties linked to proof of origin of the marketed products. These non-tariff barriers are reflected in particular by an increase in the final production cost of the goods and a deterioration in the quality of food commodities (in particular perishable goods), thereby compromising the success of actions promoting regional trade⁸.

⁷ Intra-regional trade recorded represents only 10% of the total trade of agricultural products. In the EU, this figure is 60%.

⁸ For example, many farmers have difficulty in selling their produce in the framework of the WFP “purchase for progress” policy as they cannot comply with the standards defined by the beneficiary country.

- The poor business infrastructures necessary to regional trade.
- The poor availability and accessibility of business information to the majority of the regional business operators.
- The lack of bank financing adapted to the trade of agricultural products in the sub-region.
- The difficulty experienced by regional business operators to ensure that business contracts are respected or to protect themselves against abusive behavior by public officials in other countries due to the lack of a suitable legal mechanism at the regional level.
- The difficulty in defining and implementing a community foreign policy in synergy with ECOWAP. If it is accompanied by a drastic reduction in the number of obstacles to intra-regional trade (see point a above), the effective implementation of an ECOWAS CET is absolutely essential to the success of the regional agri-food value chains.

27 In this context, this first component of mobilizing program no.2 simultaneously aims to ensure improved optimization of the flows of agricultural and food products between the region and the rest of the world and to facilitate the development of intra-community trade. With this in mind, it is divided into three highly interdependent sub-components:

- The promotion of the regional trade of food products.
- The development of trade infrastructures adapted to agricultural products.
- The adaptation and implementation of new trade mechanisms at the borders of the ECOWAS area.

5.2.2 Sub component 1: The promotion of the regional trade of food products

28 Despite the efforts undertaken by ECOWAS and WAEMU for a number of years through the adoption of regulatory texts and the implementation of specific bodies (for example: the observatory of abnormal practices), it is clear that the communication centers and production basins are poorly connected to one another. In the competition between imported and local products to satisfy the food needs of West African consumers, regional products are hampered by various barriers presenting an obstacle to their commercialization. These very diverse obstacles to intra-regional trade include:

- Difficulties in financing the commercialization of agricultural products as commercial banks often feel that this activity is too risky;
- Problems of performing cross-border transactions due to the non-convertibility of several currencies within the community area;

- The heterogeneity and unsuitability of the standards applicable to the agri-food products commercialized;
- The lack of skill of private operators in the use of product conservation techniques, management tools for business concerns and the regulatory framework of their activity;
- Difficulties in obtaining access to information concerning supply and demand with regard to both the food commodities themselves and freight;
- The large-scale illegal sums levied at the different stages of regional transactions; as well as these abnormal practices, other criminal acts are also suffered (attacks on vehicles, theft of cargo) in the less secure cross-border areas;
- Recourse by certain states to export bans during periods of high price increases, despite the community provisions prohibiting such practices;
- The magnitude of price instability which seriously compromises risk taking by the different operators involved in the regional agricultural value chains.

29 In this context, the following priority activities are adopted to contribute making intra-community flows of regional agricultural products:

Commercialization financing:

30 The low level of financial development in West Africa is even more marked with regard to the commercialization of agricultural products. While financial intermediation represents a favored means of reducing transaction costs resulting from the transport of cash (risk of loss or theft), the bankarization rate of business transactions concerning agricultural products is very low within the sub-region. To contribute to removing this bottleneck in regional trade, ECOWAS, in addition to actions implemented at national level, will:

- Adopt a regulatory framework leading the different central banks to monitor the banking and financial principles conducive to business operations;
- Stimulate the implementation of a regional guarantee fund enabling the commercial banks to commit themselves more firmly to financing the trade of regional agricultural products;
- Support access for banks to information concerning the agricultural markets enabling them to evaluate the risk of the involvement in financing regional trade;
- Coordinate the actions (studies, experience exchange forum etc.) through which it is possible to determine the types of incentive to be

given to the financial institutions to enable them, in the long run, to develop a real portfolio intended for the trade of agricultural products.

Cross-border transactions:

- 31 The heterogeneity of the monetary policies within ECOWAS also represents a non-negligible brake on freeing the flow of trade within the sub-region. Insofar as most currencies in the sub-region have a floating exchange rate, exchange risk management generates additional costs limiting the possibility of seizing certain business opportunities. To contribute to remedying this situation, ECOWAS will adopt certain regulatory provisions aimed at facilitating the regional inter-connection of the branches of the commercial banks.

Regional standards relating to the commercialization of agricultural and food products:

- 32 The issue of standards has a dual dimension: first, the heterogeneity of national standards is one of the obstacles to the successful trade of regional products and second, in certain segments of the regional markets, the quality differential between regional products and imported products significantly reduces the competitiveness of the former.
- 33 Under the impetus of the WTO, standards are becoming the cornerstone of all ~~trade~~^{business} systems. Since 2001, the United Nations Industrial Development Organization (UNIDO) has implemented a quality accreditation, certification and promotion program within WAEMU; this program was recently extended to ECOWAS States, which are not members of WAEMU.
- 34 Convinced that the regional market is a relevant forum for developing comparative advantages, the ECOWAS Commission will emphasize a progressive process of developing standards. For products intended primarily for the regional markets, it is necessary to define standards corresponding both to the operators' capacities (at present and in the near future) and the consumers' requirements. In this context, ECOWAS will stimulate and coordinate a harmonization program for standards relating to the trade of agricultural and food commodities. In particular, this program will include:
- The determination of the legal framework of the standardization, accreditation, certification and quality promotion activities in the different ECOWAS countries. This legal framework will in particular stipulate the competences and tasks of the national bodies that will perform tests and assess conformity.

- Support for the emergence of private certifiers in response to the changing quality requirements of the regional trade operators and with a view to promoting warehouse receipt systems.
- The implementation and strengthening of regional standardization organizations whose role is to coordinate and inspect the work of the national bodies and private certifiers.
- The implementation of capitalization actions between the different operators concerned.
- The harmonization of the normative and regulatory frameworks relating to food safety and the management of plant and animal pests (locusts, avian flu, fruit fly etc.).

35 With regard to agricultural products destined for export, ECOWAS will define and apply a quality promotion strategy to ensure that quality complies with the most stringent international standards.

Connection of supply and demand:

36 On numerous occasions and in several different areas, producer organizations and private operators downstream in the value chain have expressed their desire to be more familiar with the market opportunities (selling or buying) in neighboring countries. Consequently, in addition to the planned actions in terms of information mechanisms (cf. below: component 3 of mobilizing program 2), ECOWAS will:

- Coordinate a think tank concerning the conditions for implementing a regional food product exchange;
- Stimulate, in close cooperation with the socio-professional organizations concerned, experience exchange forums concerning the implementation of freight exchanges⁹ with a view to improving their efficiency.
- Support the sharing of experiences between information systems on the markets of the sub-region.

Conditions for the movement of goods:

37 Goods transport times at the regional level are greatly increased by the excessive number of formalities that the transporters are required to complete at different stages of the journey. These official costs are compounded by “informal taxes” levied by the representatives of different administrations. These regulatory provisions and, of course, the abnormal practices blatantly contradict the principle of free

⁹ Freight exchanges enable various operators in the field of goods haulage to find and / or provide goods transport missions on behalf of another party.

movement of goods, persons and capital advocated by the ECOWAS Treaty¹⁰. To remedy this, ECOWAS will initially:

- Introduce a transit declaration valid within all the countries of the ECOWAS Community¹¹;
- Encourage the implementation of the axle load per corridor and the complete application of the TRIE convention (inter-state transport);
- Support the development of observatories of abnormal practices throughout all corridors in the sub-region; the analyses produced by these observatories will give rise to the creation of realistic action plans which are likely to reduce the number and volume of informal levies significantly;
- Base its support for the countries on their compliance with the community provisions in terms of regional trade.

Reduction of price instability:

38 Limiting price fluctuations involves combining external trade policy measures and actions relating to the national and regional flows of agricultural products. In this second sphere, using the lessons learned from the policies adopted in recent years, ECOWAS will:

- Promote dialogue between the member states with a view to harmonizing national regulations aimed at developing stocks in the warehouse receipt system;
- Support the emergence of private storage agents operating on a regional scale by facilitating access to financing and guaranteeing to export the products stored throughout the regional area;
- Coordinate permanent dialogue between the member states to avoid the adoption of exceptional measures at national level which would run counter to the objective of the construction and regulation of the regional market.
- Implement a regional regulation agency which will be responsible for coordinating and strengthening the inspection and standardization of warehousing activities.
- Coordinate the definition of regional rules concerning the national committees responsible for monitoring the financial institutions involved in the warehouse receipt system.
- Implement a guarantee fund intended to reduce the consequences of losses when reimbursing credits.

¹⁰ Article 3, paragraph 2.

¹¹ Drawing heavily on that already in force for the transport of hydrocarbons between Niger, Togo, Benin and Burkina Faso.

- Undertake a WTO feasibility and compatibility study of the implementation of intervention stocks aimed at supporting producer prices.

5.2.3 Sub-component 2: The development of trade infrastructures adapted to agricultural products

39 The success of the regional trade of agricultural products also relies on the existence of suitable and efficient infrastructures. Outside cross-border communication channels, which are particularly important but are not included in the present program¹², the infrastructures to be considered are primarily storage installations and the marketplaces. At present, the low density of these business infrastructures and the poor condition of the majority of those which exist is prejudicial to the development of regional value chains for agricultural products which, by nature, are perishable goods.

40 In the field of trade infrastructures, the national level is generally better suited to public investments (for example cereal warehouses) or to the implementation of instruments encouraging private operators to invest in such infrastructures. The regional level is nevertheless pertinent for certain actions enabling the interdependences between the national economies to be managed more efficiently or economies of scale to be obtained. In this context, ECOWAS will:

- Define and implement, in close cooperation with the states and territorial collectivities concerned, a regional program aimed at promoting and equipping cross-border markets (storage installations, water conveyance, telephones, management infrastructure for these markets, single transit formality points etc.)
- Support the development of storage infrastructures in the cross-border productions basins;
- Support the construction of business information points in the cross-border markets bringing together and redistributing products within the regional area.
- Encourage the promotion of “public-private” partnerships in the construction of regional storage installations.
- Provide support for traders in the construction of storage/conservation warehouses intended for a wide range of perishable and non-perishable goods.
- Implement a program supervising the trade infrastructures with a view to identifying the imperfections of the different sites and defining the nature and cost of the modifications to be made.

¹² Coordination of investments in regional communication channels falls under the sector-based “transport” policy of ECOWAS.

- Implement and coordinate an information mechanism concerning regional stocks conducive to the inter-state coordination of the management of these stocks.
- Promote the extended construction of adjoining customs clearance posts within the sub-region.

5.2.4 Sub-component 3: The adaptation and implementation of new trade mechanisms at the borders of the ECOWAS area

- 41 During recent years, ECOWAS has made major efforts with a view to defining a trade framework which is aligned with the rules of the multilateral trade system, supports the sustainable development of the agricultural sector and is compatible with the major concerns of the member states.
- 42 The process of expanding the WAEMU common external tariff (CET) to the entire ECOWAS area has proved longer and more complex than expected. The foundations of the ECOWAS CET have now been defined. A number of relatively delicate stages still remain to be completed, in particular the re-categorization of products following the creation of a fifth tariff band.
- 43 While the existence of a CET committee¹³ represents undeniable progress in defining a coherent and efficient regional foreign trade policy, the region continues to encounter major difficulties in defining and defending a well-founded common position. These difficulties were manifest throughout the negotiation of the Economic Partnership Agreement (EPA) with the European Union. They were also clearly visible during the food crisis of 2008 when the member states adopted national measures which were sometimes in contradiction with regional regulations. With regard to the negotiations concerning the multilateral trade system, the position of ECOWAS is weakened because it is not itself a member of the WTO¹⁴. This makes it difficult to defend the community interests within the WTO.
- 44 The implementation of a solid and harmonized trade architecture within ECOWAS offering all the advantages of benefit to regional agricultural policy will be achieved through the following activities:
- The finalization and implementation of the CET (re-categorization of the products in the 5 bands) in order to provide food products with advantageous and efficient protection to ensure community preference, which is the basis of regional integration. This activity will concern the consolidation of the methodology of determining the products to be subjected to the 5th tariff band at ECOWAS level. The process will be based on consultation of the operators in the

¹³ Joint WAEMU and ECOWAS committee.

¹⁴ Unlike the European Union, for example.

private sector as well as the representatives of professional organizations and the civil society. It will be based on technical indicators which will guide the political negotiations with a view to ensuring a crossed reading of the proposed lists from the different countries.

- The implementation of a safeguard mechanism in addition to customs duties: this activity refers to the complementary measures which are an integral part of the implementation of the ECOWAS CET. This mechanism should be easy to implement with a precise trigger point known to all the operators involved in the management thereof (CET committee, customs services)
- The implementation of a supervisory committee to monitor the effective application of the regulations concerning the common external position. Since 2006, a joint CET management committee (WAEMU-ECOWAS) has operated in this domain. ECOWAS will make use of the existing situation to reform the mechanism both with regard to its attributions and its operating mode:
 - Ensuring that the specific objectives are achieved in terms of protecting sectors strategic to the region and stimulating sectors sensitive to competition;
 - Checking the effectiveness of the ECOWAS CET and the implementation of a protective measure;
 - Providing support for any notifications to be made to the WTO to ensure the compliance of the ECOWAS CET with the commitments (consolidated rights) of the member states. This support will target certain countries for which the rate of the 5th band may be higher than their initial commitments to the WTO.
- Information for all operators (traders, cross-border economic operators etc.) concerning new trade provisions.
- Capacity building for customs officers and auxiliaries concerning the application of the CET and safeguard mechanism. As the customs services are pivotal to the effective implementation of the common external tariff, ECOWAS will introduce a regular training mechanism for customs officers concerning:
 - The texts defining the legal framework of the CET/ECOWAS and the accompanying measures;
 - The different bodies involved in the implementation of the safeguard mechanism.
- The harmonization of the sub-regional customs system, in particular for migration towards the "Asycuda++" system by:
 - Providing training to a certain number of customs officers in the member states concerning the functional, technical and management aspects of the system.

- Providing technical assistance to the member states in overcoming technical problems resulting from the lack of qualified personnel to manage the system and other similar difficulties.
- The intermeshing of the CET monitoring mechanism with the business information mechanism provided in AGRIS. The functioning of the CET and the triggering of the protective mechanisms must be based on a reliable information system. With this in mind, the ECOWAS Commission will establish a framework of effective collaboration between the CET monitoring committee and the AGRIS bodies.
- The implementation of a consultation framework for international trade negotiations: ECOWAS will implement a body responsible for harmonizing the positions of the member states and analyzing national interests in line with community solidarity with a view to the trade negotiations within the WTO framework. In the long term, this body will examine the support to be provided to the process of obtaining ECOWAS membership of the WTO.

5.3. Component 2: Adaptation to climate variability and change and integrated management of shared resources

5.3.1 Context and justification

- 45 West African agriculture is faced with an essential task: to produce a greater volume per unit of surface area while preserving natural resources. This challenge must be taken up while the region, like the rest of the world, is confronted by the issue of climate change.
- 46 At present, there is no sufficiently accurate climate model to provide a detailed and robust simulation of the effects of climate change on African agriculture. This situation results, among other things, from the low density and poor quality of the network of weather stations across the continent. Nevertheless, the data available converge on the fact that the production systems (agriculture, livestock, fishing) will, to differing degrees, be affected by climate change.
- 47 With regard to crop production, the probable effects of climate change in West Africa will result in a deterioration of zones suitable for agriculture (lower soil fertility), a reduction in the period suitable for planting and a fall in output (effects of water stress and/or temperature peaks)¹⁵.
- 48 With regard to the livestock sector, the consequences vary according to the type of climate change: higher temperatures would, all things

¹⁵ Current studies predict losses of between 2% and 4% of agricultural GDP in West Africa.

being equal, be more profitable to breeders of small ruminants (sheep and goats) than to cow farmers; increased rainfall could, in certain cases, affect transhumance practices and increase the prevalence of certain diseases.

49 Given the risk of an increased frequency of extreme climatic phenomena (droughts, temperature peaks, exceptional rainfall), it is logical to attempt to increase the share of irrigated crop production¹⁶. However, this necessity must take into account the increased competition for the use of water resources. Under the effects of population growth and urban expansion (and in certain countries industrialization), the demand for water for uses other than agriculture is rapidly increasing¹⁷. In this context; it is essential to strengthen the concerted management at regional level of water resources shared between several countries, in particular rivers. The necessity to balance the needs of the users of this resource and its environmental functions requires the integrated approach promoted by the relevant regional institutions (ABN, OMVS, OMVG, etc.) to be made effective.

50 To best enable production systems to face the environmental challenges of the coming years, this component is divided into two sub-components:

- Strengthening regional research into climate change, its impacts and the adaptation of the production systems
- Strengthening the capacities for the integrated management of shared resources

5.3.2 Sub-component 1: Strengthening regional research into climate variability and change, its impacts and the adaptation of the production la systems

51 Given the uncertainties concerning the magnitude of the consequences of climate change on West African production systems, the priority is to improve capacities of anticipation. This requires both an improved knowledge of climatic phenomena and the implementation of strategies aimed at adapting the production systems. Improving knowledge of the changes in progress should combine the processing of the bio-physical data available and a close observation of farmers' and breeders' practices.

52 With this in mind, ECOWAS will:

¹⁶ See the actions aimed at developing irrigated agriculture in mobilizing program no.1.

¹⁷ At present, for the entire region of West Africa, water consumption is divided as follows: 17% for domestic drinking water, 76% for irrigated agriculture and 7% for industry.

- Support the modeling work carried out by AGRHYMET, in cooperation with GIEC, concerning the impact of climate change on crops¹⁸.
- Encourage, by means of a regional network of research institutions, work relating to i) the selection of the varieties most likely survive climate change (for example temperature peaks) and ii) the definition of technical choices saving fossil fuels, improving fertility management and optimizing the use of water.
- Support the dissemination of the results of this research, ensuring that they incorporate the practices developed by farmers and breeders to adapt their production systems to the new climatic conditions.
- Encourage the planting of trees in cross-border forest areas with a view to increasing the sequestration of greenhouse gases.
- Ensure that the knowledge acquired concerning climate change and its effects are taken into account in the implementation of agricultural policies at both regional and national level.
- Pool the efforts of the states in the region involved in international negotiations on climate change in order to strengthen the influence of West Africa in these negotiations.

5.3.3 Sub-component 2: Strengthening capacities for the integrated management of shared resources

53 Water is a rare resource in most agricultural areas throughout West Africa and the terms of use of water vary from one area to another. Increased optimization of this key factor is essential to the improvement of agricultural production. In this context, integrated water resource management (IWRM) is an approach which is likely to optimize the concurrent uses of this resource by reducing the major related externalities by means of adapted practices.

54 The planned activities for this sub-component are:

- The operationalization of the regional integrated water resource management action plan.
- The implementation within ECOWAS of a committee monitoring the water resource management policies implemented for each river basin. This committee will work in close cooperation with the regional institutions responsible for managing shared water resources while strengthening the action of these institutions. Based on consultation between the states, it will in particular be responsible for blocking unilateral decisions which would be prejudicial to other users of the resource.

¹⁸ Modeling which takes into account agro-ecological zones and the socio-economic conditions of production.

- The pooling of experiences and the results obtained in each river basin, in particular with regard to the optimization of the water cycle (waste reduction), the fight against the silting-up of water courses and dialogue between the different groups of user.

5.4. **Component 3: Operationalization of an information and decision support system**

5.4.1 Context and justification

55 In parallel to the implementation of its regional agricultural policy (ECOWAP), West Africa is also committed to several other work sites affecting the agricultural sector. In particular, these include the construction of the regional market (customs union), the negotiation of an Economic Partnership Agreement with Europe and participation in multilateral trade negotiations within the WTO. The simultaneous implementation and complex nature of these projects are such that they do not allow public decision-makers to enjoy sufficient hindsight with regard to the proposals often made by numerous institutions or dictated by random phenomena. Moreover, in West Africa as elsewhere, the agricultural sector is subject to random events (unusual climatic events, strong price variations on the international markets etc.) which require rapid and coordinated reactions on a regional scale. In this context, the quality of the information necessary to define relevant and efficient agricultural and food policies is particularly important.

56 At present, two main types of information system are operational in the region: (i) those covering the fields of food security and (ii) those relating to the promotion of economic trade focusing on market knowledge. These information systems are managed by:

- Regional institutions such as CILSS (data concerning the population, food assessment and the agricultural product markets), ADRAO and IITA (agronomic and socio-economic data concerning production systems), AFRISTAT (macro-economic data), ReSAKSS (agricultural policy performance indicators), ECOWAS (regional trade and water resources data) and WAEMU (macroeconomic data indicators concerning the agricultural sector).
- National statistical mechanisms and systems, among which it is important to distinguish:
 - A first group comprising countries where the information and statistical systems exist, function after a fashion and cover the three main areas (agriculture, natural resources, economics and trade) either completely or partially.

- A second group comprising countries which have suffered political instability leading to the partial or total destruction of the statistical system.

57 Despite this large number of information systems covering all the areas concerned, coordination of agricultural policies at both national and regional level is highly compromised by a number of obstacles, in particular:

- The poor quality of the basic data (representativeness of the data, reliability of the collection processes etc.) and, correlatively, the poor quality of the information and analyses resulting from these primary data.
- The institutional and financial constraints which prevent the production and regular supply of the different systems and mechanisms with high-quality data,
- The persistent partitioning between the information systems and the lack of clarity in the rules defining access to the data by the different users which prevent the data from being pooled and networked.
- The weakness (in both quantitative and qualitative terms) of the analyses performed using the data collected by the different information systems.

58 It is in this context that the ECOWAS Commission launched the creation of an *"integrated information system for agricultural production, the market and trade opportunities in West Africa and the monitoring and strategic analysis of policies and prospects"*. This system, entitled AGRIS (Agricultural Information System), is designed as a system and mechanism, at both the sector and territorial levels, aimed at integrating and federating the existing mechanisms in the region. It pursues two main goals:

- Monitoring and steering the regional agricultural policy, the environmental policy and the water policy;
- Providing support for the decision-making process at both national and regional level.

59 In its structure and content, this third component of mobilizing program no.2 adopts the most recent proposals concerning AGRIS¹⁹.

5.4.2 Sub-component 1: Data relating to the environmental and macroeconomic context

60 In West Africa, the agricultural production systems are highly vulnerable to natural conditions. In addition to droughts and floods, multiple

¹⁹ Proposals approved during a regional workshop organized by ECOWAS in Abuja in September 2009.

attacks by pests periodically compromise agricultural production in many countries. The climatic changes that we are currently witnessing have rendered the issue of optimizing the natural agricultural environment more complex, making it a major cause for concern. At the same time, the macroeconomic policy orientations of many countries (fiscal, budgetary and monetary) and the failings of the international markets (support and subsidies, dumping) contribute to weakening the performances of the agricultural sector in the region.

- 61 By producing reliable data concerning the environmental context and the macroeconomic framework of the agricultural sector, the aim of this first sub-component is to provide public decision-makers and private actors at both national and regional level with pertinent analyses of the structural determinants of food security. With this in mind, the following main activities will be implemented:

With regard to the environmental context:

- The rehabilitation and strengthening of the meteorological services;
- The implementation of analyses concerning the trends of the main natural factors affecting the performances of agricultural production systems;
- The dissemination of the results of these analyses in formats adapted to the needs of national and regional decision-makers;
- The implementation and periodic updating of an atlas of natural resources in West Africa;
- The creation of an observatory of the effects of climate change on the natural resources and production systems.

With regard to the macroeconomic framework:

- The monitoring of fiscal, budgetary and monetary policies at national and regional level.
- The monitoring of international variables which have a significant impact on the performances of the agricultural sector in the region: orientations of cooperation policies, PDA flows, state of progress and results of the multilateral trade negotiations etc.

5.4.3 Sub-component 2: Monitoring agricultural policies

- 62 Over the past five years, ECOWAS has developed and implemented a series of policies and strategies affecting the development of the agricultural sector. These primarily involve agricultural policy, environmental policy and water policy. The level of implementation of these policies, the interim results obtained and the contribution of these results to economic growth and poverty reduction are still unknown to both decision-makers and national and regional operators alike.

63 This second sub-component aims to develop analysis tools enabling the performances of the sector-based policies implemented to be assessed and the shifts and changes necessary to these policies to be defined. With this in mind, the following main activities will be included in this sub-component:

- The definition of criteria and indicators concerning the performance of the sector-based policies.
- The implementation of a monitoring/evaluation mechanism for the agricultural, environmental and water policies.
- The implementation of analyses using data provided by the monitoring/evaluation mechanism.
- The dissemination of these analyses in different formats according to the public concerned.
- The production of an annual report on the performances of the agricultural sector in relation to the objectives pursued by ECOWAP.

5.4.4 Sub-component 3: Monitoring the production systems and the food and nutritional situation

64 The analyses concerning the food situation generally focus on the issue of increasing domestic supply and pay little attention to the issues of accessibility which are themselves linked to problems of the populations' purchasing power and the market operating mechanisms. In this context, the national and regional decision-makers do not have access to relevant information enabling them to adopt appropriate measures when confronted by the different types of food crisis which repeatedly affect the region.

65 This third sub-component aims to overcome this insufficiency by mobilizing quality information concerning the economic situation and the major trends in the agricultural and food sector, for example: the agro-hydro-sylvo-pastoral situation, the food and nutritional situation. The analyses carried out using this information will highlight the changing factors of food vulnerability of the different groups of the population. With this in mind, the following main activities will be undertaken:

- The definition and implementation of a harmonized regional vulnerability analysis framework.
- The strengthening of national mechanisms for the annual monitoring of the agro-sylvo-pastoral production.
- The implementation of analyses of the changing production trends for the main crops and the different production basins.
- The implementation of analyses of the changing food and nutritional vulnerability trends.

- The dissemination of the results of these different analyses to the different actors concerned: national and regional public decision-makers, cooperation agencies, NGOs etc.

5.4.5 Sub-component 4: Monitoring the markets, the agri-food situation and the trade opportunities

66 Despite a noticeable increase in intra-regional business transactions, West Africa is experiencing difficulty in the trade of agricultural products, one of the catalysts of the development of the region. As has already been explained, this situation is the result of a combination of numerous factors, some of which are endogenous to the region while others come from outside²⁰. In this context, the aim of this fourth sub-component is to generate information adapted to the needs of the public decision-makers and the operators in the private sector in their respective contributions to the success of intra-regional trade. To this end, the following main activities will be undertaken:

- The operationalization of the monitoring mechanism for cross-border flows of agricultural and agri-food products.
- The organization of the analysis and dissemination of information concerning regional trade of agri-food products²¹, taking into account the specific needs of the different groups of users.
- The organization of an annual regional conference on the food situation and trade opportunities for agricultural and agri-food products in West Africa, emphasizing the sharing of information between operators.
- The collection of data and implementation of analyses concerning the performance of agri-food processing units (based on the regional harmonization of national methodologies).
- The implementation of specific analyses concerning emerging value chains.

5.5. Component 4: Strengthening institutional and human capacities

5.5.1 Context and justification

67 ECOWAP expresses a desire to contribute to *"the emergence of increasingly well-organized actors at regional level who position themselves as genuinely essential partners in the definition and implementation of policies and strategies of interest to rural areas in general and more specifically to the West African agricultural sector"* ²².

²⁰ See component 1 of mobilizing program no.2 above.

²¹ In particular by strengthening the RESIMAO business information mechanism.

²² Action plan 2005 – 2010.

Examining the three mobilizing programs as well as the RAIPs and NAIPs does indeed show that the improvement of institutional and human capacities is decisive in achieving the objectives pursued in each of these programs.

68 To be able to overcome the challenges facing it, the agricultural sector must certainly be able to mobilize significant financial resources. However, most importantly, it must also be able to count on actors, both individual and collective, capable of better optimizing their environment (natural, institutional, economic), anticipating future changes (in order to take the appropriate decisions), analyzing the consequences of their decisions and playing their roles in a coordinated and effective manner.

69 At the same time, the successful implementation of ECOWAP is dependent on two other institutional factors:

- The existence of a genuine coherence between the different sector-based policies of ECOWAS, in particular between the agricultural and environmental policies on the one hand and the macroeconomic and business policies on the other.
- The strengthening of the ECOWAP coordination capacity of the Directorate responsible for this policy within the ECOWAS Commission.

70 In light of these elements, this final component of mobilizing program no.2 is divided into three sub-components:

- Regional support for capacity building initiatives.
- Improved coherence of regional sector-based policies.
- Steering ECOWAP.

5.5.2 Sub component 1: Regional support for capacity building initiatives

71 The need for capacity building is a recurring theme in the three mobilizing programs as a necessary condition for their success. Given the extent and diversity of the needs identified, it is difficult, if not impossible, to attempt to provide a solution in the form of an exhaustive action plan.

72 Consequently, ECOWAS intends to intervene in this domain via the implementation of a competitive fund. Based on the conditions of eligibility defined in cooperation with the different actors concerned (states, IGOs, socio-professional organizations), this fund will finance two main categories of action:

- Institutional strengthening activities such as performing an organizational diagnostic, defining a strategic plan, implementing a

reform within an organization, formulating a national agricultural policy (at the sector or sub-sector level) etc. The organizations eligible for financing from this fund will mainly include: agronomic research institutes, agricultural and rural education establishments, public administrations responsible for the agricultural sector, agricultural professional organizations, regional cooperation entities in the agricultural sector, networks of private operators etc.

- Capacity building actions for individuals such as training, capitalization processes, study trips etc.

73 The definition of the eligibility conditions for actions that can be financed by the fund primarily relies on taking the following criteria into account:

- The explicit compliance of the actions with the global objectives of ECOWAP and the desired results of the mobilizing programs.
- The existence of a real added value of the regional level in undertaking the action; this will particularly be the case if the proposed capacity building action contributes to:
 - Improving the management of interdependences between the countries;
 - Increasing cooperation with regard to problems common to several countries (thereby obtaining significant economies of scale);
 - Making the management of the region's foreign relations more efficient.
- Compliance with a procedure aimed at rationalizing the roles played by the different regional organizations.

5.5.3 Sub component 2: Improved coherence of regional policies

74 Achieving the objectives pursued by ECOWAP depends on the adoption and application of measures which are not fall under the direct control of the department responsible for the agricultural sector within ECOWAS. This is the case, for example, of improving the business environment: implementing the CET and reducing non-tariff barriers to intra-regional trade requires that the departments of agriculture and the other departments concerned within ECOWAS (trade, customs, macroeconomics etc.) work more closely together. The effectiveness of the financial resources mobilized by ECOWAS and its partners with a view to implementing ECOWAP will be greatly reduced if the regional sector-based policies are not sufficiently consistent with one another.

75 To achieve a satisfactory level of coherence of regional policies:

- The ECOWAS Commission will create an "Inter-departmental Committee for Agriculture and Food", bringing together the

Commissioners responsible for macroeconomics, trade, customs, infrastructures and humanitarian affairs²³. This committee will arbitrate the policy decisions affecting the agricultural sector;

- Together with the implementation of this committee, the Commission will develop, test and apply specific tools (integrated management charts, cross-evaluations etc.) conducive to a more efficient collaboration between the different departments.

76 While the measures to be taken are essentially internal to ECOWAS, the results obtained must be made known to all the actors in the agricultural sector. In this domain, the ECOWAS Commission expresses a particularly marked desire for transparency and accountability. This desire will in particular be reflected by the implementation of the Advisory Committee for Agriculture and Food²⁴.

5.5.4 Sub component 3: Steering ECOWAP

77 ECOWAS will take the organizational measures such that the directorate responsible for agriculture can make optimum use of the information and analyses produced by AGRIS. This will allow the department to perform as well as possible the different functions corresponding to its task of steering ECOWAP / CAADP, in particular: leading negotiations with the member states and professional operators, defining the programs of intervention (mobilizing programs), defining and implementing the public policy instruments dedicated to the agricultural sector and performing the policy monitoring/evaluation activity.

78 These measures will be reflected by the development of additional competences, in particular with regard to dialogue with the parties concerned (including the technical and financial partners); coordination of financial support; monitoring/evaluation; and supervision, prospecting and decision support.

6 Synthetic presentation of the financing plan

79 The annual budget for each component and sub-component over a period of 5 years is presented in the table on the following page.

²³ Cf. the document “Institutional framework and financial mechanism for implementing ECOWAP / CAADP”

²⁴ Idem.

Financing Plan for Mobilizing Program no.2

In million US dollars	1 st Year	2 nd Year	3 rd Year	4 th Year	5 th Year	TOTAL
Component 1: The improvement of the business environment of the agri-food value chains	9,0	16,0	25,0	24,0	24,0	98,0
SC 1. The promotion of the regional trade of food products	3,0	8,0	12,0	12,0	12,0	47,0
SC 2. The development of trade infrastructures adapted to agricultural products	4,0	5,0	10,0	10,0	10,0	39,0
SC 3. The adaptation and implementation of new trade mechanisms at the borders of the ECOWAS area	2,0	3,0	3,0	2,0	2,0	12,0
Component 2: Adaptation to climate variability and change and integrated management of shared resources	3,0	8,0	10,0	10,0	10,0	41,0
SC 1. Strengthening regional research into climate variability and change, its impacts and the adaptation of the production systems	1,0	6,0	8,0	8,0	8,0	31,0
SC 2. Strengthening capacities for the integrated management of shared resources	2,0	2,0	2,0	2,0	2,0	10,0
Component 3: Operationalization of an information and decision support system	4,0	19,0	19,0	19,0	19,0	80,0
SC 1. Data relating to the environmental and macroeconomic context	1,0	4,0	4,0	4,0	4,0	17,0
SC 2. Monitoring agricultural policies	1,0	3,0	3,0	3,0	3,0	13,0
SC 3. Monitoring the production systems and the food and nutritional situation	1,0	7,0	7,0	7,0	7,0	29,0
SC 4. Monitoring the markets, the agri-food situation and the trade opportunities	1,0	5,0	5,0	5,0	5,0	21,0
Component 4: Strengthening institutional and human capacities	2,0	7,0	14,5	14,0	14,0	51,5
SC 1. Regional support for capacity building initiatives	1,0	5,0	12,0	12,0	12,0	42,0
SC 2. Improvement coherence of regional policies	0,5	1,5	2,0	1,5	1,5	7,0
SC 3. Steering ECOWAP	0,5	0,5	0,5	0,5	0,5	2,5
TOTAL	18,0	50,0	68,5	67,0	67,0	270,5

**Mobilizing Program n°3 : REDUCTION OF FOOD
INSECURITY AND PROMOTION OF SUSTAINABLE AND
STABLE ACCESS TO FOOD**

1. Purpose and thematic field

1. Prior to the crises caused by the rising cost of commodities on the international market, it was estimated that about 40 million people in West Africa were facing structural food insecurity. In more recent times, the food crises have revealed the real scope of the phenomenon of malnutrition, especially among infants.
2. The skyrocketing of prices has led to a crisis of accessibility, which has affected a significant proportion of the population, well beyond the populations vulnerable to other ordinary risk factors.
3. Food insecurity was till then understood in the context of two types of risk:
 - Risks in the rural areas due to a deficit of production. This type essentially concerns households whose food security is based on farm consumption. This type of food insecurity primarily affects the arid and semi-arid zones of the Sahel region;
 - Risks arising from exposure to conflicts and which basically affect displaced persons. This type of crisis has affected a number of countries off the coast of the Gulf of Guinea.
4. Urbanisation and changing systems of rural life have profoundly changed the situation. Trade facilitation in the domestic markets and the connection to international markets reduce the risk associated with the shocks affecting the availability of food in a region where peasant production is still very sensitive to the vagaries of the weather and climatic conditions. On the other hand, other dimensions to food insecurity are critical in triggering off economic crises, as in the case of structural food insecurity:
 - The increasing recourse by households to the market for food supply gives significant importance to two parameters: household income on the one hand, and food prices on the other;
 - The functioning of markets, especially their partitioning, barriers to free movement of goods within the region and, finally, price volatility affect access to food by the populations, especially the most vulnerable.
 - The income levels and living conditions of the people heavily influence food systems. Food diversity is a determining factor in the fight against malnutrition. Similarly, health status (access to potable

water, access to treatment) determines the use of food by the body. These considerations lead to shifting the food problem into a broader vision of access to basic social services;

- The level of education determines the economic opportunities of households, birth control, child care and nutritional balance of meals prepared in the home. In this vein, girl child education, which is a major factor for women empowerment, is decisive in a strategy for a sustainable reduction of food and nutritional vulnerability;
 - Climate change now casts another cloud over prospects for food security. This could simultaneously affect production, especially in already fragile areas, and the living conditions of households and, subsequently, access to food.
5. The first two mobilizing programs focusing on (i) the promotion of strategic commodities for the region's food security and sovereignty and (ii) for improving the environment of the agricultural sector aim – in the medium to long term - at a sustainable and competitive increase in food production. This strategy calls for a significant improvement of the economic and trade environment of producers and other sector agents. An enabling environment is intended to reduce production risks and to encourage producers and downstream agents to invest in improved productivity through the strengthening of production systems. This implies that government interventions must contribute to better remuneration of producers and their investments.
 6. In the long term, the reduction of the unit costs of production should make it possible to offer consumers accessible products. In the short term, however, this strategy could drive up food prices, affecting access to food by the most vulnerable, who are already expending a significant portion of their income on food. The third mobilizing program cannot, therefore, be dissociated from the two previous ones. It even becomes a condition, to the extent that it makes for political and social viability of the agricultural growth strategy.
 7. A mobilizing program in this area is, therefore, justifiable on several grounds:
 - With regard to the fulfilment of international commitments to promoting sustainable and stable access to food. These commitments are in reference to the right to food, which is a basic right enshrined article 25 of the Universal Declaration of Human

Rights (United Nations – 1948) and which, consequently, is binding on ECOWAS member States;

- To create economic conditions favourable to agricultural development and the promotion of food sovereignty, in view of the great number of people that are currently vulnerable;
- With regard to the common trade policies (domestic market and policies at the borders of the sub-region).

2. Preparation process

8. The preparation of this program is part of the investment program framework of the agricultural policy of ECOWAS (ECOWAP/CAADP). The design of this mobilizing program draws on the component "Prevention and management of food crises and other natural disasters (PGCA/ACN)" lead by the CILSS. The formulation process started in 2007 and was completed in 2009. It has also benefited from years of programming support of certain agencies to assist with regional and national strategies on prevention and management of food crises. It follows the guidelines of the Regional Initiative for Food Production and the Fight Against hunger, adopted by Heads of State in response to the food crisis of 2008 and the results of studies on (i) market regulation instruments, (ii) the tools for managing vulnerability, and (iii) strategic regional reserves. It also draws on the recommendations and action plans from the summit of Heads of State on Food Security, held in Abuja in 2006.
9. The terms of reference and orientations of the program were approved in Abuja on September 3 and 4, 2009 by the experts of the different Inter-governmental Organizations and the states of the region. The program was validated by the ministers of agriculture, trade and finance at their special meeting on the adoption of documents to be submitted to the International Conference on Financing of ECOWAP/CAADP held in Yamoussoukro, October 22, 2009.

3. Issues

10. Food economies of the region are strongly interrelated. This situation has positive as well as negative effects on food security through:

- Trade in multiple products that enable better matching of supply and demand, leading to increased market opportunities and incomes for producers;
- The impact of production levels in the various countries on the balance of foodstuff markets, and price levels of basic foodstuffs;
- The impact of economic dynamics on the incomes of producers exporting to markets within the region, regional migrants, and cross-border households, etc.
- The impact of conflicts on trade dynamics, conditions of production, economic development activities and income generation, etc.

11. This interrelation also concerns public policy. The most striking example is the impact of the closure of borders imposed by States in response to crises. These closures hardly affect flows but push up food prices, because of costs associated with circumventing the ban.

12. The regional space, due to complementarity of the production and consumption areas, provides a means for the improvement of food security. However, while the regional space may be seen as an opportunity for developing agriculture, through expansion of market outlets for farmers, it is also perceived to be a threat to national food security, in case of a food crisis. (outflows of foodstuffs to neighbouring markets). It is, therefore, of vital importance that the regional Community contribute to securing conditions for food supply.

3.1. **Major problems to address**

13. The mobilizing program is situated in the context of:

- A very serious structural vulnerability related to the extent of poverty in rural areas due to limited factors of production of farm households (land, equipment, inputs, skills) and limited opportunities for off-farm work and income generation;
- A situation of food insecurity seriously aggravated by rising cost of foodstuffs, which weakens the purchasing power of consumers who buy on the market. This affects the deprived rural poor populations (more than 60 %) and the urban poor;
- New risks, due notably to (i) increased volatility of prices on the international market; (ii) the impact of climate change on production and household incomes.

14. Food supply to households occurs on a liberalised market. Until 2007, stability of the international market, low prices and regular supply led consumers and some states to focus on imported and low-taxed products. The risk of such dependence became brutally evident with rising costs on the international market.

15. Public institutions have very little capacity to intervene with price regulations. Safety stocks have a function limited to maintenance of a strategic reserve, to be used in case of a shock, while awaiting the arrival of food aid. Many countries do not have it. They are costly to build, maintain, and restock after use.

16. Since 2008, member states have been faced with two apparently contradictory objectives; improving remuneration of farmers to reduce their dependence on importations, and offering affordable prices to poor consumers, making it necessary to better target beneficiaries. It is in a bid to deal with these major challenges that the regional community intervenes to support member States.

17. The latter enjoy numerous international aids (WFP, FAO, UNICER, NGOs, etc.) to reduce the impact of the food crises. But most of them hardly take account of the regional space, and are designed as one-off emergency interventions. They contribute little to strengthening national capacity to manage crises and implement food policies. The ambition is to get to influence or support efforts of national institutions for real

policies to protect vulnerable populations, included in key strategies for growth and poverty reduction, on the one hand, and sectoral policies, particularly agricultural, on the other.

3.2. Ongoing Programs in the region

18. Recurrent food crises prompted the Sahelian countries to organize themselves under the CILSS framework, to collectively prevent and manage food crises. Their strategy is based on information and early warning systems in each country and at a regional level: agricultural surveys, monitoring of agro-forestry-pastoral harvests, tracking cereal and food crops balances, EWS, MIS, etc. These efforts are complemented by different approaches to identify populations and areas at risk, at the initiative of various organizations (NGOs, WFP, CILSS, FEWSNET, FIVIMS/FAO, etc.). Work has been underway for several years to harmonize institutional approaches to vulnerability (harmonized frameworks for vulnerability analysis, enhanced by the CPI).
19. At the request of ECOWAS, the mechanism is gradually being extended to non-Sahelian Members States. This requires some adaptations to account for risk factors specific to the coastal countries.
20. The region has a consultative framework to maintain regular dialogue on the food and agricultural situation. The CILSS program PREGEC facilitates these consultations, which include national mechanisms, regional and international institutions. It promotes shared analyses, formulates recommendations for governments and international institutions, and coordinates interventions. The Prevention and Management of Food Crises Network makes it possible to take stock of the food situation with representatives of the regional and international community. It is co-hosted by the CILSS and the Club du Sahel and West Africa/OECD.
21. A process of networking the departments and companies in charge of managing national security stocks was initiated.

3.3. Lessons learned from previous approaches

22. Despite efforts undertaken since the late '70s, the information and early warning system remains fragile. Many countries do not yet have a comprehensive information system on food security and nutrition.

Where they do exist, these systems face recurring problems of funding and staffing.

23. The extension of the Sahelian mechanism to coastal countries poses methodological problems and is leading to reflection on forms of food crises other than those induced by low availability. In general, existing information systems are unsuitable for monitoring household food economies. They can detect food crises at a macro level but are of little use in designing responses to crises (targeting).
24. Gradually, existing systems have integrated most of the parameters that trigger a crisis or assess its magnitude: production, prices, nutrition, etc. But integrated analysis of all these parameters remains low.
25. There is little support for decision-making at a regional level, and few regional tools to support national efforts in time of crisis. While numerous initiatives are deployed, they are often not rooted in national systems.

4 Linkage with ECOWAP guidelines and axes

26. ECOWAP was designed before the crises sparked off by rising prices. Moreover, since it is more than just an agricultural policy, it hardly tackles the issue of access to food by vulnerable populations. In this area, axe n°1 comprises the extension, to all countries of the region of crises prevention and management mechanisms – including early warning – developed in the Sahel countries (Cf. mobilisation program n°2). The 2006-2010 ECOWAP/PDDAA action plan proposed two intervention programs:

- Prevention and mitigation of crises;
- Management of reported crises.

27. The new context leads ECOWAS to furnish additional efforts to reduce food insecurity. The new guidelines have been adopted by member States (cf. infra) and were the object of a consensus during the Paris Conference between ECOWAS and the international community.

28. The Regional Initiative for Food Production and the Fight Against Hunger was prepared during the extraordinary Meeting of Ministers of Agriculture, Economic and Financial Affairs and Trade, and adopted by the Heads of State in June 2008 included a complete component focusing on food and nutritional security for vulnerable populations. They include short, medium and long term objectives, and centre around:

- Safety nets;
- Support to information mechanisms and harmonisation methodologies for surveys on vulnerability;
- Consultation and coordination of interventions;

29. These guidelines serve as a basis for the mobilisation of «food security» facilities implemented by some donors in response to the price crisis. The planned activities in these facilities will be meaningful only if they exceed the short term investments and target the achievement of a structural change in the food conditions of the people of West Africa.

5 Logical framework of the program

5.1. Overview

30. Three areas of activity related to food security are already fully integrated in the intervention at regional level: the information mechanism on the one hand, the trade policy on the other and, finally, the revival of production. This mobilizing program promotes a more balanced response with the various parameters of food security in dealing with the issue of social nets and regional support instruments for crisis prevention and management. The objective in these areas is to start a regional activity that supports the efforts of Member States and to assess it before planning to extend it.

5.1.1 Overall objective

31. The mobilizing program seeks to « contribute to meeting the food needs of vulnerable populations and to reduce the structural vulnerability of rural as well as urban populations, in the face of volatile or rising food prices».

5.1.2 Specific objectives

32. Specific objective n°1 (SO1): Defining a regional approach of safety nets focused on food security ensuring sufficient coherence and harmonisation of national approaches. This specific objective seeks to endow the region with a common approach for the role of social protection and safety nets in improving access to food by vulnerable populations, while reducing the structural vulnerability of the concerned households. This strategy, therefore, bears on structural programs adopted by the various countries of the region for the fight against poverty, promotion of a liberalised market and, finally, the promotion of modernised agriculture. Mobility of persons and the establishment of a single market call for sufficient harmonisation to respond to their specific needs and to the peculiar situations that they face.

33. Specific objective n°2 (SO2): Providing reliable information to enable policy makers and managers of food crises to intervene with targeted operations in favour of vulnerable populations. Promotion of social protection nets to achieve food security requires, depending on the instruments implemented, different forms of targeting beneficiary populations. It therefore questions the mechanisms of information

available. This specific objective must contribute to determining the level and type of targeting that is possible with the existing types of information, while identifying and implementing the needed reform of these information mechanisms to improve targeting or develop other kinds of instruments, better suited to the sustainable reduction of vulnerability, according to the systems of life and the direction of local food economies. These information mechanisms must be based on reliable methodology to guide decisions on self-evident technical basis.

34. Specific objective n°3 (SO3): Developing safety net to improve economic access to food in poor urban communities, while remaining within the poverty reduction strategy. This objective seeks to support or encourage urban social and safety net programs in member States. This program, in the strict sense, goes beyond the scope of agricultural policy and is driven by the need to find answers to the problem of access to food caused by rising food prices, in a manner that will ensure sustainability of the policy of rewarding prices for farmers, until productivity gains to pull down prices of food items. National and sub-national activities should make it possible to move beyond selective operations supported by international partners and to structure safety nets aimed at achieving food security with poverty reduction strategies (conditional nets) in urban areas.
35. Specific Objective n°4 (SO4): Developing safety nets in rural areas to improve access to food by the people and to reduce their structural vulnerability, while facilitating the necessary changes as expressed in the agricultural modernisation strategy. The safety nets usually used in rural areas are mainly targeted at areas affected by a shortfall in production, when vulnerability reduction approaches are used. The nature, scope and duration of programs do not allow for avoidance of decapitalisation of the poorest of households and increasing deterioration of their living conditions. Sustainable reduction of vulnerability among targeted rural households implies a medium to long term vision, and an insertion of protection programs in the agriculture development strategy and in the regional socio-economic development strategy. Ipso facto, this specific objective seeks to support or encourage, among member States, the inclusion of innovative programs in their public policies.
36. Specific objective n°5 (SO5): Developing regional capacity for intervention in the prevention and management of food crises. Most intervention tools, in case of a food crisis, are mobilised at national

level, notably safety stocks, or at the international level by way of food aid and financial aid. The regionalisation of the market, as well as inclusion of food security objectives and the prevention strategy – management of food crises in the regional agricultural policy centre, lead to the promotion of additional tools to provide the regional community with the capacity to support national policies and interventions and to ensure genuine solidarity among the countries with different capacities to cope with food risks. Development and mobilisation of regional instruments will make for the institution of a policy on incentives for member States that live up to community commitments, especially those related to the common regional market and external tariffs on importations.

5.1.3 Expected Results

37. With regard to the first specific objective, focused on the definition of a regional approach to safety nets, the main expected results are the following:

- R11: the region has a coordinated approach to the use of social safety nets for urban poor populations, included in the poverty reduction strategies;
- R12: the region has a coordinated approach to the use of social safety nets for rural populations, included in the policy for the modernisation of agriculture and the poverty reduction strategy;
- R13: The regional approach makes for sufficient harmonisation of national approaches, in rural and urban areas, in order to avoid the urban effect and population migration.

38. With regard to the second specific objective, focused on availability of information for targeting vulnerable populations, the main expected results are the following:

- R21: characterisation of determinants of food and nutritional security by production basins and interdependent trade is available;
- R22: The region has a harmonised methodology for analysing food vulnerability hinged on systems of living of households;
- R23: The region has national and regional systems of information on the major dimensions of reliable food and nutrition security, adapted to the needs of targeting interventions;

- R24: The information mechanisms are backing up a process of support to national and regional decision making suited to the needs of piloting crises response instruments.

39. With regard to the third specific objective, focused on the development of safety nets in poor urban areas, the main expected results are the following:

- R31: there has been capacity building targeted at national institutions and urban communities to develop safety nets for urban areas;
- R32: the region has financial incentives and a mechanism for mobilising these funds for co -financing social nets in urban areas, connected to the poverty reduction strategy;
- R33: the region intervenes to support member States and urban communities to develop safety nets;
- R34: coordination of actors intervening to support the development of safety nets in urban areas is better ensured and coherence of all the instruments better established.

40. With regard to the fourth specific objective, focused on the establishment of safety nets in rural areas, the main expected results are the following:

- R41: the capacity of national and decentralised local government of safety nets in rural areas has been built;
- R42: the region has financial incentives and a mechanism for mobilising these funds for co-financing social nets in rural areas, linked with the agriculture policy guidelines and local development issues;
- R43: the region comes to the support of member States and decentralised rural communities to develop safety nets;
- R44: coordination of actors intervening to support the establishment of safety nets is better ensured and coherence among all the instruments better established.

41. With regard to the fifth specific objective, focused on the promotion of regional food security instruments, the main expected results are the following:

- R51: the region has a regional strategic reserve (food security stock) to support national strategies for physical and financial storage, and a transparent mechanism for mobilising this reserve;
- R52: the region has defined the terms of an insurance focused on agricultural disasters and is carrying out trials in partnership with member States and social and professional organisations (or sector organisations) on a selection of speculation and production basins;
- R53: the region draws and builds on the lessons from these initiatives and experiments to develop a more comprehensive insurance mechanism.

42. Each specific objective is implemented with a component of the mobilizing program. This program however consists of five components.

5.2. Component 1: Definition of a regional approach to safety nets for vulnerable populations

43. This component is related to the first specific objective: "To define a regional approach to safety nets focused on food security ensuring sufficient coherence and harmonisation of national approaches".

5.2.1 Challenges

44. Following the liberalisation of agricultural policies, countries of the region have abandoned market interventions intended to either support producer prices or to subsidise consumer prices. In the face of the food crises in vulnerable rural areas, crises management and prevention strategies have emphasised interventions targeting risk mitigation, in a bid to minimise disruptions to the market forces. These interventions were deployed by mobilising a panel of instruments: food and cash for work, moderate-price sales, food aid, near line storage support (cereal banks), revenue generation activities, etc. More recently, several countries of the region have developed programs focused on the fight against malnutrition and nutrition rehabilitation. Most of these interventions are developed in an isolated manner, in response to crisis often considered economic in nature. They were not very developed in urban areas.

45. The crisis induced by soaring food prices has accelerated the questioning of these approaches, re-invoking the more general problem of protection nets for vulnerable populations. Most of the countries responded with general measures to support consumption

(reduction of customs duties and vat on imported goods, or subsidies for the consumption of basic commodities). Reacting in an emergency, governments have not been able to target their measures at those sections of their populations that really bore the brunt of the price hikes. Now, these general measures are very exacting on government coffers, and end up having very little effect on access to food (insufficient and ineffectual support to the most vulnerable households).

46. Finally, the general measures reduce the cost of imported foodstuffs leading to consumer preference for the imported commodities, thereby negatively affecting prices of regional products and the agriculture growth strategy of the region.
47. The establishment of social protection nets to the benefit of vulnerable populations is a means to ensuring better economic access to food, without compromising the agriculture modernisation strategy, based on improved remunerations for farmers.

5.2.2 Justification of the regional level intervention

48. The implementation of social nets is, first and foremost, a national responsibility. But five elements call upon the community to invest in this area to complement actions of member states:

- There are very wide disparities among countries, in so far as crisis management and prevention go. The regional action should be able to put regional solidarity into play, to the benefit of countries with weak institutional, human and financial capacity, to face this situation ;
- International actors still do not contribute to correct this heterogeneity. While some countries enjoy substantial support, others are left out for various reasons. Community action should lead to scaling down the disparities among the countries;
- Success of this intervention requires a strong coordination of actors and sufficient consistency of instruments used. States still lack the capacity to play a leadership role to lead the various international institutions and NGO's to work in concert. By working together, member States of the community are better placed to play this role of operational coordination;
- Because of interactions with and the functioning of the market and trade policy and due to risks caused by the windfall effect, a minimum harmonisation of national policies becomes indispensable in a free exchange zone, to ensure free movement of goods and persons ;
- An appropriate response to food insecurity is a regional challenge. The quality of this response depends on the political and social feasibility of the agricultural strategy directed at promoting regional products, throughout the region, promoted by ECOWAP.

49. However, it does not imply the design of a single approach to binding on all countries. It is about definition of a common approach and choice instruments to promote. The objective here is to start with the minimum harmonisation needed in the areas where countries are interdependent.

5.2.3 Sub-component 11. Support for defining a common approach and instruments of intervention to facilitate access to food for the poorest in urban areas

50. This sub-component focuses on the specific problem of poor urban dwellers, who almost entirely depend on the market for their food supply. They are, therefore, very sensitive to price levels. Due to the social risks involved, governments tend to reduce taxes on imported products (customs duties and VAT). This measure is very costly for public finances and does not discriminate against beneficiaries according to their purchasing power. It contributes to increasing dependence by promoting the competitiveness of imported products against local products.
51. Rising food prices contribute to reducing dietary diversity of people, causing significant malnutrition problems.
52. Access to food is an essential requirement, along with health and education. It should, therefore, be part of the broader vision of the fight against poverty and access to basic services.
53. Initiatives have been taken by some Member States to establish experimental social safety nets in urban areas. Several instruments may be used for this purpose: food coupons with or without payment from beneficiaries, in-kind transfers, intensive labour sites, etc. All these pose a significant problem for targeting of beneficiaries.
54. This sub component aims to establish with Member States and their partners, a regional approach to safety nets in urban areas based on a consolidation of experiences.
55. With regard to this sub-component, the main activities are the following:
 - *Evaluation and building on experiences drawn from social safety nets in urban areas (free or paid for food coupons)*. This will involve evaluating on-going operations in several towns of the region in order to identify the performance of the selected mechanisms the impact of instruments developed on target beneficiary populations and the market, problems of targeting, the issue of governance (role of communities and other stakeholders in the development and management of the system) issues of coordination, interaction with the poverty reduction strategy, the link between social transfers and

economic integration, the link between food transfers and social integration (health and education counterparts), financing, etc.

- *Identification and selection of instruments and the need for harmonization of approaches at the regional level (consumer subsidies targeted or not, reducing custom duties, public works "regional", etc.).* From the evaluation work, the results of the study being conducted by ECOWAS on social nets and the basis of other international work will be to clarify the scope and terms of engagement of different types of instruments mobilized and define each of them, the needs for harmonization or not at regional level to avoid market distortions and migration of population from rural to urban areas and from one country to another.
- *Definition of a concerted regional strategy developed based on previous activities.* The capitalisation of initiatives and analysis of instruments will help outline an approach to regional safety nets in urban areas, coordinated between Member States, international organizations and NGOs. This regional approach will clarify the rules for regional support to national initiatives.

5.2.4 Sub-component 1.2. Support for the definition of a common approach and instruments of intervention to facilitate access to food by the poorest in rural areas

56. This sub-component is focused on vulnerability in rural areas. The causes of vulnerability in rural areas are many. But structural vulnerability is essentially linked to:

- Low productive resources available to a large proportion of rural households and worsening living conditions in areas less endowed, due to population growth and the unfavourable economic environment;
- Limited opportunities for diversification of income sources and antagonisms between diversification and agricultural activity due to seasonal migrations of the active population, the coincidence between the lean season and the wet season, the investment priorities of household's activities in generating short-term resources, etc.

57. The objective of ECOWAS is to help provide structured response to households facing this vulnerability too often treated by short-term or emergency measures. This involves linking the modernization of agriculture proposed in ECOWAP and national agricultural policies

(NIPA) with the establishment of social safety nets. It also means working closely with non-family households, in that, this approach must be part of the land development strategies: diversification of economic activities and employment opportunities, infrastructural development (roads, railways to improve access, sanitation network, etc.), and based on governance involving institutions and local government officials.

58. A policy on social safety nets targeting rural populations should differentiate the populations according to their degree of vulnerability, the causes of this vulnerability and the way forward for the different categories. The approach must be placed within the context of this component though different situations may already been identified:

- The most vulnerable populations should benefit from social transfers in terms of support; the aged, physically challenged and single women;
- Farmer households that have a potentially viable production base but have no access to productive resources and services that ensure optimum utilisation of their production unit;
- Households that are placed in a survival situation because of an inadequate production base (area too small). Depending on the areas, these households may consider leaving the poverty trap either by expanding their agricultural productive base, by diversifying their activities outside agriculture, or by promoting settlement in areas with the greatest potential opportunities or if land availability allows for it. The social nets put in place are not the same in the three scenarios.

59. The instruments that may be developed for the safety nets are quite different depending on the categories of vulnerable households. For the first category, it is an aid mechanism of cash or food transfer) without consideration or binding conditions; for the second category, the social nets should contribute to modernising the productive base. They will give priority to facilitating access to inputs and equipment, integration into the market, etc. which may be associated with food or cash transfers to avoid the phenomenon of dramatic decapitalisation. The third category is more complex and difficult to understand. In the absence of opportunities in the agricultural sector, the social nets should make it possible for the producers to develop other activities outside agriculture, through rural non agriculture activities: services, food crafts or other, public works, etc. In this case, the social nets should

facilitate the reconversion by linking the cash or transfers in-kind, with a commitment to training, creation of activities, participation in public works, etc.

60. Finally, this strategy must take into account the impact of climate change on the vulnerability of farming households. Social transfers can therefore be designed to facilitate adaptation strategies at the local level: rehabilitation of degraded lands, protection of biodiversity, promotion of small-scale irrigation, diversification of production to reduce risk, etc.

61. With regard to this sub-component, the main activities are the following:

- *Evaluation and consolidation of experiences with social nets promoted in rural areas.* Several nets have already been mobilized in vulnerable rural areas but are usually in response to economic crises and during the lean season. The consolidation of experiences will help assess the impacts of these different tools and analyze their outcome in the new approach.
- *Determination of nets included in a perspective of sustainable reduction of vulnerability and the prospect of modernizing agriculture.* Based on the outcomes of the study conducted by ECOWAS on social nets and on the basis of other international work, there will be the need to specify the scope and terms of mobilization of the various instruments and defining the need for harmonization at the regional level in order to avoid market distortions and population migration. The possibility of promoting local supply contracts targeted at local producers to reduce vulnerability through improved market integration and provide inputs at lower costs will be particularly explored in connection with the strategy of promoting school canteens, reinforcing proximity stocks, as well as food aid programs.
- *Identification of the need for harmonising approaches at the regional level (food for work, cash for work, cash transfers with or without consideration, coupons inputs and equipment, etc.).* There is no need to harmonize all the types of social nets at the regional level. This activity will help in the selection of those that need to be harmonized due to interferences with the labour or food markets, and those that must be promoted at the regional level. For instance, ECOWAS will, in collaboration with member states, explore the opportunity of establishing high profile jobsites corresponding to

regional investment; construction of cross-border markets, joint border posts, and road networks etc.

- *Determination of social nets included climate change adaptation strategy.* Adoption of the adaptation strategies is so delicate that farmers are already in a vulnerable situation. Social nets are therefore required to facilitate technical exchanges (use of more adapted varieties, water management, promotion of organic manure, crop diversification, etc.). The use of input vouchers, cash or food for training can also be useful tools in this perspective.
- *Development of a coordinated regional approach that includes the roles and ways by which the regional body can support national strategies.* Consolidation of initiatives and analysis of tools will help identify the highlights of a regional approach to safety nets in rural areas and a concerted effort between member states, international organizations and NGOs. This regional approach will determine the modalities for regional support to national initiatives.

5.3. Component 2: Adapting the mechanism for monitoring vulnerability and prevention of food crises

62. This component is related to the second specific objective: "Provide information that will enable decision makers and managers of food crises to intervene with specific programs targeted at vulnerable populations".

5.3.1 Challenges

63. The level of availability of information on food safety and crisis prevention is very heterogeneous. While the landlocked Sahelian countries, united by CILSS, have relatively complete systems (Agricultural Survey, crop monitoring, SIM, SAP), other countries have very little information. These countries are unable to deal with the problems of access to food and are not able to monitor the life systems of households and are consequently not able to analyze the information they have to combat any type of risk. They are generally absent from urban areas. When available, information systems are not geared towards specific interventions. They only target geographical areas, a situation that is inadequate for the implementation of social safety nets for the most vulnerable. Countries that establish the social nets usually based them on the geographical identification of

vulnerable areas or resort to ad hoc surveys of vulnerable areas, usually with support from WFP or NGOs.

64. The establishment of information mechanisms to help decision makers in driving social transfer strategies takes time, especially in countries where information devices are most deficient. The minimal upgrade of these systems is provided in the AGRIS program (see Component 3 of the second program).

65. This component of this program therefore seeks to (i) harmonize the methods of vulnerability analysis, (ii) identify and implement the changing needs of information systems to control the use of safety nets, and finally (iii) promote effective coordination of interventions in the field of crises prevention and management.

5.3.2 Sub component 21. "Adapting the crises prevention and management mechanism to the changing paradigms and factors of food insecurity"

66. Crises prevention and management mechanisms in the Sahel region have been marked by a history of food crises, usually caused by production shortfalls. A system has been adopted under the auspices of ECOWAS and the CILSS to extend this to all West African countries. The desired set-up of these mechanisms is that they are closely linked to the main parameters of food insecurity in each national context. The regionalization of production and trade, regionalization of the labour market, etc. are all factors that impact significantly on the conditions of food security.

67. The AGRIS program (see 3rd component of the second mobilizing program) seeks to establish or strengthen basic information systems (land use survey, SIM, etc.). This action must be supplemented to adapt the information mechanisms and decision support to specific issues of the country or group of countries. This includes regionalizing the analytical framework of food insecurity on the basis of a detailed analysis of food security strategies for the different categories of households taking into account the diversity of food economies of the various production areas and trade in West Africa. This involves updating knowledge on the factors of food security that have largely evolved in recent years and taking better into account new risk factors.

68. With regard to this sub-component, the main activities are the following:

- *Analysis of the functioning of food economies (macro level) and characterization of the forms and causes of food insecurity and nutrition in various large food economy zones (East Basin focused around Nigeria, central basin focused around the Western Basin of Senegal ; southwest basin around Guinea).* This activity should help define a framework of analysis for each of the areas of production and trade between highly interdependent countries, so that a common trade and information mechanism will be adapted between those countries.
- *Analysis of household food economies (micro level) and adaptation to food crises in coastal and Sahelian countries, in various food economy zones, rural and urban areas, by focusing on the socio-economic situation of households.* This activity complements the previous activity and relies on the development of methods based on an understanding of household food economies (livelihoods). The activity form part of a greater understanding of food insecurity at household levels in order to determine the most appropriate instruments to respond to crises, depending on the sources and the capacity of households to adapt to crises, and to reduce structural vulnerability. It also requires a minimum harmonization of vulnerability survey methods (extension of work begun on the harmonized vulnerability analysis framework supported by the CPI). ECOWAS will promote these surveys in countries where this type of investigation has not been developed.
- *Supporting dialogue between stakeholders in the production and trade areas to define a renewed common framework for food security analysis (framework of analysis on the main risk factors of food insecurity, household life systems, their mitigation strategies and responses to risks, etc.).* This activity aims at promoting a network of information producers and managers of food security in various areas of production and trade so as to improve diagnosis and coordinate responses to these crises at the relevant area. It also includes building the analytical capacity of national and regional systems.
- *Strengthening and adapting national and regional information systems on key areas of food security (including international parameters).* This activity is supported by the AGRIS component of the second mobilizing program.

5.3.3 Sub component 22. "Developing the decision support capacity for crisis prevention at the community level and targeting of interventions"

69. The aim is to incorporate the issues of food security in agricultural and trade policies. To this end, there is the need to review the whole process of decision support at both national and regional levels. Till date, findings made by the food security mechanisms only focus on programming crises interventions such as food aid, reduced price sales, mobilization of national safety stocks, consolidating food grain banks, nutritional support, etc. Price increases have shown that the devices were not equipped to provide decision support that could guide policy makers, including the management of trade policy and programming interventions in urban areas, in response to worsening access to food for vulnerable populations.

70. Trade policy is a thrust area of the region. In the absence of an analytical capacity and responsiveness of the region, countries are led to take unilateral actions that are inconsistent with the common goal and affect trade of goods within the subregion. The activities planned under this component are aimed specifically at providing the ECOWAS commission with a regional decision support capacity on trade and fiscal policy in order to mobilize the innovative instruments such as social safety nets (see following components).

71. With regard to this sub-component, the main activities are the following:

- *Develop a capacity for analysis and decision support at the ECOWAS Commission connected with the systems of analysis in Member States.* This will include setting up food security analysis units in the agricultural service department and the entire Commission, with the capacity to use information from national and regional information platforms and preparing public policy measures in the area of Community competence. The analysis unit will network with their counterparts in other members States.
- *Establish an inter-institutional mechanism to guide decisions involving Member States, regional institutions and the various departments within the Commission (agriculture, trade, humanitarian affairs, infrastructure ...).* The commission needs to engage other departments: trade, macroeconomics, including humanitarian affairs in taking its decisions. To this end, the Commission will establish a mechanism that brings together the key departments involved and develop a mechanism that brings together Member States and

major actors in crisis management. The proposed system is integrated in the institutional framework of ECOWAP/CAADP : Inter-departmental Committee for Agriculture and Food.

- *Define the intervention instruments (crisis management tools) that can be mobilized at the community level (ECOWAS) to support national interventions.* This work is complementary to component 1 and aims at screening the instruments mobilized at the regional level whether they come under the sole prerogative of the Community (external tariff policy) or in support of national interventions.

5.3.4 Sub component 23. "Strengthening consultation and coordination on food and nutrition"

72. The mechanism for consultation and coordination in the region is based on two instruments: the PREGEC program run by the CILSS and the International Network of Food Crisis Prevention (CSPN), co-sponsored by the CILSS and the Club du Sahel / OECD. The change from the Sahelian region to West Africa, the complexity of food crises, the increasing lack of access, the multiplication of actors involved in crisis response - often acting in a non coordinated manner - are all factors that have led to the adjustment of these two systems.

73. With regard to this sub-component, the main activities are the following:

- *Support for the renewal of the PREGEC program (extension and adaptation to the challenges facing coastal countries) and the International Food Crises Prevention -Management Network (IFCPN).* The work involved under component 21 must lead us to rethink the process of cooperation on information at the regional level, and to reconsider the structures that must be involved in these consultations. In particular, it should help identify the mandate of the information systems and develop capacity for analysis and decision support at the regional level by strongly involving food security managers. The renewal should result in an improvement in the quality of decision support provided by this consultative process for the member states, the ECOWAS Commission, NGOs, international organizations, aid agencies, etc.
- *Deepening effective coordination of regional and international stakeholders in crisis response.* The Sahel region is known to have mechanisms for coordinating its major players in crisis prevention and management. These regional and international systems are

particularly involved in these areas of coordination. There is however the need to review this approach so as to move it from the consultative stage i.e. sharing of information, to a level of effective coordination of interventions. This activity aims at strengthening the leadership capacity of national and regional bodies in the area of coordination including the development of codes of conduct to consolidate positive approaches and encourage many stakeholders to act in a spirit of convergence of effort and consistency in their responses to crises.

5.4. Component 3. "Providing safety nets for the vulnerable urban populations"

74. This component is related to the third specific objective: "Establish safety nets for improving economic access to food for the urban poor in line with the poverty reduction strategy".

5.4.1 Challenge

75. Countries in the subregion have very little experience of safety nets implemented in urban areas. The increasing problems of access to food due to the rising prices of basic foodstuffs has forced some governments, international organizations and donors to initiate social transfer operations in poor urban areas (such as food vouchers, nutritional support). These initiatives are aimed at reducing the cost of food for needy households. If they are able to promote consumption of local products instead of imported products, these programs may turn out to be crucial in helping regional producers to recapture the local markets.

76. These programs also pose major challenges to governance. For these programs to be sustainable, they must be owned by urban communities, with the support of external partners. They must be properly articulated within the urban poverty reduction strategy: which include access to basic social amenities (food in exchange for cash or supplies) and economic integration (training, development activities, and participation in the work of interest group).

5.4.2 Sub component 31. "Development of safety nets for the urban poor in line with the poverty reduction strategies"

77. Based on the strategy adopted by ECOWAS (component 1), the latter will serve as support to national institutions and urban communities to

promote social net programs and evaluate these innovations. Its intervention will be through program funding and will help in ensuring effective coordination of stakeholders.

78. With regard to this sub-component, the main activities are the following:

- *Building Capacity of national institutions to implement and manage urban interventions.* This activity aims at developing the human and institutional capacities of national institutions and urban communities to draw up and manage safety net programs. Agencies in charge of social issues, institutions in charge of decentralization, ministries of health and education are concerned. Locally, municipal institutions and associations will spearhead the interventions. The action includes the establishment or strengthening of mechanisms of coordination between crisis preventive and management interventions, staff training, and technical support institutions.
- *Capacity building for intervention coordination at the national level.* The consistency of producing safety net type programs and their integration into structural policies require a strong coordination of the various stakeholders in this area (national institutions, international organizations, NGOs) under the leadership of the Government. The action aims at strengthening the coordination capacity of national support for food-crises prevention - management, and their networking at the regional level.
- *Establishment of financial tools to co-finance innovative programs in urban areas.* The role of the regional body is to stimulate a renewed approach to social safety nets. This stimulating role will be channelled through a financial facility instituted to co-finance interventions at national or decentralized levels. The current study will determine the basis for this facility: eligibility of actions, eligibility of program sponsors, conditions, etc. This financial facility will be available at the financial mechanism adopted for the implementation of the ECOWAP (regional fund for agriculture and food) with a fund earmarked for these operations.
- *Assessment of initiatives and sharing of experiences.* As a new approach to crisis prevention and management, ECOWAS is developing an evaluation capacity as the implementation of program takes off in the member states. The five years allocated for the program allows for an impact assessment on the basis of which

ECOWAS and Member States will re-examine their approach. The action therefore involves the definition of monitoring procedures, program impact assessment and their implementation. Finally, these assessments will serve as the basis for sharing experiences and practices between and among member states.

5.5. Component 4: Establishment of safety nets targeted at the rural poor and the vulnerable

79. This component is related to the 4th specific objective: "Establish safety nets in rural areas to improve access to food for rural people and reduce their structural vulnerability while facilitating change in the Strategy for the Modernization of Agriculture".

5.5.1 Challenges

80. Once the regional strategy is in place (component 1), ECOWAS will deploy its intervention strategy which has two objectives:

- To support State and decentralized programs to design safety nets as part of measures to ensure sustainable reforms and reduction of vulnerability in the medium and long term. In this regard, it will target areas whose information systems are sufficiently developed to enable the realization of the measures;
- Promote regional solidarity by supporting the deprived in terms of capacity and external support.

81. The first five year program will initiate safety nets programs, evaluate them in order to consider more ambitious approaches.

5.5.2 Sub component 41: "Developing safety nets for vulnerable rural communities in connection with the agricultural modernization strategy"

82. The establishment of safety nets has often been initiated by external bodies (WFP, FAO, NGOs) on the basis of spot transactions, which are usually not included in public policy. The capacity of national institutions to define, implement and manage this type of instrument is generally low except in countries that have integrated them into their crises prevention-management strategies, with strong coordination between state institutions and foreign partners. Including such programs in public policy requires that state institutions play a central role in their implementation. It also ensures better coordination at the

regional level of all interventions that affect the food security conditions of the populations.

83. With regard to this sub-component, the main activities are the following:

- *Capacity building for state institutions to implement and manage rural interventions.* This action aims at developing the human and institutional capacities of national and decentralized institutions to design and manage safety net programs. Agricultural institutions in charge of decentralization, ministries of health and education often play leading roles. Locally, municipal, departmental or regional (provincial) institutions, community organizations and farmers' associations are involved. The action includes the establishment or strengthening of mechanisms of coordination between institutions involved in crises prevention-management, personnel training and technical support.
- *Building the coordinating capacity of interventions at the national level.* Same as sub-component 31.
- *Establishment of financial tools to co-finance innovative rural programs.* Same as sub-component 31.
- *Assessment of initiatives and sharing of experiences.* Same as sub-component 31.

5.6. Component 5. "Promoting regional instruments for food security"

84. This component is related to the 5th specific objective: "Develop regional capacity for intervention in food crises prevention and management".

5.6.1 Challenges

85. Promoting regional market liberalization is one of the main conditions to boost agricultural production and regulate markets that are segmented by formal and informal trade barriers. It is also a condition for achieving a high level of food sovereignty by exploring the complementing nature of the production areas. ECOWAS has the responsibility of defining regional trade policy. But it is difficult to prevent Member States from taking local actions that are detrimental to regional commitments. It is therefore necessary to consider other ways of leading member states not to raise trade barriers in a crisis situation.

86. Two options were identified: the first is to support risk reducing mechanisms by experimenting with insurance systems that focus on agriculture-related disasters; the second is to establish a system of incentive-based instruments to secure additional national tools that can be mobilized through a mutual commitment between the beneficiary Member State and Regional body.

5.6.2 Sub component 51. "Setting up a regional physical or financial stock"

87. Several Sahelian countries and a few coastal countries have a safety-stock strategy based on physical stock, financial stock or a combination of both. In the Sahelian countries, the stock is a joint instrument of the state and international partners that contribute to its funding. It is operated under strict rules of co-management that guarantee its sustainability. Several countries have in recent years developed a stock response that States mobilize in different ways, usually more flexible in sourcing from producers and destocking to cope with certain emergencies or attempt to regulate consumer prices.

88. Maintaining physical stock is very expensive. Financial stocks are however more flexible to use, but in case of a break in market supply or dramatic speculative price increases as was the case in 2008, the purchasing power of the financial stock has fallen sharply and food is very inaccessible to deal with emergencies. ECOWAS has begun discussions with the WFP on the possibility of setting up strategic reserves at the regional level. Three options are considered: (i) the establishment of a physical stock belonging to the regional body but which shall be managed by the national stocks management structures, (ii) the establishment of a regional financial stock; (iii) the networking of national stocks.

89. The safety-stock strategy must be linked with a strategic food sector regulating policy, with one of its main tools of local market regulation based on internal storage. It should also be consistent with the dynamics of proximity stores enhancement.

90. With regard to this sub-component, the main activities are the following:

- *Adoption of a safety -stock strategy in line with the market control strategy and integrating local stocks, national stockpiles, and other regional options (option to purchase on the international market for instance).* Based on survey conducted, ECOWAS and its Member States will adopt a coordinated regional strategy. This strategy will

clarify the different purposes of storage policies; define the perimeters of each type of instrument. This action will integrate into a common safety-stock strategy from the decentralized to the regional level, storage intervention - regulation of markets, through international channels, warrantage, public – private partnership for storage in cross border production areas.

- *Support cooperation between Member States, professional bodies (OP, operators, banks) NGOs and international organizations to develop a concerted approach at clarifying the role and instruments at the regional level.* This action is a continuation of the previous action and aims at encouraging the involvement of all stakeholders to prevent member states from “going it alone”- a situation that is detrimental to the overall efficiency of the system. It also aims at improving the visibility of actions of different actors in this area, which is a precondition to a coordination of interventions.
- *Design and implementation of the funding mechanism and the mechanism of implementation.* As a mechanism of community responses to crisis based on mutual commitment, the issue of institutional arrangements and financial support is a crucial question, which depends on the sustainability and transparency of the system. The action aims at defining the governance of the regional mechanism, the eligibility criteria and conditions for triggering mobilization of regional stock, cooperation with national SNSs etc.
- *Implementation of selected options for the regional level.* After the design phase of the regional storage system, ECOWAS will set up the selected system and make it operational, to support Member States. A financial reserve will be established for that purpose and may be used to consolidate national stockpiles, support their constitution, establish a regional stock whose management will be delegated to the member state or act through a food security fund.

5.6.3 Sub Component 52: Establishment of insurance mechanisms (calamity fund)

91. Natural disasters (drought, floods) are a major setback for producers' investment in enhancing and upgrading their operations, and a significant risk to income and household food security. Insurance can cover these risks and serve as an anti-risk strategy for producers. Most countries in the region must consider the introduction of such insurance systems, but the private sector is not interested in providing such services, considering that agriculture-related risks are too high.

92. This risk is so great that there are very few possibilities of risk pooling, in that, disasters can simultaneously affect a majority of insured producers (in case of drought for example). Therefore, the insurance-systems must be able to reinsure with companies that share the risk on a wider scale. The establishment of insurance schemes is also very expensive in the region due to the fragmentation of holdings and their weak financial standing. Lack of insurance systems is a major obstacle to the development of credit, whether it is investment or corporate credit. Given the reluctance of private sector operators, public policy or the promotion of forms of public-private sector partnerships is essential. Although the insurance industry is underdeveloped in the region, Nigeria has established a system of hedging, which was limited at the onset but has in recent years expanded to cover almost all types of production and risks on the basis of a public system (Nigerian Agricultural Insurance Corporation).

93. The objective of ECOWAS is to explore the possibilities offered (i) by risk pooling in regional strategic networks for data, (ii) by mobilizing the insurance companies in the country (iii) exploring the possibilities offered by international reinsurance schemes, (iv) setting up a guarantee fund in case of failure of the insurance system during disasters that affect the whole region and affect the risk pooling mechanism.

94. With regard to this sub-component, the main activities are the following:

- Capitalize on experience in developing countries. Several developing countries, experiencing similar situations were able to deploy systems of insurance in connection with production chains or the granting of credit. An accumulation of these experiences and an analysis of conditions for their replicability is a basic essential work.
- Conduct feasibility studies of an agricultural- disaster based insurance system linked to crop funding mechanism based on experiences elsewhere. Based on the accumulation and analysis of specific conditions of the region (i.e. risk, institutional diagnosis, etc.), ECOWAS will conduct feasibility studies of an insurance system, in partnership with interested Member States.
- Support experimentation in certain areas or countries. Once the mobilizeable instruments and the institutional arrangements and funding have been determined, ECOWAS will conduct a test

production hedging by focusing on sectors included in the market and production basins where the risk is moderate. This will be done in partnership with Member States.

6 Synthetic presentation of the financing plan.

95. The table below shows the costs for each component and sub component. The cost of the program is \$ 225 million over five years.

In million US dollars	1 st Year	2 nd Year	3 rd Year	4 th Year	5 th Year	TOTAL
Component 1: Definition of a regional approach to safety nets for vulnerable populations	1,4	2,8	0,0	0,0	0,0	4,2
Sub-component 11. Support for defining a common approach and instruments of intervention to facilitate access to food for the poorest in urban areas	0,7	1,4	0,0	0,0	0,0	2,1
Sub-component 1.2. Support for the definition of a common approach and instruments of intervention to facilitate access to food by the poorest in rural areas	0,7	1,4	0,0	0,0	0,0	2,1
Component 2: Adapting the mechanism for monitoring vulnerability and prevention of food crises"	3,4	4,8	5,8	5,8	5,8	25,6
Sub component 21. "Adapting the crises prevention and management mechanism to the changing paradigms and factors of food insecurity"	2,0	3,0	4,0	4,0	4,0	17,0

Sub component 22. "Developing the decision support capacity for crisis prevention at the community level and targeting of interventions"	0,6	1,0	1,0	1,0	1,0	4,6
Sub component 23. "Strengthening consultation and coordination on food and nutrition"	0,8	0,8	0,8	0,8	0,8	4,0
Component 3. "Providing safety nets for the vulnerable urban populations"	5,0	7,0	9,0	9,0	10,0	40,0
Sub component 31. "Development of safety nets for the urban poor in line with the poverty reduction strategies"	5,0	7,0	9,0	9,0	10,0	40,0
Component 4: Establishment of safety nets targeted at the rural poor and the vulnerable	5,0	10,0	13,0	13,0	13,0	54,0
Sub component 41: "Developing safety nets for vulnerable rural communities in connection with the agricultural modernization strategy"	5,0	10,0	13,0	13,0	13,0	54,0
Component 5. "Promoting regional instruments for food security"	4,0	15,0	23,0	24,0	24,0	90,0
Sub component 51. "Setting up a regional physical or financial stock"	2,0	10,0	16,0	16,0	16,0	60,0
Sub Component 52: Establishment of insurance mechanisms (calamity fund)	2,0	5,0	7,0	8,0	8,0	30,0
Monitoring & Evaluation	3,0	2,0	2,0	1,5	2,7	11,2
TOTAL	21,8	41,6	52,8	53,3	55,5	225,0